



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

# **Report of the Comptroller and Auditor General of India on State Finances for the year 2023-24**



**Government of Jharkhand  
Report No. 2 of 2025  
(State Finances Audit Report)**



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## Preface

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

**Chapter 1** of this Report contains the basis and approach to the 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 the fiscal correction path.

**Chapters 2 & 3** of the Report contain audit findings on matters arising from an examination of the Finance Accounts and the Appropriation Accounts respectively, of the State Government for the year ended 31 March 2024. Information has been obtained from Government of Jharkhand, wherever necessary.

**Chapter 4** 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.

The Reports 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.



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# EXECUTIVE SUMMARY

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## ***Executive Summary***

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### ***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 budget intent, revenue and expenditure projection, the reasons for variations and their impact.*

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Gross State Domestic Product (GSDP) (at current prices) grew at a Compound Annual Growth Rate (CAGR) of 10.40 *per cent* from ₹ 3,10,305 crore in 2019-20 to ₹ 4,61,010 crore in 2023-24. Budget Outlay of the State grew at a CAGR of 10.54 *per cent* from ₹ 94,765 crore in 2019-20 to ₹ 1,41,499 crore in 2023-24.

During 2023-24, the growth in GSDP over the previous year was 10.46 *per cent*. Revenue receipts grew at 9.57 *per cent* and the percentage of revenue receipts over GSDP decreased from 19.23 *per cent* in 2022-23 to 19.07 *per cent* in 2023-24. The State's own tax revenue increased by 11.49 *per cent* over the previous year and the non- tax revenue increased by 4.64 *per cent*. The total expenditure (revenue expenditure, capital expenditure and loans and advances) of the State of Jharkhand increased by 19.58 *per cent* over the previous year from ₹ 84,908 crore to ₹ 1,01,537 crore. Of this, revenue expenditure showed an increase of 14.99 *per cent* from 2022-23. Revenue surplus decreased from ₹ 13,563.59 crore in 2022-23 to ₹ 11,252.08 crore in 2023-24, registering a decrease of 17.04 *per cent*. During the same period, fiscal deficit increased by 37.15 *per cent* from ₹ 4,616.73 crore to ₹ 6,331.76 crore.

### ***Receipt and Expenditure***

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 ₹ 58,417 crore to ₹ 87,929 crore, with a CAGR of 10.76 *per cent*. Capital receipts also increased from ₹ 9,642 crore to ₹ 15,524 crore during this period. The Central Tax

Transfers during 2023-24 increased by 19 *per cent* over 2022-23. The share of GoI's Grants-in-aid in revenue receipts decreased from 21.06 *per cent* in 2019-20 to 10.40 *per cent* in 2023-24. The State Government received ₹ 6,266.71 crore as Central share for Centrally Sponsored Schemes (CSSs) during the year.

Revenue expenditure is incurred to maintain the current level of services and payments for past obligations. 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, in absolute terms, from ₹ 56,457 crore (18.19 *per cent* of GSDP) to ₹ 76,676 crore (16.63 *per cent* of GSDP). It consistently made up a significant portion (76 to 85 *per cent*) of the total expenditure during this period, growing at a CAGR of 7.95 *per cent*.

The gap between the revenue receipt and revenue expenditure results in revenue deficit/surplus. The revenue surplus of the State increased to ₹ 11,252 crore (2.44 *per cent* of GSDP) in the current year from ₹ 1,960 crore (0.63 *per cent* of GSDP) in the year 2019-20.

The State Government spent ₹ 20,570 crore only on capital account. This was 20.26 *per cent* of the total expenditure in the year 2023-24. CE to GSDP ratio was 4.46 *per cent* in 2023-24 due to increase in CE by ₹ 6,554 crore over the previous year whereas, CE as a percentage to the total budget of the State (₹ 1,41,499 crore) stood at 14.54 *per cent* during FY 2023-24.

The gap between the total expenditure and total non-debt receipts of the State results in fiscal deficit. The fiscal deficit of the State decreased to ₹ 6,332 crore (1.37 *per cent* of GSDP) in 2023-24 from ₹ 8,035 crore (2.59 *per cent* of GSDP) in 2019-20.

Under the revenue expenditure, the quantum of committed expenditure constitutes the largest share. Committed expenditure has the first charge on the resources and consists of interest payments, expenditure on salaries and wages and pensions. Committed expenditure on interest payments, salaries and pensions constituted 41-44 *per cent* of revenue expenditure during 2019-20 (43 *per cent*) and 2023-2024 (41 *per cent*). The Committed expenditure increased at a CAGR of 6.92 *per cent i.e.* from ₹ 24,095 crore in 2019-20 to ₹ 31,487 crore in 2023-24 {an increase of 8.98 *per cent* over 2022-23 (₹ 28,893 crore)}.

In addition to the committed expenditure, inflexible expenditure fluctuated between 12 *per cent* and 15 *per cent* of revenue expenditure during 2019-20 to 2023-24. The inflexible expenditure increased from ₹ 8,000 crore in 2022-23 to ₹ 10,071 crore in 2023-24 registering an increase of 25.89 *per cent*. During the period 2019-20 to 2023-24, the inflexible expenditure grew from ₹ 7,254 crore to ₹ 10,071 crore.

Taken together, the committed and inflexible expenditure in 2023-24 was ₹ 41,558 crore; 54 *per cent* of the revenue expenditure. Upward trend on committed and inflexible expenditure leaves the Government with lesser flexibility for other priority sectors and capital creation.

*Expenditure on subsidies*

Within the non-committed expenditure, amount of subsidies rose from ₹ 4,275 crore in 2019-20 to ₹ 5,653 crore in 2021-22 before decreasing to ₹ 4,831 crore in 2023-24. Subsidies were 7.57 *per cent* of the total revenue expenditure in 2019-20 and 6.30 *per cent* in 2023-24. Subsidies on Power (₹ 2,300 crore) constituted a significant portion (48 *per cent*) of the total subsidies during 2023-24.

*Contingent Liabilities*

As of 2023-24, the Government provided guarantees against borrowings of ₹ 4,998.38 crore. During the year, no guarantee was invoked.

The State Government had also notified reversion to the Old Pension Scheme (OPS) vide Notification dated 1 September 2022. The imminent financial burden on account of implementation of OPS also needs to be reckoned while assessing debt sustainability of the State.

*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 comparison 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, the State had revenue surplus at 2.44 *per cent*; fiscal deficit was 1.37 *per cent* as against the limit of 3.00 *per cent* and debt was 27.68 *per cent* of GSDP as against the limit of 30.60 *per cent*.

As per the debt stabilisation analysis, the outstanding liabilities of the State Government increased from ₹ 94,406.60 crore in 2019-20 to ₹ 1,27,608.51 crore in 2023-24. The overall debt to GSDP ratio of the State that had increased to 36.23 *per cent* in 2020-21 from 30.42 *per cent* in 2019-20 continued to decline from 2021-22 and reached a five-year low of 27.68 *per cent* in 2023-24.

There was primary deficit in the State during the period 2019-20 and 2020-21, and Domar gap was negative during the period which was indicative of slow economic growth. During 2021-22 to 2023-24, Domar gap was positive along with primary surplus which indicates stable economic conditions leading to public savings. As per latest GSDP series, during 2021-22, real economic growth was highest (12.02 *per cent*) due to low base of 2020-21 (COVID year) resulting in significant positive Domar gap (9.20 *per cent*).

## ***Budget performance***

### ***Aggregate expenditure outturn***

Budget performance in terms of budgetary intent and budget implementation is examined to assess the extent to which the aggregate expenditure outturn reflects the amount originally approved both in terms of excess and saving. In the Revenue section, the deviation in outturn compared with BE was (-) 8.48 *per cent*. This was due to deviation between 0 and (+/-) 25 *per cent* in 37 grants, between (+/-) 25 *per cent* to (+/-) 50 *per cent* in 15 grants, between (+/-) 50 *per cent* to (+/-) 100 *per cent* in five grants and equal to or more than 100 *per cent* in three grants. In the Capital section, the deviation in outturn compared with BE was (-) 1.51 *per cent*. This was due to deviation between 0 and (+/-) 25 *per cent* in 37 grants, between (+/-) 25 *per cent* to (+/-) 50 *per cent* in seven grants, between (+/-) 50 *per cent* to (+/-) 100 *per cent* in 11 grants and equal to or more than 100 *per cent* in five grants. No provision was however, made in respect of 20 grants of the Capital section.

### ***Expenditure composition outturn***

Budget performance also looks at the extent to which the re-allocation between the main budget categories during the execution has contributed to variance in expenditure composition. This measure indicates the extent of variation between the final budget and the actual expenditure. In the Revenue section, the deviation in outturn, compared with the REs, was (-) 24.99 *per cent*. This was due to deviation between 0 and (+/-) 25 *per cent* in 32 grants, between (+/-) 25 *per cent* to (+/-) 50 *per cent* in 19 grants, between (+/-) 50 *per cent* to (+/-) 100 *per cent* in nine grants. In the Capital section, deviation in outturn, compared with the REs, was (-) 18.13 *per cent*. This was due to deviation between 0 and (+/-) 25 *per cent* in 38 grants, between (+/-) 25 *per cent* to (+/-) 50 *per cent* in seven grants, between (+/-) 50 *per cent* to (+/-) 100 *per cent* in 12 grants and equal to or more than 100 *per cent* in three grants. No provision was, however, made in respect of 19 grants of the Capital section.

It was noticed that supplementary provisions of ₹ 13,499.10 crore during the year 2023-24 in 57 cases (more than ₹ 0.50 crore in each case) proved unnecessary, as the expenditure did not come up even to the level of the original provisions.

*It was noticed that in several cases, there were supplementary grants where expenditure was not even up to the original grant. A reliable budget practice should need to deal with such deviations.*

## ***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 parking of funds outside the Government accounts, non or short-discharging of liabilities and misclassification of transactions and data gaps.

#### *Regularisation of Excess over Grants/ Appropriations*

The State Government has to get excesses over grants/appropriations regularised by the State Legislature as per Article 205 (1) (b) of the Constitution. It was observed that in 2023-24, there was excess expenditure of ₹ 268.02 crore under one appropriation which required regularisation. Further, excess disbursements of ₹ 3,778.41 crore relating to 10 grants pertaining to FYs 2001-02 to 2022-23 is yet to be regularised.

#### *Compliance with IGAS*

As against the requirements of the Indian Government Accounting Standards (IGAS), the State Government partially complied with IGAS-2: Accounting & classification of Grants-in-aid and IGAS-3: Loans and Advances made by the Government.

#### *Operation of PD Accounts*

In Jharkhand, 24 PD accounts were opened, to deposit the land acquisition compensation funds. All these accounts are operational and an amount of ₹ 1,187.22 crore was added to the opening balance of ₹ 2,368.79 crore during the year 2023-24. Out of the total deposits in these PD accounts, ₹ 346.31 crore was disbursed during the year, leaving a balance of ₹ 3,209.70 crore, at the end of the financial year.

#### *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 the Government of India and the State Government is transferred to the Bank Account of the SNA lying outside the Government Account. As intimated by the State Government, it received ₹ 6,439.24 crore being Central share for Centrally Sponsored Schemes, during 2023-24, in its Treasury Accounts. The State Government transferred ₹ 6,545.59 crore, received in Treasury Accounts being Central share, and State share of ₹ 8,477.76 crore to the SNAs. No further details/documents were provided in this regard. As per PFMS portal of CGA/SNAs, ₹ 6,276.70 crore was 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 grants-in-aid within a stipulated time period, 47,367 outstanding UCs of ₹ 1,33,161.50 crore were pending as on 31<sup>st</sup> March 2024. High pendency of UCs is fraught with the risk of fraud and misappropriation of funds.

*DC bills against AC bills*

Similarly, despite the requirement of submitting Detailed Contingency (DC) Bills against the advance money withdrawn through Abstract Contingency (AC) Bills, 18,011 AC bills of ₹ 4,891.72 crore were pending for submission of DC bills as on 31<sup>st</sup> March 2024. Advances drawn and not accounted for increase the possibility of wastage/ misappropriation/ malfeasance *etc.*

*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 DC bills against AC bills; non-compliance with IGAS-2 and IGAS-3; funds remaining outside Government accounts; and non-supply of details of expenditure from SNAs have impacted the quality of accounts adversely.*

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# **Chapter-1**

## **OVERVIEW**

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## CHAPTER 1

### OVERVIEW

#### 1.1 Profile of the State

The State of Jharkhand was created in November 2000 by bifurcating the erstwhile State of Bihar. It covers a geographical area of 79,716 sq. km., of which, 29.76 *per cent* is covered by forests. It is the 16<sup>th</sup> largest State of the country and has 24 districts.

Jharkhand is endowed with a variety of mineral resources. The major mineral resources are coal, iron ore, bauxite, limestone, copper, mica, graphite, china clay and uranium. Jharkhand is the only State in the country producing coking coal and uranium. There were 121 mines of major minerals and 589 mines of minor minerals in the State as of March 2023.

As indicated in **Appendix 1.1, Part-A**, the State's population increased from 3.47 crore in 2014 to four crore in 2024, an increase of 15.25 *per cent* in the last 10 years. The population density of the State was 501.32 persons per sq. km. in 2024, which was higher than the national average of 426.09 persons per sq. km. The State literacy rate was 66.40 *per cent* as per the 2011 census.

#### 1.1.1 Gross State Domestic Product of Jharkhand

The 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 change in the level of economic development of the State, over a period of time.

Changes in the sectoral contribution of GSDP are also important to understand the changing structure of the economy. Economic activity is generally divided into the Primary, Secondary and Tertiary sectors, which correspond to the Agriculture, Industry and Service sectors.

As per the new series available, GSDP figures for the years 2021-22 and 2022-23 have changed. Accordingly, the percentages/ratios in relevant tables for the relevant years, published in the previous years' Audit Reports, have undergone changes. Trends in the annual growth of GSDP of Jharkhand, *vis-à-vis* that of the GDP of the country, and sectoral growth in GSDP, for the period from financial year (FY) 2019-20 to FY 2023-24, are given in **Table 1.1**.

**Table 1.1: Trends in GSDP compared to GDP  
(at current prices)**

Year	2019-20	2020-21	2021-22	2022-23	2023-24
<b>INDIA</b>					
GDP (2011-12 Series) (₹ in crore)	2,01,03,593	1,98,54,096	2,35,97,399	2,69,49,646	2,95,35,667
GVA	1,83,81,117	1,82,10,997	2,16,35,584	2,46,59,041	2,67,62,147
Growth rate of GDP over previous year ( <i>per cent</i> )	6.37	-1.24	18.85	14.21	9.60
Growth rate of GVA over previous year ( <i>per cent</i> )	7.02	-0.93	18.81	13.97	8.53
Per Capita GDP (in ₹)	1,49,915	1,46,480	1,72,422	1,94,879	2,11,725

Year	2019-20	2020-21	2021-22	2022-23	2023-24
<b>JHARKHAND</b>					
GSDP (2011-12 Series) (₹ in crore)	3,10,305	2,96,664	3,76,127	4,17,361	4,61,010
GSVA	2,83,196	2,75,196	3,48,511	3,74,904	4,10,294
Growth rate of GSDP over previous year ( <i>per cent</i> )	1.51	-4.40	26.79	10.96	10.46
Growth rate of GSVA over previous year ( <i>per cent</i> )	1.57	-2.82	26.64	7.57	9.44
Per Capita GSDP (in ₹)	82,276	77,561	97,035	1,06,310	1,15,960

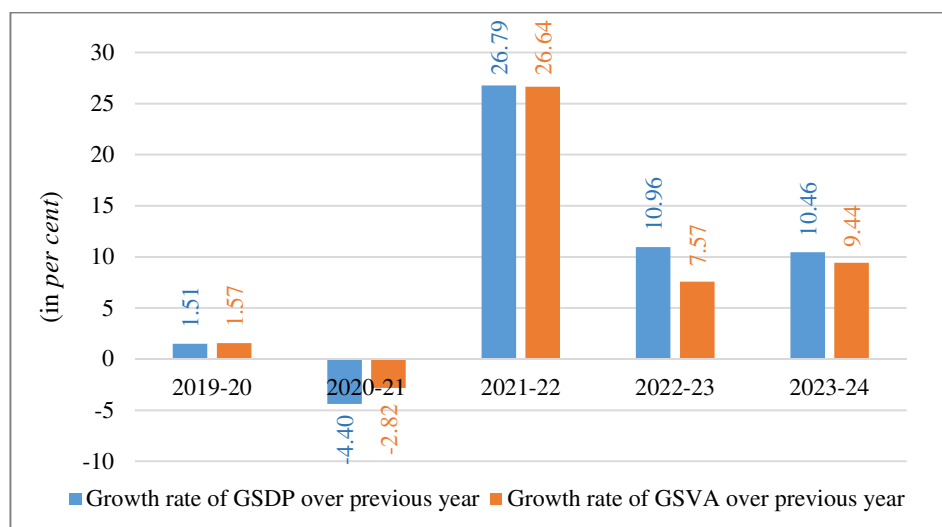
Source: Ministry of Statistics and Programme Implementation, GoI and Planning and Development Department, Government of Jharkhand

The Gross State Domestic Product (GSDP) in FY 2023-24, at current prices was ₹ 4,61,010 crore and the GDP, in FY 2023-24, at current prices, was ₹ 2,95,35,667 crore. Further, the per capita GSDP of the State, for FY 2023-24, was ₹ 1,15,960 while that of the country was ₹ 2,11,725. The growth in per capita GSDP of the State (9.08 *per cent*), during FY 2023-24, was higher than the growth in per capita GDP of the country (8.64 *per cent*) during the same year. As can be seen from **Table 1.1**, the growth rate of GSDP of Jharkhand showed wide fluctuations, during the period from FY 2019-20 to FY 2022-23. However, the growth rate during 2023-24 remained nearly unchanged as compared to the previous year.

Gross Value Added (GVA) is being used for economic analysis by GoI and international organisations like IMF and World Bank, as GVA is considered to be a better indicator of economic growth, as compared to GDP, because it ignores the impact of taxes and subsidies. Both measures are different, in so far as treatment of net taxes is concerned. From a policymaker's perspective, it is, therefore, vital to have a comparison of the GVA and Gross State Value Added (GSVA) data, for better analysis and making policy interventions.

The trends of GSDP and GSVA, for the period from FY 2019-20 to FY 2023-24, is indicated in **Chart 1.1**.

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

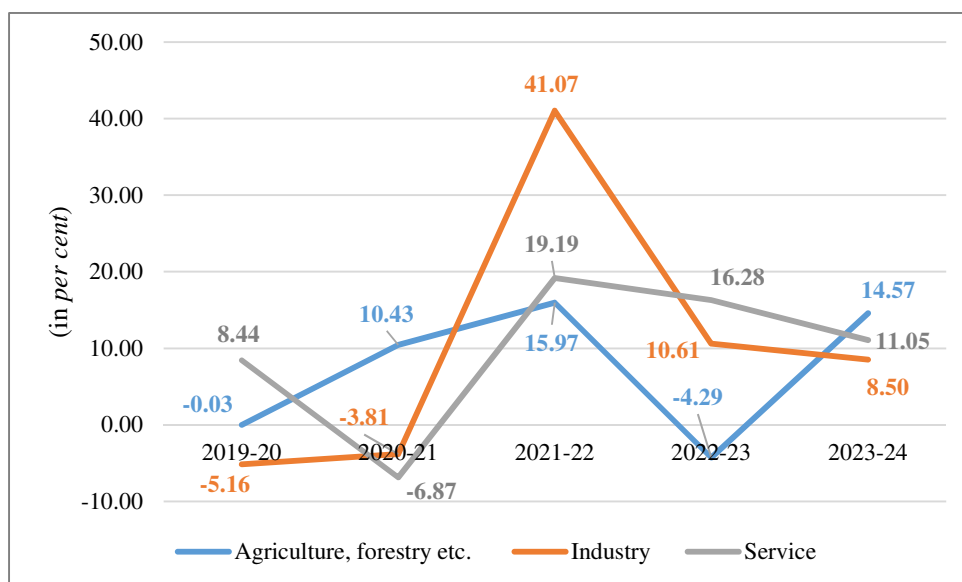


Source: Ministry of Statistics and Programme Implementation, GoI

### 1.1.2 Sectoral contribution to GSDP

**Chart 1.2** reflects the sector-wise contribution to GSDP during the financial years 2019-20 to 2023-24. During 2023-24, the major contributor to GSDP was the Agriculture Sector followed by the Services Sector. Contribution of Industry Sector was highest during 2021-22 which dropped to 8.50 per cent during 2023-24.

**Chart 1.2: Sectoral growth in GSDP**



Source: Ministry of Statistics and Programme Implementation, GoI

As can be seen from **Chart 1.2**, the contribution of all sectors to GSDP increased significantly during FY 2021-22, due to the low base of 2020-21 (COVID year). The contribution of the Industry and Service sectors decreased during FY 2023-24, while Agriculture sector showed a significant increase, as compared to FY 2022-23.

## 1.2 Basis and Approach to State Finances Audit Report

The State Finances Audit Report (SFAR) is prepared and submitted under Article 151 (2) of the Constitution of India.

The Principal Accountant General (Accounts & Entitlements) compiles the Finance Accounts and the 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, and the statements received from the Reserve Bank of India. These accounts are audited independently by the Principal Accountant General (Audit), and reported upon by the CAG.

The Finance Accounts and the Appropriation Accounts of the State constitute the core data for this Report. Other sources include the following:

- Budget of the State 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 Principal Accountant General (Audit);

- 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.

Analysis has also been carried out in the context of recommendations of the Finance Commissions (FCs), State Fiscal Responsibility and Budget Management Act, best practices and guidelines of the Government of India. An entry conference was held on 28 May 2024, with the State Finance Department, wherein the audit approach was explained. An exit conference was also held on 22 August 2024. The draft Report was forwarded (6 December 2024) to the State Government for its replies/comments, which are awaited (January 2025).

### **1.3 Overview of Government Account Structure and Budgetary Processes**

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

#### **1. 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 the 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 money can be appropriated from this Fund, except in accordance with 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.

#### **2. 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.

#### **3. Public Accounts 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 balance available with the



Government is also included under the Public Account. The Public Account is not subject to the vote of the Legislature.

### Budget Document

**Annual Financial Statement:** 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 expenditures 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 the revenue account from other expenditure.

**Revenue Receipts** consist of tax revenue, non-tax revenue, share of Union Taxes/ Duties and grants from Government of India.

**Revenue Expenditure** consists of all expenditure of the Government which does not result in the creation of physical or financial assets. It relates to 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 these grants may be meant for creation of assets).

**Capital Receipts** consist of:

- **Debt Receipts:** Market Loans, Bonds, Loans from financial institutions, Net transactions under Ways and Means Advances, Loans and Advances from the Central Government *etc.*, and
- **Non-debt Receipts:** Proceeds from disinvestment, recoveries of loans and advances.

**Capital Expenditure** includes expenditure on the acquisition of land, building, machinery, equipment, investment in shares, and loans and advances by the Government to PSUs and other parties.

The accounting classification system in Government is both functional and economic, as shown below.

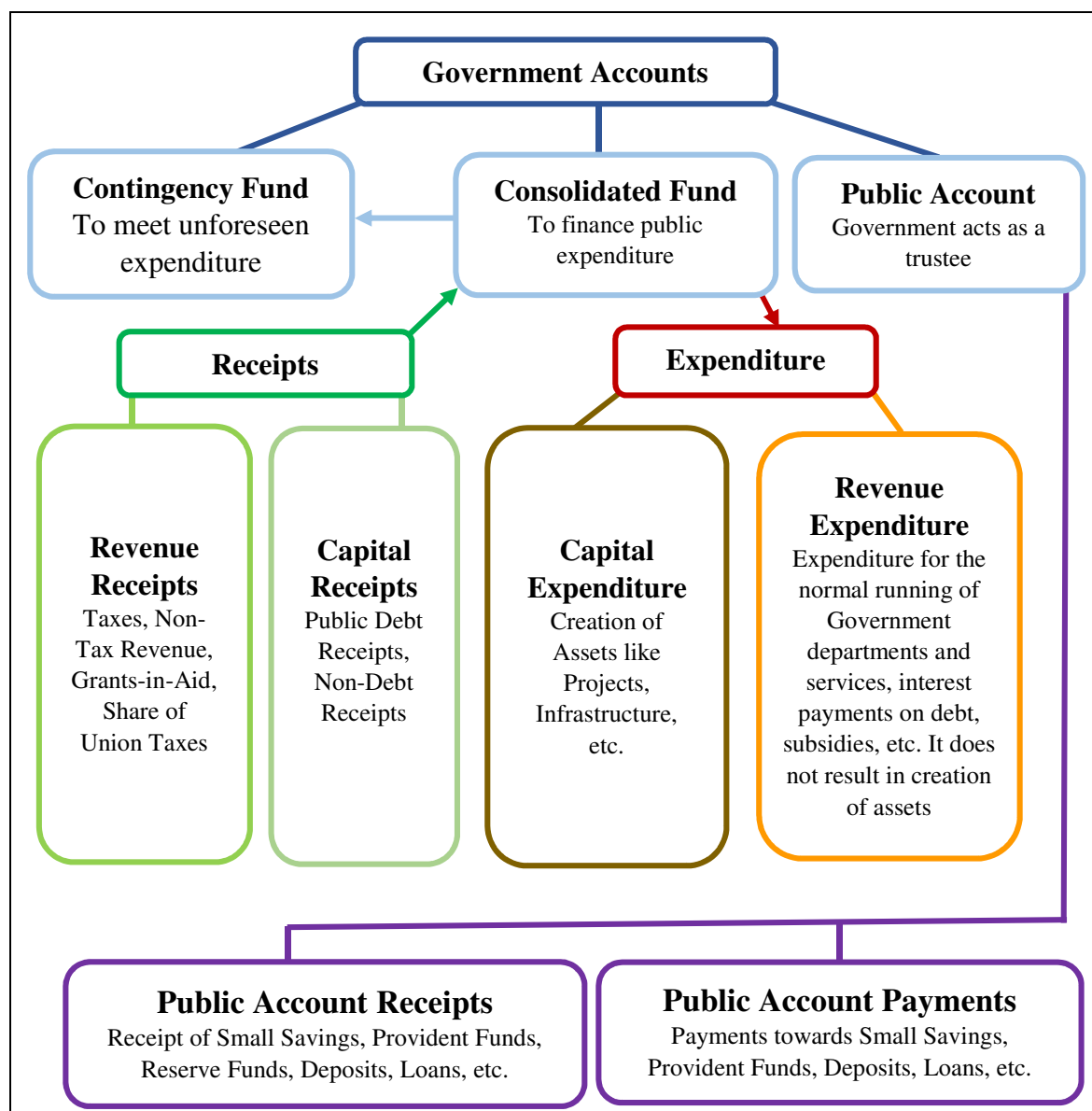
	Attribute of transaction	Classification
Standardised in LMMH* by CGA	Function: Education, Health <i>etc.</i>	Major Head under Grants (4-digit)
	Sub-Function	Sub Major head (2-digit)
	Programme	Minor Head (3-digit)
Flexibility left for States	Scheme	Sub-Head (2-digit)
	Sub-scheme	Detailed Head (2-digit)
	Economic nature/Activity	Object Head: Salary, minor works, <i>etc.</i> (2-digit)

\*List of Major and Minor Heads

The functional classification indicates the department, function, scheme or programme and object of expenditure. The 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 the 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, which are the primary units of appropriation in the budget documents. For instance, generally, the object head "Salary" is revenue expenditure and the object

head 'Construction' is capital expenditure. A pictorial depiction of the structure of Government Accounts is given in **Chart 1.3**. A detailed layout of the Finance Accounts is given in **Appendix 1.1, Part B & C**.

**Chart 1.3: 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), loans given by Central Government *etc.* For this purpose, the major heads 6003 and 6004 - Public Debt have been taken into consideration.

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

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

### Budgetary Processes

In terms of Article 202 of the Constitution of India, the Governor of the State 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.

The State 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 3** of this Report.

#### 1.3.1 Snapshot of Finances

**Table 1.2** shows the details of actual financial results *vis-à-vis* Budget Estimates, for the FY 2023-24, along with the actuals of FY 2022-23.

**Table: 1.2: Actual Financial Results *vis-à-vis* Budget estimates**

(₹ in crore)

Sl. No.	Components	2022-23 (Actuals)	2023-24 (Budget Estimate)	2023-24 (Actuals)	Percentage of Actual to B.E.	Percentage of Actuals to GSDP
1	Tax Revenue	56,521.63	64,639.29	65,357.12	101.11	14.18
(i)	Own - Tax Revenue	25,117.51	30,860.00	28,004.77	90.75	6.07
(ii)	Share of Union Taxes/Duties	31,404.12	33,779.29	37,352.35	110.58	8.10
2	Non-Tax Revenue	12,830.05	17,259.44	13,425.12	77.78	2.91
3	Grants-in-aid and Contributions	10,893.54	16,438.42	9,146.26	55.64	1.98
4	<b>Revenue Receipts (1+2+3)</b>	<b>80,245.22</b>	<b>98,337.15</b>	<b>87,928.50</b>	<b>89.42</b>	<b>19.07</b>
5	Recovery of Loans and Advances	46.41	80.85	7,276.70	9,000.25	1.58
6	Other Receipts	0.00	0.00	0.00	0.00	0.00
7	Borrowings and other liabilities <sup>\$</sup>	4,616.73 <sup>&amp;</sup>	11,674.57	6,331.76 <sup>*</sup>	54.24	1.37
8	<b>Capital Receipts (5+6+7)</b>	<b>4,663.14</b>	<b>11,755.42</b>	<b>13,608.46</b>	<b>115.76</b>	<b>2.95</b>
9	<b>Total Receipts (4+8)</b>	<b>84,908.36</b>	<b>1,10,092.57</b>	<b>1,01,536.96</b>	<b>92.23</b>	<b>22.02</b>
10	Revenue Expenditure	66,681.63	84,676.00	76,676.42	90.55	16.63
11	Interest payments <sup>#</sup>	6,238.29	6,787.09	6,838.95	100.76	1.48
12	Capital Expenditure	14,015.59	21,248.47	20,569.69	96.81	4.46
13	Loan and advances	4,211.14	4,168.10	4,290.85	102.94	0.93
14	<b>Total Expenditure (10+12+13)</b>	<b>84,908.36</b>	<b>1,10,092.57</b>	<b>1,01,536.96</b>	<b>92.23</b>	<b>22.02</b>
15	<b>Revenue Deficit (-)/ Surplus (+) (4-10)</b>	<b>13,563.59</b>	<b>13,661.15</b>	<b>11,252.08</b>	<b>82.37</b>	<b>2.44</b>
16	<b>Fiscal Deficit (-)/ Surplus (+) {4+5+6-14}</b>	<b>-4,616.73</b>	<b>-11,674.57</b>	<b>-6,331.76</b>	<b>54.24</b>	<b>-1.37</b>
17	<b>Primary Deficit (-)/ Surplus (+) (16-11)</b>	<b>1,621.56</b>	<b>-4,887.48</b>	<b>507.19</b>	<b>-10.38</b>	<b>0.11</b>

Source : Finance Accounts

<sup>\$</sup> Borrowings and other liabilities: Net (Receipts - Disbursements) of Public Debt + Net of Contingency Fund + Net (Receipts- Disbursement) of Public Account + Net of opening and closing Cash Balance.

<sup>&</sup> Includes ₹ 2,964.32 crore, received during FY 2022-23, as special assistance for capital expenditure.

<sup>\*</sup> Includes ₹ 4,580.61 crore, received during FY 2023-24, as special assistance for capital expenditure.

<sup>#</sup> Included in Revenue Expenditure shown at Sl. No. 10.

During FY 2023-24, revenue receipts increased by 9.57 *per cent* over the receipts of the previous year, whereas they fell short of the budget estimates by 10.58 *per cent*. During FY 2023-24, growth of revenue expenditure was 14.99 *per cent* over the previous year. However, it was ₹ 7,999.58 crore less than the budget estimates. Further, there was revenue surplus of ₹ 11,252.08 crore, during FY 2023-24.

GST compensation is the revenue of the State Government under the GST (Compensation to States) Act, 2017. The State received GST compensation of ₹ 165.63 crore, as revenue receipts, during FY 2023-24.

**Table 1.3** indicates the trend of receipts and expenditure, on the Revenue and Capital Accounts, during FYs 2019-20 to 2023-24.

**Table: 1.3: Trends of Receipts and Expenditure**

(₹ in crore)

Financial Year	Revenue		Percentage of revenue expenditure to revenue receipts	Capital		Percentage of capital expenditure to capital receipts
	Receipts	Expenditure		Receipts	Expenditure	
2019-20	58,417	56,457	96.64	9,642	9,879	102.46
2020-21	56,150	59,264	105.55	13,595	8,466	62.27
2021-22	69,722	62,778	90.04	11,132	9,377	84.23
2022-23	80,245	66,682	83.10	9,189	14,016	152.53
2023-24	87,929	76,676	87.20	15,524	20,570	132.50

- The percentage of revenue expenditure to revenue receipts increased during FY 2023-24 (87.20 *per cent*) over the previous year (83.10 *per cent*).
- While both capital receipts and expenditure increased in 2023-24 as compared to the previous year, the percentage of capital expenditure to capital receipts decreased from 152.53 *per cent* in FY 2022-23, to 132.50 *per cent* in FY 2023-24.
- The increase in capital expenditure, in FY 2023-24 was mainly on account of increase in expenditure on 'Transport' (by ₹ 1,822 crore), 'Water Supply and Sanitation' (by ₹ 1,528 crore), 'Rural Development' (by ₹ 1,295 crore) and 'Energy' (by ₹ 1,452 crore), which was offset by less expenditure on 'Education, Sports, Art & Culture' (by ₹ 265 crore). However, the capital expenditure during FY 2023-24, was lower than the budget provision of ₹ 21,248 crore.
- Capital receipts increased significantly during 2023-24 due to recovery of unspent balance of loans from Jharkhand Bijli Vitran Nigam Limited.

### 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. The liabilities consist mainly of internal borrowings, loans and advances from GoI, receipts from the public account and reserve funds. The assets comprise mainly the capital expenditure and loans and advances given by the State Government and cash balances. The summarised position of Assets and Liabilities, in FYs 2022-23 and 2023-24, is given in **Table 1.4**.

Table 1.4: Summarised position of Assets and Liabilities

(₹ in crore)

Liabilities					Assets				
		2022-23	2023-24	Per cent increase			2022-23	2023-24	Per cent increase
Consolidated Fund									
A	Internal Debt	73,580.43	70,658.82	-3.97	a	Gross Capital expenditure	1,19,410.18	1,39,979.87	17.23
B	Loans and Advances from GoI	11,363.95	16,148.68	42.10	b	Loans and Advances	28,513.21	25,527.35	-10.47
Contingency Fund		500.00	500.00	0.00					
Public Account									
A	Small Savings, Provident Funds, etc.	1,016.98	1,557.43	53.14	a	Advances	17.66	0.00	-100.00
B	Deposits	26,955.09	30,847.92	14.44	b	Remittance	0.00	0.00	0.00
C	Reserve Funds	6,535.66	10,666.62	63.21	c	Suspense and Miscellaneous	0.00	0.00	0.00
D	Remittances	76.55	48.08	-37.19	Cash balance (including investment in Earmarked Fund)		6,682.68	10,735.61	60.65
E	Suspense and Miscellaneous	412.70	380.83	-7.72	Deficit in Revenue Account		-	-	-
Cumulative excess of receipts over expenditure		34,182.37	45,434.45	32.92					
Total		1,54,623.73	1,76,242.83	13.98	Total		1,54,623.73	1,76,242.83	13.98

Source : Finance Accounts

#### 1.4 Fiscal Balance: Achievement of deficit and total debt targets

When 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 Government continues to borrow year after year, it leads to accumulation of debt and Government has to pay more and more by way of interest. These interest payments themselves contribute to the debt.

By borrowing, Government transfers the burden of reduced consumption to future generations. This is because it borrows by issuing bonds at present but may decide to pay off these bonds much later, by raising taxes or reducing expenditure. Also, Government borrowing from people reduces the savings available for the private sector. To the extent that 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 saving. In this case, both Government and industry can borrow more. Also, if Government invests in infrastructure, future generations may be benefitted, 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, therefore debt should not by itself be considered burdensome. The growth in debt will have to be judged in context of the growth of the economy (State GDP) as a whole.

Government deficit can be reduced by an increase in taxes or reduction in expenditure. However, the major thrust has been towards reduction in Government expenditure. This could be achieved through making Government activities more efficient, through better planning of programmes and better administration.

The State Government passed the Fiscal Responsibility and Budget Management (FRBM) Act, 2007, 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 to by the State, with regard to deficit measures and debt levels.

The Jharkhand FRBM Act, 2007, was amended in November 2021, in pursuance of GoI policy on State's fiscal consolidation, for the financial years 2021-22 to 2025-26.

The amended FRBM Act of November 2021 aimed to reduce fiscal deficit to 4 *per cent* of the estimated GSDP for the FY 2021-22, 3.5 *per cent* for FY 2022-23 and 3 *per cent* for FYs 2023-24 to 2025-26. The fiscal deficit was to be reduced by an additional 0.50 *per cent* of the estimated GSDP, for the FYs 2021-22 to 2024-25, subject to reforms in the power sector.

#### 1.4.1 Achievements *vis-à-vis* the fiscal targets prescribed in the State FRBM Act

The targets relating to key fiscal parameters, envisaged in the State Medium term Fiscal Plan (MTFP), under the FRBM Act, and achievements there against, during the period from FY 2019-20 to FY 2023-24, are given in **Table 1.5**.

**Table 1.5: Compliance with the provisions of the State under the FRBM 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)	Target	Zero				
	Actuals	1,960	-3,114	6,944	13,564	11,252
	Achievement	✓	✗	✓	✓	✓
Fiscal Deficit (-)/ Surplus (+)(as percentage of GSDP)	Target ( <i>per cent</i> ) Three <i>per cent</i> (5 <i>per cent</i> for 2020-21, 4 <i>per cent</i> for 2021-22, 3.5 <i>per cent</i> for 2022-23 & 3 <i>per cent</i> for 2023-24)	-3.00	-5.00	-4.00	-3.50	-3.00
	Actual	8,035 (-2.59)	14,911 (-5.03)	2,604 (-0.69)	4,617 (-1.11)	6,332 (-1.37)
	Achievement	✓	✗	✓	✓	✓
Ratio of total outstanding liability to GSDP (in <i>per cent</i> )	Target	27.10	27.00	33.00	33.15	30.60
	Actuals	30.42	36.23 <sup>#</sup>	29.51 <sup>#</sup>	28.38	27.68
	Achievement	✗	✗	✓	✓	✓

<sup>#</sup> Does not include ₹ 1,689.00 crore in FY 2020-21 and ₹ 2,484.41 crore in FY 2021-22, passed on as back-to-back loans by the Government of India, in lieu of shortfall in GST compensation

The State had Revenue Surplus during the period from FY 2019-20 to FY 2023-24, except in FY 2020-21. The Fiscal Deficit was also below the prescribed target during FY 2019-20 to FY 2023-24, except in FY 2020-21. The ratio of outstanding liability to GSDP had crossed the norms prescribed in the MTFP, under the Jharkhand FRBM Act during FYs 2019-20 and 2020-21. However, it was within the target during FY 2021-22 to FY 2023-24.

The targets set by the 15<sup>th</sup> Finance Commission (FFC) and those projected in the State budget *vis-à-vis* achievements in respect of major fiscal aggregates, with reference to GSDP, during FY 2023-24, are given in **Table 1.6**.

**Table 1.6: Targets *vis-à-vis* achievements, in respect of major fiscal aggregates for FY 2023-24**

(in per cent)

Fiscal variables	2023-24			Actuals (post audit)
	FFC projection for the State	Target, as prescribed in the MTFP Statement	Actuals	
Revenue deficit (-)/ surplus (+) <i>w.r.t</i> GSDP	Zero	Zero	2.44	2.40
Fiscal deficit (-)/ surplus (+) <i>w.r.t.</i> GSDP	-3.00	-3.00	-1.37	-1.41
Ratio of total outstanding liability of the Government to GSDP	37.40	30.60	27.68	27.72

As per the FRBM 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 Policy (MTFP) Statement has to set forth a three-year rolling target for the prescribed fiscal indicators.

**Table 1.7** indicates the variations between the projections made for FY 2023-24, in the MTFP presented to the State Legislature, along with the annual budget for FY 2023-24 and the actuals of the year.

**Table 1.7: Actuals *vis-à-vis* projections, in the MTFP, for FY 2023-24**

(₹ in crore)

Sl. No.	Fiscal Variables	Projection as per MTFP	Actuals (2023-24)	Variation (in per cent)
1	Own Tax Revenue	30,860	28,005	-9.25
2	Non-Tax Revenue	17,260	13,425	-22.22
3	Share of Central Taxes	33,779	37,352	10.58
4	Grants-in-aid from GoI	16,438	9,146	-44.36
5	Revenue Receipts (1+2+3+4)	1,14,776	87,929	-23.39
6	Revenue Expenditure	84,676	76,677	-9.45
7	Revenue Deficit (-)/ Surplus (+) (5-6)	13,661	11,252	-17.64
8	Fiscal Deficit (-)/ Surplus (+)	-11,675	-6,332	-45.76
9	Liability/GSDP ratio ( <i>per cent</i> )	27.00	27.68	2.52
10	GSDP growth rate at current prices ( <i>per cent</i> )	8.70	10.46	20.23

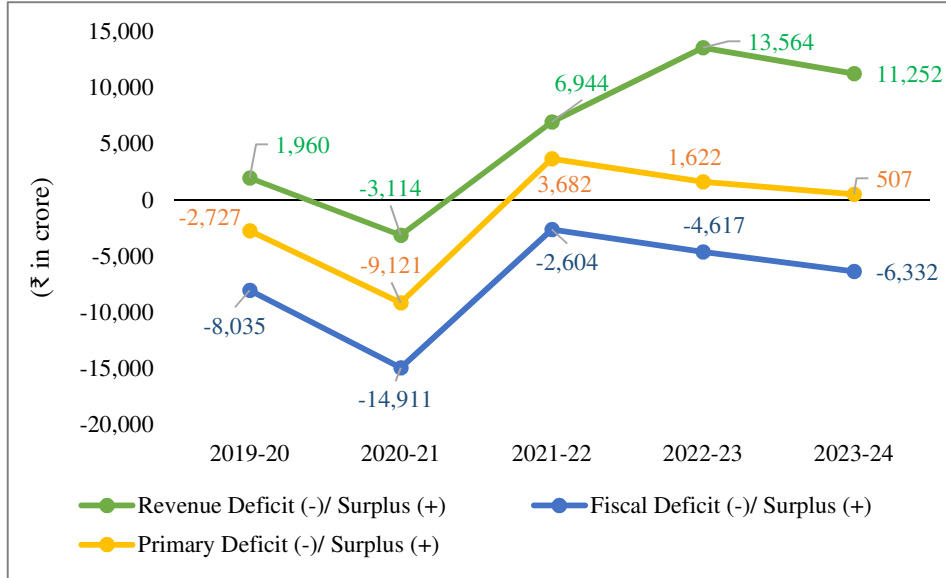
As shown in the above table, the State's revenue receipts were less than the MTFP targets mainly due to less collection of non-tax revenue as projected by the State, and less receipt of GIA from GoI.



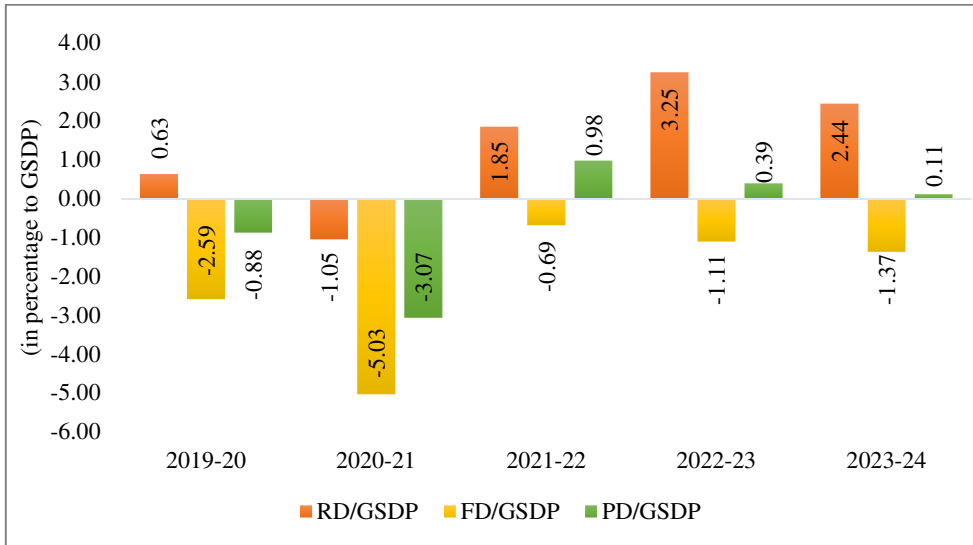
### 1.4.2 Trends of Deficit/Surplus

**Chart 1.4** and **Chart 1.5** present the trends in deficit parameters and trends relative to GSDP respectively over the period 2019-24.

**Chart 1.4: Trends in surplus/deficit parameters**



**Chart 1.5: Trends in Surplus/Deficit relative to GSDP**



The State was able to achieve the targets specified by the Finance Commission and as set in its FRBM Act, with regard to its key fiscal parameters. Revenue surplus of ₹ 6,944 in FY 2021-22 increased to ₹ 11,252 crore in FY 2023-24. However, Fiscal Deficit increased from ₹ 2,604 crore in FY 2021-22, to ₹ 6,332 crore (1.37 *per cent* of GSDP) in FY 2023-24, which was still under the projected targets set by the Finance Commission and in the FRBM Act of the State. Primary surplus of ₹ 3,682 crore in FY 2021-22, decreased to ₹ 507 crore in FY 2023-24.



### 1.5 Deficits post examination by Audit

As per the FRBM Act, the State Government must ensure compliance with the targets fixed for fiscal indicators, such as deficits, ceiling on liabilities and on guarantees *etc.* The Revenue Deficit and the Fiscal deficit, as worked out for the State, get impacted due to various circumstances, such as misclassification of revenue expenditure as capital expenditure and off-budget fiscal operations. Besides, deferment of clear cut liabilities, not depositing cess/royalty to the Consolidated Fund, short contribution to the New Pension Scheme (NPS), Sinking Fund and Guarantee Redemption Fund *etc.*, also impact the revenue and fiscal deficit figures. In order to arrive at the actual deficit figures, the effect of misclassification, of revenue expenditure/ capital outlay and / or any such misclassification, needs to be included and the impact of such irregularities needs to be reversed. An analysis of the deficits, after examination in audit, is given in **Table 1.8**.

**Table 1.8: Revenue and Fiscal Deficit as per findings of Audit**

Particulars	Impact on Revenue Surplus (Overstatement)	Impact on Fiscal Deficit (Understatement)	Para Ref.
(₹ in crore)			
Non/ Short transfer of Cess to dedicated Funds in Public Account during 2023-24	93.91	93.91	2.5.3
Non-discharge of Interest liabilities on SDRF during 2023-24	94.46	94.46	2.5.2
<b>Total</b>	<b>188.37</b>	<b>188.37</b>	

Source: Finance Accounts and audit analysis

As can be seen from **Table 1.8**, the revenue surplus was overstated by ₹ 188.37 crore and the fiscal deficit was understated by ₹ 188.37 crore in the current year. Thus, if the above items are factored in, the State's actual revenue surplus and fiscal deficit would be ₹ 11,063.71 crore and ₹ 6,520.13 crore, respectively, instead of ₹ 11,252.08 crore and ₹ 6,331.76 crore.

### 1.6 Total Liabilities

As per the Fiscal Responsibility and Budget Management Act, 2007, total liabilities mean the liabilities under the Consolidated Fund and the Public Account of the State. The outstanding debt/liabilities can be split into various components, as given in **Table 1.9**.

**Table 1.9: Components of outstanding liabilities as on 31 March 2024**

Borrowings and other liabilities as per Finance Accounts	Amount (₹ in crore)
<b>Internal Debt (A)</b>	<b>70,658.82</b>
Market Loans bearing interest	53,862.67
Market Loans not bearing interest	0.02
Compensation and other Bonds	3,892.05
Loans from other Institutions etc.	8,389.86
Special Securities issued to the National Small Savings Fund of the Central Government	4,478.43
Other Loans	35.79
<b>Loans and Advances from Central Government (B)</b>	<b>16,148.67</b>
Non-plan Loans	7.09
Loans for State Plan Schemes	1,178.94
Others	14,962.64

<b>Borrowings and other liabilities as per Finance Accounts</b>	<b>Amount (₹ in crore)</b>
<b>Liabilities upon Public Account (C)</b>	<b>39,788.10</b>
Small Savings, Provident Funds etc.	1,557.43
Deposits & Advances	30,847.92
Reserve Funds	8,395.66
<b>Total (A+B+C)</b>	<b>1,27,608.51</b>

Thus, at the end of FY 2023-24, the major contributors to the State's outstanding liabilities were market loans bearing interest under 'Internal Debt' (₹ 53,862.67 crore) and 'Deposits and Advances' under the Public Account (₹ 30,847.92 crore).

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## **Chapter-2**

# **FINANCES OF THE STATE**

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## CHAPTER 2

### FINANCES OF THE STATE

This chapter provides a broad perspective of the finances of the State and analyses the critical changes in major fiscal aggregates relative to the previous year. It discusses the 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 and information obtained from the State Government, where necessary.

#### 2.1 Major changes in key fiscal aggregates *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 2023-24, compared to the previous year. Each of these indicators have been analysed in the succeeding paragraphs.

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

<b>Revenue Receipts</b>	<ul style="list-style-type: none"> <li>✓ Revenue Receipts of the State increased by 9.57 <i>per cent</i></li> <li>✓ Own Tax Receipts of the State increased by 11.49 <i>per cent</i></li> <li>✓ Non-tax Receipts increased by 4.64 <i>per cent</i></li> <li>✓ State's Share of Union Taxes and Duties increased by 18.94 <i>per cent</i></li> <li>✓ Grants-in-Aid from Government of India decreased by 16.04 <i>per cent</i></li> </ul>
<b>Revenue Expenditure</b>	<ul style="list-style-type: none"> <li>✓ Revenue Expenditure increased by 14.99 <i>per cent</i></li> <li>✓ Revenue Expenditure on General Services increased by 10.01 <i>per cent</i></li> <li>✓ Revenue Expenditure on Social Services increased by 3.87 <i>per cent</i></li> <li>✓ Revenue Expenditure on Economic Services increased by 41.80 <i>per cent</i></li> </ul>
<b>Capital Receipts</b>	<ul style="list-style-type: none"> <li>✓ Debt Capital Receipts decreased by 9.79 <i>per cent</i></li> <li>✓ Non-debt Capital Receipts increased by ₹ 7,230.29 crore</li> </ul>
<b>Capital Expenditure</b>	<ul style="list-style-type: none"> <li>✓ Capital Expenditure increased by 46.76 <i>per cent</i></li> <li>✓ Capital Expenditure on General Services increased by 10.98 <i>per cent</i></li> <li>✓ Capital Expenditure on Social Services increased by 26.68 <i>per cent</i></li> <li>✓ Capital Expenditure on Economic Services increased by 63.94 <i>per cent</i></li> </ul>
<b>Loans and Advances</b>	<ul style="list-style-type: none"> <li>✓ Disbursement of Loans and Advances increased by 1.89 <i>per cent</i></li> <li>✓ Recoveries of Loans and Advances increased by ₹ 7,230.29 crore</li> </ul>
<b>Public Debt</b>	<ul style="list-style-type: none"> <li>✓ Public Debt Receipts decreased by 9.79 <i>per cent</i></li> <li>✓ Repayment of Public Debt decreased by 5.13 <i>per cent</i></li> </ul>
<b>Public Account</b>	<ul style="list-style-type: none"> <li>✓ Public Account Receipts increased by 52.85 <i>per cent</i></li> <li>✓ Disbursement of Public Account increased by 41.38 <i>per cent</i></li> </ul>
<b>Cash Balance</b>	<ul style="list-style-type: none"> <li>✓ Cash balance increased by ₹ 4,052.93 crore (60.65 <i>per cent</i>) during 2023-24</li> </ul>

#### 2.2 Sources and Application of Funds

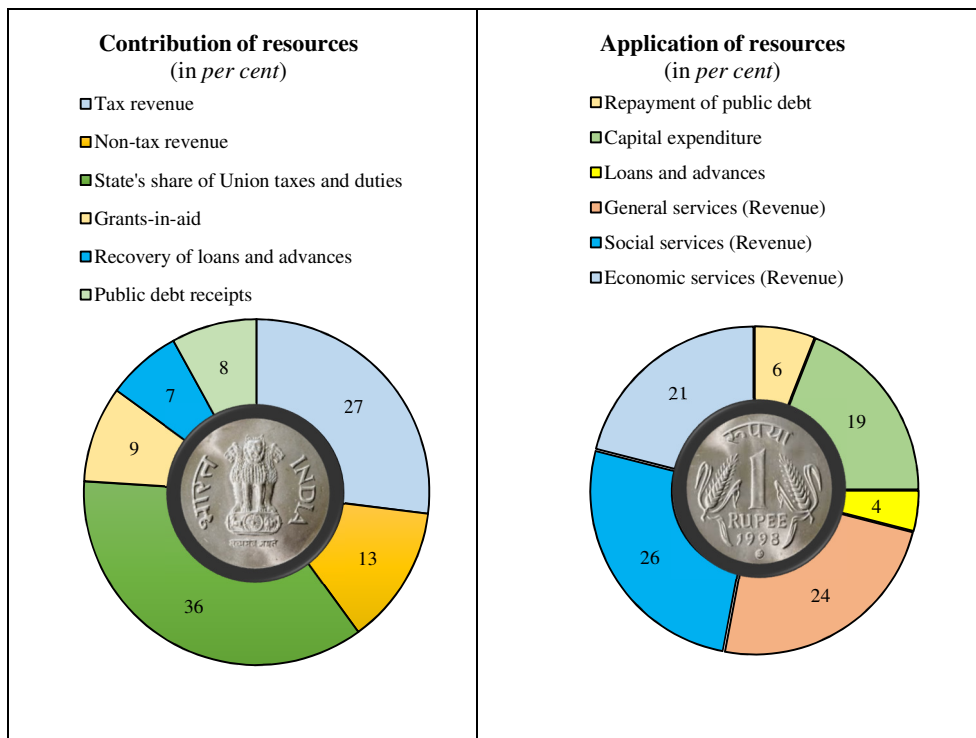
**Table 2.2** compares the sources and application of funds of the State during 2023-24 with 2022-23. More details are given in **Appendix 2.1**.

**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 (-)
<b>Sources</b>	Opening Cash Balance with RBI	149.37	91.07	-58.30
	Revenue Receipts	80,245.22	87,928.50	7683.28
	Recoveries of Loans and Advances	46.41	7,276.70	7,230.29
	Public Debt Receipts (Net)	2,412.84	1,863.13	-549.71
	Public Account Receipts (Net)	2,145.59	4,290.90	2,145.31
	<b>Total</b>	<b>84,999.43</b>	<b>1,01,450.30</b>	<b>16,450.87</b>
<b>Application</b>	Revenue Expenditure	66,681.63	76,676.42	9,994.79
	Capital Expenditure	14,015.59	20,569.69	6,554.10
	Disbursement of Loans and Advances	4,211.14	4,290.85	79.71
	Closing Cash Balance with RBI	91.07	-86.66	-177.73
	<b>Total</b>	<b>84,999.43</b>	<b>1,01,450.30</b>	<b>16,450.87</b>

**Chart 2.1** gives details of receipts and expenditure from the Consolidated Fund of the State, during 2023-24 in terms of percentages.

**Chart 2.1: Details of Sources and Application of funds during 2023-24**

### 2.3 Resources of the State

This paragraph provides details of the composition of the overall receipts. Besides the Capital and Revenue Receipts, funds available in the Public Account (net of disbursement made from it) are also utilised by the Government to finance its deficit.

The resources of the State are described below:

- Revenue receipts** consist of tax revenue, non-tax revenue, State's share of Union taxes and duties and grants-in-aid from the Government of India (GoI).
- 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.

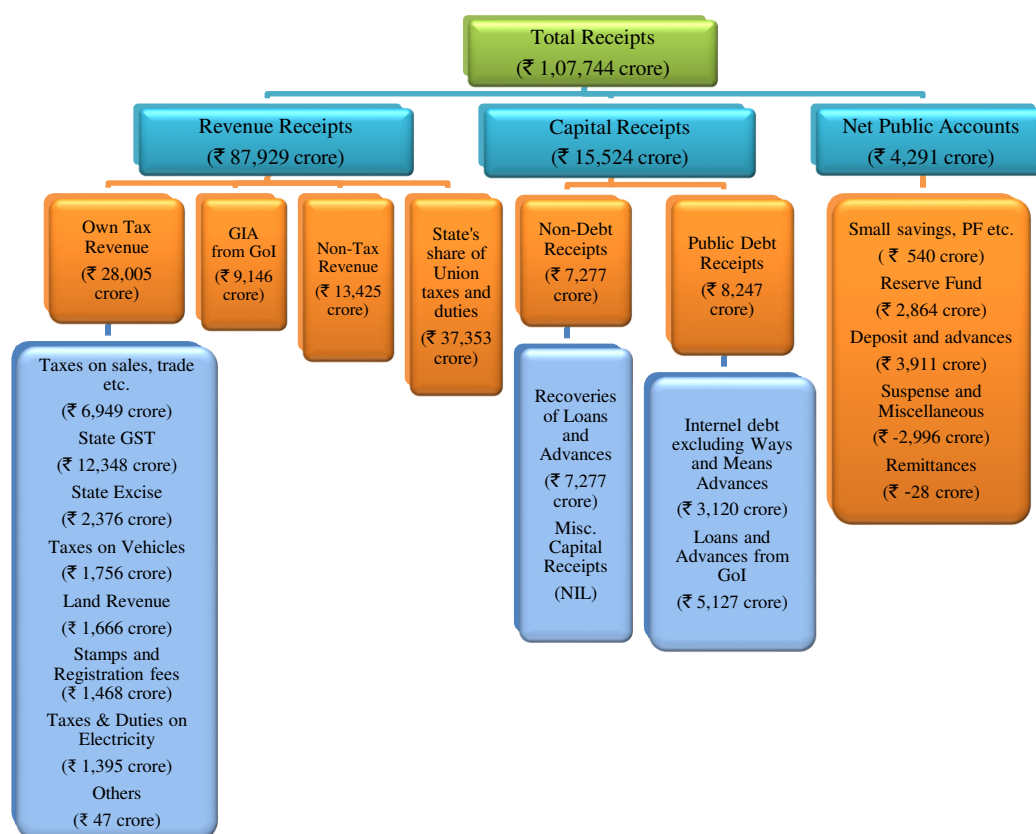
Both revenue and capital receipts form part of the Consolidated Fund of the State.

3. **Net Public Accounts receipts:** These are receipts and disbursements in respect of certain transactions such as small savings, provident funds, reserve funds, deposits, suspense *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 the fund available with the Government for use.

### 2.3.1 Receipts of the State

Composition of receipts of the State, during FY 2023-24, is given in **Chart 2.2**.

**Chart 2.2: Composition of receipts of the State during 2023-24**



### 2.3.2 State's Revenue Receipts

This paragraph analyses trends in total revenue receipts and its components. It is followed by analysis of trends in the receipts, bifurcated into receipts from the Central Government and State's own receipts.

### 2.3.2.1 Trends and growth of Revenue Receipts

**Table 2.3** shows the trends and growth of revenue receipts as well as revenue buoyancy with respect to GSDP over the five-year period. Trends in revenue receipts relative to GSDP and composition of revenue receipts are also given in **Appendix 2.2**.

**Table 2.3: Trend in Revenue Receipts**

Parameters	2019-20	2020-21	2021-22	2022-23	2023-24
Revenue Receipts (RR) (₹ in crore)	58,417	56,150	69,722	80,245	87,929
Rate of growth of RR ( <i>per cent</i> )	4.03	-3.88	24.17	15.09	9.57
Own Tax Revenue	16,771	16,880	21,290	25,118	28,005
Rate of growth of Own Tax Revenue	13.69	0.65	26.12	17.98	11.49
Non-Tax Revenue	8,750	7,564	10,031	12,830	13,425
Rate of growth of Non-Tax Revenue	5.96	-13.55	32.61	27.91	4.64
Rate of growth of Own Revenue (Own Tax and Non-tax Revenue) ( <i>per cent</i> )	10.91	-4.22	28.13	21.16	9.18
Gross State Domestic Product (₹ in crore) (2011-12 Series)	3,10,305	2,96,664	3,76,127	4,17,361	4,61,010
Rate of growth of GSDP ( <i>per cent</i> )	1.51	-4.40	26.79	10.96	10.46
RR/GSDP ( <i>per cent</i> )	18.83	18.93	18.54	19.23	19.07
<b>Buoyancy Ratios<sup>1</sup></b>					
Revenue Buoyancy <i>w.r.t.</i> GSDP	2.67	*	0.90	1.38	0.92
State's Own Revenue Buoyancy <i>w.r.t.</i> GSDP	7.22	*	1.05	1.93	0.88
Buoyancy of Revenue Receipts <i>w.r.t.</i> Own Tax Revenue	0.29	#	0.93	0.84	0.83

Source of GSDP figures: MoSPI

\*Since growth of GSDP was negative, buoyancy has not been calculated.

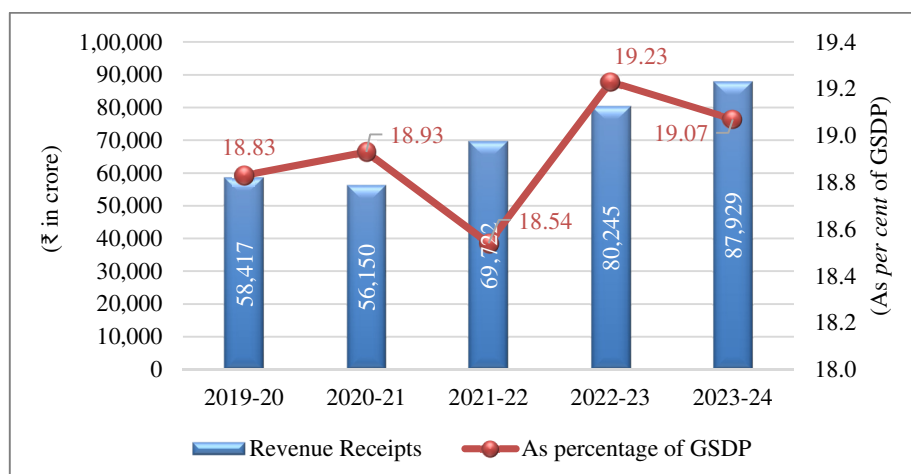
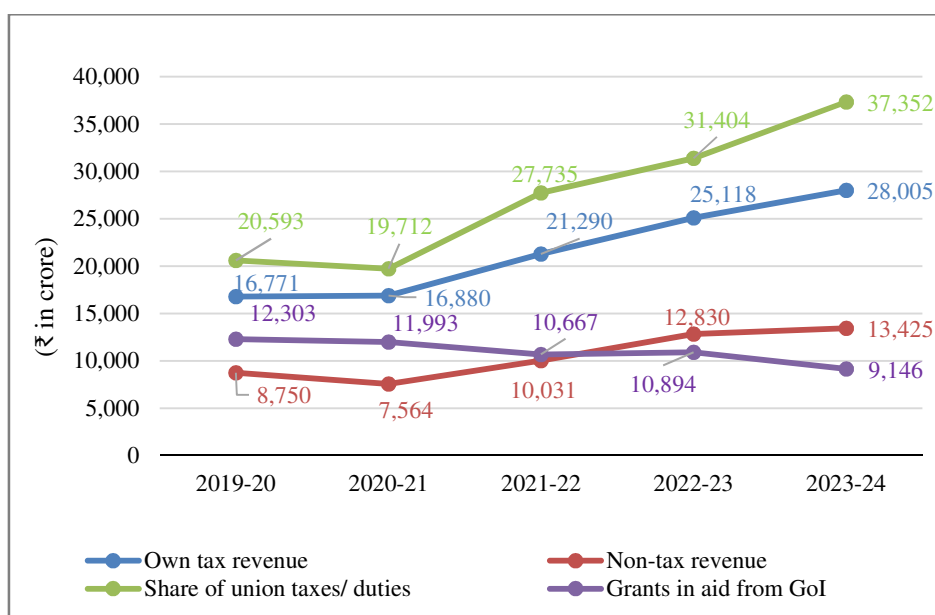
# Since growth of Revenue Receipts was negative, buoyancy has not been calculated.

Though the Revenue Receipts of the State increased from 80,245 crore in FY 2022-23 to 87,929 crore in FY 2023-24, the growth rate decreased from 15.09 *per cent* in FY 2022-23 to 9.57 *per cent* in FY 2023-24.

As can be seen from **Table 2.3**, the buoyancy of revenue and own revenue *w.r.t.* GSDP decreased during FY 2023-24, due to lower growth rate of revenue receipts and own revenue of the State over the previous year, whereas growth rate of GSDP remained almost constant.

<sup>1</sup> Buoyancy indicates the degree of responsiveness of a fiscal variable with respect to a given change in the base variable.



**Chart 2.3: Trends in Revenue Receipts****Chart 2.4: Trends of components of Revenue Receipts**

Further, as shown in **Table 2.3**, the State's own revenues increased by 9.18 *per cent* during 2023-24. The increase in own tax revenue was mainly due to increase in collection of SGST by ₹ 974 crore and Taxes on Sales, Trades etc., by ₹ 678 crore, whereas non-tax revenue increased mainly due to increase in collection under Non-ferrous Mining & Metallurgical Industries by ₹ 561 crore, Forestry & Wildlife by ₹ 178 crore and Interest Receipts by ₹ 149 crore.

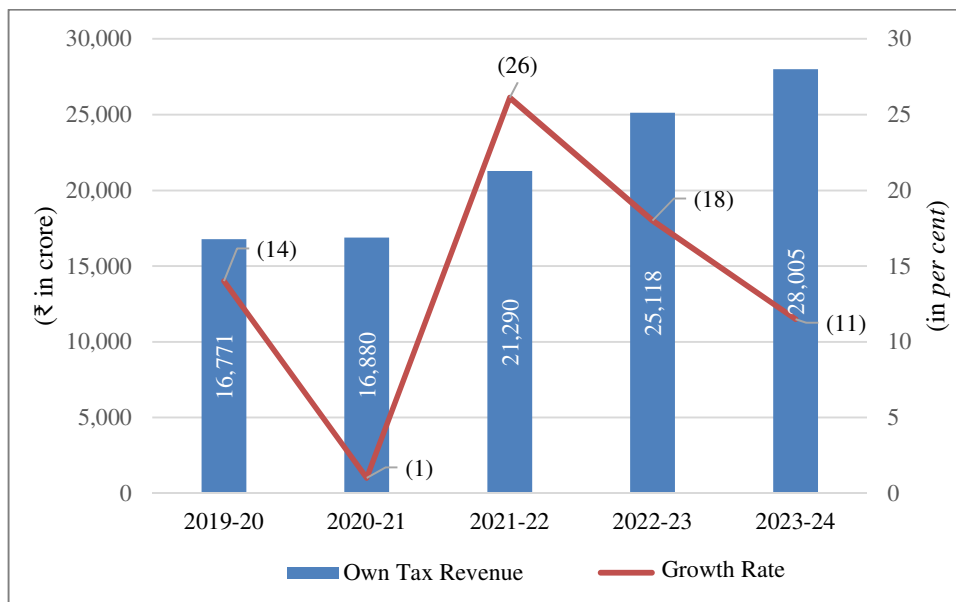
### State's Own Resources

State's share in Central taxes is determined on the basis of recommendations of the Finance Commission while Grants-in-aid from GOI are determined by the quantum of Central tax receipts and anticipated Central assistance for schemes. The performance of the State in mobilisation of additional resources is assessed in terms of its own resources comprising revenue from its own tax and non-tax sources.

## A. Own Tax revenue

Own tax revenues of the State consist of State GST, State Excise, Taxes on Vehicles, Sales Tax on Petroleum and Alcohol, Stamps and Registration fees, land revenue, Taxes and Duties on Electricity, *etc.* **Chart 2.5** shows growth of tax revenue of the State and **Table 2.4** presents trend of components of own tax revenue, during the period 2019-20 to 2023-24.

**Chart 2.5: Growth of Own Tax Revenue during 2019-20 to 2023-24**



**Table 2.4: Components of State's Own Tax Revenue during 2019-20 to 2023-24**

(₹ in crore)						Sparklines
Year	2019-20	2020-21	2021-22	2022-23	2023-24	
Taxes on Sales, Trades etc.	3,996	4,301	5,213	6,271	6,949	
SGST	8,418	7,931	9,557	11,374	12,348	
State Excise	2,009	1,821	1,807	2,057	2,376	
Taxes on Vehicles	1,129	976	1,263	1,574	1,756	
Stamps and Registration fees	560	708	987	1,108	1,468	
Land Revenue	338	873	1,621	1,557	1,666	
Taxes & Duties on Electricity	236	195	792	1,132	1,395	
Others	85	75	50	45	47	
<b>Total</b>	<b>16,771</b>	<b>16,880</b>	<b>21,290</b>	<b>25,118</b>	<b>28,005</b>	

Source: Finance Accounts

The growth rate of own tax revenue showed wide fluctuation between one and 26 *per cent* during the period 2019-20 to 2023-24. Own-tax revenue grew by 11 *per cent* over the previous year mainly due to more collection of Taxes on Sales, Trade *etc.* (11 *per cent*) and SGST (9 *per cent*).

During FY 2023-24, actual collection of SGST (₹ 12,348 crore) was lower than the budget estimate (₹ 14,000 crore).

### Audit of GST Receipts

Jharkhand is a Model-II State and with effect from January 2021, user-id based access to the back-end system has been provided to audit teams, at the premises of Commercial Taxes Circle as and when required. The Secretary,

Commercial Taxes Department was requested (September 2024) to provide dedicated user-id based access to Audit.

### **State Goods and Services Tax (SGST)**

As per the GST (Compensation to States) Act, 2017, States will be compensated for the shortfall in revenue arising on account of implementation of the Goods and Services Tax considering an annual growth of 14 *per cent* from the base year (2015-16), for a period of five years ending in June 2022. The Centre levies the Integrated GST (IGST) on inter-state supply of goods and services, and apportions the State's share of tax to the State where the goods or services are consumed.

During 2023-24, Jharkhand received a grant of ₹ 165.63 crore for compensation of shortfall in revenue arising on account of implementation of GST pertaining to the period April 2021 to June 2022.

### **Analysis of arrears of revenue and arrears of assessment**

The arrears of revenue indicate delayed realisation of revenue that is 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 deficit.

As on 31 March 2024, arrears in collection of revenue were ₹ 84.72 crore (Excise and Prohibition Department), of which ₹ 38.91 crore was outstanding for more than five years. Out of the total arrears in the Department, ₹ 7.72 crore was held up in the Courts and other appellate authorities. While it was intimated that there were no arrears in Land Revenue Department, information in regard to other departments was not made available as of December 2024.

## **B. Non Tax Revenue**

Non-Tax revenue (NTR) consists of interest receipts, dividends and profits, receipts from mining, departmental receipts, *etc.*

Non-Tax revenue collected during 2023-24 was ₹ 13,425 crore and was significantly lower than the budget estimates of ₹ 17,259 crore for the year. Component-wise NTR collected during 2019-20 to 2023-24 is as shown in **Table 2.5**.

**Table 2.5: Non-tax revenue collected during 2019-20 to 2023-24**

(₹ in crore)

Revenue Head	2019-20	2020-21	2021-22	2022-23	2023-24	Sparkline
Interest Receipts	310	81	96	282	431	
Dividends and Profits	0	15	0	0	0	
Other Non-tax Receipts	8,440	7,468	9,935	12,548	12,994	
(a) Non-ferrous Mining & Metallurgical Industries	5,461	5,012	7,535	10,036	10,597	
(b) Education, Sports, Art & Culture	469	166	128	6	5	
(c) Urban Development	529	80	263	102	138	
(d) Major Irrigation	424	32	79	71	125	
(e) Civil Supplies	420	137	132	36	113	
(f) Miscellaneous General Services	140	171	483	1,172	413	
(g) Forestry and Wild Life	18	328	656	638	816	
(h) Others	979	1,542	659	487	787	
<b>Total</b>	<b>8,750</b>	<b>7,564</b>	<b>10,031</b>	<b>12,830</b>	<b>13,425</b>	

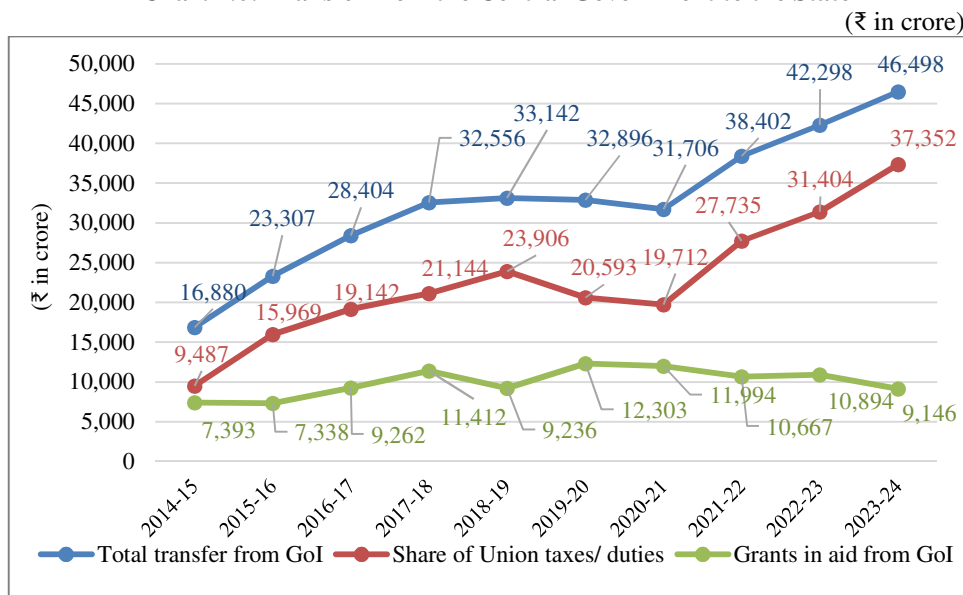
Source: Finance Accounts of respective years

The share of NTR in revenue receipts ranged between 13.47 *per cent* and 15.99 *per cent* during the period 2019-20 to 2023-24. It decreased from 15.99 *per cent* in 2022-23 to 15.27 *per cent* in 2023-24. The main source of NTR was Non-ferrous Mining and Metallurgical Industries which increased by ₹ 561 crore in 2023-24 over the previous year. Significant decrease was noticed in Miscellaneous General Services (by ₹ 759 crore) during 2023-24.

### C. Transfers from the Central Government

Transfers from the Central Government to the State in the form of Central Tax Transfers and Grants-in-aid were more than 50 *per cent* of the total Non-debt receipts of the State during 2023-24. The ratio of transfers from the Central Government to non-debt receipts was highest during 2017-18 (62 *per cent*) due to fall in collection of own revenue. During 2023-24, the ratio stood at 48.84 *per cent*.

Chart 2.6: Transfer from the Central Government to the State



As shown in **Chart 2.6** the devolution of taxes from the Central Government to the State, increased consistently from ₹ 9,487 crore in 2014-15 to ₹ 37,352 crore in 2023-24, except in 2019-20 and 2020-21.

#### Central Tax Transfers

Component-wise trend of Central Tax Transfers (CTT) over the past five years is depicted in **Table 2.6**.

Table 2.6: Central Tax Transfers

(₹ in crore)

Head	2019-20	2020-21	2021-22	2022-23	2023-24
Central Goods and Services Tax (CGST)	5,844	5,863	8,367	8,874	11,336
Integrated Goods and Services Tax (IGST)	0	0	0	0	0
Corporation Tax	7,021	5,944	7,139	10,529	11,212
Taxes on Income other than Corporation Tax	5,502	6,093	8,693	10,279	12,948
Customs	1,305	1,050	2,060	1,235	1,309
Union Excise Duties	908	663	1,089	387	495
Service Tax	0	85	356	49	7
Other Taxes <sup>2</sup>	13	14	31	51	45

<sup>2</sup> Include Taxes on Wealth, Other Taxes on Income and Expenditure, Other Taxes and Duties on commodities and Services

<b>Central Tax Transfers</b>	<b>20,593</b>	<b>19,712</b>	<b>27,735</b>	<b>31,404</b>	<b>37,352</b>
Percentage of increase over previous year	-14	-4	41	13	19
Percentage of Central tax transfers to Revenue Receipts	35	35	40	39	42

It can be seen from the above table that CTT had increased in 2023-24 over the previous year by ₹ 5,948 crore. This was mainly due to increase in the transfer of CGST and Taxes on Income other than Corporation Tax.

### ***Grants-in-aid from GoI***

Growth rate of GIA from GoI was highest during the year 2019-20 (33.21 *per cent*) but stood at negative 16.04 *per cent* during 2023-24. The decrease during 2023-24, compared to the previous year (PY), was mainly due to less receipts of compensation for loss of revenue arising out of GST (by ₹ 1,899 crore). Details of Grants-in-aid from GoI is shown in **Table 2.7**.

**Table 2.7: Grants-in-aid from Government of India**

(₹ in crore)					
<b>Head</b>	<b>2019-20</b>	<b>2020-21</b>	<b>2021-22</b>	<b>2022-23</b>	<b>2023-24</b>
Grants for Centrally Sponsored Schemes (CSS)	7,339.05	6,838.85	6,577.16	6,871.79	6,266.71
Finance Commission Grants	3,154.60	2,990.50	2,198.30	1,826.59	2,378.28
<i>Grants for Rural Local Bodies</i>	<i>2,236.71</i>	<i>1,689.00</i>	<i>699.30</i>	<i>1,271.00</i>	<i>1,300.00</i>
<i>Grants for Urban Local Bodies</i>	<i>586.39</i>	<i>733.50</i>	<i>600.20</i>	<i>441.94</i>	<i>166.00</i>
<i>Others (including SDRF, SDMF, Health Grants etc.)</i>	<i>331.50</i>	<i>568.00</i>	<i>898.80</i>	<i>113.65</i>	<i>912.28</i>
Other transfers/ Grants to States/Union Territories with Legislature	1,809.01	2,164.06	1,891.40	2,195.16	501.27
<i>Grants for State roads</i>	<i>137.67</i>	<i>78.77</i>	<i>40.79</i>	<i>81.56</i>	<i>192.64</i>
<i>Compensation for loss of revenue arising out of implementation of GST</i>	<i>1,531.82</i>	<i>1,958.32</i>	<i>1,525.63</i>	<i>2,064.64</i>	<i>165.63</i>
<i>Tribal Area Sub-plan</i>	<i>111.66</i>	<i>102.78</i>	<i>122.64</i>	<i>48.96</i>	<i>143</i>
<i>Others</i>	<i>27.86</i>	<i>24.19</i>	<i>202.34</i>	<i>0.00</i>	<i>0.00</i>
<b>Total</b>	<b>12,302.66</b>	<b>11,993.41</b>	<b>10,666.86</b>	<b>10,893.54</b>	<b>9,146.26</b>
Percentage of increase over the previous year	33.21	-2.51	-11.06	2.13	-16.04
Percentage of GIA to Revenue Receipts	21.06	21.36	15.30	13.58	10.40

Source: Finance Accounts

Grants-in-aid from GoI to the State ranged between ₹ 9,146.26 crore to ₹ 12,302.66 crore during 2019-20 to 2023-24 and their percentage in revenue receipts was between 10.40 to 21.36 *per cent* during the period. Growth of Grants-in-aid fluctuated between (-) 16.04 *per cent* and 33.21 *per cent* during the same period.

### ***Single Nodal Agency (SNA)***

The Government of India, Ministry of Finance, Department of Expenditure, New Delhi vide Office Memorandum No. 1(13) PFMS/FCD/2020 dated 23 March 2021 provided that every State Government is required to designate a Single Nodal Agency (SNA) for implementing each Centrally Sponsored Scheme (CSS). The SNA will open a 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.

The State Government received ₹ 6,439.24 crore being Central share for Centrally Sponsored Schemes, during 2023-24, in its Treasury Accounts. The State Government transferred ₹ 6,545.59 crore<sup>3</sup>, received in Treasury Accounts being Central share, and State share of ₹ 8,477.76 crore to the SNAs. No further details/documents (scheme-wise) were provided in this regard. As per PFMS portal of CGA/SNAs, ₹ 6,276.70 crore was lying unspent in the bank accounts of SNAs as on 31 March 2024.

### ***Fifteenth Finance Commission Grants (15<sup>th</sup> FC)***

Details of grants released by the Central Government to the State Government, on the recommendation of 15<sup>th</sup> FC, for Urban Local Bodies (ULBs) and Panchayati Raj Institutions (PRIs) of the State, in the form of basic and general performance grants, are given in **Table 2.8**.

**Table 2.8: Recommended amount, actual release and transfer of Grants-in-aid**

(₹ in crore)

	Recommendation of the 15 <sup>th</sup> FC	Release by GoI				Release by State Government (including release by GoI)				
Transfers		2021-26	2021-22	2022-23	2023-24	Total	2021-22	2022-23	2023-24	Total
Local Bodies										
(i) Grants to PRIs	6,585.00	699.32	1,271.00	1,300.00	3,270.30	772.76	1,462.57	2,278.59	4,513.92	
(a) General Basic Grant	2,634.00	699.30	883.10	261.40	1,843.80	772.76	1,462.57	2,278.59	4,513.92	
(b) General Performance Grants	3,951.00	0.00	387.90	1038.60	1,426.50					
(ii) Grants to ULBs	3,367.00	600.20	441.94	166.00	1,208.14	1,042.33	1,266.41	940.51	3,249.25	
(a) General Basic Grant	819.60	0.00	116.40	0.00	116.40	1,042.33	1,266.41	940.51	3,249.25	
(b) General Performance Grants	2,547.40	600.20	325.54	166.00	1,091.74					
Health Grants	2,370.00	444.40	0.05	435.48	879.93	438.49	4.41	425.46	868.36	
Total for Local Bodies	12,322.00	1,743.90	1,712.99	1,901.48	5,358.37	2,253.58	2,733.39	3,644.56	8,631.53	
State Disaster Risk Management Fund*	4,182.00	454.40	0.00	476.80	931.20	605.60	0.00	1,012.92	1,618.52	
Grand Total	16,504.00	2,198.30	1,712.99	2,378.28	6,289.57	2,859.18	2,733.39	4,657.48	10,250.05	

\* Including State share of 25 per cent of total grant

Source: 15<sup>th</sup> FC Report and Finance Accounts

The Central Government released ₹ 5,358.37 crore between 2021-22 and 2023-24 for ULBs and PRIs against ₹ 12,322.00 crore recommended by the 15<sup>th</sup> FC for the period 2021-26. Further, out of total release of ₹ 3,644.56 crore to the ULBs and PRIs by the State during the year 2023-24, ₹ 1,901.48 crore was received from the Central Government.

### **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. Details of capital receipts during 2019-24 are given in **Table 2.9**.

<sup>3</sup> Including balance from previous years.

**Table 2.9: Trends in growth and composition of capital receipts**

(₹ in crore)

Sources of State's Receipts	2019-20	2020-21	2021-22	2022-23	2023-24
<b>Capital Receipts</b>	<b>9,642.31</b>	<b>13,595.36</b>	<b>11,131.62</b>	<b>9,188.71</b>	<b>15,523.83</b>
Miscellaneous Capital Receipts	0.00	0.00	0.00	0.00	0.00
Recovery of Loans and Advances	49.19	48.78	1,291.73	46.41	7276.70
<b>Net Public Debt Receipts</b>	<b>5,361.72</b>	<b>10,801.76</b>	<b>5,592.79</b>	<b>2,412.84</b>	<b>1,863.12</b>
<i>Internal Debt</i>	5,109.14	8,411.43	2,581.42	(-)957.88	(-)2,921.61
<i>Growth rate (in per cent)</i>	10.17	64.63	-69.31	(-)137.11	(-)205.01
<i>Loans and advances from GoI</i>	252.44	2,390.33*	3,011.37*	3,370.72#	4,784.73#
<i>Growth rate (in per cent)</i>	137.66	846.89	25.98	11.93	41.95
Rate of growth of debt Capital Receipts (per cent)	22.93	41.21	(-) 27.36	(-)7.09	(-)9.79
Rate of growth of non-debt capital receipts (per cent)	4.66	(-)0.83	2,548.07	(-)96.41	15,579.16
Rate of growth of GSDP (per cent)	1.51	(-)4.40	26.79	10.96	10.46
Rate of growth of Capital Receipts (per cent)	22.83	41.00	(-)18.12	(-)17.45	68.94

Source: Finance Accounts and MoSPI website

\*Includes back to back loans, received from GoI, in lieu of GST compensation (₹ 1,689 crore in 2020-21 and ₹ 2,484.41 crore in 2021-22)

# Includes Special assistance of ₹ 2,964.32 crore and ₹ 4,580.61 crore received for capital expenditure in 2022-23 and 2023-24 respectively.

As depicted in the above table, rate of growth of capital receipts showed wide fluctuation between (-) 18.12 per cent and 68.94 per cent during 2019-20 to 2023-24. However, during 2023-24, capital receipts of the State increased over the previous year mainly due to more receipts of GoI loans as Special assistance for capital expenditure (by ₹ 1,616.29 crore).

Amount of non-debt capital receipts increased significantly during 2023-24 due to significant recovery of loans and advances from ₹ 46.41 crore in 2022-23 to ₹ 7,276.70 crore. Recovery mainly consisted of surrender of unused balance of ₹ 7,230.80 crore (₹ 1,094.44 crore from Annual Development Programme & payment of dues of power purchase from PSUs and ₹ 6,136.36 crore from UDAY scheme provided by the Government in previous years), by JBVNL.

### **Writing off of Central Loans**

As recommended by the Thirteenth Finance Commission, Ministry of Finance, GoI, had written off (February 2012) loans advanced to the State Government by various Ministries (except those advanced by the Ministry of Finance itself) as on 31 March 2010, towards Central Plan and Centrally Sponsored Schemes. The Ministry of Finance had permitted the State Governments to adjust the excess repayments of principal and interest made from the effective date of the order (31 March 2010) and its implementation, against future repayments to the Ministry of Finance. The Government of Jharkhand had made excess repayment of ₹ 5.73 crore (Principal: ₹ 2.50 crore and Interest: ₹ 3.23 crore) of which, Ministry of Finance has so far adjusted ₹ 3.51 crore. No adjustments have been made during FYs 2022-23 and 2023-24.

### **2.3.4 State's performance in mobilisation of resources**

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



resources with respect to projections made in the budget/MTFP and 15<sup>th</sup> FC projections for 2023-24, is shown in **Table 2.10**.

**Table 2.10: Tax and non-tax receipts *vis-à-vis* projections for 2023-24**

(₹ in crore)

	MTFP projections	15 <sup>th</sup> FC projections	Actual	Percentage variation of actual over MTFP projection
Own Tax revenue	30,860.00	18,235.00	28,004.76	-9.25
Non-tax revenue (own)	17,259.44	10,667.00	13,425.14	-22.22

As shown in **Table 2.10**, actual collection of Own tax and Non-tax revenue was higher than the 15<sup>th</sup> FC projections but lower than the MTFP projections during FY 2023-24.

## 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 the social sector.

### *Growth and composition of expenditure*

**Table 2.11**, **Chart 2.7** and **Appendix 2.2** present the trends in Total Expenditure and its composition over the last five years (2019-20 to 2023-24).

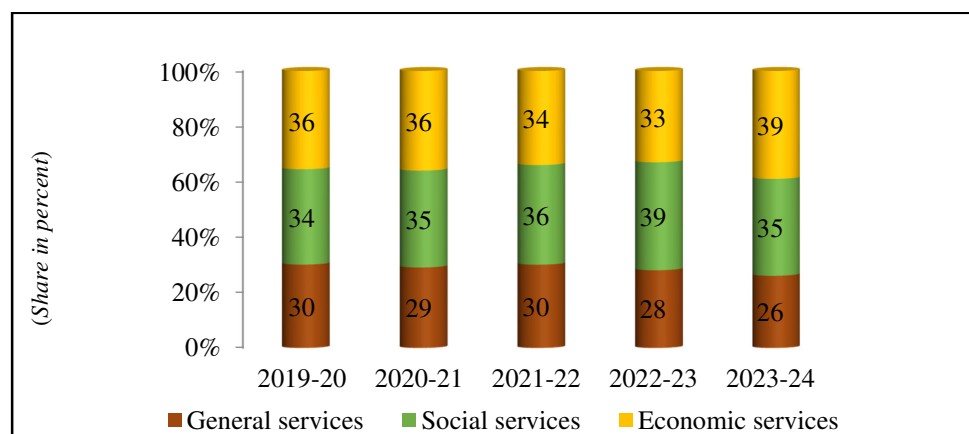
**Table 2.11: Total expenditure and its composition**

(₹ in crore)

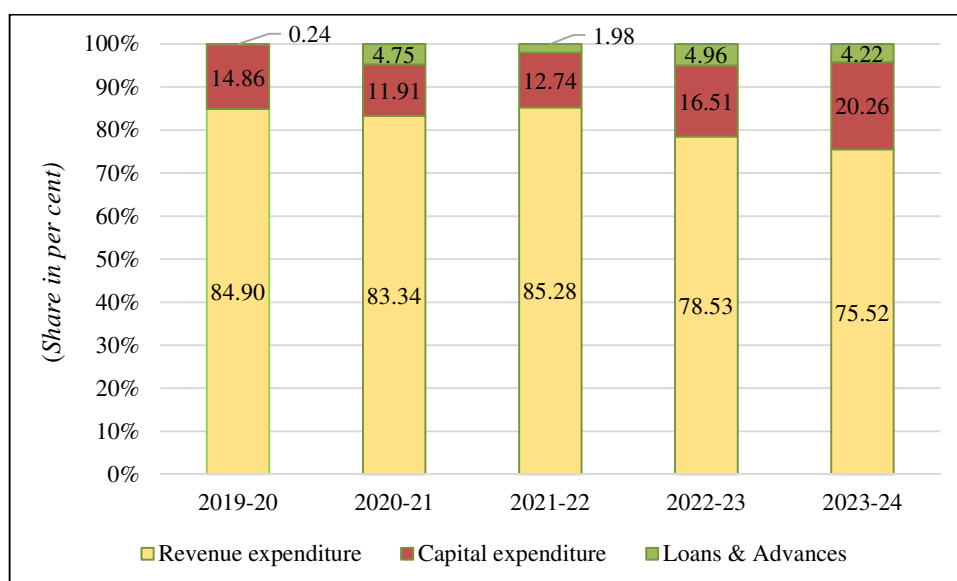
Parameters	2019-20	2020-21	2021-22	2022-23	2023-24
<b>Total Expenditure (TE)</b>	<b>66,501</b>	<b>71,110</b>	<b>73,618</b>	<b>84,908</b>	<b>1,01,537</b>
Revenue Expenditure (RE)	56,457	59,264	62,778	66,681	76,676
Capital Expenditure (CE)	9,879	8,466	9,377	14,016	20,570
Loans and Advances (L&A)	165	3,380	1,463	4,211	4,291
<b>As a percentage of GSDP</b>					
TE/GSDP	21.40	24.00	19.57	20.34	22.02
RE/GSDP	18.19	19.98	16.69	15.98	16.63
CE/GSDP	3.18	2.85	2.49	3.36	4.46
L&A/GSDP	0.05	1.14	0.39	1.01	0.93

As shown in **Table 2.11**, ratio of RE and CE to GSDP increased during 2023-24 in comparison to its ratio during 2022-23. TE and Loans & Advances to GSDP ratio decreased during 2023-24 over the previous year. CE to GSDP ratio increased from 3.36 *per cent* in 2022-23 to 4.46 *per cent* in 2023-24 due to increase in CE by ₹ 6,554 crore. CE as a percentage to the total budget of the State (₹ 1,41,499 crore) stood at 14.54 *per cent* during FY 2023-24.



**Chart 2.7: Total Expenditure- Expenditure by Activities**

From **Chart 2.7**, it can be seen that the share of expenditure on social services increased consistently during 2019-20 to 2022-23, but decreased during 2023-24. While the share of expenditure on economic services increased by six percentage points during 2023-24 over the previous year, the share of general services decreased in 2022-23 and 2023-24 by two percentage points each, over the previous year.

**Chart 2.8: Total Expenditure- Trends in share of its components**

As can be seen from **Chart 2.8**, Share of capital expenditure increased significantly during 2023-24, over the previous year.

### 2.4.1 Revenue Expenditure

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

The overall Revenue Expenditure, its rate of growth and its ratio to Total Expenditure *vis-à-vis* GSDP and Revenue Receipts are indicated in **Table 2.12**.

It was observed that Revenue Expenditure (RE) as a percentage to GSDP increased from 15.98 *per cent* in 2022-23 to 16.63 *per cent* in 2023-24.

**Table 2.12: Revenue Expenditure – Basic Parameters**

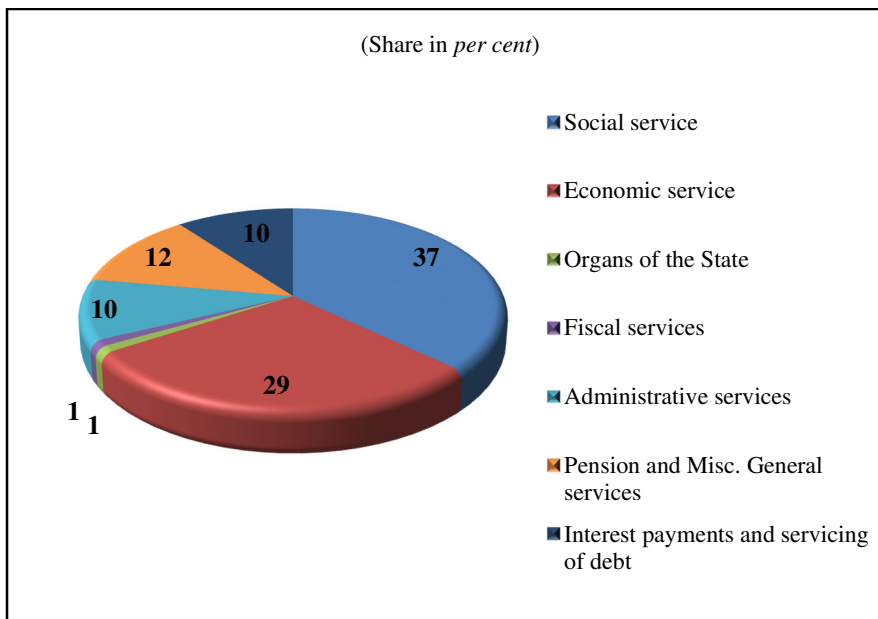
(₹ in crore)

Parameters	2019-20	2020-21	2021-22	2022-23	2023-24
Total Expenditure (TE)	66,501	71,110	73,618	84,908	1,01,537
Revenue Expenditure (RE)	56,457	59,264	62,778	66,681	76,676
Rate of Growth of RE ( <i>per cent</i> )	11.51	4.97	5.93	6.22	14.99
Revenue Expenditure as percentage of TE	84.90	83.34	85.28	78.53	75.52
RE/GSDP ( <i>per cent</i> )	18.19	19.98	16.69	15.98	16.63
RE as percentage of RR	96.64	105.55	90.04	83.10	87.20

Source: Finance Accounts of respective years

Revenue expenditure on different services, as a percentage of total revenue expenditure, during 2023-24, is shown in **Chart 2.9**.

**Chart 2.9: Sector wise distribution of Revenue Expenditure**



Out of the total revenue expenditure of ₹ 76,676.42 crore during 2023-24, ₹ 36,536.69 crore was spent on establishment and ₹ 40,139.73 crore on State and Central schemes. Further, the major share (37 *per cent*) of revenue expenditure, was incurred on social services, followed by economic services (29 *per cent*).

Growth of Revenue Expenditure increased significantly from 6.22 *per cent* in 2022-23 to 14.99 *per cent* in 2023-24 though its percentage to total expenditure decreased by three percentage points over the previous year. The revenue expenditure was lower by ₹ 8,000 crore *vis-à-vis* the budget estimate (₹ 84,676 crore) during 2023-24.

#### **Major changes in Revenue Expenditure**

Significant variations under various Heads of Account with regard to Revenue Expenditure of the State during the current year and the previous year are detailed in **Table 2.13**.

**Table 2.13: Variation in Revenue Expenditure on major components during 2023-24 compared to 2022-23**

(₹ in crore)

Major Heads of Account	2022-23	2023-24	Increase (+)/ Decrease (-)
2049-Interest Payment	6,238.29	6,838.95	600.66
2055-Police	5,932.65	6,154.49	221.84
2071-Pension	7,803.17	9,014.47	1,211.30
2202-General Education	11,166.76	11,410.92	244.16
2217-Urban Development	1,945.13	1,231.51	-713.62
2235-Social Security & Welfare	5,486.89	5,481.85	-5.04
2236-Nutrition	357.67	685.28	327.61
2401-Crop Husbandry	909.17	753.53	-155.64
2505-Rural Employment	2,881.84	1,901.73	-980.11
2801-Power	3,239.96	8,995.50	5,755.54
2515-Other Rural Development Programmes	2,256.42	3,660.14	1,403.72
3451-Secretariat-Economic Services	492.66	71.39	-421.27

As can be seen in the above table, revenue expenditure on components of the social and economic sector, such as, Crop Husbandry, Urban Development, Rural Employment and Secretariat economic services decreased during 2023-24 over the previous year.

Decrease in revenue expenditure on Crop Husbandry was mainly due to less expenditure on Food Grain Crops. Less expenditure on Urban Development was mainly due to less assistance to Local Bodies Corporations, Urban Development authorities etc., Municipalities/Municipal corporations and Tribal Area Sub-plan. Less expenditure on Rural Employment was mainly due to less expenditure on Jawahar Gram Samridhi Yojana and Tribal area sub-plan.

More expenditure on Power was mainly due to increased assistance to JBVNL.

#### 2.4.2 Committed Expenditure

The committed expenditure of the State Government on revenue account consists of interest payments; expenditure on salaries and wages; and pensions. It has the first charge on Government resources. Upward trend in committed expenditure leaves the Government with lesser flexibility for development expenditure.

Apart from the 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:

- Devolution to local bodies - statutory devolution to local bodies for pay and allowances (devolution / transfer for capital expenditure)
- 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.*
- Recoupment of Contingency Fund - Amount recouped within the year
- Transfer of cess to reserve fund / other bodies, 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.

Trend analysis of committed and inflexible expenditure and its components is depicted in **Table 2.14**.

**Table 2.14: Components of Committed and Inflexible expenditure**

(₹ in crore)

Components of Committed Expenditure	2019-20	2020-21	2021-22	2022-23	2023-24
Salaries & Wages	12,782	12,837	13,929	14,852	15,634
Expenditure on Pensions	6,005	6,797	7,614	7,803	9,014
Interest Payments	5,308	5,790	6,286	6,238	6,839
<b>Total</b>	<b>24,095</b>	<b>25,424</b>	<b>27,829</b>	<b>28,893</b>	<b>31,487</b>
<b>As a percentage of Revenue Receipts (RR)</b>					
Salaries & Wages	21.88	22.86	19.98	18.51	17.78
Expenditure on Pensions	10.28	12.11	10.92	9.72	10.25
Interest Payments	9.09	10.31	9.02	7.77	7.78
<b>Total</b>	<b>41.25</b>	<b>45.28</b>	<b>39.91</b>	<b>36.01</b>	<b>35.81</b>
<b>Components of Inflexible Expenditure</b>					
Statutory devolution to local bodies	NA	NA	NA	NA	NA
Contribution to Reserve Funds	55	244	151	0	158
Recoupment of Contingency Fund	0	0	0	0	0
Transfer of cess to reserve fund/ other bodies	0	0	0	154	154
Share contribution of CSS against the Central Funds received	6,957	7,972	7,278	7,421	8,652
Payment of interest on the balances of the interest bearing funds	241	478	480	425	1,107
<b>Total</b>	<b>7,254</b>	<b>8,694</b>	<b>7,910</b>	<b>8,000</b>	<b>10,071</b>
<b>Inflexible expenditure as percentage to RE</b>	<b>13</b>	<b>15</b>	<b>13</b>	<b>12</b>	<b>13</b>
<b>As a percentage of Revenue Expenditure (RE)</b>					
Salaries & Wages	22.64	21.66	22.19	22.27	20.39
Expenditure on Pensions	10.64	11.47	12.13	11.70	11.76
Interest Payments	9.40	9.77	10.01	9.35	8.92
<b>Total</b>	<b>42.68</b>	<b>42.90</b>	<b>44.33</b>	<b>43.33</b>	<b>41.06</b>

During 2023-24, Salaries & Wages, Interest Payments and Pension together accounted for 41.06 *per cent* of the revenue expenditure against 43.33 *per cent* in 2022-23, whereas its share in revenue receipts decreased to 35.81 *per cent* in 2023-24 against 36.01 *per cent* in 2022-23.

#### **Interest payments**

The growth rate of interest payments in 2023-24 was 9.63 *per cent* against (-) 0.76 *per cent* in 2022-23. Percentage of interest payments to revenue receipts remained nearly same during 2023-24 (7.78 *per cent*) as compared to 2022-23 (7.77 *per cent*).

#### **Pension payments**

Government of Jharkhand paid ₹ 9,014.47 crore (including ₹ 7.66 crore transferred to NSDL as employer's contribution) as pension and other retirement benefits to its retired employees during 2023-24. The total pension and other retirement benefit including employer's contribution (₹ 9,014.47

crore) stood at 10.25 *per cent* and 11.76 *per cent* of RR and RE respectively. The percentage of total pension payment, as compared with the total salary and wages paid by the Government, was 57.47 *per cent* during the year 2023-24.

### ***Undischarged liabilities in the National Pension System***

State Government employees recruited on or after 1 December 2004 are covered under the National Pension System (NPS) which is a defined contributory pension scheme. In terms of the Scheme, the employee contributes 10 *per cent* of basic pay and dearness allowance, against which 14 *per cent* of basic pay and dearness allowance is contributed by the State Government w.e.f. 1 April 2019, and the entire amount is transferred to the designated fund manager through the National Securities Depository Limited (NSDL)/ Trustee Bank.

The State Government of Jharkhand has notified reversion to the old pension scheme (OPS) w.e.f. 1 September 2022. Out of total employees, 1,14,462 opted for the OPS, 76 opted for NPS and 1,024 have not exercised any option. Since, majority of employees opted for OPS the employer's contribution to NSDL decreased from ₹ 400.85 crore in 2022-23 to ₹ 7.66 crore in 2023-24.

During 2023-24, the State Government transferred ₹ 4.28 crore against receipt of ₹ 4.61 crore as employees contribution in the public account to the designated fund manager through NSDL. Short transfer of ₹ 0.33 crore during the year combined with the opening balance of ₹ 78.94 crore resulted in a closing balance of ₹ 79.27 crore in the Public Account (Major Head 8342-117-Defined Contribution Pension Scheme) at the end of 2023-24.

### ***Inflexible expenditure***

The components of Inflexible expenditure which include contribution to Reserve Funds, transfer of cess collected by the Government, share contribution of CSS against Central Funds received and interest accrued on 'interest bearing funds' fluctuated between ₹ 7,254 crore to ₹ 10,071 crore during the period 2019-20 to 2023-24. As a percentage of revenue expenditure, the inflexible expenditure fluctuated between 12 *per cent* and 15 *per cent*. Further, the inflexible expenditure (₹ 10,071 crore) increased by 25.89 *per cent* during 2023-24 over the previous year (₹ 8,000 crore).

### ***Subsidies***

As can be seen from the details given in **Table 2.15**, subsidies increased during 2023-24 over the previous year. Subsidies, as a percentage of Revenue Receipts, increased from 5.09 *per cent* in 2022-23 to 5.49 *per cent* in 2023-24. Similarly, as a percentage of Revenue Expenditure, Subsidies increased from 6.13 *per cent* in 2022-23 to 6.30 *per cent* in 2023-24.

**Table 2.15: Expenditure on subsidies during 2019-20 to 2023-24**

	2019-20	2020-21	2021-22	2022-23	2023-24
Subsidies (₹ in crore)	4,275	3,208	5,653	4,087	4,831
Subsidies as a percentage of RR	7.32	5.71	8.11	5.09	5.49
Subsidies as a percentage of RE	7.57	5.41	9.00	6.13	6.30

Source: Finance and Appropriation Accounts

During 2023-24, subsidy increased mainly under MH 2801-Power (by ₹ 410 crore) and 3456- Civil Supplies (by ₹ 322 crore). During the year, total subsidy given for power and civil supplies was ₹ 2,300 crore and ₹ 1,689 crore respectively.

### ***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 institution by way of grants. Details are given in **Table 2.16**.

**Table 2.16: Financial Assistance to Institutions etc.**

(₹ in crore)

<b>Financial Assistance to Institutions</b>	<b>2019-20</b>	<b>2020-21</b>	<b>2021-22</b>	<b>2022-23</b>	<b>2023-24</b>
<b>(A) Local Bodies</b>					
Municipal Corporations and Municipalities	1,505.45	1,930.03	1,042.33	1,266.41	940.50
Panchayati Raj Institutions	2,497.70	1,771.20	772.76	1,462.57	2,278.59
<b>Total (A)</b>	<b>4,003.15</b>	<b>3,701.23</b>	<b>1,815.09</b>	<b>2,728.98</b>	<b>3,219.09</b>
<b>(B) Others</b>					
Universities	1,265.29	1,771.17	1,807.60	2,393.67	2,423.63
Development Authorities	10,771.73	8,283.26	8,751.59	8,033.52	7,154.86
Public Sector Undertakings	1,753.28	2,119.77	2,469.66	1,000.70	2,867.77
Other Institutions	1,398.01	4,202.24	4,786.01	8,037.18	14,372.85
<b>Total (B)</b>	<b>15,188.31</b>	<b>16,376.44</b>	<b>17,814.86</b>	<b>19,465.07</b>	<b>26,819.11</b>
<b>Total (A+B)</b>	<b>19,191.46</b>	<b>20,077.67</b>	<b>19,629.95</b>	<b>22,194.05</b>	<b>30,038.20</b>
GIA for salary	1,386.79	2,871.82	2,914.63	3,253.09	3,600.27
GIA for non-salary	10,725.29	10,835.98	11,356.68	12,889.08	17,888.63
GIA for creation of Capital assets	7,079.39	6,369.87	5,358.63	6,051.88	8,549.30
GIA given in kind	Information not provided by the State Government				
Revenue Expenditure	56,457	59,264	62,778	66,681	76,676
Assistance as percentage of Revenue Expenditure	33.99	33.88	31.27	33.28	39.18

During 2023-24, financial assistance to ULBs decreased by ₹ 325.90 crore mainly due to less grant provided under Pradhan Mantri Awas Yojana (by ₹ 243.97 crore). Financial assistance to PRIs increased by ₹ 816.02 crore due to more receipt of grants under Swarna Jayanti Gram Swarajgar Yojana (by ₹ 204.23 crore) and grant to MNREGA workers (by ₹ 187.66 crore) over the previous year.

The financial assistance given for creation of Capital assets increased significantly during 2023-24. GIA for salary and non-salary purpose showed increasing trend during the last five years. Share of financial assistance as percentage of revenue expenditure fluctuated between 31.27 *per cent* to 39.18 *per cent* during 2019-20 to 2023-24.

### ***Recommendations of the State Finance Commissions***

Article 243 I and 243 Y of the Constitution stipulates that the Governor of the State shall constitute a Finance Commission, within one year from the commencement of the Act, and thereafter, at the expiration of every fifth year, will review the financial position of the Local Bodies (LBs), and make recommendations to the Governor regarding distribution of taxes, duties, fees *etc.*, between the State and LBs, determination of taxes, duties, fees *etc.*,

grants-in-aid to LBs and the measures needed to improve financial position of the LBs.

The State Government constituted four State Finance Commissions (SFCs) during the period January 2004 to January 2024. The recommendations of the first SFC were only for the ULBs. The second and third SFCs, constituted in December 2009 and April 2015 respectively, did not submit any Report/s to the State Government. No recommendations were made by any of the SFCs for Rural Local Bodies.

Though the notification for constitution of the fourth SFC was issued by the State Government in July 2019, the Chairperson of the SFC was not appointed and the term of the fourth SFC expired in January 2024. The Fifth SFC has been constituted vide Finance Department notification no. 526 dated 23 February 2024 for the next five years i.e. upto 27 January 2029.

The first SFC had recommended a “Core Municipal Services Provision Grants” at the rate of ₹ 375 per capita in 2009-10 with an annual increase of 10 *per cent* for the next four years in lieu of taxes not assigned/ shared with ULBs by the State Government. However, neither was the financial condition of ULBs reviewed nor was the principle for allocation of adequate financial resources determined by the SFC.

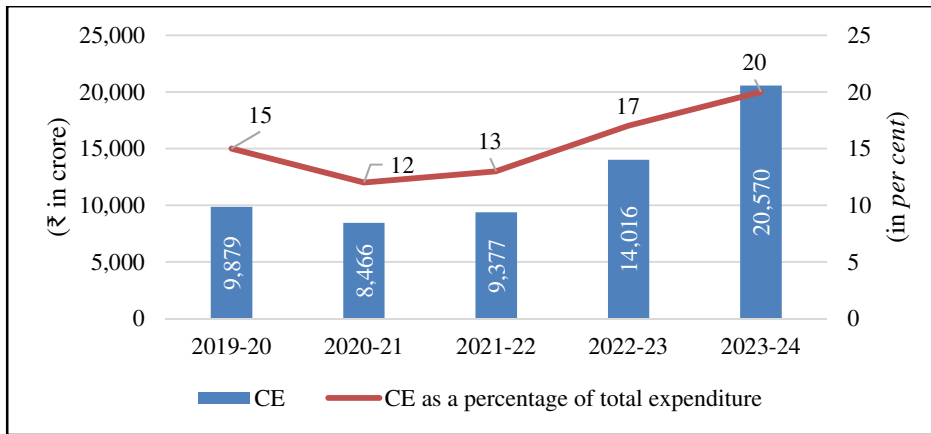
The recommendations of the first SFC were not implemented by the State Government and it was decided (October 2013) to provide 40 *per cent* loan and 30 *per cent* grants to the ULBs to meet salary of employees. Various *sairats*<sup>4</sup> were also transferred to the ULBs to generate their own revenue. Further, as per recommendations of the first SFC, Jharkhand Urban Development Fund for Urban Infrastructure Development Projects (UIDP) was created and the State made budgetary provision for this during the financial years 2016-17 to 2018-19. However, the funds were not transferred to the ULBs. No provisions were made in the budget, in this regard, by the State Government after 2018-19.

### 2.4.3 Capital Expenditure

Capital Expenditure (CE) is primarily expenditure on creation of fixed infrastructure assets such as roads, buildings *etc.* CE, 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. Trend of CE in the State, over the last five years *i.e.*, 2019-20 to 2023-24, is given in **Chart 2.10**.

<sup>4</sup> *Sairats* means revenue earning municipal assets viz. public land, markets, ponds *etc.*



**Chart 2.10: Capital Expenditure in the State**

### Major changes in Capital Expenditure

CE increased consistently from ₹ 8,466 crore in 2020-21 to ₹ 20,570 crore in 2023-24. During 2023-24, CE increased mainly due to more expenditure on economic services (by 63.94 *per cent*) over the previous year. CE on social services, during the current year, also increased by 26.68 *per cent* in comparison to the previous year.

CE on Social Services increased by ₹ 1,393 crore during 2023-24 mainly due to increased expenditure on 'Capital outlay on Water Supply, Sanitation' (by ₹ 1,627 crore) which was offset by less expenditure on 'Capital outlay on Education, Sports, Art and Culture' (by ₹ 265 crore).

Similarly, in comparison to the previous year, CE on Economic Services increased by ₹ 5,065 crore in 2023-24. Increases were mainly under Transport (by ₹ 1,854 crore) and Power (by ₹ 1,452 crore) during 2023-24.

However, overall CE of the State (₹ 20,570 crore), during 2023-24, was less than the budget provision (by ₹ 679 crore). Major changes in components of Capital Outlay during 2023-24 *vis-à-vis* 2022-23 have been shown in **Table 2.17**.

**Table 2.17: Capital Expenditure during 2023-24 compared to 2022-23**

(₹ in crore)			
Major Heads of Accounts	2022-23	2023-24	Increase (+)/ Decrease (-)
<b>Capital outlay on</b>			
4202-Education, Sports, Art and Culture	1,011.79	747.28	-264.51
4215-Water Supply and Sanitation	1,840.08	3467.14	1,627.06
4217-Urban Development	721.66	584.49	-137.17
4225-Welfare of SC, ST, OBC and other Minorities	848.34	877.73	29.39
4402-Soil & Water Conservation	456.15	458.84	2.69
4425-Co-operation	116.04	379.45	263.41
4515-Rural Development Programme	2,219.58	3514	1,294.42
4701-Medium irrigation	714.76	968.31	253.55
4702-Minor irrigation	257.78	222.6	-35.18
4801-Power projects	153.96	1605.78	1,451.82
5054-Roads & Bridges	3352.85	5206.8	1,853.95



#### 2.4.4 Quality of capital expenditure

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

##### *Quality of investments in the Companies, Corporations and other bodies*

As per the latest finalised accounts received from 17 out of the total 32 companies in Jharkhand, net worth of six companies<sup>5</sup> was completely eroded as their cumulative net worth was (-) ₹ 13,287.27 crore, as on 31 March 2024. Accumulated loss of these SPSEs was ₹ 17,868.68 crore as on 31 March 2024.

Further, as per their accounts, three companies were loss making and their loss during 2023-24 was ₹ 3,944.48 crore. Out of these loss making companies, two companies (Jharkhand Bijli Vitran Nigam Limited and Jharkhand Urja Sancharan Nigam Limited) received Government loans amounting to ₹ 4,227.75 crore during 2023-24.

It was also noticed that the total investment in the 32 SPSEs of Jharkhand was ₹ 33,355.42 crore, of which, the total investment by the State was ₹ 30,795.58 crore, as on 31 March 2024.

##### *Investment in equity by the Government*

As per Finance Accounts of the State ending 31 March 2024, the State Government had invested ₹ 4,142.64 crore in three Regional Rural Banks<sup>6</sup> (RRB) (₹ 46.41 crore), 22 Government Companies/corporations (₹ 3,807.14 crore) and 22 Co-operatives Banks and Societies (₹ 289.09 crore) since the formation of the State in November 2000. However, verification of PSUs accounts and sanction orders of the State during 2016-17 revealed that the Government accounts had understated investment by ₹ 124.54 crore in nine companies/ corporations during 2000-2016, due to erroneous budgetary categorisation, viz., not providing for the investment under appropriate minor head and depicting investment in share capital as GIA instead of investment in equity. After being pointed out by Audit, the Finance Department of the State reconciled and corrected investment figures in respect of four companies amounting to ₹ 65 crore<sup>7</sup> at the end of 2020-21. However, investments of ₹ 59.54 crore<sup>8</sup> against five entities at the end of the current financial year still remains unsettled.

Details of Return on Investment from three RRBs, 22 companies/ corporations and 22 co-operative banks and societies to the State Government during the last five years, is shown in **Table 2.18**.

<sup>5</sup> Jharkhand Bijli Vitran Nigam Ltd. (- ₹ 12,065.74 crore), Jharkhand Urja Sancharan Nigam Ltd. (- ₹ 1,137.64 crore), Jharkhand Silk Textile and Handicraft Development Corporation Ltd. (- ₹ 33.20 crore), Jharbhar Colliery Ltd. (- ₹ 2.99 crore), Patratu Energy Ltd. (- ₹ 16.36 crore) and Karanpura Energy Ltd. (- ₹ 31.34 crore)

<sup>6</sup> State Government Kshetriya Gramin Bank (₹ 18.96 crore), Jharkhand Rural Bank, Ranchi (₹ 19.05 crore) and Vananchal Rural Bank, Dumka (₹ 8.40 crore)

<sup>7</sup> Jharkhand Hill Area Lift Irrigation Corporation: ₹ 5 crore; Jharkhand Urban Infrastructure Development Corporation: ₹ 35 crore; Jharkhand Silk Textile and Handicraft Development Corporation: ₹ 10 crore and Jharkhand Urban Transport Corporation Ltd.: - ₹ 15 crore.

<sup>8</sup> Greater Ranchi Development Authority: ₹ 39.14 crore; Jharkhand State Agriculture Development Corporation Ltd.: ₹ 2 crore; Jharkhand Medical and Health Infrastructure Development and Procurement Corporation Ltd.: ₹ 5 crore; Jharkhand Urja Vikas Nigam Ltd.: ₹ 8.40 crore and Jharkhand State Food and Civil Supplies Corporation Ltd.: ₹ 5 crore.

**Table 2.18: Return on Investment**

Investment/return/ cost of borrowings	2019-20	2020-21	2021-22	2022-23	2023-24
Investment at the end of the year (₹ in crore)	447.95	1,111.65	2,250.22	2,483.36	4,142.64
Return (₹ in crore)	0.00	15.00	0.00	0.00	0.00
Return ( <i>per cent</i> )	0.00	1.35	0.00	0.00	0.00
Average rate of interest on Government Borrowings ( <i>per cent</i> )	6.34	6.13	5.76	5.50	5.77
Difference between interest rate and return ( <i>per cent</i> )	-6.34	-4.78	-5.76	-5.50	-5.77

Source: Finance Accounts

Despite no return on its investments, the State Government made further investment of ₹ 1,659.28<sup>9</sup> crore in the form of equity during 2023-24.

Investments made by the erstwhile State of Bihar in the form of equity in Damodar Valley Corporation (₹ 1,781.55 crore) and Tenughat Vidyut Nigam Limited (₹ 100 crore) up to 14 November 2000 have not yet been apportioned between the successor States of Bihar and Jharkhand.

#### 2.4.5 Loans and Advances given by the Government

Apart from equity investments in the entities shown in **Table 2.18**, the State Government has also been providing loans and advances to many of these entities and its employees. **Table 2.19** presents the outstanding loans and advances as on 31 March 2024 and interest receipts *vis-à-vis* interest payments during the last five years.

**Table 2.19: Quantum of loans disbursed and recovered during 2019-20 to 2023-24**

Quantum of loans disbursed and recovered	2019-20	2020-21	2021-22	2022-23	2023-24
<b>Opening Balance of loans outstanding</b>	<b>20,729.99</b>	<b>20,846.24</b>	<b>24,177.23</b>	<b>24,348.48</b>	<b>28,513.21</b>
Amount advanced during the year	165.43	3,379.77	1,462.98	4,211.14	4,290.85
Amount recovered during the year	49.19	48.78	1,291.73	46.41	7,276.70
<b>Closing Balance of loans outstanding</b>	<b>20,846.23</b>	<b>24,177.23</b>	<b>24,348.48</b>	<b>28,513.21</b>	<b>25,527.36</b>
Net addition	116.24	3,330.99	171.25	4,164.73	-2,985.85
Interest received	38.91	22.62	35.88	70.55	16.62
Interest rate on Loans and Advances given by the Government.	0.19	0.11	0.15	0.29	0.07
Rate of Interest paid on the outstanding borrowings of the Government	6.34	6.13	5.76	5.50	5.77
Difference between the rate of interest paid and interest received ( <i>per cent</i> )	6.34	6.13	5.76	5.21	5.70

Note: OB in 2020-21 increased by 0.01 crore due to rounding off in the accounts

A significant portion of the total outstanding loans at the end of March 2024 (₹ 25,527 crore) was mainly outstanding with Power Companies (₹ 24,515 crore) and Water Supply and Sanitation (₹ 294 crore), Housing (₹ 74 crore) and Urban Development (₹ 453 crore).

Loans advanced during the year was ₹ 4,290.85 crore, of which disbursement to power companies was ₹ 4,227.75 crore. Recovery mainly consisted of surrender of unused balance of ₹ 7,230.80 crore (₹ 1,094.44 crore from Annual Development Programme & payment of dues of power purchase

<sup>9</sup> Jharkhand Urja Sancharan Nigam Limited: ₹ 66.78 crore; Sidho Kanho Agriculture and Forest Produce State Co-operative Federation Ltd.: ₹ 48.00 crore; Tribal Co-operative Development Corporation: ₹ 0.50 crore; Jharkhand Central Railway Project: ₹ 5.00 crore and Jharkhand Bijli Vitran Nigam Ltd.: ₹ 1,539.00 crore.

from PSUs and ₹ 6,136.36 crore from UDAY scheme provided by the Government in previous years), by JBVNL.

Outstanding arrears of loanee entities at the end of March 2024 amounted to ₹ 4,095.22 crore (Principal: ₹ 2,059.87 crore and Interest: ₹ 2,035.35 crore).

Loan to Jharkhand State Food and Civil Supplies Corporation Ltd. (₹ 44 crore) in 2011-12 was understated in Government accounts due to incorrect budgetary categorisation under revenue expenditure instead of capital expenditure. Loans to Jharkhand State Electricity Board (JSEB) amounting to ₹ 7,222.18 crore continued to be depicted in Government accounts as receivable from the Board, even though the Board was unbundled in January 2014 into separate companies.

Further, loans made by the erstwhile State of Bihar to Tenughat Vidyut Nigam Limited (₹ 608 crore) before 14 November 2000 have not been apportioned between the successor States of Bihar and Jharkhand.

#### 2.4.6 Capital locked in incomplete projects

Blocking of funds on incomplete projects/works impinges negatively on the quality of expenditure and deprives the State of intended benefits for prolonged periods. Further, the funds borrowed for implementation of these projects during the respective years leads to extra burden in terms of servicing of debt and interest liabilities.

Year-wise and Department-wise information pertaining to incomplete projects (physical status upto 90 *per cent*), which were to be completed on or before 31 March 2024, is given in **Table 2.20** and **Table 2.21** respectively.

**Table 2.20: Age profile of incomplete projects as on 31 March 2024**

(₹ in crore)

Completion Year	No. of incomplete projects	Estimated cost	Expenditure (as on 31 March 2024)	Revised estimates	
				No. of projects	Amount
Upto 2019	31	524.42	330.76	0	0
2020	34	1,213.09	761.49	0	0
2021	18	869.55	545.05	0	0
2022	20	2,352.10	1,126.07	0	0
2023	65	693.89	373.94	0	0
<b>Total</b>	<b>168</b>	<b>5,653.05</b>	<b>3,137.31</b>	<b>0</b>	<b>0</b>

**Table 2.21: Department-wise profile of incomplete projects as on 31 March 2024**

(₹ in crore)

Department	No. of incomplete projects	Estimated cost	Expenditure	Revised estimates	
				No. of projects	Amount increased
Road Construction Department	61	2,399.07	1,380.71	0	0
Rural Development Department	15	80.45	52.28	0	0
Water Resources Department	41	2,841.93	1,526.94	0	0
Rural Works Department	34	90.62	53.74	0	0
Drinking Water and Sanitation	13	218.05	115.19	0	0
Building Construction Department	4	22.93	8.45	0	0
<b>Total</b>	<b>168</b>	<b>5,653.05</b>	<b>3,137.31</b>	<b>0</b>	<b>0</b>

Source: Finance Accounts of the State Government

As can be seen from the above table, 168 projects with an estimated cost of ₹ 5,653.05 crore were incomplete in spite of expenditure of ₹ 3,137.31 crore at the end of FY 2023-24. These projects were delayed between one to 12 years from the target year of completion. Since the departments did not furnish the details of the revised costs, they have not been shown in the Finance Accounts and hence the cost overrun on these projects could not be ascertained.

#### 2.4.7 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 national average. The higher the ratio of these components to total expenditure, the quality of expenditure is considered to be better. Expenditure priority of the State is shown in **Table 2.22**.

**Table 2.22: Expenditure priority of the State with regards to Health, Education and Capital expenditure**

(in per cent)

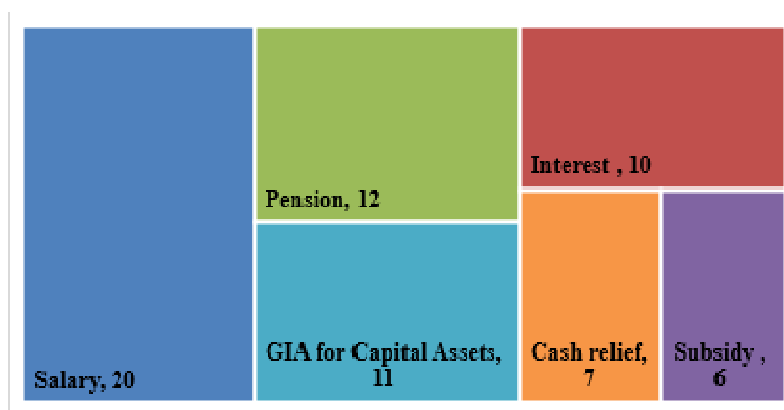
	CE/ TE	SSE/ TE	ESE/ TE	DE/TE	Education/ TE	Health/ TE
General Category States (2018-19)	15.58	36.60	30.65	67.24	14.76	5.07
Jharkhand (2018-19)	19.41	32.51	38.06	70.56	12.95	5.41
General Category States (2023-24)	16.50	37.92	30.01	67.93	14.36	5.71
Jharkhand (2023-24)	24.48	34.81	39.00	73.81	12.24	5.44

As can be seen from the **Table 2.22**, during 2023-24, while the ratio of economic sector expenditure and social sector expenditure to total expenditure (TE) increased, ratio of expenditure on education and health to TE remained nearly as it was during 2018-19.

Further, during 2023-24, ratio of sectoral expenditure to total expenditure of the State other than education, health and social sectors was higher than the ratio of General Category States.

#### 2.4.8 Object head-wise expenditure

The Finance Accounts generally depict transactions only up to the Minor Head level. Therefore, Statement four of the Finance Accounts gives a view up to the object head level. **Chart 2.11** shows the share of object/ purpose of Revenue Expenditure on major items.

**Chart 2.11: Revenue Expenditure on major items (in per cent)**

As depicted in **Chart 2.11**, a major share (48 per cent) of Revenue Expenditure was consumed by expenditure on Salaries, Pension, Interest and Subsidies during the year 2023-24. More than 11 per cent of revenue expenditure was utilised on GIA for creation of capital assets in the State, of which a major portion was provided to developmental authorities (₹ 2,584.33 crore) and Executive Engineer, DW&S Division, Ranchi West (₹ 3,144.14 crore).

## 2.5 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.

### 2.5.1 Net Public Account Balances

The component-wise net balances in the Public Account of the State are given in **Table 2.23**.

**Table 2.23: Component-wise net balances in Public Account as of 31 March 2024**

(₹ in crore)

Sector	Sub Sector	2019-20	2020-21	2021-22	2022-23	2023-24
I. Small Savings, Provident Funds <i>etc.</i>	Small Savings, Provident Funds <i>etc.</i>	(-)1,216.86	(-)1,194.40	(-)1,001.19	(-)1,016.98	(-)1,557.44
J. Reserve Funds	(a) Reserve Funds bearing Interest	(-)5,948.02	(-)6,320.39	(-)5,904.48	(-)5,131.79	(-)7,995.66
	(b) Reserve Funds not bearing Interest	0.00	0.00	0.00	0.00	0.00
K. Deposits and Advances	(a) Deposits bearing Interest	(-)39.55	(-)25.33	(-)24.15	(-)78.94	(-)79.27
	(b) Deposits not bearing Interest	(-)21,065.20	(-)24,331.45	(-)23,585.14	(-)26,876.14	(-)30,768.65
	(c) Advances	7.15	19.67	19.67	17.66	0.00
L. Suspense and Miscellaneous	(b) Suspense	(-)91.29	(-)146.35	(-)119.25	(-)414.30	(-)382.43
	(c) Other Accounts	3,117.62	2,855.90	4,519.46	5,187.74	8,151.32
	(d) Accounts with Governments of Foreign Countries	0.00	0.00	0.00	0.00	0.00
	(e) Miscellaneous	0.00	1.60	1.60	1.60	1.60

Sector	Sub Sector	2019-20	2020-21	2021-22	2022-23	2023-24
M. Remittances	(a) Money Orders, and other Remittances	(-)114.25	(-)133.68	(-)125.38	(-)87.35	(-)53.36
	(b) Inter-Governmental Adjustment Account	31.95	7.23	12.74	10.81	5.27
<b>Total</b>		<b>(-)25,318.45</b>	<b>(-)29,267.20</b>	<b>(-)26,206.12</b>	<b>(-)28,387.69</b>	<b>(-)32,678.62</b>

Note: (+) ve denotes debit balance and (-) ve denotes credit balances

Credit balances increased during 2023-24 due to increase in Deposits and Advances mainly under Major Head 8448- Deposits of Local Fund-Other Funds (by ₹ 2,581.94 crore).

### 2.5.2 Reserve Funds bearing interest

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. There were two interest bearing reserve funds in the State during the year 2023-24 (1) State Disaster Risk Management Fund (SDRMF) and (2) State Compensatory Afforestation Fund. SDRMF comprises two funds (i) State Disaster Response Fund and (ii) State Disaster Mitigation Fund.

Closing balance of reserve funds bearing interest as on 31 March 2024 (₹ 8,395.66 crore) was significantly higher in comparison to the previous year (₹ 5,531.79 crore) mainly due to transfer of ₹ 1,390 crore (State share+Central share) to SDRF. Central share was not received in previous year, hence no amount was transferred in the SDRF. Further, receipt of ₹ 1,262.55 crore from 'National Compensatory Afforestation Fund' also contributed in increasing the closing balance of reserve fund.

#### State Disaster Response Fund

As per Para 7 of SDRF guidelines 2015, the State Government is required to transfer the contribution to the SDRF received from GoI, along with its share, to the Public Account within 15 days of its receipt. Any delay will require the State Government to release the amount with interest (rate applicable to overdrafts under the RBI Overdraft Regulation Guidelines) for the number of days of delay.

As per Para 19 and 20 of SDRF guidelines 2015, the balances under the funds should be invested by the State in (a) Central Government dated securities (b) auctioned treasury bills and (c) interest earning deposits and certificates of deposits with Scheduled Commercial Banks. The Finance Department of the Govt. of Jharkhand (GoJ) stated (July 2019) that ₹ 400 crore was invested in Scheduled Commercial Banks during the year 2012-13 but no investment was made after 2012-13.

Further, as per the guidelines, the Government was required to pay interest on the non-invested balances at the rate of interest (8.5 per cent) payable on overdrafts, which is to be added to the corpus of the fund itself. Since its creation, interest on SDRF works out to ₹ 1,098.66 crore at the applicable rates of interest for the period 2011-24, of which ₹ 703.70 crore pertaining to previous years was transferred by the State into the fund during 2023-24. Of the unpaid interest of ₹ 394.96 crore, interest for 2023-24 alone amounted to ₹ 94.46 crore. Non-transfer of interest of ₹ 94.46 crore pertaining to



2023-24 resulted in overstatement of revenue surplus and understatement of fiscal deficit for the year. Consequently, the non-invested balances of ₹ 2,786.36 crore in the Fund as on 31 March 2024 are only book entries and do not represent actual cash balance. Such unpaid interest represents the unaccounted liabilities of the State. **Table 2.24** presents details of expenditure charged on SDRF.

**Table 2.24: Details of expenditure charged to SDRF**

(₹ in crore)

Major Head of Account	Minor Head of Account	Expenditure during 2023-24
2245- Relief on Account of Natural Calamities 02- Floods, Cyclones etc.	101-Gratuitous Relief	1.65
	113-Assistance for repair/reconstruction of houses	0.75
	114-Assistance to farmers for purchase of agriculture input	1.02
<b>Sub-Total</b>		<b>3.42</b>
2245- Relief on Account of Natural Calamities 05-State Disaster Response Fund	101-Transfer to reserve fund and deposit account- SDRF	635.20
	901- <i>Deduct</i> - Amount met from State Disaster Response Fund	41.52
<b>Sub-Total</b>		<b>593.68</b>
2245- Relief on Account of Natural Calamities 80- General	101-Centre for Training in disaster preparedness.	0.70
	102-Management of Natural Disasters, Contingency plans in Disaster prone areas etc.	37.09
<b>Sub-Total</b>		<b>37.79</b>
<b>Grand Total</b>		<b>634.89</b>

Apart from the above, ₹ 200 crore received from GOI as Central support for the cyclonic storm “Yaas” during 2022-23, was transferred to, and included in SDRF in the same FY.

### ***State Disaster Mitigation Fund***

The State Disaster Mitigation Fund (SDMF) is to be constituted under Section 48 (1) (c) of the Disaster Management Act, 2005. This Fund is exclusively for the purpose of mitigation projects in respect of disasters covered under the State Disaster Response Fund (SDRF) / National Disaster Response Fund (NDRF) and State specific local disasters notified by the State Government from time to time. The State Government created the SDMF through a notification in December 2022. The Central and the State Governments are required to contribute to the Fund in the proportion of 75:25. However, the State Government has not made any budgetary provision for this purpose under the Major Head ‘8121-130- State Disaster Mitigation Fund’ as on 31 March 2024. Consequently, the State Government has not transferred any amount to the Fund, including the amount of ₹ 113.60 crore received from the Central Government during 2022-23 pertaining to the financial year 2021-22 and its corresponding State share of ₹ 37.80 crore. During 2023-24, the State Government did not receive the share from Central Government on this account.

***State Compensatory Afforestation Fund***

As per Compensatory Afforestation Fund (Accounting Procedure) Rules, 2018, all monies realised from the User Agencies are required to be credited to Minor Head '103-State Compensatory Afforestation Deposits' below the Major Head '8336-Civil Deposits' at the first instance. Thereafter, 90 *per cent* shall be transferred to Minor Head '129-State Compensatory Afforestation Fund' below the Major Head '8121-General and other Reserve Funds'. The balance 10 *per cent* shall be transferred to the National Fund on a monthly basis by crediting Minor Head '102-National Compensatory Afforestation Deposits' under the Major Head '8336-Civil Deposits-11-Jharkhand'.

Besides, on receipt of 90 *per cent* of the State's share from the *ad hoc* Authority (one-time measure), the same shall also be credited to Minor Head '129-State Compensatory Afforestation Fund' below the Major Head '8121-General and other Reserve Funds'.

While the opening balance in SCAF was ₹ 4,020.53 crore, the receipt during 2023-24 was ₹ 1,397.24 crore. During the year, an expenditure of ₹ 208.46 crore, was incurred by the State, leaving a balance of ₹ 5,209.31 crore in SCAF as on 31 March 2024.

As the SCAF is an interest bearing reserve fund, the Government paid an interest of ₹ 134.69 crore calculated as per Circulars issued by Ministry of Environment, Forests and Climate Change, GOI (3.35 *per cent* on the opening balance of ₹ 4,020.53 crore).

**2.5.3 Reserve Funds not bearing interest**

Closing balance of ₹ 1,003.87 crore at the end of March 2023 in reserve funds not bearing interest increased significantly to ₹ 2,270.95 crore at the end of March 2024 due to transfer of ₹ 1,267.08 crore in 'reserve funds not bearing interest' as detailed in following sub-paras.

***Consolidated Sinking Fund***

Following the recommendations of the Twelfth Finance Commission, the State has set up (2016-17) the Consolidated Sinking Fund for amortisation of all loans including loans from banks, liabilities on account of National Small Savings Funds *etc.*

The Government of Jharkhand set up the Consolidated Sinking Fund for amortization of loans in 2016-17. According to the guidelines of the Fund, States may contribute a minimum of 0.50 *per cent* of their outstanding liabilities (internal debt + public account) as at the end of the previous year to the Consolidated Sinking Fund (total internal debt and public account) of the State Government.

During 2023-24, the State Government transferred ₹ 567.00 crore into the Sinking Fund, which added to the opening balance of ₹ 1,003.87, leading to



a closing balance of ₹ 1,570.87 crore at the end of March 2024. The balance in the fund was invested by the State Government (₹ 303.87 crore in 2020-21, ₹ 200.00 crore in 2021-22, ₹ 500.00 crore in 2022-23, ₹ 567.00 crore in 2023-24) in scheduled commercial banks.

### ***Guarantee Redemption Fund***

The Constitution of India provides that a State may borrow, within the territory of India, upon the security of its Consolidated Fund, within such limits, as may from time to time, be fixed by the Act of its Legislature and give guarantees within such limits as may be fixed.

As per the recommendation of the Twelfth Finance Commission, 'the State Government was to constitute a Guarantee Redemption Fund (GRF) 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. However, the Fund has not been created.

As per the Finance Accounts of the Government of Jharkhand, guarantees amounting to ₹ 4,998.38 crore were given by the State as of 31 March 2024.

### ***Labour Cess***

As per Section 5 of the Building and Other Construction Workers' Welfare Cess Rules 1998, amounts collected as Labour Cess from contractors were required to be transferred to the Jharkhand Building and Other Construction Workers' (BOCW) Welfare Board.

As per the Finance Accounts, during the year 2023-24 the Government collected ₹ 93.34 crore as Labour Cess leading to a total collection of ₹ 826.34 crore as cess by the Government from contractors executing Government projects during the period 2008-24. **Table 2.25** shows the Labour Cess collected by the Government and transferred to the Jharkhand Building and Other Construction Workers' (BOCW) Welfare Board.

**Table 2.25: Labour Cess collected by the Government and transferred to the Board**

(₹ in crore)			
Year	Amount received as Cess	Amount transferred by the Government	Outstanding balance with Government
Upto 2016-17	312.90	4.83*	513.51
2017-18	80.77	-	
2018-19	79.81	-	
2019-20	76.70	-	
2020-21	59.15	-	
2021-22	54.86	-	
2022-23	68.81	154.00	
2023-24	93.34	154.00	
<b>Total</b>	<b>826.34</b>	<b>312.83</b>	<b>513.51</b>

\*Revised as per clarification received from BOCW

The Jharkhand BOCW Board had prepared its accounts upto 2023-24. As of March 2024, the State Government had transferred only ₹ 312.83 crore out of the total collection of ₹ 826.34 crore to the Board. As a result, the liability of the State Government increased to that extent.

Receipts and utilisation of funds till 2023-24, as furnished by the Board, is shown in **Table 2.26**.

**Table 2.26: Amounts received by the Board and its utilisation**

(₹ in crore)

Year	Amount provided by the Government	Cess received directly by the Board	Total receipts	Amount spent by the Board on schemes <sup>10</sup>	Amount spent on establishment	Total expenditure	Unutilised balance amount
(1)	(2)	(3)	{(2+3)=4}	(5)	(6)	{(5+6)=7}	{(4-7)=8}
Upto 2015-16	4.83*	252.16	256.99	104.08	1.66	105.74	151.25
2016-17	0.00	70.26	70.26	48.33	1.29	49.62	20.64
2017-18	0.00	74.01	74.01	41.64	0.90	42.54	31.47
2018-19	0.00	90.19	90.19	59.19	0.89	60.08	30.10
2019-20	0.00	120.00	120.00	75.78	0.83	76.61	43.40
2020-21	0.00	171.65	171.65	101.30	1.60	102.90	68.75
2021-22	0.00	124.31	124.31	101.64	2.23	103.87	20.44
2022-23	154.00	371.92	525.92	94.26	1.98	96.24	429.68
2023-24	154.00	400.07	554.07	53.64	5.92	59.56	494.51
<b>Total</b>	<b>312.83</b>	<b>1,674.57</b>	<b>1,987.40</b>	<b>679.86</b>	<b>17.30</b>	<b>697.16</b>	<b>1,290.24</b>

Source: Jharkhand Building and Other Construction Workers Welfare Board

\*Revised as per clarification received from BOCW

During the period 2009-10 to 2023-24, ₹ 679.86 crore was spent by the Board on welfare schemes while ₹ 17.30 crore was spent on establishment expenses. The Board had utilised only 35.08 per cent of the available funds.

### Other Cess/fee/surcharges

As per the Finance Accounts, the Government collected ₹ 0.57 crore as Land Cess during the year 2023-24 leading to a total collection of ₹ 185.30 crore during the period 2008-24. However, no amount was transferred to the designated fund (Major Head '8448-101 District Fund) by the State as of March 2024.

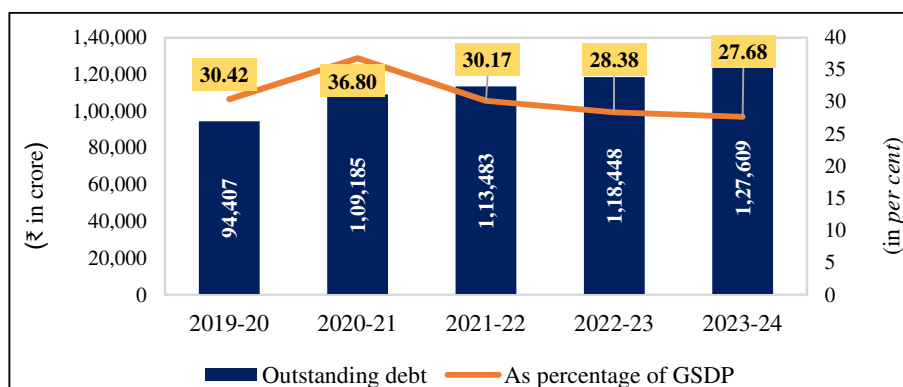
Thus, the total Cess liable to be transferred by the Government to the Labour Welfare Board (Labour Cess: ₹ 93.34 crore) and Zila Parishads (Land Cess: ₹ 0.57 crore) was ₹ 93.91 crore during FY 2023-24. Non-transfer of the same resulted in an overstatement of the revenue surplus and understatement of the fiscal deficit of the State.

### 2.5.4 Public Liability management

Management of public liability is the process of establishing and executing a strategy for managing the Government's liability 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.

The outstanding liability of the State along with its percentage to GSDP for the period 2019-20 to 2023-24 has been shown in **Chart 2.12**. Abstract of liabilities and assets of the State, as on 31 March 2024, are given in **Appendix 2.3**.

<sup>10</sup> 16 schemes are running under the Welfare Board as per statement dated 14.11.2024 provided by Jharkhand Building and Other Construction Workers Welfare Board.

**Chart 2.12: Outstanding Public debt and its percentage to GSDP**

Note: Outstanding debt includes ₹ 1,689.00 crore in 2020-21 and ₹ 2,484.41 crore in 2021-22, passed on as back-to-back loans by Government of India, in lieu of shortfall in GST compensation.

#### 2.5.4.1 Liability profile: Components

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.

Details of availability of funds on account of receipts and repayments under public liabilities and public account liabilities during 2019-24 are given in **Table 2.27**.

**Table 2.27: Component wise liability trends**

(₹ in crore)

	2019-20	2020-21	2021-22	2022-23	2023-24
<b>Outstanding Total Liability (A+B)</b>	<b>94,406.60</b>	<b>1,09,184.99<sup>#</sup></b>	<b>1,13,482.47<sup>#</sup></b>	<b>1,18,448.22</b>	<b>1,27,608.51</b>
A. Public Liability	66,136.98	76,938.35	82,531.53	84,944.37	86,807.49
(i) Internal debt	63,545.46	71,956.90	74,538.31	73,580.43	70,658.82
(ii) Loans & Advances from GoI	2,591.52	4,981.45	7,993.22	11,363.94	16,148.67
B. Liabilities on Public Account	28,269.62	32,246.24	30,950.94	33,503.85	40,801.02
Small Savings, Provident Funds etc.	1,216.85	1,194.40	1,001.19	1,016.98	1,557.44
Reserve funds bearing Interest	5,948.03	6,720.39	6,340.46	5,531.78	8,395.66
Deposits bearing Interest	39.55	25.33	24.15	78.94	79.27
Deposits not bearing Interest	21,065.19	24,306.12	23,585.14	26,876.15	30,768.65
C. Off Budget borrowings	NIL	NIL	NIL	NIL	NIL
Rate of growth of outstanding liability (percentage)	12.68	15.65	3.94	4.38	7.73
Gross State Domestic Product (GSDP)	3,10,305	2,96,664	3,76,127	4,17,361	4,61,010
Total Liability /GSDP (per cent)	30.42	36.23*	29.51*	28.38	27.68
<b>Borrowings and Other Liabilities (as per Statement 6 of Finance Accounts)</b>					
Total Receipts	30,980.35	32,562.62	25,623.42	31,856.35	44,607.36
Total Repayments	20,356.68	17,784.23	21,325.90	26,890.62	35,447.09
Interest payments	5,307.71	5,790.00	6,286.05	6,238.29	6,838.95
Net funds available	5,315.96	8,988.39	(-)1,988.53	(-)1,272.56	2,321.32
Repayments/ Receipts (percentage)	82.84	72.40	107.76	103.99	94.80

<sup>#</sup> Outstanding debt includes ₹ 1,689.00 crore in 2020-21 and ₹ 2,484.41 crore in 2021-22, passed on as back-to-back loans by Government of India, in lieu of shortfall in GST compensation.

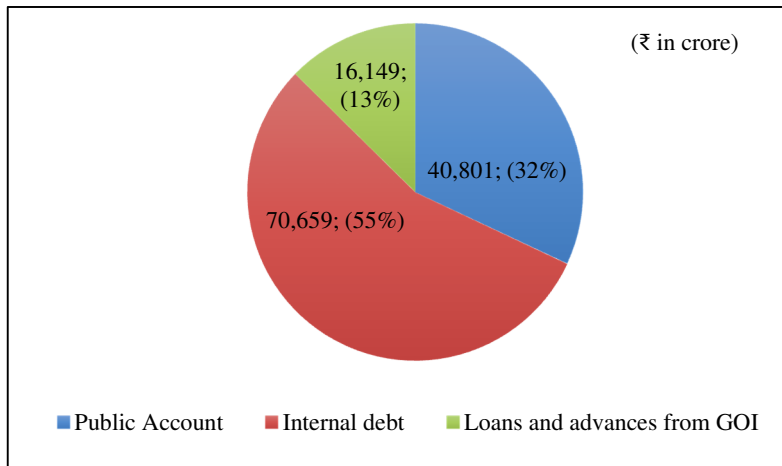
\* Total Liability/GSDP ratio does not include back-to-back loans passed on by GoI, in lieu of shortfall in GST compensation, as this was not to be treated as debt of the State for any norms which may be prescribed by the Finance Commission.

Apportionment of fiscal liabilities of the composite Bihar State between the successor States of Bihar and Jharkhand has not been done so far.

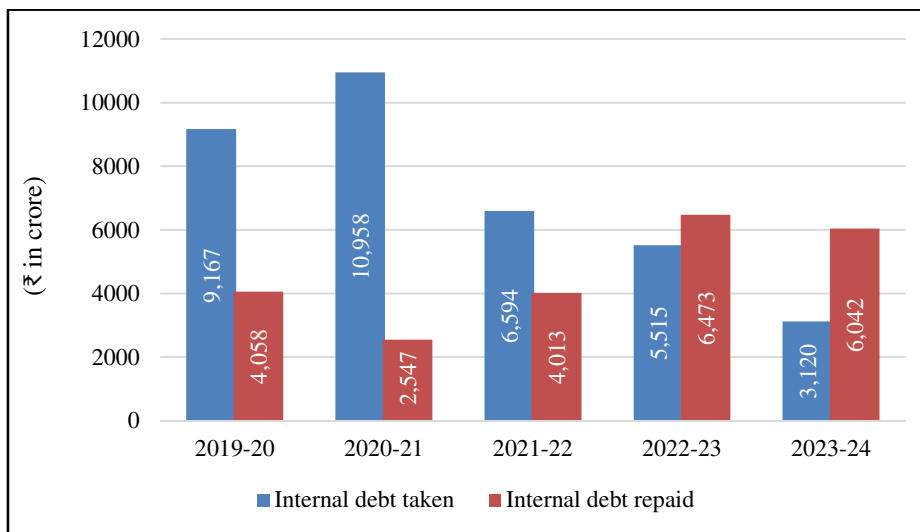
Net availability of borrowed funds showed wide fluctuations between (-) ₹ 1,988.53 crore and ₹ 8,988.39 crore during 2019-20 to 2023-24. It increased significantly to ₹ 2,321.32 crore in 2023-24 from negative ₹ 1,272.56 crore in 2022-23. During 2023-24, increase in availability of funds was mainly due to more receipt of loans & advances from GoI and more receipt in Public Account.

During 2023-24, the receipts of the State under public debt and other liabilities increased by 40.03 *per cent* against the increase of 24.33 *per cent* in 2022-23. Repayment of public debt and other liabilities including interest increased by 27.64 *per cent* over the previous year (increase of 19.98 *per cent*). Since receipts under public debt and other liabilities increased significantly over repayments, the net effect was more availability of borrowed funds with the State. Component wise outstanding liability trends during 2023-24 has been shown in **Chart 2.13**, whereas, **Chart 2.14** shows Internal Debt taken *vis-à-vis* repaid, during 2019-24.

**Chart 2.13: Break-up of outstanding total liabilities at the end of 2023-24**



**Chart 2.14: Internal Debt taken *vis-à-vis* repaid**



Details of financing pattern of fiscal deficit during the period 2019-24 are given in **Table 2.28**.

**Table 2.28: Components of fiscal deficit and its financing pattern**

(₹ in crore)

Particulars		2019-20	2020-21	2021-22	2022-23	2023-24
<b>Composition of Fiscal Deficit</b>						
1	Revenue Surplus (+)/Revenue Deficit (-)	1,960	-3,114	6,944	13,564	11,252
2	Net Capital Expenditure	-9,879	-8,466	9,377	14,016	20,570
3	Net Loans and Advances	-116	-3,331	171	4,165	-2,986
<b>Financing Pattern of Fiscal Deficit</b>						
1	Market Borrowings	5,656	8,900	3,746	400	-1,950
2	Loans from GOI	252	2,390	3,012	3,372	4,785
3	Special Securities issued to NSSF	-769	-769	-770	-769	-769
4	Loans from Financial Institutions	222	281	-395	-588	-202
5	Small Savings, PF, etc.	6	-23	-193	16	540
6	Deposits and Advances	1,238	3,215	-722	3,346	3,910
7	Suspense and Miscellaneous	97	53	-27	295	-32
8	Remittances	-17	44	-14	-36	-28
9	Reserve Fund	4,018	772	-380	-809	2,864
10	Investment in earmarked fund	0.00	304	200	500	1,267
11	<b>Overall Deficit</b>	<b>10,703</b>	<b>15,167</b>	<b>4,457</b>	<b>5,727</b>	<b>10,385</b>
12	Increase/Decrease in cash balance	-2,668	-256	-1,853	-1,110	-4,053
13	<b>Gross Fiscal Deficit</b>	<b>8,035</b>	<b>14,911</b>	<b>2,604</b>	<b>4,617</b>	<b>6,332</b>
<i>Note:</i> The revenue surplus is overstated and the fiscal deficit is understated by ₹ 188.37 crore, as detailed in Paragraph 1.5.						

It can be seen from **Table 2.28** that the State had a revenue surplus of ₹ 11,252 crore during 2023-24 which indicates that revenue expenditure and a major part of capital expenditure (₹ 20,570 crore) was met from the revenue receipts of the State. Therefore, the borrowed funds were utilised on capital outlay and providing loans and advances to the institutions of the State leading to a Fiscal Deficit of ₹ 6,332 crore.

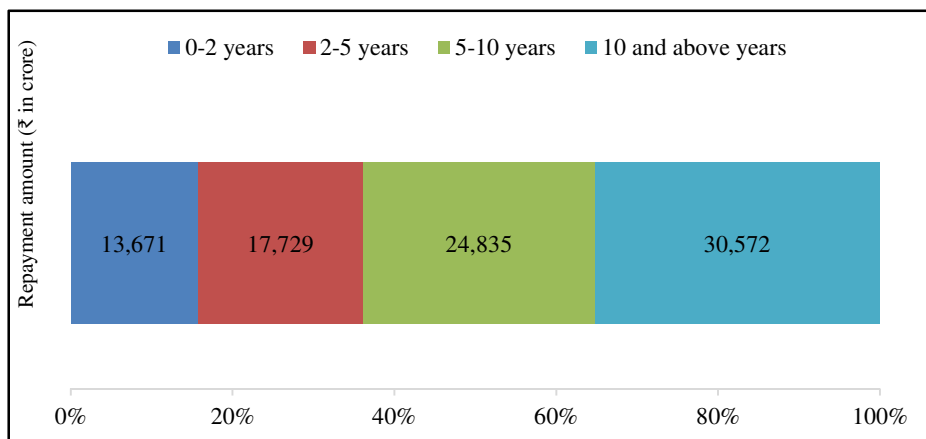
During 2023-24, the fiscal deficit of ₹ 6,332 crore was mainly financed by loans from GoI (₹ 4,785 crore) and Deposits and Advances (₹ 3,910 crore).

## 2.6 Public Debt Maturity Profile and Repayment

Public Debt maturity and repayment profile indicates commitment on the part of the Government for public debt repayment or debt servicing.

**Table 2.29: Debt Maturity profile of repayment of State debt**

Period of repayment (Years)	Amount (₹ in crore)	Percentage w.r.t. Public debt
0-2	13,671.39	16
2-5	17,729.45	20
5-10	24,834.99	29
10 and above	30,571.66	35
<b>Total</b>	<b>86,807.49</b>	<b>100</b>

**Chart 2.15: Public Debt Maturity profile**

As can be seen from **Table 2.29** and **Chart 2.15**, the redemption pressure, due to maturity of public debts, would be around ₹ 5,000 crore to ₹ 6,000 crore per year in the next ten years. However, it will change in case of fresh borrowings of the State.

Further, analysis of debt repayments and interest payments, in the next 10 years, on the basis of the calculations provided by the Finance Department, Government of Jharkhand in earlier years, revealed a mixed trend, as shown in **Table 2.30**.

**Table 2.30: Public Debt repayment profile of the State in the next ten years**

(₹ in crore)

Year	Repayment	Interest	Total
2023-24	6,384	5,718	12,102
2024-25	4,616	5,972	10,588
2025-26	6,654	5,862	12,517
2026-27	6,941	5,607	12,548
2027-28	6,504	5,350	11,854
2028-29	4,318	5,145	9,463
2029-30	6,780	5,120	11,900
2030-31	4,707	4,912	9,619
2031-32	5,727	4,875	10,602
2032-33	3,989	4,765	8,754

Source: Finance Department, Government of Jharkhand

As can be seen from **Table 2.30**, the maturity profile of public debt redemption of the State, as per current debt liability, will remain nearly uniform during 2023-24 to 2032-33. Based on current liability, the total repayment of principal and interest will range between ₹ 8,754 crore and ₹ 12,548 crore during the next 10 years. The payment of principal and interest will be sustainable in the light of the current financial condition of the State, which may change in the event of fresh borrowings by the State in the coming years.

## 2.6.1 Fiscal Deficit and Debt Sustainability

### 2.6.1.1 Debt sustainability analysis based on FRBM indicators

In the context of fiscal sustainability, the Thirteenth Finance Commission defined debt sustainability in terms of debt-GSDP ratio and also in terms of interest payments relative to revenue receipts. The Finance Commission (FC)

recommended fiscal consolidation for the Central and State Government and provided limits for fiscal deficit and debt stock as a percentage of GSDP. Government of Jharkhand in its FRBM Act, 2007, decided to maintain its fiscal deficit at not more than three *per cent* of the estimated GSDP. In view of the FRBM Act, targets for the debt stock to GSDP percentage were given every year, in the MTFP statement submitted with the budget.

The status of debt stock, *vis-à-vis* the FFC targets and FRBM targets, was as shown in **Table 2.31**.

**Table 2.31: Debt sustainability – FRBM indicator based analysis**

Year	Fiscal Deficit to GSDP (in per cent)		Outstanding liabilities to GSDP (in per cent)		Interest Payment to Revenue Receipts (in per cent)	
	Target as per MTFP prepared under FRBM Act	Actual	Target as per MTFP prepared under FRBM Act	Actual	FFC targets	Actual
2019-20	3.00	2.59	27.10	30.42	8.08	9.09
2020-21	5.00*	5.03	27.00	36.23 <sup>#</sup>	-	10.31
2021-22	4.00*	0.69	33.00	29.51 <sup>#</sup>	-	9.02
2022-23	3.50	1.11	33.15	28.38	-	7.77
2023-24	3.00	1.37	30.60	27.68	-	7.78

Source: Finance Accounts of the respective years, MTFP and FC Report

Note: The fiscal deficit is understated by ₹ 188.37 crore, as detailed in Paragraph 1.5.

<sup>#</sup>Does not include ₹ 1,689.00 crore in 2020-21 and ₹ 2,484.41 crore in 2021-22, passed on as back-to-back loans by Government of India, in lieu of shortfall in GST compensation.

\*The Fiscal Deficit target for the year 2020-21 and 2021-22 had increased by 2 per cent and 1 per cent respectively in view of the para 2(1) of the FRBM (Amendment) Act, 2020.

It can be seen from **Table 2.31** that the State Government was able to maintain the fiscal deficit within the defined targets during 2023-24. The debt to GSDP ratio was within the target during FYs 2021-22 to 2023-24. Targets for ratio of interest payment to revenue receipts (burden of interest payment) was not set by the Fifteenth Finance Commission. During 2023-24, ratio of interest payments to revenue receipts was 7.78 *per cent*.

#### 2.6.1.2 Debt Sustainability Indicators

Debt sustainability analysis has been carried out on the basis of fiscal & debt parameters and Domar approach. 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 the future. Analysis of variations in debt sustainability indicators are given in **Table 2.32** and **Chart 2.16**.



**Table 2.32: Trends in Debt Sustainability Indicators**

(₹ in crore)

S. N.	Debt Sustainability Indicators	Y <sub>1</sub> (2019-20)	Y <sub>2</sub> (2020-21)	Y <sub>3</sub> (2021-22)	Y <sub>4</sub> (2022-23)	Y <sub>5</sub> (2023-24)
1	Overall Liabilities or Overall Debt	94,406.60	107,495.99	110,998.06	118,448.22	127,608.51
2	Rate of Growth of Overall Debt (per cent)	12.68	13.86	3.26	6.71	7.73
3	GSDP (in nominal terms)	310,305.36	296,664.00	376,126.69	417,361.14	461,010.45
4	Nominal GSDP growth (per cent)	1.51	-4.40	26.79	10.96	10.46
5	Overall Debt/GSDP (per cent)	30.42	36.23	29.51	28.38	27.68
6	Maturity profile of Public Debt.	66,136.99	76,938.74	82,531.54	84,944.38	86,807.49
6a	0-2 years	4,293.99	8,007.24	9,835.50	11,270.52	13,671.39
6b	2-5 years	16,222.16	18,020.08	19,960.88	17,762.84	17,729.45
6c	5-10 years	27,549.96	26,098.33	23,257.64	27,624.62	24,834.99
6d	Over 10 years	18,070.88	24,813.09	29,477.52	28,286.40	30,571.66
7	Repayment to Gross Borrowings (per cent)	82.84	72.40	107.76	103.99	96.07
8	Net borrowings available as a percentage of Gross Borrowings	17.16	27.60	-7.76	-3.99	3.93
9	Interest payments on Overall Debt	5,307.71	5,790.48	6,286.05	6,238.29	6,838.95
10	Effective rate of interest on Overall Debt (per cent)	7.73	7.41	7.35	7.06	7.56
11	Interest Payment to Revenue Receipts (per cent)	9.09	10.31	9.02	7.77	7.78
12	Revenue Deficit/Surplus	1,960.51	-3,113.86	6,943.94	13,563.59	11,252.08
13	Primary Revenue Balance (PRB)	7,268.22	2,676.62	13,229.99	19,801.88	18,091.03
14	Primary Balance (PB)	-2,726.87	-9,119.52	3,682.05	1,621.29	507.19
15	PB/GSDP (per cent)	-0.88	-3.07	0.98	0.39	0.11
16	Difference between RoI and effective rate of interest on Overall Debt	-7.55	-7.31	-7.20	-6.79	-7.50
17	Liquidity Management (use of financial accommodation instruments available with RBI) (in number of occasions)	16	Nil	16	Nil	Nil
18	Debt Stabilisation (Quantum spread + Primary Balance)	-7,292.46	-18,909.64	20,818.82	5,081.44	3,179.01
19	<b>Domar Criteria</b>					
a	GSDP (in constant terms)	231,755.39	219,483.31	245,855.59	265,121.43	285,070.00
b	Real Growth (in constant terms)	1.08	-5.30	12.02	7.84	7.52
c	Inflation based on CPI (per cent)	4.14	5.32	4.51	6.14	5.73
d	Effective Rate of interest	7.73	7.41	7.35	7.06	7.56
e	Real effective rate of interest (Effective rate of interest-Inflation)	3.59	2.09	2.84	0.92	1.83
f	Growth Interest Differential (Real growth-Real effective rate of interest)	-2.51	-7.39	9.18	6.92	5.69

Source: Finance Accounts

Overall Liabilities or Overall debt consists of Public Debt (including Ways and Means Advances) and other liabilities including Public Account Liability (including interest and non-interest bearing reserve funds and deposits). During 2020-21 and 2021-22, it excludes ₹ 1,689 crore and ₹ 2,484.41 crore respectively as back-to-back loans from GoI in lieu of shortfall in GST compensation which are not to be repaid by the State.

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 Payments/[(Average Outstanding Debt of Previous and Current Financial Year (Excluding Non-Interest Bearing Liabilities))}

Liquidity Management: Amount availed against Special Drawing Facility, Ways and Means Advances & Overdraft

Quantum Spread: Interest Spread\*Debt

RoI: Return on Investment

A falling debt-GSDP ratio can be considered as leading towards stability. Also, debt stabilisation condition states that if quantum spread together with



primary deficit is zero, debt-GSDP ratio would tend to be constant or debt would stabilise eventually. On the other hand, if primary deficit together with quantum spread turns out to be negative, debt-GSDP ratio would be rising and in case it is positive, debt-GSDP ratio would eventually be falling. It can be seen from **Table 2.32** that:

- The debt burden of the State measured by total liability to GSDP ratio ranged between 27.68 *per cent* to 36.23 *per cent* during 2019-2024. It witnessed a steady increase and rose from 27.40 *per cent* in 2018-19 to 30.42 *per cent* in 2019-20 and 36.23 *per cent* in 2020-21. As a result of recovery from the pandemic, the State's fiscal health started improving, leading to a steady improvement in the State's debt burden in the post-pandemic years. After two years of fiscal stress, State finances showed signs of improvement leading to a reduction in borrowing requirements, as evident from the significant narrowing of fiscal deficit-GSDP ratio. The fiscal deficit-GSDP ratio of the State declined from a five year high of 5.03 *per cent* in 2020-21 to a record low of 0.69 *per cent* in 2021-22 and remained below pre-pandemic levels during 2021-2024. The debt burden of the State that had increased to 36.23 *per cent* in 2020-21 from 30.42 *per cent* in 2019-20 continued to decline from 2021-22 and reached a five-year low of 27.68 *per cent* in 2023-24. The decline in the overall liability-GSDP ratio from 2021-22 can be mainly attributed to the consistent positive primary balance that the State has been able to generate in the last three years. Contrary to the nominal growth, effective interest rate was largely driven by inflation which was hovering in the upper tolerance bandwidth (4-6 *per cent*) in the post-pandemic period (2021-2024) set by the RBI, indicating that inflation helped the State to keep the real rate of interest low so as to keep the Growth Interest Differential (GID) favorable in real terms.
- Decomposing the contribution of the GID and the primary balance on change in the debt burden of the State reveals that both the unfavorable GID and negative primary balance contributed to rise in overall liability—GSDP ratio in 2019-20 and 2020-21. Despite the declining trend, both GID and primary balances, which were in negative territory till 2020-21, turned favorable leading to a steady decline in the overall liability-GSDP ratio from 2021-22.
- Domar criteria show that growth was not strong enough to cover borrowing costs in 2019-20 and 2020-21, making the GID unfavorable in these years. However, following signs of economic recovery, the State saw a five year high real growth of 12.02 *per cent* in 2021-22 due to the base effect, while the real interest rate of 2.84 *per cent* remained above the real interest rate in 2022-23 and 2023-24.
- Debt burden of the State measured by overall liability-GSDP ratio, if the pandemic year 2020-21 is ignored, remained within the targets set

as per the FRBM Act of the State. The State also managed to keep its debt burden within the indicative debt path prescribed by the Finance Commission during 2019-2024.

(B) An analysis on debt sustainability was carried out based on a study by E.D. Domar [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 GDP.

Fiscal liabilities are considered sustainable if the Government is able to service the stock of these liabilities over the foreseeable future and the debt-GSDP ratio does not grow to unmanageable proportions. The Domar model is one of the models for analysis of public debt, which lays down that the debt-GDP ratio is likely to be stable if the rate of growth of the economy exceeds the rate of interest on the debt. **Table 2.33** provides the Domar sustainability condition:

**Table 2.33: Debt sustainability criteria under Domar model**

<b>g-r (g: real economic growth rate; r: real interest rate), called Domar gap</b>	<b>s&lt;0 (primary deficit)</b>	<b>s&gt;0 (primary surplus)</b>
g-r > 0 (strong economic growth)	Public debt as percentage of GSDP should converge to a stable level greater than zero	Public debt as a 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

Applying the DOMAR analysis to Jharkhand showed that fiscal liabilities should converge to a stable level, as shown in **Table 2.34**.

**Table 2.34: Sustainability of debt stock of the State during 2019-24**

Year	Real economic growth (g)	Real interest rate (r)	Domar gap (g-r)	Primary deficit (-) / Surplus (+) (s)	Remarks
	(in <i>per cent</i> )			(₹ in crore)	
2019-20	1.08	3.59	-2.51	(-) 2,727	As g-r<0 and s<0; Public debt as percentage of GSDP should increase indefinitely, without converging to a stable level.
2020-21	-5.30	2.08	-7.38	(-) 9,120	
2021-22	12.02	2.82	9.20	3,682	As g-r>0 and s>0; Public debt as a percentage of GSDP should converge to a stable level less than zero leading to public savings.
2022-23	7.84	0.79	7.05	1,621	
2023-24	7.52	1.53	5.99	507	
Real economic growth rate has been calculated for real GSDP (i.e. at constant prices).					
Real interest rate is calculated as average interest rate on fiscal liabilities minus inflation.					
Average inflation has been obtained from CSO, MoSPI					

As shown in **Table 2.34** there was primary deficit in the State during the period 2019-20 and 2020-21, and Domar gap was negative during the period which was indicative of slow economic growth. During 2021-22 to 2023-24, Domar gap was positive along with primary surplus which indicates stable economic conditions leading to public savings. As per latest GSDP series, during 2021-22, real economic growth was highest (12.02 per cent) due to low base of 2020-21 (COVID year) resulting in significant positive Domar gap (9.20 per cent).

## 2.6.2 Utilisation of borrowed funds

Borrowed funds should ideally be used for capital creation and developmental activities. Using borrowed funds for meeting current consumption and repayment of interest on outstanding loans is not sustainable. Utilisation of borrowed funds is shown in **Table 2.35**.

**Table 2.35: Utilisation of borrowed funds**

(₹ in crore)

Sl. No.	Year	2019-20	2020-21	2021-22	2022-23	2023-24
1	Total Borrowings	9,593.12	13,546.58	9,839.87	9,142.30	8,247.13
2	Repayment of earlier borrowings (Principal)	4,231.40	2,744.82	4,247.08	6,729.46	6,384.02
3	Net capital expenditure	9,878.71	8,465.66	9,376.90	14,015.59	20,569.69
4	Net loans and advances	116.24	3,330.99	17.25	4,164.73	-2,985.85
5	Portion of Revenue expenditure met out of net available borrowings (1-2-3-4)	-4,633.23	-994.89	-3,801.36	-15,767.48	-15,720.73
6	Interest payment on public debt	5,066.29	5,312.44	5,805.62	5,813.08	5,718.27

Source: Finance Accounts

The State made repayments of ₹ 6,384.02 crore against earlier borrowings during 2023-24, which were met from the revenue surplus during the year, leading to more availability of borrowed funds for capital expenditure and loans and advances given by the State. The part of capital expenditure not covered by the public debt was met from the public account balances.

## 2.6.3 Status of Guarantees (Contingent Liabilities)

The Constitution of India provides that a State may borrow, within the territory of India, upon the security of its Consolidated Fund, within such limits, as may from time to time, be fixed by the Act of its Legislature and give guarantees within such limits as may be fixed. 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.

The Government of Jharkhand has neither created the guarantee redemption fund nor made any policy in this regard. As per information provided by the Finance Department, guarantees amounting to ₹ 2,378.23 crore were given to the power companies and ₹ 2,463 crore was given to Jharkhand State Food & Civil Supplies Corporation, as of 2023-24.

Letter of Comfort (LOC) amounting to ₹ 157.15 crore, given on behalf of Jharkhand State Electricity Board (JSEB) in February 2013, was still pending clearance in the accounts of the Government even after unbundling of JSEB in January 2014. **Table 2.36** shows Guarantees given by the State Government.

**Table 2.36: Guarantees given by the State Government**

(₹ in crore)

Guarantees	2019-20	2020-21	2021-22	2022-23	2023-24
Outstanding amount of guarantees including interest	607.15	607.15	607.15	4,998.38	4,998.38

Source: Finance Accounts

## 2.7 Management of Cash Balances

As per an agreement with the Reserve Bank of India (RBI), State Governments have to maintain a minimum daily cash balance with the Bank. If the balance falls below the agreed minimum on any day, the deficiency is

made good by taking ordinary Ways and Means Advances (WMA)/Special Ways and Means Advances (SWMA)/Overdrafts (OD) from time to time. The limit for ordinary WMA to the State Government was revised by the RBI from time to time (₹ 1,152 crore *w.e.f.* 17 April 2020, which subsequently decreased to ₹ 1,067 crore *w.e.f.* 31 March 2022). The limit remained unchanged during 2023-24.

No Ways & Means Advances and overdraft was taken by the State Government during the year 2023-24.

The State Government invests its surplus cash balance in short and long-term GoI Securities and Treasury Bills. The profits derived from such investments are credited as receipts under the head '0049-Interest Receipts'.

**Table 2.37** shows the comparative details of general cash balance and its investment during 2022-23 and 2023-24 and **Table 2.38** shows position of Cash Balance Investment Account (Major Head-8673) during the period 2019-20 to 2023-24.

**Table 2.37: Cash Balances and their investment**

(₹ in crore)

	Opening balance on 1 April 2023	Closing balance on 31 March 2024
<b>A. General Cash Balance</b>		
Cash in treasuries	0	0
Deposits with Reserve Bank of India	91.07	-86.66
Deposits with other Banks	0	0
Remittances in transit – Local	0	0
<b>Sub-total</b>	<b>91.07</b>	<b>-86.66</b>
Investments held in Cash Balance Investment Account	5,149.41	8,114.26
<b>Total (A)</b>	<b>5,240.48</b>	<b>8,027.60</b>
<b>B. Other Cash Balances and Investments</b>		
Cash with departmental officers <i>viz.</i> , Public Works, Forest Officers	38.17	36.90
Permanent advances for contingent expenditure with department officers	0.16	0.16
Investment in earmarked funds	1,403.87	2,670.95
<b>Total (B)</b>	<b>1,442.20</b>	<b>2,708.01</b>
<b>Total (A + B)</b>	<b>6,682.68</b>	<b>10,735.61</b>
<b>Interest realised</b>	<b>91.14</b>	<b>97.12</b>

Source: Finance Accounts

The balance in the Cash Balance Investment Account as on 31 March 2024 was ₹ 8,114.26 crore and the interest realised on investment during 2023-24 was ₹ 97.12 crore. During 2023-24, the cash balance investment of the State increased in comparison to the previous year.

The State Government had invested ₹ 400 crore from earmarked fund of SDRF in 2012-13. No amount was invested after the FY 2012-13 from the SDRF leading to a balance of ₹ 2,786.36 crore in the fund, on which the State Government was liable to pay interest as per SDRF guidelines. The State had transferred ₹ 1,570.87 crore to Sinking Fund and invested the whole amount in Scheduled Commercial Banks as of 31 March 2024, of which ₹ 567.00 crore was transferred and invested in 2023-24. The State Government had also invested ₹ 700.08 crore from Pension Redemption Fund during the FY 2023-24.

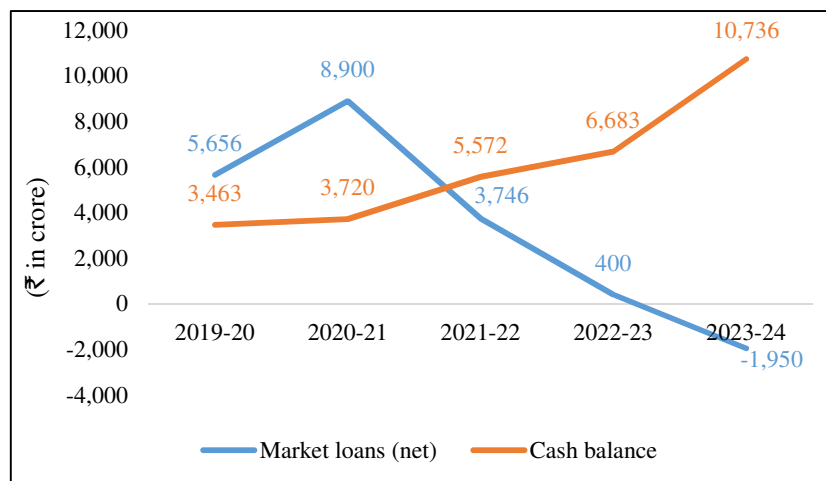
**Table 2.38: Cash Balance Investment Account (Major Head-8673)**

(₹ in crore)

Year	Opening Balance	Closing Balance	Increase (+) / decrease (-)	Interest earned
2019-20	167.90	3,070.62	2,902.72	147.42
2020-21	3,070.62	2,811.20	(-)259.42	58.59
2021-22	2,811.20	4,480.63	1,669.43	60.21
2022-23	4,480.63	5,149.41	668.78	91.14
2023-24	5,149.41	8,114.26	2,964.85	97.12

There was a difference of ₹ 40.50 crore (net credit) between the figures reflected in the accounts {₹ 86.66 crore (credit)} and that intimated by the RBI {(₹ 46.16 crore (debit)) as on 31 March 2024. This difference has been taken up by the Principal Accountant General (A&E), Jharkhand with RBI, Ranchi for reconciliation and necessary correction.

**Chart 2.16** shows the comparative trend of market loans (net) and cash balances during the last five years.

**Chart 2.16: Trend of market loans (net) and cash balances**

During 2023-24, borrowings in the form of market loans were minimal (₹ 1,000 crore) as compared to the repayment of earlier borrowings (₹ 2,950 crore). The net market loans were, thus, negative (₹ 1,950 crore) indicating reduction of debt to that extent. The cash balance of the State also increased from ₹ 6,682.68 crore in 2022-23 to ₹ 10,734.61 crore at the end of FY 2023-24.

## 2.8 Conclusion

The State has achieved the target of reducing its revenue deficit to zero, much before the timeline given in the Jharkhand FRBM Act. The State had revenue surplus during the last five years, except in 2020-21. Fiscal Deficit of the State was within the targets during the period 2019-20 to 2023-24, except in 2020-21, when it was just beyond the target.

During 2023-24, revenue expenditure of the State constituted 75.52 *per cent* of the total expenditure. During 2023-24, capital expenditure was ₹ 20,570 crore against ₹ 14,016 crore in 2022-23.

In the total expenditure of the State, share of expenditure on social services decreased from 39 *per cent* in FY 2022-23 to 35 *per cent* in FY 2023-24, whereas share of economic services increased from 33 *per cent* to 39 *per cent* respectively during the same period. The share of general

services decreased in 2022-23 and 2023-24 by two percentage points each, over the previous year.

As per Finance Accounts of the State ending 31 March 2024, the Government had invested ₹ 4,142.64 crore (in Government companies, rural banks and co-operative banks and societies) since inception of the State in November 2000. Further, despite no return on its investments, the State Government made investment of ₹ 1,659.28 crore in Rural Bank, State PSUs and Co-operatives in the form of equity during 2023-24.

Total liabilities of the State increased from ₹ 1,18,448 crore in 2022-23 to ₹ 1,27,609 crore in 2023-24. The fiscal liabilities to GSDP ratio was 27.68 *per cent* against the MTFP target of 30.60 *per cent*. Apportionment of fiscal liabilities of the composite Bihar State between the successor States of Bihar and Jharkhand has not been done so far.

The Government had transferred ₹ 703.70 crore as interest to SDRF leaving a balance of ₹ 394.96 crore which includes ₹ 94.46 crore for 2023-24. Non-payment of interest had an impact on Revenue deficit and Fiscal Deficit of the State.

The Government had transferred ₹ 567 crore to the Sinking Fund during the year. Government departments did not transfer cesses collected to the concerned Boards.

## 2.9 Recommendations

- *State Government should rationalise its investments in various entities, so that the return on investment and loans matches the Government borrowing costs.*
- *The State Government may ensure complete transfer of Labour Cess to the Labour Welfare Board, as early as possible, so that the Board can fulfil its objectives of improving the working conditions of building and other construction workers and providing adequate financial assistance to them.*

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# **Chapter-3**

## **BUDGETARY MANAGEMENT**

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## CHAPTER 3

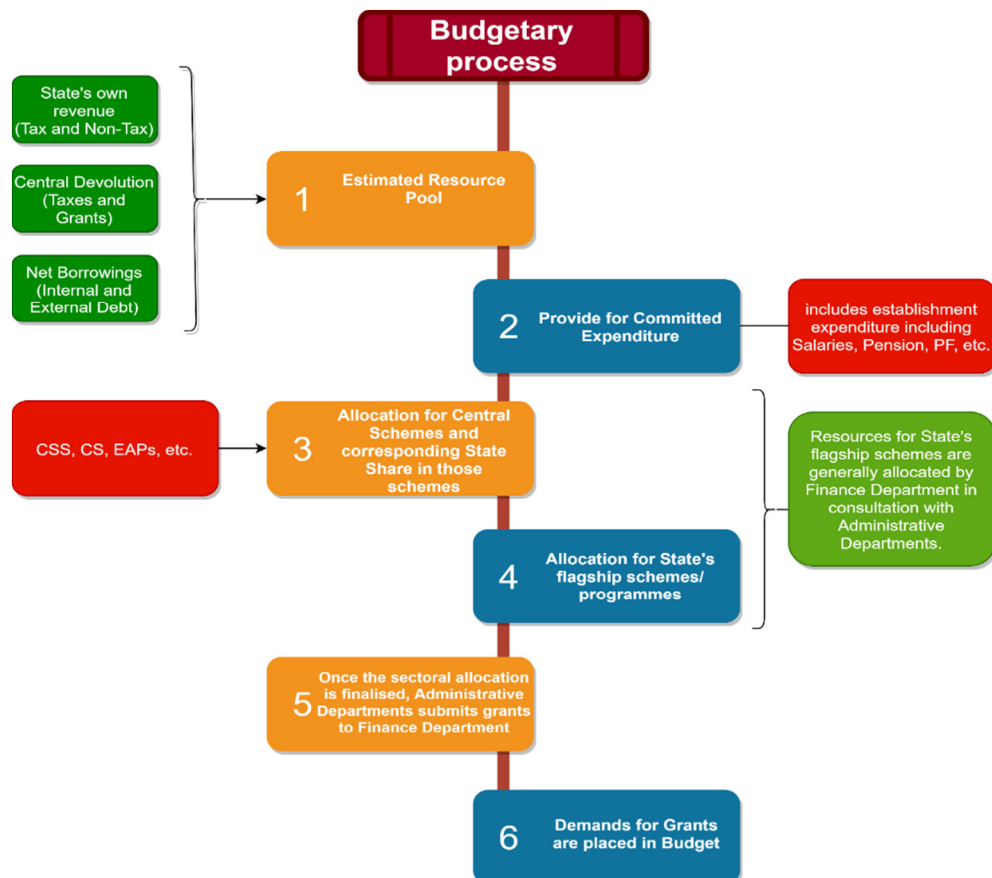
### BUDGETARY MANAGEMENT

#### Introduction

This chapter reviews the integrity, transparency and effectiveness of the budgetary process and allocative priorities, including supplementary grants and the concomitant financial management, assessing whether decisions taken at the policy level are implemented at the administrative level without diversion of funds. The comments in this Chapter are based on the audit of Appropriation Accounts and provide a grant-wise description of appropriations and the manner in which the allocated resources were managed by the service delivery departments.

#### 3.1 Budget Process

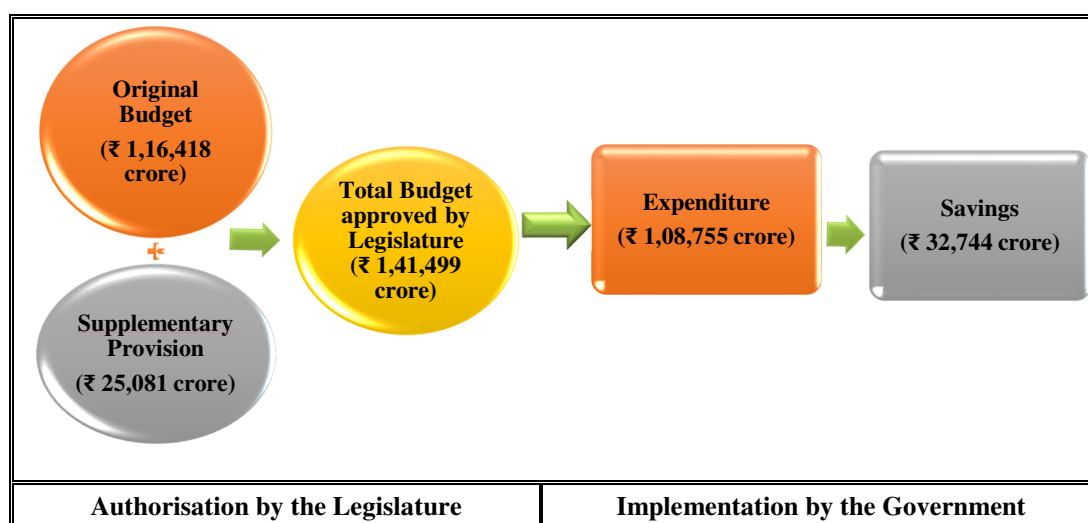
The annual exercise of budgeting is a means for detailing the roadmap for efficient use of public resources. The Budget process commences with the issuance (normally in August-September each year) of the Budget Circular by the Finance Department, containing instructions to be followed by all departments, in the preparation of revised estimates for the current year and the Budget Estimates for the next financial year. It also contains sample formats for the preparation of the estimates for maintaining uniformity. The budget preparation process in a State is given in the figure below:



Legislative authorisation is the *sine qua non* for incurrence of all expenditure by the State Government. To guide individual Government departments, the State Government has framed financial rules and provided for delegation of financial powers which establish limits for incurrence of expenditure and the levels authorised to sanction such expenditure, together with restrictions on appropriations and re-appropriations.

Apart from supplementary grants, re-appropriations are also used to re-allocate funds within a Grant. Re-appropriation is the transfer, by competent authority, of savings from one unit of appropriation to meet additional expenditure under another unit within the same section (Revenue-Voted, Revenue-Charged, Capital-Voted, Capital-Charged) of the Grant or Charged Appropriation. The component-wise break-up of the State's budget, for the financial year 2023-24, is shown in **Chart 3.1**.

**Chart 3.1: Components of the Budget**



Source: Appropriation Accounts

Audit of appropriations is conducted to ascertain *inter alia* whether: (i) the expenditure incurred under various grants was within the authorisation given under the Appropriation Act (ii) the expenditure that was required to be charged under the provisions of the Constitution, has been so charged and (iii) the expenditure thus incurred was in conformity with laws, relevant rules and regulations and instructions.

### 3.1.1 Summary of total provisions, actual disbursements and savings during the financial year

A summarised position of the total budget provision, disbursement and savings/excess, further bifurcated into the voted/charged components, is given in **Table 3.1**.

**Table 3.1: Budget provision, disbursement and savings/excess during the financial year 2023-24**

(₹ in crore)

Nature of expenditure	Total budget		Disbursement		Net Savings (+)/ excess (-)	
	Voted	Charged	Voted	Charged	Voted	Charged
(I) Revenue	94,490.76	8,822.80	69,905.10	7,586.31	24,585.66	1,236.49
(II) Capital	27,112.27	0.00	20,588.22	0.00	6,524.05	0.00
(III) Loans & Advances and Inter State Settlement	4,442.06	6,630.90	4,290.80	6,384.01	151.26	246.89
<b>Total</b>	<b>1,26,045.09</b>	<b>15,453.70</b>	<b>94,784.12</b>	<b>13,970.32</b>	<b>31,260.97</b>	<b>1,483.38</b>

During FY 2023-24, the total savings of ₹ 32,744.35 crore (23.14 per cent of the total budget) were the result of savings of ₹ 25,822.15 crore in 52 voted grants and six appropriations under the Revenue Section and ₹ 6,922.20 crore in 40 grants and one appropriation under the Capital Section. There was an excess expenditure of ₹ 268.02 crore in one grant (15-Pension) under the Revenue Section.

Further, it was observed that, out of the total savings of ₹ 32,744.35 crore during FY 2023-24, savings of ₹ 22,386.79 crore had occurred under 10<sup>1</sup> grants, the reasons for which have not been appropriately explained in the Appropriation Accounts. Further, these grants had persistent total savings, ranging from ₹ 11,975.09 crore to ₹ 15,625.57 crore, during FYs 2019-20 to 2022-23.

It was also noticed that, nearly all the savings were surrendered in the month of March 2024, leaving the Finance Department virtually no time to reallocate the funds to other departments that may have required funds. This also defeated the objective of achieving efficiency in budget management.

A detailed review of the Appropriation Accounts of the Government of Jharkhand for the FY 2023-24 revealed that, except in a few cases, reasons for savings/excess against the budget provisions of the schemes/sub-heads had not been furnished by the departments.

### 3.1.2 Charged and Voted disbursements

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

<sup>1</sup> 18-Food, Public Distribution & Consumer Affairs Department (₹ 1,502.78 crore), 20-Health, Medical Education and Family Welfare Department (₹ 2,277.03 crore), 22-Home, Jail and Disaster Management Department (Home Division) (₹ 1,324.46 crore), 36-Drinking Water and Sanitation Department (₹ 2,069.96 crore), 39-Home, Jail and Disaster Management Department (Disaster Management Division) (₹ 1,708.79 crore), 42-Rural Development Department (₹ 5,167.49 crore), 48-Urban Development & Housing Department (Urban Development Division) (₹ 3,042.49 crore), 55-Rural Works Department (₹ 1,999.10 crore), 59-School Education and Literacy Department (Primary & Adult Education Division) (₹ 1,625.39 crore) and 60-Women, Child Development and Social Security Department (₹ 1,669.30 crore)

**Table 3.2: Charged and voted disbursement during 2019-20 to 2023-24**

(₹ in crore)

Year	Disbursements		Saving (+)/ Excess (-)	
	Voted	Charged	Voted	Charged
2019-20	61,431.27	9,661.98	23,466.38	205.01
2020-21	65,496.72	8,961.87	21,919.51	-100.02
2021-22	68,196.22	10,874.17	22,206.36	309.44
2022-23	79,345.60	13,637.94	24,134.06	500.14
2023-24	94,784.12	13,970.32	31,260.97	1,483.38

**Table 3.2** shows that the budget provisions under the voted section, had not been fully utilised by the departments and significant savings had occurred every year, during the period 2019-20 to 2023-24.

### 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: Budget Outturn during FY 2023-24**

(₹ in crore)

Description	Original approved budget (BE)	Actual Outturn	Difference between Actual and BE*
(1)	(2)	(3)	(4)
Revenue	84,676.00	77,491.41	-7,184.59
Capital	31,742.00	31,263.03	-478.97
<b>Total</b>	<b>1,16,418.00</b>	<b>1,08,754.44</b>	<b>-7,663.56</b>

\* Excess of actuals over original provision is denoted as (+) figure and shortage of actuals over original provision is denoted as (-) figure

In the Revenue section, the deviation in outturn compared with BE was (-) 8.48 per cent. This was due to deviation between 0 and (+/-) 25 per cent in 37 grants, between (+/-) 25 per cent to (+/-) 50 per cent in 15 grants, between (+/-) 50 per cent to (+/-) 100 per cent in five grants and equal to or more than 100 per cent in three grants.

In the Capital section, the deviation in outturn compared with BE was (-) 1.51 per cent. This was due to deviation between 0 and (+/-) 25 per cent in 37 grants, between (+/-) 25 per cent to (+/-) 50 per cent in seven grants, between (+/-) 50 per cent to (+/-) 100 per cent in 11 grants and equal to or more than 100 per cent in five grants. No provision was, however, made in respect of 20 grants of the Capital section.

#### 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: Expenditure Composition Outturn during FY 2023-24

(₹ in crore)

Description	Original Approved budget	Revised (RE)	Actual Outturn	Difference between BE & RE	Difference between Actual & RE*
(1)	(2)	(3)	(4)	(5)	(6)
Revenue	84,676.00	1,03,313.56	77,491.41	18,637.56	-25,822.15
Capital	31,742.00	38,185.23	31,263.03	6,443.23	-6,922.20
<b>Total</b>	<b>1,16,418.00</b>	<b>1,41,498.79</b>	<b>1,08,754.44</b>	<b>25,080.79</b>	<b>-32,744.35</b>

\*Excess of actuals over revised estimate is denoted as (+) figure and shortage of actuals over original provision is denoted as (-) figure

In the Revenue section, the deviation in outturn, compared with the REs, was (-) 24.99 per cent. This was due to deviation between 0 and (+/-) 25 per cent in 32 grants, between (+/-) 25 per cent to (+/-) 50 per cent in 19 grants, between (+/-) 50 per cent to (+/-) 100 per cent in nine grants.

In the Capital section, deviation in outturn, compared with the REs, was (-) 18.13 per cent. This was due to deviation between 0 and (+/-) 25 per cent in 38 grants, between (+/-) 25 per cent to (+/-) 50 per cent in seven grants, between (+/-) 50 per cent to (+/-) 100 per cent in 12 grants and equal to or more than 100 per cent in three grants. No provision was, however, made in respect of 19 grants of the Capital section.

### 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 prepared 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 the 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.

#### 3.2.1 Expenditure incurred without budget provision

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 Article 204 of the Constitution.

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.

Expenditure on New scheme/service should not be incurred without provision of funds except after obtaining additional funds by re-appropriation, supplementary grant or appropriation or as an advance from the Contingency Fund of the State.

No new service or new instrument of service, which was not brought to the notice of the State Assembly earlier, was observed in the State accounts.

Audit scrutiny revealed that in one appropriation, expenditure was incurred without budget provision, in four cases. The total expenditure, incurred without provision, was ₹ 2,450 crore, during the year. Details are given in **Table 3.5**.

**Table 3.5: Summary of Expenditure without Budget Provision**

Grant/ Appropriation	Expenditure (₹ in crore)	Number of Schemes/ Sub-Heads
14-Repayment of Loans	2,450.00	4
<b>Total</b>	<b>2,450.00</b>	<b>4</b>

As can be seen from **Table 3.5**, substantial expenditure, without budget provision, was incurred on Repayment of Loans during FY 2023-24. Expenditure on Repayments of Loans is a committed expenditure, and the State is expected to be well aware of such liabilities at the time of preparation of the estimates. However, sufficient budgetary provisions were not made by the State to cover the expenditure.

### **3.2.2 Balance under Minor Head-800 of Major Head-8443**

During verification of Statement No. 21 of the Finance Accounts, it was observed that, every year, a significant amount had remained as balance under the Minor Head-800 of Major Head-8443. At the end of FY 2022-23, there was a balance of ₹ 257.58 crore under this head. In 2023-24, the deposits under this head were ₹ 0.95 crore (related to miscellaneous receipts) and the disbursement was ₹ 19.67 crore, leading to a balance of ₹ 238.86 crore at the end of the year.

The Government of Jharkhand, in consultation with AG (A&E), had directed (December 2019) that PD accounts be opened in the 24 district treasuries under the Minor Head '106- Personal Deposit Accounts' of Major Head '8443-Civil Deposits' in the name of District Land Acquisition Officers (DLAOs) for payment of compensation for acquisition of land. Further, the amount previously booked under the Minor Head 800 by the DLAOs was required to be transferred to these PD accounts. However, the amount was not fully transferred to the PD accounts leading to a balance of ₹ 238.86 crore under Minor Head 800, as of March 2024.

### 3.2.3 Unnecessary supplementary grants

Rule 117 of the Jharkhand Budget Manual (BM), states that supplementary grants should be obtained in consultation with the Finance Department to meet new specific items of expenditure or to cover probable excesses in the voted grant. Further, as per comments below Rule 57 of the BM, the officer responsible for preparing the estimates should be sure that there is no provision for a greater sum than that which can be spent.

As detailed in **Appendix 3.1**, out of the total supplementary budget provision of ₹ 25,081 crore, supplementary provisions aggregating ₹ 13,499.10 crore (53.82 *per cent*) in 57 cases (₹ 0.50 crore or more in each case) during the year, proved unnecessary, as the expenditure did not even come up to the level of the original provision which indicates poor budgetary management.

### 3.2.4 Unnecessary or excessive re-appropriation

‘Re-appropriation’ means the transfer, by a competent authority, of savings from one unit of appropriation to meet additional expenditure under another unit within the same grant or charged appropriation.

During verification of grant registers, surrender orders, re-appropriation orders *etc.*, it was observed that, in several schemes, additional funds were provided injudiciously under seven sub-heads, during FY 2023-24 (**Appendix 3.2**), which proved excessive. Despite low expenditure under these schemes/ sub-heads, additional funds of ₹ 5.36 crore was provided through re-appropriation, leading to savings of ₹ 45.73 crore.

### 3.2.5 Unspent amount and surrendered appropriations and/or large savings/surrenders

Budgetary allocations, based on inflated/unrealistic proposals and poor monitoring mechanism, result in huge savings of the budget provisions.

#### 3.2.5.1 Savings of ₹ 100 crore or more

Out of total savings of ₹ 32,744.35 crore, savings of ₹ 31,578.05 crore (96.44 *per cent*) occurred in 29 grants<sup>2</sup>, each amounting to ₹ 100 crore or more (**Appendix 3.3**). No appropriate reasons for such large savings were given by the departmental authorities.

Further, during FY 2023-24, savings in 15 grants under revenue section and five grants under capital section were ₹ 500 crore or more. The reasons for such savings were not furnished by the departments concerned. Huge savings without justification was indicative of unrealistic budget proposals, poor expenditure monitoring mechanism, weak scheme implementation capacity and weak internal control in the departments. Details are given in **Appendix 3.4**.

Savings of more than 30 *per cent* in seven grants during the last five years are given in **Table 3.6**.

<sup>2</sup> Of these, 14 grants relate to revenue, 3 relate to capital and 12 relate to both.



**Table 3.6: Grants/Appropriations with savings of 30 per cent or more of the budget provision**

Sl. No.	Grant	(in per cent)					No. of years*	Budget 2023-24 (₹ in crore)
		2019-20	2020-21	2021-22	2022-23	2023-24		
Revenue								
1	1-Agriculture, Animal Husbandry and Co-operative Department (Agriculture Division)	39	65	23	61	48	4	2,316.62
2	26-Labour, Employment and Training Department	50	57	48	31	7	4	907.51
3	36- Drinking Water and Sanitation Department	65	65	73	49	68	5	854.00
4	42- Rural Development Department	36	30	32	44	50	5	9,236.18
5	51- Scheduled Tribe, Scheduled Caste, Minority and Backward Class Welfare Department (Scheduled Tribe, Scheduled Caste and Backward Class Welfare Division)	30	46	35	25	33	4	3,069.89
6	54-Agriculture, Animal Husbandry and Co-operative Department (Dairy Division)	76	47	46	27	51	4	598.55
Capital								
1	26-Labour, Employment, Training and Skill Development Department	87	58	30	41	90	5	89.32
2	60- Women, Child Development and Social Security Department	98	89	83	64	19	4	163.02

\* Number of years with savings of 30 per cent or more

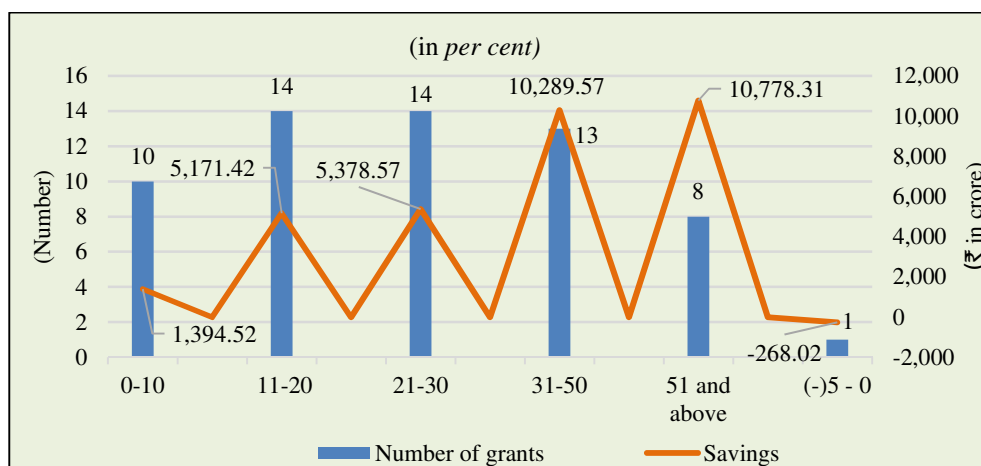
The above mentioned grants were related to social and economic services and the expenditure therein was therefore to be made for development purposes. However, the Government was unable to utilise the provisions year after year, depriving the targeted beneficiaries of the envisaged benefits. As can be seen from the table above, savings under Grant No. 60 were between 64 per cent and 98 per cent during the period 2019-24, except 2023-24, as in this year, funds provided for schemes like implementation of the rights of persons with disabilities, construction works for rehabilitation centers, working women hostels, anganwadi kendras etc., were surrendered instead, without giving any appropriate reasons. Similarly, savings under capital section in Grant No. 26 were between 30 per cent to 90 per cent during the period 2019-24, as the funds provided for schemes for skill development of youth in left wing extremism affected districts, construction of ITIs and allied buildings, construction of labour offices etc., were surrendered, without giving any appropriate reason.

### 3.2.6 Surrender of funds in excess of ₹ 10 crore at the end of March

Verification of Appropriation Accounts of the State revealed that, out of total savings of ₹ 32,744.35 crore, savings of ₹ 10 crore or more amounting to ₹ 21,067.59 crore (64.34 per cent) were surrendered, at the end of March 2024, leaving no scope for the Government to utilise the funds on other development schemes, as detailed in **Appendix 3.5**.

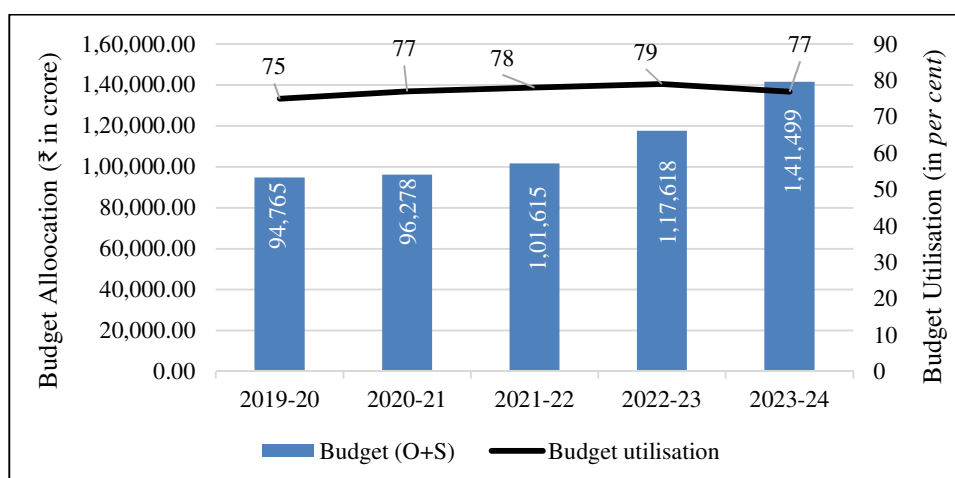


**Chart 3.2: The distribution of the number of Grants/Appropriations grouped by the percentage of savings along with total savings in 2023-24**



As can be seen from **Chart 3.2**, 28 grants had savings between 11 and 30 *per cent*, whereas 21 grants had savings of more than 30 *per cent* in the current year under which eight grants had savings of more than 50 *per cent*. Grant No. 42-Rural Development Department and 48- Urban Development and Housing Department (Urban Development Division) concerned with public welfare also had savings of 52 *per cent* and 62 *per cent* respectively. Further, **Chart 3.3** shows the budget allocation and its utilisation percentage during the last five years.

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



As can be seen from **Chart 3.3**, the total budget allocation increased from ₹ 94,765 crore in 2019-20 to ₹ 1,41,499 crore in 2023-24. However, utilisation during the last five years remained between 75 *per cent* to 79 *per cent* of the funds allocated indicating that the budgetary process was deficient/unrealistic.

### 3.2.7 Excess expenditure and its regularisation

Article 205 (1) (b) of the Constitution provides that if any money has been spent on any service during a financial year in excess of the amount granted for that service and for that year, the Governor shall cause to be presented to the Legislative Assembly of the State a demand for such excess. This implies that, it is mandatory for a State Government to get

excesses over grants/appropriations regularised by the State Legislature for the Financial Year.

Failure to regularise excess disbursement over grant is in contravention of constitutional provisions and defeats the objective of ensuring accountability of the executive to the Legislature.

#### **3.2.7.1 Excess expenditure relating to FY 2023-24**

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

As observed in the Appropriation Accounts, excess expenditure of ₹ 268.02 crore was incurred in one appropriation (15- Pension) during FY 2023-24.

#### **3.2.7.2 Regularisation of excess expenditure of previous financial years**

Excess expenditure remaining unregularised for extended periods dilutes legislative control over the executive. Excess disbursement over grant/appropriation amounting to ₹ 3,778.41 crore relating to 10 grants pertaining to FYs 2001-02 to 2022-23 is yet to be regularised by the State Legislature as detailed in **Appendix 3.6**.

Three Grants/Appropriations, 13-Interest payments, 14-Repayment of Loans and 15-Pension accounted for ₹ 889.27 crore (23.54 *per cent*), ₹ 983.49 crore (26.03 *per cent*) and ₹ 1,731.55 crore (45.83 *per cent*) respectively, of the total excess expenditure during FYs 2001-02 to 2022-23, which is yet to be regularised. The excess expenditure of previous years has not been regularised, even after being reported repeatedly in the State Finances Audit Report.

### **3.2.8 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 the specific purpose of supporting an institution, including creation of assets.

During FY 2023-24, ₹ 8,549.30 crore was given as grants to the bodies and authorities of the State for creation of capital assets. However, ₹ 4,433.60 crore of such grant was booked as capital expenditure in the accounts of the State which was against the provisions of Indian Government Accounting Standard (IGAS)-2 related to accounting and classification of Grants-in-aid.

## **3.3 Comments on transparency of the budgetary and accounting process**

### **3.3.1 Budget projection and gap between estimates and actuals**

Efficient management of tax administration/other receipts and public expenditure holds the balance for achievement of various fiscal indicators. Budgetary allocations based on realistic proposals, a good expenditure monitoring mechanism and strong scheme implementation

capacities/internal controls, lead to optimal utilisation of funds on various developmental needs.

**Table 3.7: Summarised position of expenditure vis-à-vis budget (Original/Supplementary) provisions during FY 2023-24**

(₹ in crore)

	Nature of expenditure	Original Grant/ Appropriation	Supplementary Grant/ Appropriation	Total Budget	Expenditure	Net Savings	Surrender during March
Voted	Revenue	77,120.26	17,370.50	94,490.76	69,905.10	24,585.66	All surrenders were made in the month of March
	Capital	21,248.47	5,863.80	27,112.27	20,588.22	6,524.05	
	Loans & Advances	4,168.10	273.96	4,442.06	4,290.80	151.26	
	<b>Total</b>	<b>1,02,536.83</b>	<b>23,508.26</b>	<b>1,26,045.09</b>	<b>94,784.12</b>	<b>31,260.97</b>	
Charged	Revenue	7,555.74	1,267.06	8,822.80	7,586.31	1,236.49	
	Capital	0.00	0.00	0.00	0.00	0.00	
	Public Debt- Repayment	6,325.43	305.47	6,630.90	6,384.01	246.89	
	<b>Total</b>	<b>13,881.17</b>	<b>1,572.53</b>	<b>15,453.70</b>	<b>13,970.32</b>	<b>1,483.38</b>	
<b>Grand Total</b>		<b>1,16,418.00</b>	<b>25,080.79</b>	<b>1,41,498.79</b>	<b>1,08,754.44</b>	<b>32,744.35</b>	

Source: Appropriation Accounts

**Table 3.7** shows that out of the total provision of ₹ 1,41,498.79 crore, an amount of ₹ 1,08,754.44 crore was spent by the State departments and ₹ 32,744.35 crore (23.14 *per cent*) remained unutilised during FY 2023-24. The unutilised amount was surrendered in the month of March.

**Table 3.8: Original Budget, Revised Estimate and Actual Expenditure during 2019-24**

(₹ in crore)

	2019-20	2020-21	2021-22	2022-23	2023-24
Original Budget	85,429.00	86,370.00	91,277.00	1,01,101.00	1,16,418.00
Supplementary Budget	9,335.64	9,908.07	10,309.19	16,516.72	25,080.79
Total Budget (TB)	94,764.64	96,278.07	1,01,586.19	1,17,617.72	1,41,498.79
Revised Estimate (RE)	94,764.64	96,278.07	1,01,586.19	1,17,617.72	1,41,498.79
Actual Expenditure (AE)	71,093.25	74,458.59	79,070.38	92,983.52	1,08,754.44
Savings	23,671.39	21,819.49	22,515.81	24,634.20	32,744.35
Percentage of supplementary to original provision	10.93	11.47	11.29	16.34	21.54
Percentage of overall savings to the overall provision	24.98	22.66	22.16	20.94	23.14
RE-AE	23,671.39	21,819.48	22,515.81	24,634.20	32,744.35
(RE-AE) as percentage of TB	24.98	22.66	22.16	20.94	23.14

It can be seen from **Table 3.8** that, during FY 2023-24, supplementary provision of ₹ 25,080.79 crore constituted 21.54 *per cent* of the original provision against 16.34 *per cent* in FY 2022-23. The percentage of overall savings to the overall provision, fluctuated between 20.94 *per cent* and 24.98 *per cent*, during FYs 2019-20 to 2023-24.

Further, as evident from **Table 3.7 & 3.8**, a large part of the budget provisions was not utilised during FYs 2019-20 to 2023-24 and was surrendered by the departmental officers. No appropriate reasons were recorded for these surrenders. These savings were much more than the supplementary provisions of the State, which was indicative of budgetary allocations having been made based on unrealistic proposals, poor expenditure monitoring mechanism, weak scheme implementation capacity/weak internal controls *etc.*

### 3.3.2 Supplementary budget and opportunity cost

At times while obtaining supplementary provision, departments report to the legislature large additional requirements for different purposes under various schemes/activities; but are unable to spend even the original budget provision which leads to large savings. At the same time, some of the schemes remained incomplete due to lack of funds. Cases of unnecessary/excessive supplementary provisions despite low expenditure, leading to large savings, are given in **Table 3.9**.

**Table 3.9: Unnecessary/excessive supplementary provisions leading to savings**

(₹ in crore)						
Sl. No.	Name of the Grant	Original allocation	Supplementary	Total	Expenditure	Unutilised funds
<b>Revenue</b>						
1	42- Rural Development Department	7,441.08	1,795.10	9,236.18	4,627.88	4,608.30
2	1- Agriculture, Animal Husbandry and Co-operative Department (Agriculture Division)	2,290.14	26.48	2,316.62	1,213.58	1,103.04
3	20- Health, Medical Education and Family Welfare Department	5,986.62	260.83	6,247.45	4,902.85	1,344.60
4	18- Food, Public Distribution and Consumer Affairs Department	2,690.15	527.27	3,217.42	1,775.24	1,442.18
5	59- School Education and Literacy Department (Primary and Adult Education Division)	8,818.95	177.74	8,996.69	7,382.24	1,614.45
6	48-Urban Development and Housing Department (Urban Development Division)	2,452.61	1,598.09	4,050.70	1,256.23	2,794.47
7	56- Panchayati Raj Department	1,961.97	701.03	2,663.00	1,748.18	914.82
8	39- Home, Jail and Disaster Management Department (Disaster Management Division)	1,601.34	1,164.56	2,765.90	1,057.11	1,708.79
<b>Capital</b>						
9	36-Drinking Water and Sanitation Department	4,048.97	911.49	4,960.46	3,467.14	1,493.32
10	55-Rural Works Department	2,871.90	1,146.50	4,018.40	3,348.73	669.67
<b>Total</b>		<b>40,163.73</b>	<b>8,309.09</b>	<b>48,472.82</b>	<b>30,779.18</b>	<b>17,693.64</b>

#### *Non-utilisation of funds allocated to some major schemes*

Review of the Appropriation Accounts of the State revealed that there were persistent large savings out of funds allocated for several schemes. Persistent large savings in the last three years had resulted in non-completion of schemes and the envisaged benefits could not be achieved. Some of these schemes are shown in **Table 3.10**.

**Table 3.10: Year-wise savings under some major schemes**

(₹ in crore)							
Sl. No.	Name of Scheme/Head	2021-22		2022-23		2023-24	
		Budget	Savings	Budget	Savings	Budget	Savings
1-Agriculture, Animal Husbandry and Co-operative Department (Agriculture Division)							
1	2401-00-796-AG-Pradhan Mantri Krishi Sinchayee Yojna	116.22	65.54	125.34	83.83	98.22	59.31
18-Food, Public Distribution and Consumer Affairs Department							
2	3456-00-789-29-Distribution of Dhoti Saree Scheme to BPL families	70.00	35.05	83.50	43.80	83.50	50.57
3	3456-00-796-29-Distribution of Dhoti Saree Scheme to BPL families	255.00	120.21	456.25	306.25	306.25	195.89

Sl. No.	Name of Scheme/Head	2021-22		2022-23		2023-24	
		Budget	Savings	Budget	Savings	Budget	Savings
20-Health, Medical Education and Family Welfare Department							
4	2210-01-796-39-National Health Mission (NHM)-GIA	640.34	435.47	228.80	65.02	429.00	167.92
5	2210-02-200-27-GIA to National Ayush Mission	55.00	27.64	133.18	31.60	132.06	97.01
42-Rural Development Department							
6	2501-06-789-05-Swarna Jayanti Gram Swarojgar Yojana -for General	290.00	68.57	279.57	66.35	259.27	109.38
7	2501-06-796-05-Swarna Jayanti Gram Swarojgar Yojana -for General	210.00	47.80	136.53	38.73	218.40	94.11
8	2505-01-702-02-Indira Awas Yojana Scheme -for General	1,101.35	544.21	2,073.85	1,127.42	1,735.51	1,495.45
9	2505-01-789-02-Indira Awas Yojana Scheme -for General	556.17	67.83	634.85	258.59	531.28	389.73
10	2505-01-796-02-Indira Awas Yojana Scheme -for General	1,354.75	822.28	1,523.64	1,000.26	1,275.07	1,123.95
11	2505-02-101-04-Overall Rural Employment Scheme-National Rural Employment Guarantee Act	655.41	185.27	637.00	194.66	617.40	240.78
12	2505-02-789-04-Overall Rural Employment Scheme-National Rural Employment Guarantee Act	216.27	62.58	195.00	83.46	189.00	73.71
13	2505-02-796-04-Overall Rural Employment Scheme-National Rural Employment Guarantee Act	473.30	133.03	468.00	200.30	453.60	176.90

From the above table, it can be seen that there were huge savings in the schemes under social and economic services like Pradhan Mantri Krishi Sinchayee Yojana, Distribution of Dhoti Saree Scheme to BPL families, Swarna Jayanti Gram Swarojgar Yojana, Indira Awas Yojana Scheme for General *etc.*, during the last three years. Besides highlighting the issue of effectiveness of the budgetary procedure followed by the State, this also raises the risk of potential beneficiaries of these scheme being deprived of their benefits.

### 3.3.3 Major policy pronouncements in budget and their actual funding for ensuring implementation

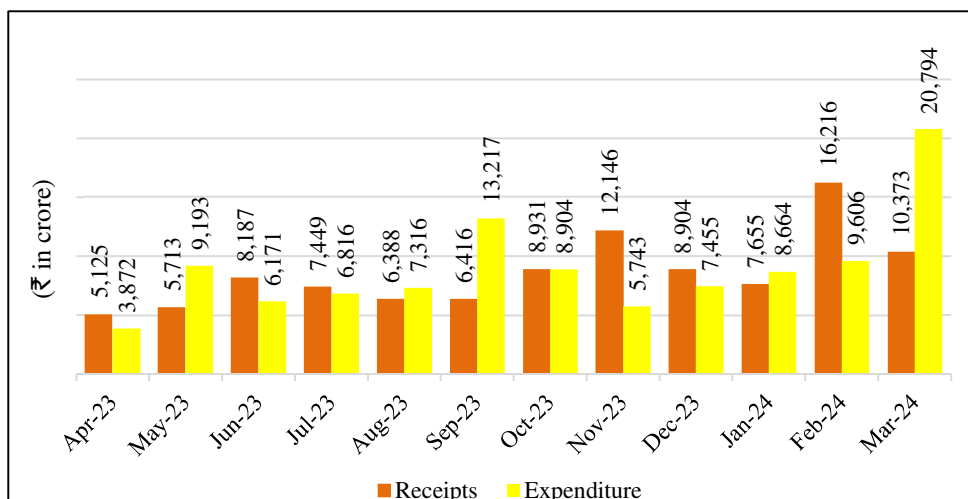
Policy initiatives taken up by Government and schemes incorporated in the budget were not executed, which deprived the beneficiaries of the intended benefits. Reasons for non-utilisation of the provisions were not given by the departments. Savings in such schemes deprived other departments of funds which they could have utilised. In 408 cases, 100 *per cent* of the provisions (₹ one crore and above in each case), amounting to ₹ 7,557.23 crore, were surrendered, resulting in non-implementation of schemes/programmes, as detailed in **Appendix 3.7**.

### 3.4 Rush of expenditure

Rule 113 of the Jharkhand Budget Manual stipulates that rush of expenditure in the closing months of the financial year will ordinarily be regarded as a breach of financial regularity. Maintaining a steady pace of expenditure is a crucial component of sound public financial management, as it obviates fiscal imbalance and temporary cash crunches due to mismatch of revenue expenditure during a particular month, arising out of unanticipated heavy expenditure in that particular month.

During FY 2023-24, ₹ 20,794 crore, comprising 19.12 *per cent* of the total expenditure (₹ 1,08,755 crore), was spent in March 2024. The high percentage of expenditure in March indicates that uniform flow of expenditure, a primary requirement of budgetary control, had not been maintained. Rush of expenditure in the closing month of the financial year is against the provisions of the Budget Manual and entails the risk of misuse of public money. Month-wise receipts and expenditure during FY 2023-24 are shown in **Chart 3.4**.

**Chart 3.4: Monthly receipts and expenditure of the State during FY 2023-24**



Further, it was observed, that out of the total expenditure of ₹ 25,208.86 crore under 39 major heads, expenditure of 50 *per cent* and above, amounting to ₹ 15,668.71 crore (62.16 *per cent*), had been incurred in the last quarter of the year, as detailed in **Appendix 3.8**. Of this, an expenditure of ₹ 8,603.74 crore (34.13 *per cent* of the total expenditure under these heads) was incurred in the month of March 2024.

It was observed that ₹ 13.32 crore was drawn through AC bills in March 2024, of which ₹ 6.79 crore was drawn on the last two days of the financial year mainly by the Home, Jail and Disaster Management Department and Health & Family Welfare Department. Drawal of AC bills decreased significantly during the year due to regular reporting and follow up with the State Government.

### 3.5 Audit of Budgetary provision of Grant No. 19– Forest, Environment and Climate Change Department

#### 3.5.1 Introduction

The Forest, Environment and Climate Change Department, Jharkhand implements the forestry and environmental policies and programs of the State. The main function of the Department is to conserve and develop the State's natural resources such as forests, wildlife and biodiversity as well as to take measures to reduce pollution.

Details of budget provision, expenditure and savings during FY 2023-24 of the Department, is given in **Table 3.11**.

**Table 3.11: Details of budget provision, expenditure and savings during FY 2023-24**  
(₹ in crore)

Details	Capital Voted	Revenue Voted	Total
Original Grant	15.00	1,147.71	1,162.71
Supplementary Grant	20.00	637.49	657.49
<b>Total Grant</b>	<b>35.00</b>	<b>1,785.20</b>	<b>1,820.20</b>
Expenditure	32.72	1,127.83	1,160.55
Savings	2.28	657.37	659.65
Surrender	0.00	584.09	584.09
Lapse	2.28	73.28	75.56

Source: Appropriation Accounts of the Government of Jharkhand for FY 2023-24

### 3.5.2 Scope of Audit

The Departmental Secretariat of Forest, Environment & Climate Change Department and 15 units<sup>3</sup> in seven<sup>4</sup> selected districts were covered in audit.

### Audit findings

#### 3.5.3 Persistent Savings

Review of the trends of the Department's budget and expenditure during the last four years (2020-24) revealed that the Department had persistent savings during the period and the percentage of savings, in comparison to the budget estimates, was very high in all the years, as shown in **Table 3.12**.

**Table 3.12: Trend of savings during FYs 2020-21 to 2023-24**

Years	Section	Original	Supplementary	Total	Expenditure	Savings	Savings (per cent)
2020-21	Revenue	875.10	134.48	1,009.58	725.80	283.78	28.11
	Capital	0.00	0.00	0.00	0.00	0.00	
	<b>Total</b>	<b>875.10</b>	<b>134.48</b>	<b>1,009.58</b>	<b>725.80</b>	<b>283.78</b>	
2021-22	Revenue	869.21	139.27	1,008.48	742.18	266.30	26.41
	Capital	0.00	0.00	0.00	0.00	0.00	
	<b>Total</b>	<b>869.21</b>	<b>139.27</b>	<b>1,008.48</b>	<b>742.18</b>	<b>266.30</b>	
2022-23	Revenue	1,019.95	245.42	1,265.37	1,024.81	240.56	19.01
	Capital	0.00	0.00	0.00	0.00	0.00	
	<b>Total</b>	<b>1,019.95</b>	<b>245.42</b>	<b>1,265.37</b>	<b>1,024.81</b>	<b>240.56</b>	
2023-24	Revenue	1,147.71	637.49	1,785.20	1,127.83	657.36	36.24
	Capital	15.00	20.00	35.00	32.72	2.28	
	<b>Total</b>	<b>1,162.71</b>	<b>657.49</b>	<b>1,820.20</b>	<b>1,160.55</b>	<b>659.64</b>	

Source: Appropriation Account 2020-24

As shown in the above table, the Department had persistent savings ranging between 19.01 and 36.24 *per cent* during FYs 2020-21 to 2023-24 which was not only indicative of the inability of the Department to utilise the funds but also revealed non-completion of State schemes approved by the Legislature.

#### 3.5.4 Avoidable Supplementary Provision

Rule 117 of the Jharkhand Budget Manual (BM), states that supplementary grants should be obtained in consultation with the Finance Department to

<sup>3</sup> (i) Divisional Forest Officer (DFO), Latehar (ii) DFO, Palamu (iii) DFO, Jamshedpur (iv) DFO, Gumla (v) DFO, Dumka (vi) DFO, Giridih East (vii) DFO, Giridih West (viii) DFO, Ranchi (ix) DFO, Social Forestry, Latehar (x) DFO, Social Forestry, Dumka (xi) DFO, Social Forestry, Ranchi (xii) DFO, Buffer Area Tiger Project, Palamu (xiii) DFO, Core Area Tiger Project, Palamu (xiv) Deputy CF & Regional Director, Elephant Project, Jamshedpur and (xv) DFO, World Food Programme (Tasar), Dumka

<sup>4</sup> (i) Latehar (ii) Palamu (iii) East Singhbhum (iv) Gumla (v) Dumka (vi) Giridih (vii) Ranchi



meet new specific items of expenditure or to cover probable excesses in the voted grant. Further, as per comments below Rule 57 of the BM, the officer responsible for preparing the estimate should ensure that there is no provision for a greater sum than that which can be spent.

The Department had utilised only ₹ 278.92 crore out of original provision of ₹ 389.10 crore under 10 heads leading to savings of ₹ 110.18 crore during FY 2023-24. Despite non-utilisation of the original provision, additional funds amounting to ₹ 83.85 crore had been provided to those schemes through supplementary budget in violation of the provisions of the BM. Details are given in **Table 3.13**.

**Table 3.13: Avoidable supplementary provision**

(₹ in crore)

Sl. No.	Head	Original	Expenditure out of original provision	Supplementary Provision
1	2406-01-004-02	5.34	4.23	0.47
2	2406-01-101-01	148.93	125.56	1.66
3	2406-01-101-02	6.54	4.97	0.06
4	2406-01-101-06	27.64	21.33	0.05
5	2406-01-101-60	20.00	17.39	1.50
6	2406-02-110-01	19.67	18.33	0.07
7	2406-04-103-02	95.59	49.19	30.82
8	2406-04-103-04	48.00	32.56	37.17
9	2406-04-103-06	7.49	0.40	5.79
10	2406-04-103-07	9.90	4.96	6.26
<b>Total</b>		<b>389.10</b>	<b>278.92</b>	<b>83.85</b>

Source: Appropriation Accounts 2023-24

### 3.5.5 Non-utilisation and surrender of the entire budget provision

Scrutiny of records revealed that budget provision of ₹ 16.10 crore under eight sub-heads, made by the Department for FY 2023-24, had not been utilised and the entire provision had been surrendered, as shown in **Table 3.14**.

**Table 3.14: Surrender of entire budget provision**

(₹ in crore)

Sl. No.	Head	Budget provision	Amount surrendered
1	2406-01-101-56- Jharkhand State Climate Change Action Unit	0.10	0.10
2	2406-01-101-72- Jharkhand State Forest Development Corporation Limited Yojana	4.00	4.00
3	2406-02-110-03- Elephant Project (Central Scheme)	2.40	2.40
4	2406-02-110-03- Elephant Project (State Scheme)	1.60	1.60
5	2406-02-110-08- Non-recurring Expenditure under Palamu Tiger Project (Central Scheme)	2.40	2.40
6	2406-02-110-08- Non-recurring Expenditure under Palamu Tiger Project (State Scheme)	1.60	1.60
7	2406-02-110-21- Tiger Project Palamu (Central Scheme)	2.00	2.00
8	2406-02-110-21- Tiger Project Palamu (State Scheme)	2.00	2.00
<b>Total</b>		<b>16.10</b>	<b>16.10</b>

Source: Appropriation Accounts 2023-24



### 3.5.6 Surrender of funds at the fag end of the financial year

As per Rule 112 of the BM, all anticipated savings should be surrendered to the Government immediately, as soon as they are foreseen, without waiting till the end of the year. No savings should be held in reserve for possible future excesses. Further, as per Rule 135, when the need for surrender manifests itself, the Controlling Officer should carefully estimate the amount that he/she can surrender.

Audit of records of the Department revealed that against the budget provision of ₹ 1,820.20 crore (₹ 35.00 crore under the capital head and ₹ 1,785.20 crore under the revenue head), ₹ 657.36 crore (under the revenue head), was surrendered by the Department at the fag end of the financial year.

Further, scrutiny of records of the test-checked districts revealed that ₹ 9.28 crore had been surrendered at the fag end of the financial year, as detailed in **Appendix 3.9**. The delay in surrender of funds was attributed to reasons such as anticipation of expenditure and late allocation of funds *etc.*

Surrender at the fag end of the financial year leaves no scope for the Government to utilise the same on other important schemes, which may have remained incomplete due to paucity of funds.

### 3.5.7 Rush of expenditure

As per Rule 113 of the BM, rush of expenditure, particularly in the closing months of the financial year, will ordinarily be regarded as a breach of financial regularity. Hence, rush of expenditure particularly in the closing month should be avoided.

Out of the total expenditure of ₹ 1,160.55 crore in FY 2023-24, ₹ 638.79 crore (55 *per cent*) had been spent in the month of March 2024. Further, in the test-checked divisions/DDOs, the expenditure had ranged between 15.48 and 58.25 *per cent* in the month of March, in contravention of financial rules, as detailed in **Appendix 3.10**.

### 3.5.8 Unutilised amount not surrendered

Scrutiny revealed that, out of the savings of ₹ 657.36 crore under the revenue section, ₹ 584.09 crore had been surrendered, while the remaining amount of ₹ 73.27 crore had lapsed at the end of the financial year. Non-surrender of anticipated savings (₹ 73.27 crore) on time was against Rule 112 of the Budget Manual.

**3.5.9 Non-utilisation and surrender of budget provision of ₹ 11 lakh**

As per the note below Rule 57 of the Budget Rules, the officers responsible for preparing the estimates should ensure that no provision is made for an amount more than that which can be spent.

During test-check of records of the office of the Divisional Forest Officer, Social Forestry Division, Dumka, it was observed that the division received (20.12.2023) ₹ 75,45,928 for various works and development of basic structures of the permanent nurseries. It was further seen that out of ₹ 75,45,928, provision of ₹ 44,01,570 had been made for maintenance of four permanent nurseries.

It was, however, seen that the Division had only three permanent nurseries, against which estimate of ₹ 33,01,176 (₹ 11,00,393 each) had been prepared by the Division and sent to the Department. During 2023-24, ₹ 33,01,176 was spent on three permanent nurseries and ₹ 11,00,393 lapsed at the end of the financial year. Similarly, during 2022-23, an amount of ₹ 10,48,516 had lapsed as allotment was received against four permanent nurseries.

**3.5.10 Excess expenditure against budget provision of ₹ 0.94 crore**

During scrutiny of appropriation account for the year 2023-24, it was noticed that an expenditure of ₹ 27.85 crore was incurred out of a budget provision of ₹ 26.91 crore under the head 2406-01-070-01- Roads and bridges of Grant No. 19. Hence, excess expenditure of ₹ 0.94 crore was incurred against the budget provision for reasons not available on records.

**3.6 Budgetary Process for Grant No. 48– Urban Development and Housing Department (Urban Development Division)****3.6.1 Introduction**

Urban Development and Housing Department provides civic amenities in urban areas and extends support through Urban Local Bodies to the deprived section of the society as well as shares the responsibility of ensuring planned development of the city and its outskirt. Introduction of the twelfth schedule in the Constitution through the 74th Constitutional Amendment Act has brought various urban activities and services such as urban planning including town planning, regulation of land use, planning for economic and social development, safeguarding the interests of weaker sections of society, providing civic amenities, promotion of cultural, education and aesthetic aspects *etc.* within the purview of Urban Local Bodies.

There are 50 Urban Local Bodies in the State, consisting of nine Municipal Corporations, 18 Nagar Parishads, 22 Nagar Panchayats and one Notified Areas Committee (NAC), responsible for implementation of urban development activities in their respective areas.

To meet the above-mentioned responsibilities, the State Government provided a budget of ₹ 4,910.33 crore during 2023-24 to the Department. Against the budget provision, only an amount of ₹ 1,867.84 crore (38 *per cent*) was spent resulting in total savings of ₹ 3,042.49 crore (62 *per cent*). Further, out of the total savings of ₹ 3,042.49 crore, an amount of ₹ 2,977.63 crore was surrendered and the balance of ₹ 64.86 crore was allowed to lapse,

during the year 2023-24. Details of the budget and its utilisation are given in **Table 3.15**.

**Table 3.15: Details of budget provision, expenditure and savings during 2023-24**

(₹ in crore)

Details	Capital Voted	Revenue Voted	Total
Original Grant	852.98	2,452.61	3,305.59
Supplementary Grant	6.65	1,598.09	1,604.74
<b>Total Grant</b>	<b>859.63</b>	<b>4,050.70</b>	<b>4,910.33</b>
Expenditure	611.61	1,256.23	1,867.84
Saving	248.02	2,794.47	3,042.49
Surrender	247.94	2,729.69	2,977.63
Lapse	0.08	64.78	64.86

Source: Appropriation Accounts of the Government of Jharkhand for the year 2023-24.

In view of the final savings of ₹ 3,042.49 crore (revenue: ₹ 2,794.47 crore and capital: ₹ 248.02 crore), supplementary grant of ₹ 1,604.74 crore (revenue: ₹ 1,598.09 and capital: ₹ 6.65 crore) proved wholly unnecessary and could have been restricted to token amounts, where necessary.

### 3.6.2 Scope of Audit

The Secretariat of the Urban Development and Housing Department (Urban Development Division), one<sup>5</sup> Directorate and 11 units<sup>6</sup> in six<sup>7</sup> selected districts, were covered in audit.

#### Audit findings

### 3.6.3 Persistent Savings

Analysis of the budget and expenditure trends during the last four years (2020-24) revealed that the Department had persistent savings in these years with the percentage of savings in comparison to the budget estimates remaining very high, as detailed in **Table 3.16**.

**Table 3.16: Trend of savings during FYs 2020-21 to 2023-24 in the Urban Development and Housing Department (Urban Development Division)**

(₹ in crore)

Years	Heads	Original	Supplementary	Total	Actual Expenditure	Saving	Percentage of savings
2020-21	Revenue	2,505.74	632.23	3,137.97	2,882.59	255.38	8
	Capital	37.00	0.00	37.00	22.91	14.09	
	<b>Total</b>	<b>2,542.74</b>	<b>632.23</b>	<b>3,174.97</b>	<b>2,905.50</b>	<b>269.47</b>	
2021-22	Revenue	2,796.13	158.24	2,954.37	2,440.19	514.18	18
	Capital	23.65	0.00	23.65	16.27	7.38	
	<b>Total</b>	<b>2,819.78</b>	<b>158.24</b>	<b>2,978.02</b>	<b>2,456.46</b>	<b>521.56</b>	
2022-23	Revenue	2,076.11	884.52	2,960.63	1,969.22	991.41	31
	Capital	967.42	0.00	967.42	723.79	243.63	
	<b>Total</b>	<b>3,043.53</b>	<b>884.52</b>	<b>3,928.05</b>	<b>2,693.01</b>	<b>1,235.04</b>	
2023-24	Revenue	2,452.61	1,598.09	4,050.70	1,256.23	2,794.47	62
	Capital	852.98	6.65	859.63	611.61	248.02	
	<b>Total</b>	<b>3,305.59</b>	<b>1,604.74</b>	<b>4,910.33</b>	<b>1,867.84</b>	<b>3,042.49</b>	

Source: Appropriation Account 2020-24

<sup>5</sup> Directorate of State Urban Development Agency (SUDA)

<sup>6</sup> (i) Jharkhand Urban Infrastructure Development Company Ltd. (JUIDCO);  
(ii) Municipal Corporation (MC), Deoghar (iii) MC, Dhanbad (iv) MC, Ranchi;  
(v) Municipal Council (M Coun), Chirkunda (vi) M Coun, Dumka (vii) M Coun, Jugsalai;  
(viii) Nagar Panchayat, Basukinath (ix) Nagar Panchayat, Hariharganj;  
(x) Notified Area Committee, Jamshedpur and (xi) Office of the Municipal Commissioner, Mango

<sup>7</sup> (i) Deoghar (ii) Dhanbad (iii) Dumka (iv) Jamshedpur (v) Palamu (vi) Ranchi

As shown in the table, the Department had persistent savings ranging between eight and 62 *per cent* during 2020-21 to 2023-24 which was not only indicative of the inability of the Department to utilise the funds but also showed non-completion of schemes included in the budget during the year.

### 3.6.4 Delay in submission of Budget Estimates

Rule 62 of Jharkhand Budget Manual provides the budget calendar for correct and timely preparation of the budget of the State. The Finance Department, GoJ, revised (November 2022) the prescribed dates for submission of estimates of establishment expenditure and general budget, after approval of the Minister concerned, to 15 December 2022 and 06 January 2023 respectively, against the stipulated date of 1 October in the Budget Manual.

It was noticed that Budget Estimates (BEs) for establishment expenditure were submitted timely *i.e.* on 14 December 2022 whereas the BEs for the general budget were submitted to the Finance Department only on 11 February 2023 *i.e.*, with a delay of 36 days against the target date prescribed by the Finance Department. Details are given in **Table 3.17**.

**Table 3.17: Details of submission of budget estimates**

Sl. No.	Budget estimates for	Prescribed date for submission of BEs	Date of upload of BEs by department	Delay in submission of BEs
1	Establishment expenditure	15.12.2022	14.12.2022	No delay
2	General budget	06.01.2023	11.02.2023	36 days

### 3.6.5 Budget Estimates prepared without obtaining requirements

According to Rule 65 of the BM, the Controlling Officer (CO) should examine the budgets received from the Disbursing Officers (DOs) to see that they are correct, that all details and explanations have been given, and that explanations are adequate.

During audit, it was noticed that provisions of BM had not been followed and the estimates for establishment expenditure and general budget (State, Central and Centrally Sponsored Schemes) had been prepared at the Department level, without obtaining/ assessing the actual requirements from the field DDOs, who are finally responsible for executing various works and utilising the funds. The huge savings of ₹ 3,042.49 crore (62 *per cent*), out of the total provision of ₹ 4,910.33 crore, during FY 2023-24, can be attributed to preparation of budget estimates without obtaining requirements from field DDOs.

### 3.6.6 Non-submission of Estimates of revenue

Finance Department, GoJ, revised the prescribed date for submission of estimates of revenue from 1 October 2022 to 06 January 2023. However, estimates of revenue were not prepared and submitted by the Department.

### 3.6.7 Avoidable Supplementary Provision

Rule 117 of the Jharkhand Budget Manual (BM), states that supplementary grants should be obtained in consultation with the Finance Department to meet new specific items of expenditure or to cover probable excesses in the voted grant. Further, as per comments below Rule 57 of BM, the officer responsible for preparing the estimates should ensure that there is no provision for a greater sum than that which can be spent.

During FY 2023-24, it was noticed that, in 28 out of 115 schemes, out of the original provision of ₹ 107.63 crore, the Department had utilised only ₹ 100.55 crore, leading to savings of ₹ 7.08 crore. Despite the non-utilisation of original provisions, additional funds, amounting to ₹ 1,250.80 crore, had been provided to those schemes through the supplementary budget, in violation of the provisions of the BM. Details are given in **Appendix 3.11**.

### 3.6.8 Lapse of funds due to non-surrender of savings

As per Rule 112 of the BM, all anticipated savings should be surrendered to the Government immediately as soon as they are foreseen without waiting till the end of the year. No savings should be held in reserve for possible future excesses.

Audit observed that against the budget provision of ₹ 311.04 crore under 11 sub-heads, only an amount of ₹ 230.15 crore (74 *per cent*) was spent leaving a total saving of ₹ 80.89 crore (26 *per cent*), out of which an amount of ₹ 16.03 crore was surrendered and balance of ₹ 64.86 crore was allowed to lapse at the end of the financial year, as detailed in **Table 3.18**.

**Table 3.18: Lapse amount due to non-surrender of savings**

(₹ in crore)

Sl. No.	Head	Original	Supple-mentary	Total provision	Expenditure	Savings	Surrender	Lapse
1	2217-03-191-01	74.81	33.68	108.49	74.81	33.68	0.0	33.68
2	2217-80-191-34	77.00	0.00	77.00	76.63	0.37	0.00	0.37
3	2217-80-191-36	6.00	0.00	6.00	3.16	2.84	2.53	0.31
4	2217-80-191-40	13.72	0.74	14.46	12.65	1.81	1.68	0.13
5	2217-80-191-93	2.00	0.00	2.00	1.92	0.08	0.04	0.04
6	2217-80-191-A1	2.50	0.00	2.50	0.18	2.32	2.28	0.04
7	2217-80-192-40	6.20	0.42	6.62	4.21	2.41	2.38	0.03
8	2217-80-789-33	12.00	0.00	12.00	9.01	2.99	2.89	0.10
9	2217-80-789-34	19.00	0.00	19.00	18.92	0.08	0.00	0.08
10	2217-80-796-89	60.00	0.00	60.00	26.64	33.36	3.36	30.00
11	6217-60-193-03	2.01	0.96	2.97	2.02	0.95	0.87	0.08
<b>Total</b>		<b>275.24</b>	<b>35.80</b>	<b>311.04</b>	<b>230.15</b>	<b>80.89</b>	<b>16.03</b>	<b>64.86</b>

Non-surrender of anticipated savings (₹ 64.86 crore) was against the Rule 112 of the Budget Manual.

**3.6.9 Non-utilisation of entire budget provision**

As per comments below Rule 57 of the BM, the officer responsible for preparing the estimate should ensure that there is no provision for a greater sum than that which can be spent.

Scrutiny of records revealed that a budget of ₹ 656.70 crore had been provided, under 22 sub-heads, during FY 2023-24, based on estimates sent by the Department. However, the entire amount had not been utilised and had been surrendered/re-appropriated. It was further noticed that out of ₹ 656.70 crore, budget provision of ₹ 335 crore (₹ 200 crore under AMRUT and ₹ 135 crore under 15<sup>th</sup> Finance Commission grants) remained unutilised due to non-receipt of Central share whereas, ₹ 135 crore provided for construction of building for Government employees was surrendered without providing any specific reason. The surrenders were made at the fag end of the financial year, as detailed in **Appendix 3.12**.

**3.6.10 Rush of expenditure**

As per Rule 113 of the BM, rush of expenditure, particularly in the closing months of the financial year, will ordinarily be regarded as a breach of financial regularity. Hence, rush of expenditure, particularly in the closing month, should be avoided.

It was observed that, out of the total expenditure of ₹ 1,867.84 crore, expenditure of ₹ 824.88 crore (44 *per cent*) had been incurred in the month of March 2024. Scrutiny further revealed that, in 31 out of the 115 sub-heads, expenditure (₹ 767.92 crore) in the month of March ranged between 30 and 100 *per cent* of the total expenditure during the year. Further, in the test-checked DDOs, it was observed that expenditure under various heads ranged between 36 to 100 *per cent* in the month of March, as detailed in **Appendix 3.13**.

**3.6.11 Loans given by the Government**

As per instructions of the State Government, loans sanctioned to the Urban Local Bodies (ULBs) for payment of salaries to their permanent employees have to be repaid in 20 equal installments after five years from the date of withdrawal of the amount. Interest was payable to the Government at the rate of 13 *per cent* on the sanctioned loan from time to time, after one year of withdrawal of the amount.

Scrutiny of Finance Accounts revealed that the ULBs had not repaid ₹ 453.08 crore provided by State Government as loans for payment of salaries to their permanent employees under the Major Head 6217. Further, it was noticed that ₹ 104.36 crore (Principal- ₹ 19.67 crore & Interest- ₹ 84.69 crore) was due for payment as on 31 March 2024.

**3.6.12 Audit of Personal Ledger Accounts****3.6.12.1 Non-utilisation and parking of funds in Personal Ledger Accounts ₹ 1,902.05 crore**

As per Rule 174 of the Jharkhand Treasury Code, no money shall be drawn from the treasury in anticipation of demands or to prevent lapse of budget grants. Further, as per rule 334 of JTC, the deposit administrator shall



review all Personal Deposit Accounts at the end of each financial year. Money lying unspent after two consecutive financial years should not be spent any further and balance should be transferred as reduction of expenditure to the concerned service head from which the money was withdrawn.

During scrutiny of records in the test-checked units, it was noticed that an amount of ₹ 1,902.05 crore was parked in Personal Ledger (PL) Accounts (8448-Deposit of Local fund), as of 31 March 2024, as shown in **Table 3.19**.

**Table 3.19: Amount parked in PL Accounts as on 31 March 2024**

(₹ in crore)

Sl. No.	Name of Agencies/Offices	Amount	Amount lying unspent for more than three years
1	JUIDCO, Ranchi	1,187.40	214.38
2	State Urban Development Agency (SUDA)	3.04	Not available
3	Ranchi Municipal Corporation	268.08	79.31
4	Dhanbad Municipal Corporation	276.67	71.62
5	Chirkunda Municipal Council, Dhanbad	8.14	1.63
6	Hariharganj Nagar Panchayat, Palamu	2.27	Not available
7	Jugsalai Municipal Council, Jamshedpur	4.63	0.32
8	Notified Area Committee (NAC), Jamshedpur	69.29	9.90
9	Mango Municipal Corporation, Jamshedpur	42.17	7.16
10	Deoghar Municipal Corporation	24.53	2.48
11	Nagar Parishad, Dumka	10.10	Not available
12	Nagar Panchayat, Basukinath, Dumka	5.73	Not available
<b>Total</b>		<b>1,902.05</b>	<b>386.80</b>

Further, examination of 67 schemes in the test-checked units revealed that the opening balance of ₹ 365.07 crore as on 01 April 2021 in these schemes had remained unutilised as of 31 March 2024, which is against the codal provisions. Details of the test-checked schemes are given in **Appendix 3.14**.

### **3.6.12.2 Closing balances of PL Accounts not matched with data maintained by PAG (A&E)**

As per Rule 353 of JTC, the Treasury Officer should prepare and send with his monthly accounts a plus and minus memorandum for all deposits and local funds to the Principal Accountant General (A&E). The actual credits and the actual debits in his books as well as any credits or debits intimated by the Principal Accountant General should only be entered in proper columns, and then the closing balance as shown in the previous month's memorandum should be carried forward as the opening balance and thereupon closing balance of the month should be worked out. All this should be done independently and without reference to the administrators of the funds. Before submission of the memorandum to the Accountant General, verification with the passbook figures should be made and a certificate to that effect recorded on the body of the memorandum. If any discrepancies are noticed in the course of this verification, steps should be taken at once to reconcile them and a note should be made on the

memorandum as to how the reconciliation has been effected or what steps have been taken thereof.

Scrutiny of records in selected units revealed that the closing balance, as on 31 March 2024, as per data available with units was ₹ 1,902.05 crore whereas the closing balance as per data (plus & minus memorandum) available with the office of the PAG (A&E) was ₹ 1,344.92 crore. Hence, there was a difference of ₹ 557.13 crore between the closing balances provided by the units and the closing balances provided by the treasuries to PAG (A&E) office. Details are given in **Table 3.20**.

**Table 3.20: Details of closing balances of PL Accounts as of 31 March 2024**

(₹ in crore)

Sl. No.	Name of Offices/Units	Closing Balances (CB)		
		As per data available with units	As per data provided by treasuries to PAG (A&E) office	Differences in CB
1	JUIDCO, Ranchi	1,187.40	561.66	625.74
2	State Urban Development Agency (SUDA)	3.04	9.64	(-) 6.60
3	Ranchi Municipal Corporation	268.08	326.93	(-) 58.85
4	Dhanbad Municipal Corporation	276.67	271.86	4.81
5	Chirkunda Municipal Council, Dhanbad	8.14	16.14	(-) 8.00
6	Hariharganj Nagar Panchayat, Palamu	2.27	2.29	(-) 0.02
7	Jugsalai Municipal Council, Jamshedpur	4.63	0.03	4.60
8	Notified Area Committee (NAC), Jamshedpur	69.29	75.56	(-) 6.27
9	Mango Municipal Corporation, Jamshedpur	42.17	41.97	0.20
10	Deoghar Municipal Corporation	24.53	22.86	1.67
11	Nagar Parishad, Dumka	10.10	9.92	0.18
12	Nagar Panchayat, Basukinath, Dumka	5.73	6.06	(-) 0.33
<b>Total</b>		<b>1,902.05</b>	<b>1,344.92</b>	<b>557.13</b>

Source: Plus & Minus memorandum available with office of the PAG (A&E) and PL Accounts balance statement provided by test checked units.

### 3.6.13 Balance in Single Nodal Account/Bank Account ₹ 596.52 crore

As per the Appropriation Act, funds drawn from the Treasury should be utilised within the financial year.

During test check of records of State Urban Development Agency (SUDA), it was noticed that a total of ₹ 554.37 crore (₹ 231.18 crore under Swachh Bharat Mission (SBM) and ₹ 323.19 crore under Atal Mission for Rejuvenation and Urban Transformation or AMRUT), remained as balance in the SNA, as of March 2024. Details are given in **Table 3.21**.



**Table 3.21: Details of balance in SNA**

(₹ in crore)

S. N.	Name of scheme	Balance as per bank passbook
1	Swachh Bharat Mission (SBM)	231.18
2	Atal Mission for Rejuvenation and Urban Transformation (AMRUT)	323.19
<b>Total</b>		<b>554.37</b>

It was seen that the balance under AMRUT included ₹ 321.00 crore transferred to the SNA by SUDA in November 2021 and interest incurred thereon.

Further, it was also noticed that there was a balance of ₹ 42.15 crore under Namami Gange (State Share) in savings bank account (380302010161313) of the Union Bank of India, as of March 2024, of which ₹ 25.35 crore pertains to the period 2016-17 to 2020-21.

Thus, huge balances in SNA and in savings bank account including amount received more than three years before resulted in blockage of fund.

### 3.6.14 Discrepancy in closing balances

As per instructions issued (06.11.2019) by Finance Division, Planning cum Finance Department, GoJ, Cash Book balance should be reconciled with the bank balance every month. In case of any difference, Bank Reconciliation Statement should be prepared so that the reasons of differences are ascertained. Any amount found excess in the bank account without being utilised should be remitted to treasury/fund providing agency at the earliest.

Test check of records of the State Urban Development Agency revealed that the closing balance as on 31 March 2024, as per bank statement, was ₹ 554.37 crore whereas the closing balance, as per cash book, was ₹ 535.03 crore. The difference of ₹ 19.34 crore, as shown in **Table 3.22**, has not been reconciled (November 2024).

**Table 3.22: Discrepancy in closing balances**

(₹ in crore)

Sl. No.	Name of scheme	Balance as per bank passbook	Balance as per cash book	Difference
1	Swachh Bharat Mission (SBM)	231.18	214.44	16.74
2	(Atal Mission for Rejuvenation and Urban Transformation (AMRUT)	323.19	320.59	2.60
<b>Total</b>		<b>554.37</b>	<b>535.03</b>	<b>19.34</b>

Source: Bank statement and cash book provided by SUDA

### 3.7 Conclusion

During FY 2023-24, out of the total savings of ₹ 32,744.35 crore, savings of ₹ 22,386.79 crore had occurred under 10 grants, the reasons for which have not been appropriately explained in the Appropriation Accounts. Further, these grants had persistent total savings, ranging from ₹ 11,975.09 crore to ₹ 15,625.57 crore, during the previous four years.

Supplementary provisions aggregating ₹ 13,499.10 crore (53.82 per cent) in 57 cases (₹ 0.50 crore or more in each case), during the year, proved unnecessary as the expenditure did not come up even to the level of the original provisions.

Excess disbursement over grant/appropriation amounting to ₹ 3,778.41 crore relating to 10 grants pertaining to FYs 2001-02 to 2022-23 is yet to be regularised by the State Legislature. Further, excess expenditure of ₹ 268.02 crore was incurred in one appropriation (15- Pension), during FY 2023-24.

Forest, Environment and Climate Change Department and Urban Development and Housing Department (Urban Development Division), did not follow the provisions of the budget manual, leading to lack of budgetary control in the Departments, large savings, rush of expenditure at the end of the financial year etc.

### **3.8 Recommendations**

- *State Government may put in place mechanisms to ensure accuracy of budgetary assumptions, as well as an efficient control mechanism to curtail non-utilisation of allocated funds.*
- *State Government may ensure that expenditure does not exceed the amount authorised by the Legislature. Steps may be taken to regularise the excess expenditure of previous years.*
- *The Forest, Environment and Climate Change Department and the Urban Development and Housing Department (Urban Development Division) may institute appropriate mechanisms, to enforce proper budgetary management in order to curtail instances of non-utilisation of allocated funds and ensure that anticipated savings are identified and surrendered within specified timeframe.*

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## **Chapter-4**

# **QUALITY OF ACCOUNTS AND FINANCIAL REPORTING PRACTICES**

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## CHAPTER 4

### QUALITY OF ACCOUNTS AND FINANCIAL REPORTING PRACTICES

This chapter provides an overview on the quality of accounts and compliance of the State Government in its financial reporting practices, with prescribed financial rules, procedures and directives with regard to completeness, transparency, measurement and disclosure.

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.

#### 4.1 Off-budget borrowings

Off-budget borrowings by the State PSUs and Special Purpose Vehicles (SPV) are either explicit payments or guarantees and are contingent liabilities of the State. As per information furnished by the State Government, no off budget borrowings were availed by the State PSUs/ SPVs during 2023-24.

#### 4.2 Funds transferred directly to State implementing agencies

The Union Government transfers substantial funds directly to State Implementing Agencies/ Non-Governmental Organisations for implementation of various schemes and programmes.

As of 31 March 2014, the Central Government had transferred a sizeable quantum of funds, directly to State implementing agencies, for implementing various schemes/ programmes in the social and economic sectors, which were recognised as critical. As these funds were not routed through the State budget/State Treasury system, the Annual Finance Accounts did not capture the flow of such funds. Thus, to that extent, the State's receipts and expenditure as well as other fiscal variables/parameters derived from them did not present the complete picture.

During 2014-15, GoI decided to route all assistance, pertaining to centrally sponsored schemes/ additional central assistance, through the Consolidated Fund of the State, resulting in decrease in direct transfer of funds to implementing agencies from ₹ 2,601.80 crore in 2013-14 to ₹ 130.92 crore in 2014-15. However, since then, the quantum of funds directly being transferred to implementing agencies has again increased and reached ₹ 6,829.58 crore in 2023-24.

During the financial year 2023-24, Central share of ₹ 6,829.58 crore, under various Centrally Sponsored Schemes, was transferred directly to the Implementing Agencies. This constituted 7.77 and 8.91 *per cent* of the total Revenue Receipts (₹ 87,929 crore) and Revenue Expenditure (₹ 76,676 crore), respectively. Direct transfer to implementing agencies, without routing the funds

through the Consolidated Fund of the State, not only contracted the budget and expenditure of the State to that extent (₹ 6,829.58 crore), but also implied that the assets created and the cost of benefits extended to the public, were not reflected in the State Accounts and the Budget.

Cases, where funds were directly transferred to the implementing agencies, during the year 2023-24, included schemes such as the Jal Jeevan Mission/National Drinking Water Mission, Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), Pradhan Mantri Kisan Samman Nidhi, Ayushman Bharat *etc.*

Details of funds transferred to State implementing agencies are given in **Table 4.1**.

**Table 4.1: Funds transferred by GoI directly to State implementing agencies**

(₹ in crore)

Sl. No.	Name of the Schemes of Government of India	Name of the Implementing Agencies	GoI releases during 2023-24
1	Jal Jeevan Mission	Jharkhand State Water & Sanitation Mission	2,875.35
2	MGNREGA	Jharkhand State NeFMS	2,265.15
3	Pradhan Mantri Kisan Samman Nidhi	Department of Agriculture	1,471.25
4	Ayushman Bharat	Jharkhand State Arogya Society	83.55
5	Rashtriya Swasthya Bima Yojana	Jharkhand State Arogya Society	51.16
6	Procurement of food grains under NFSA	Jharkhand State Food & Civil Supplies Corporation	42.77
7	Others	Various agencies	40.35
<b>Total</b>			<b>6,829.58</b>

Source: Public Financial Management System (PFMS) portal of Controller General of Accounts for the State Accounts (2023-24).

Since these funds had not been routed through the State Budget, they are not reflected in the Accounts of the State Government. These transfers are exhibited in Appendix VI of Volume II of the Finance Accounts.

### 4.3 Deposit of Local Body funds

The State Panchayati Raj Act provides that Zila Parishads (ZP), Panchayat Samitis (PS) and Gram Panchayats (GP) would maintain ZP funds, PS funds and GP funds, respectively (under the Major Head '8448-Deposits of Local Funds-109-Panchayat Bodies Funds'). This would include all the money realised or realisable under the Act and all money otherwise received by the PRIs, such as grants received from Central Finance Commission and State Government as part of the State Finance Commission award and its own revenue, which includes tax and non-tax receipts of a Panchayat. All the money realised or realisable under this Act and all money otherwise received by the Municipalities, is kept in the Municipal Fund, under the Major Head '8448- Deposits of Local Funds-102-Municipal Funds'. Details are shown in **Table 4.2**.

**Table 4.2: Deposits of Local Body Funds**

(₹ in crore)

Year			2019-20	2020-21	2021-22	2022-23	2023-24
Panchayati Raj Institutions	8448-109	Opening Balance	364.38	338.12	351.01	332.12	452.33
		Receipt from State Government	124.60	100.19	90.78	211.26	290.82
		Expenditure	150.86	87.30	109.67	91.04	196.30
		<b>Closing Balance</b>	<b>338.12</b>	<b>351.01</b>	<b>332.12</b>	<b>452.33</b>	<b>546.85</b>
Urban Local Bodies	8448-102	Opening Balance	1,959.09	2,077.75	2,341.87	1,463.14	1,257.49
		Receipt from State Government	1,252.93	1,204.29	543.41	656.50	501.83
		Expenditure	1,134.27	940.17	1,422.14	862.14	639.10
		<b>Closing Balance</b>	<b>2,077.75</b>	<b>2,341.87</b>	<b>1,463.14</b>	<b>1,257.49</b>	<b>1,120.22</b>

Source: Finance Accounts of the respective years.

As can be seen from **Table 4.2**, despite huge unutilised balance every year, the State Government continued to provide grants-in-aid to the Local Bodies. During 2022-23 and 2023-24, expenditure by the PRIs was significantly lower than the funds received from the Government.

#### 4.4 Delay in submission of Utilisation Certificates

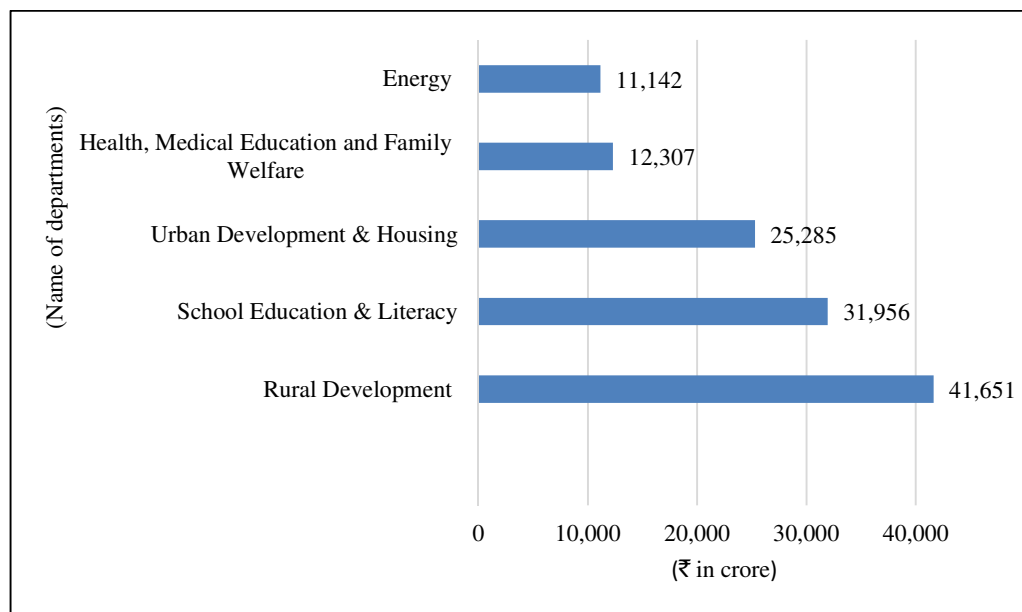
The Jharkhand Treasury Code (JTC) stipulates that departmental officers should obtain Utilisation Certificates (UCs) from the grantees and, after verification, forward these to the Principal Accountant General (A&E), Jharkhand within 12 months from the date of withdrawal of grants.

Audit observed that 47,367 UCs<sup>1</sup>, due in respect of grants aggregating ₹ 1,33,161.50 crore, paid up to FY 2022-23, were outstanding at the end of March 2024.

Further, during 2023-24, out of the total grants-in-aid of ₹ 30,038.20 crore provided by the Government to authorities and bodies of the State, a significant amount (₹ 8,549.30 crore) was granted for creation of capital assets. However, UCs in this regard were not submitted by the authorities to the Principal Accountant General (A&E). In the absence of UCs, the creation of capital assets could not be ascertained.

A significant part of these UCs were outstanding against five departments, as depicted in **Chart 4.1**.

<sup>1</sup> As per the records of PAG (A&E) which is pending reconciliation.

**Chart 4.1: Outstanding UCs in respect of major departments**

The number and amount of outstanding UCs, as on 31 March 2024, are shown in **Table 4.3**.

**Table 4.3: Arrears in submission of Utilisation Certificates**

(₹ in crore)

Year of disbursement	Opening Balance		Addition		Clearance		Due for submission	
	No.	Amount	No.	Amount	No.	Amount	No.	Amount
Up to 2019-20	29,268	69,312.78	4,749	18,734.70	28	394.89	33,989	87,652.59
2020-21	33,989	87,652.59	5,075	15,806.55	789	1,285.72	38,275	1,02,173.42
2021-22	38,275	1,02,173.42	5,194	13,979.67	1,311	2,117.47	42,158	1,14,035.62
2022-23*	42,158	1,14,035.62	5,276	19,930.07	67	804.19	47,367	1,33,161.50

\*UCs for GIA disbursed during 2022-23 become due only during 2023-24.

Year-wise break up of the number and amount of outstanding UCs, is given in **Table 4.4**.

**Table 4.4: Year-wise break up of outstanding UCs**

(₹ in crore)

Year of disbursement	Number of UCs	Amount
Up to 2013-14	4,926	3,854.86
2014-15	2,083	5,285.27
2015-16	8,585	9,055.83
2016-17	4,461	14,173.20
2017-18	3,723	18,396.33
2018-19	4,251	16,526.39
2019-20	4,420	18,128.69
2020-21	4,561	14,840.32
2021-22	5,148	13,774.73
2022-23*	5,209	19,125.88 <sup>#</sup>
<b>Total</b>	<b>47,367</b>	<b>1,33,161.50</b>

\*UCs for GIA disbursed during 2022-23 become due only during 2023-24.

<sup>#</sup> This includes ₹ 11,552.10 crore transferred to SNAs through GIA bills during the year.



Non-receipt of UCs against the GIA bills indicates the failure of the departmental officers to comply with the rules and procedures to ensure timely submission of utilisation of the grants for the intended purpose. High pendency of UCs is fraught with the risk of misappropriation of funds and fraud. Reasons for non-submission of UCs were not provided by the departments.

#### 4.5 Outstanding Utilisation Certificates against grants in Grant No.48

The JTC stipulates that departmental officers should obtain UCs from the grantees and, after verification, forward these to the Principal Accountant General (A&E), Jharkhand within 12 months from the date of withdrawal of grants.

The number and amount of outstanding UCs in Grant No 48- Urban Development and Housing Department (Urban Development Division), selected for budgetary process analysis, as on 31 March 2024, is shown in **Table 4.5**.

**Table 4.5: Arrears in submission of Utilisation Certificates in Grant No. 48**

(₹ in crore)

Head	Year of disbursement	Total grants released		UCs submitted		Due for submission	
		No.	Amount	No.	Amount	No.	Amount
2401	Up to 2020-21	104	340.35	06	1.13	98	339.22
	2021-22	51	544.43	00	0.00	51	544.43
	2022-23	45	16.84	00	0.00	45	16.84
<b>Total</b>		<b>200</b>	<b>901.62</b>	<b>06</b>	<b>1.13</b>	<b>194</b>	<b>900.49</b>

Source: Office of the PAG (A&E) Jharkhand

As can be seen from **Table 4.5**, UCs in respect of a huge amount of ₹ 900.49 crore had not been submitted by the Department in violation of the provision of the treasury code which lays down that UCs should be submitted within 12 months after drawal of the bill.

##### 4.5.1 Utilisation Certificates for State share sent to Government of India and not to office of the Pr. Accountant General (A&E)

During test check of records of State Urban Development Agency (SUDA), it was noticed that grant of ₹ 372.41 crore was provided as State share for AMRUT projects during FYs 2019-20 to 2021-22. Utilisation Certificates of the said amount were sent to the Ministry of Housing and Urban Affairs, GoI, and were not submitted to the office of the PAG (A&E) Jharkhand. As such, these UCs remained outstanding in the records of PAG (A&E) Jharkhand.

##### 4.5.2 Pending Utilisation Certificates of loan amount

As per provisions, UCs are required to be sent to the office of the PAG (A&E) through the Department after utilisation of the loan for the purposes for which it was sanctioned or given.

During test-check of records in the selected units, it was noticed that loans amounting to ₹ 94.24 crore were given to seven ULBs by the State Government, as detailed in **Table 4.6**.

**Table 4.6: Details of loans against which UCs have not been submitted**

(₹ in crore)

Sl. No.	FY	Ranchi Municipal Corporation	Dhanbad Municipal Corporation	Chirkunda Municipal Council, Dhanbad	Jugsalai Municipal Council, Jamshedpur	NAC, Jamshedpur (JSR)	Dumka Municipal Council	Basukinath Municipal Council	Total
1	2002-03	0.00	1.78	0.00	0.00	0.00	1.52	0.00	<b>3.30</b>
2	2003-04	0.00	0.98	0.00	0.00	1.65	0.33	2.21	<b>5.17</b>
3	2004-05	0.00	0.32	0.00	0.00	0.00	0.50	0.08	<b>0.90</b>
4	2005-06	0.00	1.20	0.54	0.00	0.00	1.70	0.14	<b>3.58</b>
5	2006-07	0.00	0.80	0.20	0.24	0.00	0.39	0.00	<b>1.63</b>
6	2007-08	4.31	2.08	0.11	0.00	1.39	0.58	0.59	<b>9.06</b>
7	2008-09	0.00	3.99	0.11	0.00	0.00	0.78	0.62	<b>5.50</b>
8	2009-10	6.66	2.99	0.05	0.00	0.85	0.00	0.37	<b>10.92</b>
9	2010-11	0.00	1.53	0.00	0.00	0.00	0.00	0.04	<b>1.57</b>
10	2011-12	0.00	0.00	0.00	0.00	0.00	0.00	0.00	<b>0.00</b>
11	2012-13	0.00	2.18	0.00	0.00	0.30	0.00	0.00	<b>2.48</b>
12	2013-14	0.00	1.31	0.00	0.00	0.20	0.00	0.00	<b>1.51</b>
13	2014-15	4.55	1.31	0.00	0.00	0.20	0.20	0.02	<b>6.28</b>
14	2015-16	0.00	0.00	0.00	0.00	0.36	0.00	0.00	<b>0.36</b>
15	2016-17	6.33	0.00	0.00	0.72	0.35	1.20	0.05	<b>8.65</b>
16	2017-18	6.14	2.23	0.00	0.00	0.00	0.00	0.06	<b>8.43</b>
17	2018-19	5.99	2.55	0.00	0.00	0.34	0.28	0.05	<b>9.21</b>
18	2019-20	6.17	2.14	0.00	0.79	0.42	0.19	0.05	<b>9.76</b>
19	2020-21	0.00	0.00	0.00	0.00	0.00	0.00	0.00	<b>0.00</b>
20	2021-22	3.58	1.79	0.00	0.22	0.30	0.00	0.04	<b>5.93</b>
<b>Total</b>		<b>43.73</b>	<b>29.18</b>	<b>1.01</b>	<b>1.97</b>	<b>6.36</b>	<b>7.67</b>	<b>4.32</b>	<b>94.24</b>

Source: Records maintained by the office of the PAG (A&amp;E) Jharkhand

Neither the UCs against the loans nor the details of expenditure were provided to PAG (A&E) by the ULBs since 2002.

Pendency of UCs for such long periods is not only indicative of an ineffective internal control mechanism and poor monitoring by the Department but also entails risk of misutilisation of public money.

#### 4.5.3 Submission of incorrect Utilisation Certificates

As per Rule 261 of JTC, Grants in aid, contribution *etc.*, sanctioned by the Government shall not be disbursed by the Treasury except under the authority of the competent sanctioning authority, who would issue the sanction order after and only after obtaining the UC of pending amount withdrawn in the year before the previous financial year from the drawing and disbursing officer.

During audit in the test-checked units of UDD, it was noticed that in five units out of GIA of ₹ 49.68 crore released during the years 2021-23 under different components, ₹ 10.87 crore was spent and the balance of ₹ 38.81 crore was parked in PL accounts. However, Utilisation Certificates for an amount of ₹ 49.56 crore, pertaining to the year 2021-23, were submitted to the Department despite the total expenditure of only ₹ 10.87 crore, as detailed in **Table 4.7**.

**Table 4.7: Submission of UCs against unspent GIA**

(₹ in crore)

Name of Units	Year	Grants released	Expenditure	Balance in PL Accounts	UCs submitted to the Department	Unspent amount against which UCs were submitted	Components under which grants were provided
NAC, Jamshedpur	2021-22	8.17	0.00	8.17	8.17	8.17	Transport/Road
	2022-23	8.17	0.00	8.17	8.17	8.17	Construction
Municipal Commissioner, Mango	2021-22	2.66	0.00	2.66	2.66	2.66	Transport/Road
	2022-23	2.66	1.65	1.01	2.66	1.01	Construction
Chirkunda Municipal Council, Dhanbad	2021-22	2.18	1.48	0.70	2.06	0.58	O & M, water supply <i>etc</i>
Dhanbad Municipal Corporation	2022-23	24.38	7.04	17.34	24.38	17.34	Nagrik Suvidha
Dumka Municipal Council	2022-23	1.46	0.70	0.76	1.46	0.76	Urban Transport
<b>Total</b>		<b>49.68</b>	<b>10.87</b>	<b>38.81</b>	<b>49.56</b>	<b>38.69</b>	

Submission of UCs without actual utilisation is not only indicative of an ineffective internal control mechanism and poor monitoring by the Department but also entails risk of misutilisation of public money.

#### 4.6 Abstract Contingent bills

The Jharkhand Treasury Code (JTC), 2016, stipulates that when contingent charges are drawn as an advance from the Treasury on Abstract Contingent (AC) bills without supporting vouchers, the relevant Detailed Contingent (DC) bills, supported with sub-vouchers and countersigned by the Controlling Officer (CO), should be submitted to the Principal Accountant General (A&E), within six months from the date of drawal of the AC bill. Year-wise details of pending DC bills, as on 31 March 2024, are given in **Table 4.8**.

**Table 4.8: Year-wise progress in submission of DC bills against the AC bills**

(₹ in crore)

Year	Outstanding AC Bill		DC Bill submitted		Balance	
	Number	Amount	Number	Amount	Number	Amount
2000-2001	1,331	149.96	490	84.83	841	65.13
2001-2002	5,493	506.18	3,012	322.40	2,481	183.78
2002-2003	3,846	408.07	2,462	306.79	1,384	101.28
2003-2004	7,640	619.55	5,551	506.19	2,089	113.36
2004-2005	6,664	1,171.01	5,117	1,018.91	1,547	152.11
2005-2006	6,145	1,084.18	4,969	872.95	1,176	211.23
2006-2007	6,053	1,502.66	4,793	1,222.97	1,260	279.69
2007-2008	6,862	1,796.19	5,642	1,368.67	1,220	427.52
2008-2009	4,747	2,937.18	3,560	2,412.28	1,187	524.90
2009-2010	2,087	996.69	1,134	729.25	953	267.44
2010-2011	1,891	824.63	912	596.70	979	227.93
2011-2012	1,077	1,611.15	646	1,448.70	431	162.45
2012-2013	545	924.98	365	784.46	180	140.52
2013-2014	468	666.82	271	612.40	197	54.42
2014-2015	550	721.23	307	500.79	243	220.44
2015-2016	806	1,224.90	454	954.84	352	270.07
2016-2017	459	1,267.80	219	1,060.85	240	206.95
2017-2018	335	1,209.12	137	1,097.19	198	111.92
2018-2019	243	1,061.32	97	958.55	146	102.77
2019-2020	330	2,168.00	149	2,003.84	181	164.16
2020-2021	357	1,911.16	123	1,540.55	234	370.61
2021-2022	246	2,668.28	89	2,435.69	157	232.59
2022-2023	379	638.35	48	339.46	331	298.89
2023-2024*	7	3.68	3	2.12	4	1.56
<b>Total</b>	<b>58,561</b>	<b>28,073.10</b>	<b>40,550</b>	<b>23,181.39</b>	<b>18,011</b>	<b>4,891.72</b>

\*AC bills drawn upto September 2023 has been taken into account.

Source: Records maintained by PAG (A&E) Jharkhand.

Eight departments of the State had drawn ₹ 26.22 crore on 30 Abstract Contingent (AC) bills, during the financial year 2023-24. Out of 30 AC bills, seven AC bills, amounting to ₹ 3.68 crore were drawn upto September 2023, for which the due date of submission was March 2024. Against these seven AC bills, only three DC bills, amounting to ₹ 2.12 crore, were submitted on time and four AC bills, amounting to ₹ 1.56 crore remained outstanding.

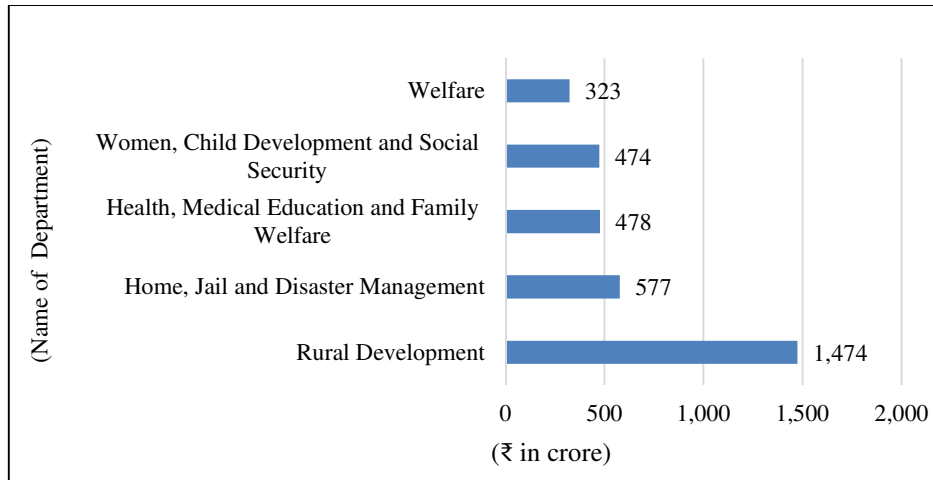
There is no assurance that the amount of ₹ 1.56 crore has actually been spent, during the financial year, for the purpose for which it was sanctioned/authorised by the Legislature. The expenditure, during the year, may also have been overstated to this extent.

Thus, 18,011 AC bills, amounting to ₹ 4,891.72 crore, drawn upto September 2023, were outstanding, as on 31 March 2024. Advances drawn and not accounted for increase the possibility of wastage/ misappropriation/ malfeasance *etc.*

Out of the total amount drawn in 2023-24, nine AC bills, amounting to ₹ 13.32 crore, were drawn in the month of March 2024. Drawal of funds, through AC bills, in March, indicates that these drawals were primarily to exhaust the budget and reveal inadequate budgetary control.

Departments with the maximum amount of pending DC bills, along with comparative details, are given in **Chart 4.2** and **Table 4.9**.

**Chart 4.2: Pending DC Bills in respect of major departments**



**Table 4.9: Year-wise details of pending DC bills in five major departments**

(₹ in crore)

Years	Department of Rural Development		Department of Home, Jail and Disaster Management		Department of Health, Medical Education and Family Welfare		Department of Women, Child Development and Social Security		Department of Welfare	
	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount
2000-01	272	15.85	57	0.11	58	0.02	0	0.00	208	0.57
2001-02	297	29.43	205	4.64	438	11.68	352	12.66	567	81.54
2002-03	218	40.45	131	2.84	207	2.67	183	14.37	48	4.08
2003-04	206	38.90	215	8.28	63	5.07	657	26.12	218	13.61
2004-05	163	53.86	101	7.19	99	26.76	331	20.03	123	9.24
2005-06	101	51.14	136	3.42	100	20.12	197	51.04	110	30.68
2006-07	109	35.37	140	6.02	134	47.96	206	87.39	125	25.22
2007-08	184	33.97	90	2.64	106	115.56	189	64.46	102	67.49

Years	Department of Rural Development		Department of Home, Jail and Disaster Management		Department of Health, Medical Education and Family Welfare		Department of Women, Child Development and Social Security		Department of Welfare	
	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount
2008-09	205	54.45	146	10.22	61	42.80	207	54.48	68	34.20
2009-10	183	53.11	140	22.75	49	64.02	295	45.53	19	3.37
2010-11	176	80.12	68	30.75	5	0.11	333	37.67	19	10.61
2011-12	96	63.63	32	7.88	13	0.42	38	3.18	29	4.69
2012-13	83	79.42	6	0.16	2	0.09	21	26.63	19	13.81
2013-14	106	29.08	6	0.56	16	11.89	10	0.18	13	1.53
2014-15	136	117.19	13	33.77	6	2.28	7	0.09	20	3.04
2015-16	192	152.94	28	30.99	12	16.57	10	23.64	23	17.85
2016-17	107	37.49	20	29.12	8	3.01	0	0.00	3	0.10
2017-18	111	33.93	23	29.70	3	2.09	0	0.00	0	0.00
2018-19	110	25.15	7	40.80	3	4.44	1	0.45	1	1.09
2019-20	112	38.36	47	98.27	0	0.00	0	0.00	0	0.00
2020-21	196	52.54	15	169.65	2	79.32	1	0.15	0	0.00
2021-22	127	99.07	1	0.00	15	7.34	2	5.74	0	0.00
2022-23	304	258.04	3	33.08	17	3.71	0	0.00	0	0.00
2023-24	0	0.00	4	4.38	16	10.35	0	0.00	0	0.00
<b>Total</b>	<b>3,794</b>	<b>1,473.51</b>	<b>1,634</b>	<b>577.22</b>	<b>1,433</b>	<b>478.29</b>	<b>3,040</b>	<b>473.79</b>	<b>1,715</b>	<b>322.70</b>

As can be seen from **Table 4.9**, AC bills drawn since 2000-01 are pending clearance. This is a serious irregularity and misutilisation and misuse of Government money cannot be ruled out.

#### 4.7 Non-Submission of DC Bills

As per Rules 186 and 187 of JTC, DC bills, supported with sub-vouchers and countersigned by the Controlling Officers, are required to be submitted to the PAG (A&E) within six months from the date of drawal of the AC Bill. No AC Bill shall be cashed after the end of this period unless detailed bill has been submitted.

As per data provided by office of the PAG (A&E), 109 AC bills amounting to ₹ 45.09 crore were drawn upto 2021-22 under the Major Heads 4217, 2251, 2217 and 2215 in Grant No.48-Urban Development Department (Urban Development Division). Out of this, 47 DC bills pertaining to an amount of ₹ 6.03 crore were submitted and 62 AC bills pertaining to an amount of ₹ 39.06 crore were outstanding as of 31 March 2024. Details are given in **Table 4.10**.

**Table 4.10: Non-submission of DC bills**

(₹ in lakh)

Major Head	Year	Details of AC Bills		DC Bills Submitted		Outstanding DC Bills	
		No. of AC Bills	Amount	No. of DC Bills	Amount	No. of DC Bills	Amount
4217	Up to 2021-22	19	2,880.04	02	35.97	17	2,844.06
	2022-23	00	0.00	00	0.00	00	0.00
	2023-24	00	0.00	00	0.00	00	0.00
2251	Up to 2021-22	29	7.89	17	5.79	12	2.10
	2022-23	00	0.00	00	0.00	00	0.00
	2023-24	00	0.00	00	0.00	00	0.00
2217	Up to 2021-22	58	1,620.86	26	561.41	32	1,059.45
	2022-23	00	0.00	00	0.00	00	0.00
	2023-24	00	0.00	00	0.00	00	0.00
2215	Up to 2021-22	03	0.41	02	0.34	01	0.07
	2022-23	00	0.00	00	0.00	00	0.00
	2023-24	00	0.00	00	0.00	00	0.00
<b>Total</b>		<b>109</b>	<b>4,509.20</b>	<b>47</b>	<b>603.51</b>	<b>62</b>	<b>3,905.68</b>

Source: Records maintained by PAG (A&E), Jharkhand.

#### 4.8 Deposits of Local Funds

As per Rule 174 of the JTC, money should not be withdrawn from the Treasury, unless it is required for immediate payment.

Review of the Finance Accounts and Voucher Level Computerisation (VLC) data, related to the transactions in the minor heads under the Major Head of Account 8448-Deposits of Local Funds, for the year 2023-24, revealed that there were 209 Accounts, operated by various agencies of the State Government, as of 31 March 2024. Year-wise details of balances are given in **Table 4.11**.

**Table 4.11: Year-wise breakup of deposits of local Funds**

(₹ in crore)

Year	Opening balance	Receipts	Disbursement	Closing Balance
2019-20	14,347.24	10,447.62	11,088.27	13,706.59
2020-21	13,706.59	12,279.45	9,683.19	16,302.85
2021-22	16,302.85	10,246.04	11,022.02	15,526.87
2022-23	15,526.87	17,023.16	14,162.63	18,387.40
2023-24	18,387.40	25,731.65	23149.71	20,969.34

Source: Finance Accounts of respective years

It can be seen from **Table 4.11** that expenditure was less than receipts in the Accounts during the period 2019-24 except in 2019-20 and 2021-22, leading to an increase in the closing balances during these years.

During 2023-24, disbursements were less than receipts by ₹ 2,581.94 crore leading to significant increase in the balance at the end of the year. As of 31 March 2024, a huge amount of ₹ 20,969.34 crore remained outside the budgetary control of the Government.

#### 4.9 Personal Deposit Accounts

Rules 328 to 330 of the JTC provide that Personal Deposit Accounts (PDA) may be used only for special cases by a Government servant, where public interest requires a speed of expenditure which is not possible through the normal treasury procedure. No PDAs are to be opened at the Treasury, without the concurrence of the Finance Department and authorisation by the Accountant General. The Finance Department is to specify a period in its authorisation letter for which an account is to be operational. On expiry of such period, the treasury officer is to close the account, without the prior permission of the Finance Department, as well as the Accountant General. The balance outstanding at the time of closure is to be deposited in the Treasury, by the Treasury Officer, in the respective head, under intimation to the account holder *i.e.* the Administrator of the Account, the Finance Department, as well as the Accountant General.

The Finance Department directed the treasury officers of all the districts to open PD accounts in the name of District Land Acquisition Officers in December 2019. Accordingly, 24 PD accounts were opened, to deposit the land acquisition compensation funds. All these accounts were operational in 2023-24 and an amount of ₹ 1,187.22 crore was added to the opening balance of ₹ 2,368.79 crore during the year. Out of the total deposits in these PD accounts, ₹ 346.31 crore was disbursed during the year, leaving a balance of ₹ 3,209.70 crore, at the end of the financial year.

#### 4.10 Indiscriminate use of Minor Head 800

Minor Head 800, relating to ‘Other Receipts’ and ‘Other Expenditure’, is intended to be operated only when the appropriate minor head has not been provided in the accounts. Routine operation of Minor Head 800 is to be discouraged since it renders the accounts opaque.

Out of the total receipts of ₹ 87,928.50 crore under 47 Major Heads, ₹ 2,324.60 crore (2.90 *per cent*) was booked under the Minor Head “800-Other Receipts”. Further, as shown in **Table 4.12**, during 2023-24, in 14 major heads, 52 *per cent* and above receipts, amounting to ₹ 1,092.01 crore, was booked under ‘800’ against the total receipts of ₹ 1,112.37 crore under these heads.

**Table 4.12: Significant receipts booked under Minor Head 800 – ‘Other Receipts’ during the financial year**

(₹ in crore)

Sl. No.	Major Head	Description	Total Receipts	Booked in ‘800’	Per cent of total Receipts
1	0059	Public Works	18.52	18.52	100
2	0070	Other Administrative Service	186.10	179.09	96
3	0071	Contribution and recoveries towards pension and other retirement benefits	3.53	3.44	97
4	0075	Miscellaneous General Services	412.71	412.65	100
5	0210	Medical and Public Health	9.75	5.06	52
6	0215	Water Supply and Sanitation	14.28	14.21	100
7	0235	Social Security and Welfare	79.49	79.49	100
8	0401	Crop Husbandry	7.40	5.52	75
9	0700	Major Irrigation	125.08	125.08	100
10	0701	Medium Irrigation	70.44	70.19	100
11	0702	Minor Irrigation	6.21	6.21	100
12	0801	Power	7.19	7.19	100
13	1054	Roads and Bridges	58.22	51.88	89
14	1456	Civil Supplies	113.48	113.48	100
<b>Total</b>			<b>1,112.40</b>	<b>1,092.01</b>	<b>98</b>

#### 4.11 Outstanding balance under major Suspense and Debt, Deposits and Remittance heads

Suspense heads are operated when transactions of receipts and payments cannot be booked to a final head of account due to lack of information as to the nature or for other reasons. These heads of accounts are finally cleared by minus debit or minus credit when the amounts under them are booked to their respective final heads of accounts. Suspense balances remaining uncleared at the end of the year adversely affect the accurate reflection of the Government’s receipt and expenditure of the year. The position of Suspense balances and Remittances balances of the State, are indicated in **Table 4.13** and **Table 4.14**, respectively.

**Table 4.13: Position of balances under Suspense Head - 8658**

(₹ in crore)

Name of the Minor Head	2021-22		2022-23		2023-24	
	Debit	Credit	Debit	Credit	Debit	Credit
101- Pay and Accounts Office Suspense	557.75	557.26	694.40	696.42	160.69	195.24
<b>Net</b>	<b>Dr. 0.49</b>		<b>Cr. 2.02</b>		<b>Cr. 34.55</b>	
102 - Suspense Account (Civil)	93.21	122.57	174.66	181.52	81.55	98.07
<b>Net</b>	<b>Cr. 29.36</b>		<b>Cr. 6.86</b>		<b>Cr. 16.52</b>	



**Table 4.14: Position of balances under Remittances Head - 8782**

(₹ in crore)

	2021-22		2022-23		2023-24	
	Debit	Credit	Debit	Credit	Debit	Credit
102 - P.W. Remittances	62,735.61	62,817.53	71,182.33	71,254.68	11,927.47	11,996.20
<b>Net</b>	<b>Cr. 81.92</b>		<b>Cr. 72.35</b>		<b>Cr. 68.73</b>	
103 - Forest Remittances	3,035.51	3,078.97	4,024.04	4,039.04	1,225.23	1,209.85
<b>Net</b>	<b>Cr. 43.46</b>		<b>Cr. 15.01</b>		<b>Dr. 15.38</b>	

Source: Finance Accounts of Government of Jharkhand

The implications of the balances under these heads are stated below:

• **Pay and Accounts Office (PAO) Suspense**

Outstanding debit balances under this head represent payments cleared by the PAG (A&E), Jharkhand, on behalf of PAOs of Central Government departments, which are yet to be recovered. Outstanding credit balances represent payments made by PAOs on behalf of the State Government, which the PAG (A&E) is yet to adjust. It was noticed that the net balance increased from credit balance of ₹ 2.02 crore in 2022-23 to credit balance of ₹ 34.55 crore in 2023-24. On settlement of the net credit balance under this head (₹ 34.55 crore), the cash balance of the State Government will decrease to that extent.

• **Suspense Accounts (Civil)**

The Suspense Account minor head is used for booking of receipts (credit) and expenditure incurred (debit), which are to be cleared on receipt of supporting documents by the PAG (A&E). Clearance of these items have no impact on cash balance. The net balance under this suspense head increased from credit of ₹ 6.86 crore during 2022-23 to credit of ₹ 16.52 crore in 2023-24.

Scrutiny of Cash Remittances and adjustments between officers rendering accounts to the same accounts' officers revealed that a credit balance of ₹ 53.36 crore was in transit at the end of March 2024.

#### 4.12 Reconciliation of Departmental figures

To enable Controlling Officers of the Departments to exercise effective control over expenditure to keep it within the budget grants and to ensure accuracy of their accounts, the State Financial Rules stipulate that receipts and expenditure during the financial year, recorded in their books, be reconciled by them every month with that recorded in the books of the Principal Accountant General (A&E).

Rule 134 of the Budget Manual requires that the Controlling Officer should arrange to reconcile departmental accounts with the books of the PAG (A&E) on a monthly basis to avoid misclassification of expenditure and receipts.

Every year, the PAG (Accounts & Entitlements) reiterates to the Budget Controlling Officers, the requirements of the Jharkhand Budget Manual to reconcile their monthly and quarterly figures of receipts and expenditure with the books of the PAG (A&E).

After regular reporting of non-reconciliation of receipts and disbursements of the State with the books of the PAG (A&E), a change was noticed where 100 *per cent* of the total receipts and total expenditure of the State was reconciled by the departmental officers with the books of the PAG (A&E).



#### 4.13 Reconciliation of Cash Balances

There should be no difference between the Cash Balance of the State as per the books of Accounts of the PAG (A&E), and the Cash Balance as reported by the Reserve Bank of India.

There was a difference of ₹ 40.50 crore (net credit) between the figures reflected in the accounts {₹ 86.66 crore (credit)} and that intimated by the RBI {(₹ 46.16 crore (debit))} during the year 2023-24. The difference has been taken up by the PAG (A&E), Jharkhand, with RBI, Ranchi, for reconciliation and necessary correction.

#### 4.14 Compliance with Accounting Standards

As per Article 150 of the Constitution of India, the President of India may, on the advice of the Comptroller and Auditor General of India, prescribe the form of accounts of the Union and of the States. Further, the CAG of India has set up a Government Accounting Standards Advisory Board (GASAB) in 2002, for formulating standards for Government accounting and financial reporting, to enhance accountability mechanisms. On the advice of the CAG of India, the President of India has so far notified three Indian Government Accounting Standards (IGAS).

**Table 4.15: Compliance to Accounting Standards**

Sl. No.	Accounting Standards	Essence of IGAS	Compliance by State Government	Impact of deficiency
1.	<b>IGAS-1:</b> Guarantees given by the Government – Disclosure requirements	The objective of this Standard is to set out disclosure norms in respect of Guarantees given by the Union, the State Governments and Union Territory Governments (with legislature), in their respective Financial Statements, to ensure uniform and complete disclosure of such Guarantees.	Complied (Statements 9 and 20 of Finance Accounts)	No deficiency
2.	<b>IGAS-2:</b> Accounting and Classification of Grants-in-aid	This Standard is to prescribe the principles for accounting and classification of Grants-in-aid in the Financial Statements of Government, both as a grantor as well as a grantee. This Standard aims to prescribe appropriate principles of accounting and classification of Grants-in-aid by way of appropriate disclosures in the Financial Statements of Government.	Partially complied (Statement 10 of Finance Accounts)	GIA was booked under capital section.
3.	<b>IGAS-3:</b> Loans and Advances made by Government	This Standard aims to lay down the norms for Recognition, Measurement, Valuation and Reporting of Loans and Advances made by the Union and the State Governments in their respective Financial Statements to ensure complete, accurate, and uniform accounting practices, and to ensure adequate disclosure on Loans and Advances made by the Governments consistent with best international practices.	Partially complied (Statement 7 and 18 of Finance Accounts). Disclosure regarding cases of loans sanctioned as loan in perpetuity and extraordinary transactions was not provided.	Exact amount of overdue loans and the time by which loans are to paid could not be ascertained.

#### 4.15 Submission of Accounts/SARs of Autonomous Bodies

As per Section 19(3) of the CAG's DPC Act, the Governor/ Administrator may, in the 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.

Save as otherwise provided in Section 19, where the audit of the accounts of any authority or body has not been entrusted to the CAG by or under any law made by Parliament, 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).

#### ***Arrears of accounts of bodies or authorities***

Details related to submission, number of accounts due for submission and status of audit regarding 11 reported Autonomous Bodies in the State, auditable under Sections 19 & 20 of the C&AG's (DPC) Act, 1971, are given in **Table 4.16**.

**Table 4.16: Details of submission of accounts and status of audit of autonomous bodies**

Sl. No.	Name of Bodies/ Authority	Accounts submitted upto	No. of accounts pending upto F.Y. 2023-24	SAR issued upto	Placement of SAR in the Legislature	Comments
1	Jharkhand State Legal Services Authority (JHALSA)	2022-23	1	2022-23	Not intimated	Annual Accounts of 2023-24 are awaited.
2	Jharkhand State Electricity Regularity Commission (JSERC)	2011-12	12	2011-12	03.03.2014	Audit of accounts has been stopped due to non-finalisation of Fund Rules and Format of Accounts.
3	State Highway Authority of Jharkhand (SHAJ)	2022-23	1	2020-21	Not intimated	After entrustment, audit has been completed and SAR for the period 2011-12 to 2020-21 has been issued on 26 November 2021.
4	Rajendra Institute of Medical Sciences (RIMS)	2002-03 to 2009-10	14	2002-03 to 2009-10	Not intimated	Entrustment for 2010-11 has not been provided.
5	National University of Study and Research in Law (NUSRL), Ranchi	2016-17	7	SAR of accounts for the period 2010-11 to 2016-17 is under process.		
6	Birsa Agriculture University	2006-07 to 2010-11	18	2005-06	Not intimated	Audit not started due to non-submission of balance sheet
7	Jharkhand Housing Board, Ranchi	No account submitted	23	Neither entrustment nor accounts have been received till date.		
8	Compensatory Afforestation Management and Planning Authority	2022-23	1	SAR not issued as revised financial statements have not been submitted.		
9	Jharkhand Renewable Energy Development Agency	No account submitted	8	Neither entrustment nor accounts have been received till date.		
10	Ranchi Institute of Neuro-Psychiatry & Allied Sciences (RINPAS), Ranchi	No account submitted	Neither entrustment nor accounts have been received till date.			
11	Baba Baidhyanath Dham-Basukinath Shrine Area Development Authority	No account submitted	Entrustment has been accorded on 29.11.2022 for five accounting years. Accounts awaited.			

Source: Records maintained in the office of PAG (Audit) Jharkhand

**Departmental Commercial Undertakings/Corporations/Companies**

The Companies Act, 2013, stipulates that the financial statements of the companies for every financial year are required to be finalised within six months of the end of the relevant financial year i.e., by 30 September of the next financial year. Failure to submit accounts on time, renders the officers of the company liable to penal provisions under the Act.

**Table 4.17** below provides the details of progress made by the PSUs in finalisation of accounts as of 31 October 2024.

**Table 4.17: Position relating to finalisation of accounts of working and inactive PSUs as of 31 October 2024**

Sl. No.	Particular	Working	In active	Total
1	Number of PSUs	29	3	32
2	Number of PSUs having accounts in arrears	27	3	30
3	Number of accounts in arrears	105	2	107
4 (a)	Number of PSUs with arrears of more than five years	06	00	06
4(b)	Number of accounts in arrear in the above PSUs	51	00	51
5(a)	Number of PSUs with arrears between three to five years	09	00	09
5(b)	Number of accounts in arrears in the above PSUs	39	00	39
6(a)	Number of PSUs with arrears between one to two years	15	00	15
6(b)	Number of accounts in arrears in the above PSUs	17	00	17
7	Extent of arrear (in years)	1 to 14	1	1 to 14

Source: Data compiled from the information furnished by the companies

#### **4.16 Non-submission of details of grants / loans given to bodies and authorities**

Bodies and authorities that are substantially financed by way of loans or grants from the Consolidated Fund, or those that receive such loans or grants for specific purposes are audited by the CAG. As on date, there are 84 such reported bodies and authorities in the State.

Scrutiny revealed that out of 84 bodies/authorities, no body/authority had submitted their latest accounts, as of November 2024, whereas eight<sup>2</sup> bodies/authorities have not been audited since inception and 25 are newly created. Audit of 51 bodies and authorities has been completed, as detailed in **Appendix 4.1**.

Further, under Sections 14 and 15 of the CAG's (Duties, Powers and Conditions of Service) Act, 1971 the Government / HODs are required to furnish to Audit:

- detailed information about the financial assistance given to various institutions,
- the purpose for which the assistance is granted, and
- total expenditure of the institutions.

<sup>2</sup> (i) Jharkhand State Hindu Religion Trust Council (ii) Government Press (iii) Forest Development Authority (iv) Sports Authority of Jharkhand (v) Football Stadium Morabadi (vi) Jharkhand Kala Mandir, Hotwar (vii) Chhau Nritya Kala Kendra, Saraikela and (viii) Manbhoom Chhau Nritya Kala Kendra.

However, no department of the State had furnished any such data to the PAG (Audit) as of November 2024.

#### **4.17 Misappropriations, losses, thefts, etc.**

Rule 31 of the Jharkhand Financial Rules, provides that loss of public money, Government revenue, stores or other property, by defalcation or otherwise, should be immediately reported by the office to the higher authority, Finance Department as well as to the PAG (A&E), Jharkhand, even when such loss has been made good by the party responsible for it. Such reports must be submitted as soon as a suspicion arises that there has been a loss and must not be delayed while enquiries are made. PAG (A&E) has informed that no information in this regard has been reported to the A&E office by the State Government.

#### **4.18 Follow-up action on the State Finances Audit Report**

In every State, the PAC/Finance Department requires the line Departments to provide a *suo moto* Explanatory Note (EN) on the paragraphs featuring in the Audit Reports within one month of placing the Reports in the Legislature. The line Departments are also required to provide Action Taken Notes (ATNs) to the Principal Accountant General (for vetting and onward transmission to the PAC) within three months of tabling the Reports.

Excess expenditure over provisions amounting to ₹ 8,120.12 crore (relating to previous years) reported in paragraph 2.4.4 of Audit Report on State Finances for the year 2011-12 was regularised by the State Legislature (13.01.2014) on the recommendations of the Public Accounts Committee (PAC). Thereafter, excess expenditure over provisions has not been regularised, as no recommendation has been made by the PAC. Paragraph 2.3.5 of SFAR 2018-19 and paragraph 3.3.8.1 of SFAR 2019-20, relating to regularisation of excess expenditure, was discussed in PAC on 02.08.2022.

#### **4.19 Conclusion**

As on 31 March 2024, 47,367 Utilisation Certificates for an amount of ₹ 1,33,161.50 crore, were outstanding for submission to the Principal Accountant General (A&E).


As of 31 March 2024, DC bills, against 18,011 AC bills amounting to ₹ 4,891.72 crore, were outstanding for submission to the Principal Accountant General (A&E).

#### **4.20 Recommendations**

- *The Finance Department may take steps for ensuring that outstanding UCs are submitted within a prescribed time frame. The administrative departments releasing the grants may be held responsible for collection of UCs pending beyond the time stipulated in the grant orders. The Finance Department may also ensure that no further grants are released to the defaulting grantees. Government may initiate appropriate action against officers who have defaulted in submission of UCs in time.*


- *The Finance Department may take steps to ensure that all controlling officers adjust, in a time-bound manner, all AC bills pending beyond the prescribed period, and also ensure that AC bills are not drawn merely to avoid lapse of budget.*

**Ranchi**  
**The 08 April 2025**

  
**(INDU AGRAWAL)**  
**Principal Accountant General (Audit)**  
**Jharkhand**

**Countersigned**

**New Delhi**  
**The 15 April 2025**

  
**(K. SANJAY MURTHY)**  
**Comptroller and Auditor General of India**



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# APPENDICES

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**Appendix 1.1 Part A**  
(Reference: Paragraph 1.1)

PROFILE OF JHARKHAND						
A. General Data						
Sl. No.	Particulars				Figures	
1	Area				79,716 Sq. km.	
2	Population					
	a.	2011			3.33 crore	
	b.	2024			4.00 crore	
3	a.	Density of Population <sup>1</sup> (As per 2011 Census) (All India Density = 382 persons per Sq. Km)			414 Persons per Sq. km.	
	b.	Density of Population <sup>2</sup> (As per projected population for 2023-24) (All India Density = 426.09 persons per Sq. Km.)			501.32 Persons per Sq. km.	
4	Population below poverty line (BPL) (2011-12) <sup>3</sup> (All India Average = 21.92%)				36.96 <i>per cent</i>	
5	Literacy <sup>4</sup> (All India Average = 73%)				66.40 <i>per cent</i>	
6	Infant mortality <sup>5</sup> (per 1000 live births) (All India = 28 per 1000 live births)				25	
7	Life expectancy at birth <sup>6</sup> (India = 70 years)				69.6 years	
8	Human Development Index <sup>7</sup>					
	a.	2021 (All India = 0.633)			NA	
	b.	2022 (All India = 0.644)			NA	
9	Gross State Domestic Product (GSDP) <sup>8</sup> at current prices (2011-12 Series) in 2023-24				₹ 4,61,010 crore	
10	Per capita GSDP CAGR (2014-15 to 2023-24)		Jharkhand		7.11 <i>per cent</i>	
			All India		8.89 <i>per cent</i>	
11	GSDP CAGR (2014-15 to 2023-24)		Jharkhand		8.65 <i>per cent</i>	
			All India		10.06 <i>per cent</i>	
12	Population Growth (2014 to 2024)		Jharkhand		15.25 <i>per cent</i>	
			All India		11.26 <i>per cent</i>	
B. Financial Data						
Sl. No.	Particulars		Figures (in <i>per cent</i> )			
	Growth		2021-22 to 2022-23		2022-23 to 2023-24	
			General States	Jharkhand	General States	Jharkhand
1	a.	of Revenue Receipts	13.41	15.09	8.19	9.57
2	b.	of Own Tax Revenue	19.80	17.98	10.58	11.50
3	c.	of Non-Tax Revenue	12.94	27.91	14.62	4.64
4	d.	of Total Expenditure	12.53	15.34	10.56	19.58
5	e.	of Capital Expenditure	18.92	68.15	19.85	36.40
6	f.	Capital Outlay	14.18	49.47	26.16	46.76
7	g.	Loan & Advances Disbursed	75.21	187.84	-28.93	1.89
8	h.	of Revenue Expenditure on Education	13.21	4.17	5.11	1.05
9	i.	of Revenue Expenditure on Health	0.88	7.53	10.34	4.61
10	j.	of Salaries & Wages	9.71	6.63	7.52	5.26
11	k.	of Pension	11.38	2.48	6.27	15.52

<sup>1</sup> Census Info India 2011-Final Population Totals

<sup>2</sup> Population Projections for India and States 2011-2036 by National Commission on Population, Ministry of Health & Family Welfare

<sup>3</sup> Ministry of Statistics and Programme Implementation

<sup>4</sup> Census 2011

<sup>5</sup> SRS bulletin (2020)

<sup>6</sup> SRS Abridged life table 2016-20, Registrar General of India

<sup>7</sup> UNDP Report HDR 2023/2024

<sup>8</sup> Directorate of Economics and Statistics, Planning and Development Department, Jharkhand

**Appendix 1.1 Part B**  
**Structure and Form of Government Accounts**  
**(Reference: Paragraph 1.3)**

**Structure of Government Accounts:** The accounts of the State Government are kept in three parts (i) Consolidated Fund, (ii) Contingency Fund and (iii) Public Account.

**Part I: Consolidated Fund:** All revenues received by the State Government, all loans raised by issue of treasury bills, internal and external loans and all moneys received by the Government in repayment of loans shall form one consolidated fund entitled 'The Consolidated Fund of State' established under Article 266 (1) of the Constitution of India.

**Part II: Contingency Fund:** Contingency Fund of the State established under Article 267(2) of the Constitution is in the nature of an imprest placed at the disposal of the Governor to enable him to make advances to meet urgent unforeseen expenditure, pending authorisation by the Legislature. Approval of the Legislature for such expenditure and for withdrawal of an equivalent amount from the Consolidated Fund is subsequently obtained, whereupon the advances from the Contingency Fund are recouped to the Fund.

**Part III: Public Account:** Receipts and 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.

**Part C: Layout of Finance Accounts**

Statement	Layout
Statement No.1	Presents the cumulative figures of assets and liabilities of the Government, as they stand at the end of the year. The assets are largely financial assets with the figures for progressive capital expenditure denoting physical assets of the Government. Assets, as per the accounting policy, are depicted at historical cost.
Statement No.2	Contains the summarised statement showing all receipts and disbursement of the Government during the year in all three parts in which Government Account is kept, namely, the Consolidated Fund, Contingency Fund and Public Accounts.
Statement No.3	This statement comprises revenue and capital receipts and borrowings of the Government consisting of loans from the Government of India, other institutions, market loans and recoveries on account of loans and advances made by the Government.
Statement No.4	This statement gives expenditure by function (activity) and also summarise expenditure by nature of activities (object of expenditure).
Statement No.5	Gives details of progressive capital expenditure by functions, the aggregate of which is depicted in statement 1.
Statement No.6	Presents borrowings of the Government comprising market loans and loans and advances from Government of India. In addition, 'other liabilities' which are the balances under various sectors in the public accounts, for which Government acts as a trustee or custodian, are also given.
Statement No.7	Depicts loans and advances (sector and loanee group-wise) given by the Government as depicted in statement-1 and recoveries, disbursements featured in Statement-2, 3 and 4.
Statement No.8	Depicts comparative summary of Government Investment in the share capital of different concerns.
Statement No.9	Gives the summary of guarantees given by the Government for repayment of loans etc. raised by the statutory corporations, local bodies and other institutions.
Statement No.10	Depicts grants-in-aid given by the State Government, organised by grantee institutions group-wise. A note on grants given is also included.
Statement No.11	Indicates the distribution between the charged and voted expenditure incurred during the year.
Statement No.12	Presents the capital and other expenditure (other than on revenue account) and the sources of fund for the expenditure is depicted in this statement.
Statement No.13	Depicts summary of balances of Consolidated Fund, Contingency Fund and Public Account.
Statement No.14	Indicates the detailed account of revenue receipts by minor heads.
Statement No.15	Provides accounts of revenue expenditure by minor heads under Non-Plan and Plan separately.
Statement No.16	Depicts the detailed capital expenditure incurred during and to the end of 2023-24.
Statement No.17	Depicts details of borrowings and other liabilities by minor heads and the maturity and repayment profile of all loans.
Statement No.18	Provides the detailed account of loans and advances given by the Government of Jharkhand, the amount of loan repaid during the year, the balance as on 31 March 2024.
Statement No.19	Shows the details of investment of the State Government in statutory corporations, Government companies, other joint stock companies, co-operative banks, societies etc. up to the end of 2023-24.
Statement No.20	Shows the details of Guarantees given by the State Government for repayment of loans etc. raised by statutory corporations, Government companies, Local Bodies and other institutions.
Statement No.21	Gives the detailed account relating to Contingency Fund and Public Accounts transaction in detail.
Statement No.22	Gives the details of earmarked balances of reserve funds.

**Appendix 2.1**  
**Abstract of Receipts and Disbursements for the year 2023-24**  
**(Reference: paragraph 2.2)**

(₹ in crore)

Receipts				Disbursements					
2022-23		2023-24		2022-23		2023-24			
	Section-A: Revenue					Establishment	State & Central Scheme	Total	
80,245.22	I. Revenue Receipts		87,928.50	66,681.64	I. Revenue Expenditure	36,536.69	40,139.73	76,676.42	76,676.42
25,117.51	Tax Revenue	28,004.77		23,261.05	General Services	25,032.31	558.03	25,590.34	
				27,640.00	Social Services	9,277.09	19,431.61	28,708.70	
12,830.05	Non-tax Revenue	13,425.12		11,653.54	Education, Sports, Art and Culture	6,638.53	5,188.10	11,826.63	
				4,660.51	Health and Family Welfare	1,487.64	3,387.83	4,875.47	
31,404.12	State's share of Union taxes & duties	37,352.35		2,282.40	Water supply, Sanitation, Housing and Urban Development	340.87	1,241.55	1,582.42	
1,826.59	Finance Commission Grants	2,378.28		212.48	Information and Broadcasting	168.77	178.42	347.19	
2,195.16	Other Grants to State	501.27		2,447.64	Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	146.99	1,885.41	2,032.40	
6,871.79	Centrally sponsored schemes	6,266.71		515.00	Labour and Labour Welfare	58.90	767.77	826.67	
				5,843.08	Social Welfare and Nutrition	397.23	6,782.53	7,179.76	
				25.35	Others	38.16	0.00	38.16	
				15,780.59	Economic Services	2,227.29	20,150.09	22,377.38	
				2,758.00	Agriculture and Allied Activities	554.71	2,284.73	2,839.44	
				6,238.85	Rural Development	579.25	6,142.37	6,721.62	
				377.99	Irrigation and Flood Control	396.94	-0.04	396.90	
				3,531.08	Energy	-4.81	9,554.10	9,549.29	
				309.53	Industry and Minerals	36.82	292.52	329.34	
				549.05	Transport	484.13	113.66	597.79	
				2,016.09	General Economic Services	180.25	1,762.75	1,943.00	
				0.00	Grants-in-aid and Contributions	0.00	0.00	0.00	
				66,681.64	Total	36,536.69	40,139.73	76,676.42	
	II Revenue Deficit carried over to Section B			13,563.58	II Revenue Surplus Section B				11,252.08
80,245.22	Total		87,928.50	80,245.22	Total				87,928.50
Section B									
5,572.70	III Opening Cash Balance including permanent advances and cash balance investment		6,682.68	0.00	III Opening Overdraft from Reserve Bank of India				0.00
0.00	IV Miscellaneous Capital Receipts		0.00	14,015.59	IV Capital Outlay	287.32	20,282.37	20,569.69	20,569.69

State Finances Audit Report for the year ended 31 March 2024

Receipts				Disbursements					
2022-23		2023-24		2022-23		2023-24			
				872.98	General Services	-0.73	969.52	968.79	
				5,220.99	Social Services	0.31	6,613.85	6,614.16	
				1,011.79	Education, Sports, Art and Culture	0.56	746.72	747.28	
				624.50	Health and Family Welfare	-0.25	650.72	650.47	
				2,668.59	Water supply, Sanitation, Housing and Urban Development	0.00	4,196.17	4,196.17	
				0.05	Information and Broadcasting	0.00	5.67	5.67	
				848.33	Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	0.00	877.72	877.72	
				42.60	Social Welfare and Nutrition	0.00	131.43	131.43	
				25.13	Others	0.00	5.42	5.42	
				7,921.62	Economic Services	287.74	12,699.00	12,986.74	
				654.48	Agriculture and Allied Activities	-1.29	908.62	907.33	
				2,219.59	Rural Development	287.73	3,226.36	3,514.09	
				1,373.71	Irrigation and Flood Control	0.00	1,506.66	1,506.66	
				153.96	Energy	0.00	1,605.78	1,605.78	
				3.00	Industry and Minerals	0.00	163.42	163.42	
				3,437.50	Transport	0.00	5,259.56	5,259.56	
				79.38	General Economic Services	1.30	28.60	29.90	
46.41	V Recoveries of Loans and Advances		7,276.70	4,211.14	V Loans and Advances Disbursed	63.10	4,227.75	4,290.85	4,290.85
0.00	From Power Projects	7,230.80		4,057.71	For Power Projects	0.00	4,227.75	4,227.75	
46.22	From Govt. Servants	44.87		40.55	To Government Servants	32.56	0.00	32.56	
0.19	From Others	1.03		112.88	To Others	30.54	0.00	30.54	
13,563.59	VI Revenue Surplus brought down		11,252.08		VI Revenue Deficit brought down				0.00
9,142.30	VII Public Debt Receipts		8,247.13	6,729.46	VII Repayment of Public Debt			6,384.02	6,384.02
0.00	External Debt	0.00		0.00	External Debt			0.00	
5,515.20	Internal Debt other than Ways and Means Advances and Overdraft	3,120.45		6,473.08	Internal Debt other than Ways and Means Advances and Overdraft			6,042.06	
0.00	Transaction under Ways and Means Advances	0.00		0.00	Transaction under Ways and Means Advances			0.00	
0.00	Net Transaction under Overdraft	0.00		0.00	Net Transaction under Overdraft			0.00	
3,627.10	Loans and Advances from Central Government	5,126.68		256.38	Repayments of Loans and Advances to Central Government			341.96	
0.00	VIII		0.00	0.00	VIII Appropriation				0.00

Receipts				Disbursements					
2022-23		2023-24		2022-23		2023-24			
	Appropriation to Contingency Fund				to Contingency Fund				
0.00	IX Amount transferred to Contingency Fund		0.00	0.00	IX Expenditure from Contingency Fund				0.00
33,446.29	X Public Accounts Receipts		51,123.39	30,132.42	X Public Accounts Disbursements			42,601.81	42,601.81
1,397.48	Small Savings and Provident Funds	1,988.30		1,381.69	Small Savings and Provident Funds			1,447.85	
361.56	Reserve Funds	3,113.86		1,170.25	Reserve Funds			249.99	
500.00	Investment in earmarked fund	1,267.08							
519.39	Suspense and Miscellaneous	635.81		224.34	Suspense and Miscellaneous			667.66	
9,397.23	Remittances	13,118.70		9,433.32	Remittances			13,147.16	
21,270.63	Deposits and Advances	30,999.64		17,922.82	Deposits and Advances			27,089.15	
0.00	Inter State Settlement	0.00		0.00	Inter-state Settlement			0.00	
0.00	XI Closing Over Draft from Reserve Bank of India		0.00	6,682.68	XI Cash Balance at the end of the Year			10,735.61	10,735.61
				0.00	Cash in Treasuries and Local Remittances			0.00	
				91.07	Deposits with Reserve Bank			-86.66	
				38.33	Departmental Cash Balance including Permanent Advances			37.06	
				1,403.87	Investment of Earmarked Fund			2,670.95	
				5,149.41	Cash Balance Investment			8,114.26	
142,016.51	Total		1,72,510.48	1,42,016.51	Total				1,72,510.48

**Appendix 2.2**  
**Time series data on the State Government finances**  
**(Reference: Paragraph 2.3.2.1 & 2.4)**

(₹ in crore)

	2019-20	2020-21	2021-22	2022-23	2023-24
<b>Part A. Receipts</b>					
<b>1. Revenue Receipts</b>	<b>58,417</b>	<b>56,150</b>	<b>69,722</b>	<b>80,245</b>	<b>87,929</b>
(i) Own Tax Revenue	16,771	16,880	21,290	25,118	28,005
Goods and Services Tax	8,418	7,931	9,557	11,375	12,348
Taxes on Sales, Trade, etc.	3,996	4,301	5,213	6,271	6,949
State Excise	2,009	1,821	1,807	2,057	2,376
Taxes on Vehicles	1,129	976	1,263	1,574	1,756
Stamps and Registration fees	560	708	987	1,108	1,468
Land Revenue	338	873	1,621	1,557	1,666
Taxes and duties on electricity	236	195	792	1,132	1,395
Other Taxes	85	75	49	44	46
(ii) Non Tax Revenue	8,750	7,564	10,031	12,830	13,425
(iii) State's share of Union taxes and duties	20,593	19,712	27,735	31,404	37,352
(iv) Grants-in-aid from Government of India	12,303	11,993	10,667	10,894	9,146
<b>2. Miscellaneous Capital Receipts</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>3. Recoveries of Loans and Advances</b>	<b>49</b>	<b>49</b>	<b>1,292</b>	<b>46</b>	<b>7,277</b>
<b>4. Total Revenue and Non debt capital receipts (1+2+3)</b>	<b>58,466</b>	<b>56,199</b>	<b>71,014</b>	<b>80,292</b>	<b>95,205</b>
<b>5. Public Debt Receipts</b>	<b>9,593</b>	<b>13,547</b>	<b>9,840</b>	<b>9,142</b>	<b>8,247</b>
Internal Debt (excluding Ways and Means Advances and Overdrafts)	9,167	10,958	6,594	5,515	3,120
Net transactions under Ways and Means Advances and Overdrafts	0	0	0	0	0
Loans and Advances from Government of India	426	2,588	3,246	3,627	5,127
<b>6. Total Receipts in the Consolidated Fund (4+5)</b>	<b>68,059</b>	<b>69,745</b>	<b>80,853</b>	<b>89,434</b>	<b>1,03,452</b>
<b>7. Contingency Fund Receipts</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>63</b>
<b>8. Public Account Receipts</b>	<b>33,243</b>	<b>28,511</b>	<b>24,644</b>	<b>33,446</b>	<b>51,123</b>
<b>9. Total Receipts of the State (6+7+8)</b>	<b>1,01,302</b>	<b>98,256</b>	<b>1,05,497</b>	<b>1,22,880</b>	<b>1,54,639</b>
<b>Part B. Expenditure/Disbursement</b>					
<b>10. Revenue Expenditure</b>	<b>56,457</b>	<b>59,264</b>	<b>62,778</b>	<b>66,682</b>	<b>76,676</b>
State Schemes, CASC, CSS	27,627	28,370	32,160	32,353	40,140
Establishment	28,830	30,894	30,618	34,329	36,536
General Services (including interest payments)	18,714	19,903	21,555	23,261	25,590
Social Services	21,448	23,347	24,639	27,640	28,709
Economic Services	16,294	16,014	16,583	15,781	22,377
Grants-in-aid and contributions	1	0	0	0	0
<b>11. Capital Outlay</b>	<b>9,879</b>	<b>8,466</b>	<b>9,377</b>	<b>14,016</b>	<b>20,570</b>
State Schemes, CASC, CSS	9,832	8,401	9,377	14,016	20,282
Establishment	47	65	0	0	287
General Services	1,239	771	734	873	969
Social Services	1,431	1,492	1,595	5,221	6,614
Economic Services	7,209	6,203	7,047	7,922	12,987
<b>12. Disbursement of Loans and Advances</b>	<b>165</b>	<b>3,380</b>	<b>1,463</b>	<b>4,211</b>	<b>4,291</b>
<b>13. Total Expenditure (10+11+12)</b>	<b>66,501</b>	<b>71,109</b>	<b>73,618</b>	<b>84,908</b>	<b>1,01,537</b>
<b>14. Repayments of Public Debt</b>	<b>4,231</b>	<b>2,745</b>	<b>4,247</b>	<b>6,729</b>	<b>6,384</b>
Internal Debt (excluding Ways and Means Advances and Overdrafts)	4,058	2,547	4,013	6,473	6,042
Net transactions under Ways and Means Advances and Overdraft	0	0	0	0	0
Loans and Advances from Government of India	173	198	234	256	342
<b>15. Appropriation to Contingency Fund</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>16. Total disbursement out of Consolidated Fund (13+14+15)</b>	<b>70,732</b>	<b>73,854</b>	<b>77,865</b>	<b>91,638</b>	<b>1,07,984</b>
<b>17. Contingency Fund disbursements</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>18. Public Account disbursements</b>	<b>27,903</b>	<b>24,146</b>	<b>25,780</b>	<b>6,729</b>	<b>42,602</b>
<b>19. Total disbursement by the State (16+17+18)</b>	<b>98,635</b>	<b>98,000</b>	<b>1,03,645</b>	<b>98,367</b>	<b>1,50,586</b>
<b>Part C. Deficits</b>					
<b>20. Revenue Deficit (-)/Revenue Surplus (+) (1-10)</b>	<b>1,960</b>	<b>-3,114</b>	<b>6,944</b>	<b>13,564</b>	<b>11,252</b>
<b>21. Fiscal Deficit (-)/Fiscal Surplus (+) (4-13)</b>	<b>-8,035</b>	<b>-14,911</b>	<b>-2,604</b>	<b>-4,617</b>	<b>-6,332</b>
<b>22. Primary Deficit (-)/Surplus (+) (21-23)</b>	<b>-2,727</b>	<b>-9,120</b>	<b>3,682</b>	<b>1,622</b>	<b>507</b>

<b>Part D. Other data</b>					
23. Primary Revenue balance (non-debt receipt - Primary Revenue Expenditure)	7,317	2,725	14,522	19,848	25,368
24. Interest Payments (included in revenue expenditure)	5,308	5,790	6,286	6,238	6,839
25. Financial Assistance to local bodies etc.	19,191	20,078	19,630	22,194	30,038
26. Ways and Means Advances/ Overdraft availed (days)	16	0	16	0	0
Ways and Means Advances availed (days)	16	0	16	0	0
Overdraft availed (days)	0	0	0	0	0
27. Interest on Ways and Means Advances/ Overdraft	4	0	46	0	0
28 (a). Gross State Domestic Product at current price (GSDP) <sup>@</sup>	3,10,305	2,96,664	3,76,127	4,17,361	4,61,010
28 (b). Gross State Domestic Product at constant price (GSDP) <sup>@</sup>	2,31,755	2,19,483	2,45,856	2,65,121	2,85,070
29. Outstanding Fiscal liabilities (year end)	94,407	1,09,185	1,13,483	1,18,448	1,27,609
30. Outstanding guarantees (year-end) (including interest)	607	607	607	4,998	4,998
31. Maximum amount guaranteed (year end)	450	607	607	4,998	4,998
32. Number of incomplete projects (value ₹ 1 crore and above)	378	374	274	209	168
33. Capital blocked in incomplete Projects	3,828	4,669	4,040	3,292	3,137
<b>Part E. Fiscal Health Indicators</b>					
<b>I Resource Mobilisation</b>					
Own Tax revenue/GSDP at current price	5.40	5.69	5.66	6.02	6.07
Own Tax revenue/GSDP at constant price	7.24	7.69	8.66	9.47	9.82
Own Non-Tax Revenue/GSDP at current price	2.82	2.55	2.67	3.07	2.91
Own Non-Tax Revenue/GSDP at constant price	3.78	3.45	4.08	4.84	4.71
Central Transfers/GSDP at current price	6.64	6.64	7.37	7.52	8.10
Central Transfers/GSDP at constant price	5.31	5.46	4.34	4.11	3.21
<b>II Expenditure Management</b>					
Total Expenditure/GSDP at current price	21.43	23.97	19.57	20.34	22.02
Total Expenditure/GSDP at constant price	28.69	32.40	29.94	32.03	35.62
Total Expenditure/Revenue Receipts	113.84	126.64	105.59	105.81	115.48
Revenue Expenditure/Total Expenditure	84.90	83.34	85.28	78.53	75.52
Expenditure on Social Services (including L&A)/Total Expenditure	34.44	34.96	35.66	38.70	34.81
Expenditure on Economic Services (including L&A)/Total Expenditure	35.48	35.96	34.02	32.82	39.00
Capital Expenditure/Total Expenditure	14.86	11.91	12.74	16.51	20.26
Capital Expenditure on Social and Economic Services/Total Expenditure.	12.99	10.82	11.74	15.48	19.30
<b>III Management of Fiscal Imbalances</b>					
Revenue deficit (surplus)/GSDP at current price	0.63	-1.05	1.85	3.25	2.44
Revenue deficit (surplus)/GSDP at constant price	0.85	-1.42	2.82	5.12	3.95
Fiscal deficit/GSDP at current price	-2.59	-5.03	-0.69	-1.11	-1.37
Fiscal deficit/GSDP at constant price	-3.47	-6.79	-1.06	-1.74	-2.22
Primary Deficit (surplus) /GSDP at current price	-0.88	-3.07	0.98	0.39	0.11
Primary Deficit (surplus) /GSDP at constant price	-1.18	-4.16	1.50	0.61	0.18
Revenue Deficit/Fiscal Deficit	-24	21	-267	-294	-178
Primary Revenue Balance/GSDP at current price	2.36	0.92	3.86	4.76	5.50
Primary Revenue Balance/GSDP at constant price	3.16	1.24	5.91	7.49	8.90
<b>IV Management of Fiscal Liabilities</b>					
Fiscal Liabilities/GSDP at current price	30.42	36.80	30.17	28.38	27.68
Fiscal Liabilities/GSDP at constant price	40.74	49.75	46.16	44.68	44.76
Fiscal Liabilities/RR	161.61	194.45	162.76	147.61	145.13
Debt Stabilisation (Primary balance + Quantum Spread)	-7,292.46	-18,931.44	20,886.44	5,312.47	3,604.93
<b>V Other Fiscal Health Indicators</b>					
Return on Investment	0.00	15.00	0.00	0.00	0.00
Financial Assets/Liabilities	117.66	112.40	117.97	128.38	134.73
Loans and Advances on General Services	0.00	0.00	0.00	0.00	0.00
Loans and Advances to Government Servants	52.51	4.46	31.68	40.55	32.56
Loans and Advances on Social Services	24.00	22.91	16.27	2.14	27.12
Loans and Advances on Economic Services	89.00	3,352.40	1,415.03	4,168.45	4,231.17
Assets	1,11,869	1,23,935	1,35,335	1,54,624	1,76,243
Liabilities	95,080	1,10,260	1,14,717	1,20,441	1,30,808

**Note:** Deficit shown as (-) and surplus shown as (+) during comparison with other factors



**Appendix 2.3**  
**Summarised financial position of Government of Jharkhand as on 31.03.2024**  
**(Reference: Paragraph 2.5.4)**

(₹ in crore)

As on 31.03.2023	Liabilities		As on 31.03.2024
<b>73,580.43</b>	<b>Internal Debt -</b>		<b>70,658.82</b>
55,812.65	Market Loans bearing interest	53,862.67	
0.04	Market Loans not bearing interest	0.02	
5.59	Loans from Life Insurance Corporation of India	5.59	
4,447.39	Compensation and other bonds	3,892.05	
8,066.85	Loans from other Institutions	8,420.06	
0.00	Ways and Means Advances	0.00	
5,247.91	Special securities issued to NSS Fund of Central Government	4,478.43	
0.00	Overdrafts from Reserve Bank of India	0.00	
<b>11,363.95</b>	<b>Loans and Advances from Central Government -</b>		<b>16,148.68</b>
0.00	Pre 1984-85 Loans	0.00	
8.80	Non-Plan Loans	7.09	
1,316.17	Loans for State Plan Schemes	1,178.95	
10,038.98	Other Loans for State	14,962.64	
<b>500.00</b>	<b>Contingency Fund</b>		<b>500.00</b>
<b>1,016.98</b>	<b>Small Savings, Provident Funds etc.</b>		<b>1,557.43</b>
<b>26,955.09</b>	<b>Deposits</b>		<b>30,847.92</b>
<b>6,535.66</b>	<b>Reserve Funds</b>		<b>10,666.62</b>
<b>76.55</b>	<b>Remittance Balances</b>		<b>48.08</b>
<b>412.70</b>	<b>Suspense and Miscellaneous Balances</b>		<b>380.83</b>
<b>34,182.37</b>	<b>Cumulative excess of receipts over expenditure</b>		<b>45,434.45</b>
<b>1,54,623.73</b>	<b>Total</b>		<b>1,76,242.83</b>
	<b>Assets</b>		
<b>1,19,410.18</b>	<b>Gross Capital Outlay on Fixed Assets -</b>		<b>1,39,979.87</b>
2,363.84	Investments in shares of Companies, Corporations etc.	4,023.12	
1,17,046.34	Other Capital Outlay	1,35,956.75	
<b>0.00</b>	<b>Inter State Settlement</b>		<b>0.00</b>
<b>28,513.21</b>	<b>Loans and Advances -</b>		<b>25,527.35</b>
27,518.55	Loans for Power Projects	24,515.50	
1,030.49	Other Development Loans	1,059.99	
-35.83	Loans to Government servants and Miscellaneous loans	-48.14	
<b>17.66</b>	<b>Advances</b>		<b>0.00</b>
<b>0.00</b>	<b>Suspense and Miscellaneous Balances</b>		<b>0.00</b>
<b>6,682.68</b>	<b>Cash -</b>		<b>10,735.61</b>
0.00	Cash in Treasuries and Local Remittances	0.00	
91.07	Deposits with Reserve Bank	-86.66	
1,403.87	Reserve Fund Investments	2,670.95	
38.33	Departmental Cash Balance including Permanent Advances	37.06	
5,149.41	Cash Balance Investments	8,114.26	
<b>0.00</b>	<b>Remittance Balances</b>		<b>0.00</b>
<b>0.00</b>	<b>Deficit on Government Account -</b>		<b>0.00</b>
	(i) Revenue Deficit/surplus of the current year		
	(ii) Miscellaneous Deficit		
	Accumulated deficit/surplus at the beginning of the year		
<b>1,54,623.73</b>	<b>Total</b>		<b>1,76,242.83</b>



**Appendix 3.1**

**Details of cases where supplementary provision (₹ 0.50 crore or more in each case) proved unnecessary  
(Reference: Paragraph 3.2.3)**

(₹ in crore)

Sl. No.	Name of the Grant	Original	Supplementary	Expenditure	Savings out of Provisions
<b>Revenue (Voted)</b>					
1	1-Agriculture, Animal Husbandry and Co-operative Department (Agriculture Division)	2,290.14	26.48	1,213.58	1,103.04
2	2-Agriculture, Animal Husbandry and Co-operative Department (Animal Husbandry Division)	493.81	7.14	318.16	182.79
3	3-Building Construction Department	135.74	3.17	97.36	41.55
4	8-Cabinet Secretariat and Vigilance Department (Civil Aviation Division)	74.30	0.58	41.49	33.39
5	9-Agriculture, Animal Husbandry and Co-operative Department (Co-operative Division)	292.44	11.96	174.93	129.47
6	11-Excise and Prohibition Department	38.83	1.15	33.49	6.49
7	12-Finance Department	56.72	13.82	43.63	26.91
8	16-Finance Audit	2.67	0.50	2.15	1.02
9	17-Commercial Tax Department	111.18	3.32	91.59	22.91
10	18-Food, Public Distribution and Consumer Affairs Department	2,690.15	527.27	1,775.24	1,442.18
11	19-Forest, Environment and Climate Change Department	1,147.70	637.49	1,127.83	657.36
12	20-Health, Medical Education and Family Welfare Department	5,986.62	260.83	4,902.85	1,344.60
13	21-Higher and Technical Education Department (Higher Education Division)	1,876.65	88.93	1,474.21	491.37
14	22-Home, Jail and Disaster Management Department (Home Division)	6,819.84	581.85	6,534.50	867.19
15	23-Industries Department	461.39	23.36	321.23	163.52
16	26-Labour, Employment, Training and Skill Development Department	896.53	10.98	842.59	64.92
17	27-Law Department	790.65	266.35	573.47	483.53
18	30-Scheduled Tribe, Scheduled Caste, Minority and Backward Class Welfare Department (Minorities Welfare Division)	4.01	1.01	2.23	2.79
19	32-Legislative Assembly	143.42	2.63	127.70	18.35
20	35-Planning and Development Department	341.49	11.16	329.38	23.27
21	36-Drinking Water and Sanitation Department	323.24	530.76	277.37	576.63
22	38-Revenue, Registration and Land Reforms Department (Registration Division)	28.35	5.00	23.05	10.30
23	39-Home, Jail and Disaster Management Department (Disaster Management Division)	1,601.34	1,164.56	1,057.11	1,708.79
24	40-Revenue, Registration and Land Reforms Department (Revenue and Land Reforms Division)	678.41	55.77	632.69	101.49
25	41-Road Construction Department	556.79	24.48	480.73	100.54
26	42-Rural Development Department	7,441.08	1,795.10	4,627.88	4,608.30
27	43-Higher and Technical Education Department (Technical Education Division)	266.29	62.65	257.11	71.83
28	45-Information Technology and E-Governance Department	302.10	6.40	115.71	192.79
29	46-Tourism, Art Culture, Sports and Youth Affairs Department (Tourism Division)	112.20	0.66	87.12	25.74
30	47-Transport Department	180.32	30.05	118.46	91.91
31	48-Urban Development and Housing Department (Urban Development Division)	2,452.61	1,598.09	1,256.23	2,794.47
32	49-Water Resources Department	384.29	2.27	332.70	53.86
33	51-Scheduled Tribe, Scheduled Caste, Minority and Backward Class Welfare Department (Scheduled Tribe, Scheduled Caste and Backward Class Welfare Division)	2,231.49	838.40	2,039.14	1,030.75

# State Finances Audit Report for the year ended 31 March 2024

Sl. No.	Name of the Grant	Original	Supplementary	Expenditure	Savings out of Provisions
34	53-Agriculture, Animal Husbandry and Co-operative Department (Fishery Division)	168.93	8.00	136.35	40.58
35	54-Agriculture, Animal Husbandry and Co-operative Department (Dairy Division)	410.74	187.81	292.50	306.05
36	55-Rural Works Department	1,421.67	360.98	453.22	1,329.43
37	56-Panchayati Raj Department	1,961.97	701.03	1,748.18	914.82
38	58-School Education and Literacy Department (Secondary Education Division)	2,872.19	16.52	2,567.10	321.61
39	59-School Education and Literacy Department (Primary and Adult Education Division)	8,818.95	177.74	7,382.24	1,614.45
40	60-Women, Child Development and Social Security Department	7,041.64	805.95	6,209.87	1,637.72
<b>Total</b>		<b>63,908.88</b>	<b>10,852.20</b>	<b>50,122.37</b>	<b>24,638.71</b>
<b>Revenue (Charged)</b>					
41	5-Secretariat of the Governor	15.05	1.30	12.32	4.03
42	14- Repayment of Loans	567.00	300.00	567.00	300.00
43	28- High Court of Jharkhand	148.22	10.90	149.78	9.34
<b>Total</b>		<b>730.27</b>	<b>312.20</b>	<b>729.10</b>	<b>313.37</b>
<b>Capital (Voted)</b>					
44	1- Agriculture, Animal Husbandry and Co-operative Department (Agriculture Division)	514.00	8.32	472.02	50.30
45	2- Agriculture, Animal Husbandry and Co-operative Department (Animal Husbandry Division)	20.00	9.25	9.24	20.01
46	3-Building Construction Department	567.00	50.00	485.11	131.89
47	9- Agriculture, Animal Husbandry and Co-operative Department (Co-operative Division)	401.00	41.70	379.45	63.25
48	18- Food, Public Distribution and Consumer Affairs Department	60.00	0.83	0.24	60.59
49	20- Health, Medical Education and Family Welfare Department	1,054.28	528.93	650.78	932.43
50	22- Home, Jail and Disaster Management Department (Home Division)	737.07	323.28	603.08	457.27
51	36-Drinking Water and Sanitation Department	4,048.97	911.49	3,467.14	1,493.32
52	41- Road Construction Department	5,300.00	415.00	5,214.11	500.89
53	42- Rural Development Department	724.61	1.00	166.42	559.19
54	47- Transport Department	88.99	5.00	23.30	70.69
55	48-Urban Development and Housing Department (Urban Development Division)	852.98	6.65	611.61	248.02
56	50-Water Resources Department (Minor Irrigation Division)	248.45	32.00	22.60	257.85
57	52-Tourism, Art Culture, Sports and Youth Affairs Department (Art Culture, Sports and Youth Affairs Division)	60.10	1.25	58.49	2.86
<b>Total</b>		<b>14,677.45</b>	<b>2,334.70</b>	<b>12,163.59</b>	<b>4,848.56</b>
<b>Grand Total</b>		<b>79,316.60</b>	<b>13,499.10</b>	<b>63,015.06</b>	<b>29,800.64</b>

**Appendix 3.2**  
**Unnecessary or excessive re-appropriation**  
**(Reference: Paragraph 3.2.4)**

(₹ in crore)

Sl. No.	Grant No.	Head of accounts	Provisions			Surrender	Total	Actual expenditure	Savings
			Original	Supplementary	Re-appropriation				
1	12	2070-00-800-08-Miscellaneous and Contingent Expenditure	0.00	8.85	(+)1.15	Nil	10.00	3.05	6.95
2	39	2245-02-101-05-Repayment of Compensation to injured person	0.05	0.00	(+)0.14	Nil	0.19	0.00	0.19
3		2245-80-102-11-Grant-in-Aid to the lightning affected people	15.00	0.00	(+)3.18	Nil	18.18	9.55	8.63
4	40	2029-00-104-18-Refund of the Deposit in Treasury	3.00	2.01	(+)0.41	Nil	5.42	4.83	0.59
5	41	3054-80-001-02-Execution	105.89	0.17	(+)0.40	Nil	106.46	82.63	23.83
6		3054-80-001-08-National Highway Project Wing- Work Execution	23.53	0.04	(+)0.07	Nil	23.64	18.27	5.37
7	56	3451-00-090-17-Panchayati Raj N.R.E.P.	2.14	0.13	(+)0.01	Nil	2.28	2.11	0.17
<b>Total</b>			<b>149.61</b>	<b>11.20</b>	<b>(+)5.36</b>	<b>Nil</b>	<b>166.17</b>	<b>120.44</b>	<b>45.73</b>

**Appendix 3.3**  
**Large savings (savings above ₹ 100 crore) during 2023-24**  
**(Reference: Paragraph 3.2.5.1)**

(₹ in crore)

Sl. No.	Number and name of the grant	Original	Supplementary	Total	Expenditure	Savings	Surrender
<b>Revenue (Voted)</b>							
1	1- Agriculture, Animal Husbandry and Co-operative Department (Agriculture Division)	2,290.14	26.48	2,316.62	1,213.58	1,103.04	728.20
2	2 - Agriculture, Animal Husbandry and Co-operative Department (Animal Husbandry Division)	493.81	7.14	500.95	318.16	182.79	113.73
3	9-Agriculture, Animal Husbandry and Co-operative Department (Co-operative Division)	292.44	11.96	304.40	174.93	129.47	119.56
4	18- Food, Public Distribution and Consumer Affairs Department	2,690.15	527.27	3,217.42	1,775.23	1,442.19	1,093.03
5	19- Forest, Environment and Climate Change Department	1,147.70	637.49	1,785.19	1,127.83	657.36	584.09
6	20- Health, Medical Education and Family Welfare Department	5,986.62	260.83	6,247.45	4,902.85	1,344.60	947.83
7	21-Higher and Technical Education Department (Higher Education Division)	1,876.65	88.93	1,965.58	1,474.21	491.37	419.30
8	22 - Home, Jail and Disaster Management Department (Home Division)	6,819.84	581.85	7,401.69	6,534.50	867.19	272.97
9	23- Industries Department	461.40	23.35	484.75	321.23	163.52	22.46
10	27-Law Department	790.66	266.35	1,057.01	573.47	483.54	0.00
11	36 - Drinking Water and Sanitation Department	323.24	530.76	854.00	277.37	576.63	572.73
12	39 - Home, Jail and Disaster Management Department (Disaster Management Division)	1,601.34	1,164.56	2,765.90	1,057.11	1,708.79	1.74
13	40- Revenue, Registration and Land Reforms Department (Revenue and Land Reforms Division)	678.41	55.77	734.18	632.69	101.49	5.50
14	41- Road Construction Department	556.79	24.48	581.27	480.73	100.54	0.00
15	42 - Rural Development Department	7,441.08	1,795.10	9,236.18	4,627.88	4,608.30	4,555.87
16	45-Information Technology and E-Governance Department	302.10	6.40	308.50	115.70	192.80	192.80
17	48-Urban Development and Housing Department (Urban Development Division)	2,452.61	1,598.09	4,050.70	1,256.23	2,794.47	2,729.69
18	51-Scheduled Tribe, Scheduled Caste, Minority and Backward Class Welfare Department (Scheduled Tribe, Scheduled Caste and Backward Class Welfare Division)	2,231.49	838.40	3,069.89	2,039.14	1,030.75	0.00
19	54- Agriculture, Animal Husbandry and Co-operative Department (Dairy Division)	410.74	187.81	598.55	292.50	306.05	306.39
20	55- Rural Works Department	1,421.67	360.98	1,782.65	453.22	1,329.43	1,313.57
21	56- Panchayati Raj Department	1,961.97	701.03	2,663.00	1,748.18	914.82	38.61
22	58-School Education and Literacy Department (Secondary Education Division)	2,872.19	16.53	2,888.72	2,567.10	321.62	0.00
23	59-School Education and Literacy Department (Primary and Adult Education Division)	8,818.95	177.74	8,996.69	7,382.24	1,614.45	0.00
24	60 - Women, Child Development and Social Security Department	7,041.64	805.95	7,847.59	6,209.87	1,637.72	1,239.07
<b>Total</b>		<b>60,963.63</b>	<b>10,695.25</b>	<b>71,658.88</b>	<b>47,555.95</b>	<b>24,102.93</b>	<b>15,257.14</b>

Sl. No.	Number and name of the grant	Original	Supplementary	Total	Expenditure	Savings	Surrender
<b>Revenue (Charged)</b>							
25	13-Interest Payment	6,787.09	954.81	7,741.90	6,838.95	902.95	0.00
26	14- Repayment of Loans	567.00	300.00	867.00	567.00	300.00	0.00
<b>Total</b>		<b>7,354.09</b>	<b>1,254.81</b>	<b>8,608.90</b>	<b>7,405.95</b>	<b>1,202.95</b>	<b>0.00</b>
<b>Capital (Voted)</b>							
27	3- Building Construction Department	567.00	50.00	617.00	485.11	131.89	0.00
28	8- Cabinet Secretariat and Vigilance Department (Civil Aviation Department)	170.02	0.00	170.02	29.46	140.56	140.56
29	10- Energy Department	4,141.02	1,801.31	5,942.33	5,833.53	108.80	108.80
30	20- Health, Medical Education and Family Welfare Department	1,054.28	528.93	1,583.21	650.78	932.43	926.06
31	22 - Home, Jail and Disaster Management Department (Home Division)	737.07	323.28	1,060.35	603.08	457.27	221.90
32	30- Scheduled Tribe, Scheduled Caste, Minority and Backward Class Welfare Department (Minorities Welfare Division)	316.87	151.00	467.87	331.71	136.16	0.00
33	36- Drinking Water and Sanitation Department	4,048.97	911.49	4,960.46	3,467.14	1,493.32	1,478.25
34	41- Road Construction Department	5,300.00	415.00	5,715.00	5,214.11	500.89	403.62
35	42 - Rural Development Department	724.61	1.00	725.61	166.42	559.19	558.61
36	48-Urban Development and Housing Department (Urban Development Division)	852.98	6.65	859.63	611.61	248.02	247.94
37	49- Water Resources Department	1,249.55	250.00	1,499.55	1,284.08	215.47	208.60
38	51-Scheduled Tribe, Scheduled Caste, Minority and Backward Class Welfare Department (Scheduled Tribe, Scheduled Caste and Backward Class Welfare Division)	459.27	234.76	694.03	546.02	148.01	0.00
39	55- Rural Works Department	2,871.90	1,146.50	4,018.40	3,348.73	669.67	619.68
40	58-School Education and Literacy Department (Secondary Education Division)	788.19	0.00	788.19	504.60	283.59	0.00
<b>Total</b>		<b>23,281.73</b>	<b>5,819.92</b>	<b>29,101.65</b>	<b>23,076.38</b>	<b>6,025.27</b>	<b>4,914.02</b>
<b>Capital (Charged)</b>							
41	14- Repayment of Loans	6,325.43	305.47	6,630.90	6,384.01	246.90	179.46
<b>Total</b>		<b>6,325.43</b>	<b>305.47</b>	<b>6,630.90</b>	<b>6,384.01</b>	<b>246.90</b>	<b>179.46</b>
<b>Grand Total</b>		<b>97,924.88</b>	<b>18,075.45</b>	<b>1,16,000.33</b>	<b>84,422.29</b>	<b>31,578.05</b>	<b>20,350.62</b>

**Appendix 3.4**  
**List of grants having large savings (above ₹ 500 crore) during 2023-24**  
**(Reference: Paragraph 3.2.5.1)**

(₹ in crore)

Sl. No.	Number and name of the grant	Original	Supplementary	Total	Actual Expenditure	Savings	Surrender
<b>Revenue (Voted)</b>							
1	1- Agriculture, Animal Husbandry and Co-operative Department (Agriculture Division)	2,290.14	26.48	2,316.62	1,213.58	1,103.04	728.20
2	18- Food, Public Distribution and Consumer Affairs Department	2,690.15	527.27	3,217.42	1,775.23	1,442.19	1,093.03
3	19- Forest, Environment and Climate Change Department	1,147.70	637.49	1,785.19	1,127.83	657.36	584.09
4	20- Health, Medical Education and Family Welfare Department	5,986.62	260.83	6,247.45	4,902.85	1,344.60	947.83
5	22 - Home, Jail and Disaster Management Department (Home Division)	6,819.84	581.85	7,401.69	6,534.50	867.19	272.97
6	36 - Drinking Water and Sanitation Department	323.24	530.76	854.00	277.37	576.63	572.73
7	39 - Home, Jail and Disaster Management Department (Disaster Management Division)	1,601.34	1,164.56	2,765.90	1,057.11	1,709.79	1.74
8	42 - Rural Development Department	7,441.08	1,795.10	9,236.18	4,627.88	4,608.30	4,555.87
9	48-Urban Development and Housing Department (Urban Development Division)	2,452.61	1,598.09	4,050.70	1,256.23	2,794.47	2,729.69
10	51-Scheduled Tribe, Scheduled Caste, Minority and Backward Class Welfare Department (Scheduled Tribe, Scheduled Caste and Backward Class Welfare Division)	2,231.49	838.40	3,069.89	2,039.14	1,030.75	0.00
11	55- Rural Works Department	1,421.67	360.98	1,782.65	453.22	1,329.43	1,313.57
12	56- Panchayati Raj Department	1,961.97	701.03	2,663.00	1,748.18	914.82	38.61
13	59-School Education and Literacy Department (Primary and Adult Education Division)	8,818.95	177.74	8,996.69	7,382.24	1,614.45	0.00
14	60 - Women, Child Development and Social Security Department	7,041.64	805.95	7,847.59	6,209.87	1,637.72	1,239.07
<b>Total</b>		<b>52,228.44</b>	<b>10,006.53</b>	<b>62,234.97</b>	<b>40,605.23</b>	<b>21,630.74</b>	<b>14,077.40</b>
<b>Revenue (Charged)</b>							
15	13-Interest Payment	6,787.09	954.81	7,741.90	6,838.95	902.95	0.00
<b>Total</b>		<b>6,787.09</b>	<b>954.81</b>	<b>7,741.90</b>	<b>6,838.95</b>	<b>902.95</b>	<b>0.00</b>
<b>Capital (Voted)</b>							
16	20- Health, Medical Education and Family Welfare Department	1,054.28	528.93	1583.21	650.78	932.43	926.06
17	36 -Drinking Water and Sanitation Department	4,048.97	911.49	4,960.46	3,467.14	1,493.32	1,478.25
18	41- Road Construction Department	5,300.00	415.00	5,715.00	5,214.11	500.89	403.62
19	42 - Rural Development Department	724.61	1.00	725.61	166.42	559.19	558.61
20	55- Rural Works Department	2,871.90	1,146.50	4,018.40	3,348.73	669.67	619.68
<b>Total</b>		<b>13,999.76</b>	<b>3,002.92</b>	<b>17,002.68</b>	<b>12,847.18</b>	<b>4,155.50</b>	<b>3,986.22</b>
<b>Grand Total</b>		<b>73,015.29</b>	<b>13,964.26</b>	<b>86,979.55</b>	<b>60,291.36</b>	<b>26,689.19</b>	<b>18,063.62</b>

**Appendix 3.5**  
**Surrender of funds in excess of ₹ 10 crore at the end of March 2024**  
**(Reference: Paragraph 3.2.6)**

(₹ in crore)

Sl. No.	Grant Number	Original	Supplementary	Total provisions	Actual Expenditure	Savings	Amount Surrendered
<b>Revenue</b>							
1	1	2,290.14	26.48	2,316.62	1,213.58	1,103.04	728.20
2	2	493.81	7.14	500.95	318.16	182.79	113.73
3	8	74.30	0.58	74.88	41.49	33.39	30.89
4	9	292.44	11.96	304.40	174.93	129.47	119.56
5	10	3,628.08	6,065.07	9,693.15	9,641.70	51.45	45.23
6	18	2,690.15	527.27	3,217.42	1,775.24	1,442.18	1,093.03
7	19	1,147.71	637.49	1,785.20	1,127.83	657.37	584.09
8	20	5,986.62	260.83	6,247.45	4,902.85	1,344.60	947.83
9	21	1,876.65	88.93	1,965.58	1,474.21	491.37	419.30
10	22	6,819.84	581.85	7,401.69	6,534.50	867.19	272.97
11	23	461.40	23.36	484.76	321.23	163.53	22.46
12	26	896.53	10.98	907.51	842.59	64.92	41.22
13	29	69.36	0.27	69.63	37.97	31.66	11.07
14	32	143.42	2.63	146.05	127.70	18.35	18.34
15	34	37.67	0.00	37.67	17.76	19.91	19.91
16	36	323.24	530.76	854.00	277.37	576.63	572.73
17	42	7,441.08	1,795.10	9,236.18	4,627.88	4,608.30	4,555.87
18	43	266.29	62.65	328.94	257.11	71.83	40.20
19	45	302.10	6.40	308.50	115.70	192.80	192.80
20	46	112.20	0.66	112.86	87.12	25.74	10.28
21	47	180.32	30.05	210.37	118.46	91.91	30.00
22	48	2,452.61	1,598.09	4,050.70	1,256.23	2,794.47	2,729.69
23	49	384.29	2.27	386.56	332.70	53.86	18.51
24	52	134.91	50.89	185.80	145.08	40.72	22.79
25	53	168.93	8.00	176.93	136.35	40.58	22.41
26	54	410.74	187.81	598.55	292.50	306.05	306.39
27	55	1,421.67	360.98	1,782.65	453.22	1,329.43	1,313.57
28	56	1,961.97	701.03	2,663.00	1,748.18	914.82	38.61
29	60	7,041.64	805.95	7,847.59	6,209.87	1,637.72	1,239.07
<b>Total</b>		<b>49,510.11</b>	<b>14,385.48</b>	<b>63,895.59</b>	<b>44,609.51</b>	<b>19,286.08</b>	<b>15,560.75</b>
<b>Capital</b>							
30	8	170.02	0.00	170.02	29.46	140.56	140.56
31	9	401.00	41.70	442.70	379.45	63.25	63.16
32	10	4,141.02	1,801.31	5,942.33	5,833.53	108.80	108.80
33	14	6,325.43	305.47	6,630.90	6,384.01	246.89	179.46
34	18	60.00	0.83	60.83	0.24	60.59	39.76
35	20	1,054.28	528.94	1,583.22	650.79	932.43	926.06
36	22	737.07	323.28	1,060.35	603.08	457.27	221.90
37	26	89.32	0.00	89.32	9.05	80.27	80.19
38	36	4,048.97	911.49	4,960.46	3,467.14	1,493.32	1,478.25
39	40	32.00	0.00	32.00	14.50	17.50	17.50
40	41	5,300.00	415.00	5,715.00	5,214.11	500.89	403.62
41	42	724.61	1.00	725.61	166.42	559.19	558.61
42	43	211.60	0.00	211.60	135.14	76.46	76.46
43	47	88.99	5.00	93.99	23.30	70.69	50.00
44	48	852.98	6.65	859.63	611.61	248.02	247.94
45	49	1,249.55	250.00	1,499.55	1,284.08	215.47	208.60
46	50	248.45	32.00	280.45	222.60	57.85	47.04
47	53	33.87	0.00	33.87	14.98	18.89	12.12
48	55	2,871.90	1,146.50	4,018.40	3,348.73	669.67	619.68
49	60	130.03	32.98	163.01	131.43	31.58	27.13
<b>Total</b>		<b>28,771.09</b>	<b>5,802.15</b>	<b>34,573.24</b>	<b>28,523.65</b>	<b>6,049.59</b>	<b>5,506.84</b>
<b>Grand Total</b>		<b>78,281.20</b>	<b>20,187.63</b>	<b>98,468.83</b>	<b>73,133.16</b>	<b>25,335.67</b>	<b>21,067.59</b>

**Appendix 3.6**  
**Excess over provisions of previous years requiring regularisation**  
**(Reference: Paragraph 3.2.7.2)**

Year	Number of Grant/ Appropriation	Grant/ Appropriation /Department name	Amount of excess (₹ in crore)
2001-02	25	Institutional Finance and Programme Implementation Department	*
2001-02	32	Legislature	0.04
2002-03	32	Legislature	0.08
2003-04	46	Tourism Department	0.29
2004-05	40	Revenue and Land Reforms Department	@
2006-07	38	Registration Department	\$
2010-11	32	Legislature	0.10
2011-12	14	Repayment of Loans	219.56
2011-12	15	Pension	200.60
2011-12	25	Institutional Finance and Programme Implementation Department	^
2012-13	7	Vigilance	0.07
2012-13	14	Repayment of Loans	556.01
2012-13	15	Pension	703.44
2012-13	42	Rural Development Department	3.66
2013-14	13	Interest Payment	139.42
2013-14	14	Repayment of Loans	181.58
2013-14	15	Pension	373.05
2014-15	13	Interest Payment	191.68
2014-15	42	Rural Development Department	169.53
2016-17	14	Repayment of Loans	10.42
2016-17	32	Legislative Assembly	0.33
2017-18	13	Interest Payment	193.69
2017-18	15	Pension	71.81
2019-20	13	Interest Payment	120.64
2019-20	15	Pension	192.68
2020-21	13	Interest Payment	144.95
2021-22	13	Interest Payment	98.89
2021-22	15	Pension	189.97
2022-23	14	Repayment of Loans	15.92
<b>Total</b>			<b>3,778.41</b>

Source: Appropriation Accounts of respective years

\*excess amount was ₹ 8,807 only

@ excess amount was ₹ 1,072 only

\$ excess amount was ₹ 81,665 only

^ excess amount was ₹ 11,160 only



**Appendix 3.7**  
**Details of the schemes for which provision (₹ one crore and above)**  
**was made but no expenditure was incurred**  
**(Reference: Paragraph 3.3.3)**

(₹ in crore)

Sl. No.	Number and name of the grant	Heads of account	Approved outlay	Revised outlay
1	1-Agriculture, Animal Husbandry and Co-operative Department (Agriculture Division)	2401-00-102-AO(CS)	1.80	
2		2401-00-102-AO(SS)	1.20	
3		2401-00-102-BI(SS)	90.00	
4		2401-00-102-BW(SS)	1.20	
5		2401-00-102-BX(SS)	3.00	
6		2401-00-102-C7(SS)	15.00	
7		2401-00-102-C8(SS)	9.69	
8		2401-00-109-28(CS)	18.00	
9		2401-00-109-28(SS)	12.00	
10		2401-00-113-AT(CS)	13.40	
11		2401-00-113-AT(SS)	8.93	
12		2401-00-131-C6(SS)	1.50	
13		2401-00-195-B3(SS)	7.50	
14		2401-00-789-28(CS)	6.00	
15		2401-00-789-28(SS)	4.00	
16		2401-00-789-AT(CS)	4.47	
17		2401-00-789-AT(SS)	2.98	
18		2401-00-789-B3(SS)	2.50	
19		2401-00-789-C8(SS)	3.23	
20		2401-00-789-BX(SS)	1.00	
21		2401-00-789-C7 (SS)	5.00	
22		2401-00-796-28(CS)	36.00	
23		2401-00-796-28(SS)	24.00	
24		2401-00-796-AO(CS)	3.60	
25		2401-00-796-AO(SS)	2.40	
26		2401-00-796-AT(CS)	26.80	
27		2401-00-796-AT(SS)	17.87	
28		2401-00-796-BI(SS)	180.00	
29		2401-00-796-BW(SS)	2.40	
30		2401-00-796-BX(SS)	6.00	
31		2401-00-796-C6(SS)	3.00	
32		2401-00-796-C7(SS)	30.00	
33		2401-00-796-C8(SS)	19.38	
34		4401-00-789-12(SS)	1.40	
35	2-Agriculture, Animal Husbandry and Co-operative Department (Animal Husbandry Division)	2403-00-101-27(CS)	13.80	
36		2403-00-101-27(SS)	9.20	
37		2403-00-101-A5(SS)	1.50	
38		2403-00-101-AG(CS)	3.30	
39		2403-00-101-AG(SS)	2.20	
40		2403-00-102-33(SS)	1.00	
41		2403-00-103-97(SS)	2.40	
42		2403-00-789-27(CS)	8.40	
43		2403-00-789-27(SS)	5.60	
44		2403-00-789-97(CS)	2.40	
45		2403-00-789-97(SS)	1.60	
46		2403-00-789-AG(CS)	1.80	
47		2403-00-789-AG(SS)	1.20	
48		2403-00-796-27(CS)	5.40	
49		2403-00-796-27(SS)	3.60	
50		2403-00-796-A5(SS)	1.50	
51		2403-00-796-AA(SS)	6.00	
52		4403-00-109-23 (SS)	1.00	
53		4403-00-796-28(SS)	1.00	
54	3-Building Construction Department	4059-01-796-39(CS)	50.00	
55		4059-01-796-39(SS)	33.00	
56	8-Cabinet Secretariat and Vigilance Department (Civil Aviation Division)	3053-80-796-07(SS)	5.00	
57		5053-02-102-11(SS)	1.00	

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Sl. No.	Number and name of the grant	Heads of account	Approved outlay	Revised outlay
58		5053-02-796-01(SS)	25.00	
59		5053-02-796-10(SS)	80.00	
60		2425-00-107-27(SS)	15.00	
61		2425-00-108-60(SS)	1.50	3.15
62		2425-00-108-75(CS)	4.50	
63		2425-00-108-75(SS)	3.00	
64		2425-00-789-27(SS)	10.00	
65	9-Agriculture, Animal Husbandry and Co-Operative Department (Co-Operative Division)	2425-00-789-60(SS)	1.00	2.10
66		2425-00-789-75(CS)	3.00	
67		2425-00-789-75(SS)	2.00	
68		2425-00-796-10(SS)	0.00	1.50
69		2425-00-796-27(SS)	25.00	
70		2425-00-796-60(SS)	2.50	5.25
71		2425-00-796-75(CS)	7.50	
72		2425-00-796-75(SS)	5.00	
73	10-Energy Department	2801-06-052-11(SS)	0.56	14.47
74		2801-06-789-11(SS)	0.11	2.80
75		2801-06-796-11(SS)	0.23	6.07
76		2801-80-101-02(Estt. Exp.)	5.73	
77		6801-00-190-49(SS)	25.00	
78	11-Excise and Prohibition Department	4047-00-039-01(SS)	2.00	
79		2075-00-791-02(Estt. Exp.)	5.50	
80		4070-00-003-86(SS)	3.20	
81	12-Finance Department	7610-00-201-02(Estt. Exp.)	5.00	
82		7610-00-202-02(Estt. Exp.)	1.00	
83		7610-00-202-04(Estt. Exp.)	6.00	
84	13-Interest Payment	2049-01-115-01(Estt. Exp.)	5.00	
85		2049-60-701-01(Estt. Exp.)	1.00	
86	14-Repayment of Loans	6003-00-101-92(Estt. Exp.)	300.00	
87		6003-00-101-95(Estt. Exp.)	500.00	
88		6003-00-101-96(Estt. Exp.)	450.00	
89		6003-00-101-97(Estt. Exp.)	700.00	
90		6003-00-101-98(Estt. Exp.)	500.00	
91	18-Food, Public Distribution and Consumer Affairs Department	3456-00-102-73(SS)	1.23	
92		3456-00-102-80(SS)	70.00	
93		3456-00-789-76(SS)	1.00	
94		3456-00-789-80(SS)	26.00	
95		3456-00-796-43(SS)	1.00	
96		3456-00-796-80(SS)	104.00	
97		4408-02-101-01(SS)	21.00	
98		4408-02-789-01(SS)	9.00	
99	19-Forest, Environment and Climate Change Department	2406-01-101-72(SS)	4.00	
100		2406-02-110-03(CS)	2.40	
101		2406-02-110-03(SS)	1.60	
102		2406-02-110-08(CS)	2.40	
103		2406-02-110-08(SS)	1.60	
104		2406-02-110-21(CS)	2.00	
105		2406-02-110-21(SS)	2.00	
106	20- Health, Medical, Education and Family Welfare Department	2210-01-001-92(SS)	7.40	
107		2210-01-001-93(SS)	11.10	
108		2210-01-001-97(SS)	18.50	
109		2210-01-001-99(SS)	11.10	
110		2210-01-001-A5(SS)	11.10	
111		2210-01-001-A6(SS)	7.40	
112		2210-01-796-64(SS)	3.90	
113		2210-01-796-92(SS)	2.60	
114		2210-01-796-93(SS)	3.90	
115		2210-01-796-95(SS)	7.80	
116		2210-01-796-96(SS)	9.10	
117		2210-01-796-97(SS)	6.50	
118		2210-01-796-99 (SS)	3.90	
119		2210-01-796-A5 (SS)	3.90	
120		2210-01-796-A6 (SS)	2.60	

Sl. No.	Number and name of the grant	Heads of account	Approved outlay	Revised outlay
121		2210-05-105-40(CS)	0.00	6.00
122		2010-05-105-40(SS)	0.00	4.00
123		2210-05-796-40(CS)	0.00	6.00
124		2210-05-796-40(SS)	0.00	2.67
125		4210-01-109-51(SS)	13.32	
126		4210-01-110-31(SS)	10.00	
127		4210-01-110-49(CS)	25.92	
128		4210-01-110-49(SS)	17.05	
129		4210-01-200-47-(SS)	7.40	
130		4210-01-789-49(CS)	5.02	
131		4210-01-789-49(SS)	3.30	
132		4210-01-796-49(CS)	10.87	
133		4210-01-796-49(SS)	7.15	
134	21-Higher and Technical Education Department (Higher Education Division)	2202-03-101-BM(SS)	15.00	
135		2202-03-102-BR(SS)	2.50	
136		2202-03-796-79(CS)	3.75	4.35
137		2202-03-796-BQ(SS)	9.99	
138		2202-03-796-BR(SS)	2.50	
139	22-Home, Jail and Disaster Management Department (Home Division)	2070-00-107-18(Estt. Exp.)		1.18
140		4055-00-207-45(SS)	7.91	
141		4055-00-207-80(CSS)	2.69	
142		4055-00-207-81(CSS)	2.00	
143		4055-00-796-82(CSS)	3.33	
144		4055-00-796-83(SS)	22.00	
145		4070-00-796-63(CS)	1.84	
146		4070-00-796-77(SS)	15.00	
147		4070-00-796-83(SS)	2.36	
148		4070-00-800-65(SS)	2.44	
149	23- Industries Department	2852-80-102-10(SS)	10.00	30.00
150		2852-80-102-93(SS)	2.00	
151		2852-80-102-95(SS)	3.00	
152		2852-80-796-10(SS)	25.00	
153		2852-80-796-93(SS)	8.00	
154		2852-80-796-95(SS)	3.00	
155		4885-60-190-01(SS)	13.00	
156	24- Information and Public Relation Department	2220-01-796-03(SS)	1.00	
157	26- Labour, Employment, Training and Skill Development Department	2230-02-101-36(CS)	2.10	
158		2230-02-796-36(CS)	2.06	
159		2230-03-796-26(SS)	1.10	
160		4059-01-796-55(SS)	10.25	
161		4250-00-203-04(CS)	7.24	
162		4250-00-203-04(SS)	2.41	
163		4250-00-789-01(SS)	15.00	
164		4250-00-796-04(CS)	9.53	
165		4250-00-796-04(SS)	3.18	
166	27-Law Department	2014-00-103-01(CS)	0.00	12.78
167		2014-00-103-01(SS)	0.00	8.52
168	30- Scheduled Tribe, Scheduled Caste, Minority and Backward Class Welfare Department (Minorities Welfare Division)	2225-04-277-02(SS)	1.00	
169		2225-04-796-02(SS)	1.00	
170		4225-04-277-01 (SS)	1.00	
171		4225-04-796-01(SS)	1.00	
172		4225-80-277-12(CS)	10.00	
173		4225-80-277-12(SS)	6.00	
174		4225-80-277-23(SS)	24.00	
175		4225-80-796-12(CS)	20.00	
176		4225-80-796-12(SS)	14.00	
177		4225-80-796-21(CS)	1.00	
178		4225-80-796-23(SS)	48.00	
179	35- Planning and Development Department	3454-02-796-16(SS)	1.00	
180	36- Drinking Water and Sanitation Department	4215-01-102-10(CS)	481.33	
181		4215-01-789-10(CS)	164.84	
182		4215-01-796-10(CS)	302.83	

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Sl. No.	Number and name of the grant	Heads of account	Approved outlay	Revised outlay
183	38- Revenue, Registration and Land Reforms Department (Registration Division)	2030-02-101-02(SS)	1.00	
184	39-Home, Jail and Disaster Management Department (Disaster Management Division)	2235-01-001-02(SS)	8.40	8.41
185		2245-01-101-02(SS)	3.00	
186		2245-01-101-06(SS)	5.00	
187		2245-01-101-07(SS)	100.00	
188		2245-01-102-02(SS)	10.00	
189		2245-01-102-04(SS)	1.00	
190		2245-01-104-01(SS)	1.00	
191		2245-02-101-02(SS)	20.00	
192		2245-02-102-02(SS)	1.00	
193		2245-02-104-01(SS)	1.00	
194		2245-02-106-01(SS)	2.00	
195		2245-02-107-01(SS)	1.00	
196		2245-02-109-02(SS)	1.00	
197		2245-02-112-01(SS)	1.00	
198		2245-08-796-01(CS)	0.00	113.60
199		2245-08-796-01(SS)	0.00	37.80
200		2245-80-001-22(CS)	1.60	
201		2245-80-102-02(SS)	20.00	
202	40- Revenue, Registration and Land Reforms Department (Revenue and Land Reforms Division)	2029-00-104-03-(SS)	1.25	
203		3454-01-001-01(CS)	1.00	
204		3454-01-101-05(CS)	1.00	
205	41- Road Construction Department	2075-00-791-01(Estt. Exp.)	5.00	
206		5054-03-052-06(SS)	1.75	
207		5054-03-337-08(SS)	50.00	
208		5054-03-796-06(SS)	1.87	
209		5054-03-796-08(SS)	50.00	
210	42- Rural Development Department	2505-02-101-08(SS)	2.94	
211		2505-02-101-11(SS)	5.00	
212		2505-02-101-13(CS)	1.00	
213		2505-02-796-08(SS)	2.16	
214		2515-00-789-48(CS)	1.00	
215		2515-00-796-17(SS)	1.13	
216		4515-00-789-40(SS)	49.20	
217		4515-00-796-49(SS)	1.00	
218	43- Higher and Technical Education Department (Technical Education Division)	4202-02-105-76(CS)	51.60	
219	45-Information Technology and E-Governance Department	2203-00-001-89(SS)	3.00	
220		2203-00-001-AL(SS)	0.01	3.85
221		2203-00-796-85(SS)	2.00	
222		2203-00-796-89(SS)	3.00	
223		2203-00-796-92(SS)	15.80	
224		2203-00-796-AK(SS)	0.01	2.57
225		4202-02-105-70(SS)	1.00	
226		4202-02-105-79(SS)	1.00	
227	47- Transport Department	3055-00-101-05(SS)	6.00	
228		3055-00-796-02(SS)	5.00	
229		3055-00-796-05(SS)	9.00	
230		3075-60-101-07(SS)	2.00	
231		3075-60-101-08(SS)	10.00	
232		3075-60-796-07(SS)	3.00	
233		3075-60-796-08(SS)	15.00	
234		5055-00-190-12(SS)	0.40	2.00
235		5055-00-190-23(SS)	10.00	
236		5055-00-190-29(SS)	6.00	
237		5055-00-796-12(SS)	0.60	3.00
238		5055-00-796-19(SS)	10.00	
239		5055-00-796-23(SS)	15.00	
240		5055-00-796-25(SS)	1.00	
241		5055-00-796-29(SS)	9.00	

Sl. No.	Number and name of the grant	Heads of account	Approved outlay	Revised outlay
242	48-Urban Development and Housing Department (Urban Development Division)	2217-80-191-73(CS)	20.00	
243		2217-80-191-76(SS)	120.00	
244		2217-80-191-A5(CS)	10.00	
245		2217-80-191-A5(SS)	5.00	
246		2217-80-191-A7(CS)	0.00	4.80
247		2217-80-191-A7(SS)	0.00	3.20
248		2217-80-191-A8(CS)	0.00	8.40
249		2217-80-191-A8(SS)	0.00	5.60
250		2217-80-191-AA(CS)	0.00	2.00
251		2217-80-191-AA(SS)	0.00	2.00
252		2217-80-191-AB(CS)	0.00	22.80
253		2217-80-191-AB(SS)	0.00	21.20
254		2217-80-191-AC(CS)	0.00	397.64
255		2217-80-191-AC(SS)	0.00	240.00
256		2217-80-191-AE(CS)	0.00	6.00
257		2217-80-789-60(CS)	10.00	
258		2217-80-789-60(SS)	4.00	
259		2217-80-789-99(CS)	135.00	
260		2217-80-789-A5(CS)	5.00	
261		2217-80-789-A5(SS)	5.00	
262		2217-80-796-60(CS)	19.00	
263		2217-80-796-60(SS)	8.00	
264		2217-80-796-73(CS)	18.00	
265		2217-80-796-76(SS)	80.00	
266		2217-80-796-A1(SS)	2.50	
267		2217-80-796-A5(CS)	5.00	
268		2217-80-796-A5(SS)	20.00	
269		2217-80-796-A7(CS)	0.00	4.80
270		2217-80-796-A7(SS)	0.00	3.20
271		2217-80-796-A8(CS)	0.00	8.40
272		2217-80-796-A8(SS)	0.00	5.60
273		2217-80-796-AA(CS)	0.00	2.00
274		2217-80-796-AA(SS)	0.00	2.00
275		2217-80-796-AB(CS)	0.00	18.80
276		2217-80-796-AB(SS)	0.00	17.20
277		2217-80-796-AC(CS)	0.00	276.06
278		2217-80-796-AC(SS)	0.00	160.00
279		2217-80-796-AE(CS)	0.00	4.00
280		4217-60-789-53(SS)	5.00	
281		4217-60-796-50(SS)	135.00	
282		4217-60-796-54(SS)	50.00	
283	49-Water Resources Department	4700-80-796-11(SS)	1.00	
284		4700-80-796-12(CS)	63.55	
285		4700-80-796-12(SS)	15.85	
286	50-Water Resources Department (Minor Irrigation Division)	2702-01-796-02(SS)	2.00	
287		4702-00-101-37(CS)	3.00	
288		4702-00-796-25(SS)	1.00	
289	51- Scheduled Tribe, Scheduled Caste, Minority and Backward Class Welfare Department (Scheduled Tribe, Scheduled Caste and Backward Class Welfare Division)	4702-00-796-37(CS)	2.00	
290		2225-01-789-10(CS)	2.00	
291		2225-01-789-10(SS)	2.00	
292		2225-01-789-AO(CS)	30.00	
293		2225-01-789-A2(SS)	4.00	
294		2225-01-789-A3(CS)	16.50	
295		2225-01-789-A4(CS)	45.00	
296		2225-02-277-01(CS)	5.00	
297		2225-02-277-98(SS)	2.00	
298		2225-02-277-A3(CS)	10.00	
299		2225-02-277-A8(SS)	4.00	
300		2225-02-277-AE(SS)	2.00	
301		2225-02-277-AH(SS)	2.00	
302		2225-02-796-01(CS)	77.00	
303		2225-02-796-A3(CS)	80.80	
304		2225-02-796-A7(CS)	1.00	

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Sl. No.	Number and name of the grant	Heads of account	Approved outlay	Revised outlay
305		2225-02-796-AE(SS)	10.00	
306		2225-02-796-AH(SS)	8.00	
307		2225-03-277-93(SS)	1.50	
308		4225-01-789-22(SS)	4.00	
309		4225-01-789-23(SS)	4.00	
310		4225-02-277-43(SS)	1.00	
311		4225-02-277-49(SS)	30.00	
312		4225-02-277-50(SS)	2.00	
313		4225-02-796-43(SS)	4.00	
314		4225-02-796-48(SS)	1.30	
315		4225-02-796-49(SS)	30.00	
316		4225-02-796-50(CS)	10.00	
317		4225-03-277-08(SS)	1.50	
318		4225-03-277-09(SS)	1.50	
319		4225-03-796-09(SS)	1.50	
320	52- Tourism, Art, Culture, Sports and Youth Affairs Department (Art, Culture, Sports and Youth Affairs Division)	2204-00-102-05(SS)	1.10	
321	53- Agriculture, Animal Husbandry and Co-operative Department (Fishery Division)	4405-00-101-77(CS)	4.80	
322		4405-00-101-77(SS)	3.20	
323		4405-00-796-77(CS)	4.80	
324		4405-00-796-77(SS)	3.20	
325	54- Agriculture, Animal Husbandry and Co-operative Department (Dairy Division)	2404-00-102-74(CS)	1.32	
326		2404-00-102-76(CS)	1.00	
327		2404-00-102-76(SS)	1.00	
328	55- Rural Works Department	2515-00-001-85(SS)	4.00	
329		2515-00-001-88(SS)	0.00	1.50
330		2515-00-102-81(SS)	5.00	
331		2515-00-789-81(SS)	1.00	
332		2515-00-789-83(SS)	80.00	
333		2515-00-796-81(SS)	5.00	
334		2515-00-796-85(SS)	4.00	
335		2515-00-796-88(SS)	0.00	1.50
336		4515--00-103-18(SS)	1.00	
337		4515-00-103-48(SS)	0.00	1.50
338		4515-00-796-18(SS)	1.00	
339		4515-00-796-48(SS)	0.00	1.50
340	56- Panchayati Raj Department	2515-00-001-42(SS)	3.00	
341		2515-00-001-74(SS)	1.00	
342		2515-00-001-75(SS)	7.00	
343		2515-00-789-42(SS)	2.00	
344		2515-00-789-75(SS)	5.00	
345		2515-00-796-42(SS)	5.00	
346		2515-00-796-74(SS)	2.00	
347		2515-00-796-75(SS)	13.00	
348	58- School Education and Literacy Department (Secondary Education Division)	2202-02-109-81(SS)	3.00	
349		2202-02-789-73(SS)	32.50	
350		2202-05-200-05(CS)	2.10	
351		2202-05-200-05(SS)	1.40	
352		2202-05-796-05(CS)	1.40	
353		4202-01-202-51(SS)	17.50	
354		4202-01-789-51(SS)	5.95	
355		4202-01-789-54(SS)	43.50	
356		4202-01-796-51(SS)	11.55	
357	59-School Education and Literacy Department (Primary and Adult Education Division)	2202-01-101-63(SS)	5.70	
358		2202-01-105-61(CS)	3.42	
359		2202-01-105-61(SS)	2.28	
360		2202-01-112-72(CS)	0.00	16.27
361		2202-01-789-63(SS)	1.50	
362		2202-01-789-72(CS)	0.00	4.28
363		2202-01-796-61(CS)	1.68	
364		2202-01-796-61(SS)	1.12	

Sl. No.	Number and name of the grant	Heads of account	Approved outlay	Revised outlay
365	60- Women, Child Development and Social Security Department	2202-01-796-63(SS)	2.80	
366		2202-01-796-72(CS)	0.00	7.99
367		2235-02-102-47(CS)	1.61	
368		2235-02-102-47(SS)	1.08	
369		2235-02-102-48(CS)	3.33	
370		2235-02-102-48(SS)	2.22	
371		2235-02-102-53(CS)	1.55	
372		2235-02-102-53(SS)	1.03	
373		2235-02-102-B6(CS)	10.18	
374		2235-02-102-B6(SS)	30.54	
375		2235-02-102-BC(CS)	0.00	6.11
376		2235-02-102-BC(SS)	0.00	4.07
377		2235-02-102-BE(CS)	0.00	2.95
378		2235-02-103-85(CS)	14.40	
379		2235-02-103-85(SS)	9.60	
380		2235-02-103-AH(CS)	1.22	
381		2235-02-103-B5(CS)	0.00	24.00
382		2235-02-103-B5(SS)	16.00	
383		2235-02-103-BB(SS)	91.00	
384		2235-02-106-A4(SS)	2.88	
385		2235-02-789-B5(CS)	0.00	4.80
386		2235-02-789-B5(SS)	3.20	
387		2235-02-796-47(CS)	1.75	
388		2235-02-796-47(SS)	1.16	
389		2235-02-796-48(CS)	3.59	
390		2235-02-796-48(SS)	2.39	
391		2235-02-796-53(CS)	1.67	
392		2235-02-796-53(SS)	1.12	
393		2235-02-796-85(CS)	15.60	
394		2235-02-796-85(SS)	10.40	
395		2235-02-796-AH(CS)	1.67	
396		2235-02-796-AH(SS)	1.11	
397		2235-02-796-AP(SS)	1.90	
398		2235-02-796-AV(CS)	1.00	
399		2235-02-796-B5(CS)	0.00	26.40
400		2235-02-796-B5(SS)	17.60	
401		2235-02-796-B6(CS)	10.57	
402		2235-02-796-B6(SS)	31.71	
403		2235-02-796-BB(SS)	99.00	
404		2235-02-796-BC(CS)	0.00	6.61
405		2235-02-796-BC(SS)	0.00	4.41
406		2235-02-796-BE(CS)	0.00	3.20
407		4235-02-106-74(SS)	2.40	
408		4235-02-796-78(CS)	23.99	
Total			7,557.23	1,598.59

**Appendix 3.8**  
**Rush of expenditure**  
**(Reference: Paragraph 3.4)**

(₹ in crore)

Sl. No.	Major Head	March	4th Quarter Total	FY Total	Expenditure in March as percentage of total expenditure during FY	Expenditure in the 4th quarter as percentage of FY
1	3055	0.28	0.28	0.28	100.00	100.00
2	4851	162.92	162.92	162.92	100.00	100.00
3	4853	0.50	0.50	0.50	100.00	100.00
4	2062	0.95	1.08	1.08	87.80	100.00
5	4250	4.30	5.42	5.42	79.36	100.00
7	5053	26.36	29.18	29.46	89.48	99.05
8	4405	7.35	14.56	14.92	49.24	97.57
9	4406	31.85	31.85	32.72	97.34	97.34
10	4402	361.46	443.30	458.84	78.78	96.61
11	4425	15.03	364.47	379.45	3.96	96.05
12	4401	7.16	7.93	8.50	84.26	93.23
13	4403	7.94	8.43	9.24	85.99	91.29
14	2216	43.51	47.88	53.04	82.02	90.26
15	2404	27.45	256.37	292.20	9.39	87.74
16	2406	606.94	748.13	913.15	66.47	81.93
17	2401	318.71	584.04	753.53	42.30	77.51
18	4235	101.16	101.16	131.43	76.97	76.97
19	4225	538.84	646.75	877.73	61.39	73.68
20	3452	34.16	61.98	84.15	40.59	73.66
21	5055	9.32	13.02	18.30	50.91	71.13
22	2403	80.58	183.79	261.25	30.84	70.35
23	4515	1,147.31	2,322.83	3,514.10	32.65	66.10
24	2852	90.37	129.40	199.55	45.29	64.85
25	2810	358.60	358.60	553.79	64.75	64.75
26	2015	43.24	162.61	251.21	17.21	64.73
27	2225	938.71	1,288.67	2,032.40	46.19	63.41
28	4217	300.17	369.42	584.49	51.36	63.20
29	5452	7.74	18.08	29.89	25.90	60.48
30	2204	47.61	74.44	127.11	37.46	58.57
31	5054	1,461.14	2,851.71	5,206.80	28.06	54.77
32	3456	561.68	960.76	1766.33	31.80	54.39
33	4055	59.62	313.84	577.43	10.32	54.35
34	3054	124.45	259.39	477.64	26.06	54.31
35	4701	306.76	513.12	968.31	31.68	52.99
36	2053	136.34	261.33	494.09	27.59	52.89
37	2515	568.23	1,927.92	3,660.14	15.52	52.67
38	2203	63.86	140.70	271.81	23.49	51.76
39	4220	1.14	2.86	5.67	20.17	50.46
<b>Total</b>		<b>8,603.74</b>	<b>15,668.71</b>	<b>25,208.86</b>		



**Appendix 3.9**  
**Surrender of funds at the end of March 2024**  
**(Reference: Paragraph 3.5.6)**

(₹ in crore)

Sl. No.	Name of Unit	Head	Allotment	Expenditure	Surrender/ lapse
1	Divisional Forest Officer, Dumka	CAMPA	9.17	8.95	0.22
		Plan	15.63	15.58	0.05
		Non-Plan	7.15	6.97	0.18
2	Divisional Forest Officer, Jamshedpur	CAMPA	5.69	5.64	0.05
		Plan	67.70	67.63	0.07
		Non-Plan	10.95	10.63	0.32
3	Divisional Forest Officer, Latehar	CAMPA	6.49	6.17	0.32
		Plan	10.69	9.87	0.82
		Non-Plan	5.85	5.72	0.13
4	Divisional Forest Officer, Palamu	CAMPA	2.76	2.47	0.29
		Plan	15.54	15.45	0.09
		Non-Plan	6.04	6.03	0.01
5	Deputy CF & Regional Director, Elephant Project, Jamshedpur	CAMPA	10.28	8.53	1.75
		Non-Plan	3.08	2.67	0.41
6	Divisional Forest Officer, Giridih (East)	CAMPA	7.33	6.98	0.35
		Plan	14.47	12.87	1.60
		Non-Plan	6.37	6.34	0.03
7	Divisional Forest Officer, Gumla	CAMPA	4.71	4.62	0.09
		Plan	14.59	14.57	0.02
		Non-Plan	4.95	4.94	0.01
8	Divisional Forest Officer, Buffer Area Tiger Project, Palamu	Non-Plan	4.79	4.78	0.01
9	Divisional Forest Officer, Core Area Tiger Project, Palamu	Non-Plan	7.33	7.30	0.03
10	Divisional Forest Officer, Ranchi	CAMPA	6.72	6.21	0.51
		Plan	35.15	35.05	0.10
		Non-Plan	9.21	9.06	0.15
11	Divisional Forest Officer, Social Forestry, Ranchi	CAMPA	10.12	9.99	0.13
		Non-Plan	2.52	2.39	0.13
12	Divisional Forest Officer, Social Forestry, Latehar	CAMPA	0.44	0.35	0.09
		Plan	6.86	6.80	0.06
		Non-Plan	2.48	2.27	0.21
13	Divisional Forest Officer Social Forestry, Dumka	CAMPA	1.21	1.10	0.11
		Plan	30.36	30.26	0.10
		Non-Plan	1.93	1.55	0.38
14	Divisional Forest Officer, World Food Programme, (Tasar) Dumka	Non-Plan	0.97	0.92	0.05
15	Divisional Forest Officer, Giridih (West)	CAMPA	3.67	3.63	0.04
		Plan	17.61	17.54	0.07
		Non-Plan	5.46	5.16	0.30
Total			376.27	366.99	9.28

**Appendix 3.10**  
**Rush of Expenditure (Forest, Environment and Climate Change Department)**  
**(Reference: Paragraph 3.5.7)**

(₹ in lakh)

Sl. No.	Name of Districts	Secretariat/Divisions/ Offices	Head of accounts/ No of Sub-heads	Total Expenditure	Expenditure in March	Percentage of Expenditure in March
1	Latehar	Divisional Forest Officer, Latehar	Non-Plan	571.72	49.99	8.74
			Plan	987.24	585.16	59.27
			CAMPA	617.25	309.58	50.15
			<b>Total</b>	<b>2,176.21</b>	<b>1,001.46</b>	<b>46.02</b>
2	Latehar	Divisional Forest Officer, Social Forestry, Latehar	Non-Plan	227.46	19.62	8.63
			Plan	679.79	125.73	18.50
			CAMPA	34.72	0.50	1.44
			<b>Total</b>	<b>941.97</b>	<b>145.85</b>	<b>15.48</b>
3	Palamu	Divisional forest Officer, Medininagar, Palamu	Non-Plan	1,545.22	727.49	47.08
			Plan	602.61	66.50	11.04
			CAMPA	247.36	44.64	18.05
			<b>Total</b>	<b>2,395.19</b>	<b>838.63</b>	<b>35.01</b>
4	Palamu	Divisional Forest Officer, Buffer Area Tiger Project, Palamu	Non-Plan	633.70	132.99	20.98
			Plan	3,372.67	2,200.84	65.26
			<b>Total</b>	<b>4,006.37</b>	<b>2,333.83</b>	<b>58.25</b>
5	Palamu	Divisional Forest Officer, Core Area Tiger Project, Palamu	Non-Plan	729.99	157.64	21.59
			Plan	1,789.71	924.58	51.66
			<b>Total</b>	<b>2,519.70</b>	<b>1,082.22</b>	<b>42.95</b>
6	East Singhbhum	Divisional Forest Officer, Jamshedpur	Non-Plan	1,063.49	119.84	11.27
			Plan	6,762.61	2,722.57	40.26
			CAMPA	563.56	180.47	32.02
			<b>Total</b>	<b>8,389.66</b>	<b>3,022.88</b>	<b>36.03</b>
7	East Singhbhum	Deputy CF & Regional Director, Elephant Project, Jamshedpur	Non-Plan	266.97	48.21	18.06
			Plan	1,611.01	679.88	42.20
			<b>Total</b>	<b>1,877.98</b>	<b>728.19</b>	<b>38.78</b>
8	Gumla	Divisional Forest Officer, Gumla	Non-Plan	493.59	94.96	19.24
			Plan	1,457.24	988.14	67.81
			CAMPA	462.48	311.77	67.41
			<b>Total</b>	<b>2,413.31</b>	<b>1,394.87</b>	<b>57.80</b>
9	Dumka	Divisional Forest Officer, Dumka	Non-Plan	697.25	87.64	12.57
			Plan	1,557.69	462.98	29.72
			CAMPA	895.45	348.52	38.92
			<b>Total</b>	<b>3,150.39</b>	<b>899.14</b>	<b>28.54</b>
10	Dumka	Divisional Forest Officer, Social Forestry, Dumka	Non-Plan	154.71	15.92	10.29
			Plan	3,025.80	1,215.29	40.16
			CAMPA	110.36	4.55	4.12
			<b>Total</b>	<b>3,290.87</b>	<b>1,235.76</b>	<b>37.55</b>
11	Dumka	Divisional Forest Officer, World Food Programme (Tasar), Dumka	Non-Plan	92.10	7.78	8.45
			Plan	256.90	170.82	66.49
			<b>Total</b>	<b>349.00</b>	<b>178.60</b>	<b>51.17</b>
12	Giridih	Divisional Forest Officer, Giridih (East)	Non-Plan	634.41	59.62	9.40
			Plan	1,287.18	627.87	48.78
			CAMPA	697.86	208.32	29.85
			<b>Total</b>	<b>2,619.45</b>	<b>895.81</b>	<b>34.20</b>
13	Giridih	Divisional Forest Officer, Giridih (West)	Non-Plan	515.84	29.35	5.69
			Plan	1,753.70	1,139.01	64.95
			CAMPA	363.28	140.71	38.73
			<b>Total</b>	<b>2,632.82</b>	<b>1,309.07</b>	<b>49.72</b>
14	Ranchi	Divisional Forest Officer, Ranchi	Non-Plan	906.28	122.08	13.47
			Plan	3,515.05	1,314.99	37.41
			CAMPA	597.40	211.23	35.36
			<b>Total</b>	<b>5,018.73</b>	<b>1,648.30</b>	<b>32.84</b>
15	Ranchi	Divisional Forest Officer, Social Forestry, Ranchi	Non-Plan	239.00	22.50	9.41
			Plan	998.78	571.45	57.21
			CAMPA	97.53	56.64	58.07
			<b>Total</b>	<b>1,335.31</b>	<b>650.59</b>	<b>48.72</b>

**Appendix 3.11**  
**Avoidable Supplementary Provisions**  
**(Reference: Paragraph 3.6.7)**

(₹ in crore)

Sl. No.	Head	Original	Supplementary	Total Expenditure	Savings
1	2217-80-191-A7	0.00	4.80	0.00	0.00
2	2217-80-191-A8	0.00	8.40	0.00	0.00
3	2217-80-191-AA	0.00	2.00	0.00	0.00
4	2217-80-191-AB	0.00	22.80	0.00	0.00
5	2217-80-191-AC	0.00	397.64	0.00	0.00
6	2217-80-796-A7	0.00	4.80	0.00	0.00
7	2217-80-796-A8	0.00	8.40	0.00	0.00
8	2217-80-796-AA	0.00	2.00	0.00	0.00
9	2217-80-796-AB	0.00	18.80	0.00	0.00
10	2217-80-796-AC	0.00	276.06	0.00	0.00
11	2217-80-191-A7	0.00	3.20	0.00	0.00
12	2217-80-191-A8	0.00	5.60	0.00	0.00
13	2217-80-191-AA	0.00	2.00	0.00	0.00
14	2217-80-191-AB	0.00	21.20	0.00	0.00
15	2217-80-191-AC	0.00	240.00	0.00	0.00
16	2217-80-796-A7	0.00	3.20	0.00	0.00
17	2217-80-796-A8	0.00	5.60	0.00	0.00
18	2217-80-796-AA	0.00	2.00	0.00	0.00
19	2217-80-796-AB	0.00	17.20	0.00	0.00
20	2217-80-796-AC	0.00	160.00	0.00	0.00
21	2217-80-191-AE	0.00	6.00	0.00	0.00
22	2217-80-796-AE	0.00	4.00	0.00	0.00
23	2217-03-191-01	74.81	33.67	74.81	0.00
24	2217-80-001-03	0.85	0.01	0.61	0.24
25	2217-80-191-40	13.72	0.74	12.65	1.07
26	2217-80-192-40	6.20	0.42	4.21	1.99
27	2217-80-193-40	4.54	0.24	4.05	0.49
28	2251-00-090-05	7.51	0.02	4.22	3.29
<b>Total</b>		<b>107.63</b>	<b>1,250.80</b>	<b>100.55</b>	<b>7.08</b>

**Appendix 3.12**  
**Non-utilisation of entire budget provision**  
**(Reference: Paragraph 3.6.9)**

(₹ in crore)

Sl. No.	Head	Sub Head	Allotment	Surrender/ re-appropriation
1	2217-80-191-73	SBM	20.00	20.00
2	2217-80-191-76	Urban Renewal Mission- AMRUT	120.00	120.00
3	2217-80-191-80	Implementation of PPP Projects	0.05	0.05
4	2217-80-191-A5	GIA for PMAY	10.00	10.00
5	2217-80-191-A5	GIA for PMAY	5.00	5.00
6	2217-80-789-60	GIA to ULBs for NULM (Central Share)	10.00	10.00
7	2217-80-789-60	GIA to ULBs for NULM (Central Share)	4.00	4.00
8	2217-80-789-99	Grants under recommendation of 15 <sup>th</sup> Finance Commission	135.00	135.00
9	2217-80-789-A5	GIA for PMAY	5.00	5.00
10	2217-80-789-A5	GIA for PMAY	5.00	5.00
11	2217-80-796-60	GIA for NULM (central Share)	19.00	19.00
12	2217-80-796-60	GIA for NULM (central Share)	8.00	8.00
13	2217-80-796-73	SBM (central Share) including SWM	18.00	18.00
14	2217-80-796-76	Urban Renewal Mission (Central Share)	80.00	80.00
15	2217-80-796-80	Implementation of PPP Projects	0.05	0.05
16	2217-80-796-A1	Grants for Mukhyamantri Shramik Yojana	2.50	2.50
17	2217-80-796-A5	GIA for PMAY	5.00	5.00
18	2217-80-796-A5	GIA for PMAY	20.00	20.00
19	4217-60-190-49	Grants to Institutions for Share Capital	0.10	0.10
20	4217-60-789-53	Urban Land Management and Acquisition	5.00	5.00
21	4217-60-796-50	Construction of building for Govt Employee	135.00	135.00
22	4217-60-796-54	Infrastructures Development for Greater Ranchi Development Agency Ltd.	50.00	50.00
<b>Total</b>			<b>656.70</b>	<b>656.70</b>

**Appendix 3.13**  
**Rush of expenditure (Urban Development and Housing Department(Urban Development Division))**  
**(Reference: Paragraph 3.6.10)**

(₹ in crore)

Sl. No.	Name of Districts	Name of offices	Head of accounts	Total Expenditure	Expenditure in March	Percentage of Expenditure in March
1	Ranchi	Deputy Secretary, Urban Development Department	4217-60-051-51	107.86	32.86	30
			2217-80-193-07	1.66	0.59	35
			6217-60-193-03	2.02	0.81	40
			2217-80-789-94	14.75	5.94	40
			2217-80-191-AD	1.49	1.02	68
			2217-80-789-93	1.00	0.77	77
			2217-80-191-34	76.63	65.84	86
			2217-80-191-A1	0.18	0.15	86
			2217-80-191-36	3.16	2.75	87
			4217-60-789-51	40.00	34.96	87
			2217-80-191-89	90.00	86.35	96
			2217-80-191-89	40.22	38.78	96
			2217-80-191-93	1.92	1.88	98
			2217-80-191-38	5.99	5.99	100
			2217-80-191-73	15.00	15.00	100
			2217-80-191-86	30.00	30.00	100
			2217-80-191-A9	27.42	27.42	100
			2217-80-191-A9	17.73	17.73	100
			2217-80-192-87	1.00	1.00	100
			2217-80-193-88	1.00	1.00	100
			2217-80-789-89	27.59	27.59	100
			2217-80-789-89	13.80	13.80	100
			2217-80-796-38	12.00	12.00	100
			2217-80-796-73	10.00	10.00	100
			2217-80-796-89	44.49	44.49	100
			2217-80-796-89	26.64	26.64	100
			2217-80-796-A9	19.07	19.07	100
			2217-80-796-A9	12.95	12.95	100
			2217-80-796-AD	0.53	0.53	100
			4217-60-051-52	135.00	135.00	100
			4217-60-796-52	95.00	95.00	100
		<b>Total</b>		<b>876.10</b>	<b>767.92</b>	
		<b>Field Offices</b>				
		Ranchi Municipal Corporation	84480010200830679	2.89	1.15	40
			84480010200830101	0.42	0.30	72
			84480010240000108	0.03	0.03	100
			84480010200830646	31.28	31.28	100
			<b>Total</b>	<b>34.62</b>	<b>32.76</b>	
		JUIDCO	84480012000790102	1.95	0.78	40
			84480012051010545	10.48	4.35	41
			84480012051010545	7.82	3.26	42
			84480012049010679	2.51	1.08	43
			84480012051000545	20.64	10.10	49
			84480012000940679	2.12	1.07	50
			84480012000800679	0.28	0.15	54
			84480012051000545	5.66	3.58	63
			84480012051000545	1.22	1.17	96

State Finances Audit Report for the year ended 31 March 2024

Sl. No.	Name of Districts	Name of offices	Head of accounts	Total Expenditure	Expenditure in March	Percentage of Expenditure in March
			84480012051010545	0.92	0.89	97
			84480012000790679	1.91	1.88	98
			84480012000340679	0.15	0.15	100
			84480012000790102	0.62	0.62	100
			84480012038000679	1.01	1.01	100
			84480012051000545	4.46	4.46	100
			84480012051010545	2.89	2.89	100
			84480012051010545	0.39	0.39	100
			84480012051010545	0.55	0.55	100
			84480012051010545	4.24	4.24	100
			84480012052010545	0.06	0.06	100
			84480012093000679	0.11	0.11	100
			Total		69.99	42.79
2	Dhanbad	Dhanbad Municipal Corporation	84480010200120679	0.04	0.01	36
			84480010203000763	1.47	0.79	54
			Total		1.51	0.80
		Chirkunda Municipal Council	84480010203000763	0.03	0.02	56
			84480010287000679	1.58	1.58	100
			Total		1.61	1.60
3	Jamshedpur	Jugsalai Municipal Council	84480010203000763	0.02	0.01	50
			84480010206000679	0.03	0.02	50
			Total		0.05	0.03
		Notified Area Committee, Jamshedpur	844800102A1010679	0.16	0.06	37
			84480010234010679	9.04	3.61	40
			84480010202000763	0.38	0.16	42
			84480010200790679	0.04	0.02	50
			Total		9.62	3.85
		Municipal Commissioner, Mango	84480010286000679	1.53	0.62	41
			84480010233010679	0.95	0.64	67
			Total		2.48	1.26
4	Dumka	Municipal Council, Dumka	84480010200330101	0.03	0.02	67
			84480010200060101	0.01	0.01	100
			Total		0.04	0.03
5	Deoghar	Municipal Corporation, Deoghar	84480010238010679	0.05	0.02	47
			84480010286000679	2.19	2.19	100
			Total		2.24	2.21
Grand Total				998.26	852.50	

**Appendix 3.14**  
**Amount parked in PL Accounts for more than three years (in test-checked schemes)**  
**(Reference: Paragraph 3.6.12.1)**

(₹ in crore)

Sl. No.	Name of test-checked schemes	Balance as on 1 April 2021	Balance as on 31 March 2022	Balance as on 31 March 2023	Balance as on 31 March 2024
<b>Jharkhand Urban Infrastructure Development Company Ltd. (JUIDCO), Ranchi</b>					
1	Raj Bhawan to Booty More Road	25.59	25.59	25.59	25.59
2	Raj Bhawan to Kantatoli Road	59.92	59.92	59.92	59.92
3	Construction of PMU Cell	0.32	0.32	0.32	0.32
4	Smart City Staff Res. Qtr.	5.00	5.00	5.00	5.00
5	Birsa Chowk to Raj Bhawan Road	99.20	99.20	99.20	99.20
6	Nucleus mall FOB	3.50	3.50	3.50	3.50
7	Way Leave Permission RWSS P-2B	0.77	0.77	0.77	0.77
8	Kishoreganj Chowk FOB	4.93	4.93	4.93	4.93
9	Gel Church Complex FOB	2.97	2.97	2.97	2.97
10	Kalirekha Kust Ashram	0.36	0.36	0.36	0.36
<b>Total</b>		<b>202.56</b>	<b>202.56</b>	<b>202.56</b>	<b>202.56</b>
<b>Ranchi Municipal Corporation, Ranchi</b>					
11	Old Head	14.06	14.06	14.06	14.06
12	Office Salary	0.05	0.05	0.05	0.05
13	Grant for Disaster Management	0.43	0.43	0.43	0.43
14	13 <sup>th</sup> FC	3.45	3.45	3.45	3.45
15	SBM IHHL	1.49	1.49	1.49	1.49
16	13 <sup>th</sup> FC	42.53	42.53	42.53	42.53
17	Skill Development	3.56	3.56	3.56	3.56
18	13 <sup>th</sup> FC	4.83	4.83	4.83	4.83
19	General Expenses	0.90	0.90	0.90	0.90
20	13 <sup>th</sup> FC	2.60	2.60	2.60	2.60
<b>Total</b>		<b>73.90</b>	<b>73.90</b>	<b>73.90</b>	<b>73.90</b>
<b>Dhanbad Municipal Corporation, Dhanbad</b>					
21	Implementation of Urban Water Supply Scheme under JNNURM	3.15	3.15	3.15	3.15
22	Implementation of Dhanbad Urban Water Supply Scheme under JNNURM	17.82	17.82	17.82	17.82
23	Atal Renewal and Urban Transformations	0.33	0.33	0.33	0.33
24	Community Toilet cum Skill Development Centre	0.73	0.73	0.73	0.73
25	14 <sup>th</sup> FC General Basic Grant	1.38	1.38	1.38	1.38
26	14 <sup>th</sup> FC Performance Grant (N)	2.61	2.61	2.61	2.61
27	14 <sup>th</sup> FC Performance Grant (N)	18.27	18.27	18.27	18.27
28	14 <sup>th</sup> FC Performance Grant (C)	19.66	19.66	19.66	19.66
<b>Total</b>		<b>63.95</b>	<b>63.95</b>	<b>63.95</b>	<b>63.95</b>
<b>Chirkunda Municipal Council, Dhanbad</b>					
29	NA	0.34	0.34	0.34	0.34
30	13 <sup>th</sup> FC	0.05	0.05	0.05	0.05
31	Construction of Community hall cum Skill Development Centre	0.22	0.22	0.22	0.22
32	14 <sup>th</sup> FC	0.74	0.74	0.74	0.74
<b>Total</b>		<b>1.35</b>	<b>1.35</b>	<b>1.35</b>	<b>1.35</b>
<b>Jugsalai Municipal Council, Jamshedpur</b>					
33	Sewerage Drainage	0.02	0.02	0.02	0.02
34	Old (General)	0.10	0.10	0.10	0.10
35	Shahari Parivahan	0.03	0.03	0.03	0.03
36	Road	0.02	0.02	0.02	0.02
37	Civic Amenities	0.02	0.02	0.02	0.02
38	Rickshaw/Sewing Machine	0.06	0.06	0.06	0.06
39	Toilet cum Skill Development Centre	0.03	0.03	0.03	0.03
40	IGNOAPS (Pen)	0.02	0.02	0.02	0.02

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Sl. No.	Name of test-checked schemes	Balance as on 1 April 2021	Balance as on 31 March 2022	Balance as on 31 March 2023	Balance as on 31 March 2024
41	Water Supply & Sanitation	0.03	0.03	0.03	0.03
42	Energy Efficiency Services Ltd. (EESL)	0.03	0.03	0.03	0.03
<b>Total</b>		<b>0.36</b>	<b>0.36</b>	<b>0.36</b>	<b>0.36</b>
<b>Notified Area Committee, Jamshedpur</b>					
43	Toilet	0.14	0.14	0.14	0.14
44	Toilet	2.22	2.22	2.22	2.22
45	Sanitation Equipment Purchase	0.85	0.85	0.85	0.85
46	Preparation of DPR	1.86	1.86	1.86	1.86
47	Rickshaw/Sewing Machine	2.60	2.60	2.60	2.60
48	Swachh Bharat Mission	0.09	0.09	0.09	0.09
49	SDRF	1.50	1.50	1.50	1.50
50	Water Supply Scheme at Birsanagar	2.17	2.17	2.17	2.17
51	LED Street light	0.14	0.14	0.14	0.14
52	Electricity bill	0.11	0.11	0.11	0.11
53	SBM (IEC)	0.78	0.78	0.78	0.78
<b>Total</b>		<b>12.46</b>	<b>12.46</b>	<b>12.46</b>	<b>12.46</b>
<b>Mango Municipal Corporation, Jamshedpur</b>					
54	General Head	1.02	1.02	1.02	1.02
55	Mango Water Supply	4.96	4.96	4.96	4.96
56	DC head	0.18	0.18	0.18	0.18
57	DC head 2	0.08	0.08	0.08	0.08
58	Toilet Construction	0.17	0.17	0.17	0.17
59	Nagrik Suvidha	0.13	0.13	0.13	0.13
60	Skill Development	0.13	0.13	0.13	0.13
61	Gareebi Unmulan	1.25	1.25	1.25	1.25
62	MMSY New	0.36	0.36	0.36	0.36
<b>Total</b>		<b>8.28</b>	<b>8.28</b>	<b>8.28</b>	<b>8.28</b>
<b>Deoghar Municipal Corporation, Deoghar</b>					
63	Kaushal Vikash Kendra	0.24	0.24	0.24	0.24
64	Day NULM/E-Rickshaw	0.51	0.51	0.51	0.51
65	SBM-Personal Toilet (C)	0.51	0.51	0.51	0.51
66	SBM-Personal Toilet (P)	0.89	0.89	0.89	0.89
67	International bus stand land acquisition	0.06	0.06	0.06	0.06
<b>Total</b>		<b>2.21</b>	<b>2.21</b>	<b>2.21</b>	<b>2.21</b>
<b>Grand Total</b>		<b>365.07</b>	<b>365.07</b>	<b>365.07</b>	<b>365.07</b>



**Appendix 4.1**  
**List of auditable units identified u/s 14 & 15 of CAG's DPC Act**  
**(Reference: Paragraph 4.16)**

Sl. No.	Department	Name of the office	District	Audited up to
1	Health	District Rural Health Society	Bokaro	2018-19
2	Health	District Rural Health Society	Chatra	2018-19
3	Health	District Rural Health Society	Deoghar	2012-13
4	Health	District Rural Health Society	Dhanbad	December 2019
5	Health	District Rural Health Society	Dumka	2013-14
6	Health	District Rural Health Society	East Singhbhum (Jamshedpur)	2014-15
7	Health	District Rural Health Society	Garhwa	2014-15
8	Health	District Rural Health Society	Giridih	2013-14
9	Health	District Rural Health Society	Godda	2015-16
10	Health	District Rural Health Society	Gumla	2010-11
11	Health	District Rural Health Society	Hazaribagh	2014-15
12	Health	District Rural Health Society	Jamtara	2012-13
13	Health	District Rural Health Society	Khunti	2015-16
14	Health	District Rural Health Society	Koderma	October 2016
15	Health	District Rural Health Society	Latehar	2015-16
16	Health	District Rural Health Society	Lohardaga	2013-14
17	Health	District Rural Health Society	Pakur	2015-16
18	Health	District Rural Health Society	Palamu	2013-14
19	Health	District Rural Health Society	Ranchi	2009-10
20	Health	District Rural Health Society	Ramgarh	2015-16
21	Health	JSHMRS	Ranchi	2015-16
22	Health	District Rural Health Society	Saraikela Kharsawan	2013-14
23	Health	District Rural Health Society	Simdega	2013-14
24	Health	District Rural Health Society	West Singhbhum (Chaibasa)	2018-19
25	Health	District Rural Health Society	Sahibganj	2018-19
26	Education	Jharkhand Shiksha Pariyojana Parishad, Ranchi	Ranchi	2022-23
27	Health	Jharkhand AIDS Control Society, Ranchi	Ranchi	2020-21
28	Education	Netarhat Residential School, Netarhat	Netarhat	Feb 2023 (compliance audit)
29	Rural Development	District Resource Person	Deoghar	*
30	Rural Development	District Resource Person	Latehar	*
31	Rural Development	District Resource Person	Hazaribagh	*
32	Rural Development	District Resource Person	Giridih	*
33	Rural Development	District Resource Person	Garhwa	*
34	Rural Development	District Resource Person	Ranchi	*
35	Rural Development	District Resource Person	East Singhbhum (Jamshedpur)	*
36	Rural Development	District Resource Person	Ramgarh	*
37	Rural Development	District Resource Person	West Singhbhum (Chaibasa)	*
38	Rural Development	District Resource Person	Simdega	*
39	Rural Development	District Resource Person	Koderma	*
40	Rural Development	District Resource Person	Dumka	*
41	Rural Development	District Resource Person	Godda	*
42	Rural Development	District Resource Person	Pakur	*
43	Rural Development	District Resource Person	Saraikela	*
44	Rural Development	District Resource Person	Lohardaga	*
45	Rural Development	District Resource Person	Bokaro	*
46	Rural Development	District Resource Person	Chatra	*
47	Rural Development	District Resource Person	Dhanbad	*
48	Rural Development	District Resource Person	Gumla	*
49	Rural Development	District Resource Person	Palamu	*
50	Rural Development	District Resource Person	Sahibganj	*
51	Rural Development	District Resource Person	Jamtara	*
52	Rural Development	District Resource Person	Khunti	*
53	Education (H&T)	Birla Institute of Technology Mesra, Ranchi	Ranchi	July 2024
54	Aviation	Civil Aviation Authority, Ranchi	Ranchi	2015-16

## State Finances Audit Report for the year ended 31 March 2024

Sl. No.	Department	Name of the office	District	Audited up to
55	Information Technology	Jharkhand Institute of Application for promotion (JAP-IT)	Ranchi	July 2024 (compliance audit)
56	Information Technology	Jharkhand Space Application Centre, Dhurwa, Ranchi	Ranchi	2007-08
57	Forest	Jharkhand Pollution Control Board, Ranchi	Ranchi	2006-07
58	IT & e-Governance	State Information Commission	Ranchi	December 2016
59	Industry	Jharkhand Industrial Area Development Authority, Ranchi	Ranchi	2021-22
60	Industry	Jharkhand Industrial Area Development Authority, Bokaro	Bokaro	2022-23
61	Industry	Jharkhand Industrial Area Development Authority, Jamshedpur	Jamshedpur	2021-22
62	Forest	Lac Treatment Plant, Latehar	Latehar	2008-09
63	Agriculture	National Horticulture Mission, Jharkhand	Ranchi	2014-15
64	Education (H&T)	Science & Technology Council, Govt. of Jharkhand	Ranchi	July 2023 (compliance audit)
65	Animal Husbandry	Bacon Factory, Kanke, Ranchi	Ranchi	2009-10
66	Law	High Court Legal Services Committee, Ranchi	Ranchi	2008-09
67	Tourism, Art, Culture and Youth Affairs Department	Jharkhand State Hindu Religion Trust Council	Ranchi	Not audited
68	Tourism, Art, Culture and Youth Affairs Department	Sports Authority of Jharkhand (SAJHA)	Ranchi	Not audited
69	Tourism, Art, Culture and Youth Affairs Department	Football Stadium, Morabadi	Ranchi	Not audited
70	Tourism, Art, Culture and Youth Affairs Department	Jharkhand Kala Mandir, Hotwar	Ranchi	Not audited
71	Tourism, Art, Culture and Youth Affairs Department	Chhau Nritya Kala Kendra	Saraikela	Not audited
72	Tourism, Art, Culture and Youth Affairs Department	Manbhoom Chhau Nritya Kala Kendra	Silli	Not audited
73	Forest	Jharkhand Bio-Diversity Board/ Council, Doranda, Ranchi	Ranchi	2022-23
74	Industry	Chief Executive Officer, Jharkhand State Khadi and Village Industries Board, Ranchi	Ranchi	2019-20
75	Health	Director, R.K. Mission, TB sanatorium, Tipudana	Ranchi	2004-05
76	Women, Child Development & Social Security	Jharkhand Mahila Samakhya Society, Kadru	Ranchi	2005-06
77	Forest	Forest Development Authority	Ranchi	Not audited
78	Information and Public Relation	Government Press	Ranchi	Not audited
79	Education	Director, R.K. Mission Ashram, Morabadi	Ranchi	2007-08
80	Forest	Jharkhand Udyaan Samittee (JharParks)	Ranchi	2023-24
81	Labour, Employment & Training	Building and Other Construction Welfare Board	Ranchi	March 2020
82	Labour, Employment & Training	CEO, Jharkhand Skill Development Mission	Ranchi	March 2024
83	Rural Development	Jharkhand Social Audit Society	Ranchi	*
84	Rural Works	Jharkhand Rural Road Development Authority	Ranchi	-

Source: Records maintained in the office of the Principal Accountant General (Audit), Jharkhand

\*As per Rural Development Department, Government of Jharkhand letter no. 1 dated 10.06.2024 DRDA has been merged with Zila Parishad. Jharkhand Social Audit Society, Ranchi and its 24 subsidiary units at district level named District Resource Person has been included in audit universe.

***Glossary of terms, basis of calculations and Acronyms used in the Report***

Terms	Basis of calculation and explanation
Rate of Growth (ROG)	$[(\text{Current year Amount} / \text{Previous year Amount}) - 1] * 100$
Development Expenditure	Social Services + Economic Services
Average interest paid by the State	$\text{Interest payment} / [(\text{Amount of previous year's Fiscal Liabilities} + \text{Current year's Fiscal Liabilities}) / 2] * 100$
Interest spread	GSDP growth – Average Interest Rate
Quantum spread	Debt stock * Interest spread
Interest received as <i>per cent</i> to Loans Outstanding	$\text{Interest Received} [(\text{Opening balance} + \text{Closing balance of Loans and Advances}) / 2] * 100$
Revenue Deficit	Revenue Receipt – Revenue Expenditure
Fiscal Deficit	Revenue Expenditure + Capital Expenditure + Net Loans and Advances – Revenue Receipts – Miscellaneous Capital Receipts
Primary Deficit	Fiscal Deficit – Interest payments
Buoyancy ratios	<p><u>Revenue buoyancy w.r.t. GSDP</u> = Rate of growth of Revenue Receipts ÷ Rate of growth of GSDP</p> <p><u>State's Own Revenue buoyancy w.r.t. GSDP</u> = Rate of growth of Own revenue ÷ Rate of growth of GSDP.</p>
Debt sustainability	The Debt sustainability is defined as the ability of the State to maintain a constant debt-GSDP ratio over a period of time and also embodies the concern about the ability to service its debt. Sustainability of debt therefore also refers to sufficiency of liquid assets to meet current or committed obligations and the capacity to keep balance between costs of additional borrowings with returns from such borrowings. It means that rise in fiscal deficit should match with the increase in capacity to service the debt.
Debt stabilisation	A necessary condition for stability states that if the rate of growth of economy exceeds the interest rate or cost of public borrowings, the debt-GSDP ratio is likely to be stable provided primary balances are either zero or positive or are moderately negative. Given the rate spread (GSDP growth rate – interest rate) and quantum spread (Debt*rate spread), debt sustainability condition states that if quantum spread together with primary deficit is zero, debt-GSDP ratio would be constant or debt would stabilise eventually. On the other hand, if primary deficit together with quantum spread turns out to be negative, debt-GSDP ratio would be rising and in case it is positive, debt-GSDP ratio would eventually be falling.
Sufficiency of non-debt receipts	Adequacy of incremental non-debt receipts of the State to cover the incremental interest liabilities and incremental primary expenditure. Debt sustainability could be significantly facilitated if the incremental non-debt receipts could meet the incremental interest burden and the incremental primary expenditure.

Terms	Basis of calculation and explanation
Net availability of borrowed funds	Defined as the ratio of the debt redemption (Principal + Interest Payments) to total debt receipts and indicates the extent to which the debt receipts are used in debt redemption indicating the net availability of borrowed funds.
Appropriation Accounts	Appropriation Accounts present the total amount of funds (Original and Supplementary) authorised by the Legislative Assembly in the budget grants under each voted grants and charged appropriation vis-à-vis the actual expenditure incurred against each and the unspent provisions or excess under each grant or appropriation. Any expenditure in excess of the grants requires regularisation by the Legislature.
Autonomous bodies	Autonomous Bodies (usually registered Societies or Statutory Corporations) are set up whenever it is felt that certain functions need to be discharged outside the governmental set up with some amount of independence and flexibility without day-to-day interference of the Governmental machinery.
Committed expenditure	The committed expenditure of the State Government on revenue account mainly consists of interest payments, expenditure on salaries and wages, pensions and subsidies on which the present executive has limited control.
State implementing agencies	State Implementing Agency includes any Organisation/ Institution including Non-Governmental Organisation which is authorised by the State Government to receive the funds from the Government of India for implementing specific programmes in the State, e.g. State Implementation Society for Sarva Siksha Abhiyan and State Health Mission for National Rural Health Mission, etc.
Contingency Fund	Legislature Assembly has by law established a Contingency Fund in the nature of an imprest into which is paid from time to time such sums as may be determined by such law, and the said fund is placed at the disposal of the Governor to enable advances to be made by him out of it for the purpose of meeting unforeseen expenditure pending authorisation of such expenditure by Legislature Assembly by law under Article 115 or Article 116 of the Constitution.
Consolidated Fund of the State	The fund constituted under Article 266 (1) of the Constitution of India into which all receipts, revenues and loans flow. All expenditure from the CFI is by appropriation: voted or charged. It consists of two main divisions namely Revenue Account (Revenue Receipts and Revenue Expenditure) and Capital Account (Public Debt and Loans, etc.).
Contingent liability	Contingent liabilities may or may not be incurred by an entity depending on the outcome of a future event such as a court case.
Sinking Fund	A Fund into which the Government sets aside money over time, in order to retire its debt.

Terms	Basis of calculation and explanation
Guarantee Redemption Fund	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. As per the terms of the Guarantee Redemption Fund, the State Government was required to contribute an amount equal to at least 1/5 <sup>th</sup> of the outstanding invoked guarantees plus an amount likely to be invoked as a result of the incremental guarantees during the year.
Internal Debt	Internal Debt comprises regular loans from the public in India, also termed 'Debt raised in India'. It is confined to loans credited to the Consolidated Fund.
Primary revenue expenditure	Primary revenue expenditure means revenue expenditure excluding interest payments.
Re-appropriation	Means the transfer of funds from one Primary unit of appropriation to another such unit.
Surrenders of unspent provision	Departments of the State Government are to surrender to the Finance Ministry, before the close of the financial year, all the anticipated unspent provisions noticed in the grants or appropriations controlled by them. The Finance Ministry is to communicate the acceptance of such surrenders, as are accepted by them to the Audit Officer and/or the Accounts Officer, as the case may be, before the close of the financial year.
Supplementary grants	If the amount authorised by any law made in accordance with the provisions of Article 114 of the Constitution to be expended for a particular service for the current financial year is found to be insufficient for the purpose of that year or when a need has arisen during the current financial year for the supplementary or additional expenditure upon some 'new service' not contemplated in the original budget for that year, Government is to obtain supplementary grants or appropriations in accordance with the provision of Article 115 (1) of the Constitution.
Suspense and Miscellaneous	Items of receipts and payments which cannot at once be taken to a final head of receipt or charge owing to lack of information as to their nature or for any other reasons, may be held temporarily under the major head "8658-Suspense Account" in the sector "L. Suspense and Miscellaneous" of the Accounts, (Footnotes under the major head in the list of major/minor heads of account may be referred to for further guidance). A service receipt of which full particulars are not given must not be taken to the head "Suspense Account" but should be credited to the minor head "Other Receipt" under the revenue major head to which it appears to belong pending eventual transfer to the credit of the correct head on receipt of detailed particulars.
Public Accounts Committee	A Committee constituted by the Legislative Assembly for the examination of the reports of the Comptroller and Auditor General of India relating to the appropriation accounts of the State, the annual financial accounts of the State or such other accounts or financial matters as are laid before it or which the Committee deems necessary to scrutinise.

Acronyms	Full Form
AC Bill	Abstract Contingent Bill
AE	Aggregate Expenditure
BE	Budget Estimates
CAG	Comptroller and Auditor General of India
CE	Capital Expenditure
DC Bill	Detailed Contingent Bill
DE	Development Expenditure
GOI	Government of India
GSDP	Gross State Domestic Product
FRBM	Fiscal Responsibility and Budget Management Act, 2005
O&M	Operation and Maintenance
PAC	Public Accounts Committee
RE	Revenue Expenditure
RR	Revenue Receipts
S&W	Salaries and Wages
SAR	Separate Audit Report
SSE	Social Sector Expenditure
TE	Total Expenditure
FFC	Fourteenth Finance Commission
UC	Utilisation Certificate
VAT	Value Added Tax



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