



SUPREME AUDIT INSTITUTION OF INDIA
लोकहितार्थं 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 Goa
Report No. 3 of 2025
(State Finances Audit Report)

Report of the
Comptroller and Auditor General of
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PREFACE

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

Chapter I on ‘Overview of State Finances’ contains the basis and approach to State Finances Audit Report, structure of Government Accounts, budgetary processes, trends in key fiscal parameters like, revenue surplus/deficit, fiscal surplus/deficit, *etc.*

Chapters II and III on ‘Finances of the State’ and ‘Budgetary Management’ contain audit findings on matters arising from examination of Finance Accounts and Appropriation Accounts of the State Government for the year ended 31 March 2024. Information has been obtained from the Government of Goa, wherever necessary.

Chapter IV on ‘Quality of Accounts and Financial Reporting Practices’ provides an overview and status of the State Government’s compliance with various financial rules, procedures and directives during 2023-24.

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.

Executive Summary

Executive Summary

About the Report

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

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

Gross State Domestic Product (GSDP) (at current prices) grew from ₹ 75,032 crore in 2019-20 to ₹ 1,06,533 crore in 2023-24. Budget Outlay of the State grew from ₹ 21,557 crore in 2019-20 to ₹ 28,555 crore in 2023-24.

There was 13.73 *per cent* growth in GSDP over the previous year, 2022-23. The revenue receipts grew at 5.72 *per cent* and the percentage of revenue receipts over GSDP declined from 18.45 *per cent* in 2022-23 to 17.15 *per cent* in 2023-24. State's own tax revenue increased by 11.49 *per cent* during 2023-24 over the previous year. The total expenditure (revenue expenditure, capital expenditure and loans and advances) of the State of Goa increased from ₹ 18,313 crore in 2022-23 to ₹ 20,423 crore, registering an increase of 11.52 *per cent* over the previous year.

Revenue surplus decreased from ₹ 2,400 crore in 2022-23 to ₹ 1,423 crore in 2023-24, while fiscal deficit increased from ₹ 1,027 crore in 2022-23 to ₹ 2,148 crore in 2023-24.

Receipts of the State

The State has different sources of receipts such as own tax revenue, non-tax revenue, devolution of states' share in taxes, grants-in-aid and transfers from the Union Government. 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 by 62 *per cent* from ₹ 11,297 crore to ₹ 18,272 crore. Comparatively, capital receipts which consisted mostly of public debt receipts, registered an increase of ₹ 1,452 crore, from ₹ 2,704 crore to ₹ 4,156 crore during 2019-24.

A significant portion of the revenue receipts (71 *per cent*) during 2023-24 came from the State's own resources, while central tax transfers and grants-in-aid together contributed 29 *per cent*.

Expenditure by the State

Revenue expenditure is incurred to maintain the current level of services and interest payments on 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 from ₹ 11,622 crore (15 *per cent* of GSDP) to ₹ 16,849 crore (16 *per cent* of GSDP). It consistently made up a significant portion (81 to 87 *per cent*) of the total expenditure during this period.

On the other hand, capital expenditure, which is primarily an expenditure on creation of fixed infrastructure assets such as roads, buildings, *etc.* increased from ₹ 1,660 crore in 2019-20 to ₹ 3,571 crore in 2023-24.

Result of expenditure beyond means

The gap between the revenue receipts and revenue expenditure of the Government results in a revenue surplus or deficit. During the period 2019-20 to 2023-24, Goa registered revenue surplus in three years *i.e.* 2021-22 (₹ 59 crore), 2022-23 (₹ 2,400 crore) and 2023-24 (₹ 1,423 crore). The revenue deficit in 2019-20 was ₹ 325 crore, while in 2020-21 the revenue deficit was ₹ 1,653 crore. However, it is pertinent to mention that the revenue receipts of the State Government during 2020-21 were negatively affected due to the COVID-19 pandemic, contributing to the significant increase in its revenue deficit in that year.

The State Government spent ₹ 3,571 crore on capital account. This was 17 *per cent* of the total expenditure in the year 2023-24.

During 2023-24, major portion of public debt receipts (₹ 4,153 crore) was deployed by the State Government towards Capital spending.

The gap between the total expenditure and total non-debt receipts of the State results in fiscal deficit. The fiscal deficit of the State increased to ₹ 2,148 crore (2.02 *per cent* of GSDP) in 2023-24 from ₹ 1,994 crore (2.66 *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 49 to 52 *per cent* of revenue expenditure during 2019-20 and 2023-24. The committed expenditure increased from ₹ 5,725 crore in 2019-20 to ₹ 8,257 crore in 2023-24.

In addition to the committed expenditure, inflexible expenditure as a percentage of revenue expenditure decreased from 5.76 *per cent* in 2019-20 to 4.21 *per cent* in 2023-24. The inflexible expenditure increased from ₹ 669 crore in 2019-20 to ₹ 710 crore in 2023-24.

Subsidies

Within the non-committed expenditure, subsidies as a percentage of revenue expenditure fluctuated between two *per cent* and four *per cent* during 2019-24. In absolute terms, the expenditure on subsidies ranged between ₹ 262 crore and ₹ 620 crore during the five-year period 2019-24.

Off-budget borrowings

During 2023-24, the State Government had a liability of ₹ 706 crore as off-budget borrowings (OBB). Hence, the total outstanding debt of the State Government at the end of March 2024 worked out to be ₹ 33,573 crore, instead of ₹ 32,867 crore depicted in the Finance Accounts. Consequently, the ratio of total outstanding debt to GSDP (29.27 *per cent*) at the end of the year was understated by 0.66 *per cent* and worked out to be 29.93 *per cent* taking OBB into consideration.

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.

During 2023-24, the State Government received ₹ 366.00 crore being Central share during the year and as on 31 March 2024, the Government transferred ₹ 338.76 crore being Central share and corresponding State share of ₹ 356.58 crore to the SNAs. The total transfer of ₹ 695.34 crore was through fully vouched Contingent Bills. However, detailed vouchers and supporting documents of actual expenditure were not received by Directorate of Accounts from the SNAs.

As per PFMS SNA 01 Report, ₹ 349.07 crore was lying unspent in the bank accounts of SNAs as on 31 March 2024.

Contingent Liabilities on account of guarantees

In 2023-24, the outstanding guarantees of ₹ 298 crore were well within the limit of ₹ 1,500 crore prescribed under the Goa State Guarantees Act, 1993. Further, the closing balance under the Guarantee Redemption Fund was ₹ 431 crore, which was 145 *per cent* of the outstanding guarantees of ₹ 298 crore.

No amount was paid by the State Government on account of invocation of guarantees during 2023-24.

Debt sustainability

Debt is considered sustainable if the borrower, in this case the State, can service its debt now, and in future. Debt sustainability indicators

accordingly seek to assess the credit worthiness and the liquidity position of the borrower by examining the ability to service the debt through timely interest payments and repay debt out of current and regular sources of revenue.

Debt sustainability analysis has been carried out on the basis of fiscal and debt parameters: Domar approach and compliance of micro-fiscal parameters with the respective Fiscal Responsibility and Budget Management (FRBM) targets. The results of analysis are given in following paragraphs:

The nominal GSDP growth rate was less than the rate of growth of overall debt in the first two years (2019-20 and 2020-21). Thereafter it improved and surpassed the rate of growth of debt during 2021-24.

The Domar gap (Growth Interest Differential i.e. Real growth-Real effective rate of interest) remained positive in 2019-20 and 2023-24, while primary balances of the state remained negative in four out last five years.

The ratio of debt to GSDP ranged between 29.27 and 34.63 *per cent* of during 2019-24. During this period, interest payment on overall debt as percentage to revenue receipts ranged from 10.33 *per cent* to 15.23 *per cent*. In 2023-24, the percentage of debt repayment to receipts decreased from 115 *per cent* in 2022-23 to 89 *per cent* during 2023-24.

Trend analysis of achievements against fiscal targets

As per Goa Fiscal Responsibility and Budget Management (GFRBM) (First Amendment) Act, 2014, the State Government was required to eliminate revenue deficit by 2014-15 and maintain that level or generate surplus thereafter. The ceiling for fiscal deficit was fixed at three *per cent* of GSDP (up to 2019-20) which was increased to five *per cent* of GSDP (for 2020-21) and later decreased to four *per cent* of GSDP (for the years 2021-22 and 2022-23) through respective amendments in the GFRBM Act. The FD/GSDP was further changed to 3.0 *per cent* for 2023-24. The Act further envisaged that the State Government would limit the ratio of total outstanding debt to GSDP to 25 *per cent* by 2015-16 and maintain it thereafter. Furthermore, the State Government was expected to limit the outstanding guarantees to ₹ 1,500 crore.

The State registered revenue surplus in three out of five years during 2019-24, with the maximum surplus of ₹ 2,400 crore reported in 2022-23. The fiscal deficit was within permissible limit in all years during 2019-24. The State Government had breached the target of debt-GSDP ratio of 25 *per cent* in all five years during 2019-24. The guarantees were within the ceiling of ₹ 1,500 crore in the last five years.

Budget performance

Aggregate expenditure outturn

Budget performance in terms of budgetary intent and budget implementation is examined to assess extent to which the aggregate expenditure outturn reflects the amount originally approved both in terms of excess and saving. In Revenue section, deviation in outturn compared with BE was (-) 13.61 *per cent*. This was due to deviation between zero *per cent* and ± 25 *per cent* in 41 grants including three appropriations, between ± 25 *per cent* and ± 50 *per cent* in 35 grants, between ± 50 *per cent* and ± 100 *per cent* in 16 grants.

In Capital section, deviation in outturn compared with BE was (-) 27.87 *per cent*. This was due to deviation between zero *per cent* and ± 25 *per cent* in 11 grants including two appropriations, 10 grants between ± 25 and ± 50 *per cent*, and 46 grants between ± 50 *per cent* and ± 100 *per cent* and more. No provision was made in respect of 24 grants and one appropriation 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 have contributed to variance in expenditure composition. This measure indicates the extent of variation between the final budget and the actual expenditure.

In Revenue section, deviation in outturn compared with RE was (-) 14.37 *per cent*. This was due to deviation between zero *per cent* and ± 25 *per cent* in 42 grants including three appropriations, between ± 25 *per cent* and ± 50 *per cent* in 34 grants and between ± 50 *per cent* and ± 100 *per cent* in 16 grants.

In Capital section, deviation in outturn compared with RE was (-) 22.83 *per cent*. This was due to deviation between zero *per cent* and ± 25 *per cent* in 11 grants including two appropriations, between ± 25 *per cent* and ± 50 *per cent* in nine grants, between ± 50 *per cent* and ± 100 *per cent* and more in 47 grants. No provision was made in respect of 24 grants and one Appropriation of the Capital section.

It was noticed that supplementary provisions (₹ five crore or more in each case) aggregating ₹ 562 crore obtained in 14 cases during the year proved unnecessary, as the expenditure incurred (₹ 5,831 crore) did not reach even the original provision of ₹ 7,416 crore.

Regularisation of Excess over grants/ appropriations

The State Government has to get excesses over grants/appropriations regularised by the State Legislature as per Articles 204 and 205 of the Constitution. It was observed that no excess expenditure was incurred

during the current year 2023-24. However, previous balance of ₹ 12,625.06 crore for the period from 2008-09 to 2022-23 was pending regularisation in terms of Article 205 of the Constitution.

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/ short discharging of liabilities and misclassification of transactions and data gaps.

Reconciliation

During the year 2023-24, revenue receipts amounting to ₹ 5,771.53 crore (31.59 *per cent* of total revenue receipts) and revenue expenditure amounting to ₹ 15,923.51 crore (94.51 *per cent* of total revenue expenditure) were reconciled by the State Government.

Compliance with Indian Government Accounting Standards

As against the requirements of the four Indian Government Accounting Standards (IGAS) notified, the State Government has only partially complied with standards IGAS 1, IGAS 2 and IGAS 3.

Operation of Personal Deposit Accounts

As on 31 March 2024, a sum of ₹ 104.11 crore was held under 93 Personal Deposit Accounts (PDAs)/Personal Ledger Accounts (PLAs) by 26 departments. Out of a total of 93 Administrators of PDAs in the State, only 63 had reconciled and verified their balances with the treasury figures, while 30 Administrators neither reconciled nor verified their balances with the treasury.

Delay in submission of Utilisation Certificates

Audit scrutiny revealed that 12,813 Utilisation Certificates (UCs) in respect of Grants-in-aid aggregating ₹ 3,027.52 crore given to 31 Departments of the State Government had not been submitted as on 31 March 2024. In the absence of submission of UCs, there is no assurance that the money disbursed had been used for the intended purpose.

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, 491 AC bills of ₹ 195.75 crore were pending for submission of DC bills as on 31 March 2024, out of which 276 AC bills amounting to ₹ 72.28 crore pertained to the period up to 2022-23. In the absence of submission of DC bills, there is no assurance that the expenditure had actually been incurred during the corresponding financial year for the purpose for which it was authorized by the Legislature.

Chapter 1

Overview of State Finances

Chapter I: Overview of State Finances

1.1 Profile of Goa

Situated in the west coast of India, Goa is the country's smallest State in terms of geographical area (3,702 sq. km.). Administratively, Goa is divided into two districts namely, North Goa and South Goa, consisting of five and seven talukas, respectively.

Goa's population increased from 14.91 lakh in 2014 to 15.83 lakh¹ in 2024, recording a decadal growth of 6.17 *per cent*. The State has a population density of 428 persons per sq. km. as against the all-India average of 426. Population below poverty line was 5.09 *per cent* in the State as compared to 21.92 *per cent* in the country². The Gross State Domestic Product (GSDP) in 2023-24 at current prices was ₹ 1,06,533 crore. During 2023-24, the per capita GSDP of the State stood at ₹ 6,74,684 which was significantly higher than the all-India per capita Gross Domestic Product (GDP) of ₹ 2,11,725. Goa performed better on social indicators *viz.*, literacy rate, population below poverty line and infant mortality rate (except life expectancy) than the all-India average. Key statistics pertaining to the State are given in **Appendix 1.1**.

1.2 Basis and approach to the State Finances Audit Report

In terms of Article 151 (2) of the Constitution of India, the reports of the Comptroller and Auditor General of India (CAG) relating to the accounts of a State are to be submitted to the Governor of the State, who shall cause them to be laid before the State Legislature.

The Government of Goa (GoG) and those responsible for execution of budget such as Pay and Accounts Offices, treasuries, offices and departments of the GoG are responsible for preparation and correctness of the initial and subsidiary accounts as well as for ensuring the regularity of transactions in accordance with the applicable laws, standards, rules and regulations. They are also responsible for rendering the initial and subsidiary accounts and information related thereto to the Director of Accounts and Finance Secretary of the GoG for compilation and preparation of the Finance and Appropriation Accounts.

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

¹ Ministry of Statistics and Programme Implementation, Government of India (MoSPI)

² Figures taken from last census (2011)

- Budget of the State for the year 2023-24, both for assessing the fiscal parameters and allocative priorities *vis-à-vis* projections, and for evaluating the effectiveness of its implementation and compliance with the relevant rules and prescribed procedures;
- Results of audit carried out by the Office of the Accountant General, Goa;
- Other data with departmental authorities and treasuries;
- GSDP data and other State related statistics from the Directorate of Planning, Statistics and Evaluation, GoG; and
- Various audit reports of the CAG prepared during 2019-23.

This report also takes into account the recommendations of the Fifteenth Finance Commission (FC XV), the Goa Fiscal Responsibility and Budget Management (GFRBM) Act, and best practices and guidelines of the Government of India (GoI). The Fourth, Fifth and Sixth State Finance Commissions, are yet to be constituted by the State Government. The Report of the Third State Finance Commission (due in 2010 but constituted in January 2022) was submitted to the State Government in June 2024.

An exit conference was held on 07 March 2025 with the Chief/Principal Secretary, Finance Department, GoG in which the findings of audit and recommendations were discussed. Replies furnished during the exit conference have been incorporated at appropriate places in the Report.

1.3 Overview of structure of Government accounts 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 National Small Savings Fund, *etc.*), Ways and Means advances extended by the Reserve Bank of India (RBI) and all moneys received by the State Government in repayment of loans. No moneys 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)

This fund is in the nature of an imprest 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 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 Account of the State (Article 266 (2) of the Constitution)

Apart from 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.

Article 202 of the Constitution requires that a statement of estimated receipts and expenditures of the Government in respect of every financial year is presented before the House or Houses of the Legislature of the State. This 'Annual Financial Statement' constitutes the main budget document. Further, the budget must distinguish expenditure on the revenue account from other expenditures.

Revenue receipts consist of tax revenue, non-tax revenue, share of Union taxes/duties and grants from Government of India (GoI).

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

Capital receipts consist of:

- **Public Debt receipts:** Market loans, bonds, loans from financial institutions, net transaction under Ways and Means Advances, loans and advances from Central Government, *etc.*; and
- **Non-debt receipts:** Proceeds from disinvestment, recoveries of loans and advances.

Capital expenditure includes expenditure on the acquisition of land, building, machinery, equipment, investment in shares, and loans and

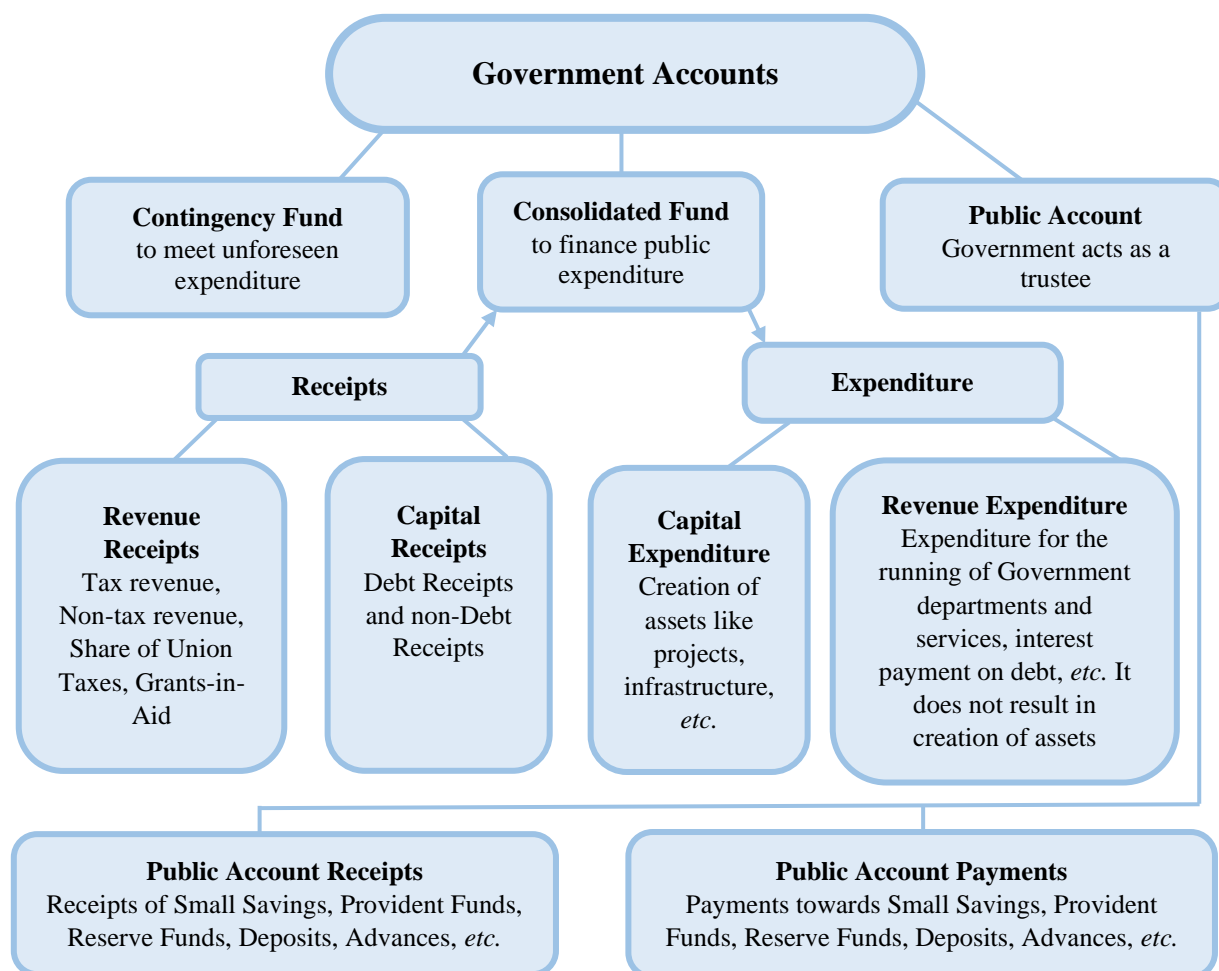
advances by the Government to State Public Sector Enterprises (SPSEs) and other parties.

Government accounts follow a five-tier classification structure that is both functional and economic in nature.

	Attribute of transaction	Classification
Standardised in List of Major and Minor Heads (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)
	Purpose/object of expenditure	Detailed Head (2-digit)

The functional classification indicates the department, function, scheme or programme and object of expenditure. Economic classification helps organise receipts and payments as revenue, capital, *etc.* The Economic classification is achieved by the numbering logic embedded in the first digit of 4-digit Major Heads. For instance, 0 and 1 is for revenue receipts, 2 and 3 for revenue expenditure, *etc.* The Economic classification is also achieved by the inherent definition and distribution of some detailed heads. For instance, generally “salary” (detailed head) is revenue expenditure; “construction” (detailed head) is capital expenditure. Detailed head is the primary unit of appropriation in the budget documents.

Chart 1.1: Structure of Government Accounts



Fund-based accounting coupled with functional and economic classification of transactions facilitates in-depth analysis of Government activities/transactions and enables legislative oversight over public finances.

Budgetary process

In terms of Article 202 of the Constitution, the Governor causes to be laid before the State Legislature, a statement of the estimated receipts and expenditure of the State for the financial year in the form of an Annual Financial Statement (referred to as the Budget).

In terms of Article 203, the above shall be submitted to the State Legislature in the form of Demands for Grants/Appropriations. After their approval, the Appropriation Bill is passed by the Legislature under Article 204 to provide for appropriation of the required money out of the Consolidated Fund.

As mentioned in **Paragraph 1.2**, Finance Accounts and Appropriation Accounts encompass the core data for preparation of the State Finances Audit Report (SFAR). These accounts are based on actual receipts and

expenditure of the State including various inter-governmental and other adjustments carried out by the RBI during the year. Considering that these receipts and expenditure are estimated in the budget and the expenditure has been approved by the State Legislature, it is necessary to study the annual budget of the State and analyse the actual receipts and expenditure during the year with reference to the projections made in the budget.

The budget circulars/orders issued by the Finance Department, Government of Goa guide the State departments in preparing their budgetary estimates. Further, the Directorate of Planning, Statistics and Evaluation, Government of Goa monitors departmental expenditure during the course of the year. Results of audit scrutiny of budget and implementation of other budgetary initiatives of the State Government are detailed in **Chapter III** of this Report.

1.3.1 Gross State Domestic Product (GSDP) of Goa

GSDP is the market value of all officially recognised final goods and services produced within the State in a given period of time. GSDP growth is an important indicator of the health of a State's economy. The trends in the annual growth rate of GSDP as compared to Gross Domestic Product (GDP) at current prices are indicated in **Table 1.1**.

Table 1.1: Annual growth rate of GDP and GSDP at current prices

Year	2019-20	2020-21	2021-22	2022-23	2023-24
India					
GDP (₹ in crore) ³ (Base year 2011-12)	20103593	19854096	23597399	26949646 (FRE)	29535667 (P)
GVA [#] (Base year 2011-12)	18381117	18210997	21635584	24659041 (FRE)	26762147 (P)
Growth rate of GDP (in per cent)	6.37	(-)1.24	18.85	14.21	9.60
Growth rate of GVA (in per cent)	7.02	(-) 0.93	18.81	13.97	8.53
Per Capita GDP (in ₹)	149915	146480	172422	194879 (FRE)	211725 (P)
Goa					
GSDP (₹ in crore) ⁴ (Base year 2011-12)	75032	74158 (F)	84266 (P)	93672 (Q)	106533 (A)
Gross State Value Added (GSVA) (Base year 2011-12)	67855	68260 (F)	76726 (P)	85679 (Q)	97289 (A)
Growth rate of GSDP (in per cent)	4.42	-1.16	13.63	11.16	13.73
Growth rate of GSVA (in per cent)	5.33	0.60	12.40	11.67	13.55
Per Capita GSDP (in ₹)	485645	476900	539131	596260 (Q)	674684 (A)

(Source: Ministry of Statistics and Programme Implementation, GoI, Directorate of Planning, Statistics and Evaluation, Government of Goa) (Q) Quick estimates; (P) Provisional Estimates; (A) Advance Estimates ;(RE) Revised Estimates; (FRE) First Revised Estimates; (F) Final Estimates

Gross Value Added

³ Ministry of Statistics and Programme Implementation, GoI.

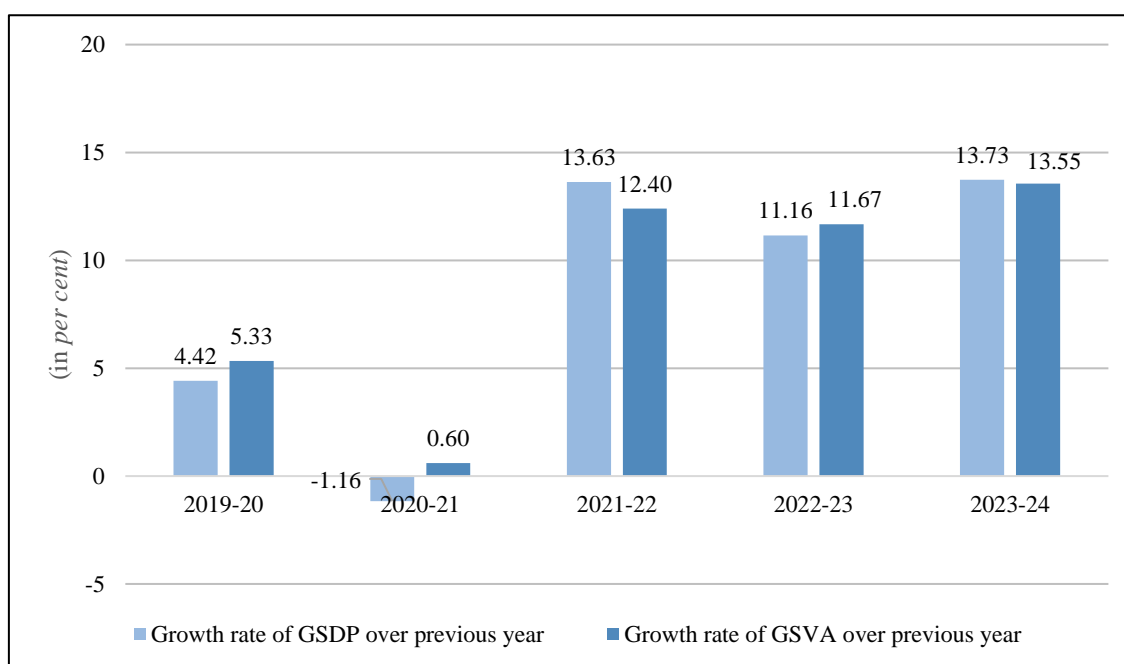
⁴ Directorate of Planning, Statistics and Evaluation, Government of Goa.

It can be seen from **Table 1.1** that the GSDP growth rate increased from 4.42 *per cent* in 2019-20 to 13.73 *per cent* in 2023-24. It grew at a higher pace in 2023-24 than the GDP (9.60 *per cent*) and the projections made by the Fifteenth Finance Commission (FC XV) (12.5 *per cent*) for the State of Goa.

Gross Value Added (GVA) is used for economic analysis by GoI and international organisations like International Monetary Fund as GVA is considered a better indicator of economic growth compared to GDP, as it ignores the impact of taxes and subsidies. These measures vary in the treatment of net tax, as a result of which the inclusion of taxes in GDP may differ from the real output situation. From a policymaker's perspective, it is therefore vital to have a comparison of the GVA and GSVA data for better analysis and making policy interventions.

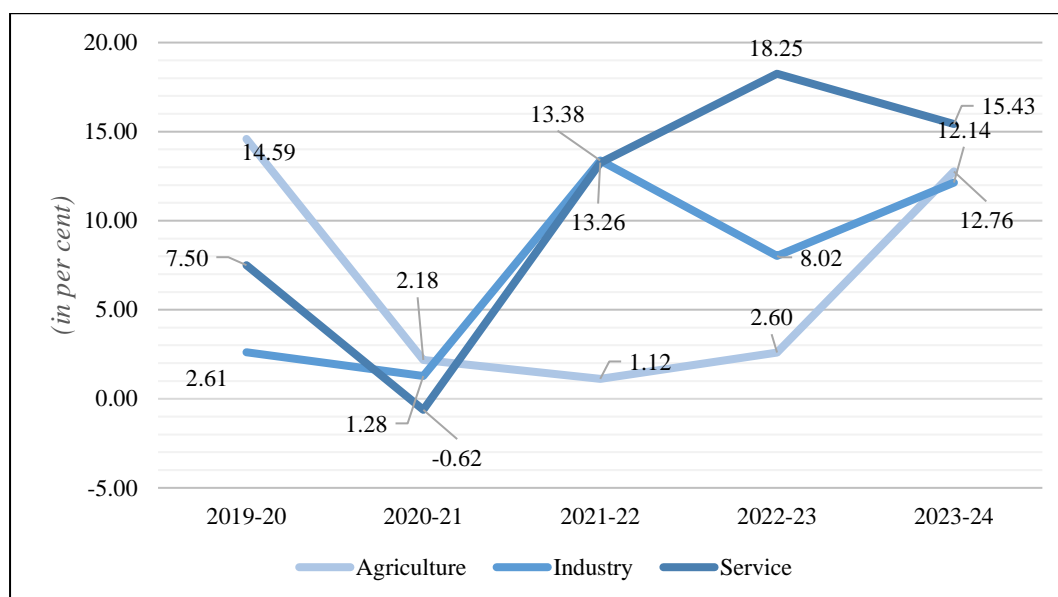
The trends of GSDP vs. GSVA and sectoral growth in GSVA for the period from 2019-20 to 2023-24 are indicated in the **Chart 1.2** and **Chart 1.3** respectively.

Chart 1.2: Growth rate of GSDP vs. GSVA (2019-20 to 2023-24)



(Source: Directorate of Planning, Statistics and Evaluation, Government of Goa)

Chart 1.3: Sectoral growth in GSVA (2019-20 to 2023-24)



(Source: Directorate of Planning, Statistics and Evaluation, Government of Goa)

The following observations can be made from the **Chart 1.3**.

Agriculture

In 2019-20, the Agriculture sector grew by 14.59 *per cent* over 2018-19. However, in the subsequent years the growth rate declined, registering a significant decrease in rate of growth with 2.18 *per cent* in 2020-21, followed by 1.12 *per cent* in 2021-22, over the corresponding previous years. In 2022-23 and 2023-24, the growth rate increased to 2.60 *per cent* and 12.76 *per cent* respectively.

Industries

This sector demonstrated positive growth through 2019-24 with inter-year fluctuations in growth.

Under Industries sector, from 2.61 *per cent* in 2019-20, the growth rate slowed down during 2020-21, but gained momentum in the subsequent years and the sector recorded its highest growth rate at 13.38 *per cent* in 2021-22. In 2022-23, it came down to 8.02 *per cent* and in 2023-24 the rate of growth was 12.14 *per cent*.

Services

The positive growth rate in 2019-20 was followed by a decline in 2020-21 (-0.62 *per cent*). However, the growth rate recovered in the following years and grew by 15.43 *per cent* in 2023-24.

1.3.2 Snapshot of finances

The following table provides the details of budget estimates (BE) for the year 2023-24 *vis-à-vis* actuals of 2022-23 and 2023-24.

Table 1.2: Budget estimates for the year 2023-24 vis-à-vis actuals of 2022-23 and 2023-24

(₹ in crore)

Sl. No.	Components	2022-23	2023-24	2023-24	Percentage of Actuals to BE	Percentage of Actuals to GSDP
		Actuals	BE	Actuals	2023-24	2023-24
1	Tax Revenue	11492	12532	13086	104.42	12.28
	(i) Own Tax Revenue	7827	8589	8726	101.60	8.19
	(ii) Share of Union taxes/duties	3665	3943	4360	110.58	4.09
2	Non-tax Revenue	3869	6026	4219	70.01	3.96
3	Grants-in-aid and Contributions	1923	1670	967	57.90	0.91
4	Revenue Receipts (1+2+3)	17284	20228	18272	90.33	17.15
5	Recovery of Loans and Advances	02	35	03	8.57	-
6	Other Receipts	-	-	-	-	-
7	Borrowings and other Liabilities ⁵	1029	4183	4225	101.00	3.97
8	Capital Receipts (5+6+7)	1031	4218	4228	100.24	3.97
9	Total Receipts (4+8)	18315	24446	22500	92.04	21.12
10	Revenue Expenditure, of which	14884	19558	16849	86.15	15.82
11	Interest payments	1816	1998	1889	94.54	1.77
12	Capital Expenditure, of which	3429	5012	3574	71.31	3.35
13	Capital Outlay	3425	5000	3571	71.42	3.35
14	Loan and advances	04	12	03	25.00	0.00
15	Total Expenditure (10+12)	18313	24570	20423	83.12	19.17
16	Revenue Deficit (-)/Surplus (+) (4-10)	2400	670	1423	212.39	1.34
17	Fiscal Deficit {(4+5+6)-15}	(-)1027	(-) 4307	(-)2148	49.87	(-)2.02
18	Primary Deficit (-)/Primary Surplus (+) (17-11)	789	(-) 2309	(-)259	11.22	(-)0.24

(Source: Annual Financial Statements and Finance Accounts of respective years)

The financial performance for the fiscal year 2023-24 reveals that the tax revenue surpassed the budget estimates by 4.42 *per cent* and constituted 12.28 *per cent* of the Gross State Domestic Product (GSDP). State's own tax revenue exceeded projections by 1.60 *per cent*. However, non-tax revenue fell short at 70.01 *per cent* against the Government's projections.

⁵ Borrowings and other Liabilities = Net (Receipts-Disbursements) of Public Debt + Net of Contingency Fund + Net (Receipts - Disbursements) of Public Account + Net of Opening and Closing Cash Balance.

On the expenditure front, it can be seen that the actual revenue expenditure incurred by the State Government during 2023-24 was 86.15 *per cent* of the budget estimates. Capital expenditure showed minor decline from the previous year, reaching 71.31 *per cent* of the budgeted amount.

The revenue surplus exceeded the budget estimate by ₹ 753 crore. The primary deficit at ₹ (-) 259 crore was better than the budgetary assumption of ₹ (-) 2,309 crore. The revenue surplus of ₹ 1,423 crore resulted in restricting the fiscal deficit to ₹ (-) 2,148 crore as compared to budget estimate of ₹ 4,307 crore.

1.3.3 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 public account and reserve funds while the assets comprise mainly the capital outlay and loans and advances given by the State Government and cash balances.

Table 1.3: Summarised position of assets and liabilities

(₹ in crore)

Liabilities					Assets				
		2022-23	2023-24	Increase percentage			2022-23	2023-24	Increase percentage
Consolidated Fund									
a	Internal Debt	21174.06	23316.30	10.12	a	Gross Capital Outlay	29816.21	33386.75	11.98
b	Loans and Advances from GoI	3445.85	4066.33	18.01	b	Loans and Advances	108.11	108.17	0.06
Contingency Fund		100.00	100.00	-	Contingency fund		-	47.88	-
Public Account									
a	Small Savings, Provident Funds, etc.	2445.41	2,427.49	(-)0.73	a	Advances	0.53	0.53	-
b	Deposits	2355.69	2,553.65	8.40	b	Remittance	442.99	-	100.00
c	Reserve Funds	2162.67	1,919.35	(-)11.25	c	Suspense and Miscellaneous	1241.81	1451.49	16.88
d	Remittances	-	301.26	-	Cash balance (including investment in Earmarked Fund)		1964.75	3003.40	52.86
Total		31683.68	34684.38	9.47			33574.43 ⁶	37998.22	13.18
Cumulative excess of receipts over expenditure		1890.75	3313.84	75.26	Cumulative excess of expenditure over receipts		-	-	-
Total		33574.43	37998.22	13.18	Total		33574.43	37998.22	13.18

(Source: Finance Accounts of the State)

⁶ Difference of ₹ 0.03 crore is on account of rounding.

During 2023-24, assets increased by 13.18 *per cent* and liabilities increased by 9.47 *per cent* over the previous year.

1.4 Fiscal balance: Achievement of targets for deficits and total debt

Budgetary surplus/deficit is an indicator of prudent fiscal management by the Government. Further, the ways in which deficits are financed and the application of the resources raised have important implications for the fiscal health of the State.

This section presents the trends, nature, magnitude and the manner of financing of deficits and subsequently assessment of actual levels of revenue and fiscal deficits *vis-à-vis* targets set under GFRBM (First Amendment) Act, 2014; GFRBM (Amendment) Act, 2021 and GFRBM (Amendment) Act, 2022.

1.4.1 Review of fiscal situation

In pursuance of the recommendations of the Twelfth Finance Commission (FC XII), Government of Goa enacted the GFRBM Act, 2006. It came into force on 15 May 2006 to ensure prudence in fiscal management and fiscal stability by progressive elimination of revenue deficit and greater transparency in fiscal operations of the Government in a medium-term fiscal framework. In compliance with the Act, GFRBM Rules, 2007 were made by the Government in November 2007. The Act was amended through the GFRBM (First Amendment) Act, 2014, GFRBM (Amendment) Act, 2021 and GFRBM (Amendment) Act, 2022.

As per the GFRBM Act, 2006 and Rules, 2007, the State Government, in each financial year, was required to prepare and lay before the Legislative Assembly a Medium-Term Fiscal Plan (MTFP) along with the budget. The MTFP was to include three-year rolling targets in respect of the following fiscal indicators:

- (a) Revenue deficit as a percentage of total revenue receipts;
- (b) Fiscal deficit as a percentage of GSDP;
- (c) Outstanding total liabilities as a percentage of GSDP; and
- (d) Ratio of interest payment to total revenue receipts.

The State Government, has prepared MTFP for the year 2023 and 2024 with targets for 2024-25 and 2025-26, 2025-26 and 2026-27 respectively in respect of the fiscal indicators specified above have been set in the policy, except for ratio of interest payment to total revenue receipts.

The Revised Estimates for 2023-24 provided in MTFP 2024 for (a), (b) and (c) are shown below:

**Table 1.4: Revised Estimates 2023-24 as per MTFP 2024
compared with Actuals**

Fiscal Indicators	Revised Estimate 2023-24 in MTFP 2024	Actuals
Revenue deficit as a percentage of total revenue receipts	(-)3.33	(+)7.79
Fiscal deficit as a percentage of GSDP;	(-)3.84	(-)2.02
Outstanding total liabilities as a percentage of GSDP	31.57	29.27*

Source: MTFP 2024, Government of Goa

* Arrived at after exclusion of back-to-back loans of ₹ 1,687 crore (₹ 840 crore pertaining to 2020-21 plus ₹ 847 crore pertaining to 2021-22) under debt receipts from the outstanding total liabilities.

The targets set by 15th FC *vis-à-vis* achievements in major fiscal aggregates with reference to GSDP during 2023-24 are given in Table 1.5.

Table 1.5: Targets as per 15th FC *vis-à-vis* achievements in respect of major fiscal aggregates for the year 2023-24

Fiscal Variables	Targets as prescribed by 15 th FC	Actuals	Percentage variation of actuals over
Revenue Surplus (+)/Deficit (-) /GSDP (<i>per cent</i>)	(-)2.30	(+)1.34	3.64
Fiscal Deficit (-)/GSDP (<i>per cent</i>)	(-) 3.00	(-) 2.02	0.98
Total Outstanding Liability/GSDP (<i>per cent</i>)	31.90	29.27*	2.63

Source: Recommendations of 15th FC

* Excluding back-to-back loans of ₹ 1,687 crore (₹ 840 crore pertaining to 2020-21 plus ₹ 847 crore pertaining to 2021-22) under debt receipts from the outstanding total liabilities.

As can be seen above, during 2023-24 the State Government achieved all the fiscal parameters which remained above the level fixed by 15th FC.

Review of fiscal situation of the State further revealed the following:

- As per provision of Section 5(a) of the GFRBM (First Amendment) Act, 2014, the State Government was to eliminate revenue deficit⁷ from the financial year 2014-15 and maintain that level or generate revenue surplus thereafter. A comparison of the State Government's estimates and the actual revenue deficit/surplus has been depicted in Table 1.6.

Table 1.6: Revenue deficit/surplus in last three years (2021-24)
(₹ in crore)

Revenue deficit (-)/ surplus (+) as per	2021-22	2022-23	2023-24
Budget estimates (BE)	58	434	670
Revised estimates (RE)	(-)19	545	906
Actuals	59	2400	1423

(Source: Finance Accounts and Budget documents of the State)

⁷ Revenue deficit = Revenue receipts – Revenue expenditure; (+) indicates surplus and (-) indicates deficit

- In 2023-24, the Government anticipated a ₹ 670 crore revenue surplus, revised it to ₹ 906 crore, while the actual surplus was ₹ 1,423 crore, indicating a significant increase from the estimates. It can also be seen from the table that in the last three years (2021-24) the State Government progressed from a revenue surplus of ₹ 59 crore in 2021-22 to a surplus of ₹ 1,423 crore in 2023-24.
- As can be seen from the above table, actual revenue surplus of 2023-24 deviated significantly from BE and RE. The reason for estimated surplus of ₹ 906 crore at the RE stage increasing significantly into surplus of ₹ 1,423 crore was mainly due to reduced expenditure under revenue heads (₹ 16,849 crore) than that provided for in RE (₹ 19,447 crore). Less than the estimated revenue expenditure was incurred across all three services, namely in Social Services (by ₹ 1,393 crore), Economic Services (by ₹ 917 crore) and General Services (by ₹ 789 crore).
- The GFRBM (First Amendment) Act, 2014 envisaged achievement of fiscal deficit⁸ at three *per cent* of GSDP by 2013-14 and thereafter, to maintain the ratio or reduce it. Fiscal deficit to GSDP ratio was first brought below three *per cent* in 2014-15 and it remained so till 2019-20. However, the GFRBM (Amendment) Act, 2021 increased the target for fiscal deficit/GSDP ratio to five *per cent* for the financial year 2020-21. The target of fiscal deficit/GSDP was further revised to four *per cent* for the year 2021-22 and 2022-23 through amendments in the GFRBM Act, while it was to maintain at three *per cent* during 2023-24.

The fiscal deficit to GSDP ratio during the period 2021-22 to 2023-24 is summarised in **Table 1.7**.

Table 1.7: Fiscal deficit/GSDP

(in *per cent*)

Year	Budget estimates	Revised estimates	Actuals
2021-22	6.97	7.99	3.11
2022-23	4.59	4.70	1.10
2023-24	4.04	3.54	2.02

(Source: Finance Accounts and Budget documents of the State)

- As can be seen from the table above, the actual Fiscal Deficit to GSDP ratio witnessed a fluctuating trend over the last three years.
- In 2021-22, the actual fiscal deficit of 3.11 *per cent* of GSDP was below both the initial estimate of 6.97 *per cent* and the revised estimate of 7.99 *per cent*.

⁸ Fiscal deficit is the difference between the total income of Government (revenue receipts + non-debt capital receipts) and its total expenditure (revenue expenditure + capital expenditure + disbursement of loans and advances). This excludes the borrowings of the Government.

- During the fiscal year 2022-23, the actual fiscal deficit at 1.10 *per cent* of GSDP, was significantly lower than the revised estimate of 4.70 *per cent*.
- In 2023-24, the actual fiscal deficit stood at 2.02 *per cent* of GSDP, considerably below both the initial and revised estimates of 4.04 *per cent* and 3.54 *per cent*, respectively.

Table 1.8 shows the extent of compliance by the State Government during 2019-24, against the targets set forth in the GFRBM Act, 2006, as amended from time to time.

Table 1.8: Compliance with provisions of GFRBM Act

Fiscal Parameters	Fiscal targets set in the GFRBM Act	Achievement				
		2019-20	2020-21	2021-22	2022-23	2023-24
Revenue Deficit(-)/ Surplus (+) (₹ in crore)	Revenue Surplus	(-)325	(-)1653	59	2400	1423
		✗	✗	✓	✓	✓
Fiscal Deficit (-)/ Surplus (+) (as percentage of GSDP)	Three <i>per cent</i> (up to 2019-20)	(-)1994 (-2.66)	(-)3648 (-4.92)	(-)2624 (-3.11)	(-)1027 (-1.10)	(-)2148 (-2.02)
	Five <i>per cent</i> (for 2020-21) and four <i>per cent</i> (for 2021-22* and 2022-23*), three <i>per cent</i> for 2023-24	✓	✓	✓	✓	✓
Ratio of total outstanding debt to GSDP (<i>per cent</i>) ⁹	Target ceiling	25	25	25	25	25
	Actual	30.06	34.63	32.55	30.55	29.27
		✗	✗	✗	✗	✗
Outstanding Guarantees	Below ₹ 1,500 crore	883	967	662	405	298
		✓	✓	✓	✓	✓

(Source: Finance Accounts of the State)

*As per amendments made to the Goa Fiscal Responsibility and Budget Management Act on 18/07/2022 (2022-23) and 09/03/2022 (2021-22)

The provisions of section 5(d) of the GFRBM (First Amendment) Act, 2014 prescribed that total outstanding debt¹⁰ to GSDP be brought down to 27 *per cent* by 31 March 2015 and thereafter, maintain it below 25 *per cent*. It may be seen from the **Table 1.8** that the State Government

⁹ As per Department of Expenditure, Ministry of Finance, GoI, borrowings under the special window shall not be treated as debt of the State for any norms prescribed by the Finance Commission. Hence, the back-to-back loans of ₹ 1,687 crore (₹ 840 crore pertaining to 2020-21 plus ₹ 847 crore pertaining to 2021-22) *in-lieu* of shortfall in GST compensation has not been considered as public debt/total outstanding liabilities of the State Government.

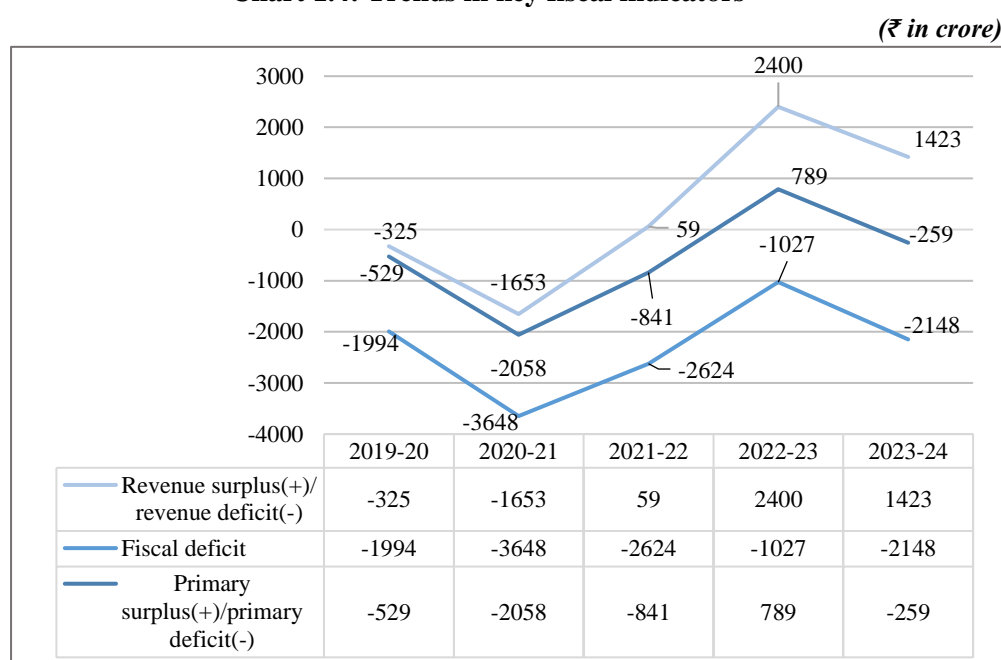
¹⁰ Total outstanding debt includes public debt and Public Account liabilities. Public debt includes only internal debt and loans and advances from GoI. Public Account liabilities includes liabilities under small saving funds, General Provident Fund, reserve funds, etc.

breached the ceiling of outstanding debt to GSDP ratio of 25 *per cent* every year during the last five years (2019-24). However, the ratio registered a decline from 30.55 *per cent* in 2022-23 to 29.27 *per cent* during 2023-24. The State Government managed to keep the ratio of fiscal deficit to GSDP during the period 2019-24 within the limit prescribed under GFRBM Act, as amended from time to time.

Further, revenue, fiscal and primary deficits¹¹ indicate the overall health of State Government finances during a specified period. **Chart 1.4** presents the trends in these three key fiscal indicators over the period 2019-24.

During the Exit Conference (07/03/2025) the Finance Department stated that efforts are being made to lower the debts.

Chart 1.4: Trends in key fiscal indicators



(Source: Finance Accounts of the State)

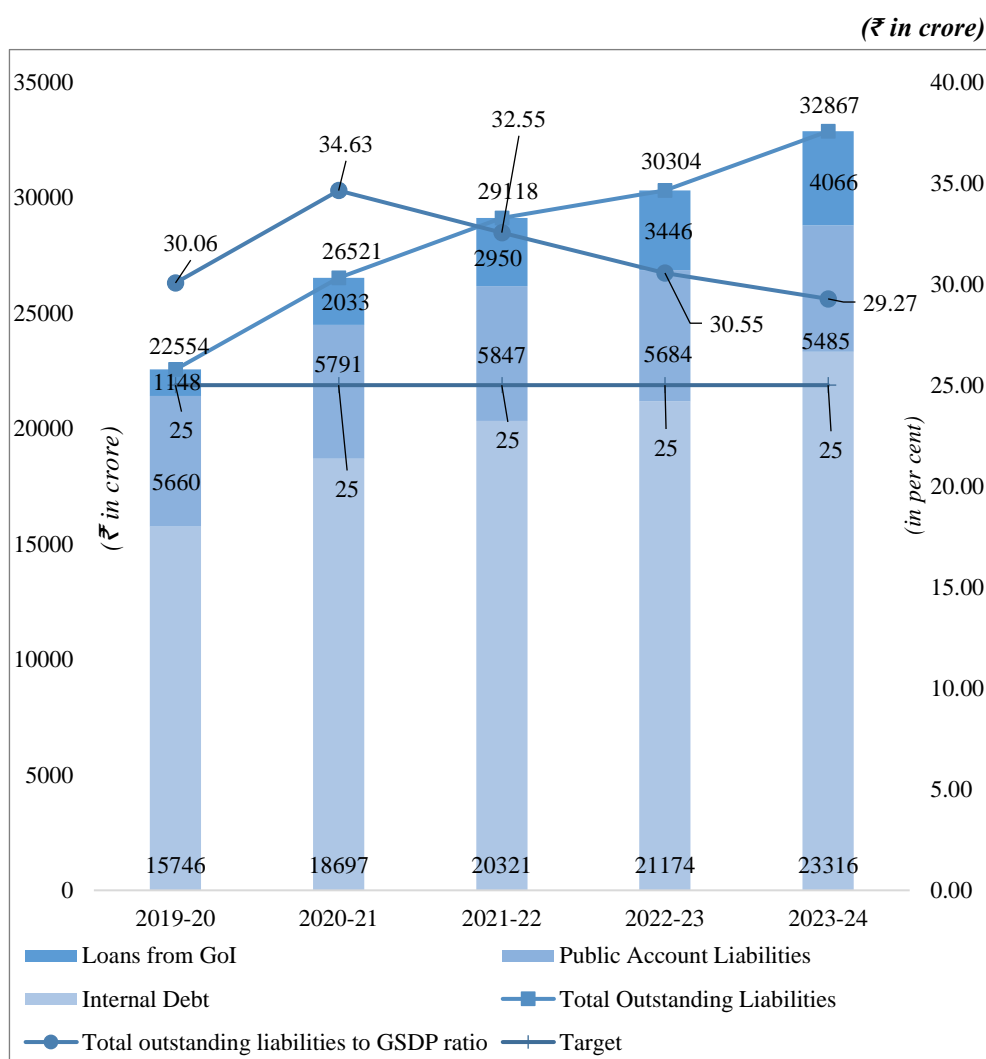
As may be seen from chart above, the fiscal parameters *viz.* revenue, fiscal and primary deficits during 2023-24 have declined compared to 2022-23. The State's fiscal deficit increased compared to the previous year from ₹ 1,027 crore to ₹ 2,148 crore. Further, the Revenue surplus of the State Government witnessed a sharp fall from ₹ 2,400 crore in 2022-23, to ₹ 1,423 crore in 2023-24.

Primary deficit in 2019-20 and 2020-21 witnessed deficits of ₹ 529 crore and ₹ 2058 crore, respectively. However, in 2021-22 the deficit improved significantly to ₹ 841 crore, followed by surplus of ₹ 789 crore in 2022-23 and a deficit of ₹ 259 crore in 2023-24.

¹¹ Fiscal deficit minus interest payments.

Chart 1.5 below shows the trends in fiscal liabilities of the State Government *vis-à-vis* GSDP during the last five years (2019-24).

Chart 1.5: Trends in fiscal liabilities *vis-à-vis* GSDP



(Source: Finance Accounts of the State)

As may be seen from chart above, total outstanding debt of the State Government during 2023-24 increased by ₹ 2,563 crore (8.46 per cent) over the previous year, due to increase in internal debt by ₹ 2,142 crore (10.12 per cent), loans and advances from GoI by ₹ 620 crore (17.99 per cent) offset by decrease in Public Account liabilities by ₹ 199 crore (3.50 per cent).

1.5 Deficits and total debt after examination in audit

Audit examined/verified misclassification of receipts and expenditure as well as non-accounting of quantifiable transactions, impacting the deficits/outstanding liabilities of the Government.

1.5.1 Post-Audit: Deficits

Off-budget fiscal operations, deferment of clear-cut liabilities, non-deposit of cess/royalty to Consolidated Fund, short contribution to New Contributory Pension Scheme (NPS), Sinking and Redemption funds, *etc.*, impact the State's revenue and fiscal deficit. Scrutiny of certain major transactions during 2023-24 revealed that revenue surplus and fiscal deficit were affected as brought out in the Notes to Accounts of Finance Accounts (2023-24) Volume I and succeeding paragraphs, as detailed in **Table 1.9**.

Table 1.9: Revenue and Fiscal Deficit – post-examination by Audit

(₹ in crore)

Particulars	Impact on Revenue Surplus [overstated (-)]	Impact on Fiscal Deficit (understated)
Central Road Infrastructure Fund (CRIF)	(-) 48.16	48.16
Non-Transfer of Cess/fee/surcharge (Para 2.5.2.4)	(-) 118.58	118.58
Non transfer of Central Share of CSS to SNA (Cash Balance) (Para 4.5)	(-) 0.39	0.39
Total	(-) 167.13	167.13

(Source: Notes to Finance Accounts)

It was observed from the finance accounts that revenue expenditure totalling ₹ 167 crore was either short-paid/unpaid or not booked by the State Government during 2023-24. This accounted for an overstatement of revenue surplus to that extent (by ₹ 167 crore) and hence, the revised figure for the revenue surplus would stand at ₹ 1,256 crore (₹ 1,423 crore minus ₹ 167 crore).

The fiscal deficit of the State would increase from ₹ 2,148 crore to ₹ 2,315 crore after taking into account the deferred revenue expenditure as shown in the **Table 1.9** above. Thus, fiscal deficit to GSDP ratio would be 2.17 per cent instead of 2.02 per cent.

1.5.2 Post-Audit: Total Outstanding Debt

According to the GFRBM Act, 2006, total liabilities (herein termed as total outstanding debt) means the liabilities under the Consolidated Fund of the State and the Public Account of the State.

Table 1.10: Total outstanding debt: post-examination by Audit

1.		Total outstanding debt as per Finance Accounts 2023-24 (₹ 32,867.09 crore) (₹ in crore)	As percentage of GSDP (29.27 per cent) ¹² (per cent)
2.	Total outstanding debt understated due to: (i) Off-budget borrowings ¹³ by (i) Goa State Infrastructure Development Corporation Limited (₹ 604.99 crore) and (ii) Sewerage and Infrastructural Development Corporation of Goa Limited (₹ 101.40 crore) on behalf of the State Government where the principal and/or interest were to be serviced out of the State budget.	706.39	0.66
	Total of (1 + 2)	33,573.48	29.93*

(Source: Information provided by SPSEs)

*Excluding back-to-back loans

Considering the off-budget fiscal liabilities amounting to ₹ 706 crore at the end of 2023-24, the total outstanding debt of the State Government at the end of March 2024 worked out to be ₹ 33,573 crore, instead of ₹ 32,867 crore depicted in the Finance Accounts. Consequently, the ratio of total outstanding debt to GSDP (29.27 per cent) at the end of the year was understated by 0.66 per cent. Thus, post-audit total outstanding debt of the State Government was 29.93 per cent of GSDP.

¹² As per Department of Expenditure, Ministry of Finance, GoI, borrowings under the special window shall not be treated as debt of the State for any norms prescribed by the Finance Commission. Hence, the back-to-back loans of ₹ 1,687 crore (₹ 840 crore pertaining to 2020-21 plus ₹ 847 crore pertaining to 2021-22) in-lieu of shortfall in GST compensation has not been considered as public debt/total outstanding liabilities of the State Government.

¹³ These two SPSEs execute only Government works. For execution of works, these two SPSEs borrow from financial institutions. The principal amount, interest on borrowings and professional fees of SPSEs are then claimed from the State Government. ₹ 706.39 crore shows the amount receivable by the SPSEs from the State Government.

Chapter 2

Finances of the State

Chapter II: Finances of the State

Introduction

This Chapter attempts to place the State's finances in perspective through an analysis of the key changes in major fiscal aggregates relative to the previous year, overall trends during the five-year period from 2019-20 to 2023-24, debt sustainability and key Public Account transactions, based on the Finance Accounts of the State and the information provided by the State Government.

2.1 Major changes in key fiscal aggregates

Table 2.1 presents the summary of the State Government's fiscal aggregates during 2023-24 *vis-à-vis* 2022-23. Each of these indicators is analysed in the succeeding paragraphs.

Table 2.1: Summary of fiscal aggregates in 2023-24 compared to 2022-23

(₹ in crore)

Receipts			Disbursements		
	2022-23	2023-24		2022-23	2023-24
Section-A: Revenue Account					
Own Tax Revenue	7827	8726	General Services	5406	5830
Non-Tax Revenue	3869	4219	Social Services	3545	5819
Share of Union Taxes/ Duties	3665	4360	Economic Services	3845	4681
Grants-in-aid from Government of India	1923	967	Grants-in-aid and Contributions	2088	519
Total Section-A Revenue Receipts	17284	18272	Total Section-A Revenue Expenditure	14884	16849
Section-B: Capital Account and others					
Miscellaneous Capital Receipts	00	00	Capital Outlay	3425	3571
			General Services	480	433
			Social Services	901	1091
			Economic Services	2044	2047
Recoveries of Loans and Advances	02	03	Loans and Advances disbursed	04	03
Public Debt Receipts*	2576	4153	Repayment of Public Debt*	1227	1391
Contingency Fund	00	00	Contingency Fund	00	48
Public Account Receipts (Gross)	17881	20840	Public Account Disbursements (Gross)	18060	20368
Opening Cash Balance	1822	1965	Closing Cash Balance	1965	3003
Total Section-B Receipts	22281	26961	Total Section-B Disbursements	24681	28384
Grand Total (A +B)	39565	45233	Grand Total (A+B)	39565	45233

(Source: Finance Accounts of the State)

*Excluding net transactions under ways and means advances and overdrafts

Appendix 2.1 shows the abstract of receipts and disbursements of the State Government during 2023-24 *vis-à-vis* the previous year while **Appendix 2.2**

presents the time series data on the State Government's finances for the five-year period from 2019-20 to 2023-24.

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

Revenue Receipts	<ul style="list-style-type: none"> ➤ Revenue receipts increased by 5.72 <i>per cent</i>. ➤ Own tax receipts increased by 11.49 <i>per cent</i>. ➤ Own non-tax receipts increased by 9.05 <i>per cent</i>. ➤ State's share of Union taxes and duties increased by 18.96 <i>per cent</i>. ➤ Grants-in-aid from Government of India decreased by 49.71 <i>per cent</i>.
Revenue Expenditure	<ul style="list-style-type: none"> ➤ Revenue expenditure increased by 13.20 <i>per cent</i>. ➤ Revenue expenditure on General Services (excluding grants-in-aid) increased by 7.84 <i>per cent</i>. ➤ Revenue expenditure on Social Services (excluding grants-in-aid) increased by 64.15 <i>per cent</i>. ➤ Revenue expenditure on Economic Services (excluding grants-in-aid) increased by 21.74 <i>per cent</i>. ➤ Expenditure on grants-in-aid decreased by 75.14 <i>per cent</i>.
Capital Expenditure	<ul style="list-style-type: none"> ➤ Capital expenditure increased by 4.26 <i>per cent</i>. ➤ Capital expenditure on General Services decreased by 9.79 <i>per cent</i>. ➤ Capital expenditure on Social Services increased by 21.09 <i>per cent</i>. ➤ Capital expenditure on Economic Services increased by 0.15 <i>per cent</i>.
Loans and Advances	<ul style="list-style-type: none"> ➤ Disbursement of loans and advances decreased by 25.00 <i>per cent</i>. ➤ Recoveries of loans and advances increased by 50.00 <i>per cent</i>.
Public Debt	<ul style="list-style-type: none"> ➤ Public debt receipts increased by 61.22 <i>per cent</i>. ➤ Repayment of public debt increased by 13.37 <i>per cent</i>.
Public Account	<ul style="list-style-type: none"> ➤ Public account receipts increased by 16.55 <i>per cent</i>. ➤ Disbursement of public account increased by 12.80 <i>per cent</i>.
Cash Balance	<ul style="list-style-type: none"> ➤ Cash balance increased by ₹ 1,038 crore (52.82 <i>per cent</i>).

2.2 Sources and application of funds

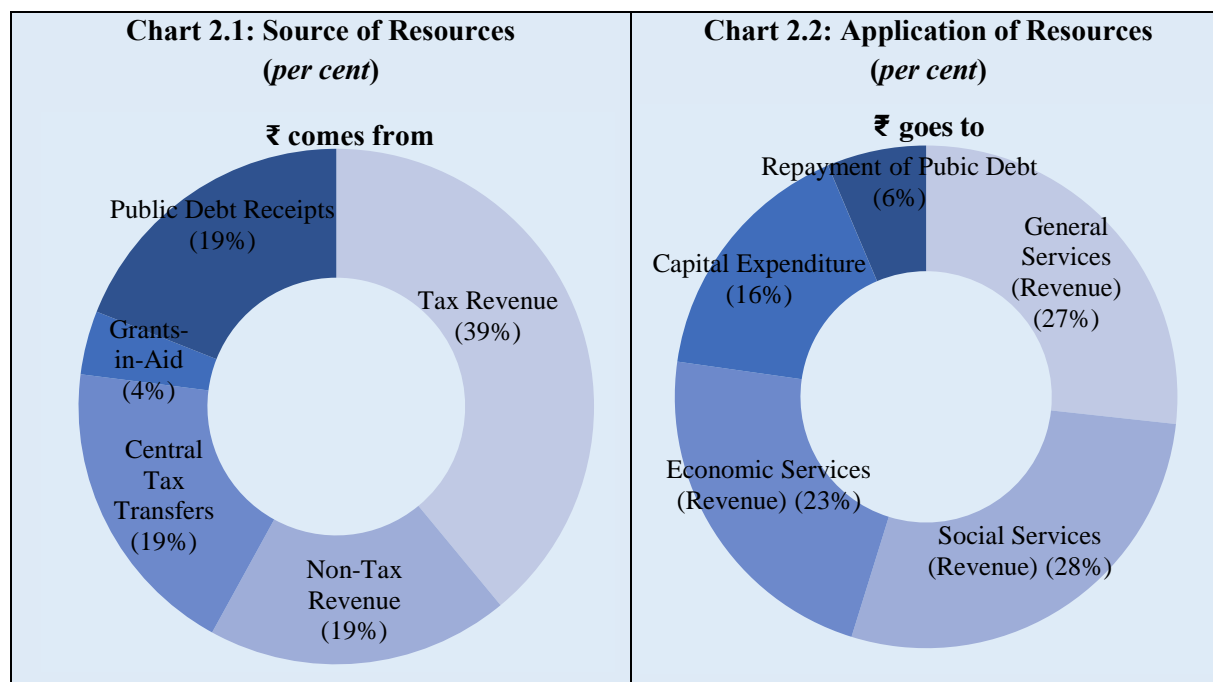
Table 2.2 compares the sources and application of funds of the State Government during 2023-24 *vis-à-vis* 2022-23, while **Charts 2.1** and **2.2** give details of receipts into and expenditure from the Consolidated Fund during 2023-24.

Table 2.2: Details of sources and application of funds during 2022-23 and 2023-24

(₹ in crore)

	Particulars	2022-23	2023-24	Increase (+)/ Decrease (-)
Sources	Opening Cash Balance with RBI	1822	1965	143
	Revenue Receipts	17284	18272	988
	Miscellaneous Capital Receipts	00	00	00
	Recoveries of Loans and Advances	02	03	01
	Public Debt Receipts (Net)	1349	2762	1413
	Public Account Receipts (Net)	(-)179	472	651
	Total	20278	23474	3196
Application	Revenue Expenditure	14884	16849	1965
	Capital Expenditure	3425	3571	146
	Disbursement of Loans and Advances	04	03	(-) 01
	Closing Cash Balance with RBI	1965	3003	1038
	Expenditure from Contingency Fund (un-recouped)	00	48	48
	Total	20278	23474	3196

(Source: Finance Accounts of the State)



(Source: Finance Accounts of the State)

Chart 2.1: Percentages have been calculated on total receipts into the Consolidated Fund (₹ 22,428 crore) as shown in Appendix 2.2 (Sl. No. 6)

Chart 2.2: Percentages have been calculated on total disbursement out of Consolidated Fund (₹ 21,814 crore) as shown in Appendix 2.2 (Sl. No. 16)

2.3 Resources of the State

The State's resources comprise the following:

1. **Revenue receipts** consist of own tax revenue, non-tax revenue, State's share of Union taxes and duties and grants-in-aid (GIA) and contributions from the Government of India (GoI).
2. **Capital receipts** comprise miscellaneous capital receipts such as proceeds from disinvestments, recoveries of loans and advances, debt receipts from internal sources (market loans, borrowings from financial institutions/commercial banks) and loans and advances from GoI.

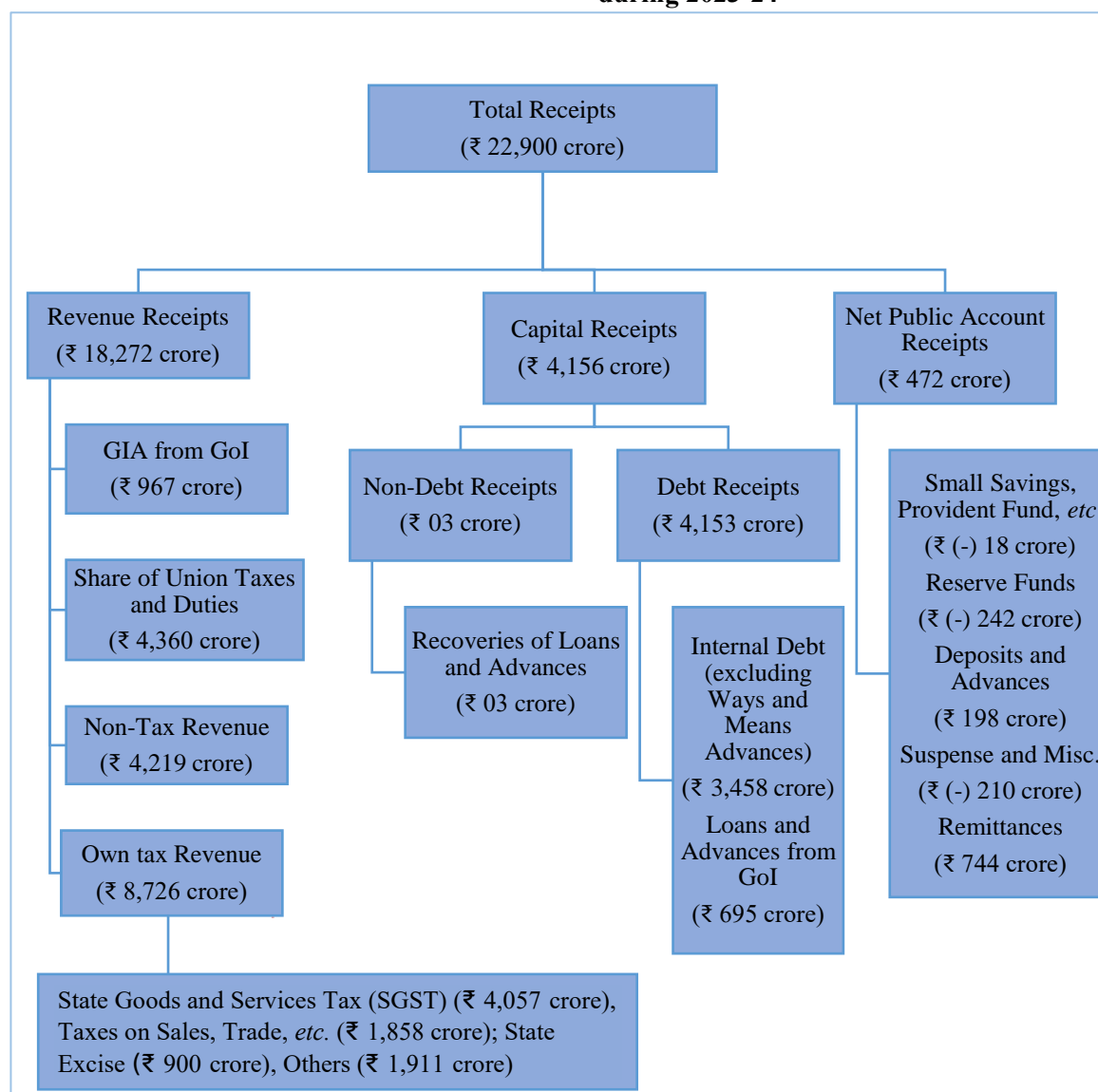
Both revenue and capital receipts form part of the Consolidated Fund of the State.

3. **Net Public Account receipts:** There are receipts and disbursements in respect of certain transactions such as small savings, provident fund, reserve funds, deposits, suspense, remittances, *etc.* which do not form part of the Consolidated Fund. These are kept in the Public Account set up under Article 266 (2) of the Constitution and are not subject to vote by the State Legislature. Here, the Government acts as a banker. The balance after disbursements is the fund available with the Government for use.

2.3.1 Receipts of the State

Revenue receipts and capital receipts are the two streams of receipts that constitute the resources of the State Government. Besides, the funds available in the Public Account after disbursements are also utilised by the Government to finance its deficit. **Chart 2.3** shows the components and sub-components of financial resources of the State during 2023-24.

Chart 2.3: Components and sub-components of financial resources during 2023-24



(Source: Finance Accounts of the State) Misc.: Miscellaneous

2.3.2 State's revenue receipts

This paragraph gives the trends in total revenue receipts and its components.

2.3.2.1 Trends and growth of revenue receipts

Table 2.3 provides the trends and growth of revenue receipts as well as revenue buoyancy with respect to Gross State Domestic Product (GSDP) over the five-year period (2019-24).

Table 2.3: Trends in revenue receipts

(₹ in crore)

Parameters	2019-20	2020-21	2021-22	2022-23	2023-24
Revenue Receipts (RR)	11297	10440	14286	17284	18272
Rate of growth of RR (per cent)	(-)1.23	(-)7.59	36.84	20.99	5.72
Tax Revenue (₹ in crore)	7180	6447	9162	11492	13086
Own tax Revenue	4700	4151	5805	7827	8726
States' share in Union taxes and duties	2480	2296	3357	3665	4360
Non-tax Revenue	2737	2903	3787	3869	4219
Grant-in-Aid from GoI	1380	1090	1337	1923	967
Rate of growth of Grant-in-Aid from GoI (per cent)	69.33	(-)21.01	22.66	43.83	(-)49.71
Own Revenue (Own Tax and Non-tax Revenue) (₹ in crore)	7437	7054	9592	11696	12945
Rate of growth of Own Revenue (Own Tax and Non-tax Revenue) (per cent)	(-)3.98	(-)5.15	35.98	21.93	10.68
GSDP in Crore (2011-12 series)	75032	74158	84266	93672	106533
Rate of growth of GSDP (per cent)	4.42	-1.16	13.63	11.16	13.73
RR/GSDP (per cent)	15.06	14.08	16.95	18.45	17.15
Buoyancy Ratios¹					
Revenue Buoyancy w.r.t GSDP	*	*	2.70	1.88	0.42
State's Own Revenue Buoyancy w.r.t. GSDP	*	*	2.64	1.96	0.78

(Source: Finance Accounts of the State)

*The growth of revenue receipts/State's own resources/grants-in-aid being negative during the year, buoyancy cannot be calculated.

¹ Buoyancy ratio indicates degree of responsiveness of a fiscal variable with respect to a given change in the base variable. For instance, revenue buoyancy with respect to GSDP at 1.85 implies that revenue receipts tend to increase by 1.85 percentage points, if the GSDP increases by one per cent.

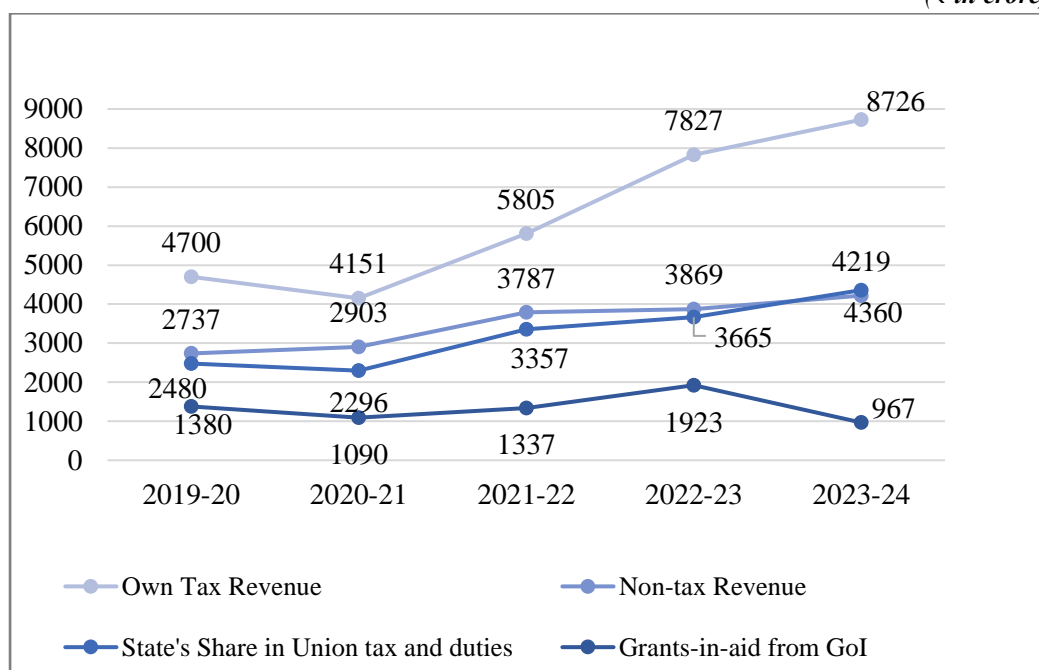
Table 2.3 shows the following:

- Revenue receipts increased by 61.74 *per cent* from ₹ 11,297 crore in 2019-20 to ₹ 18,272 crore in 2023-24. During 2023-24, revenue receipts increased by ₹ 988 crore (5.72 *per cent*) over the previous year. The increase in receipts was due to increase in own tax revenue by ₹ 899 crore (11.48 *per cent*), non-tax revenue by ₹ 350 crore (9.05 *per cent*), receipts under State's share of union taxes by ₹ 695 crore (18.96 *per cent*). These were partly offset by decrease in grants-in-aid from GoI by ₹ 956 crore (49.71 *per cent*).
- The growth rate of State's own resources (own tax and non-tax revenue) registered an increase of only 10.68 *per cent* in 2023-24 against increase of 21.93 *per cent* in 2022-23.
- During 2023-24, 71 *per cent* of revenue receipts came from the State's own resources while State's share of Union taxes/duties and grants-in-aid together contributed 29 *per cent*. This indicated that the Government of Goa met its public expenditure largely from its own resources.
- The buoyancy of State's revenue and State's own resources with respect to GSDP was 0.42 and 0.78 respectively indicating that the growth rate of State's revenue and own resources was less than the growth rate of GSDP during 2023-24.
- Growth rate of State's revenue receipts at 5.72 *per cent* during 2023-24 was lower than the growth rate of General States (GS) (8.19 *per cent*) (**Appendix 1.1**).

Trends in composition of revenue receipts and revenue receipts relative to GSDP during the last five years are shown in **Charts 2.4** and **2.5** respectively.

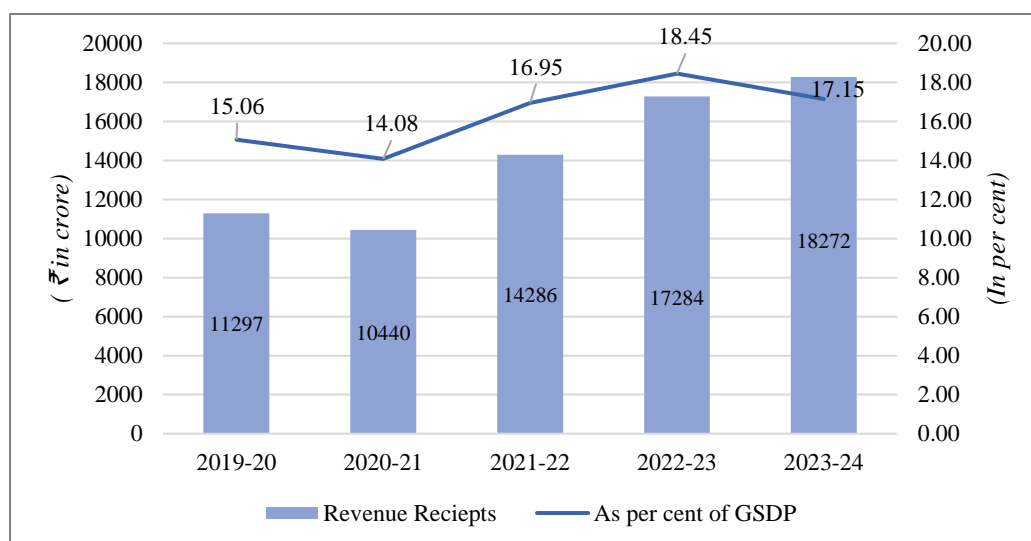
Chart 2.4: Trends of components of revenue receipts

(₹ in crore)



(Source: Finance Accounts of the State)

Chart 2.5: Trends of revenue receipts relative to GSDP



(Source: Finance Accounts of the State)

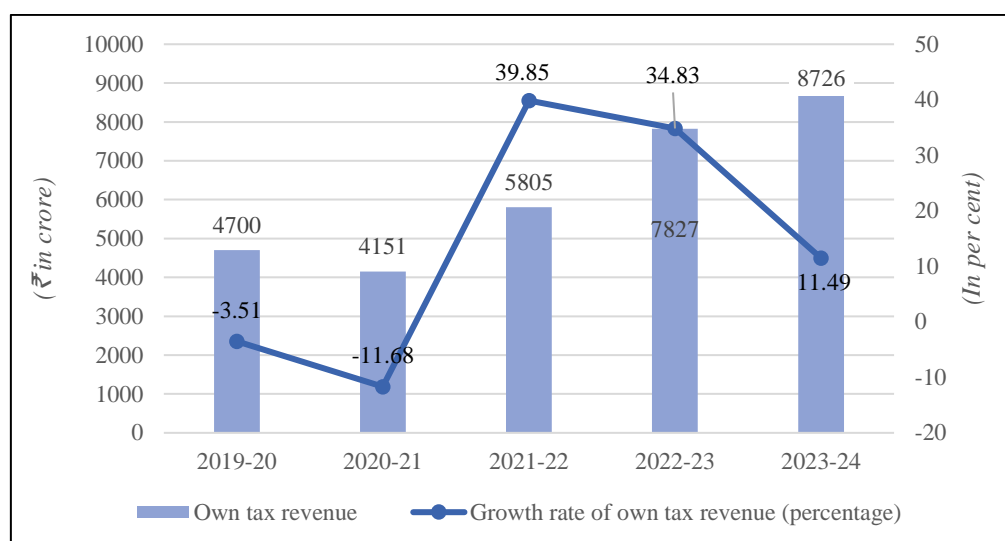
2.3.2.2 State's own resources

State's performance in mobilisation of additional resources, as distinct from its share of Union taxes/duties and grants-in-aid from GoI, should be assessed in terms of its own resources (own tax and non-tax revenues).

Own tax revenue

The own tax revenues of the State consist of taxes such as SGST, sales tax, State excise, taxes on vehicles, stamp duty and registration fees, land revenue, taxes on goods and passengers, etc.

Chart 2.6: Growth of own tax revenue during 2019-24



(Source: Finance Accounts of the State)

Table 2.4: Components of State's own tax revenue

Revenue Head	2019-20	2020-21	2021-22	2022-23	2023-24	
					BE	Actual
SGST	2438	1985	2758	3536	3835	4057
Taxes on sales, trades etc.	1033	990	1383	1899	2142	1858
State excise	492	515	650	866	841	900
Taxes on vehicles	269	220	261	412	499	483
Stamp duty and registration fee	393	350	645	986	1098	1247
Land revenue	37	34	66	84	95	127
Taxes on goods and passengers	32	41	22	25	38	25
Other taxes	6	16	20	19	41	29
Total	4700	4151	5805	7827	8589	8726

(Source: Finance Accounts of the State)

The State's own tax revenue in 2023-24 increased by ₹ 899 crore (11.49 *per cent*) over the previous year. The increase was mainly due to higher collections under SGST (₹ 521 crore), stamp duty and registration fee (₹ 261 crore), taxes on vehicles (₹ 71 crore), Land revenue (₹ 43 crore), and State excise (₹ 34 crore). The overall increase was marginally offset by a decrease in collections under taxes on sales, trade, etc. (₹ 41 crore).

During 2023-24, major contributors of tax revenue were SGST (46 *per cent*), taxes on sales, trades, etc. (21 *per cent*) and stamp duty and registration fees (14 *per cent*).

Growth rate of State's own tax revenue at 11.49 *per cent* during 2023-24 was higher than the growth rate of GS (10.58 *per cent*) over the year 2022-23 (Appendix 1.1).

State Goods and Services Tax

As per the books of RBI, the amount of SGST was ₹ 4,057.18 crore which tallied with the figures as per the Finance Accounts. Hence, during 2023-24, there was no difference between the books of RBI and the Finance Accounts with respect to SGST.

Arrears of revenue

The arrears of revenue indicate delayed realisation of revenues due to the Government.

The arrears of revenue as on 31 March 2024 amounted to ₹ 5,223.81 crore of which, ₹ 2,190.47 crore (42 *per cent*) was outstanding for more than three years. Further, ₹ 126.72 crore out of ₹ 5223.81 crore was under legal adjudication, leaving arrears of ₹ 5,097.09 crore, which were yet to be recovered. The details are shown in **Table 2.5**.

Table 2.5: Revenue arrears as on 31 March 2024

(₹ in crore)

Head of Revenue ²	Amount of arrears as on 31 March 2024	Arrears more than three years old	Cases pending in Courts		Revenue arrears pending recovery as on 31 March 2024 leaving court cases
			No.	Amount	
1	2	3	4	5	6 = 2-5
Commercial Taxes Department	2173.56	1475.56	749	27.50	2146.06
Chief Electrical Engineer – Energy charges	462.55	144.05	10366	35.09	427.46
Chief Engineer – Water Resources Department					
i) Water Tax	2.00	0.61	143	0.10	1.90
ii) Water Charges	2242.75	431.20	-	-	2242.75
iii) Hire charges of machinery	0.22	0.22	-	-	0.22
iv) Rent of Command Area Development Authority complex, shops and hall	0.27	0.01	-	-	0.27
Principal Chief Engineer – Public Works Department	223.48	83.83	4254	20.12	203.36
Tourism Department	7.99	1.78	5	0.41	7.58
Director General of Police	54.12	6.29	2	0.05	54.07

² No information was received from 12 entities, namely, State Excise Department, Transport Department, Department of Cooperation, Agriculture Department, River Navigation Department, Goa Medical College, Education Department, Inspector General of Prisons, Custodian of Evacuee Properties, Collectorate (South Goa), Special Land Acquisition Officer and Commandant General, Home Guards

Head of Revenue ²	Amount of arrears as on 31 March 2024	Arrears more than three years old	Cases pending in Courts		Revenue arrears pending recovery as on 31 March 2024 leaving court cases
			No.	Amount	
1	2	3	4	5	6 = 2-5
Animal Husbandry & Veterinary Services Department	43.19	43.19	7	43.19	0.00
Printing and Stationery Department	6.94	1.01	-	-	6.94
Town & Country Planning	0.73	0.54	-	-	0.73
Art and Culture	0.01	0.00	-	-	0.01
Civil Supplies and Consumer Affairs	0.05	0.04	-	-	0.05
Captain of Ports ³	2.33	0.70	-	-	2.33
Industries, Trade and Commerce Department	0.04	0.04	-	-	0.04
Fisheries	0.89	0.20	7	0.06	0.83
Factories and Boilers	0.03	0.00	-	-	0.03
Goa Institute of Public Administration and Rural Development (GIPARD)	0.98	0.05	-	-	0.98
Chief Conservator of Forest	0.64	0.40	82	0.12	0.52
General Administration Department	0.92	0.64	-	-	0.92
Collector, North Goa	0.04	0.04	-	-	0.04
Institute of Psychiatry and Human Behaviour	0.08	0.07	1	0.08	-
Total	5223.81	2190.47	15616	126.72	5097.09

(Source: Information received from departments)

The revenue arrears of ₹ 5,097 crore accounted for 39 per cent of the State's own resources (₹ 12,945 crore) during the year.

During the Exit Conference (07/03/2025) the Finance Department stated that efforts are being made to collect the revenue arrears of all departments.

Recommendation 1: The State Government may undertake necessary measures to recover outstanding revenue arrears, which is crucial for enhancing revenue receipts and achieving deficit targets.

³ In addition to above, M/s Swastik Cruises have to pay the rent of 48,87,197/- towards rent of Betim jetty for the period from June 2014 to December 2023.

Evasion of tax detected by Department

Tax evasion cases detected by the Excise Department, cases finalised and demands for additional tax raised are important indicators of revenue collection efforts of the State Government.

Information furnished by the Commissioner of Excise revealed that out of 1,211 cases of tax evasion detected by the Excise Department during 2023-24, assessment/investigation in respect of 1,092 cases had been completed and an additional demand of ₹ 1.03 crore with penalty raised. However, the number of cases awaiting disposal by the Department was still significantly high at 1,893 (including previous year's balance of cases) at the end of 2023-24.

Information furnished by the Commissioner of Commercial taxes showed that 249 cases of evasion of taxes in Value Added Tax (VAT) and Goods and Services Tax (GST) were pending at the beginning of 2023-24, and a further 25 cases were detected in 2023-24. Assessment/investigation in respect of 46 cases had been completed raising an additional demand of ₹ 6.83 crores. However, in respect of the remaining 228 cases of evasion of taxes detected, the assessment/ investigation was pending at the end of the year.

Pendency of refund cases

Promptness in disposal of refund cases is also an important indicator of performance of the Department.

Refund cases pending at the beginning of 2023-24, claims received during the year, refunds allowed during the year and the cases pending at the close of 2023-24, as reported by the Commissioner of State Tax are given in Table 2.6.

Table 2.6: Details of refund cases

(₹ in crore)

Sl. No.	Particulars	GST		Sales tax/VAT	
		No. of cases	Amount	No. of cases	Amount
1.	Claims outstanding at the beginning of 2023-24	29	56.25	712	153.09
2.	Claims received during the year	385	432.21	245	13.06
3.	Refunds made during the year	236	359.16	186	17.97
4.	Refunds rejected during the year	113	62.55	1	0.01
5.	Balance outstanding at the end of 2023-24	65	66.75	770	148.17

(Source: Information furnished by departments)

As can be seen from the table above, State Tax Department disposed of 349 GST refund cases involving ₹ 422 crore, out of the 414 claims pending during 2023-24. Pending GST refund cases increased from 29 (₹ 56 crore) at the beginning of the year to 65 (₹ 67 crore) at the close of the year 2023-24.

In case of refunds under Sales tax/VAT, the Department could process only 187 out of 957 cases (20 *per cent*) during the year, leaving a balance of 770 cases involving ₹ 148 crore at the end of 2023-24.

Non-tax revenue

Non-tax revenue consists of interest receipts, dividends and profits, mining receipts, departmental receipts, *etc.*

The main components of State's non-tax revenue receipts during 2019-24 are shown in **Table 2.7**.

Table 2.7: Components of State's non-tax revenue

(₹ in crore)

Revenue Head	2019-20	2020-21	2021-22	2022-23	2023-24	
					BE	Actual
Interest receipts	63	83	22	49	7	33
Medium Irrigation	28	61	317	13	63	3
Other administrative services	260	191	309	437	607	886
Water supply and sanitation	148	136	177	231	222	197
Power	1960	2051	2191	2757	3581	2436
Non-ferrous mining and metallurgical industries	9	168	129	100	1156	179
Other non-tax receipts	269	213	642	282	390	485
Total non-tax revenue	2737	2903	3787	3869	6026	4219

(Source: Finance Accounts of the State)

Non-tax revenue accounted for 22 to 28 *per cent* of the revenue receipts of the State during the five-year period (2019-24). The non-tax revenue grew by ₹ 350 crore (9.05 *per cent*) during 2023-24 over the previous year. The increase was mainly on account of higher collections under Other Administrative Services (₹ 449 crore) and Other non-tax receipts (₹ 203 crore), partially offset by decrease in revenue under Power (₹ 321 crore).

The growth rate of the State's non-tax revenue at 9.05 *per cent* during 2023-24 was lower than the growth rate of General States (14.62 *per cent*) (**Appendix 1.1**) during the period.

2.3.2.3 Transfers from the Central Government

Transfers from GoI are guided by Finance Commission recommendations. The trend of Central transfers during the last five years covering the periods

of the Fourteenth Finance Commission (FC XIV) and the Fifteenth Finance Commission (FC XV) is shown in **Table 2.8**.

Table 2.8: Transfers from GoI during the last five years

(₹ in crore)

Year	State's share of Union taxes/duties	Grants-in-aid from GoI	Total transfers from GoI
1	2	3	4 = (2+3)
FC XIV Period			
2019-20	2480	1380	3860
FC XV Period			
2020-21	2296	1090	3386
2021-22	3357	1337	4694
2022-23	3665	1923	5588
2023-24	4360	967	5327
Total	16158	6697	22855

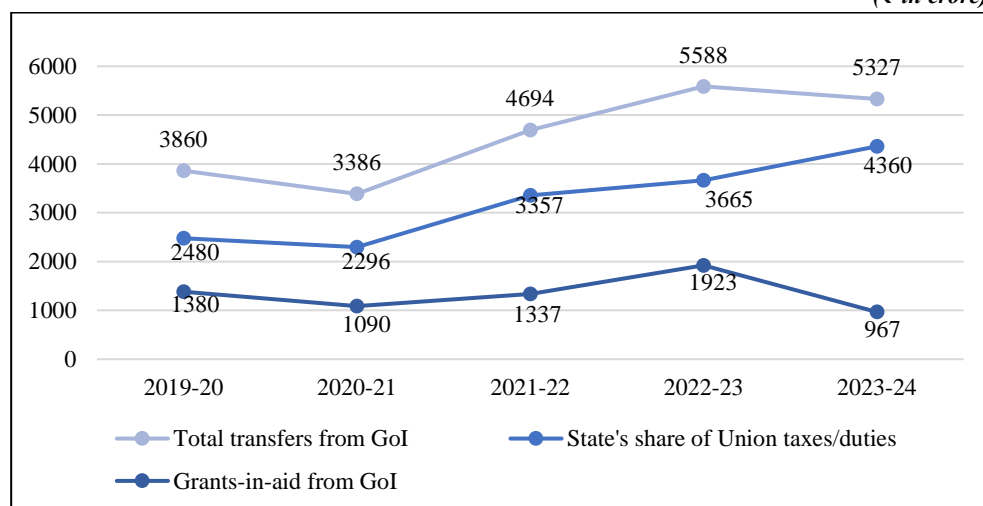
(Source: Finance Accounts of the State)

Transfers from GoI increased from ₹ 3,860 crore in 2019-20 to ₹ 5,327 crore in 2023-24. State's share of Union taxes/duties increased by ₹ 695 crore but grants-in-aid from GoI decreased by ₹ 956 crore in 2023-24 over the previous year.

Chart 2.7 shows the trend in transfers from GoI during the last five years (2019-24).

Chart 2.7: Trends in transfers from GoI during last five years

(₹ in crore)



(Source: Finance Accounts of the State)

State's share of Union taxes and duties

FC XV recommended a decrease in the share of States in Central taxes from 42 *per cent* (recommended by FC XIV) to 41 *per cent*. The State's share of Union taxes and duties for the period 2021-22 to 2025-26 was fixed

at 0.386 *per cent* by FC XV. Different components of State's share of Union taxes and duties during 2019-24 are shown in **Table 2.9**.

Table 2.9: Different components of State's share of Union taxes and duties during 2019-24

(₹ in crore)

Components	2019-20	2020-21	2021-22	2022-23	2023-24
Central Goods and Services Tax (CGST)	704	682	976	1036	1323
Integrated Goods and Services Tax (IGST)	00	00	00	00	00
Corporation tax	845	694	1009	1228	1309
Taxes on income other than corporation tax	663	711	1001	1200	1511
Other taxes on income and expenditure	00	00	00	00	00
Taxes on wealth	0.04	00	0.16	00	00
Customs	157	121	225	144	153
Union excise duties	109	77	110	45	58
Service tax	00	10	32	06	01
Others taxes and duties on commodities and services	02	01	04	06	05
Total State's share of Union taxes/duties	2480	2296	3357	3665	4360
Percentage increase (+)/ decrease (-) over previous year	(-)13.83	(-)7.42	46.21	9.17	18.96
Central tax transfers as percentage of revenue receipts	21.95	22.00	23.50	21.20	23.86

(Source: Finance Accounts of the State)

During the period 2019-24, State's share of Union taxes and duties to revenue receipts fluctuated between 21 *per cent* and 24 *per cent*. The growth rate of State's share of Union taxes/duties was 18.96 *per cent* in 2023-24 compared to 9.17 *per cent* in 2022-23.

During 2023-24, a significant growth was observed over previous year under receipts from Taxes on income other than corporation tax (₹ 311 crore), CGST (₹ 287 crore) and Corporation Tax (₹ 81 crore).

Grants-in-aid from GoI

Grants-in-aid received by the State Government from GoI during 2019-24 are detailed in **Table 2.10**.

Table 2.10: Grants-in-aid from GoI

(₹ in crore)

Head	2019-20	2020-21	2021-22	2022-23	2023-24
Centrally Sponsored Schemes	367	165	119	272	360
Finance Commission Grants	164	74	117	41	11
Other grants (including GST compensation)	849	851	1101	1610	596
Total	1380	1090	1337	1923	967
Percentage increase over the previous year	69.33	(-)21.01	22.66	43.83	(-)49.71
Percentage of grants-in-aid to revenue receipts	12.22	10.44	9.36	11.13	5.29

(Source: Finance Accounts of the State)

Grants-in-aid from GoI decreased from ₹ 1,380 crore in 2019-20 to ₹ 967 crore in 2023-24. Decrease in grants-in-aid by ₹ 956 crore (49.71 per cent) during 2023-24 over 2022-23 was mainly due to reduced compensation for loss of revenue arising out of implementation of GST (₹ 1,188 crore). During 2023-24, grants-in-aid accounted for five per cent of the total revenue receipts of the State Government.

Reduction rate of grants-in-aid during 2023-24 was (-) 49.71 per cent whereas, it was (-) 21.89 per cent for General States (Appendix 1.1).

Finance Commission grants

FC XV recommended five types of grants-in-aid to States viz. local government grants, disaster management grants, post-devolution revenue deficit grants, sector-specific grants and performance-based incentives.

Table 2.11: Details of FC XV grants awarded and received during 2023-24

(₹ in crore)

Name of Grant	Recommendation of FC XV	Actual release by GoI	Release by State Government	Difference between the amount recommended by FC XV and that released by GoI
	2023-24	2023-24	2023-24	2023-24
Grants to Panchayat, Urban Local Bodies	88.00	0.00	0.00	88.00
(a) General Basic (PRIs)	58.00	0.00	0.00	0.00
Performance/Tied Grants	34.80	0.00	0.00	0.00
Untied Grants	23.20	0.00	0.00	0.00
(b) General Basic (ULBs)	30.00	0.00	0.00	0.00
Performance/Tied Grant	18.00	0.00	0.00	0.00
General Basic/Untied Grant	12.00	0.00	0.00	0.00
Grants to Revenue Department	15.00	10.80	10.80	4.20

Name of Grant	Recommendation of FC XV	Actual release by GoI	Release by State Government	Difference between the amount recommended by FC XV and that released by GoI
	2023-24	2023-24	2023-24	2023-24
State Disaster Risk Management Fund (SDRMF)				
(a) State Disaster Response Fund-Central Share	12.00	9.60	9.60	2.40
(b) State Disaster Mitigation Fund-Central Share	3.00	1.20	1.20	1.80
Grants to Health and Family Welfare Department	33.02	0.00	0.00	33.02
(a) Support for diagnostic infrastructure to the primary healthcare facilities-sub centres	1.69	0.00	0.00	1.69
(b) Support for diagnostic infrastructure to the primary healthcare facilities-PHCs	1.23	0.00	0.00	1.23
(c) Financial requirement for establishing block Level Public Health Units	2.53	0.00	0.00	2.53
(d) Grants for Building less Sub-centres, PHCs, CHCs	1.61	0.00	0.00	1.61
(e) Financial requirement for Conversion of Rural PHCs and SCs into Health and Wellness Centre	4.20	0.00	0.00	4.20
(f) Support for diagnostic infrastructure to the primary healthcare facilities-UPHCs	0.26	0.00	0.00	0.26
(g) Grants for Urban Health and Wellness Centres (UHWCs)	21.50	0.00	0.00	21.50
Grand Total	136.02	10.80	10.80	125.22

(Source: FC XV report and Finance Accounts of the State).

PHCs=Primary Health Centres, CHCs=Community Health Centres, SCs=Sub- Centres, UPHCs=Urban Primary Health Centres

For the year 2023-24, FC XV recommended basic grants of ₹ 58 crore and ₹ 30 crore to Panchayati Raj Institutions (PRIs) and Urban Local Bodies (ULBs) respectively. The State Government did not receive any grants for the year 2023-24 for PRIs and ULBs.

Similarly, grants pertaining to Health and Family Welfare amounting to ₹ 33.02 crore recommended by the FC XV for the year 2023-24 were not released by GoI to the State Government.

Recommendation 2: The State Government may make concerted efforts to secure grants recommended by the Finance Commissions, as these significantly contribute to augmenting the State's resources.

State Finance Commission

The FC XV in its main report of 2021-26 recommended that all States must constitute State Finance Commission (SFC) and act upon its recommendations and lay the explanatory memorandum and the action taken thereon before the State Legislature on or before March 2024. After March 2024, no grants should be released to a State that has not complied with the constitutional provisions in respect of the SFC.

The State Government constituted only three SFCs during the period 1999 to 2022, as against six due as per the provisions of the Constitution.

Reports of the First and Second SFC were pending to be submitted to the Legislature along with Action Taken Reports (December 2024). The First SFC made recommendations *inter alia* for transfer of state's own revenues and share of central taxes to local bodies for transferred activities. Devolution from Annual State Plan was also recommended against transferred activities, which were however rejected by the Government with a reason that States tax revenue was under pressure and funds would be transferred to the local bodies as per their requirements.

The second SFC *inter alia* undertook the task of mapping the devolved functions with activities, to facilitate their implementation and made recommendations on devolution of finances according to the programmes/schemes executed by different tiers. The committee constituted (July 2010) to consider the implementation of recommendations did not submit its report for more than 14 years (December 2024), rendering the work of both the SFCs infructuous.

The Third SFC was constituted (December 2016) after a delay of more than six years. However, the Commission did not commence functioning due to the lack of infrastructure support, like office space, *etc.* from the Government.

The Government notified the reconstitution of Third SFC in January 2022. It was specified in the notification that the Chairman and the Members would initially hold full time office for a period of one year and submit their report before expiry of their term. The Commission submitted their report in June 2024, but the report has not been placed before State Legislative Assembly (December 2024).

The Third SFC gave seven financial and twelve non-financial recommendations. The commission in its recommendation continued the existing devolution of 10 *per cent* of the Goa's own tax revenue. Further, the commission recommended additional budget provision of ₹ 50 crore per year with an annual increase of 10 *per cent* every year during 2024-28 as compensation for revenue loss caused by implementation of GST. The

Commission also recommended introduction of professional tax by the local bodies of Goa. Among non-financial recommendations, the commission has suggested to revive traditional water bodies by using 30 *per cent* of tied grants. The Government have accepted the non-financial recommendations in principle, it has partially accepted the financial recommendations made by the SFC.

While the non-financial recommendations have been broadly accepted by the Government, further steps are required to address the financial recommendations, which are under review and consideration.

Recommendation 3: The State Government may consider the recommendations given by the State Finance Commissions at the earliest, so that the accepted ones can be implemented promptly.

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.

The following table shows the composition and trends in growth of net capital receipts during 2019-24.

Table 2.12: Trends in growth and composition of capital receipts

(₹ in crore)

Sources of capital receipts	2019-20	2020-21	2021-22	2022-23	2023-24
Capital receipts	2704	4590	3515	2578	4156
Non-debt capital receipts	04	03	02	02	03
Miscellaneous capital receipts	00	00	00	00	00
Recovery of loans and advances	04	03	02	02	03
Rate of growth of non-debt capital receipts (<i>per cent</i>)	(-)20.00	(-)25.00	(-)33.33	0.00	50.00
Debt capital receipts	2700	4587	3513	2576	4153
Internal debt*	2654	3604	2500	2003	3458
Growth rate (<i>per cent</i>)	7.93	35.80	(-)30.63	(-) 19.88	72.64
Loans and advances from GoI	46	983	1013	573	695
Growth rate (<i>per cent</i>)	(-)34.29	2036.96	3.05	(-) 43.44	21.29
Rate of growth of debt capital receipts (<i>per cent</i>)	6.76	69.89	(-)23.42	(-) 26.67	61.22
Rate of growth of GSDP (<i>per cent</i>)	4.42	-1.16	13.63	11.16	13.73
Rate of growth of capital receipts (<i>per cent</i>)	6.71	69.75	(-)23.42	(-) 26.67	61.21

(Source: Finance Accounts of the State)

*Excluding ways and means advances

During 2023-24, market borrowings of ₹ 2,550 crore constituted 61 *per cent* of the total debt capital receipts of the State Government. This was followed by GoI loans of ₹ 695 crore (17 *per cent*), Loans from Financial

Institutions ₹ 458 crore (11 *per cent*) and National Bank for Agriculture and Rural Development (NABARD) ₹ 450 crore (11 *per cent*).

Capital receipts increased by 61.21 *per cent* from ₹ 2,578 crore in 2022-23 to ₹ 4,156 crore in 2023-24. The increase was mainly on account of higher market borrowings (₹ 1200 crore) and increase in loans from Financial Institutions (₹ 305 crore).

2.3.4 State's performance in mobilisation of resources

As the State's share of Union taxes/duties and grants-in-aid is determined on the basis of recommendations of the Finance Commission, the State's performance in mobilisation of resources was assessed in terms of its own resources comprising own tax and non-tax revenue.

The State's actual own tax and non-tax revenue *vis-à-vis* assessment made by FC XV and estimates (Budget Estimate) are given in **Table 2.13**.

Table 2.13: Tax and non-tax revenue *vis-à-vis* projections for 2023-24

(₹ in crore)

	FC XV projections	Budget Estimates (BE)	Actuals	Percentage variation of actuals over	
				FC XV projections	Budget estimates
Own Tax revenue	8403	8589	8726	(+) 3.84	(+) 1.60
Non-tax revenue	1710	6026	4219	(+) 146.73	(-) 29.99

(Source: Finance Accounts of the State and FC XV report)

The State's actual own tax revenue exceeded the Budget Estimates (BE) by ₹ 137 crore, reflecting a positive performance in this area. However, the State's actual non-tax revenue fell short of the BE by ₹ 1,807 crore. The shortfall in non-tax revenue was primarily driven by significant under-collections in two key sectors: 'Power,' with a deficit of ₹ 1,145 crore, and 'Non-Ferrous Mining and Metallurgical Industries,' which recorded a shortfall of ₹ 977 crore.

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 fiscal consolidation process is not at the cost of expenditure directed towards development of capital infrastructure and social sector. The following paragraphs give a detailed analysis of the allocative priorities of the State Government.

2.4.1 Growth and composition of expenditure

Table 2.14 presents the trends in total expenditure over a period of five years (2019-24) depicting its composition in terms of 'economic classification'.

Table 2.14: Total expenditure and its composition

(₹ in crore)

Parameters	2019-20	2020-21	2021-22	2022-23	2023-24
Total expenditure (TE)	13295	14091	16912	18313	20423
Revenue expenditure (RE)	11622	12093	14227	14884	16849
Capital expenditure (CE)	1660	1997	2681	3425	3571
Loans and advances	13	01	04	04	03
TE/GSDP (<i>per cent</i>)	17.72	19.00	20.07	19.55	19.17
RE/GSDP (<i>per cent</i>)	15.49	16.31	16.88	15.89	15.82
CE/GSDP (<i>per cent</i>)	2.21	2.69	3.18	3.66	3.35
Loans and advances/GSDP (<i>per cent</i>)	*	*	*	*	*

(Source: Finance Accounts of the State)

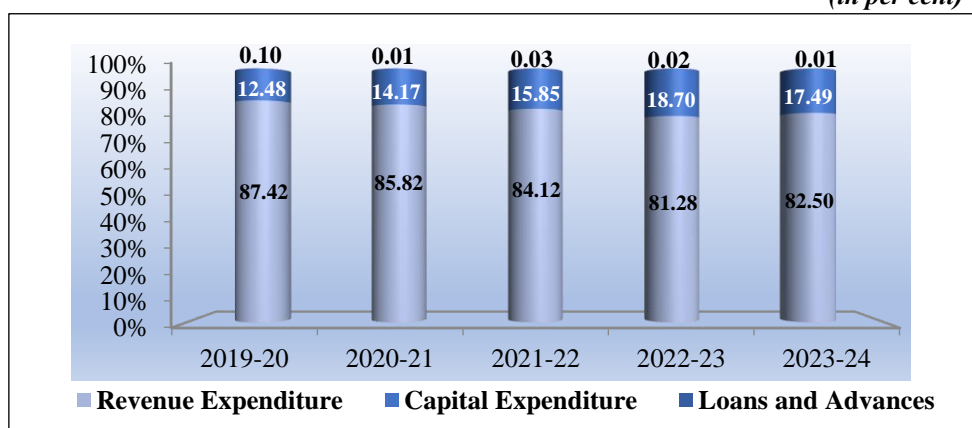
*The percentage of loans and advances to GSDP was negligible.

Total expenditure of the State Government increased by ₹ 7,128 crore (53.61 *per cent*) during the period 2019-24. Increase of total expenditure by ₹ 2,110 crore (11.52 *per cent*) during 2023-24 over the previous year was on account of ₹ 1,965 crore increase in revenue expenditure and ₹ 146 crore increase in capital expenditure. As a percentage of GSDP, total expenditure remained in the range of 17.72 to 20.07 *per cent* during 2019-24. The percentage of capital expenditure to GSDP decreased from 3.66 *per cent* in 2022-23 to 3.35 *per cent* in 2023-24.

The share of revenue expenditure, capital expenditure and loans and advances in total expenditure during 2019-24 is shown in **Chart 2.8**.

Chart 2.8: Trends in composition of total expenditure

(in per cent)



(Source: Finance Accounts of the State)

As may be seen from **Table 2.14**, revenue expenditure increased by ₹ 1,965 crore during 2023-24 over 2022-23, its share in total expenditure increased from 81.28 *per cent* in 2022-23 to 82.50 *per cent* in 2023-24 (**Chart 2.8**). On the other hand, while capital expenditure increased by ₹ 146 crore, however, its share in total expenditure decreased from 18.70 to 17.49 *per cent* during this period.

Growth rate of total expenditure at 11.52 *per cent* in 2023-24 was higher than the growth rate of General States (10.56 *per cent*) (Appendix 1.1).

In terms of activities, total expenditure is composed of expenditure on general services (including interest payments), social and economic services, grants-in-aid and loans and advances.

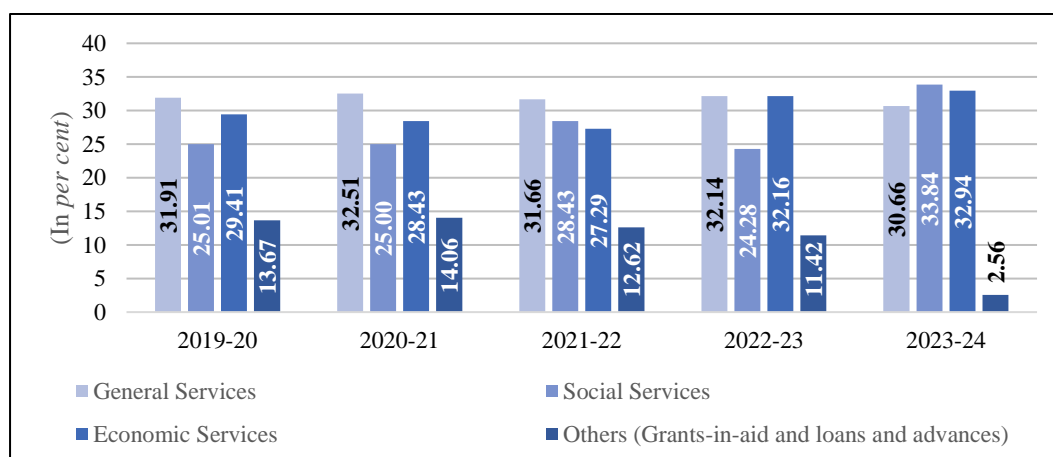
Table 2.15: Relative shares of various sectors in total expenditure
(in per cent)

Parameters	2019-20	2020-21	2021-22	2022-23	2023-24
General services	31.91	32.51	31.66	32.14	30.66
Social services	25.01	25.00	28.43	24.28	33.84
Economic services	29.41	28.43	27.29	32.16	32.94
Others (Grants-in-aid and loans and advances)	13.67	14.06	12.62	11.42	2.56

(Source: Finance Accounts of the State)

Chart 2.9 shows the sector-wise representation of total expenditure of the State during 2019-24.

Chart 2.9: Sector-wise total expenditure during 2019-24



(Source: Finance Accounts of the State)

Chart 2.9 shows that during 2019-24, expenditure on General Services has been largely stable, ranging between 30.66 *per cent* and 32.51 *per cent*. Expenditure on Social Services showed a fluctuating trend. In first two years it was 25 *per cent*. It increased to 28.43 *per cent* in 2021-22, and dipped to 24.28 *per cent* in 2022-23 followed by increase to 33.84 *per cent* in 2023-24.

Expenditure on Economic Services exhibited a fluctuating trend, from 29.41 *per cent* in 2019-20, decreasing to 27.29 *per cent* in 2021-22, and reaching to a level of 32.94 *per cent* in 2023-24. The category of 'Others,' encompassing grants-in-aid and loans and advances was largely stable

between 11.42 *per cent* and 14.06 *per cent* during 2019-23 but registered a significant decline in 2023-24 to 2.56 *per cent*.

2.4.2 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 ratio to GSDP for the last five years are indicated in **Table 2.16**.

Table 2.16: Revenue expenditure – basic parameters

(₹ in crore)					
Parameters	2019-20	2020-21	2021-22	2022-23	2023-24
Total expenditure (TE)	13295	14091	16912	18313	20423
Revenue expenditure (RE)	11622	12093	14227	14884	16849
Rate of growth of RE (per cent)	4.86	4.05	17.65	4.62	13.20
RE/TE (per cent)	87.42	85.82	84.12	81.28	82.50
RE/GSDP (per cent)	15.49	16.31	16.88	15.89	15.82
RE/RR (per cent)	102.89	115.83	99.59	86.11	92.21
Buoyancy of revenue expenditure with					
GSDP	1.10	*	1.29	0.41	0.96

(Source: Finance Accounts of the State)

*Growth of GSDP in 2020-21 being negative, buoyancy cannot be calculated

Revenue expenditure increased from ₹ 11,622 crore in 2019-20 to ₹ 16,849 crore in 2023-24 and grew by ₹ 1,965 crore (13.20 *per cent*) during 2023-24 over the previous year.

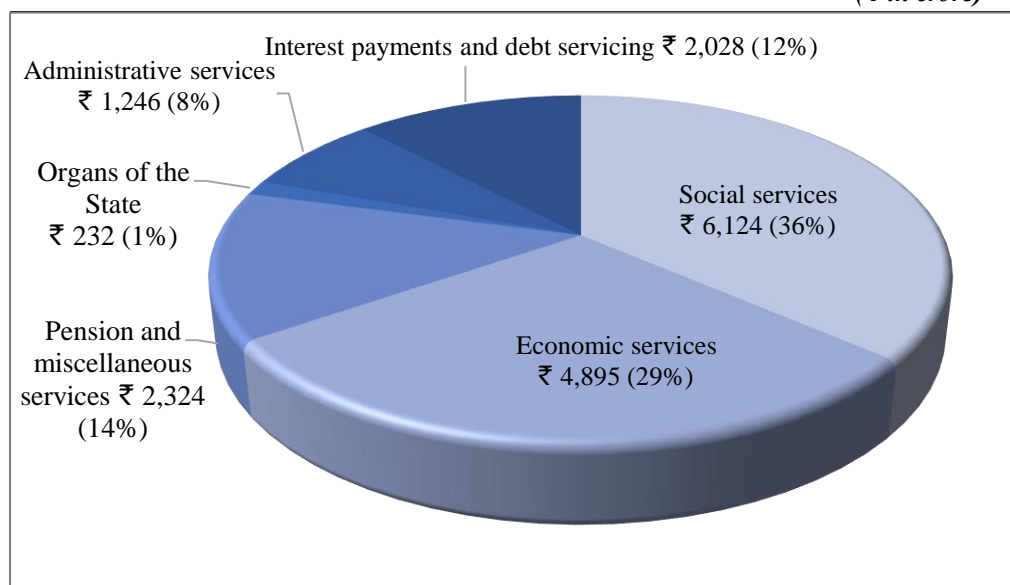
Revenue expenditure constituted 82.50 *per cent* of the total expenditure during 2023-24. The growth rate of revenue expenditure witnessed a fluctuating trend decreasing from 4.86 *per cent* in 2019-20 to 4.05 *per cent* in 2020-21, followed by an increase to 17.65 *per cent* in 2021-22 with a decline to 13.20 *per cent* in 2023-24. The buoyancy of revenue expenditure to GSDP indicated that revenue expenditure grew at a faster rate than GSDP in 2019-20 and 2021-22, but at a slower rate in 2022-23 and 2023-24.

The percentage of revenue expenditure to GSDP ranged between 15.49 *per cent* and 16.88 *per cent*. Growth rate of revenue expenditure at 13.20 *per cent* in 2023-24 was higher than the growth rate of General States (8.90 *per cent*) (**Appendix 1.1**).

Sector-wise distribution of revenue expenditure is presented in **Chart 2.10**.

Chart 2.10: Sector-wise distribution of revenue expenditure

(₹ in crore)



(Source: Finance Accounts of the State)

2.4.2.1 Major changes in revenue expenditure

Table 2.17 shows significant increase in revenue expenditure under various heads of account during the current year *vis-à-vis* previous year.

**Table 2.17: Variations in revenue expenditure during 2023-24
vis-à-vis 2022-23**

(₹ in crore)

Major Heads of Account	2022-23	2023-24	Increase(+)/Decrease (-)
2071 - Pensions and Other Retirement Benefits	2119	2300	181
2202 - General Education	1997	2174	177
2215- Water Supply and Sanitation	240	468	228
2801- Power	2744	3395	651
2515 - Other Rural Development Programmes	170	100	(-)70
2235 - Social Security and Welfare	908	702	(-) 206

(Source: Finance Accounts of the State)

Increase in revenue expenditure during the current year was mainly on account of the following:

- Higher expenditure towards Direction and Administration of Thermal Power generation (MH 2801).
- Increased financial assistance under superannuation and retirement allowances, family pensions, increased expenditure in Government contribution towards pensions to Legislators (MH 2071).

- Increased expenditure towards Tribal area sub-plan. (MH 2202) and Urban Water Supply Programmes⁴ (MH 2215).

The increase in revenue expenditure during 2023-24 was partly offset mainly by decrease in expenditure under welfare of aged, infirm and destitute *etc.* (MH 2235) and Panchayati Raj and Community Development (MH 2515).

2.4.2.2 Committed expenditure

The committed expenditure of the State Government on revenue account mainly consists of interest payments, expenditure on salaries and wages, and pensions. It has first charge on Government resources. Higher committed expenditure leaves the Government with lesser flexibility for development purposes.

Apart from above, there are certain items of inflexible expenditure which cannot be ordinarily altered or varied or are statutorily required on an annual basis, unlike say capital expenditure, which varies depending upon the Governments' priorities and availability of resources. For example, the following items may be considered as inflexible expenditure:

- i. Devolution to local bodies: statutory devolutions to local bodies for pay and allowances (devolution/transfer for capital expenditure).
- ii. Statutory requirements of contribution to Reserve Funds – 'Contribution to Consolidated Sinking Fund (CSF), Guarantee Redemption Fund (GRF), State Disaster Mitigation/Response Fund (SDMF/SDRF)', *etc.*
- iii. Recoupment of Contingency Fund – Amount recouped within the year.
- iv. Transfer of cess to reserve fund/other body, which are statutorily required.
- v. Share contribution of Centrally Sponsored Scheme (CSS) against the Central Fund received – Amount of State share to be transferred to Single Nodal Agencies (SNAs)/spent by the State.

Table 2.18 presents the trend of committed expenditure and its components during 2019-24.

⁴ Towards raw water charges to Water Resources Department

Table 2.18: Trend of committed and inflexible expenditure and its components

(₹ in crore)

Particulars	2019-20	2020-21	2021-22	2022-23	2023-24
Components of Committed Expenditure					
Salaries and wages	2935	2959	3294	3805	4068
GIA to Panchayats for pay and allowances	12	23	17	24	00
Interest payments	1465	1590	1783	1816	1889
Pension	1313	1412	1848	2119	2300
Committed expenditure* (CE)	5725	5984	6942	7764	8257
Components of Inflexible Expenditure					
Statutory devolution to local bodies	211	231	167	163	42
Contribution to Reserve Funds	459	115	322	356	544
Recoupment of Contingency Fund	(-1)	0	0	0	0
Transfer of cess to reserve fund / other body	-	47	16	14	124
Inflexible Expenditure (IE)	669	393	505	533	710
Committed Expenditure as a percentage of Revenue Receipts (RR)					
Revenue Receipts	11297	10440	14286	17284	18272
Salaries and wages	25.98	28.34	23.06	22.01	22.26
Grants-in-aid to Panchayats for pay and allowances	0.11	0.22	0.12	0.14	0.00
Interest payments	12.97	15.23	12.48	10.51	10.34
Pension	11.62	13.52	12.94	12.26	12.59
CE as a percentage of RR	50.68	57.32	48.59	44.92	45.19
IE as a percentage of RR	5.92	3.76	3.53	3.08	3.89
Committed Expenditure as a percentage of Revenue Expenditure (RE)					
Revenue Expenditure	11622	12093	14227	14884	16849
Salaries and wages	25.25	24.47	23.15	25.56	24.14
Grants-in-aid to Panchayats for pay and allowances	0.10	0.19	0.12	0.16	0.00
Interest payments	12.61	13.15	12.53	12.20	11.21
Pension	11.30	11.68	12.99	14.24	13.65
CE as a percentage of RE	49.26	49.48	48.79	52.16	49.01
IE as a percentage of RE	5.76	3.25	3.55	3.58	4.21
Non-committed RE	5897	6109	7285	7120	8592
Percentage of RE	50.74	50.52	51.21	47.84	50.99
Percentage of TE	44.36	43.35	43.08	38.88	42.07
Subsidies	262	266	275	299	620
Subsidies as <i>percentage</i> of non-committed expenditure	4.44	4.35	3.77	4.20	7.22

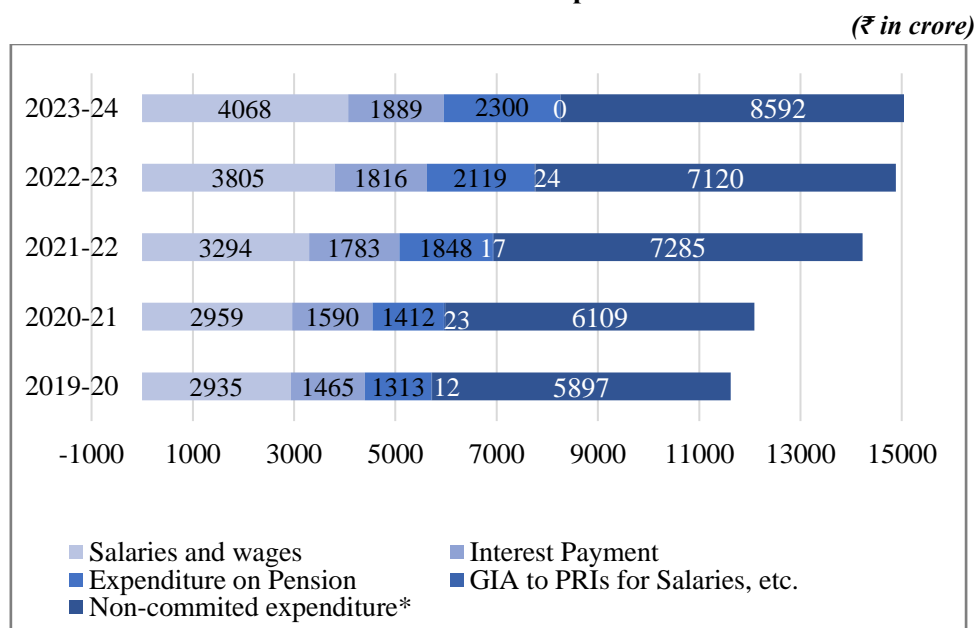
(Source: Finance Accounts of the State for the respective years)

*Including figures of grants-in-aid to Panchayats for pay and allowances.

Total committed expenditure showed an increasing trend during 2019-24. During 2023-24, committed expenditure constituted 45 *per cent* of revenue receipts and 49 *per cent* of revenue expenditure.

Chart 2.11 presents the trends of various components of committed expenditure and non-committed expenditure during 2019-24.

Chart 2.11: Trends of various components of committed expenditure and non-committed expenditure



(Source: Finance Accounts of the State)

*Non-committed expenditure = Total revenue expenditure – Committed expenditure. For instance, non-committed expenditure for the year 2023-24 would be ₹ 8,592 crore (₹ 16,849 crore – ₹ 8,257 crore)

Salaries and wages

During 2023-24, expenditure on salaries and wages increased by 6.91 per cent which was lower than the growth rate of 15.51 per cent registered during 2022-23 over the year 2021-22.

Growth rate of salary and wages at 6.91 per cent during 2023-24 was lower than the growth rate of General States (7.52 per cent) (**Appendix 1.1**).

Pension payment

Pension payment increased by 8.54 per cent during 2023-24 over the previous year. Expenditure on pensions in 2023-24 accounted for 13 per cent of the revenue receipts and 14 per cent of revenue expenditure of the State Government.

Actual expenditure on pensions during 2023-24 *vis-à-vis* assessment made by FC XV and projections of the State Government in BE are shown in **Table 2.19**.

Table 2.19: Actual pension payments vis-à-vis assessment of FC XV and State's projections in BE

(₹ in crore)

Year	Assessment made by FC XV	Assessment made by State Government in BE	Actuals
2023-24	1503	2226	2300

(Source: Finance Accounts of the State, FC XV report and budget estimates of the State)

The table indicates that actual outgo towards pension payment was more than the assessment of FC XV as well as the State Government's own projections made in BE for 2023-24.

Expenditure on pension payment during 2023-24 grew by 8.54 per cent over the previous year while it grew by 6.27 per cent in General States (Appendix 1.1).

Interest payment

Interest payment increased from ₹ 1,465 crore in 2019-20 to ₹ 1,889 crore in 2023-24. However, during 2023-24 the increase was only (₹ 73 crore) over the previous year. Component-wise details of interest payment made by the State Government during 2019-24 are shown in Table 2.20.

Table 2.20: Component-wise details of interest payments made by the State Government during 2019-24

(₹ in crore)

Particulars	2019-20	2020-21	2021-22	2022-23	2023-24
Interest payments	1465	1590	1783	1816	1889
Of which, interest payment made on					
1. Internal debt	1188	1328	1497	1548	1623
i. Market loans	934	1096	1279	1340	1382
ii. National Small Savings Fund (NSSF)	221	189	184	165	145
iii. National Bank for Agriculture and Rural Development (NABARD)	25	36	30	38	62
Loans from other financial institutions	04	02	01	01	29
Ways and means advances & overdrafts	01	02	00	00	00
Management of debt (payable to RBI for open market borrowings)	03	03	03	04	05
2. Loans from GoI	19	23	20	21	14
3. Deposits, small savings and PF, etc.	258	239	266	247	252
i. Small savings and PF, etc.	176	171	202	175	176
ii. Deposits and advances	82	68	64	72	76

(Source: Finance Accounts of the State)

The ratio of interest payment to revenue receipts is an important indicator of the debt sustainability of the State. This ratio stood at 10 per cent during 2023-24 and was lower than the previous year (11 per cent).

Interest payment with reference to assessment made by FC XV and projections of the State Government in BE are shown in Table 2.21.

Table 2.21: Interest payments *vis-à-vis* assessment of FC XV and State's projections in BE

(₹ in crore)			
Year	Assessment made by FC XV	Assessment made by State Government in BE	Actuals
2023-24	2274	1998	1889

(Source: Finance Accounts of the State, FC XV report and budget estimates of the State)

The table indicates that actual outgo towards interest payment was lesser than the assessment of FC XV and State Government's own projections made in BE for 2023-24.

2.4.2.3 Undischarged liabilities under National Pension System

In order to limit future pension liabilities, the State Government introduced a Defined Contribution Pension Scheme known as the New Contributory Pension Scheme for employees recruited after 05 August 2005. As per the scheme guidelines, it is mandatory for every employee to contribute 10 *per cent* of his/her basic pay and dearness allowance every month, which is matched by the State Government and the entire amount is transferred to the designated fund manager through National Securities Depository Limited (NSDL)/Trustee Bank. The State Government increased its contribution towards the scheme from 10 to 14 *per cent* since 01 April 2021. The State Government signed (January 2010) an agreement with National Pension System (NPS) trust for fund management of the scheme and adopted the central framework for implementation of the scheme.

During 2023-24, State Government collected ₹ 249.88 crore from its employees as contribution towards new pension scheme and also contributed ₹ 349.03 crore as its share. Against the total collected funds of ₹ 719.26 crore (including un-transferred balance of ₹ 120.35 crore from previous year) due to be transferred to NSDL, State Government transferred only ₹ 623.35 crore. Thus, State Government's liability as on 31 March 2024 was ₹ 108.93 crore (₹ 95.91 crore due plus ₹ 13.02 crore as accrued interest), under the scheme. The cash balance of the Government was overstated by this amount.

2.4.2.4 Subsidies

Subsidies as a percentage of revenue receipts and revenue expenditure during 2019-24 were as shown in the **Table 2.22**.

Table 2.22: Expenditure on subsidies during 2019-24

	(₹ in crore)				
	2019-20	2020-21	2021-22	2022-23	2023-24
Subsidies	262	266	275	299	620
Subsidies as percentage of revenue expenditure	2.25	2.20	1.93	2.01	3.68
Subsidies as percentage of revenue receipts	2.32	2.55	1.92	1.73	3.39

(Source: Finance Accounts of the State)

During 2023-24, a significant portion of subsidy went to Social Welfare (₹ 343 crore), road transport (₹ 130 crore), crop husbandry (₹ 65 crore) and dairy development (₹ 41 crore). Expenditure on subsidies increased remarkably by 107.36 *per cent* during 2023-24 over the previous year. Expenditure on subsidies in 2023-24 accounted for 3.39 *per cent* of the revenue receipts and 3.68 *per cent* of revenue expenditure of the State Government.

2.4.2.5 Financial assistance by the State Government to local bodies and other institutions

Financial assistance to local bodies and other institutions (₹ 527.50 crore) constituted three *per cent* of the State's revenue expenditure during 2023-24.

Quantum of assistance provided by way of grants and loans to local bodies and other institutions during 2019-24 is presented in **Table 2.23**.

Table 2.23: Financial assistance to local bodies and other institutions

	(₹ in crore)				
Institutions	2019-20	2020-21	2021-22	2022-23	2023-24
Panchayati Raj Institutions	86.65	183.12	140.55	111.78	24.35
Urban Local Bodies	135.52	71.39	43.60	74.89	18.03
Public Sector Undertakings	26.85	24.74	31.81	32.78	24.86
Autonomous Bodies	1201.26	1319.52	1372.16	1378.61	227.95
Others	358.82	388.40	557.08	500.08	232.31
Total	1809.10	1987.17	2145.20	2098.14	527.50
Assistance as percentage of revenue expenditure	15.57	16.43	15.08	14.10	3.13

(Source: Finance Accounts of the State)

Financial assistance to local bodies and other institutions during 2023-24 decreased by ₹ 1,570.64 crore (74.86 *per cent*) over 2022-23.

2.4.3 Capital expenditure

Capital expenditure is primarily an expenditure on creation of fixed infrastructure assets such as roads, buildings, *etc.* Overall capital expenditure, its rate of growth and as a percentage of total expenditure during 2019-24 are indicated in **Table 2.24**.

Table 2.24: Capital expenditure-basic parameters

	2019-20	2020-21	2021-22	2022-23	2023-24
Total expenditure (TE)	13295	14091	16912	18313	20423
Capital expenditure (CE)*	1660	1997	2681	3425	3571
Rate of growth of capital expenditure (per cent)	(-)22.75	20.30	34.25	27.75	4.26
CE/TE (per cent)	12.49	14.17	15.85	18.70	17.49

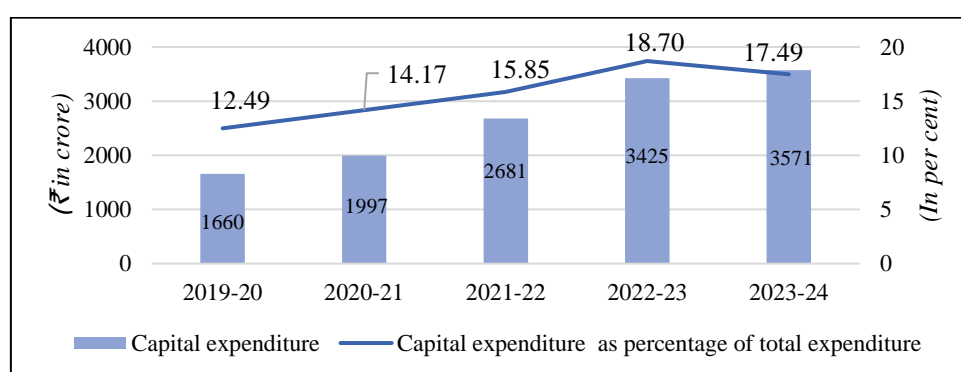
(Source: Finance Accounts of the State)

*Capital Expenditure excludes loans and advances, which is discussed separately under Paragraph 2.4.3.2

Capital expenditure increased significantly from ₹ 1,660 crore in 2019-20 to ₹ 3,571 crore in 2023-24. In 2023-24, it saw a rise of ₹ 146 crore, representing a four *per cent* increase over 2022-23. Over the five-year period from 2019-20 to 2023-24, the share of capital expenditure in total expenditure in 2023-24 was 17.49 *per cent*, which was slightly lesser than the previous year (2022-23).

Chart 2.12 shows the capital expenditure and its share in total expenditure during 2019-24.

Chart 2.12: Capital expenditure and its share in total expenditure during 2019-24



(Source: Finance Accounts of the State)

2.4.3.1 Major changes in capital expenditure

Table 2.25 highlights cases of significant increase or decrease in capital expenditure under various heads of accounts during 2023-24 *vis-à-vis* the previous year.

Table 2.25: Capital expenditure during 2023-24 vis-à-vis 2022-23*(₹ in crore)*

Major Heads of Accounts	2022-23	2023-24	Increase (+)/ Decrease (-)
4059 - Capital Outlay on Public Works	165	403	238
5054 - Capital Outlay on Roads and Bridges	678	829	151
4217 - Capital Outlay on Urban Development	236	321	85
4075- Capital Outlay on Miscellaneous General Services	305	-	(-) 305

(Source: Finance Accounts of the State)

Analysis of expenditure under Capital outlay on Public Works (MH 4059) revealed that the increase during 2023-24 was mainly due to more expenditure incurred under General- Construction (4059-80-051) than the previous year (2022-23). Under MH 5054 Capital outlay on Roads and Bridges, the increase was due to increase in expenditure (₹ 79 crore) incurred under 'District and other Roads other expenditure (5054-04-800)'.

Further, decrease in Capital outlay on Miscellaneous General Services (MH 4075) was primarily attributed to a reduction in Other Expenditure (₹ 305 crore).

During 2023-24, Capital expenditure grew only by 4.26 *per cent* over the previous year while it grew by 26.16 *per cent* in General States. (Appendix 1.1).

2.4.3.2 Quality of Capital expenditure

In the post-FRBM framework, Government is expected to keep its fiscal deficit (borrowing) at low levels while continuing to meet its capital expenditure/investment (including loans and advances) requirements. In addition, State Government needs to initiate measures to earn adequate returns on its investments and take requisite steps to infuse transparency in financial operations.

This section presents a broad financial analysis of investments and other capital expenditure made by the State Government during 2023-24 *vis-à-vis* previous years.

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

Return on investment on capital invested in State Public Sector Enterprises (SPSEs) and history of repayment of loans given to various bodies are important determinants of quality of capital expenditure. Investments made and loans given to companies, corporations and co-operatives, which are loss-making and whose net worth is completely eroded, affect the quality of capital expenditure.

Statement No. 19 of Finance Accounts of the State Government contains the details of investments of the Government at the end of March 2024. As on 31 March 2024 total Government investment in companies, corporations and other bodies was ₹ 703.17 crore. Return on this investment ranged from 0.17 to 0.24 *per cent* during 2019-24 while the Government paid an interest up to 6.82 *per cent* on its borrowings during the same period. This indicated that returns on investment had been very poor.

Table 2.26 shows returns on investment of the State Government during 2019-24.

Table 2.26: Returns on investment

(₹ in crore)

Investments/Returns/Cost of borrowings	2019-20	2020-21	2021-22	2022-23	2023-24
Investment at the end of the year	640.71	650.10	657.56	698.17	703.17
Return on investments	1.42	1.29	1.61	1.47	1.23
Return on investments (<i>per cent</i>)	0.22	0.20	0.24	0.21	0.17
Average rate of interest on Government borrowings (<i>per cent</i>)	6.82	6.48	6.41	6.11	5.98
Difference between average interest rate on borrowings and return on investments (<i>per cent</i>)	6.60	6.28	6.17	5.90	5.81
Difference between interest paid on Government borrowings and return on investments (₹ in crore)	1464	1589	1781	1815	1888

(Source: Finance Accounts of the State)

Note: There were differences in investment figures as per the records of SPSEs and those appearing in the Finance Accounts. The State Government was yet to reconcile the differences.

During 2023-24 the State Government invested ₹ five crore in Apex Co-operative Bank.

(ii) Loans and advances disbursed by the State Government

In addition to investments in co-operative societies, corporations and companies, State Government provides loans and advances to many institutions/organisations.

Table 2.27 presents the outstanding loans and advances as on 31 March 2024, interest receipts *vis-à-vis* interest payments during the last five years.

Table 2.27: Status of loans and advances

(₹ in crore)

Loans disbursed/interest receipts/cost of borrowings	2019-20	2020-21	2021-22	2022-23	2023-24
Opening balance	95.77	105.61	104.21	105.92	108.13
Amount advanced during the year	13.42	1.61	3.87	4.31	3.04
Amount repaid during the year	3.58	3.01	2.16	2.10	2.99
Closing balance	105.61	104.21	105.92	108.13	108.18
Interest received (₹ in crore)	2.05	1.63	1.65	1.16	1.35
Interest receipts as percentage of average outstanding loans and advances	2.04	1.55	1.57	1.08	1.25
Interest payments as percentage of outstanding borrowings of the Government	6.50	6.00	6.12	5.99	5.75
Difference between interest receipts and interest payments (per cent)	4.46	4.45	4.55	4.91	4.50

(Source: Finance Accounts of the State)

Total outstanding loans and advances increased from ₹ 96 crore in 2019-20 to ₹ 108 crore in 2023-24. Disbursements during the year were ₹ 3.04 crore compared to ₹ 4.31 crore in the previous year.

Loans were disbursed mainly under economic sector for tribal area sub-plan (₹ 0.30 crore) and Agriculture and allied activities (₹ 0.08 crore). Under social services loan was disbursed for secondary education (₹ 0.30 crore). ₹ 1.36 crore was also disbursed to Government servants for purchase of motor conveyances and computers, ₹ 1.00 crore was paid to MLAs for House Building Advance. State Government received interest of ₹ 1.35 crore during the current year while it paid interest of ₹ 1,889 crore on its overall liabilities (₹ 32,867 crore).

(iii) Capital locked in incomplete projects

An assessment of capital blocked in incomplete capital works is also an indicator of the quality of capital expenditure. As per the Finance Accounts 2023-24, there were 339⁵ incomplete projects on which an expenditure of ₹ 973.23 crore had been incurred till 31 March 2024. Out of these, 63 projects were reported to be 100 per cent physically completed but had not yet attained financial closure and 128 projects were planned for completion after 31 March 2024. Information on either the scheduled completion date or the percentage of physical progress was unavailable for 33 projects.

⁵ The information of list of incomplete works relating to some of the Divisions of Public Works/ Water Resources Department/ Power Projects has not been provided by the respective Divisions/Departments and hence, to the extent such information is not complete (Source: Appendix IX of Finance Accounts 2023-24; Vol – II).

Details of the rest of the incomplete projects (115) are shown in **Tables 2.28** and **2.29**.

Table 2.28: Year-wise details of incomplete projects as on 31 March 2024

Year of commencement	No. of incomplete projects*	Estimated cost (₹ in crore)	Expenditure as on 31 March 2024 (₹ in crore)
2015-16	01	2.36	2.36
2016-17	02	8.48	7.13
2017-18	00	0.00	0.00
2018-19	06	21.42	45.71
2019-20	06	61.45	56.17
2020-21	03	7.99	3.89
2021-22	30	500.08	300.61
2022-23	25	136.73	41.30
2023-24	42	142.58	26.98
Total	115	881.09	484.15

* (Source: Appendix IX of Finance Accounts 2023-24; Vol – II). The details of incomplete works relating to some of the Divisions of Public Works/ Water Resources Department/ Power Projects has not been provided. To that extent, such information is not complete.

Thus, there were 115 incomplete projects (more than ₹ one crore each) as on 31 March 2024 for which ₹ 484.15 crore had been spent as of March 2024. Of these, one project⁶ which commenced as long back as 2015-16 remained incomplete as of March 2024.

Table 2.29: Age-analysis of incomplete projects as on 31 March 2024

Sl. No.	Range of delay (in years)	Incomplete projects		
		Number	Estimated cost (₹ in crore)	Expenditure as on 31 March 24 (₹ in crore)
1	1-3	102	790.70	375.29
2	3-5	8	70.54	91.51
3	5-7	5	19.85	17.35
	Total	115	881.09	484.15

(Source: Finance Accounts of the State)

It is seen from **Table 2.29** that of the 115 incomplete projects, 102 projects with an estimated cost of ₹ 790.70 crore were delayed by one to three years.

Department-wise profile of incomplete projects as on 31 March 2024 is shown in **Table 2.30**.

⁶ Improvement, widening and providing hotmix carpet to left out roads in V.P Morjim under Mandrem Constituency in Pernem Taluka. (95 per cent complete)

**Table 2.30: Department-wise profile of incomplete projects
as on 31 March 2024**

Department	No. of incomplete projects	Estimated cost (₹ in crore)	Expenditure as on 31 March 2024 (₹ in crore)
Roads, Bridges and Buildings	99	687.77	311.96
Irrigation, Water Supply and Sanitation	16	193.32	172.19
Total	115	881.09	484.15

(Source: Finance Accounts of the State)

Roads, Bridges and Buildings department accounted for 78 per cent of the estimated cost of incomplete projects.

Blocking of funds in incomplete projects/works negatively impacts the quality of expenditure and deprives the State of the intended benefits. Further, funds borrowed for implementation of these projects during the respective years adds to the fiscal burden in terms of servicing of debt and interest liabilities.

Recommendation 4: A robust monitoring mechanism may be established by the State Government to track the progress of projects, ensuring adherence to timelines and preventing unnecessary delays.

2.4.4 Expenditure priorities

Development expenditure consists of both economic sector expenditure and social sector expenditure. Enhancing human development levels requires the states to step up their expenditure on key social services like education, health, etc. Low fiscal priority⁷ is deemed to be attached to a particular sector, if the allocation is below the respective national average. The higher the ratio of social, economic and capital expenditure to total expenditure, the better is the quality of expenditure.

Table 2.31 shows the fiscal priority of the State with regard to total expenditure, development expenditure, social sector expenditure, economic sector expenditure and capital expenditure *vis-à-vis* General States in 2019-20 and 2023-24.

⁷ Ratio of expenditure under a category to total expenditure

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

	AE/ GSDP	CE/ AE	SSE/ AE	ESE/ AE	DE/ AE	Education/ AE	Health/ AE
General States Average (2019-20)	15.88	14.02	37.04	29.54	66.58	15.79	5.25
Goa State (2019-20)	17.72	12.58	37.12	30.97	68.09	14.41	8.48
General States Average (2023-24)	15.66	16.50	37.92	30.01	67.93	14.36	5.71
Goa State (2023-24)	19.17	17.50	35.33	33.99	69.32	12.19	8.32

(Source: Finance Accounts of Government of Goa and information compiled from Finance Accounts of other states (excluding North Eastern and Himalayan states))

AE: Aggregate expenditure (Total expenditure); DE: Development expenditure; CE: Capital expenditure; SSE: Social sector expenditure; ESE: Economic sector expenditure

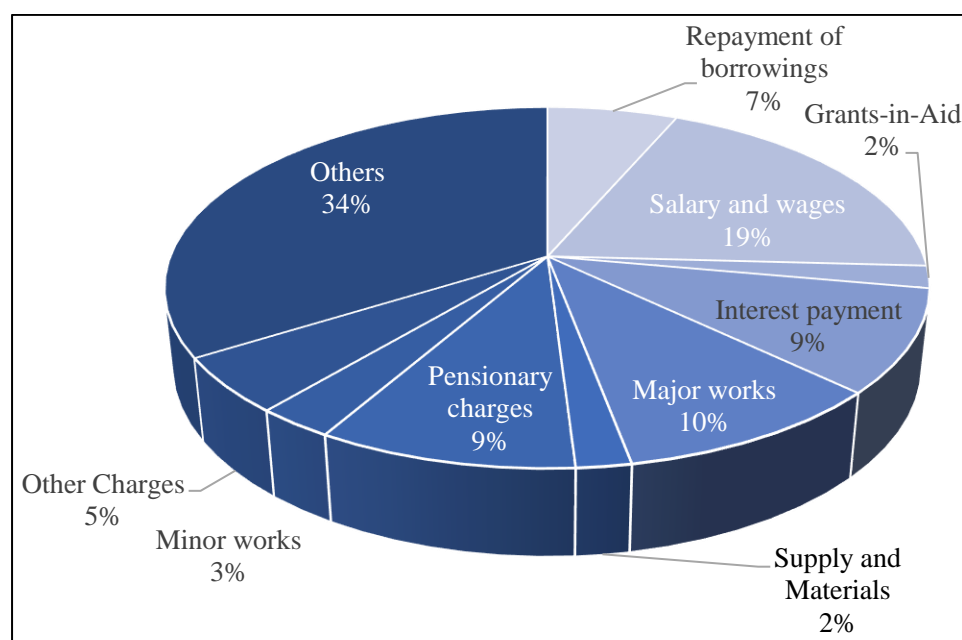
Analysis of the fiscal priorities of the State as shown in **Table 2.31** revealed the following:

- Aggregate expenditure to GSDP in Goa during 2019-20 and 2023-24 was higher than the General States.
- Economic sector expenditure in Goa (as a proportion of aggregate expenditure) was higher in 2019-20 and 2023-24 than the General States average. Social sector expenditure (as a proportion of aggregate expenditure) was higher in 2019-20 and lower in 2023-24 than the General States.
- Capital expenditure (as a proportion of aggregate expenditure) in Goa was lower than General States in 2019-20 and higher in 2023-24.
- Development expenditure (as a proportion of aggregate expenditure) in Goa was higher than General States in 2019-20 and 2023-24.
- Goa's spending on education, sports, art and culture (as a proportion of aggregate expenditure) was higher than General States in 2019-20 and 2023-24.
- Goa gave higher fiscal priority to health and family welfare than General States during 2019-20 and 2023-24 as its expenditure in this sector was more in 2019-20 and 2023-24 than the average of General States.

2.4.5 Object head-wise expenditure

The Object head-wise expenditure during 2023-24 showing information regarding specific object/purpose of expenditure is presented in **Chart 2.13**.

Chart 2.13: Object head-wise expenditure



(Source: Finance Accounts of the State)

The **Chart 2.13** shows that during 2023-24, 19 *per cent* of total expenditure was spent on salary and wages. The remaining 81 *per cent* was non-salary expenditure, such as works, repayment of borrowings, pension payment, grants-in-aid, interest payments and others.

2.5 Public Account

Receipts and disbursements in respect of certain transactions such as small savings, provident funds, reserve funds, deposits, suspense, remittances and others, 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 transactions. The balance after disbursements during the year is the fund available with the Government for its use.

2.5.1 Net Public Account balances

Component-wise net balances in Public Account during the last five years are given in **Table 2.32**.

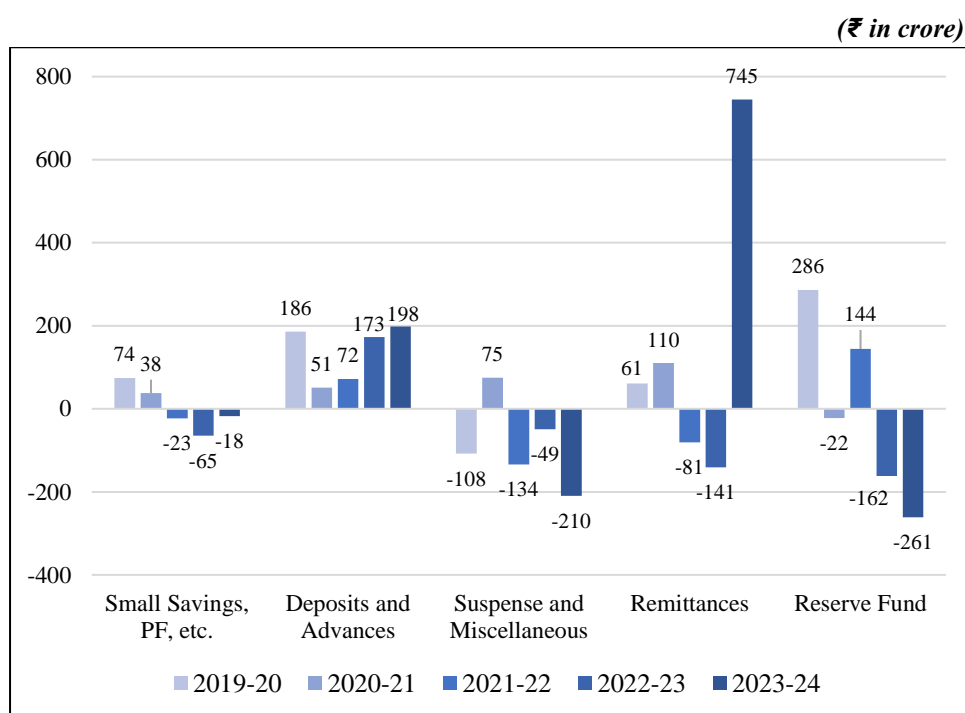
Table 2.32: Component-wise net balances in public account during 2019-24*(₹ in crore)*

Sector	Sub-Sector	2019-20	2020-21	2021-22	2022-23	2023-24
I. Small Savings, Provident Funds, etc.	Small Savings, Provident Funds, etc.	74	38	(-) 23	(-)65	(-)18
J. Reserve Funds	(a) Reserve Funds bearing Interest	249	(-)16	32	(-)03	176
	(b) Reserve Funds not bearing Interest	37	(-)06	112	(-)94	(-) 419
Sub-total:		286	(-) 22	144	(-) 162	(-) 261
K. Deposits and Advances	(a) Deposits bearing Interest	142	(-)120	10	55	67
	(b) Deposits not bearing Interest	44	171	62	118	131
	(c) Advances	-	-	-	-	-
Sub-total:		186	51	72	173	198
L. Suspense and Miscellaneous	(a) Suspense	12	(-)32	(-)32	(-)1243	(-)99.50
	(b) Other Accounts	(-)120	107	(-)102	1194	(-)110.50
	(c) Accounts with Governments of Foreign Countries	-	-	-	-	-
	(d) Miscellaneous	-	-	-	-	-
Sub-total:		(-) 108	75	(-) 134	(-) 49	(-)210
M. Remittances	(a) Money Orders and other Remittances	61	110	(-)81	(-)141	745
	(b) Inter-Governmental Adjustment Account	-	-	-	-	-
Sub-total:		61	110	(-) 81	(-) 141	745
Total		499	252	(-) 22	(-) 179	472

(Source: Finance Accounts of the State)

During 2023-24, Public Account receipts exceeded disbursements by ₹ 472 crore, marking a shift from the previous two years, where net disbursements were higher. Notably, net disbursements had increased from ₹ (-)179 crore in 2022-23 to a net receipt of ₹ 472 crore in 2023-24. This improvement, primarily attributed to higher receipts under the "Deposits and Advances" and "Remittances" heads.

Yearly changes in composition of balances in Public Account over the five-year period (2019-24) are shown in **Chart 2.14**.

Chart 2.14: Yearly changes in composition of Public Account balances

(Source: Finance Accounts of the State)

2.5.2 Reserve funds

Reserve funds are created for specific and defined purposes under the Public Account of the States. These funds are financed from contributions or grants from the Consolidated Fund of the States.

There were ten⁸ reserve funds earmarked for specific purposes during 2023-24, of which two funds were inoperative with a balance of ₹ three crore. The total accumulated balance in these funds as on 31 March 2024 was ₹ 1,919 crore, of which ₹ 1,416 crore (74 per cent) was invested. Transactions under these reserve funds during 2023-24 are shown in Table 2.33.

Table 2.33: Transactions under reserve funds

(₹ in crore)

Classification	Opening balance	Receipts	Payment	Closing balance
Active/Operative reserve funds				
8121-122-State Disaster Response Fund	70.66	15.93	1.69	84.90
8121-129-State Compensatory Fund	208.14	184.19	23.29	369.04
8121-130 State Disaster Mitigation Fund	8.00	1.25	-	9.25
8222-101-Sinking Fund	832.62	93.33	0	925.95

⁸ An account of these funds is included in Statement No. 21 and 22 of the Finance Accounts 2023-24.

Classification	Opening balance	Receipts	Payment	Closing balance
Active/Operative reserve funds				
8229-110-Electricity Development Fund	600.28	218.81	762.24	56.85
8235-117-Guarantee Redemption Fund	400.82	30.26	0	431.08
8235-200-Beaches Improvement Fund	38.84	0.12	0	38.96
8229-123-State Consumer Welfare Funds	0.24	0.01	0	0.25
Total	2159.60	543.90	787.22	1916.28
Inactive/Inoperative reserve funds				
8235-119-National Calamity Contingency Fund	2.99	-	-	2.99
8235-200-Special Fund for Compensatory Afforestation	0.08	-	-	0.08
Total	3.07	-	-	3.07
Grand Total	2162.67	543.90	787.22	1919.35

(Source: Finance Accounts of the State)

2.5.2.1 Consolidated Sinking Fund

The State Governments set up a Consolidated Sinking Fund in line with the recommendations of the Twelfth Finance Commission (FC XII) for amortisation of market borrowings as well as other loans and debt obligations. The fund is managed by the RBI.

The Government of Goa constituted a Consolidated Sinking Fund in 1999-2000 for amortisation of its outstanding liabilities. The scheme for 'Constitution and Administration of the Consolidated Sinking Fund of Government of Goa' notified by the State Government on 17 December 2009 provided that the State Government may contribute a minimum annual contribution of 0.5 *per cent* of the outstanding liabilities (public debt plus Public Account liabilities) at the end of the previous financial year. During the year, the State Government contributed ₹ 30 crore as against ₹ 151.52⁹ crore to be contributed to the fund. The fund also attracted interest receipts amounting to ₹ 63.33 crore on investments as on 31 March 2023 (₹ 832.62 crore). Thus, the total accumulated fund as on 31 March 2024 was ₹ 925.95 crore. No expenditure was incurred from the fund during the year.

2.5.2.2 State Disaster Risk Management Fund

As per recommendations of the Fifteenth Finance Commission (FC XV), State Government had to set up the State Disaster Risk Management Fund

⁹ ₹ 151.52 crore = 0.5 *per cent* of ₹ 30,304 crore (Fiscal liabilities at the beginning of 2023-24).

(SDRMF) in 2020-21. SDRMF comprises of State Disaster Response Fund (SDRF) and State Disaster Mitigation Fund (SDMF). The sharing pattern was kept same as recommended by Thirteenth Finance Commission. The Central and State Governments were required to contribute to the fund in the ratio of 75:25.

The Central and State Governments contributions were to be transferred to the Public Account (Major Head 8121), while the expenditure (corresponding amount of transfer) in case of SDRF to be charged to the Fund during the year was to be shown under Major Head 2245-05-101 (Transfers to Reserve Fund and Deposit Accounts- SDRF).

However, corresponding booking of actual expenditure on relief works to be done under the Head 2245 (Relief on account of Natural Calamities) – 05 (State Disaster Response Fund) – 901 (Deduct-Amount met from State Disaster Response Fund) as required under the guidelines devised by the Ministry of Home Affairs (12 January 2022) on the recommendations of FC XV.

As on 01 April 2023, the State Disaster Response Fund (MH 8121 - 122) had an opening balance of ₹ 70.66 crore. Out of total receipts of ₹ 15.93 crore during 2023-24, the State contribution was ₹ 3.20 crore, Central contribution was ₹ 9.60 crore and interest receipts amounted to ₹ 3.13 crore.

Audit observed that while making transfer of Central and State Governments contributions amounting to ₹ 12.80 crore from MH 2245 to MH 8121, the amount was incorrectly booked under the head 2245-07-102 instead of 2245-05-101 as prescribed by the guidelines issued by the MHA for the administration of the State Disaster Response Fund (SDRF).

Besides, it was also observed that an expenditure of ₹ 1.70 crore incurred on natural calamities through Personal Deposit Account (PDA)/Personal Ledger Account (PLA) opened for the purpose, was incorrectly shown under the Public Account (8121-122) contrary to the accounting procedure prescribed by the MHA for booking of actual expenditure on natural calamities.

Similarly, as per accounting procedure devised by the MHA with regard to the administration of State Disaster Mitigation Fund (SDMF) on the recommendations of FC XV vide their OM dated 14 January 2022, the Central and State Governments contributions were to be transferred to the Public Account (Major Head 8121-130), while the expenditure (corresponding amount of transfer to SDMF) to be charged to the Fund during the year was to be shown under Major Head 2245-08- 797 (Transfers to Reserve Fund and Deposit Accounts- SDMF).

It was, however, observed that while making transfer of an amount of ₹ 1.20 crore pertaining to Central contribution for the year 2022-23 towards SDMF in the Public Account (Major Head 8121-130), it was contrary to the accounting procedure, booked under the head 2245-08-102 instead of booking the same under "2245- Relief on Account of Natural Calamities-08-State Disaster Mitigation Fund-797-Transfers to Reserve Fund and Deposit Accounts" as prescribed by the guidelines issued by the GoI¹⁰.

During the Exit Conference (07/03/2025) the Finance Department stated a review meeting will be held with concerned department for opening the correct heads and implementing appropriate accounting procedures.

2.5.2.3 Guarantee Redemption Fund

The State Government set up a Guarantee Redemption Fund during 2009-10 with the objective of meeting payment obligations arising out of guarantees issued by it, in respect of bonds issued and other borrowings by SPSEs or other bodies and invoked by the beneficiaries.

During the year, no amount was contributed by the Government to the Fund. The total accumulation of the Fund was ₹ 431.08 crore as on 31 March 2024 (₹ 400.82 crore as on 31 March 2023). The Fund has reached the desirable level of 5 *per cent* of outstanding guarantees at the end of the previous year (₹ 404.92 crore).

2.5.2.4 Collection of Cess/Surcharge

Cess is levied by government for a specific purpose, and the proceeds are required to be kept in a separate fund, with distinct accounting to ensure that it is incurred on the specific purpose. The details of collection of various Cess/Surcharge (other than Labour Cess) by the State Government during the year 2023-24 is given in the **Table 2.34** below:

Table 2.34: Position of collection of Cess/Surcharge by the State Government during 2023-24

(₹ in crore)

Sl. No.	Name of Cess	Name of the Department	Cess/Surcharge Collected during 2023-24
1.	Rates and Cesses on Land	Collectorate, South Goa	1.61
2.	Library Cess in the form of Surcharge of Excise Duty	Excise Department	21.50
3.	Receipts under the Goa Rural Improvement and Welfare Cess Act, 2000 (Goa Act of 2000)	Transport Department	28.59
4.	Cess on Biodegradable	Department of Science and Technology	0.73
5.	Green Cess	Department of Science and Technology	66.15
	Total		118.58

(Source: Finance Accounts)

¹⁰ O.M. No. 33-02/2020-NDM-I issued by Ministry of Home Affairs on 14/01/2022.

As seen from the above table, the State Government collected ₹ 118.58 crore (other than Labour Cess) on account of Cess/Fee/Surcharge like Rates and Cesses on Land, Library Cess in the form of Surcharge on Excise duty, Cess on Biodegradable, Green Cess and Receipts under the Goa Rural Improvement and Welfare Cess Act, 2000 (Goa Act of 2000). The entire amount of ₹ 118.58 crore was not transferred to the designated Fund by the State Government during the year 2023-24, which resulted in understatement of Revenue Expenditure to that extent by the Government.

During the Exit Conference (07/03/2025) the Finance Department stated that appropriate action will be taken on the matter.

2.6 Public liability management

Debt management is the process of establishing and executing a strategy for managing Government's debt 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.

According to the Goa Fiscal Responsibility and Budget Management (GFRBM) Act, 2006, total liabilities (herein termed as total outstanding debt) means the liabilities under the Consolidated Fund of the State and the Public Account of the State. The total outstanding debt of the State Government and its rate of growth during the period 2019-24 are shown in Table 2.35.

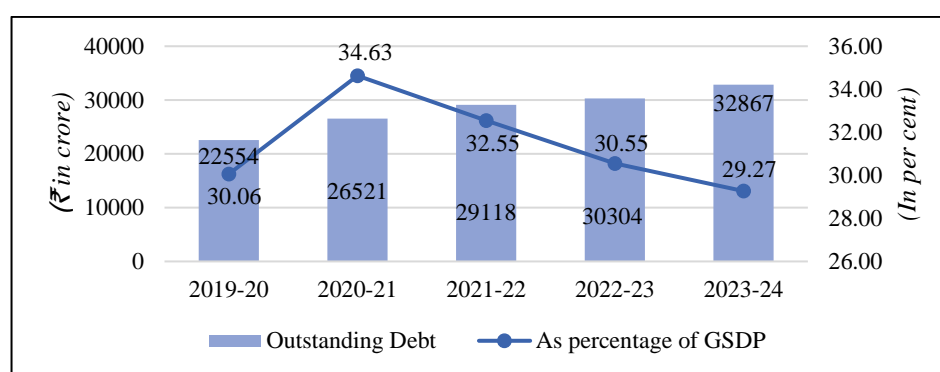
Table 2.35: Total outstanding debt during 2019-24

	(₹ in crore)				
	2019-20	2020-21	2021-22	2022-23	2023-24
Total outstanding debt	22554	26521	29118	30304	32867
Rate of growth of outstanding debt (per cent)	10.49	17.59	9.79	4.07	8.45
GSDP	75032	74158	84266	93672	106533
Debt/GSDP (per cent) ¹¹	30.06	34.63	32.55	30.55	29.27

(Source: Finance Accounts of the State)

¹¹ As per Department of Expenditure, Ministry of Finance, GoI, borrowings under the special window shall not be treated as debt of the State for any norms prescribed by the Finance Commission. Hence, the back-to-back loans of ₹ 1,687 crore (₹ 840 crore pertaining to 2020-21 plus ₹ 847 crore pertaining to 2021-22) *in-lieu* of shortfall in GST compensation have not been considered as public debt/total outstanding liabilities of the State Government.

Chart 2.15: Trends of outstanding debt during 2019-24



(Source: Finance Accounts of the State)

Total outstanding debt of the State Government increased by 46 per cent during the last five years from ₹ 22,554 crore in 2019-20 to ₹ 32,867 crore in 2023-24. During 2023-24, it increased by 8.45 per cent over the previous year, which was relatively higher than the growth rate recorded in 2022-23 over 2021-22 (4.07 per cent).

2.6.1 Debt profile: components

Table 2.36 presents the component-wise overall debt indicators for the period 2019-24.

Table 2.36: Component-wise debt trends

	(₹ in crore)				
	2019-20	2020-21	2021-22	2022-23	2023-24
Total outstanding debt (A+B)	22554	26521	29118	30304	32867
A. Public debt					
(i) Internal Debt	15746	18697	20321	21174	23316
(ii) Loans from GoI	1148	2033	2951	3446	4066
B. Liabilities on Public Account	5660	5791	5846	5684	5485
C. Off-budget borrowings	919	789	370	800	706
Rate of growth of outstanding debt (per cent)	10.49	17.59	9.79	4.07	8.45
GSDP	75032	74158	84266	93672	106533
Debt/GSDP (per cent)¹²	30.06	34.63	32.55	30.55	29.27
Interest payments	1465	1590	1783	1816	1889
Burden of interest payments (IP/RR) (per cent)	12.97	15.23	12.48	10.51	10.34
Total debt receipts	5351	8963	6646	4324	6253
Total debt repayments (debt redemption)¹³	4674	6586	5832	4954	5579
Total debt available	677	2377	814	(-) 630	674
Debt repayments/debt receipts (per cent)	87	73	88	115	89

(Source: Finance Accounts of the State)

Total outstanding debt (₹ 32,867 crore) of the State Government at the end of 2023-24 comprised internal debt ₹ 23,316 crore (71 per cent), Public

¹² As per Department of Expenditure, Ministry of Finance, GoI, borrowings under the special window shall not be treated as debt of the State for any norms prescribed by the Finance Commission. Hence, the back-to-back loans of ₹ 1,687 crore (₹ 840 crore pertaining to 2020-21 plus ₹ 847 crore pertaining to 2021-22) in-lieu of shortfall in GST compensation has not been considered as public debt/total outstanding liabilities of the State Government.

¹³ Debt redemption (₹ 5,579 crore) = Total debt repayments during the year (₹ 3,690 crore) + Total interest payments during the year (₹ 1,889 crore)

Account liability of ₹ 5,485 crore (17 *per cent*) and loans and advances from GoI of ₹ 4,066 crore (12 *per cent*). Internal debt comprised market loans (₹ 19,574 crore), special securities issued to NSSF (₹ 1,318 crore), NABARD¹⁴ (₹ 1,782 crore) and loans from financial institutions (₹ 642 crore).

In the fiscal year 2023-24, the total debt rose by ₹ 2,563 crore, which was a notable increase compared to the ₹ 1,186 crore increase recorded in the preceding fiscal year, 2022-23. This increase was mainly due to higher net market borrowings of the State *i.e.* ₹ 1,560 crore in 2023-24 *vis-à-vis* ₹ 500 crore in 2022-23. Loans from Financial Institutions and remittances have also increased.

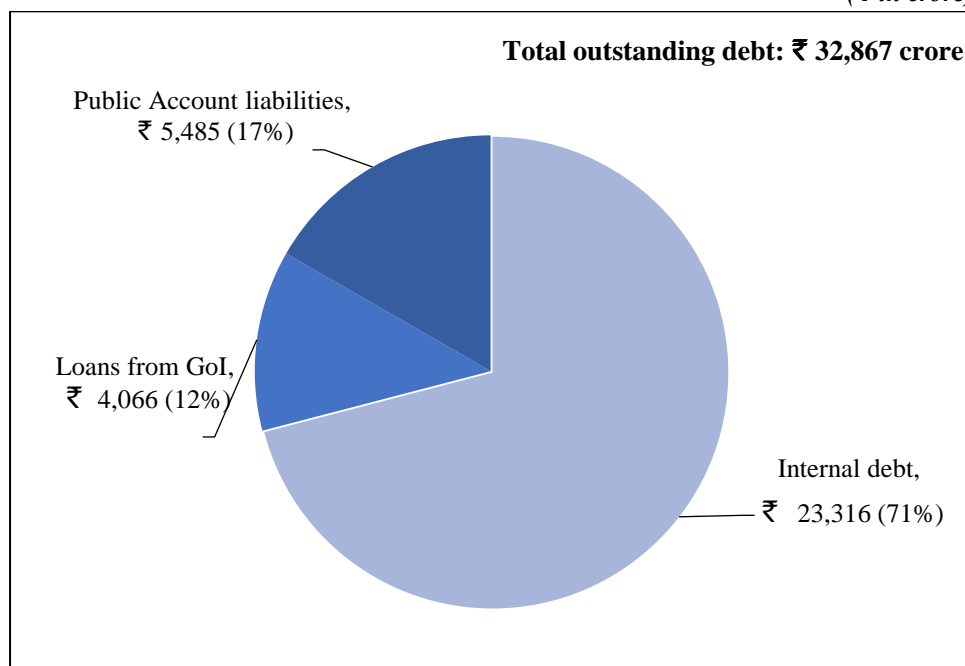
Total outstanding debt-GSDP ratio increased from 30.06 *per cent* in 2019-20 to 32.55 *per cent* in 2021-22. During 2022-23, the debt-GSDP ratio showed a decline to 30.55 *per cent*, which further reduced during 2023-24 to 29.27 *per cent*.

State Government breached the ceiling of outstanding debt to GSDP ratio of 25 *per cent*, fixed under GFRBM (First Amendment) Act, 2014, every year during the last five years (2019-24).

Chart 2.16 presents the break-up of total outstanding debt at the end of March 2024 while the component-wise debt trends during last five years is shown in **Chart 2.17**.

Chart 2.16: Break-up of total outstanding debt at the end of March 2024

(₹ in crore)

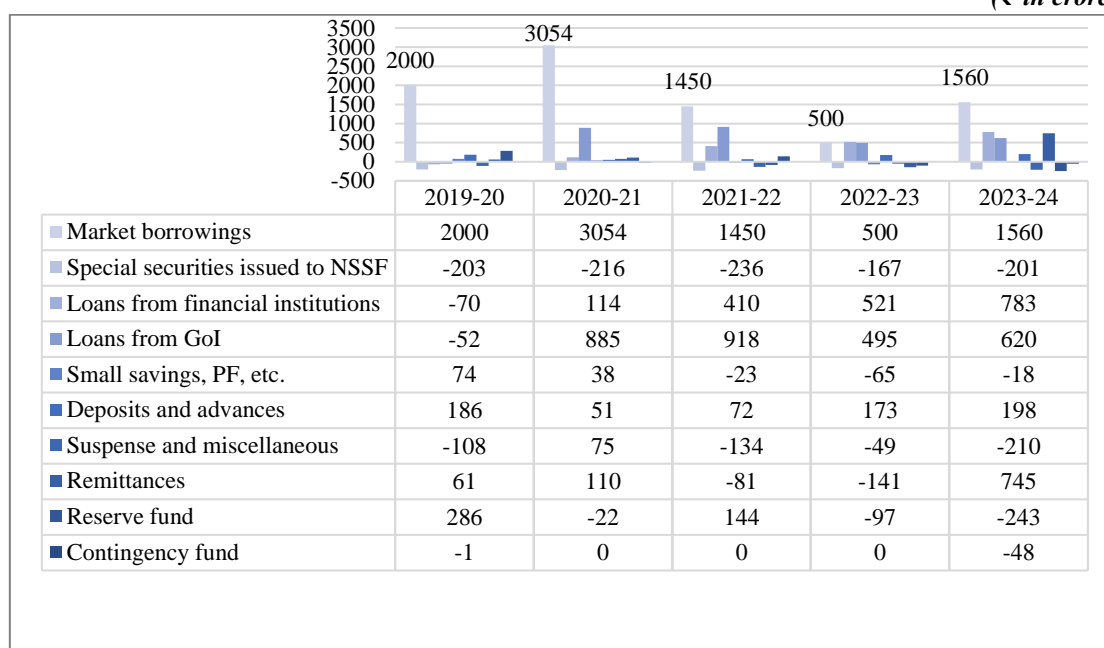


(Source: Finance Accounts of the State)

¹⁴ National Bank for Agriculture and Rural Development

Chart 2.17: Component-wise debt trends

₹ in crore)



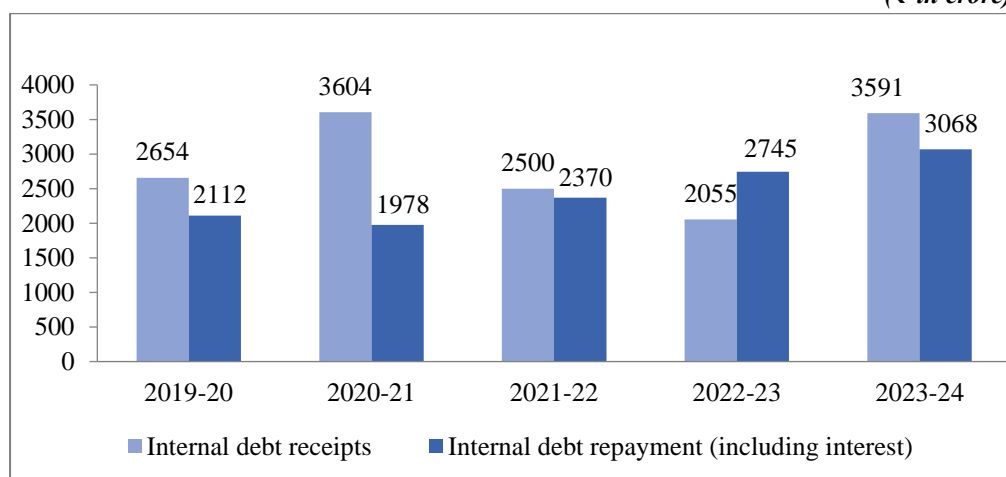
(Source: Finance Accounts of the State)

Note: Figures shown here are net of receipts and disbursements during each year.

Chart 2.18 shows the trends of internal debt receipts and its repayment during 2019-24.

Chart 2.18: Trend of internal debt *vis-à-vis* repayments

₹ in crore)



(Source: Finance Accounts of the State)

Components of fiscal deficit and its financing pattern

Fiscal deficit represents the net incremental liabilities of the Government or its additional borrowings. The shortfall could be met either by public debt or by the use of surplus funds from the Public Account.

Table 2.37 shows the item-wise net disbursements/outflow and financing pattern of fiscal deficit during 2019-24.

Table 2.37: Components of fiscal deficit and its item-wise financing pattern

(₹ in crore)

Particulars	2019-20	2020-21	2021-22	2022-23	2023-24
Components of fiscal deficit	(-)1994	(-)3648	(-)2624	(-)1027	(-)2148
1 Revenue deficit (-) /surplus (+)	(-)325	(-)1652 ¹⁵	59	2400	1423
2 Net capital expenditure ¹⁶	(-)1660	(-)1997	(-)2681	(-)3425	(-)3571
3 Net loans and advances	(-) 09	01	(-)02	(-)02	00
Financing pattern of fiscal deficit (Net figures)					
1 Market borrowings	2000	3054	1450	500	1560
2 Loans from GoI	(-)52	885	918	495	620
3 Special securities issued to NSSF	(-)203	(-)216	(-)236	(-)167	(-)201
4 Loans from financial institutions	(-)70	114	410	521	783
5 Small savings, PF, etc.	74	38	(-)23	(-)65	(-)18
6 Deposits and advances	186	51	72	173	198
7 Suspense and miscellaneous	(-)108	75	(-)134	(-)49	(-)210
8 Remittances	61	110	(-)81	(-)141	745
9 Reserve funds	286	(-)22	144	(-)97	(-)243
10 Contingency fund	(-)01	00	00	0	(-)48
Overall Deficit	2173	4089	2520	1170	3186
11 Increase(+)/Decrease(-) in cash balance	(-)179	(-)441	104	(-)143	(-)1038

(Source: Finance Accounts of the State)

Table 2.37 reveals that during 2023-24, net market borrowings (₹ 1,560 crore), loans from GoI (₹ 620 crore) and loans from financial institutions (₹ 783 crore), were the main source of funds used to bridge the fiscal deficit of the State.

2.6.2 Debt Profile: maturity and repayment

Debt maturity and repayment profile indicate commitment on the part of the State Government to repay the debt or service the debt.

Of the total outstanding debt of ₹ 32,867 crore at the close of 2023-24, ₹ 5,485 crore pertained to other liabilities (Public Account liabilities). The maturity profile of the remaining public debt (₹ 27,382 crore) is shown in Table 2.38 and Chart 2.19.

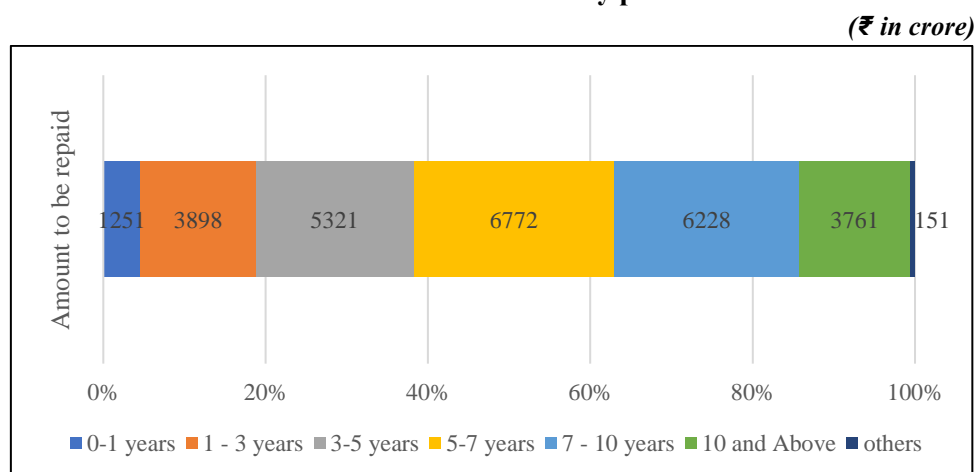
¹⁵ Actual revenue deficit for 2020-21 is ₹ 1,653 crore. Difference of ₹ one crore is due to rounding-off and balancing of total fiscal deficit for the year 2020-21 (₹ 3,648 crore).

¹⁶ Net capital expenditure is miscellaneous capital receipts minus capital expenditure.

Table 2.38: Debt maturity profile of repayment of public debt

Period of repayment (Years)	Repayment schedule of total outstanding public debt (₹ in crore)	Repayments <i>vis-à-vis</i> total outstanding public debt (per cent)
0 – 1	1251	04
1 – 3	3898	14
3 – 5	5321	19
5 – 7	6772	25
7 -10	6228	23
10 and above ¹⁷	3761	14
Loans pertaining to Union Territory	151	01
Total	27382	100

(Source: Finance Accounts of the State)

Chart 2.19: Debt maturity profile

(Source: Finance Accounts of the State)

The maturity profile of outstanding stock of public debt as on 31 March 2024 indicated that 85 *per cent* of the total public debt (₹ 23,470 crore) would be repayable within the next 10 years.

Recommendation 5: *Given the increasing trend of committed expenditure over the last five years, the State Government may work out a well-thought-out debt management strategy.*

2.6.3 Repayment schedule of public debt

Of the total outstanding debt of ₹ 32,867 crore, share of public debt was ₹ 27,382 crore (83 *per cent*) at the end of 2023-24. Repayment schedule of outstanding public debt (principal and interest) is depicted in **Table 2.39**.

¹⁷ Includes repayments pertaining to 'Scheme for Special Assistance to States for Capital Investment' amounting to ₹ 1,477 crore, which was given to the State Government by GoI during 2020-24 in the form of 50-year interest free loan for capital investment projects.

Table 2.39: Repayment schedule of public debt and interest

(₹ in crore)

Period of repayment (Years)	Repayment of public debt	Repayment of public debt	Total
2024-25	1251	1464	2715
2025-26	2028	1370	3398
2026-27	1870	1223	3093
2027-28	2377	1104	3481
2028-29	2944	949	3893
2029-30	3103	738	3841
2030-31	3669	530	4199
2031-32	2241	295	2536
2032-33	1031	146	1177
2033-34 and beyond	6868	213	7081
Total	27382	8032	35414

(Source: Information furnished by Directorate of Accounts, Government of Goa)

As may be seen from **Table 2.38**, State Government would have to repay public debt of ₹ 5,149 crore and interest of ₹ 4,057 crore in next three financial years *i.e.* up to 2026-27. In the following two years (2027-29), principal of ₹ 5,321 crore and interest of ₹ 2,053 crore would be payable. Thus, total principal repayment with interest during the next five years (2024-29) would be ₹ 16,580 crore.

From 2029-30 onwards, State Government would have to repay public debt of ₹ 16,912 crore with interest of ₹ 1,922 crore.

2.7 Debt sustainability analysis

Debt is considered sustainable, if the borrower (State Government) is in a position to service its debt in the present and in the future. Debt sustainability indicators accordingly seek to assess the credit worthiness and the liquidity position of the borrower by examining the ability of the borrower to service the debt through timely interest payments and repay the debt out of current and regular sources of revenue.

This section assesses the sustainability of debt of the State Government in terms of debt-GSDP ratio, fiscal deficit, burden of interest payments (measured by ratio of interest payments to revenue receipts) and maturity profile of the State Government debt.

Trends of debt sustainability indicators for the period 2019-24 are shown in **Table 2.40**.

Table 2.40: Trends of debt sustainability indicators

(₹ in crore)

Sl. No.	Debt Sustainability Indicators	2019-20	2020-21	2021-22	2022-23	2023-24
1	Overall Liabilities or Overall Debt (*Excluding Back-to-Back Loans)	22554	25681*	27431*	28617*	31180*
2	Rate of Growth of Overall Debt (per cent)	10.50	13.86	6.81	4.32	8.96
3	GSDP (in nominal terms)	75032	74158	84266	93672	106533
4	Nominal GSDP growth (per cent)	4.42	-1.16	13.63	11.16	13.73
5	Overall Debt/GSDP* (per cent)	30.06	34.63	32.55	30.55	29.27
6	Maturity profile of all kinds of borrowings (Public Debt) (excluding liabilities under Public Accounts, if any) (per cent)					
6a	0-2 years	9.75	10.44	11.68	10.99	11.97
6b	2-5 years	21.97	21.26	21.43	24.65	26.26
6c	5-10 years	62.80	59.74	57.14	51.14	47.48
6d	Over 10 years	5.48	8.56	9.75	13.22	14.29
7	Repayment to Gross Borrowings (per cent)	60.0	55.7	60.9	72.6	59.0
8	Net borrowings available as a percentage of Gross Borrowings	40.0	44.3	39.1	27.4	41.0
9	Interest payments on Overall Debt	1465.09	1590.37	1782.53	1816.44	1889.28
10	Effective rate of interest on Overall Debt (per cent)	7.36	7.11	7.26	7.07	6.94
11	Interest payment to Revenue Receipts (per cent)	12.97	15.23	12.49	10.51	10.33
12	Revenue Deficit/Surplus (12+9)	-325.1	-1653	59.4	2399.2	1423.1
13	Primary Revenue Balance (PRB)	1140	-62	1842	4216	3312
14	Primary Balance (PB)	-529	-2058	-841	789	-259
15	PB/GSDP (per cent)	-0.70	-2.77	-1.00	0.84	-0.24
16	Difference between RoI and effective rate of interest on Overall Debt	-5.31	-5.56	-5.69	-5.99	-5.69
17	Liquidity Management (use of financial accommodation instruments available with RBI) (in number of occasions)	96 days	167 days	83 days	3 days	11 days
18	Debt Stabilisation (Quantum spread + Primary balance)	-1145	-4024	770	1859	1669
19	Domar Criteria					
a	GSDP (in constant terms)	54812	52605	53168	54436	57977
b	Real Growth (in constant terms)	3.30	-4.03	1.07	2.38	6.50
c	Inflation based on CPI (per cent)	4.33	6.07	4.63	3.15	2.95
d	Effective Rate of interest	7.36	7.11	7.26	7.07	6.94

Sl. No.	Debt Sustainability Indicators	2019-20	2020-21	2021-22	2022-23	2023-24
e	Real effective rate of interest (Effective rate of interest-Inflation) (19.d – 19.c)	3.03	1.04	2.63	3.92	3.99
f	Growth Interest Differential (Real growth-Real effective rate of interest) (19.b – 19.e)	0.27	-5.07	-1.56	-1.54	2.51
Source: Finance Accounts and Central Statistical Office (CSO), Ministry of Statistics & Programme Implementation, GoI.						
*As per Department of Expenditure, Ministry of Finance, GoI, borrowings under the special window shall not be treated as debt of the State for any norms prescribed by the Finance Commission. Hence, the back-to-back loans of ₹ 1,687 crore (₹ 840 crore pertaining to 2020-21 plus ₹ 847 crore pertaining to 2021-22) in-lieu of shortfall in GST compensation have not been considered as public debt/total outstanding liabilities of the State Government (2020-21: ₹ 26,521 cr – ₹ 840 cr; 2021-22: ₹ 29,118 cr - ₹ 1,687 cr; 2022-23: ₹ 30,304 cr - ₹ 1,687 cr.; 2023-24: ₹ 32,867 cr – ₹ 1,687 cr).						
PRB: Revenue Receipts-Revenue Expenditure (net of interest payments), where (-) PB implies Primary 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 viz: Reserve Funds not bearing Interest, Deposits not bearing Interest, Back to Back Loans in-lieu of shortfall in GST compensation, and Block Loans of 50 years). Liquidity Management: Amount availed against SDF, WMA & OD Quantum Spread: Interest Spread*Debt. RoI: Return on Investment = (Interest receipts/Average of Outstanding Loans and Advances Disbursed of Previous and Current Financial Year * 100).						

Analysis of various debt sustainability indicators as shown in **Table 2.18** and **Table 2.40** revealed the following:

- **Debt as percentage of GSDP:** The Debt-GSDP ratio remained more than 30 per cent during 2019-23 but decreased below 30 per cent in 2023-24. *High Debt to GSDP Ratio signifies that the State's burden is substantial compared to its economic output and indicates financial vulnerability and reduced fiscal flexibility.*
- **Rate of nominal growth of GSDP and Rate of growth of debt:** The nominal GSDP growth rate was less than the rate of growth of overall debt in the first two years (2019-20 and 2020-21). Thereafter it improved and surpassed the rate of growth of debt during 2021-24.
- **Domar Model-Rate of real growth and real rate of interest:** In 2019-20 and 2023-24, the rate of real growth was more than real effective rate of interest.
- **Primary balances and primary revenue balances:** Primary balances remained negative in all years except in 2022-23. Primary Revenue Balance remained negative only in 2020-21. *Primary balances increased from ₹ 529 crore in 2019-20 to ₹ 2,058 crore in 2020-21, becoming*

surplus in 2022-23 with ₹ 789 crore. In 2023-24, the balance dipped to ₹ 259 crore indicating that debt is on unsustainable path.

- **Interest payment as percent to revenue receipt and revenue expenditure:** The burden of interest payment on overall debt as percentage of revenue receipts ranged between 10.33 *per cent* to 12.97 *per cent* during 2019-24, except in 2020-21 when it was 15.23 *per cent*. As percentage of revenue expenditure, it remained more than 13 *per cent* in 2020-21. Thereafter, it declined every year, from 12.53 *per cent* in 2021-22 to 11.21 *per cent* in 2023-24. *This declining trend indicates a sustainable debt trajectory.*
- **Maturity profile and cost of borrowing:** Maturity profile of the state's public debt reveals that 62 *per cent* (₹ 16,912 crore) of total public debt (₹ 27,382 crore) as on 31 March 2024 is repayable after more than five years indicating a longer horizon of debt.
- **Liquidity:** During 2023-24 the State Government availed ₹ 133.28 crore ways and means advances. The number of occasions of taking Ways and Means advances from RBI has decreased from 96 times in 2019-20 to 11 times in 2023-2024 and amount of WMA is in decreasing trend during last five years. Although the amount obtained as Ways and Means advances in 2023-24 is higher than the amount obtained in 2022-23 (₹ 52.43 crore), it is still significantly lower than WMA taken during 2019-20 to 2021-22, which ranged between ₹ 1,112.12 crore and ₹ 3,067.90 crore. During 2023-24, an amount of ₹ 0.03 crore was paid as interest on WMA by the State Government. *Sustainable use of WMA in small amount indicates the better liquidity management, and short term sustainability.*
- **Fiscal imbalances (FB):** During 2023-24, ratio of Overall debt to GSDP slightly decreased over previous year. The fiscal Balance was negative in 2019-20 and 2020-21, but improved and became positive during 2021-22 to 2023-24. This indicates the state has scope for fiscal expansion through borrowings.

The Domar model and primary balances: The Domar gap (Growth Interest Differential i.e. Real growth-Real effective rate of interest) remained positive in 2019-20 and 2023-24, while primary balances of the state remained negative in four out last five years. The primary deficit showed an unstable trend. With growing interest liability of the State on borrowings, it is too early to conclude that debt is sustainable for the State.

Recommendation 6: State Government may consider developing a debt sustainability framework for achieving long-term sustainability in fiscal management.

2.7.1 Utilisation of borrowed funds

Borrowed funds should ideally be used for capital creation and developmental activities. Using borrowed funds for meeting revenue expenditure and repayment of interest on outstanding loans is not a sustainable proposition.

Table 2.41: Utilisation of borrowed funds

(₹ in crore)

Year		2019-20	2020-21	2021-22	2022-23	2023-24
Total borrowings (public debt receipts)	1	2700	4587	3513	2576	4153
Repayment of principal on total borrowings (per cent)	2	1025 (37.96)	751 (16.37)	971 (27.64)	1227 (47.63)	1391 (33.49)
Net capital expenditure (per cent)	3	1660 (61.48)	1997 (43.54)	2681 (76.32)	3425 (132.96)	3571 (85.99)
Net loans and advances	4	(-09)	01	(-02)	(-02)	0
Portion of revenue expenditure met out of net available borrowings	5= (1-2-3-4)	24	1838	(-)137	(-)2074	(-) 809

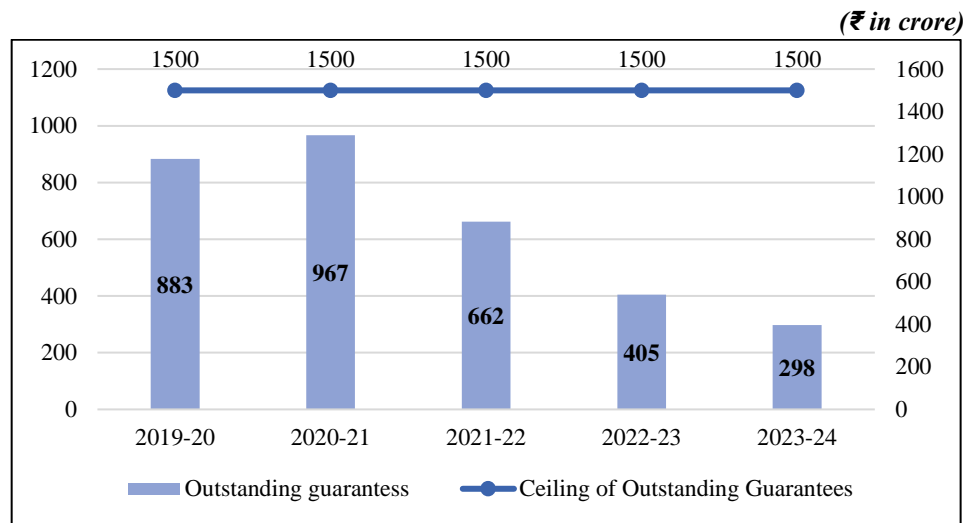
(Source: Finance Accounts of the State)

Details as per **Table 2.41** shows that the borrowings were not used for meeting the revenue expenditure during 2023-24. Consequently, major portion of public debt receipts was deployed by the State Government towards Capital spending. The percentage of repayment of borrowing to total borrowing marginally decreased from 37.96 *per cent* in 2019-20 to 33.49 *per cent* in 2023-24.

2.7.2 Status of guarantees – contingent liabilities

Guarantees are liabilities contingent on the Consolidated Fund of the State in cases of default by borrowers for whom guarantees have been extended by the State Government. Goa Legislature fixed (September 2015) a limit of ₹ 1,500 crore on outstanding guarantees.

Maximum amount for which guarantees were given by the State Government and outstanding guarantees during the last five years is depicted in **Chart 2.20**.

Chart 2.20: Guarantees given by the State Government during 2019-24

(Source: Finance Accounts of the State)

It could be seen from the **Chart 2.20** that outstanding guarantees of the State Government during the last five years was within the ceiling limit of ₹ 1,500 crore specified by the Legislature.

Outstanding guarantees at ₹ 298 crore during 2023-24 decreased by ₹ 107 crore from the previous year due to fulfillment of debt obligations by borrowing entities. Of the total outstanding guarantees of ₹ 298 crore, ₹ 170 crore (57 *per cent*) pertained to loans from Bank of Maharashtra availed for construction of Mandovi bridge and ₹ 33 crore (11 *per cent*) for loans sanctioned to Government servants by Bank of India for construction/purchase of houses. Outstanding guarantees accounted for 1.63 *per cent* of the total revenue receipts of the State Government (₹ 18,272 crore) and 0.28 *per cent* of GSDP (₹ 1,06,533 crore). The State Government has exempted borrowing institutions from the payment of guarantee fee.

During 2023-24, no amount was paid by the State Government on account of invocation of guarantees.

2.7.3 Cash balances

As per agreement with RBI, State Government has to maintain a minimum daily cash balance of ₹ 0.19 crore with RBI. Balance in excess of ₹ 0.19 crore is invested by RBI in 14 days intermediate treasury bills for a minimum amount of ₹ 0.01 crore, in multiples of ₹ 0.01 crore. 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. Limit for ordinary WMA to the State Government is revised by RBI from time to time.

During 2023-24, the State Government's limit to borrow under ordinary WMA was fixed at ₹ 203 crore and the State Government utilised the same on 11 occasions (amounting to a total of ₹ 133.28 crore) when its cash balances dipped below the minimum levels. The entire borrowed amount of ₹ 133.28 crore along with accrued interest of ₹ 0.03 crore was repaid during 2023-24.

Table 2.42 depicts the cash balances and investments made by State Government out of cash balances during the year.

Table 2.42: Cash balances and their investment

(₹ in crore)

	Opening balance (01 April 2023)	Closing balance (31 March 2024)
A. General Cash Balance		
Cash in treasuries	00	00
Deposits with RBI	136.41	-7.40
Deposits with other Banks	00	00
Remittances in transit – Local	00	00
Investments held in cash balance investment account	546.48	1592.96
Total (A)	682.89	1585.56
B. Other Cash Balances and Investments		
Cash with departmental officers viz., Public Works Department, Forest Department, District Collectors, etc.	1.48	1.48
Permanent advances for contingent expenditure with departmental officers	0.35	0.36
Investment out of earmarked funds	1280.03	1416.00
Total (B)	1281.86	1417.84
Total (A + B)	1964.75	3003.40
Interest realised	31.43	22.94

(Source: Finance Accounts of the State)

Cash balance of the State Government worked out by the Directorate of Accounts, Government of Goa as on 31 March 2024 was ₹ 7.40 crore (credit). Cash balance reported by RBI as on 31 March 2024 was ₹ 7.04 crore (debit). Directorate of Accounts stated that the difference of ₹ 0.36 crore (credit) between the two figures was under reconciliation.

State Government's cash balances of ₹ 3,003 crore at the end of the current year were higher by ₹ 1,038 crore (53 per cent) over the previous year. During the year, State Government invested ₹ 1,593 crore in GoI treasury bills which earned an interest of ₹ 23 crore. Further, ₹ 1,416 crore was invested out of earmarked/reserve funds which earned an interest of ₹ 97 crore¹⁸ during the year.

¹⁸ State Disaster Response Fund: ₹ 3.13 crore; Consolidated Sinking Fund: ₹ 63.33 crore; Guarantee Redemption Fund: ₹ 30.26 crore

Table 2.43 shows the increase/decrease in cash balance investment account during last five years (2019-24).

Table 2.43: Cash Balance Investment Account (Major Head-8673)

(₹ in crore)

Year	Opening balance	Closing balance	Increase (+) / decrease (-)	Interest earned
2019-20	349.14	387.64	(+)38.50	45.66
2020-21	387.64	960.89	(+)573.25	63.25
2021-22	960.89	721.16	(-)239.73	17.86
2022-23	721.16	546.48	(-)174.68	31.43
2023-24	546.48	1592.96*	(+) 1046.48	22.94

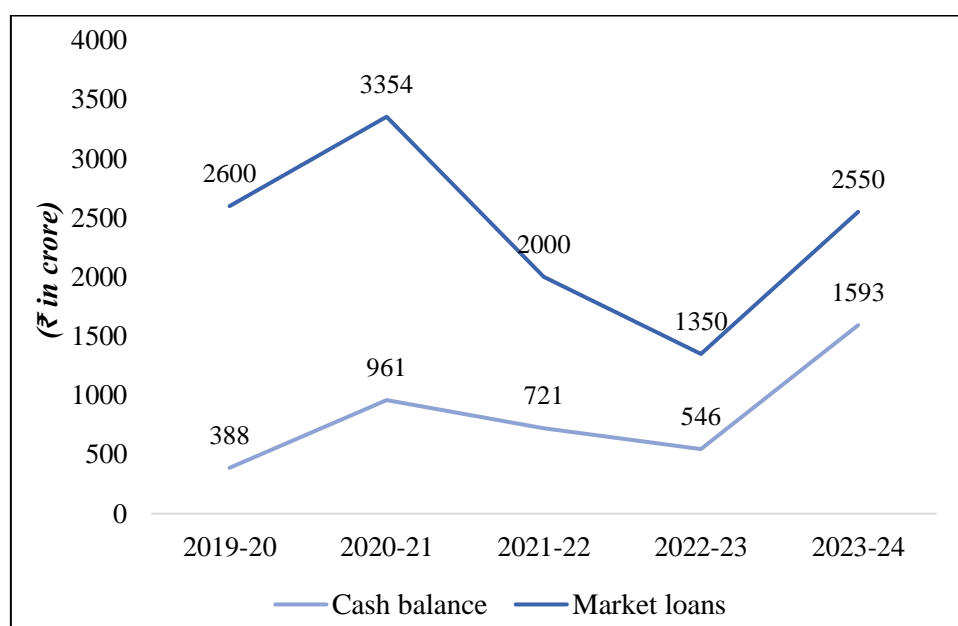
(Source: Finance Accounts of the State)

Closing balance of ₹ 1,592.96 crore for 2023-24 has overstatement of ₹ 108.93 crore.

Cash balances in investment account during 2023-24 increased by ₹ 1,046 crore over the previous year.

Chart 2.21 shows a comparison of market loans raised by the State Government and its surplus cash balance during the last five years (2019-24).

Chart 2.21: Market loans vis-à-vis cash balance



(Source: Finance Accounts of the State)

2.8 Conclusion

- State Government continued to record revenue surplus in 2023-24 for the third consecutive year. However, the revenue surplus during 2023-24 was only ₹ 1,423 crore as compared to ₹ 2,400 crore in 2022-23.
- The outstanding debt of the State Government decreased from 30.06 per cent of GSDP in 2019-20 to 29.27 per cent in 2023-24. However, the outstanding debt to GSDP ratio breached the target of 25 per cent of

GSDP set by the GFRBM (First Amendment) Act, 2014 in all the five years during 2019-24.

- State Government's expenditure was largely financed from its own resources, with 71 *per cent* of revenue coming from its own tax and non-tax revenue.
- Total committed expenditure showed an increasing trend during 2019-24. During 2023-24, committed expenditure constituted 49 *per cent* of revenue expenditure, which was less than the expenditure observed (52 *per cent*) in 2022-23.
- The maturity profile of outstanding stock of public debt as on 31 March 2024 indicated that 85 *per cent* of the total public debt would be repayable within the next 10 years.

Chapter 3

Budgetary Management

Chapter III: Budgetary Management

Introduction

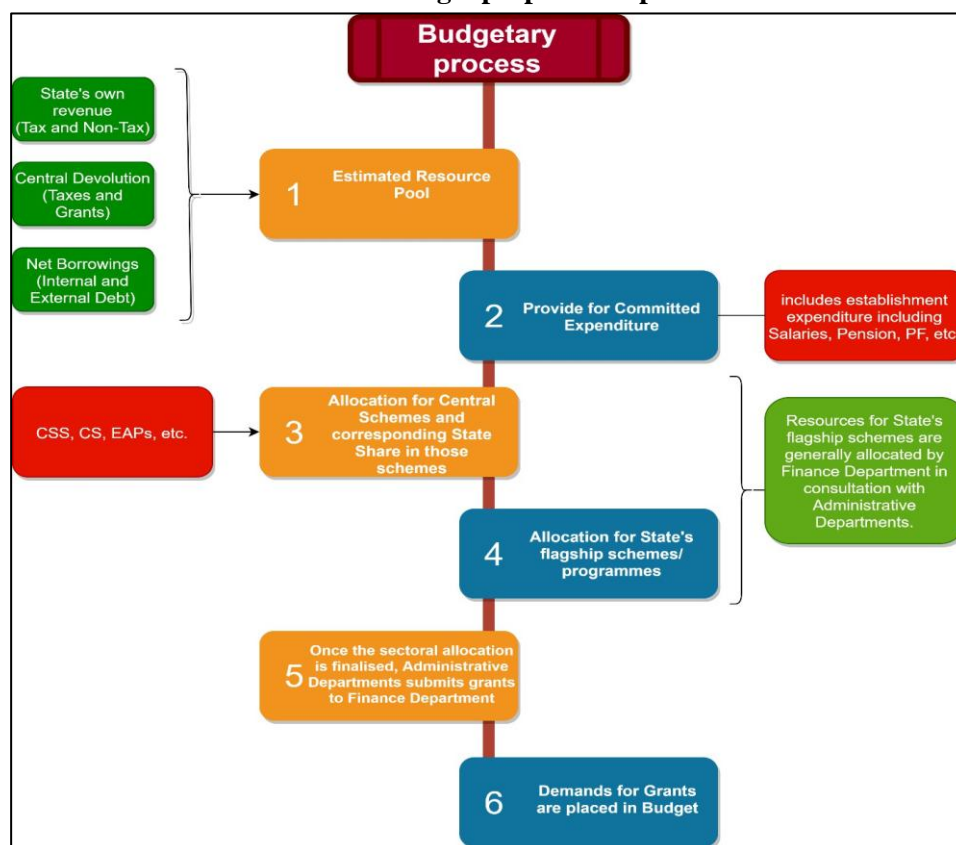
This Chapter reviews the allocative priorities of the State Government and comments on transparency of budget formulation and effectiveness of its implementation. Effective financial management ensures that policy decisions are taken and implemented successfully at the administrative level without wastage or diversion of funds.

3.1 The Budget process

Budgeting is a means to ensure efficient use of public resources. Every financial year, Finance Department (FD) of the Government of Goa prepares a statement of all receipts and expenditure expected to be realised or incurred during the year. This statement is referred to as the Annual Financial Statement (popularly known as the Budget), as specified in Article 202 of the Constitution of India.

The budget process commences with the issue of the budget circular, normally in August each year, which guides the departments in framing their estimates for the next financial year. A typical budget preparation process is shown in the flow chart below.

Chart 3.1: Budget preparation process



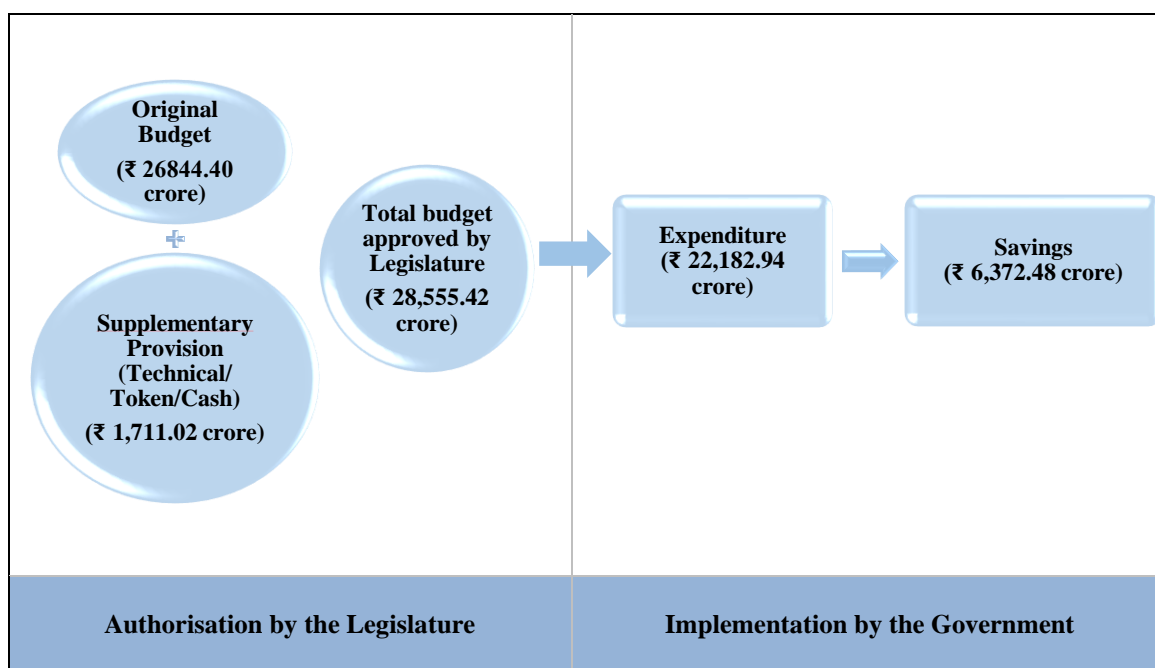
(CSS: Centrally Sponsored Schemes; CS: Central Schemes; EAPs: Externally Aided Projects)

As soon as the detailed estimates and grants are passed by the Legislative Assembly in accordance with the procedure laid down in Articles 202-204 of the Constitution, the FD communicates to all heads of departments and other budget controlling officers, in writing the allotments placed at their disposal during the budget year. FD uploads all the relevant information and budgetary data on the ‘e-DDO online fund allocation system’ and access to the same is available to the authorities concerned.

During the year, FD reviews requests made for supplementary grants and re-appropriations by the departments. Apart from supplementary grants, re-appropriation can also be 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.

Total amounts approved by the State Legislature in the original and supplementary budget, expenditure and savings during 2023-24 are depicted below.

Chart 3.2: Original and supplementary budget, expenditure and savings during 2023-24



(Source: Appropriation Accounts of the State)

Budget procedure envisages that sum provided in an estimate of expenditure on a particular item must be that sum which can be expended in the year and it should be neither larger nor smaller. Budget estimates of receipts should be based on existing rates of taxes, duties, fees, etc.

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

Summarised position of total budget provision, disbursements and savings/excesses during 2023-24 is given in **Table 3.1**.

Table 3.1: Budget provision, disbursements and savings/excesses during 2023-24
(₹ in crore)

Total budget provision		Disbursements		Net savings(-)/ excesses(+)	
Voted	Charged	Voted	Charged	Voted	Charged
24543.29	4012.13	18713.95	3468.99	(-)5829.34	(-)543.14

(Source: Appropriation Accounts of the State)

It could be seen from the table above that net savings of ₹ 5,829.34 crore and ₹ 543.14 crore occurred in the voted and charged section against the budget provision during 2023-24.

3.1.2 Charged and voted disbursements

As per Article 112(2) of the Constitution, a distinction is made between charged and voted expenditure. Charged expenditure is the expenditure charged on the revenues of the State and not subject to the vote of Legislative Assembly under the Constitution. Voted expenditure is subject to the vote of Legislative Assembly. Article 202(3) of the Constitution specifies categories of expenditure that can be charged on the Consolidated Fund of the State.

Trend analysis of classification of total disbursements under charged and voted sections during the last five years (2019-24) is given below.

Table 3.2: Voted and charged disbursements and savings during 2019-24
(₹ in crore)

Year	Disbursements		Net savings(-)/excesses(+)		Percentage savings under voted section (utilisation)
	Voted	Charged	Voted	Charged	
2019-20	11906.67	3619.21	(-)6855.54	824.16	37 (63)
2020-21	12620.32	5423.62	(-)6703.04	2600.36	35 (65)
2021-22	15187.22	4466.99	(-)7312.80	221.13	33 (67)
2022-23	16559.71	3196.99	(-)5121.25	(-)1487.63	24 (76)
2023-24	18713.95	3468.99	(-)5829.34	(-)543.14	24 (76)

(Source: Appropriation Accounts of the State)

As seen in the table above the utilisation of voted provision ranged between 63 to 76 per cent during 2019-24. Utilisation of voted provision was slightly improved during 2020-21 & 2021-22. However, the utilisation remained unchanged (76 per cent) during 2022-23 & 2023-24. In view of this, the State Government needs to prepare more realistic budget estimates.

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: Aggregate Budget Outturn during 2023-24

(₹ in crore)

Description	Original Approved Budget (BE)	Actual Outturn	Difference between Actual and BE*
(1)	(2)	(3)	(4)
Revenue	19768.94	17079.08	(-)2689.86
Capital	7075.46	5103.86	(-)1971.60
Total	26844.40	22182.94	(-)4661.46

(Source: Appropriation Accounts of the State)

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

In Revenue section, deviation in outturn compared with BE was (-) 13.61 per cent. This was due to deviation between 0 per cent and ± 25 per cent in 41 grants including three appropriations, between ± 25 per cent and ± 50 per cent in 35 grants, between ± 50 per cent and ± 100 per cent in 16 grants.

In Capital section, deviation in outturn compared with BE was (-) 27.87 per cent. This was due to deviation between 0 per cent and ± 25 per cent in 11 grants including two appropriations, 10 grants between ± 25 and ± 50 per cent, and 46 grants between ± 50 per cent and ± 100 per cent and more. No provision was made in respect of 24 grants and one appropriation 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 2023-24

(₹ in crore)

Description	Original Approved Budget (BE)	Revised (RE)	Actual Outturn	Difference between BE & RE	Difference between Actual and RE*
1	2	3	4	5	6
Revenue	19768.94	19946.95	17079.08	(-)178.01	(-)2867.87
Capital	7075.46	6614.04	5103.86	461.42	(-)1510.18
Total	26844.40	26560.99	22182.94	283.41	(-)4378.05

(Source: Appropriation Accounts and Budget Documents of the State)

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

In Revenue section, deviation in outturn compared with RE was (-) 14.37 *per cent*. This was due to deviation between 0 *per cent* and ± 25 *per cent* in 42 grants including three appropriations, between ± 25 *per cent* and ± 50 *per cent* in 34 grants and between ± 50 *per cent* and ± 100 *per cent* in 16 grants.

In Capital section, deviation in outturn compared with RE was (-) 22.83 *per cent*. This was due to deviation between 0 *per cent* and ± 25 *per cent* in 11 grants including two appropriations, between ± 25 *per cent* and ± 50 *per cent* in nine grants, between ± 50 *per cent* and ± 100 *per cent* and more in 47 grants. No provision was made in respect of 24 grants and one appropriation (Grant/Appropriation nos. A1, 3, 4, 5, 7, 9, 14, 18, 22, 24, 25, 28, 29, 30, 38, 44, 52, 56, 60, 73, 75, 77, 79, 88 & 89) of the Capital section.

3.2 Appropriation Accounts

Appropriation Accounts are accounts of expenditure of the Government for each financial year, compared with the 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. Appropriation Accounts are on a gross basis. These Accounts depict the original budget provision, supplementary grants, surrenders and re-appropriations distinctly and indicate actual capital and revenue expenditure on various specified services *vis-à-vis* those authorised by the Appropriation Act in respect of both charged and voted items of budget. Appropriation Accounts, thus, facilitate an understanding of utilisation of funds, management of finances including monitoring of budgetary provisions and are, therefore, complementary to the Finance Accounts.

Audit of appropriations by the Comptroller and Auditor General of India (CAG) seeks to ascertain whether the expenditure actually incurred under various grants is in accordance with the authorisation as per the Appropriation Act and the expenditure required to be charged under the provisions of the Constitution is so charged. It also ascertains whether expenditure incurred is in conformity with the laws, relevant rules, regulations and instructions.

3.3 Comments on integrity of budgetary and accounting process

3.3.1 Expenditure without authority of law

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

Expenditure without budget provision

During 2023-24, State Government incurred an expenditure of ₹ 4.58 crore (under Revenue & Capital section) without authority of law/budgetary provision.

Table 3.5: Expenditure without budget provision during 2023-24

Sl. No.	Name of Grant/ Appropriation	Head of Account	Budget provision	Expenditure without provision (₹ in lakh)
1	13 Transport	5055-00-050-07 Construction of Bus Stand	0.00	2.52
2	21 Public Works	4215-01-102-13 Rural Water Supply	0.00	401.76
		4215-01-102-14 Rural Water Supply	0.00	46.36
3	37 Govt. Polytechnic, Panaji	2203-00-105-05 Testing Consultancy & Research Development	0.00	0.99
4	71 Co-operation	4059-01-051-01 Building (R.C.S)	0.00	4.51
5	74 – Water Resources	2071-80-004-01 Research and Development	0.00	2.36
Total				458.50

(Source: Appropriation Accounts of the State)

Expenditure without budget provision during 2022-23 was ₹ 14.02 crore.

On bringing this to notice of the Director of Accounts (September 2024), two Departments (37 Govt. Polytechnic, Panaji and 71 Co-operation) furnished their replies.

The Department of Co-operation replied (October 2024) that the head 4059-01-051-01 where the expenditure of ₹ 4.51 lakh has been booked under Grant No. 71 is not operated by the Department and such expenditure was incurred by the Public Works Department.

Government Polytechnic, Panaji replied (October 2024) that the expenditure of ₹ 0.99 lakh was booked from PDA/PL Account in which amount is deposited through Internal Revenue Generation (IRG) Scheme under head 2203-00-105-05 for the Financial Year 2023-24. The reply was not tenable as the entire original provision of ₹ 12 lakh made under the ‘Head 2203-00-105-05 Testing Consultancy & Research Development’ was re-appropriated leaving no funds available under the concerned Head of account for incurring expenditure as per the Appropriation Accounts 2023-24.

No reply was received from Department of Public Works, Transport and Water Resources (November 2024). The fact, however, remains that despite reconciliation of expenditure there had been instances of expenditure without budget provisions in these cases which needs to be arrested by putting in necessary checks and control by the departments.

Recommendation 1: State Government may ensure that no expenditure is incurred without budgetary provision by any DDO and necessary controls are exercised in the Directorate of Accounts.

3.3.2 Unnecessary or excessive supplementary grants

During a financial year, if the amount provided for a purpose is found to be inadequate or the need arises for an expenditure on some object or service for which no provision has been made, the State Legislature can sanction a supplementary provision.

State Legislature approved supplementary provisions of ₹ 1,711.02 crore in 80 grants and two appropriations for the year 2023-24. However, in 14 cases (supplementary provisions of ₹ five crore or more in each case), expenditure incurred (₹ 5,831 crore) was below the original provisions of ₹ 7,416 crore (**Appendix 3.1**). Thus, supplementary provisions aggregating ₹ 562 crore obtained during the year in these 14 cases proved unnecessary.

Finance department issued a circular in October 2023, wherein it was mentioned that departments desirous of seeking supplementary funds must upload receipts and expenditure in a portal. The system will automatically check if the total expenditure is less than 70 per cent, the system will not accept the request for supplementary if it is so. However, it was noticed that in seven cases out of 14, the expenditure was less than 70 per cent of the original provisions.

During the Exit Conference (07/03/2025) the Finance Department stated that controls are being put in place to avoid such lapses.

Recommendation 2: The State Government may review the mechanism set to curb unnecessary supplementary grants so that ceiling is not breached.

3.3.3 Unspent amounts and surrendered appropriations and/or large savings/surrenders

While preparing budget estimates, utmost care must be taken to ensure that estimates are as close as possible to the likely expenditure during the year.

During 2023-24, cases of substantial savings were noticed. Total gross savings under various grants/appropriations amounted to ₹ 6,372 crore

which was 22 *per cent* of the total authorisation (₹ 28,555 crore) during the year.

Of the total gross savings of ₹ 6,372 crore, savings of ₹ 100 crore or more amounting to ₹ 3,008 crore (47 *per cent*) occurred in 13 cases (voted) out of 89 grants, as detailed in **Table 3.6**.

Table 3.6: Grants with savings of ₹ 100 crore or more

(₹ in crore)

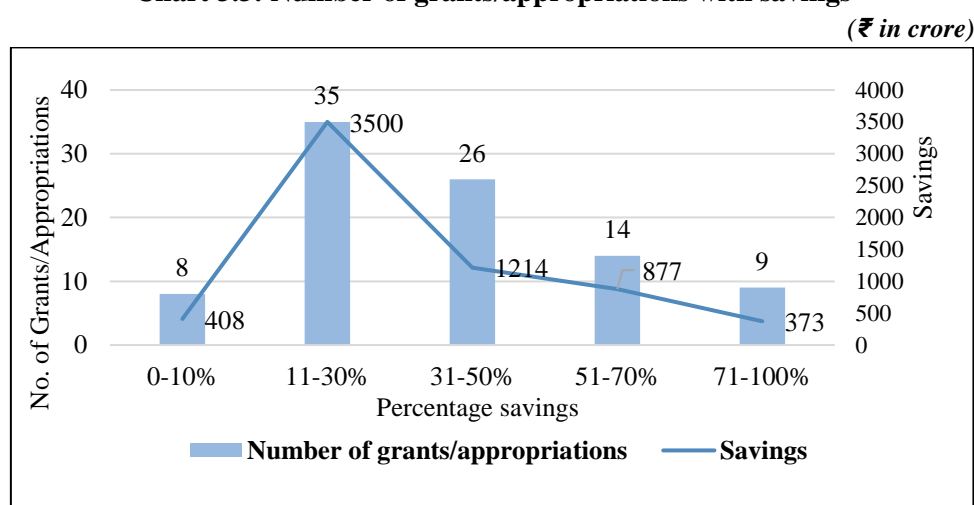
Sl. No.	No. and name of grant	Total provision	Actual Expenditure	Savings	Surrenders	Savings after surrender
Revenue (voted)						
1.	17 Police	941.16	776.97	164.19	163.61	0.58
2.	21 Public Works	1440.08	822.36	617.72	617.14	0.58
3.	31 Panchayats	253.57	101.42	152.15	146.99	5.16
4.	34 School Education	2130.93	1786.64	344.29	346.20	(-) 1.91
5.	47 Goa Medical College	899.17	760.52	138.65	138.18	0.47
6.	48 Health Services	972.68	710.23	262.45	261.14	1.31
7.	55 Municipal Administration	237.82	58.63	179.19	179.19	0.00
8.	58 Women and Child Development	504.48	310.16	194.32	143.07	51.25
9.	85 Department of Rural Development	211.47	47.92	163.55	166.26	(-)2.71
Capital (voted)						
10.	21 Public Works	1548.86	1270.15	278.71	300.33	(-)21.62
11.	32 Finance	380.00	280.00	100.00	100.00	0.00
12.	47 Goa Medical College	172.19	35.49	136.70	132.38	4.32
13.	76 Electricity	837.52	561.49	276.03	269.19	6.84
Total		10529.93	7521.98	3007.95	2963.68	44.27

(Source: Appropriation Accounts of the State)

Primary reasons for substantial savings during the year 2023-24, as furnished in the Appropriation Accounts, were non-implementation of schemes, non-receipt of cash assignment by various sub-divisions of PWD, non-filling of vacant posts, less work sanctioned, administrative reasons, non-clearance of bills, non-receipt of scholarships/stipend bills/medical reimbursement/LTC, *etc.*

Distribution of number of grants/appropriations grouped by percentage of savings and total savings in each group amounting to ₹ 6,372 crore (gross savings) during 2023-24 is shown in **Chart 3.3**.

Chart 3.3: Number of grants/appropriations with savings



(Source: Appropriation Accounts of the State)

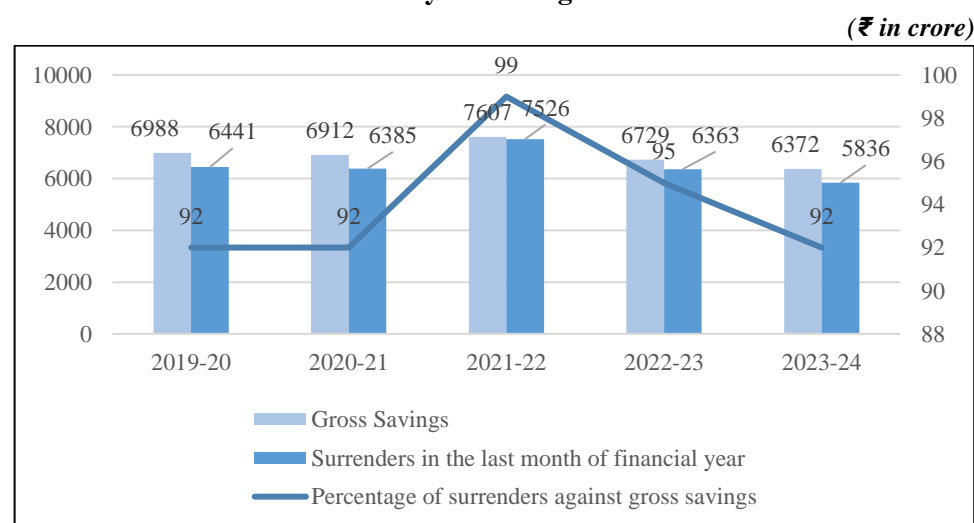
During the Exit Conference (07/03/2025) the Finance Department stated that due care will be taken in future.

Substantial surrenders

It is the duty of the Budget Controlling Officers to ensure that all anticipated savings are surrendered as soon as these are identified, without waiting until the end of the year. No savings can be held in reserve by the Budget Controlling Officers for meeting possible future excess requirements.

Trend analysis of quantum of surrenders made in the last month of the financial year *vis-à-vis* gross savings for five-year period 2019-24 is shown in **Chart 3.4**.

Chart 3.4: Savings and surrenders in the last month of financial year during 2019-24



(Source: Appropriation Accounts of the State)

As may be seen from **Chart 3.4**, against the gross savings of ₹ 6,372 crore during the year, ₹ 5,836 crore (92 *per cent*) was surrendered in the last month of the financial year (March 2024).

Under-utilisation of budget grants

Audit scrutiny revealed that nine (including Grant No. 89: Department of Empowerment of Persons with Disabilities which was created in 2023-24), out of 89 grants utilised less than or equal to 30 *per cent* of the budget allocation during 2023-24. The status of utilisation under these nine grants in 2023-24 and previous four years (2019-23) is shown in **Table 3.7**.

Table 3.7: Grants with budget utilisation of less than or equal to 30 *per cent* in 2023-24 and previous four years (2019-23)

(₹ in crore)

Sl. No.	Grants	2019-20	2020-21	2021-22	2022-23	2023-24	No. of years*	Budget 2023-24	Total budget (5 years)
1	23 Home	37%	17%	32%	63%	13%	2	84.47	181.63
2	27 Official Language	35%	30%	22%	43%	27%	3	21.65	77.18
3	46 Museum	27%	31%	17%	18%	20%	4	14.68	58.39
4	73 State Election Commission	82%	82%	59%	73%	29%	1	9.30	54.85
5	85 Dept. of Rural Development	34%	52%	35%	32%	22%	1	221.47	580.51
6	86 New and Renewable Energy	0%	5%	9%	12%	25%	5	62.79	386.80
7	87 Dept. of Archaeology	-	-	40%	31%	15%	1	47.59	111.11
8	88 Dept. of Public Private Partnership	-	-	55%	42%	12%	1	3.40	9.65
9	89 Dept. of Empowerment of Persons with Disabilities#	-	-	-	-	0	1	1.20	1.20
								466.55	1461.32

(Source: Appropriation Accounts of the State)

* Number of years with utilisation below 30 *per cent*

Shaded areas show under-utilisation of grants (utilisation less than or equal to 30 *per cent*)

#New Department created in 2023-24.

Utilisation under Grant No. 86 (New and Renewable Energy) was persistently less than 30 *per cent* of the total budget allocation during the last five years (2019-24). This was indicative of systemic problems in utilisation of budget allocations. Utilisation in Grant No. 46 Museum was less than 30 *per cent* in four out of five years.

Repeated under-utilisation of grants was indicative of deficient budgeting. This needs to be examined by the State Government and necessary corrective action taken.

Anticipated savings not surrendered

In 15 cases involving 13 grants, out of total savings of ₹ 1,593 crore, ₹ 134 crore was not surrendered (₹ one crore and above in each case), as detailed in **Appendix 3.2**. Timely surrender of unspent balances could have ensured their productive use in other areas with shortfalls.

Surrenders in excess of actual savings

In three grants, ₹ 577 crore was surrendered against savings of ₹ 484 crore, leading to excess surrender of ₹ 93 crore during 2023-24 (₹ one crore and above), as shown in **Table 3.8**.

Table 3.8: Surrenders in excess of savings

(₹ in crore)

Sl. No.	No. and Name of grant	Total provision	Expenditure	Savings	Amount surrendered	Excess surrender
Revenue (voted)						
1	08 Treasury and Accounts Administration, North Goa	2065.82	2023.84	41.98	110.88	68.90
2	85 Dept. of Rural Development	211.47	47.92	163.55	166.26	2.71
Capital (voted)						
3	21 Public Works	1548.86	1270.15	278.71	300.33	21.62
Total		3826.15	3341.91	484.24	577.47	93.23

(Source: Appropriation Accounts of the State)

Excess surrender was observed in Grant No. 21 Public Works in 2022-23 also. From the foregoing, it is evident that the departments concerned did not exercise necessary controls over the progress of expenditure through periodical reviews and necessary corrective action.

Persistent savings

In seven cases involving six grants, there were persistent savings of more than ₹ 100 crore ranging from 14 to 79 per cent during the last three years as detailed in **Table 3.9**.

Table 3.9: Persistent savings under various grants

(₹ in crore)

Sl. No.	No. and name of grant	Year	Total provision	Actual expenditure	Savings	Percentage of savings
Revenue (voted)						
1	17 Police	2021-22	711.63	609.70	101.93	14
		2022-23	953.92	670.04	283.88	30
		2023-24	941.16	776.97	164.19	17
2	21 Public Works	2021-22	1671.99	1331.18	340.81	20
		2022-23	914.81	525.39	389.42	43
		2023-24	1440.07	822.36	617.71	43
3	34 School Education	2021-22	1826.39	1495.43	330.96	18
		2022-23	1969.61	1645.97	323.64	16
		2023-24	2130.93	1786.64	344.29	16
4	48 Health Services	2021-22	808.84	668.36	140.48	17
		2022-23	904.49	643.83	260.66	29
		2023-24	972.68	710.23	262.45	27
Sl. No.	No. and name of grant	Year	Total provision	Actual expenditure	Savings	Percentage of savings
Capital (voted)						
5	21 Public Works	2021-22	2054.43	799.13	1255.30	61
		2022-23	1425.00	1061.47	363.54	26
		2023-24	1548.86	1270.15	278.71	18
6	47 Goa Medical College	2021-22	245.50	74.87	170.63	70
		2022-23	183.00	38.08	144.92	79
		2023-24	172.19	35.49	136.70	79
7	76 Electricity	2021-22	699.04	263.80	435.24	62
		2022-23	654.12	478.12	176.00	27
		2023-24	837.52	561.49	276.03	33

(Source: Appropriation Accounts of the State)

As per the Appropriation accounts, some of the main reasons for persistent savings in the above departments were non-receipt of cash assignment, receipt of fewer claims/bills, non-receipt of proposals, non-filling of vacant posts, payment being deferred to next year, non-implementation of schemes, etc.

This trend of persistent under-utilisation of allocated funds underscores the necessity of adopting a more realistic approach in formulating budget estimates by the State Government.

Grants with 'Nil' expenditure

During 2012-13 to 2023-24, entire budget provision of ₹ 33.00 crore under capital section of Grant No. 27 (Official Language) remained unutilised at the end of each financial year, as shown in **Table 3.10**.

Table 3.10: 'Nil' expenditure under capital section of Grant No. 27*(₹ in lakh)*

Year	Total Provision	Actual Expenditure	Savings
2012-13	100.00	0.00	100.00
2013-14	200.00	0.00	200.00
2014-15	200.00	0.00	200.00
2015-16	200.00	0.00	200.00
2016-17	200.00	0.00	200.00
2017-18	200.00	0.00	200.00
2018-19	300.00	0.00	300.00
2019-20	200.00	0.00	200.00
2020-21	200.00	0.00	200.00
2021-22	500.00	0.00	500.00
2022-23	100.00	0.00	100.00
2023-24	900.00	0.00	900.00
Total	3300.00	0.00	3300.00

(Source: Appropriation Accounts for the respective years)

The Budget provision was made for construction of Bhasha Bhavan. The secretary, Konkani Academy has submitted the proposal and the same is pending with Goa State Industrial Development Corporation (GSIDC). The Academy is pondering on sending a proposal to discontinue the provision.

Recommendation 3: *The State Government needs to adopt a more rigorous and realistic approach in budget preparation by mandating the incorporation of past departmental performance data. Future budget estimates should be firmly based on historical performance, with adjustments made to reflect actual expenditure trends.*

3.3.4 Excess expenditure and its regularisation

Article 204 of the Constitution provides that no money shall be withdrawn from the Consolidated Fund of the State except under appropriation made by law by the State Legislature.

Further, article 205 of the Constitution provides that if any money has been spent in excess of the amount granted during a financial year, the same would require regularisation by the State Legislature.

There was an excess disbursement of ₹ 12,625.06 crore pertaining to the years 2008-09 to 2022-23, which was yet to be regularised by the State Legislature, as detailed in **Table 3.11**. In the year 2023-24, no case of excess expenditure was observed.

Table 3.11: Excess expenditure from 2008-23 requiring regularization

(₹ in crore)

Year	Grant No. /Appropriation	Grant/Appropriation details	Amount of excess required to be regularised as commented in the Appropriation Accounts	
			Voted	Charged
2008-09 to 2014-15	8 Grants and 5 appropriations		171.44	1168.60
2015-16	08	Treasury and Accounts Administration, North Goa	51.62	-
	A2	Debt Services	-	2278.83
2016-17	08	Treasury and Accounts Administration, North Goa	2.71	-
	16	Collectorate, North Goa	0.15	-
	A2	Debt Services	-	1680.34
2017-18	01	Legislature Secretariat	0.20	-
	08	Treasury and Accounts Administration, North Goa	173.56	-
	50	Goa College of Pharmacy	0.22	-
	A2	Debt Services	-	337.98
2018-19	79	Goa Gazetteer	0.01	-
	A2	Debt Services	-	2358.53
2019-20	A2	Debt Services	-	956.85
2020-21	A2	Debt Services	-	2808.95
2021-22	08	Treasury and Accounts Administration, North Goa	161.73	-
	A2	Debt Services	-	353.73
2022-23	08	Treasury and Accounts Administration, North Goa	119.61	-
Total			681.25	11943.81
Grand total (2008-2023)			12625.06	

(Source: Appropriation Accounts of the State)

As may be seen from the table above, excess disbursement of ₹ 12625.06 crore pertaining to the years 2008-09 to 2022-23 had not been regularised by the State Legislature.

During the Exit Conference (07/03/2025) the Finance Department stated that proposal for regularization of excess expenditure was taken up with PAC, and the matter is yet to be addressed.

Recommendation 4: The State Government should take prompt action under Article 205 of the Constitution to regularize the excess expenditure of ₹12,625.06 crore by the State Legislature.

3.4 Comments on effectiveness of budgetary and accounting process

3.4.1 Budget projections and gap between expectations and actuals

Summarised position of actual expenditure during 2023-24 in 92 grants/appropriations is given in **Table 3.12**.

Table 3.12 : Actual expenditure vis-à-vis original/supplementary provisions
(₹ in crore)

	Nature of expenditure	Original Grant/ Appropriation	Supplementary grant/Appropriation	Total provision	Actual expenditure	Net savings (-)/excesses (+)	Surrender during	
							Amount	As percentage of total provision
Voted	I. Revenue	17679.98	1311.18	18991.16	15134.33	(-)3856.83	3803.47	20.03
	II. Capital	5140.52	399.84	5540.36	3576.58	(-)1963.78	1968.97	35.46
	III. Loans & Advances	11.77		11.77	3.04	(-)8.73		
Total		22832.27	1711.02	24543.29	18713.95	-5829.34	5772.44	23.52
Charged	IV. Revenue	2088.96	0.00	2088.96	1944.75	(-)144.21	31.49	1.51
	V. Capital	0.51	0.00	0.51	0.41	(-) 0.10	0.10	19.61
	VI. Public Debt	1922.66	0.00	1922.66	1523.83	(-) 398.83	31.51	1.64
Total		4012.13	0.00	4012.13	3468.99	(-) 543.14	63.10	1.57
Grand Total		26844.40	1711.02	28555.42	22182.94	(-) 6372.48	5835.54	20.44

(Source: Appropriation Accounts of the State)

*Figures of actual expenditure include recoveries adjusted as reduction of expenditure

(Revenue: ₹ 230.54 crore; Capital: ₹ 6.45 crore; Total: ₹ 236.99 crore)

Gross savings of ₹ 6,372 crore registered in 89 grants and three appropriations under revenue section and 65 grants and two appropriations under capital section. Supplementary provisions of ₹ 1,711 crore was obtained during the year, which constituted six *per cent* of the original provision.

Gross savings (₹ 6,372 crore) constituted 22 *per cent* of the total budget provision of ₹ 28,555 crore and was more than three times the supplementary provisions (₹ 1,711 crore) made during the year. This suggested that a thorough review of the requirements and utilization of the original grants could have prevented the need for obtaining additional funding through supplementary grants.

Overall trend of original budget, actual expenditure and savings/excesses during 2019-24 is detailed in **Table 3.13**.

Table 3.13: Original budget, actual expenditure and saving/excesses during 2019-24

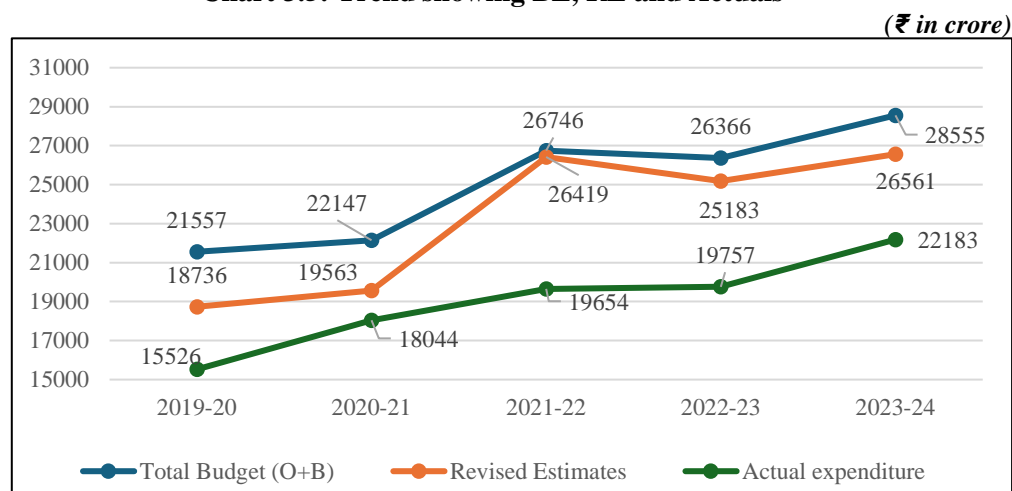
	(₹ in crore)				
	2019-20	2020-21	2021-22	2022-23	2023-24
Original budget	19548.69	21056.35	25055.65	24467.41	26844.40
Supplementary budget	2008.57	1090.27	1690.23	1898.17	1711.02
Total Budget (Original + Supplementary) (TB)	21557.26	22146.62	26745.88	26365.58	28555.42
Revised Estimates (RE)	18736.74	19563.35	26418.79	25183.08	26560.99
Actual Expenditure (AE)	15525.88	18043.94	19654.21	19756.70	22182.94
Net savings (-)/excesses (+)	(-)6031.38	(-)4102.68	(-)7091.67	(-)6608.88	(-)6372.48
Percentage of supplementary provision to original budget	10.27	5.18	6.75	7.76	6.37

	2019-20	2020-21	2021-22	2022-23	2023-24
Percentage of savings to total provision	27.98	18.52	26.52	25.07	22.32
TB-RE	2820.52	2583.27	327.09	1182.50	1994.43
RE-AE	3210.86	1519.41	6764.58	5426.38	4378.05
(TB-RE) as % of TB	13.08	11.66	1.22	4.49	6.98
(RE-AE) as % of TB	14.89	6.86	25.29	20.58	15.33

(Source: Appropriation Accounts and Budget Documents of the State)

The summary of variations in Appropriation Accounts is depicted in **Chart 3.5**

Chart 3.5: Trend showing BE, RE and Actuals



(Source: Appropriation Accounts and Budget Documents of the State)

It can be seen from the **Chart 3.5** above that over the years from 2019-20 to 2023-24, Revised Estimate (RE) was always lower than the Total Budget (TB) of the State. The gap between the TB and the RE was more than 10 per cent during the two-year period 2019-20 and 2020-21, while, it dropped to one per cent during the year 2021-22. It increased to 4.49 per cent during 2022-23 and then to 6.98 per cent in 2023-24. Further, Actual Expenditure (AE) was consistently lower than the RE during 2019-20 to 2023-24 and savings amounted to more than 20 per cent to total provision during 2019-20 to 2023-24, except during the year 2020-21.

3.4.2 Supplementary budget and opportunity cost

At times, while demanding supplementary provision, the departments report to Legislature large additional requirements for different purposes under various schemes/activities, but finally they are unable to spend not only the entire supplementary provision but also the original budget provision. As a result, substantial amounts of grants remain blocked, while other schemes/projects remain incomplete for want of funds and the intended benefits do not reach the public at large. Further, delay in programme/project implementation has the attendant risk of cost escalation. Thus, the opportunity cost of unutilised budget provision is significant.

Table 3.14 presents the details of six such cases involving five grants where unnecessary supplementary provisions (₹ one crore and above) resulted in savings of ₹ 100 crore or more in each case during 2023-24. The supplementary provisions were unnecessary as the actual expenditure incurred was less than the original provisions.

Table 3.14: Unutilised grants of ₹100 crore or more against original/supplementary provision

(₹ in crore)

Sl. No.	Name of grant	Original provision	Supplementary provision	Total	Actual expr.	Unutilised grants/savings
1	21 Public works (Revenue Voted)	1218.68	221.40	1440.08	822.36	617.72
2	34 School Education (Revenue Voted)	2124.74	6.19	2130.93	1786.64	344.29
3	55 Municipal Administration (Revenue Voted)	227.82	10.00	237.82	58.63	179.19
4	58 Women and Child Development (Revenue Voted)	503.45	1.03	504.48	310.16	194.32
5	21 Public works (Capital Voted)	1468.86	80.00	1548.86	1270.15	278.71
6	76 Electricity (Capital Voted)	737.52	100.00	837.52	561.49	276.03
Total		6281.07	418.62	6699.69	4809.43	1890.26

(Source: Appropriation Accounts of the State), Expr. = expenditure

As per information provided by the State Government, 115 projects with a progressive expenditure of ₹ 484.15 crore pertaining to irrigation, water supply and sanitation (16 projects) and roads, bridges and buildings (99 projects) were incomplete as on March 2024, due to paucity of funds. The savings due to unnecessary supplementary provisions could have been utilised for these projects.

3.4.3 Progress of expenditure through the year

Government funds should be evenly spent throughout the year. Rush of expenditure towards the end of the financial year is regarded as a breach of financial propriety. Maintaining a steady pace of expenditure is a crucial component of sound public financial management, as it obviates temporary cash crunches due to mismatch of Government receipts and expenditure, especially during the fag end of the financial year.

In the State of Goa, no significant rush of expenditure was noticed during 2023-24, as shown in the **Table 3.15**.

Table 3.15: Progress of expenditure during 2023-24

Sl. No.	Month	Expenditure (₹ in crore)	Monthly expenditure as percentage of total expenditure
1	April	1533.18	7.51
2	May	1482.39	7.26
3	June	1896.02	9.29
4	July	1350.81	6.62
5	August	1509.42	7.39
6	September	1676.1	8.21
7	October	1487.89	7.29
8	November	1546.79	7.58
9	December	1781.07	8.72
10	January	1701.61	8.33
11	February	1993.6	9.76
12	March	2460.19	12.04
	Total	20419.07*	100.00

(Source: Monthly Civil Accounts of the State)

* This does not include disbursements made on account of loans and advances during the year (₹ 3.04 crore), public debt repayments (₹ 1523.83 crore), and recoveries (₹ 236.99 crore)

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

Several policy initiatives taken up by the State Government are either partially executed or not executed due to reasons such as non-approval of scheme guidelines/modalities, want of administrative sanction, non-release of budget, *etc.*

Appendix XI, Volume-II of Finance Accounts for the year 2023-24 gives the details of major policy decisions taken during the year or new schemes proposed in the budget. During 2023-24, 13 new schemes/major policy pronouncements were made by the State Government in its budget for the year. Of these, the progress of only four¹ pronouncements could be ascertained. Of the four schemes, one was already implemented during 2023-24 whereas the work on implementing the remaining three schemes was in progress and was estimated to be completed during 2024-25.

The details of the 13 major policy announcements are provided in **Appendix 3.3**.

3.5 Outcome of review of selected grants

The authority administering a grant is responsible for watching the progress of expenditure under its control and for keeping it within the sanctioned grant or appropriation. The duties and responsibilities of the authorities include preparing timely and accurate estimates and ensuring that the grants placed at their disposal are spent only on the objects for which it has been provided and to surrender savings if no longer required.

With a view to ascertaining how far the departments were adhering to these instructions, Audit selected the following two grants:

Grant No. 57 - Social Welfare

The Directorate of Social Welfare deals with the implementation of Schemes for the welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes, the Differently abled persons, Senior Citizens, Destitute, Prisoners and their dependents, Safai Karmacharis and Beggars.

The Directorate of Social Welfare is headed by the Director, who is also Ex-Officio Joint Secretary. He is assisted by the Dy. Director & two Assistant Directors, and other staffs of the department.

The Social Welfare Grant consists of five Major Heads. Three of these are related to revenue: namely, 2071-Pensions and Other Retirement Benefits, 2225-Welfare of Scheduled Castes, Scheduled Tribes, Other Backward Classes, and Minorities, and 2235-Social Security and Welfare. Two are related to capital: namely, 4059-Capital Outlay of Public Works and 4225-Capital Outlay on Welfare of Scheduled Castes, Scheduled Tribes, Other Backward Classes, and Minorities."

¹ Since the status of implementation of the 13 schemes was not provided in the Finance Accounts 2023-24 the same was ascertained from the 'Action Taken Report on Announcements Made in Budget Speech 2023-24' published by the Directorate of Planning, Statistics and Evaluation, Government of Goa. However, the status of only four schemes of the 13 schemes mentioned in the Finances Accounts was shown in the Action Taken Report.

Grant No. 65 - Animal Husbandry and Veterinary Services

The Department of Animal Husbandry and Veterinary Services focuses on veterinary healthcare, boosting livestock and poultry production, and supporting organized milk producers to enhance milk production. Its primary goal is to improve socio-economic conditions through increased milk, meat, and poultry output. The department also prioritizes animal health, safety, and welfare by aiding in rescues, managing accidents, caring for distressed animals, guiding veterinary schemes, and preventing cruelty.

The Animal Husbandry and Veterinary Services Grant consists of six major heads. Five of these are related to revenue: namely, 2071-Pensions and Other Retirement Benefits, 2403-Animal Husbandry, 2404-Dairy Development, 2415-Agriculture Research and Education, and 2551-Hill Areas. One is related to capital: namely, 4403-Capital Outlay on Animal Husbandry.

3.5.1 Budget and expenditure

A summary of overall budget provision, actual disbursements and savings under Grant No. 57 and 65 for the years 2021-24 is shown in **Table 3.16**.

Table 3.16: Budget provision and actual expenditure under Grant No. 57 and 65

(₹ in crore)

Year	Original provision	Supplementary provision	Total Provision	Actual expenditure	Savings	Percentage of savings w.r.t. total provision
Grant No. 57: Social Welfare (Revenue-voted)						
2021-22	408.05	79.05	487.10	304.25	182.85	37.54
2022-23	443.84	113.81	557.65	502.00	55.65	9.98
2023-24	453.98	10.00	463.98	386.40	77.58	16.72
Grant No. 57: Social Welfare (Capital-voted)						
2021-22	20.32	15.00	35.32	0.25	35.07	99.29
2022-23	21.00	4.00	25.00	6.39	18.61	74.44
2023-24	46.00	0.00	46.00	18.84	27.16	59.04
Grant No. 65: Animal Husbandry and Veterinary Services (Revenue-voted)						
2021-22	167.13	0.00	167.13	110.90	56.23	33.64
2022-23	162.21	0.96	163.17	124.16	39.01	23.91
2023-24	169.51	0.00	169.51	134.50	35.01	20.65
Grant No. 65: Animal Husbandry and Veterinary Services (Capital-voted)						
2021-22	30.30	0.00	30.30	1.28	29.02	95.78
2022-23	5.07	0.00	5.07	2.63	2.44	48.13
2023-24	10.05	0.00	10.05	2.65	7.40	73.63

(Source: Appropriation Accounts of the State for respective years)

It may be seen that in Grant No.57, there were persistent savings in the capital section, ranging from 59.04 per cent to 99.29 per cent during 2021-24. Despite this, supplementary provisions of ₹ 15 crore for 2021-22 and ₹ 4 crore for 2022-23 were made, even though the actual expenditure was below the original provisions in the capital section for these years.

In Grant No.65, there were persistent savings in the revenue section, ranging from 20.65 *per cent* to 33.64 *per cent*, and in the capital section, savings ranged from 48.13 *per cent* to 95.78 *per cent* during 2021-24.

Main reasons for savings under these two grants, as indicated in the Appropriation Accounts, were non-receipt of cash assignments, proposal not being processed, non-filling of newly created posts, less claim of LTC and medical bills, less/non-receipt of proposal from Goa Meat Complex purchases non-clearance of bills, less procurement of stores, non-receipt of claims, non-release of funds, less work sanctioned, non-finalisation of proposals for digitization of court records, fewer bills received than expected *etc.*

3.5.2 Non-utilisation of entire provision

In two sub-heads under Grant No.57, there were 100 *per cent* savings against provisions made during 2023-24 (amount exceeding ₹ five crore in each case) are shown in **Table 3.17**. The substantial amount of provision remained un-utilised due to non- release of funds.

Table 3.17: Details of Sub Heads with substantial surrenders during the year 2023-24

(₹ in lakh)

Sl. No.	Head of Account	Total Grant/ Appropriation	Amount surrendered	Percentage of surrender
Grant No. 57 – Social Welfare				
1	4225-283-01 Construction of Hostels for OBC Boys (State Share)	600	600	100
2	4225-283-02 Construction of Hostels for OBC Boys (Central Share)	1000	1000	100
3	4225-283-03 Construction of Hostels for OBC Girls (Central Share)	900	900	100

(Source: Appropriation Accounts of the State)

3.5.3 Substantial savings under sub-heads

Scrutiny of Grants No.57 and 65 for the year 2023-24 showed that budget allocations under 21 schemes were surrendered (ranging from ₹ 1.12 crore to ₹ 22.16 crore) in the last month of the financial year (amount exceeding ₹ one crore in each case). Details are provided in **Table 3.18**

Table 3.18: Substantial savings surrendered in the last month of the year
(₹ in lakh)

Sl. No.	Name of scheme	Original grants	Expenditure	Surrenders/Re-appropriation	Percentage of surrenders w.r.t. grants
Grant No. 57					
1	2225-03-277-06 Post Matric Scholarships (A)	240.00	78.36	161.63	67.35
2	2225-03-277-07 Post Matric Scholarships (State Share)	160.00	48.20	111.79	69.87
3	2235-02-101-02 Strengthening of Department under Social Welfare wing	1342.00	1125.37	215.59	16.06
4	2235-02-104-04 Freedom from Hunger	28000.00	25783.52	2216.47	7.92
5	2235-02-104-07 Pilgrimage Scheme for Senior Citizens	1000.00	127.05	872.95	87.30
6	2235-02-104-12 Prevention of alcoholism and Drug Abuse	196.13	28.25	167.88	85.60
7	2235-02-104-14 Covid-19 relief Marginalized/unorganized Sector	2000.00	583.05	1416.95	70.85
8	2235-02-104-15 Scheme for Provide ex-gratia financial assistance to the family of victims of Covid-19	1000.00	420.00	580.00	58.00
9	2235-02-200-21 Mukhyamantri Sahayata Nidhi to NGO's	500.00	10.00	490.00	98.00
10	4225-03-283-01 Housing Scheme to OBC	2000.00	1884.00	116.00	5.80
Grant No. 65					
11	2403-001-01 Direction	1068.35	720.29	348.01	32.57
12	2403-101-06 Veterinary Dispensaries and Hospitals	1337.00	1008.55	328.40	24.56
13	2403-101-15 Scheme for Rescue Animal Welfare	300.00	177.55	122.45	40.82
14	2403-102-01 Government Livestock Farm	430.00	281.61	148.37	34.50
15	2403-103-01 Government Poultry Farm	358.05	140.10	217.93	60.87
16	2404-102-06 Government Livestock Farm	1422.21	1241.52	180.65	12.70
17	2404-102-11 Kamdhenu	700.00	96.46	603.53	86.22
18	2404-102-13 Pashupalan Scheme	400.00	235.72	164.28	41.07
19	2404-789-01 Scheduled Castes Development Scheme	156.00	13.11	142.89	91.60
20	2404-796-01 Scheduled Tribe Development Scheme	864.50	505.54	358.96	41.52
21	4403-102-02 Construction of Hospital and Residential Quarters for A.H. Staff	1000.00	265.46	734.53	73.45

(Source: Appropriation Accounts of the State)

3.5.4 Inappropriate re-appropriations

It was observed that in three sub heads of Grant No. 57 and one sub-head of Grant No. 65, sum was reappropriated and expenditure incurred in those heads were more than the funds left after reappropriation, which resulted in excess expenditure under those heads. However, no cases of inappropriate

re-appropriation were noticed in the years 2022-23 and 2023-24 in respect of Grant No. 65. Details are shown in **Table 3.19**.

Table 3.19: Inappropriate re-appropriations resulting in excess expenditure

(₹ in lakh)

Sl. No.	Year	Head of Account	Original Budget/ Supplementary/ re-appropriation	Funds available after re-appropriation	Final expenditure	Excess expenditure
Grant No. 57 –Revenue (voted)						
1	2021-22	2225-01-800-04 Compensation to victims under SC/ST (Prevention of Atrocities) Act 1989	10.00 (R) (-) 8.00	2.00	9.50	7.50
2	2022-23	2235-02-200-09 Financial Assistance to Self Help Groups	5.00 (R) (-) 5.00	0.00	5.00	5.00
3	2023-24	2235-02-001-01 Directorate of Social Welfare	314.00 (S) 0.04 (R) (-) 11.24	302.80	304.35	1.55
Grant No. 65 –Revenue (voted)						
4	2021-22	2403-101-06 Veterinary Dispensaries and Hospitals	958.65 (R) (-) 297.73	660.92	662.92	2.00
Grand Total				965.72	981.77	16.05

(Source: Appropriation Accounts of the State for the respective years)

3.5.5 Rush of expenditure

Social Welfare (Grant No. 57) and Animal Husbandry and Veterinary Services (Grant No. 65) spent ₹ 10.00 crore out of total expenditure of ₹ 19.88 crore (50.29 *per cent*) in March 2024, indicating rush of expenditure in the last month of financial year. Details are given in **Table 3.20**.

Table 3.20: Flow of expenditure during March of the year 2024

(₹ in lakh)

Sl. No.	Head of Account (up to Sub Head)	Expenditure during March 2024	Total expr. incurred during the year	Percentage of expenditure incurred during March 2024
Grant No. 57				
1	2235-02-101-03 Welfare of Handicapped	11.56	16.29	70.96
2	2235-02-101-07 Purple Fest for Person with Disabilities	631.31	1578.27	40.00
3	2235-02-101-08 Accessible India Campaign (A)	72.34	72.34	100.00
4	2235-02-101-21 Setting up of Accessible Library for Visually Challenged Persons	14.33	18.60	77.04
5	2235-02-104-07 Pilgrimage Scheme for Senior Citizens	127.05	127.05	100.00

Sl. No.	Head of Account (up to Sub Head)	Expenditure during March 2024	Total expr. incurred during the year	Percentage of expenditure incurred during March 2024
6	2235-02-200-21 Mukhyamantri Sahayata Nidhi to NGOs	10.00	10.00	100.00
Grant No. 65				
7	2403-00-101-12 Interest Subsidy Scheme under Agriculture & Allied Activities (P)	0.24	0.33	72.73
8	2403-00-101-18 Assistance to State for control of Animal Disease (State Share)	1.40	1.40	100.00
9	2403-00-103-04 Strengthening of Infrastructure of Govt, Poultry Farm at Ela-Old Goa (Plan) (A)	0.36	0.48	75.00
10	2403-00-800-02 Professional Efficiency Development (Plan)(A)	44.25	67.00	66.04
11	2404-00-102-11 Kamdhenu (Plan)	87.13	96.46	90.32
Total		999.97	1988.22	50.29

(Source: Appropriation Accounts of the State)

3.5.6 Non-receipt of Utilisation Certificates

Utilisation Certificates (UCs) should be obtained by the departmental officers from the grantee institutions and after verification, these should be forwarded to the Directorate of Accounts within 12 months from the date of their sanction, unless specified otherwise.

As on 31 March 2024, 499 UCs involving ₹ 39.29 crore sanctioned upto the period 2022-23 under Grant No. 57 were outstanding. Similarly, for Grant No. 65, 63 UCs involving ₹ 31.13 crore sanctioned upto the period 2022-23 were outstanding as on 31 March 2024. Details are shown in **Table 3.21**.

Table 3.21: Non-receipt of Utilisation Certificates (As on 31 March 2024)

(₹ in crore)

No. and Name of Grant	Year (Grant of sanction)	No. of UCs awaited	Amount
57 - Social Welfare	Up to March 2020-21	395	34.47
	2021-22	16	0.46
	2022-23	88	4.36
	Total	499	39.29
65 - Animal Husbandry and Veterinary Services	Up to March 2020-21	14	0.40
	2021-22	18	12.78
	2022-23	31	17.95
	Total	63	31.13

(Source: Information furnished by Directorate of Accounts, Government of Goa)

3.5.7 Implementation of Single Nodal Agency accounts for CSS (Grant No. 57 Social Welfare and Grant No. 65 Animal Husbandry and Veterinary Services)

Department of Expenditure, Government of India had notified procedure (March 2021) for release of funds to States for implementation of Centrally Sponsored Schemes (CSS). The aim as per the procedure, which came into

effect from July 2021, was to ensure effective cash management and improve transparency in public expenditure management.

As per the procedure, the State Government was to designate a Single Nodal Agency (SNA) for each CSS which was to be registered in the Public Financial Management System (PFMS). Each SNA was to open a bank account in Scheduled Commercial Bank and map it to PFMS for the receipt of funds. This was to restrict use of the funds by the State Government as they were required to transfer funds received to the concerned SNA's account within a period of 21 days of its receipt alongwith corresponding State Share.

It was observed that there were six² CSSs under Grant No. 57- Social Welfare, and three³ CSSs under Grant No. 65-Animal Husbandry and Veterinary Services, implemented by both departments during the year.

All the nine CSSs were given designated SNAs and mapped to PFMS. The unspent amount in SNA Accounts as per SNA 01 of PFMS of the CSSs were between ₹ 781.17 lakh to ₹ 0.11 lakh, as on 31/03/2024, while no Central/State share towards the CSS – National Livestock Mission was released during the year 2023-24. Details are shown in **Table 3.22**

Table 3.22: Name of Centrally Sponsored Schemes and Closing Balance as per SNA - 01

(₹ in lakh)

No and Name of Grant	Name of the Centrally Sponsored Scheme	Closing Balance as on 31 March 2024
57 - Social Welfare	Post Matric Scholarship for SC students	6.03
	Strengthening of machinery for enforcement of protection of Civil Rights	65.19
	Pre Matric Scholarship for SC students	15.35
	Pre Matric Scholarship for OBC, EBC and DNTs PM Yavasvi	154.40
	Post Matric Scholarship for OBC, EBC and DNTs PM Yavasvi	781.17
	Construction of Hostel for OBC boys and girls	549.31
65 - Animal Husbandry and Veterinary Services	Livestock Health and Disease Control Programme	6.19
	National Livestock Mission	0.00
	Livestock Census and Integrated Sample Survey	0.11

(Source: SNA – 01 Report)

² Post Matric Scholarship for SC students , Strengthening of machinery for enforcement of protection of Civil Rights, Pre Matric Scholarship for SC students, Pre Matric Scholarship for OBC, EBC and DNTs PM Yavasvi, Post Matric Scholarship for OBC, EBC and DNTs PM Yavasvi, Construction of Hostel for OBC boys and girls.

³ Livestock Health and Disease Control Programme, National Livestock Mission (NLM), Livestock Census and Integrated Sample Survey.

3.6 Conclusion

- State Government incurred an expenditure of ₹ 4.58 crore without any budget provision under five grants. This was in violation of Article 204 of the Constitution, which lays down that no money shall be withdrawn from the Consolidated Fund except under appropriation made by law by the State Legislature.
- Actual expenditure under 92 grants/appropriations revealed that, 22 *per cent* of the total budgetary provision remained unutilised at the end of the financial year 2023-24. Supplementary provisions, constituting six *per cent* of the original budget, made during the year proved unnecessary, as savings registered were significantly higher than the supplementary provisions.
- Excess expenditure amounting to ₹ 12,625.06 crore for the period from 2008-09 to 2022-23 was pending regularisation, in terms of Article 205 of the Constitution.
- In seven cases involving six grants, there were persistent savings of more than ₹ 100 crore ranging from 14 *per cent* to 79 *per cent* during the last three years (2021-22 to 2023-24).
- In four sub-heads (Revenue- Voted) under Grant No. 57 and 65, funds available after re-appropriation were not sufficient to meet the obligations, resulting in excess expenditure of ₹ 16.05 lakh during 2021-24.

Chapter 4

Quality of Accounts and Financial Reporting Practices

Chapter IV: Quality of Accounts and Financial Reporting Practices

A sound internal financial reporting system with relevant and reliable information significantly contributes to efficient and effective governance in any organisation. Reports on compliance and controls can assist the Government in meeting its basic stewardship responsibilities, including strategic planning and decision-making.

This Chapter provides an overview of the status of the State Government's compliance with various financial rules, procedures and directives as well as the timeliness and quality of reporting of the same during the year 2023-24.

4.1 Funds transferred directly to State implementing agencies

The Central Government transfers a sizeable quantum of funds directly to the State implementing agencies¹ for implementation of various schemes/programmes in the social and economic sectors. As the funds are not routed through the State budget/treasury, the Finance Accounts of the State do not capture these funds and to that extent, the State's receipts and expenditure as well as other fiscal variables/parameters derived from them do not reflect the complete picture.

With effect from 01 April 2014, Government of India (GoI) decided to release all assistance for Centrally Sponsored Schemes (CSS)/Additional Central Assistance directly to the State Governments and not to the State implementing agencies. In Goa, however, Central funds of ₹ 3,420.38 crore were transferred directly to the State implementing agencies during 2023-24. The direct transfer of funds to the implementing agencies increased by 16.80 *per cent* as compared to 2022-23 (₹ 2,928.32 crore).

A major part (₹ 3,348.89 crore) of these funds was shown as 'Other Schemes for which funds are routed outside the State Budget' in the State Finance Accounts of 2023-24.

Of the balance funds transferred, the major schemes receiving direct transfers of Central funds were Jal Jeevan Mission(JJM)/ National Rural Drinking Water Mission (₹ 11.25 crore) and Consumer Welfare Fund (₹ 10.00 crore).

¹ State implementing agencies are organisations/institutions including non-governmental organisations and Central autonomous bodies authorised by the State Government to receive funds from the GoI for implementation of specific programmes in the State.

4.2 Delay in submission of Utilisation Certificates

Rule 238 of General Financial Rules, 2017 (GFR) prescribes that Utilisation Certificates (UCs) for grants provided for a specific purpose should be obtained by the departmental officers from the grantees and after verification, these should be forwarded to Directorate of Accounts within one year from the date of their sanction, unless specified otherwise.

At the end of 2023-24, 12,813 UCs aggregating ₹ 3,027.52 crore which were due for submission, were outstanding against the grants disbursed up to 2022-23. Department-wise break-up of outstanding UCs is given in **Appendix 4.1** while the age-wise pendency is summarised in **Table 4.1**.

Table 4.1: Age-wise status of outstanding UCs as of 31 March 2024

Sl. No.	Range of delay of outstanding UCs (in years)	UCs outstanding	
		No.	Amount (₹ in crore)
1.	1 to 3	3867	1663.07
2.	3 to 5	1615	275.42
3.	5 to 7	1165	403.41
4.	7 and above	6166	685.62
	Total	12813	3027.52

(Source: Compiled from information furnished by Directorate of Accounts)

Of the total outstanding UCs, 5,482 (43 per cent) amounting to ₹ 1,938.49 crore (64 per cent) were outstanding from one to five years while 7,331 (57 per cent) involving ₹ 1,089.03 crore (36 per cent) were pending for more than five years.

Table 4.2: Year-wise break-up of outstanding UCs as on 31 March 2024

(₹ in crore)

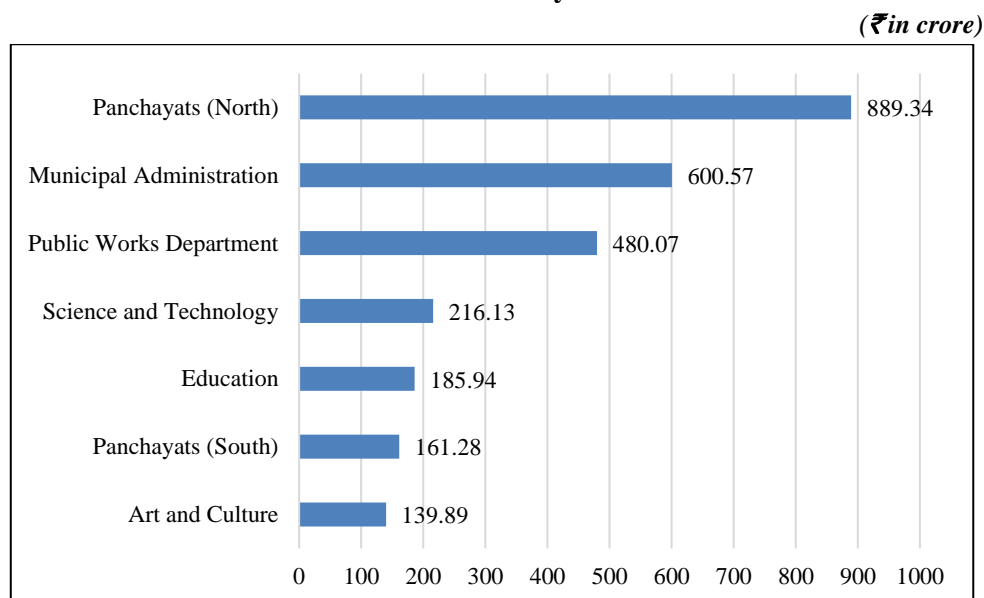
Year	No. of UCs	Amount
Up to 2013-14	5243	549.65
2014-15	521	79.53
2015-16	402	56.44
2016-17	478	108.84
2017-18	687	294.57
2018-19	859	121.36
2019-20	756	154.06
2020-21	695	379.29
2021-22	1458	655.35
2022-23	1714	628.43
Total	12813	3027.52

(Source: Compiled from information furnished by Directorate of Accounts)

Major cases of non-submission of UCs (in numbers) pertained to Directorate of Panchayats (North) (31 per cent), Directorate of Panchayats (South) (28 per cent) and Directorate of Education (nine per cent) (**Appendix 4.1**).

Departments having the highest UCs in respect of money value were Directorate of Panchayats (North) (₹ 889.34 crore), Municipal Administration (₹ 600.57 crore) and Public Works Department (₹ 480.07 crore) etc. **Chart 4.1** below shows details of outstanding UCs in terms of money value.

Chart 4.1: Departments with highest outstanding UCs in terms of money value



(Source: Compiled from information furnished by Directorate of Accounts)

As per Rule 234 of the General Financial Rules, 2017, a register of grants shall be maintained by the sanctioning authority in the format given in form GFR-21.

As Directorate of Panchayats (North) having major cases of non-submission of UCs was selected in the previous year (2022-23) for scrutiny, two other offices viz., Office of the Dy. Director, Panchayats (South), Margao and Director Admin, Office of the Principal Chief Engineer, PWD, Altinho were selected for checking of pending UCs.

Directorate of Panchayats (South)

Dy. Director Panchayats (South) had 3,552 pending UCs with an amount of ₹ 161.28 crore. Although the grant register was maintained, it was however, observed that Dy. Director Panchayats (South) had neither updated the records of grants sanctioned to Village Panchayats (VPs) in South Goa District nor the position of UCs received from the concerned VPs. Hence, records of Block Development Officer (BDO), Salcete (biggest taluka in South Goa District) was further checked by Audit.

BDO Salcete had 325 pending UCs with an amount of ₹ 18.37 crore. During scrutiny of records of release of grants and receipt of UCs in BDO office, Salcete, it was observed that there is no monitoring mechanism in the BDO

office to follow up on pending UCs, making it difficult to ensure timely submission of UCs by grantees. UCs were collected from the panchayats on requirement by Directorate of Panchayats.

Principal Chief Engineer PWD, Altinho

During Audit scrutiny it was found that the office of the Principal Chief Engineer (PCE), PWD, Altinho had no register of grants maintained to record disbursement of grants. Further, as per records obtained from the Directorate of Accounts (DoA), the PCE, PWD had 98 pending UCs against grants amounting to ₹ 480.07 crore disbursed till 2022-23. Since the PCE, PWD could not produce a progressive record of all pending UCs against grants disbursed, the information provided by DoA could not be verified.

UCs are the only mechanism for the departments to verify that the money has been utilised for the purpose for which it was given. In the absence of UCs, there is no assurance that money disbursed had been used for the intended purpose. Large number of the outstanding UCs, thus, indicated deficient monitoring and follow-up mechanism in the offices concerned.

During the Exit Conference (07/03/2025) the Finance Department stated that decision will be taken to deal with the settlement of the old outstanding UCs.

4.3 Abstract Contingent bills

Controlling and Disbursing officers of the departments are authorised to draw sums of money by preparing Abstract Contingent (AC) bills. They are required to present Detailed Contingent (DC) bills (*i.e.*, vouchers in support of final expenditure) to the Directorate of Accounts within three months from the date of drawal of funds on AC bills. If previous AC bills are outstanding for over three months, proposals for drawal of further AC bills would require sanction of Finance Department.

Details of submission of DC bills against AC bills drawn up to March 2024 are given in **Table 4.3**.

Table 4.3: Pendency in submission of DC bills against AC bills (30 June 2024)
(₹ in crore)

Year	AC bills drawn		DC bills received		Outstanding AC bills	
	No. of bills	Amount	No. of bills	Amount	No. of bills	Amount
Up to 2022-23	12958	7242.40	12682	7170.12	276	72.28
2023-24	756	706.19	541	582.72	215	123.47
Total	13714	7948.59	13223	7752.84	491	195.75

(Source: Finance accounts of the State)

As may be seen from the table above, departments had drawn 756 AC bills for an amount of ₹ 706.19 crore in 2023-24 and submitted 541 DC bills for an amount of ₹ 582.72 crore. Thus, 215 DC bills amounting to ₹ 123.47

crore drawn during 2023-24 remained unadjusted as of 30/06/2024. There was no assurance that the expenditure of ₹ 123.47 crore had actually been incurred during the financial year for the purpose for which it was authorised by the Legislature.

In addition, DC bills against 276 AC bills amounting to ₹ 72.28 crore for the years up to 2022-23 were yet to be submitted by the departments concerned. Thus, at the end of June 2024, DC bills against 491 AC bills amounting to ₹ 195.75 crore drawn upto March 2024 were pending settlement.

Age analysis of unadjusted AC bills is shown in **Table 4.4**.

Table 4.4: Age-wise status of unadjusted AC bills as on 30 June 2024

Sl. No.	Range of delay of outstanding DC bills (in years)	Outstanding DC bills	
		No.	Amount (₹ in crore)
1.	1 to 3	333	153.52
2.	3 to 5	45	13.11
3.	5 to 7	18	8.61
4.	7 and above	95	20.51
	Total	491	195.75

(Source: Information furnished by Directorate of Accounts)

Year-wise details of outstanding unadjusted AC bills are shown in **Table 4.5**.

Table 4.5: Year-wise details of outstanding unadjusted AC bills (30 June 2024)
(₹ in crore)

Year	Unadjusted AC bills	Amount of Unadjusted AC bills
Up to 2013-14	58	3.72
2014-15	12	4.42
2015-16	8	0.13
2016-17	17	12.24
2017-18	9	1.71
2018-19	9	6.90
2019-20	22	10.18
2020-21	23	2.93
2021-22	60	18.72
2022-23	58	11.33
2023-24	215	123.47
Total	491	195.75

(Source: Information furnished by Directorate of Accounts)

Major defaulting departments/offices that did not submit DC bills against the AC bills drawn, were Directorate of Women and Child Development (17 AC bills - ₹ 94.66 crore), Collectorate, North Goa (172 AC bills - ₹ 45.77 crore) and Collectorate, South Goa (74 AC bills - ₹ 33.32 crore).

Directorate of Women and Child Development

As per circular no 12-1-97/Fin. (Exp) dated 25/07/2012, issued by the Finance Department, AC bills are to be settled by submission of DC bills within three months from the date of drawal. Furthermore, no department/office is permitted to have more than three AC bills pending settlement at any time. Any failure to comply with these provisions shall result in the non-admittance of fresh AC bills by the Directorate of Accounts (DoA) unless prior sanction is obtained from the Finance (Exp.) Department.

Directorate of Women and Child Development (WCD) had 17 pending AC bills (30/06/2024) drawn upto 31/03/2024 and the amount was the highest among all the departments/offices (₹ 94.66 crore) having AC bills pending for their settlement. Scrutiny of records relating to unadjusted AC bills maintained by the DoA revealed the following:

During audit, it was observed that (for the year ending March 2023) payments made under flagship scheme Griha Aadhar Scheme and Ladli Laxmi scheme were being processed through AC bills. As per rules, the department is allowed to draw AC bills primarily for contingent expenditure of a non-recurring nature and not for schemes like Griha Adhaar that have recurring monthly expenditure. The scheme related expenditure is provided in the State budget under the Department's demand head and processing of these payments through AC bills appears to be inconsistent with the extent provisions.

The Finance Department, Government of Goa, in November 2023, approved transfer of funds on monthly basis for timely disbursement of assistance to the beneficiaries. The WCD drew AC bills for these disbursements. The order had a reference of pending AC bills at the time of issuance. When cross-checked with the AC bill register in DoA, it was observed that the number of pending AC bills mentioned as one in the orders was incorrect as actual number of pending AC bills ranged from five to 13.

A pendency of more than three AC bills should have resulted in non-admittance of new AC bills, except with the prior sanction of Finance (Exp) Department. No such sanction order was produced to Audit.

As on the date of Audit (October 2024), 12 AC bills treated as settled as per WCD records, was shown pending in the records of DoA. Further, these bills as per records of WCD were settled with a delay ranging from 32 days to 114 days.

It was also found during audit that one AC bill amounting to ₹ 80,000 towards nationwide programme organized by Ministry of Social Justice and Empowerment, Government of India, was not entered in the AC/DC bill register by the WCD and consequently, remained pending for settlement in the records of DoA.

During the Exit Conference (07/03/2025) the Finance Department stated that efforts will be made to clear the outstanding AC Bills.

Recommendation 1: The State Government may consider enforcing proper monitoring and timely submission of UCs by all the concerned departments. Further, the departments must also ensure that AC bills are drawn exclusively for the specified purposes as per relevant rules and ensure timely submission of DC bills.

4.4 Personal Deposit Accounts

Personal Deposit Accounts (PDAs)/Personal Ledger Accounts (PLAs) are deposit accounts opened with the approval of the Finance Department (FD) and kept in treasuries in the name of the Administrators² of the accounts. Every PDA/PLA so authorised forms part of the Public Account.

As per Rule 179 to 182 of Receipts and Payments Rules, 1997, Government of Goa, Administrators are entitled to credit receipts into and effect withdrawals directly from the treasury account for a specific purpose. The Administrators shall only be Government officers acting in their official or any other capacity.

Rule 180 of Receipts and Payments Rules, 1997 further stipulates that if a PDA is not operated for a considerable period and there is reason to believe that the need for the deposit account has ceased, the same should be closed in consultation with the officer in whose favour the deposit account has been operated.

Year-wise position of PDA/PLA from 2021-22 to 2023-24 is given in **Table 4.6.**

Table 4.6: Year-wise details of PDA/PLA

(₹ in crore)

Year	Opening balance	Receipts (additions during the year)	Disbursements (closed/ withdrawn during the year)	Closing balance (31 March of the year)
2021-22	118.99	28.51	48.86	98.64
2022-23	98.64	23.05	18.70	102.99
2023-24	102.99	32.53	31.41	104.11

(Source: Information furnished by Directorate of Accounts)

As on 31/03/2024, a sum of ₹ 104.11 crore was held under 93 PDAs/PLAs by 26 departments. Additions during the year were ₹ 32.53 crore out of which, ₹ 23.68 crore was transferred from the Consolidated Fund of the State and the remaining ₹ 8.85 crore was credited through challans.

Out of a total of 93 Administrators of PDAs in the State, only 63 had reconciled and verified their balances with the treasury figures, while

² Personal Deposit Account holders

30 Administrators neither reconciled nor verified their balances with the treasury.

During the Exit Conference (07/03/2025) the Finance Department stated that some PD Accounts have been closed and appropriate action will be taken in respect of other cases.

Recommendation 2: Administrators of PD/PLA may ensure that the balances are reconciled periodically and receipts pertaining to PD/PLAs only are deposited therein.

4.5 Single Nodal Accounts

Ministry of Finance, Government of India vide letter No. 1 (13) PFMS/FCD/ 2020 dated 23/03/2021 had notified procedure for release of funds under Centrally Sponsored Schemes (CSS) and monitoring utilisation of the funds released through Single Nodal Agency (SNA). For each CSS, a SNA is set up with its own Bank Account in a scheduled Commercial Bank authorised to conduct Government business by the State Government. As per the procedure, the State Government is to transfer the Central share received in its accounts to the concerned SNA's account along with corresponding State share.

During 2023-24, the State Government received ₹ 366.00 crore being Central share and as on 31/03/2024, the Government transferred ₹ 338.76 crore being Central share and corresponding State share of ₹ 356.58 crore to the SNAs. The total transfer of ₹ 695.34 crore was made through fully vouched Contingent Bill. It was however, observed that the State Government did not transfer an amount of ₹ 0.39³ crore received by it on account of Central share towards CSS during 2023-24 along with commensurate State share to SNA of the respective CSS. As a result, due to non-transfer of the amount of share of CSS to the SNA, the revenue expenditure of the State was understated by ₹ 0.39 crore during 2023-24. The detailed vouchers and supporting documents of actual expenditure incurred by the SNA towards implementation of CSSs were not received by Directorate of Accounts from the SNAs.

As per PFMS SNA 01 Report, ₹ 349.07 crore was lying unspent in the bank accounts of SNAs as on 31/03/2024. The unspent balances in SNA accounts belonged majorly to CSS like Mission for Development of 100 Smart Cities (₹ 91.22 crore), Urban rejuvenation Mission 500 cities (₹ 72.77 crore), National River Conservation Plan (₹ 20.29 crore), Samagra Shiksha (₹ 11.02 crore), Post-Matric Scholarship Tribal (₹ 10.21 crore).

³ The SNA comes under Directorate of Women and Child Development. Overall, the Directorate received ₹ 6.67 crore from GoI and transferred ₹ 6.28 crore to SNA.

4.6 Bookings under Minor Head 800

The omnibus Minor Head 800 is intended to be operated when the appropriate minor head has not been provided in the accounts.

Audit scrutiny revealed that State Government has operated this minor head extensively during the five-year period (2019-24). The amounts booked under this minor head are shown in **Table 4.7**.

**Table 4.7: Bookings under Minor Head 800-Other
Receipts/Other Expenditure**

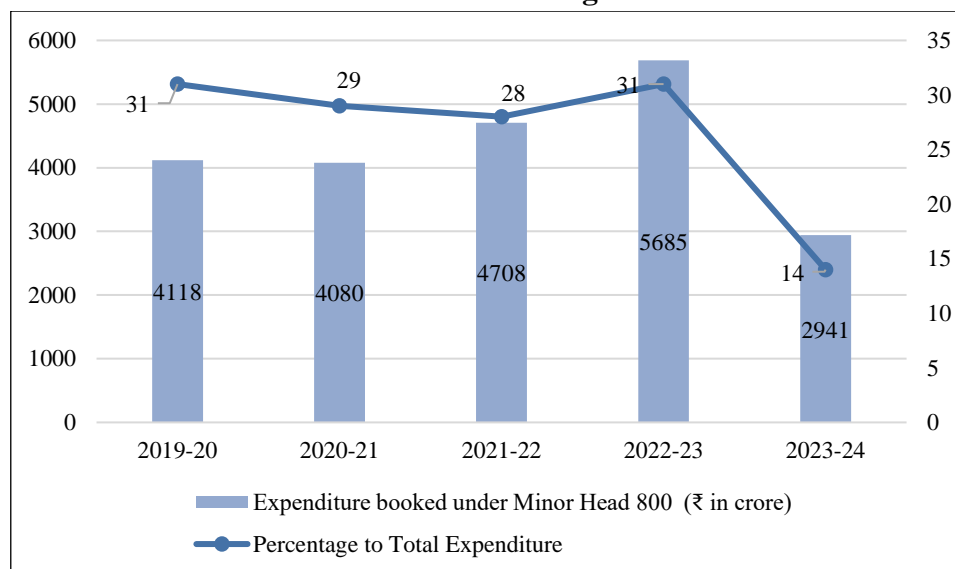
Year	Expenditure under Minor Head 800 (₹ in crore)	As percentage of total expenditure	Receipts under Minor Head 800 (₹ in crore)	As percentage of total receipts
2019-20	4117.84	30.97	386.46	3.42
2020-21	4079.61	28.96	384.91	3.69
2021-22	4708.07	27.85	502.85	3.52
2022-23	5684.74	31.05	858.07	4.96
2023-24	2940.91	14.40	1680.69	9.20

(Source: Finance Accounts of the State for the respective years)

Finance Accounts 2023-24 of Government of Goa disclosed that expenditure aggregating ₹ 2,940.91 crore, constituting 14 *per cent* of the total expenditure (₹ 20,423 crore) was classified under Minor Head '800-Other Expenditure' in 57 Major Heads under revenue and capital sections. Similarly, receipts aggregating ₹ 1,680.69 crore, constituting 9.20 *per cent* of the total revenue receipts (₹ 18,272 crore) was classified under Minor Head '800-Other Receipts' in 41 Major Heads.

Chart 4.2 shows the trends in booking of expenditure under Minor Head 800, during 2019-24.

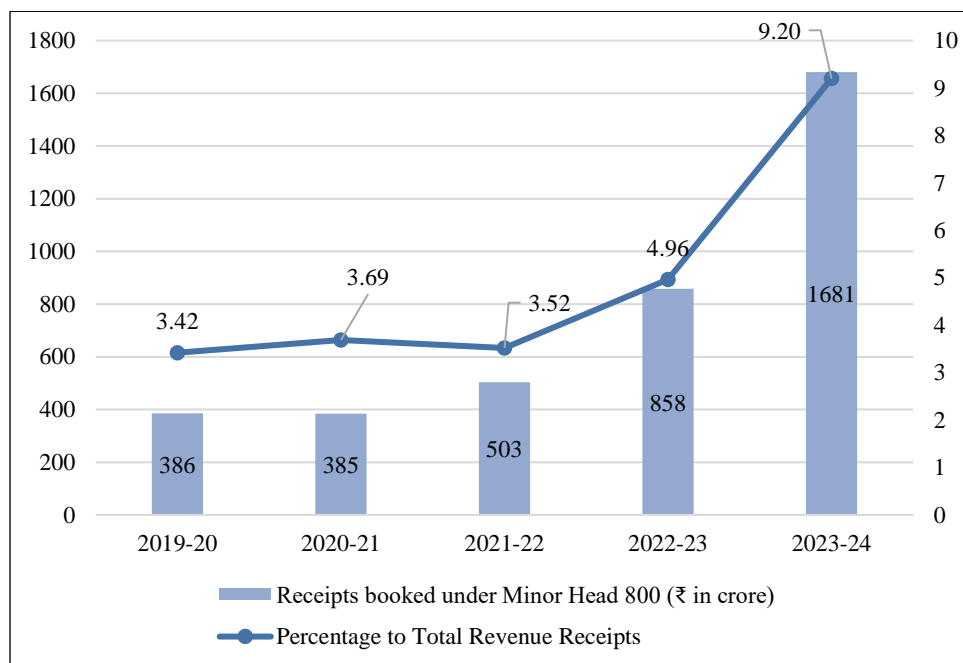
**Chart 4.2: Trends in booking of expenditure under omnibus
Minor Head 800 during 2019-24**



(Source: Finance Accounts of the State for the respective years)

It may be seen from **Chart 4.2** that during 2023-24 booking of expenditure under omnibus Minor Head 800 decreased significantly by ₹ 2,744 crore (48 *per cent*) over the previous year 2022-23. Percentage of expenditure under Minor Head 800 to total expenditure registered a marginal decline during the years 2020-21 and 2021-22, the same registered an increase in 2022-23 to 31 *per cent*, and a sharp decrease in 2023-24 to 14 *per cent*.

Chart 4.3: Trends in booking of receipts under omnibus Minor Head 800 during 2019-24



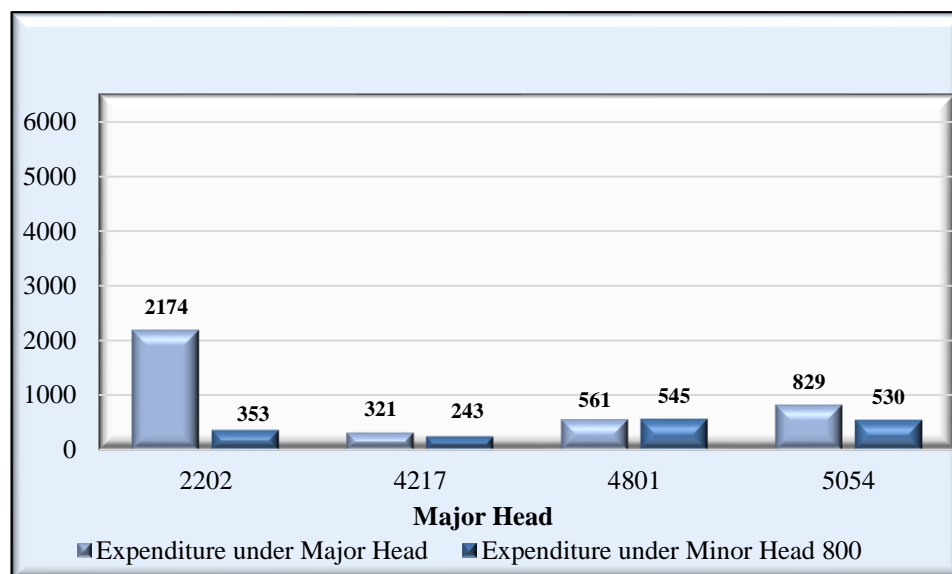
(Source: Finance Accounts of the State for the respective years)

It may be seen from **Chart 4.3** that during 2023-24 receipts booked under Minor Head 800 also increased significantly by ₹ 823 crore (96 *per cent*) compared to the previous year 2022-23. Further, share of receipts (booked under Minor Head 800) to total revenue receipts ranged between 3.42 *per cent* and 9.20 *per cent* during 2019-24.

During 2023-24, there were nine Major heads wherein an expenditure of more than ₹ 100 crore was booked under Minor Head 800. Out of nine, there were four cases where expenditure of more than ₹ 200 crore was booked under Minor Head 800 are shown in **Chart 4.4**.

Chart 4.4: Major heads where expenditure of more than ₹ 200 crore was booked under Minor Head 800 during 2023-24

(₹ in crore)



(Source: Finance Accounts of the State)

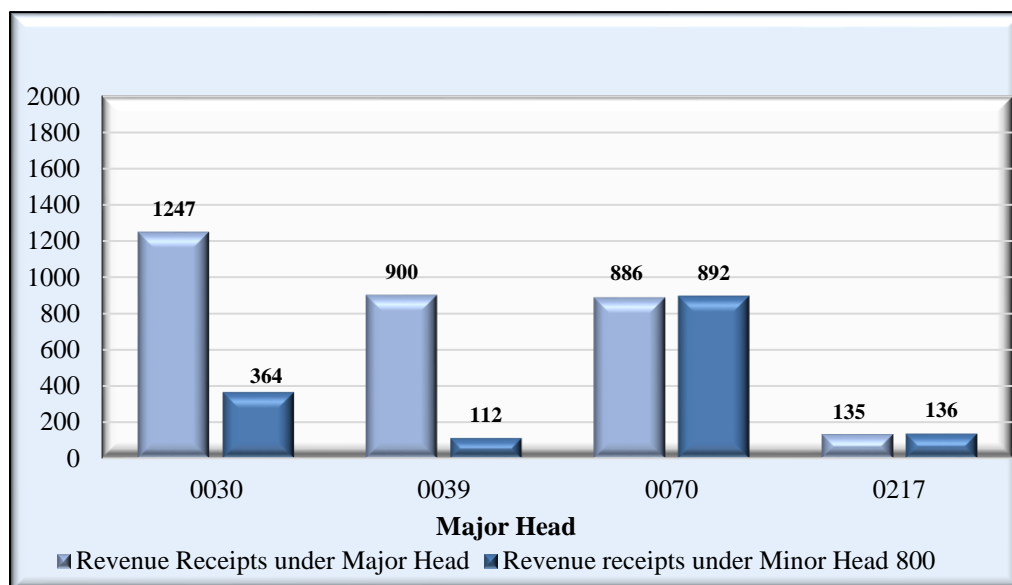
As may be seen from **Chart 4.4**, there were four Major Heads where an expenditure of ₹ 200 crore or more was booked under Minor Head 800. Except Major Head 2202, the remaining three Major Heads had more than 50 per cent of their total expenditure booked under Minor Head 800.

In the case of Major Head 4801 (Power) an expenditure of ₹ 545 crore (97 per cent) was booked under Minor Head 800. This expenditure was mostly incurred towards Infrastructure development through Electricity Duty (₹ 150 crore) and Underground Cabling (₹ 178 crore).

Four cases of receipt of more than ₹ 100 crore classified under Minor Head 800 are shown in **Chart 4.5**.

Chart 4.5: Major heads where receipt of more than ₹ 100 crore was booked under Minor Head 800 during 2023-24

(₹ in crore)



(Source: Finance Accounts of the State)

Out of these four major heads, two had more than 50 *per cent* of their total revenue receipt booked under Minor Head 800⁴. Further, out of these two major heads, two had more than 100 per cent revenue receipt booked under the minor head 800.

Persistent usage of omnibus Minor Head 800 - Other Expenditure/Receipts for accounting of large amounts affects the transparency in financial reporting, as it fails to indicate disaggregated information on different activities of the Government separately in the accounts.

Recommendation 3: State Government may review the reasons for significant increase of booking of receipts/expenditure under Omnibus Minor Head – 800 and take remedial action to avoid such occurrence in future.

4.7 Outstanding balances under Suspense, Debt, Deposit and Remittances (DDSR) Heads

Suspense Head is intended for temporary accommodation of transactions affecting the balances of the State, pending final adjustments.

Remittances embrace all adjusting heads, under which remittances of cash between treasuries, and transfers between different accounting circles are booked. The initial debits or credits to the heads in these divisions are

⁴ In respect of Major heads 0070 and 0217, booking of 'Receipts' under Minor head 800 below these Major heads, is more than the Receipts under both the Major heads due to refunds received under the head '900-Deduct Refunds' during 2023-24.

cleared eventually by corresponding receipts or payments either within the same circle of account or in another account circle.

Finance Accounts reflect the net balances under suspense and remittance heads. The outstanding balances under these heads are worked out by aggregating the outstanding debit and credit balances separately under various heads. Non-clearance of outstanding balances under these heads affects the accuracy of receipt/expenditure figures and balances under different heads of Accounts (which are carried forward from year to year) of the State Government.

Transactions and net balances under 8658-Suspense Accounts are detailed in **Table 4.8** below.

Table 4.8: Balances under Suspense and Remittance Heads

(₹ in crore)

Name of Minor Head	2021-22		2022-23		2023-24	
	Dr.	Cr.	Dr.	Cr.	Dr.	Cr.
101 - Pay and Accounts office Suspense	504.34	494.73	508.40	494.81	505.34	497.28
Net	Dr. 9.61		Dr. 13.59		Dr. 8.06	
102 - Suspense Account (Civil)	45.17	45.67	45.65	47.05	46.13	47.93
Net	Cr. 0.50		Cr. 1.40		Cr. 1.80	
107 – Cash Settlement Suspense Account	550.50	289.02	611.37	289.03	719.27	289.03
Net	Dr. 261.48		Dr. 322.34		Dr. 430.24	
109 - Reserve Bank Suspense	(-)5.32	(-)1.26	(-)4.99	(-)1.30	(-)4.69	0.07
Net	Cr. 4.06		Cr. 3.69		Cr. 4.76	
110 - Reserve Bank Suspense – Central Accounts Office	4277.50	3473.62	4998.51	3017.09	5332.96	3352.77
Net	Dr. 803.88		Dr. 1981.42		Dr. 1980.19	
112 – Tax Deducted at Source	18.52	40.61	18.64	39.71	18.80	40.03
Net	Cr. 22.09		Cr. 21.07		Cr. 21.23	
129 – Material Purchase Settlement Suspense Account	...	34.76	...	34.76	...	34.76
Net	Cr. 34.76		Cr. 34.76		Cr. 34.76	
Total Net	Dr. 1013.56		Dr. 2256.43		Dr. 2355.94	

(Source: Finance Accounts of the State)

Gross figures under major suspense heads show that aggregate net balance under Major Head 8658 was ₹ 2,355.94 crore (Dr.) in 2023-24, which was not booked under the relevant heads of account, thus, rendering the net expenditure figures mentioned in the Finance Accounts non-transparent to that extent.

Account Officer (PAO)-Suspense – (Minor Head 101)

This head is intended for settlement of transactions between Director of Accounts and various Pay and Accounts Officers. Outstanding debit balance under this head would mean that payments were made by the Director of Accounts, which were yet to be recovered. Outstanding credit balance would mean that payments have been received by the Director of Accounts

on behalf of a Pay and Accounts Officer, which were yet to be paid. During 2023-24, net debit balance under this head decreased from ₹ 13.59 crore in 2022-23 to ₹ 8.06 crore.

Suspense Account-Civil – (Minor Head 102)

This minor head is operated by the Director of Accounts to provisionally accommodate the differences noticed in the transactions which cannot be taken to the final head of expenditure/receipt accounts for want of certain information/documents *viz.* challans, vouchers, *etc.* Receipts are credited and expenditure is debited to this account and cleared on receipt of required information by minus credit and minus debit respectively. During the last three years (2021-24), the net credit balance under this head ranged between ₹ 0.50 crore and ₹ 1.80 crore.

Reserve Bank Suspense–Central Accounts Office–(Minor Head 110)

To facilitate the prompt transfer of actual credits for loans and grants payable to all State Governments and *vice-versa*, the Central Accounts Section of the Reserve Bank of India in Nagpur uses the Major Head '8658-Suspense Accounts,' utilising the minor head '110-Reserve Bank Suspense-Central Accounts Office' for such transfers.

A credit or debit balance under this head indicates that the PAO (Central Ministry) is yet to pass transfer entries after transactions between the Centre and State have taken place. The passing of transfer entries means affecting a minus credit or debit (as the case may be) that nullifies the balance in the suspense head.

At the end of March 2024, the net debit balance under this head was ₹ 1,980.19 crore. This was almost equal to the balance reported (₹ 1,981.42 crore) at the end of the previous year, 2022-23.

Tax Deducted at Source (TDS) Suspense – (Minor Head 112)

This minor head is intended to accommodate receipts on account of income tax deducted at source. Receipts on account of TDS are credited to Major Head 8658 - Suspense Accounts under Minor Head 112 - TDS Suspense. These credits are to be cleared by the end of each financial year and credited to the Income Tax Department. During the last three years (2021-24), the net credit balance under this head due for credit to Income Tax Department ranged between ₹ 21.07 crore and ₹ 22.09 crore.

4.8 Reconciliation of departmental figures

To exercise effective budgetary control over receipts/expenditure and to ensure accuracy in accounts, all controlling officers are required to reconcile every month, the receipts and expenditure recorded in their books with the figures accounted for by the Directorate of Accounts.

Non-reconciliation dilutes the assurance that all the receipts/expenditure have been taken to the correct Head of Account. Failure to exercise this check might result in misclassification and incorrect booking of receipts and expenditure in the accounts, raising concerns about accuracy of accounts. It is also a reflection of weak internal controls within the Government.

Timely reconciliation enables the controlling officers of departments to exercise effective control over expenditure, to keep it within the budget grants and to ensure accuracy of their accounts. The Public Accounts Committee in its 48th Report (1992) recommended punitive action against erring Budget Controlling Authorities (BCA).

During the year 2023-24, revenue receipts amounting to ₹ 5,771.53 crore (31.59 *per cent*) of total revenue receipts (₹ 18,271.64 crore) and expenditure amounting to ₹ 15,923.51 crore (94.51 *per cent*) of revenue expenditure (₹ 16,848.53) were reconciled by the State Government. Further, expenditure amounting to ₹ 2,248.12 crore (62.96 *per cent*) of capital expenditure (₹ 3,570.54) were reconciled by the State Government.

This is a significant decline compared to the previous year *i.e.* 2022-23, where receipts amounting to ₹ 19,053.12 crore and expenditure amounting to ₹ 19,561.61 crore were reconciled by the State Government.

The details of four major BCAs that had not reconciled their expenditure during 2023-24 are shown in **Table 4.9**.

Table 4.9: Major BCAs who did not reconcile their expenditure

(₹ in crore)

Sl. No.	BCAs who did not reconcile their expenditure	Amount not reconciled
1.	Public Works	2014.07
2.	Law	66.52
3.	Labour	34.83
4.	Planning, Statistics and Evaluation	26.00
	Total	2141.42

(Source: Information furnished by Directorate of Accounts)

Further, with respect to receipts, 24 out of 92 BCAs did not carry out reconciliation of the units under their control amounting to ₹ 7,989.84 crore.

Details of four major BCAs (out of 24) who did not reconcile their receipts amounting to ₹ 7,881.54 crore, are indicated in **Table 4.10**.

Table 4.10: Major BCAs who did not reconcile their receipts

(₹ in crore)

Sl. No.	BCAs who did not reconcile their receipts	Amount not reconciled
1	Commercial Taxes	6260.95
2	Home	803.84
3	Transport	507.63
4	PWD	309.12
	Total	7881.54

(Source: Information furnished by Directorate of Accounts)

The non-reconciliation of major portion of receipts/expenditure as above, is an area of concern. Thus, concerted efforts may be undertaken to achieve cent per cent reconciliation by the State Government to ensure accuracy of the accounts.

4.9 Compliance with Accounting Standards

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

Table 4.11 provides the status of compliance with these four Accounting Standards.

Table 4.11: Compliance with Accounting Standards

Sl. No.	Accounting Standard	Essence of IGAS	Compliance by State Government	Impact of deficiency
1.	IGAS-1: <i>Guarantees Given by the Government – Disclosure requirements</i>	This standard requires the Government to disclose the maximum amount of guarantees given during the year in its financial statements along with additions, deletions, invoked, discharged and outstanding guarantees, etc. at the end of the year.	Partially complied	Details of guarantees were not disclosed in the budget documents. Further, details of designated authority for tracking guarantees, automatic debit mechanism and structured payment arrangements, if any, were also not disclosed.
2.	IGAS-2: <i>Accounting and Classification</i>	As per IGAS-2, expenditure relating to GIA should be classified as revenue expenditure even if it	Partially complied	Detailed information in respect of GIA given in kind and GIA used to create capital

Sl. No.	Accounting Standard	Essence of IGAS	Compliance by State Government	Impact of deficiency
	<i>of Grants-in-Aid (GIA)</i>	involves creation of assets, except in cases specifically authorised by the President on the advice of the CAG.		assets were not disclosed.
3.	IGAS-3: <i>Loans and Advances made by Government</i>	It is related to recognition, measurement, valuation and reporting of loans and advances made by the Government in its financial statements to ensure complete, accurate and uniform accounting practices. It also ensures adequate disclosure on loans and advances made by the Government.	Partially complied	Disclosures on repayment of loans in arrears, loans in perpetuity, interest payment in arrears, if any, were not made by the State Government. Non-payment of interest and loans may have an impact on the revenue and fiscal deficits.
4.	IGAS-4: Prior period adjustment Advances made by Government	It is related to disclosure of such information which pertains to cover entries requiring Prior Period Adjustments arising out of changes in government decision that may impact current balances and progressive amounts during the earlier years for which accounts have been closed.	Complied with	During the year, no prior period adjustment was done.

(Source: Finance Accounts of the State and respective IGAS)

4.10 Submission of accounts/separate audit reports of autonomous bodies

Several autonomous bodies have been set up by the State Government in the fields of education, irrigation, housing, law, *etc.* Of these, audit of accounts of 14 bodies have been entrusted to the CAG. These bodies are audited by the CAG for verification of their accounts, financial transactions, operational activities, internal management and financial control system and procedures.

Status of entrustment of audit, rendering of accounts to audit, issuance of Separate Audit Reports (SARs) and their placement in the Legislature is given in the **Appendix 4.2**. Delay in submission of accounts to Audit

(beyond the specified target dates) and placement of SARs in the Legislature by the autonomous bodies is summarised in **Table 4.12**.

Table 4.12: Delays in submission of accounts and tabling of SARs
(Status as on October 2024)

Submission of accounts for audit		Presentation of Report in Legislature	
Delay (in months)	No. of autonomous bodies	Delay (in years)	Number of autonomous bodies
0-3	00	0-1	06
3-6	04	1-3	00
6-9	00	3-5	00
9-25	04	5 years and above	02
25 months and above	03	-	-

(Source: Compiled from records received from various autonomous bodies)

As may be seen from **Appendix 4.2**, there were 31 accounts pending submission by 11 autonomous bodies for various periods. Details are given in **Table 4.13** below.

Table 4.13: Arrears in submission of accounts by Autonomous Bodies
(Status as on October 2024)

Sl. No.	Name of Body or Authority	Accounts pending since	No. of Accounts pending up to October 2024
1.	Goa University	2023-24	01
2.	Goa Housing Board	2022-23	02
3.	Goa Tillari Irrigation Development Corporation	2012-13	03 ⁵
4.	Goa State Commission for Backward Classes	2022-23	02
5.	South Goa Zilla Panchayat	2022-23	02
6.	North Goa Zilla Panchayat	2009-10	15
7.	Goa Secondary and Higher Secondary Education Board	2023-24	01
8.	District Legal Services Authority, North Goa	2022-23	02
9.	Goa Sarva Shiksha Abhiyan Society	2019-20	01 ⁶
10.	Goa Real Estate Regulatory Authority	2023-24	01
11.	Goa State Legal Services Authority	2023-24	01
Total			31

(Source: Compiled by Office of the AG, Goa)

Submission of accounts by these 11 autonomous bodies was delayed by one to 172 months (upto October 2024) while presentation of two out of eight accounts in the State Legislature was delayed by more than five years.

⁵ No further entrustment for audit. Discontinued from 2015-16 onwards.

⁶ No further entrustment for audit. Discontinued from 2020-21 onwards.

Inordinate delay in submission of accounts and presentation of the reports to the State Legislature resulted in delayed scrutiny of the functioning of these bodies, where Government investments are made. Consequent remedial action, if any, required to be taken by the State Government was also delayed.

4.11 Departmental commercial undertakings/corporations/companies

The departmental undertakings of certain Government departments performing activities of quasi-commercial nature are required to prepare *proforma* accounts in the prescribed format annually, showing the working results of financial operations. The accounts of departmentally managed commercial and quasi-commercial undertakings reflect their overall financial health and efficiency in conducting their business.

In the absence of timely finalisation of such *proforma* accounts, the viability of these undertakings remains outside the scrutiny of the Audit/State Legislature. Consequently, corrective measures, if any, required, for ensuring viability and improving the efficiency of these undertakings cannot be taken in time.

Heads of departments in the Government have to ensure that the undertakings prepare such accounts and submit the same to the Accountant General for audit within a specified timeframe. As of September 2024, there was one such undertaking having arrears in preparation of their accounts. Department-wise position of arrears in preparation of *proforma* accounts and investments made by the Government in this undertaking is given in **Table 4.14**.

Table 4.14: Position of arrears as on 30 September 2024 in preparation of *proforma* Accounts

Department	No. of undertaking under the Department	Name of undertaking	Year up to which accounts finalised	Investment as per last accounts (₹ in crore)
Inland Water Transport	1	River Navigation Department	2005-06	108.29
Total				108.29

(Source: Information furnished by departments concerned)

As seen from the table above, the accounts of Inland Water Transport (IWT) were last submitted to audit for the year 2005-06 and all accounts since 2006-07 are in arrears. The issue of non-submission of accounts for audit by IWT has been brought to the notice of the State Government at regular intervals.

Annual accounts are essential for performance evaluation, financial monitoring and decision-making and compliance with applicable rules and regulations. Non-preparation of accounts and their audit has serious

consequences for accountability and the overall governance of the entity. However, the IWT was yet to commence the preparation of its annual accounts.

4.12 Misappropriations, losses and defalcations

Rule 33 of the General Financial Rules, 2017 provides that any loss or shortage of public money, revenue or receipts has to be immediately reported by the subordinate authority concerned to the next higher authority as well as to the Statutory Audit Officer and the concerned Principal Accounts Officer.

State Government reported 33 cases of misappropriation, defalcation, *etc.* involving Government money of ₹ 4.90 crore up to October 2024, on which final action was pending. Department-wise/age-wise break-up of pending cases is given in **Appendix 4.3**.

As may be seen from **Appendix 4.3**, out of 33 cases, three cases pertained to River Navigation Department, Panaji. The amount in these three cases were ₹ 19.93 lakh. Further one case was observed in office of the Administrative Medical Officer, amounting to ₹ 300.54 lakh. Age profile of pending cases and number of pending misappropriation cases are summarised in **Table 4.15**.

Table 4.15: Age profile of pending misappropriation cases

Age profile and nature of pending cases			
Range in years	No. of cases	Amount involved (₹ in lakh)	Nature/characteristics of cases
0-5	07	320.47	Misappropriation of cash/stores
5-10	08	54.75	
10 years and above	18	115.22	
Total	33	490.44	

(Source: Information furnished by departments concerned)

Reasons for pendency of 33 cases have been classified under three categories as detailed in **Table 4.16**.

Table 4.16: Reasons for outstanding cases of misappropriation

Reasons for delay/outstanding pending cases	No. of cases	Amount (₹ in lakh)
Departmental action started but not completed	16	319.52
Pending in courts of law	12	148.67
Awaiting orders for recovery/write-off	5	22.25
Total	33	490.44

(Source: Information furnished by departments concerned)

4.13 Follow-up action on State Finances Audit Report

Fifteen Audit Reports on the State Finances of the Government of Goa have been presented to the State Legislature from 2008-09 to 2022-23, of which two reports pertaining to the financial years 2008-09 and 2009-10 have been discussed by the Public Accounts Committee (October 2024).

4.14 Conclusion


- During 2023-24, 14 *per cent* of the total expenditure of the State Government was classified under Minor Head 800 – Other Expenditure. Indiscriminate bookings under omnibus Minor Head 800 – Other Expenditure not only affected transparency in financial reporting but also prevented proper analysis of allocative priorities and quality of expenditure.
- Utilisation Certificates (UCs) aggregating ₹ 3,027.52 crore were outstanding against grants disbursed up to 2022-23. Similarly, Abstract Contingent (AC) bills amounting to ₹ 195.75 crore were pending due to non-submission of Detailed Contingent (DC) bills. Non-submission of UCs and DC bills by the departments for funds drawn for specific purposes violated the prescribed financial rules and State Government directives.
- Eleven autonomous bodies, which fell within the ambit of CAG's audit, had arrears of accounts ranging from one to 172 months.
- As on 31/03/2024, balances amounting to ₹ 349.07 crore were lying unutilised in various Single Nodal Accounts of the State Government.

Panaji
11 April 2025


(ETI SHUKLA)
Accountant General, Goa

Countersigned

New Delhi
15 April 2025


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

Appendices

APPENDIX 1.1

(Referred to in paragraph 1.1)

A. General data (Basic statistics of the State)			
Sl. No.	Particulars		Figures
1.	Area		3702 sq.km.
2.	Population		
	a.	2014	0.15 crore
	b.	2024	0.16 crore
3.	Density of Population (as per 2011 census) (All-India Density = 382 persons per sq. km.)		394 persons per sq. km.
	Density of Population [#] (2024) (All-India Density = 426 persons per sq. km.)		428 persons per sq. km.
4.	Population below poverty line (BPL) ^{\$} (All-India Average = 21.92 per cent)		5.09 per cent
5.	Literacy rate* (2023-24) (All-India = 73.00 per cent)		88.70 per cent
6.	Infant mortality [^] (All-India Average = 28 per 1,000 live births)		Five
7.	Life Expectancy at birth [@] (All-India ^{&} (2016-20) = 70 years)		68.50 years
8.	Gross State Domestic Product (GSDP) 2023-24 at current price		₹ 1,06,533 crore
9.	Per capita GSDP CAGR (2014-24)	Goa	7.63
		All-India	8.89
10.	GSDP CAGR (2014-24)	Goa	8.28
		All-India	10.06
11.	Decadal Population Growth (2014-24)	Goa	6.17
		All-India	11.26

B. Financial data									
Particulars		2014-15 to 2017-18 (CAGR)		2018-19 to 2021-22 (CAGR)		Growth rate of 2022-23 over 2021-22		Growth rate of 2023-24 over 2022-23	
		GS	Goa	GS	Goa	GS	Goa	GS	Goa
		(Per cent)							
a.	Revenue Receipts	12.61	12.86	7.12	7.69	13.41	20.99	8.19	5.72
b.	Own Tax Revenue	9.49	6.69	7.17	6.02	19.80	34.83	10.58	11.49
c.	Non Tax Revenue	6.52	9.25	5.44	9.63	12.94	2.17	14.62	9.05
d.	State's shares in Union Taxes & Duties	24.87	41.34	5.52	5.27	7.22	9.17	19.11	18.96
e.	Grants-in-Aid from Government of India	7.83	9.59	10.87	17.94	5.47	43.83	(-)21.89	(-)49.71
f.	Total Receipts	13.09	13.38	10.04	8.41	10.83	11.58	13.92	12.92
g.	Revenue Expenditure (RE)	12.06	12.47	8.07	8.68	11.45	4.62	8.90	13.20
h.	Capital Expenditure	12.02	19.82	4.80	7.65	18.92	27.71	19.85	4.23
i.	Capital Outlay	12.53	19.28	5.61	7.65	14.18	27.75	26.16	4.26
j.	Disbursement of Loans and Advances	7.11	124.62	(-)3.28	10.06	75.21	0.00	(-)28.93	(-)25.00
k.	Total Expenditure	12.05	13.58	7.57	8.52	12.53	8.28	10.56	11.52
l.	RE on Education	9.33	13.31	7.34	1.24	13.21	11.28	5.11	8.34
m.	RE on Health & Family Welfare	14.09	19.78	14.96	15.89	0.88	3.21	10.34	17.39
n.	Salary and Wages	9.86	16.15	8.19	5.58	9.71	15.51	7.52	6.91
o.	Pension	14.24	20.82	9.58	12.47	11.38	14.66	6.27	8.54
p.	Subsidies	15.92	10.87	8.64	(-)2.97	15.25	8.73	8.61	107.36

Population Projections for India and States 2011-2036 by National Commission on Population, Ministry of Health

\$ Ministry of Statistics and Programme Implementation

* Source: Census 2011

^ Sample Registration System (SRS) Bulletin

@ SRS based Abridged Life Tables 2015-19, Registrar General of India

& Life expectancy - SRS Based Abridged Life Tables (2016-20)

GS-General State

APPENDIX 2.1

(Referred to in paragraph 2.1)

Abstract of receipts and disbursements for the year 2023-24

(₹ in crore)

Section-A: Revenue					
Receipts			Disbursements		
2022-23		2023-24	2022-23	2023-24	
17283.70	1. Revenue receipts	18271.64	14884.49	1. Revenue expenditure	16848.53
7826.93	Tax revenue	8725.99	5432.25	General services	5830.06
			5332.77	Social Services (inclusive of Grants-in-Aid and contribution)	6123.65
3868.47	Non-tax revenue	4218.43	2383.12	Education, Sports, Art and Culture	2977.80
			1350.88	Health and Family Welfare	1585.75
3665.19	State's share of Union Taxes	4359.85	386.75	Water Supply, Sanitation, Housing and Urban Development	567.94
			65.42	Information and Broadcasting	105.32
47.14	Non-Plan grants	(-) 0.45	126.72	Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	55.41
0.23	Grants for State Plan Schemes	150.42	68.23	Labour and Labour Welfare	90.96
			951.65	Social Welfare and Nutrition	740.47
336.44	Grants for Central and Centrally sponsored Plan Schemes	463.54	0.00	Others	0.00
8.40	Finance Commission Grants	10.80	4119.47	Economic Services (inclusive of GIA and contribution)	4894.82
1530.90	Other Transfers to States with Legislatures	343.06	447.40	Agriculture and Allied Activities	498.41
			211.71	Rural Development	147.20
			9.04	Special Areas Programmes	12.69
			143.76	Irrigation and Flood control	176.16
			2750.68	Energy	3410.36
			103.93	Industry and Minerals	78.85
			331.27	Transport	339.39
			29.43	Science, Technology and Environment	54.59
			92.25	General Economic Services	177.17
17283.70		18271.64	14884.49	Total	16848.53
	II. Revenue deficit carried over to Section B		2399.21	II. Revenue surplus carried over to Section B	1423.11
	Total		17283.70	Total	18271.64

Section-B: Others					
Receipts			Disbursements		
2022-23		2023-24	2022-23	2023-24	
1822.02	III. Opening Cash balance including Permanent Advances and Cash Balance Investment	1964.75	-	III. Opening Overdraft from Reserve Bank of India	-
-	IV. Miscellaneous Capital receipts	-	3425.41	IV. Capital Outlay	3570.52
			480.11	General Services	433.23
			901.19	Social Services	1090.54
			114.18	Education, Sports, Art and Culture	164.97
			78.42	Health and Family Welfare	113.46
			675.82	Water Supply, Sanitation, Housing and Urban Development	785.28
			0.00	Information and Broadcasting	0.00
			29.91	Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	24.49
			0.86	Social Welfare and Nutrition	0.34
			2.00	Other Social Services	2.00
			2044.11	Economic Services	2046.75
			23.86	Agriculture and Allied Activities	50.58
			96.74	Rural Development	52.25
			2.50	Special Areas Programmes	0.54
			294.80	Irrigation and Flood Control	332.70
			479.84	Energy	561.74
			118.49	Industry and Minerals	14.60
			772.96	Transport	864.96
			125.99	Science, Technology and Environment	66.93
			128.93	General Economic Services	102.45
			3425.41	Total	3570.52
2.10	V. Recoveries of Loans and Advances	2.99	4.31	V. Loans and Advances disbursed	3.04
1.76	From Government Servants	2.51	1.88	To Government Servants	2.36
0.34	From Others	0.48	2.43	To Others	0.68
2399.21	VI. Revenue Surplus brought down	1423.11	-	VI. Revenue Deficit brought down	-

Receipts			Disbursements		
2022-23		2023-24	2022-23	2023-24	
2575.38	VII. Public debt receipts	4153.26	1227.02	VII. Repayment of Public debt	1390.55
	External debt			External debt	
2002.63	Internal debt other than Ways and Means Advances and overdrafts	3458.06	1149.74	Internal debt other than Ways and Means Advances and Overdrafts	1315.82
-	Net transactions under Ways and Means Advances		-	Net transactions under Ways and Means Advances	
-	Net transactions under overdraft		-	Net transactions under overdraft	
572.75	Loans and Advances from Central Government	695.20	77.28	Repayment of Loans and Advances to Central Government	74.73
-	VIII. Appropriation to Contingency Fund	-	-	VIII. Appropriation to Contingency Fund	
-	IX. Amount transferred to Contingency Fund	-	-	IX. Expenditure from Contingency Fund	47.88
17881.27	X. Public Account receipts	20839.96	18058.49	X. Public Account disbursements	20368.68
411.47	Small Savings and Provident Funds	391.44	476.49	Small Savings and Provident Funds	409.36
355.96	Reserve Funds	543.91	452.09	Reserve Funds	787.27
11134.92	Suspense and Miscellaneous	11841.37	11183.41	Suspense and Miscellaneous	12051.05
5039.74	Remittances	7018.90	5180.22	Remittances	6274.65
939.18	Deposits and Advances	1044.34	766.28	Deposits and Advances	846.35
	XI. Closing Overdraft from Reserve Bank of India		1964.75	XI. Cash Balance at end	3003.40
			1280.03	Investment of earmarked balance	1416.00
			136.41	Deposits with Reserve Bank	(-)7.40
			1.83	Departmental Cash Balance including permanent Advances	1.84
			546.48	Cash Balance Investment	1592.96
41963.68	Total	46655.71	41963.68	Total	46655.71

(Source: Finance Accounts of the State)

APPENDIX 2.2
(Referred to in paragraph 2.1)
Time series data on the State Government finances

(₹ in crore)

	2019-20	2020-21	2021-22	2022-23	2023-24
Part-A Receipts					
1. Revenue Receipts (RR)	11297	10440	14286	17284	18272
(i) Own Tax Revenue	4700(42)	4151(40)	5805(41)	7827(46)	8726(48)
State Goods and Services Tax (SGST)	2438(52)	1985(48)	2758(48)	3536(45)	4057(47)
Taxes on Sales, Trade, etc.	1033(22)	990(24)	1383(24)	1899(24)	1858(21)
State Excise	492(10)	515(12)	650(11)	866(11)	900(10)
Taxes on Vehicles	269(6)	220(5)	261(4)	412(5)	483(5.5)
Stamp duty and Registration fee	393(8)	350(9)	645(11)	986(13)	1247(14.5)
Land Revenue	37(1)	34(1)	66(1)	84(1)	127(1)
Taxes on goods and passengers	32(1)	41(1)	22(0.5)	25(0.5)	25(0.5)
Other Taxes	6(0)	16(0)	20(0.5)	19(0.5)	29(0.5)
(ii) Non-tax Revenue	2737(24)	2903(28)	3787(27)	3869(22)	4219(23)
(iii) State's share in Union taxes and duties	2480(22)	2296(22)	3357(23)	3665(21)	4360(24)
(iv) Grants-in-aid (GIA) from Government of India	1380(12)	1090(10)	1337(9)	1923(11)	967(5)
2. Miscellaneous Capital Receipts	-	-	-	-	-
3. Recoveries of Loans and Advances	04	03	02	02	03
4. Total Revenue and Non-debt capital receipt (1+2+3)	11301	10443	14288	17286	18275
5. Public Debt Receipts	2700	4587	3513	2576	4153
Internal Debt (excluding Ways and Means Advances and Overdrafts)	2654	3604	2500	2003	3458
Net transactions under Ways and Means Advances and Overdraft	-	-	-	-	-
Loans and Advances from Government of India	46	983	1013	573	695
6. Total Receipts in the Consolidated Fund (4+5)	14001	15030	17801	19862	22428
7. Contingency Fund Receipts	-	-	-	-	-
8. Public Accounts receipts	12736	12957	14811	17881	20840
9. Total receipts of the State (6+7+8)	26737	27987	32612	37743	43268
Part-B Expenditure/Disbursement					
10. Revenue Expenditure	11622(87)	12093(86)	14227(84)	14884(81)	16849(83)
General Services (including interests payments)	3942(34)	4144(34)	4964(35)	5432(36)	5830(35)
Social Services (including GIA and contributions)	4339(37)	4529(38)	5559(39)	5333(36)	6124(36)
Economic Services (including GIA and contributions)	3341(29)	3420(28)	3704(26)	4119(28)	4895(29)
11. Capital Expenditure	1660(12)	1997(14)	2681(16)	3425(19)	3571(17)
General Services	300(18)	437(22)	394(15)	480(14)	433(12)
Social Services	587(35)	603(30)	928(35)	901(26)	1091(31)
Economic Services	773(47)	957(48)	1359(50)	2044(60)	2047(57)

(Figures in parentheses indicate percentages)

	2019-20	2020-21	2021-22	2022-23	2023-24
Part-B Expenditure/Disbursement					
12. Disbursement of Loans and Advances	13	01	04	04	03
13. Total (10+11+12)	13295	14091	16912	18313	20423
14. Repayments of Public Debt	1025	751	971	1227	1391
Internal Debt (excluding Ways and Means Advances and Overdrafts)	927	653	876	1150	1316
Net transactions under Ways and Means Advances and Overdraft	-	-	-	-	-
Loans and Advances from Government of India	98	98	95	77	75
15. Appropriation to Contingency Fund	-	-	-	-	-
16. Total disbursement out of Consolidated Fund (13+14+15)	14321	14843	17883	19540	21814
17. Net Loans and Advances	(-)09	01	(-)02	(-)02	0
18. Contingency Fund disbursements	-	-	-	-	48
19. Public Accounts disbursements	12237	12704	14833	18058	20369
20. Total disbursement by the State (16+18+19)	26558	27547	32716	37598	42231
Part-C Deficits					
21. Revenue Deficit(-)/Revenue Surplus (+)(1-10)	(-)325	(-)1653	59	2400	1423
22. Fiscal Deficit (4-13)	(-)1994	(-)3648	(-)2624	(-)1027	(-)2148
23. Primary Deficit(-)/Surplus(+) (22+24)	(-)529	(-)2058	(-)841	789	(-) 259
Part-D Other Data					
24. Interest Payments (included in revenue expenditure)	1465	1590	1783	1816	1889
25. Ways and Means Advances (WMA)/Overdraft availed (days)	96	167	83	03	11
Ways and Means advances availed	96	167	83	03	11
Overdraft availed	-	-	-	-	-
26. Interest on WMA/Overdraft	1.01	1.96	0.78	0.01	0.03
27. Gross State Domestic Product (GSDP)*	75032	74158	84266	93672	106533
28. Outstanding fiscal liabilities (year-end)	22554	26521	29118	30304	32867
29. Outstanding guarantees including interest (year-end)	883	967	662	405	298
30. Maximum amount guaranteed (year-end)	1076	1355	1193	742	528
31. Number of incomplete projects	207	203	141	105	115
32. Capital blocked in incomplete projects	1007	545	249	216	484

*Data provided by Directorate of Planning, Statistic and Evaluation, Govt. of Goa

Part-E Fiscal Health Indicators (in per cent)	2019-20	2020-21	2021-22	2022-23	2023-24
I. Resource Mobilisation					
Own Tax revenue/GSDP	6.26	5.60	6.89	8.36	8.19
Own Non-tax Revenue/GSDP	3.65	3.91	4.49	4.13	3.96
Central Transfer/GSDP	3.31	3.10	3.98	3.91	4.09
II. Expenditure Management					
Total Expenditure/GSDP	17.72	19.00	20.07	19.55	19.17
Total Expenditure/Revenue Receipts	117.69	134.97	118.38	105.95	111.77
Revenue Expenditure/Total Expenditure	87.42	85.82	84.12	81.28	82.50
Expenditure on Social Services/Total Expenditure	32.64	32.14	32.87	29.12	29.99
Expenditure on Economic Services/Total Expenditure	25.13	24.27	21.90	22.49	23.97
Capital Expenditure/Total Expenditure	12.49	14.17	15.85	18.70	17.49
Capital Expenditure on Social and Economic Services/Total Expenditure	10.23	11.07	13.52	16.08	15.37
III. Management of Fiscal Imbalances					
Revenue deficit (surplus)/GSDP	-0.43	-2.23	0.07	2.56	1.34
Fiscal deficit/GSDP	-2.66	-4.92	-3.11	-1.10	-2.02
Primary Deficit (surplus)/GSDP	-0.71	-2.78	-1.00	0.84	-0.24
Revenue Deficit/Fiscal Deficit	16.30	45.31	-2.25	-233.69	-66.25
Primary Revenue Balance/GSDP	1.52	-0.08	2.19	4.50	3.11
IV. Management of Fiscal Liabilities					
Fiscal Liabilities/GSDP ¹	30.06	34.63	32.55	30.55	29.27
Fiscal Liabilities/RR	199.65	254.03	203.82	175.33	179.88
Debt Redemption (Principal + Interest)/Total Debt Receipts	92.22	51.04	78.39	118.14	78.98

(Source: Finance Accounts of the State for respective years)

¹ As per Department of Expenditure, Ministry of Finance, GoI, borrowings under the special window shall not be treated as debt of the State for any norms which may be prescribed by the Finance Commission. Hence, the back-to-back loans of ₹ 1,687 crore (₹ 840 crore pertaining to 2020-21 plus ₹ 847 crore pertaining to 2021-22) *in-lieu* of shortfall in GST compensation has not been considered as public debt/total outstanding liabilities of the State Government.

APPENDIX 3.1

(Referred to in paragraph 3.3.2)

Unnecessary supplementary provisions of ₹ five crore or more during 2023-24

(₹ in crore)

Sl. No.	Name of the Grant	Original provision	Supplementary provision	Actual expenditure	Savings out of original provision
Revenue (voted)					
1.	21 Public Works	1218.68	221.40	822.36	396.32
2.	24 Environment	31.14	5.00	12.32	18.82
3.	34 School Education	2124.74	6.19	1786.64	338.10
4.	55 Municipal Administration	227.82	10.00	58.63	169.19
5.	57 Social Welfare	453.98	10.00	386.40	67.58
6.	74 Water Resources	240.14	26.00	193.16	46.98
Total		4296.50	278.59	3259.51	1036.99
Capital (voted)					
7.	02 General Administration and Coordination	24.50	12.00	4.00	20.50
8.	17 Police	52.73	7.50	29.98	22.75
9.	21 Public Works	1468.86	80.00	1270.15	198.71
10.	42 Sports and Youth Affairs	26.50	12.79	6.60	19.90
11.	55 Municipal Administration	376.50	31.51	320.11	56.39
12.	74 Water Resources	365.49	20.00	333.24	32.25
13.	76 Electricity	737.52	100.00	561.49	176.03
14.	81 Department of Tribal Welfare	67.70	20.00	46.20	21.50
Total		3119.80	283.80	2571.77	548.03
Grand Total		7416.30	562.39	5831.28	1585.02

(Source: Appropriation Accounts of the State)

APPENDIX 3.2*(Referred to in paragraph 3.3.3)***Details of savings of ₹ one crore and above not surrendered during 2023-24***(₹ in crore)*

Sl. No.	Name of grant	Savings	Amount surrendered	Amount not surrendered
Revenue (voted)				
1.	6 Election Office	67.76	50.88	16.88
2.	31 Panchayats	152.15	146.99	5.16
3.	35 Higher Education	72.03	68.95	3.08
4.	42 Sports and Youth Affairs	66.72	64.51	2.21
5.	48 Health Services	262.45	261.14	1.31
6.	57 Social Welfare	77.58	75.07	2.51
7.	58 Women and Child Development	194.31	143.07	51.24
8.	62 Law	19.59	15.76	3.83
9.	64 Agriculture	72.56	68.41	4.15
10.	65 Animal Husbandry and Veterinary Services	35.01	33.12	1.89
11.	68 Forests	49.01	25.6	23.41
12.	76 Electricity	78.66	76.92	1.74
Capital (voted)				
13.	42 Sports and Youth Affairs	32.69	27.70	4.99
14.	47 Goa Medical College	136.70	132.38	4.32
15.	76 Electricity	276.03	269.19	6.84
Total		1593.25	1459.69	133.56

(Source: Appropriation Accounts of the State)

APPENDIX 3.3

(Referred to in paragraph 3.4.4)

Major Policy Decisions of the Government during the year or New Schemes Proposed in the Budget (as on 31 March 2024)

(₹ in lakh)

Sl. No.	Nature of the policy decisions/New Scheme	Implication for		If one-time, indicate the impact	Status of Implementation		
		Receipts/ Expenditure/ Both	Recurring/One Time		Implemented in 2023-24	In progress and planned to be implemented during 2024-25	Not Implemented
1	Construction of Jetties under Sagarmala Programme (A)	...	Recurring	...	NA	NA	NA
2	Grants for Cashew Fest Goa	Expenditure	Recurring	NA	NA	NA	NA
3	Providing Stipend/ Wages loss compensation for Handloom Weavers undergoing Handholding Support.	...	One Time	30.00	Yes
4	Implementation of mechanism to utilize the otherwise wasted coconut husk generated in the State.	...	Recurring	10.00	NA	NA	NA
5	Purchase of Raw materials, i.e Cotton Yarn for Handloom Weavers undergoing Handholding Support.	...	One Time	4.72	NA	NA	NA
6	Setting up of Kunbi craft Village in South Goa	...	One time	...	NA	NA	NA
7	Sponsored Science and technology Programme (P)	152.6	One time	For various research project of students, teachers and other Institutions	NA	NA	NA
8	State Innovation Council	40	One time	Implementation of various programme through State Innovative Council	NA	Yes	NA

Sl. No.	Nature of the policy decisions/New Scheme	Implication for			Status of Implementation		
		Receipts/Expenditure/Both	Recurring/One Time	If one-time, indicate the impact	Implemented in 2023-24	In progress and planned to be implemented during 2024-25	Not Implemented
9	Management of Solid Wastes in Goa	2876.35	One time	For achieving effective Waste Management in the State of Goa.	NA	NA	NA
10	Scheduled Tribe Development Scheme	800	One time	For setting up of Solid waste treatment plant at Cacora	NA	Yes	NA
11	1 st Garbage Plant	4486.96	Recurring	NA	NA	NA	NA
12	Management of Solid Waste and other Wastes in Goa	1965.95	One time	For expansion/ construction of solid waste Treatment Plant at Saligao and Cacora	Production in Saligao has commenced.	The Detailed Project Report (DPR) for facility at Cacora (South Goa) is being submitted to the Goa Waste Management Corporation (GWMC).	NA
13	Promotion of payment through card and Digital/ Rebates	Expenditure	Recurring	NA	...	Yes	...

(Source: Appendix XI of Finance Accounts Voll -II and Action Taken Report on announcements made in Budget Speech 2023-24)

*NA – Information not available

APPENDIX 4.1
(Referred to in paragraph 4.2)
Department-wise status of outstanding UCs

Sl. No.	Name of Department	No. of outstanding utilisation certificates (UCs)	Amount (₹ in crore)
1.	Directorate of Panchayats (North)	3969	889.34
2.	Directorate of Municipal Administration	815	600.57
3.	Public Works Department	98	480.07
4.	Department of Science and Technology	217	216.13
5.	Directorate of Education	1104	185.94
6.	Directorate of Panchayats (South)	3552	161.28
7.	Directorate of Art & Culture	1414	139.89
8.	Directorate of Agriculture	87	86.91
9.	Department of Rural Development	57	84.05
10.	Directorate of Social Welfare	499	39.29
11.	Directorate of Animal Husbandry and Veterinary Services	63	31.13
12.	General Administration Department	25	29.68
13.	Directorate of Women and Child Development	476	17.68
14.	Directorate of Transport	5	16.11
15.	Department of Information, Technology, Electronic and Communication	5	9.12
16.	Directorate of Industries, Trade and Commerce	6	8.74
17.	Directorate of Textile, Handicrafts and Coir	3	6.52
18.	Directorate of Sports & Youth Affairs	199	5.40
19.	Directorate of Higher Education	21	4.30
20.	Inspector General of Prison	2	3.00
21.	Directorate of Official Language	15	2.94
22.	Directorate of Skill Development and Entrepreneurship	5	2.49
23.	Directorate of Fisheries	11	2.19
24.	Under Secretary (Revenue)	2	1.18
25.	Department of New and Renewable Energy	4	1.07
26.	Town & Country Planning	1	0.69
27.	Collectorate (North)	2	0.64
28.	Department of Forest	2	0.55
29.	Under Secretary, Home Department (FF)	126	0.41
30.	Public Health Department/ Home Department (FF Health)	26	0.17
31.	Goa Legislature Secretariat	2	0.04
Total		12813	3027.52

(Source: Information provided by Directorate of Accounts)

APPENDIX 4.2*(Referred to in paragraph 4.10)***Statement showing delay in submission of accounts (beyond specified target dates) and tabling of SARs of autonomous bodies in State Legislature as of October 2024**

Sl. No.	Name of body/authority	Period of entrustment of audit and section under which audited	Year for which accounts received by Audit	Period up to which SAR issued to State Government	Whether SAR required to be placed in the Legislature/Date of issue of SAR by Audit to State Government/Date of placement of SAR	Delay in submission of accounts to Audit up to 31 October 2024 (months) (Beyond target dates)
	1	2	3	4	5	6
1	Goa University	01.04.2020 to 31.03.2025 Section 19(3)	2022-23	2022-23	Yes/22.07.2024/ Not yet placed	2023-24 (04)
2	Goa Housing Board	01.04.2022 to 31.03.2027 Section 19(3)	2021-22	2021-22	Yes/31.10.2023/ 15.07.2024	2022-23 (12.5) 2023-24 (0.5)
3	Goa Tillari Irrigation Development Corporation	01.04.2012 to 31.03.2015 Section 19(3)	2011-12	2011-12	Yes/29.07.2019/ Not yet placed	2012-13 (136) 2013-14 (124) 2014-15 (112)
4	Khadi and Village Industries Board	01.04.2023 to 31.03.2028 Sec 19(3)	2023-24	2021-22	Yes/30.01.2024/ Not yet placed	-
5	Goa State Commission for Backward Classes	01.04.2024 to 31.03.2029 Section 19(3)	2021-22	2021-22	Yes/29.11.2023/ 16.07.2024	2022-23 (16) 2023-24 (04)
6	Goa Secondary and Higher Secondary Education Board	01.04.2020 to 31.03.2025 Section 20(1)	2022-23	2022-23	No/14.06.2024/Not Applicable	2023-24 (04)
7	South Goa Zilla Panchayat	01.04.2019 to 31.03.2024 Section 20(1)	2021-22	2021-22	Yes/25.10.2024/ Not yet placed	2022-23 (16) 2023-24 (04)
8	North Goa Zilla Panchayat	01.04.2019 to 31.03.2024 Section 20(1)	2008-09	2008-09	Yes/24.06.2015/ Not yet placed	2009-10 (172) 2010-11 (160) 2011-12 (148) 2012-13 (136) 2013-14 (124) 2014-15 (112) 2015-16 (100) 2016-17 (88) 2017-18 (76) 2018-19 (64) 2019-20 (52) 2020-21 (40) 2021-22 (28) 2022-23 (16) 2023-24 (04)
9	Goa State Legal Services Authority	As per Act Section 19(2)	2022-23	2022-23	Yes/05.02.2024/15.07.2024	2023-24 (04)
10	District Legal Services Authority, South Goa	As per Act Section 19(2)	2023-24	2023-24	Yes/28.07.2024/ Not yet placed	-

Sl. No.	Name of body/authority	Period of entrustment of audit and section under which audited	Year for which accounts received by Audit	Period up to which SAR issued to State Government	Whether SAR required to be placed in the Legislature/Date of issue of SAR by Audit to State Government/Date of placement of SAR	Delay in submission of accounts to Audit up to 31 October 2024 (months) (Beyond target dates)
	1	2	3	4	5	6
11	District Legal Services Authority, North Goa	As per Act Section 19(2)	2021-22	2021-22	Yes/13.06.2024/ Not yet placed	2022-23(16) 2023-24 (04)
12	Goa State Compensatory Afforestation Fund Management and Planning Authority	01.04.2012 to 31.03.2017 Sec 20(1)	2016-17	2016-17	No/21.08.2024/ Not Applicable	-
13	Goa Sarva Shiksha Abhiyan Society	01.04.2015 to 31.03.2020 Section 20(1)	2018-19	2018-19	Yes/01.01.2021/ 01.08.2023	2019-20 (52)
14	Goa Real Estate Regulatory Authority	As per Act Section 19(2)	2022-23	2022-23	Yes/09.05.2024/ Not yet placed	2023-24 (04)

(Source: Information compiled by Office of the AG, Goa)

APPENDIX 4.3*(Referred to in paragraph 4.12)***Department-wise/age-wise break-up of the cases of misappropriations, defalcations, etc.
(Cases where final action was pending at the end of October 2024)***(Figures in bracket indicate ₹ in lakh)*

Sl. No.	Name of Department	Up to 5 years	5 to 10 years	10 years and above	Total No. of cases
1	Director General of Police	-	-	1 (not assessed)	1 (not assessed)
2	Department of Civil Supplies and Consumer Affairs	-	-	3 (5.92)	3 (5.92)
3	Directorate of Sports and Youth Affairs	-	1 (not assessed)	-	1 (not assessed)
4	Directorate of Transport	-	1 (8.13)	-	1 (8.13)
5	Directorate of Panchayats	3 (not assessed)	4 (0.72)	9 (5.14)	16 (5.86)
6	Collectorate, North Goa	-	1 (1.39)	-	1 (1.39)
7	Chief Electrical Engineer	-	1 (44.51)	5 (104.16)	6 (148.67)
8	River Navigation Department	3 (19.93)	-	-	3 (19.93)
9	Administrative Medical Officer	1 (300.54)	-	-	1 (300.54)
Total		7 (320.47)	8 (54.75)	18 (115.22)	33 (490.44)

(Source: Information provided by various departments)

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