



**State Finances Audit Report of the
Comptroller and Auditor General of India
for the year ended 31 March 2019**



लोकहितार्थ सत्यनिष्ठा
Dedicated to Truth in Public Interest

Government of Rajasthan
Report No. 3 of the year 2020

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PREFACE

1. This Report has been prepared for submission to the Governor of Rajasthan under Article 151 of the Constitution.
2. Chapters I and II of this Report contain audit observations on matters arising from examination of the Finance Accounts and Appropriation Accounts respectively, of the State Government for the year ended 31 March 2019. Information has also been obtained from the Government of Rajasthan, wherever necessary.
3. Chapter III on 'Financial Reporting' provides an overview and status of the State Government's compliance with various financial rules, procedures and directives relating to financial reporting during the current year.
4. The Reports containing the findings of performance audit and audit of transactions in various departments and observations arising out of audit of Statutory Corporations, Boards and Government Companies and the Report containing observations on Revenue Receipts are presented separately.

Executive Summary

Background

This report provides an analytical review of the finances of the Government of Rajasthan based on the audited accounts for the year ended March 2019. The financial performance of the State has been assessed based on the Fiscal Responsibility and Budgetary Management Act, Budget Documents, Economic Review 2018-19, Fourteenth Finance Commission Report and other financial data obtained from various Government departments and organisations.

Report

This report is structured in three Chapters:

Chapter I is based on Finance Accounts of the Government of Rajasthan and makes an assessment of the State's fiscal position as on 31 March 2019. It provides an insight into trends in receipts, expenditure, borrowing pattern etc.

Chapter II is based on Appropriation Accounts of the Government of Rajasthan and analyses appropriations in various grants and includes review of selected grant.

Chapter III is status of the State Government's compliance with various reporting requirements and financial rules.

The report also includes **Appendix 1.1** giving additional data regarding Social and Economic indicators of Rajasthan. **Appendix 4.1** at the end gives a glossary of selected terms used in this report.

Achievements of the State Government

State Government had maintained positive cash balances throughout the financial year without availing any ways and means advances or overdraft situation.

(Paragraph 1.10.3)

The outstanding guarantee to estimated receipts ratio (33.8 *per cent*) during 2018-19 was within the limit fixed under FRBM Act (60.0 *per cent*).

(Paragraph 1.10.5)

Audit Findings and Recommendations

Fiscal Position of the State

As a percentage of GSDP, Revenue Receipt and Capital Expenditure have decreased while Revenue Expenditure has marginally increased as compared to previous year.

(Paragraph 1.2)

During 2018-19, though the fiscal liability (total outstanding debt) to GSDP ratio (33.51 per cent) was within the FRBM target (35.0 per cent), however, it was substantially higher than the limit (24.4 per cent) recommended by the XIV-FC. Also, it was higher than the MTFPS target (32.76 per cent) as projected by the State Government itself. However, the State Government's annual incremental borrowings (₹ 30,192 crore) were higher than the ceilings for annual borrowings fixed by the GoI (₹ 28,203 crore) as per recommendations of Fourteenth Finance Commission.

(Paragraph 1.10.2)

Fiscal deficit as a percentage of GSDP increased from 3.03 per cent in 2017-18 to 3.71 per cent in 2018-19, which was higher than the target of 3 per cent as prescribed under FRBM Act, 2005. The State continued to have a revenue deficit which was ₹ 28,900 crore during 2018-19. Further, there was an increase in the ratio of Revenue Deficit as a percentage of Revenue Receipt from 14.6 per cent in 2017-18 to 21 per cent in 2018-19. This was due to rise in buoyancy of revenue expenditure over revenue receipts, indicating relatively slower growth in revenue receipts as compared to growth in revenue expenditure.

Recommendation: *The increasing Fiscal Deficit coupled with huge Revenue Deficit component (83.8 per cent) is indicative of increasing dependency of the State Government on the borrowings even to meet out its revenue expenditure. State Government may strive to reduce its revenue deficit as a primary concern.*

(Paragraph 1.11)

Budget Estimates, Revised Estimates and Actual

Revenue receipts increased by ₹ 10,565.84 crore (8.3 per cent) over the previous year which was lower than the Budget Estimates and Revised Estimates by ₹ 13,790 crore (9.1 per cent) and ₹ 10,311 crore (7.0 per cent) respectively.

Revenue expenditure increased by ₹ 20,931.67 crore (14.4 per cent) over the previous year which was lower than the Budget Estimates and Revised Estimates by ₹ 2,345 crore (1.4 per cent) and ₹ 6,236 crore (3.6 per cent) respectively.

Capital Outlay decreased by ₹ 985.08 crore (4.8 per cent) over the previous year which was lower than the Budget Estimates and Revised Estimates by ₹ 6,102 crore (23.7 per cent) and ₹ 1,423 crore (6.8 per cent) respectively.

Recommendation: *The Government may rationalise the budget formulation to make the estimates included therein, more realistic so that parameters of fiscal deficit and revenue deficit are brought within the prescribed limit of the FRBM Act.*

(Paragraph 1.2.2)

Gender Responsive Budgeting

Nil expenditure in one gender based scheme and expenditure of 25 and 42 per cent in two other schemes shows lack of emphasis on part of the State Government in implementation of gender responsive budgeting.

(Paragraph 1.2.3)

Major project/policy initiatives and status of action taken on Budget Speech 2018-19

The slow pace in follow up action and laxity in starting the works is indicative of lack of monitoring and pursuance of initiatives announced during budget speech.

Recommendation: Considering the importance of the announcements made in the budget speech every year and the repeated recommendations by the Public Accounts Committee, the concerned departments may ensure timely initiation and implementation of these schemes.

(Paragraph 1.2.4)

Status of Goods and Services Tax

With automation of the collection of Goods and Service Tax (GST) having taken place, it is essential for Audit to transition from sample checks to a comprehensive check of all transactions, to fulfill the CAG's Constitutional mandate of certifying the Accounts. The required access to data is yet to be provided. Not having access to the data pertaining to all GST transactions has come in the way of comprehensively auditing the GST receipts. The accounts for the year 2018-19 are, therefore, certified on the basis of test audit, as was done when records were manually maintained, as a one-time exception.

Recommendation: State Government may provide access of SGST data to the Accountant General¹ (Audit-I) at the earliest for certification of revenue collection under SGST.

(Paragraph 1.4.1.2)

Optimisation of Fourteenth Finance Commission grants

There was non-release of XIV-FC grants amounting ₹ 1,933.16 crore by Government of India due to non-submission of Utilization certificates of previous installment and non-compliance of conditions for Performance grant by Government of Rajasthan.

¹ Erstwhile Office of Principal Accountant General (General and Social Sector Audit) has been renamed as Office of Accountant General (Audit-I) with effect from 18.05.2020.

Recommendation: State Government may strengthen the mechanism related to timely collection/submission of UCs and compliance of prescribed accounting and auditing system in PRIs and ULBs to ensure the full release of XIV FC grants.

(Paragraph 1.4.3)

Capital Expenditure

During 2018-19, the capital expenditure was ₹ 19,638.20 crore. The percentage share of capital expenditure in the total expenditure decreased from 12.3 per cent in 2017-18 to 10.5 per cent during 2018-19. Further, out of Capital Expenditure of ₹ 19,638.20 crore, Government had invested ₹ 4,080.79 crore (21 per cent of Capital Expenditure) in Government Companies and Cooperatives/Banks/Societies during 2018-19. Out of this, Government had invested ₹ 3,822.30 crore (19.5 per cent of Capital Expenditure) in five power companies having accumulated losses of ₹ 95,506 crore and negative Net Worth of ₹ 59,097.74 crore.

Recommendation: As the possibility of obtaining return on investments made in companies where the accumulated losses have resulted in erosion of the net-worth, is remote, the State Government may consider making future payments to these companies in form of Grants instead of Share Capital.

(Paragraph 1.7.2)

New Contributory Pension Scheme

As on 31st March 2019, the State Government has not transferred balance legacy amount of ₹ 46.43 crore to National Securities Depository Limited.

Recommendation: The State Government may identify the concerned NPS beneficiaries and transfer balance legacy amounts of NPS to NSDL so as to ensure that the beneficiaries are not denied their due benefits under the scheme.

(Paragraph 1.7.3.2)

Efficiency of Expenditure Use

The share of operation and maintenance in revenue expenditure on social services and economic services decreased to 0.59 per cent in 2018-19 from 0.91 per cent in 2017-18.

Recommendation: To improve the efficiency of expenditure and increase future revenue generation potential, the State Government may make efforts to improve proportion of the capital expenditure to total expenditure.

(Paragraph 1.8.2)

Incomplete Projects

An amount of ₹ 26,408.96 crore was spent on 279 incomplete projects which was 14 *per cent* of the cumulative capital outlay (₹ 1,88,108.83 crore) of the State. 43 projects had cost overrun of ₹ 12,510 crore (129 *per cent*). Due to non-completion of projects within the stipulated time, the expected benefits to society were delayed and the cost of the projects also increased over the years.

(Paragraph 1.9.2)

Investment and Returns

The investment of the State Government included ₹ 47,711.58 crore in 40 working Government companies, of which only eight companies had declared dividend aggregating to ₹ 44.72 crore against an investment of ₹ 290.77 crore.

The State government had invested ₹ 45,265.06 crore which was 91 *per cent* of the total investment in five power sector companies as on 31 March 2019.

State Government has made investment of ₹ 152.12 crore in four working Public Sector Undertakings up to the end of 31 March 2019 in the form of equity and loans. However, these companies have not finalized their accounts for last one to two years in gross violation of provisions of the Companies Act. Therefore, Audit was unable to discharge the responsibilities with regard to the accounts of these companies as required under the CAG's DPC Act, 1971 and the Companies Act.

Recommendation: *In view of the huge losses of some of the State-owned Public Sector Undertakings, the State Government may consider reviewing their working so as to reduce losses and take proactive steps to strengthen these PSUs.*

(Paragraph 1.9.3)

Cess/Surcharge collection

The State Government has short transferred ₹ 1,564.30 crore in four Reserve fund/Deposit fund during the financial year 2018-19 in violation of rules and, therefore, has deferred its current year liability to future years, which has impact of understating the fiscal deficit by an equivalent amount.

Recommendation: *The State Government may consider transferring all the outstanding receipts to the statutory Reserve Funds/Deposit Funds to achieve the intended objectives of these funds as well as to ensure correct depiction of financial position of State Government.*

(Paragraph 1.10.4)

Debt Management

₹ 79,529.46 crore (34.1 *per cent*) of the total public debt (₹ 2,33,238.88 crore) at the end of the year belonged to a maturity bracket of 7 to 10 years.

Recommendation: *The State Government may consider to introduce “Consolidated Sinking Fund” as per recommendation of the Twelfth Finance Commission to provide a cushion to meet out its increasing liability obligations.*

(Paragraph 1.12)

Flow of Expenditure

During 2018-19, 35.25 per cent (₹ 72,055 crore) of the total expenditure (₹ 2,04,439 crore) was incurred during last quarter of the financial year. However, 33.17 per cent (₹ 63,324 crore) of the total receipts (₹ 1,90,898 crore) were received during last quarter only. The expenditure incurred in last quarter of the Financial year 2018-19 has decreased by 5.23 per cent (₹ 3,980 crore) when compared to previous year 2017-18. Thus, expenditure incurred by the departments during last quarter/ month of the year is indicative of less control on progressive expenditure.

Recommendation: *The Departments may regularly monitor the progress of expenditure throughout the year and maintain uniform flow of expenditure during the last quarter/month.*

(Paragraph 2.3.2)

Savings/Persistent Savings

During 2018-19, an expenditure of ₹ 2,09,776.27 crore was incurred against total grants and appropriations of ₹ 2,29,078.32 crore leaving savings of ₹ 19,302.05 crore. Supplementary provisions of ₹ 11,645.19 crore obtained during 2018-19 proved unnecessary. Departments surrendered ₹ 18,329.95 crore on the last working day of the financial year leaving no scope for utilising these funds for other purposes. Further, in 123 cases, lump sum provision of ₹ 9,069.71 crore was made, out of which ₹ 6,960.31 crore (76.7 per cent) remained unutilized.

(Paragraph 2.2 and 2.3.8)

In 7 cases involving 6 grants there was persistent savings of more than ₹ 100 crore ranging from 10.5 per cent to 55.5 per cent during last three years. The persistent savings over the years were indicative of over assessment of requirement of funds by the State Government in their Appropriation Act without adequate scrutiny and proper monitoring of the flow of expenditure and trends of expenditure during previous years.

The Public Accounts Committee in its 86th (March 2016) and 153rd (March 2017) Reports had also recommended to take effective measure to avoid cases of persistent savings in future and ensure due diligence while preparing budget estimates. However, inspite of these recommendations, the incidence of persistent savings continued during 2018-19 also.

(Paragraph 2.3.4)

Outstanding Detailed Contingent bills

State Government did not furnish DC bills in respect of 167 AC bills amounting to ₹ 62.03 crore, drawn upto March 2019, as on 30 June 2019.

(Paragraph 2.5)

Non-submission of Utilisation Certificates

During 2017-18, 62 UCs amounting to ₹ 2.34 crore were pending for submission as on 30 June 2018. Comparatively, during 2018-19, 195 UCs amounting ₹ 5.97 crore were pending for submission.

Against GIA of ₹ 29,868.64 crore provided for general/specific purpose during the year 2017-18, UCs were not submitted by the grantee departments to the AG (A&E), Rajasthan as on March 2019. In the absence of this information, the pendency of UCs relating to GIA of ₹ 29,868.64 crore during the year 2017-18 could not be captured in the accounts.

Recommendation: State Government may ensure that all the Departments may submit the UCs related to grant in aid to AG (A&E) within the stipulated time for effective monitoring on expenditure and to be assured that grant is utilized for the specified purpose.

(Paragraph 3.1)

Submission of accounts: There has been non-submission/delay in submission of accounts of autonomous bodies/authorities, auditable under section 14 of CAG's (DPC) Act 1971. 96 annual accounts of 64 autonomous bodies/authorities due up to 2017-18, were in arrears for the last one to six years as of June 2019.

(Paragraph 3.2)

Departmentally managed commercial undertakings

An amount of ₹ 16,885.63 crore had been invested by the State Government in 10 undertakings at the end of financial year up to which their accounts were finalised. Of these, eight undertakings incurred accumulated loss of ₹ 13,857.86 crore continuously for more than five years.

The finalised accounts of departmentally managed commercial and quasi-commercial undertakings reflect their overall financial health and efficiency in conducting their businesses. As of March 2019, only one out of 10 undertakings has submitted accounts up to 2017-18 and one undertaking has submitted accounts upto 2018-19.

Recommendation: Heads of Departments may identify the reasons for delay in finalisation of Accounts and institute remedial measures to ensure timely preparation and submission of accounts for improving efficiency and accountability of these undertakings.

(Paragraph 3.3)

Misappropriations, losses, defalcations etc.

Out of 831 outstanding cases of misappropriation, theft and losses of Government money amounting to ₹ 79.45 crore, departmental and criminal investigation was awaited in 308 cases involving ₹ 39.37 crore. Further, orders for recovery/write off in 447 cases involving ₹ 33.96 crore were also awaited.

Recommendation: Departmental inquiries in all misappropriation and embezzlement cases may be expedited and the internal controls in all these organizations may be strengthened to prevent recurrence of such cases.

(Paragraph 3.4)

Personal Deposit Accounts

During 2018-19, an amount of ₹ 31,821.06 crore was transferred to/credited in Personal Deposit Accounts which comprised 16.9 per cent of total expenditure (₹ 1,87,524 crore). Out of this, ₹ 5,002.11 crore (20.08 per cent) was transferred to/deposited in PD Accounts only in March 2019. Out of total transferred amount, there were unspent balances of ₹ 13,325.59 crore lying in 1899 PD accounts. As of 31 March 2019, total 20 PD Accounts having balance of ₹ 0.18 crore remained inoperative for the last five years (2014-19).

Recommendation: Finance Department may ensure that funds lying in these PD accounts are utilized for intended purpose rather than lying parked in these accounts.

(Paragraph 3.5)

Adverse balances under Debts, Deposits and Remittances Heads

As of 31 March 2019, there were 65 cases of adverse balances under Debt, Deposit and Remittances (DDR) heads in 10 Major Heads amounting to ₹ 1,457.92 crore out of which ₹ 1,376.65 crore was under Pension Funds of employees of Municipal Councils/Municipalities.

Recommendation: Adverse balances in DDR heads in 65 cases amounting to ₹ 1,457.92 crore need to be reconciled and adjusted on priority.

(Paragraph 3.6)

Opaqueness in Accounts

Minor Head '800-Other Expenditure' is intended to be operated when the appropriate Minor Head has not been provided in the accounts. During 2018-19, ₹ 10,692.43 crore, comprising 5.74 per cent of the total expenditure (Revenue and Capital) were classified under the Minor Head '800-Other Expenditure'.

Recommendation: The Finance Department may in consultation with the Accountant General (A&E), conduct a comprehensive review of all the items presently appearing under minor head '800-Other Expenditure' and ensure that in future all such receipt and expenditure are booked under the appropriate heads of account to avoid opaqueness in the accounts.

(Paragraph 3.7)

MAIN REPORT

Chapter I

Finances of the State Government

Social Indicators of the State

Rajasthan is the largest State of India in terms of geographical area (342.24 thousand square kilometres) and eighth in terms of population. The population of the State increased from 6.63 crore in 2009 to 7.64 crore in 2019, recording a decadal growth of 15.19 *per cent*, as against the average growth rate of General Category States¹ at 12.46 *per cent*. The percentage of population below the poverty line was 14.7 *per cent* which was less than the All India average of 21.9 *per cent*. The literacy rate increased from 60.4 *per cent* (2001 census) to 66.1 *per cent* (2011 census), however, it was 6.9 percentage points below All India average of 73 *per cent* during the corresponding period. During 2018-19, per capita income of the State stood at ₹ 1,21,581 which was lower than the average per capita income of ₹ 1,43,002 of the General Category States. The Economic and Social indicators of the State are given in *Appendix 1.1(A)*. A comparison has been done among 18 General Category States as shown in *Appendix 1.1(B)*.

Economic Indicators of State

The growth of Gross State Domestic Product (GSDP)² of the State is an important indicator of the State's economy, as it denotes the standard of living of the State's population. The trends in the annual growth rate of the State's GSDP as compared to India's Gross Domestic Product (GDP) at current as well as constant prices are indicated in **Table 1.1**.

Table 1.1: Annual growth rate of GDP vis-a-vis GSDP

Year	2014-15	2015-16	2016-17	2017-18	2018-19
Current Prices					
India's GDP [#] (₹ in crore)	1,24,67,959	1,37,71,874 [#]	1,53,62,386 ^{##}	1,70,95,005 ^{&}	1,90,10,164 [£]
Growth rate of GDP (percentage)	10.99	10.46	11.55	11.28	11.20
State's GSDP [@] (₹ in crore)	6,15,642	6,81,485	7,58,809 [#]	8,35,558 ^{##}	9,29,124 ^{\$}
Growth rate of GSDP (percentage)	11.73	10.70	11.35	10.11	11.20
State contribution to GDP	4.94	4.95	4.94	4.89	4.89

¹ General Category States: (i) Andhra Pradesh, (ii) Bihar, (iii) Chhattisgarh, (iv) Goa, (v) Gujarat, (vi) Haryana, (vii) Jharkhand, (viii) Karnataka, (ix) Kerala, (x) Madhya Pradesh, (xi) Maharashtra, (xii) Orissa, (xiii) Punjab, (xiv) Rajasthan, (xv) Tamil Nadu, (xvi) Telangana, (xvii) Uttar Pradesh and (xviii) West Bengal.

² Gross State Domestic Product (GSDP) is the market value of all officially recognised final goods and services produced within the State in a given period of time.

[#] Revised Estimate- III.

^{##} Revised Estimate- II.

[&] Revised Estimate- I.

[£] Provisional Estimate.

^{\$} Second Advance Estimate.

Year	2014-15	2015-16	2016-17	2017-18	2018-19
Constant Prices (Base year 2011-12)					
India's GDP® (₹ in crore)	1,05,27,674	1,13,69,493 [#]	1,22,98,327 ^{##}	1,31,79,857 ^{&}	1,40,77,586 [£]
Growth rate of GDP (percentage)	7.41	8.00	8.17	7.17	6.81
State's GSDP® (₹ in crore)	5,21,509	5,63,340	5,95,100 [#]	6,32,921 ^{##}	6,79,314 ^{\$}
Growth rate of GSDP (percentage)	7.26	8.02	5.64	6.36	7.33
State contribution to GDP	4.95	4.95	4.84	4.80	4.83

@ Directorate of Economics and Statistics, Government of Rajasthan

Sources: #GSDP figures from Ministry of Statistics and Programme Implementation, Government of India on 01.08.2019

During 2018-19, GSDP growth rate (7.33 per cent) at constant price was higher as compared to India's GDP growth rate (6.81 per cent). However, growth rate (11.20 per cent) of GSDP and India's GDP at current prices were same. State contribution to the national GDP consistently remained under 5 per cent during last five years.

1.1 Introduction

This chapter provides a broad perspective of the finances of the Government of Rajasthan (GoR) during 2018-19 and analyses the changes observed in the major fiscal aggregates in relation to that of the previous year, keeping in view the overall trends during last five years. The annual accounts of GoR consist of Finance Accounts and Appropriation Accounts. The formats of Finance Accounts are divided into two volumes (Volume I contains the summarised financial statements and Volume II presents detailed financial statements). The structure and form of Government Accounts is depicted in **Appendix 1.2 (Part A)** and layout of the Finance accounts is depicted in **Appendix 1.2 (Part B)**.

This chapter is structured into four parts.

- Summary and review of Fiscal Operations.

(Paragraph 1.2)

- Resources of the State covering details regarding revenue receipts, capital receipts and public account receipts.

(Paragraphs 1.3 to 1.6)

- Application of Resources dealing with quality of expenditure and financial analysis of Government expenditure and investment.

(Paragraphs 1.7 to 1.9)

- Financial position including assets and liabilities, fiscal imbalances and debt management.

(Paragraphs 1.10 to 1.12)

[#] Revised Estimate- III.

^{##} Revised Estimate- II.

[&] Revised Estimate- I.

[£] Provisional Estimate.

^{\$} Second Advance Estimate.

1.2 Summary of Fiscal Operations in 2018-19

Summary of Fiscal Operations gives an overview of the Fiscal position, comparison of budget estimates with actuals achieved, review of Gender Responsive Budgeting and Major project/policy initiatives and status of action taken on Budget Speech (2018-19) as given in detail in *sub paragraphs 1.2.1 to 1.2.4*.

Table 1.2 presents the summary of the State Government's fiscal operations during current year (2018-19) *vis-à-vis* previous year (2017-18), while *Appendix 1.3* provides an abstract of receipts and disbursements as well as overall fiscal position during the current year.

Table 1.2: Summary of Fiscal Operations in 2018-19

(₹ in crore)

	Receipts		Disbursements		
	2017-18	2018-19		2017-18	2018-19
Section-A: Revenue Account					
Tax Revenue	50,605.41	57,380.34	General Services	43,450.36	54,364.06
Non-Tax Revenue	15,733.72	18,603.01	Social Services	53,064.07	65,686.92
Share of Union Taxes/Duties	37,028.01	41,852.35	Economic Services	49,326.98	46,722.12
Grants-in-aid from Government of India	23,940.04	20,037.32	Grants-in-aid and Contributions	0.11	0.09
Total Section-A Revenue Receipts	1,27,307.18	1,37,873.02	Total Section-A Revenue Expenditure	1,45,841.52	1,66,773.19
Section-B: Capital Account and others					
Miscellaneous Capital Receipts	16.61	20.13	Capital Outlay	20,623.28	19,638.20
Recoveries of Loans and Advances	15,133.41	15,158.41	Loans and Advances disbursed	1,334.02	1,113.09
Public Debt Receipts*	28,556.57	37,846.82	Repayment of Public Debt*	11,673.66	16,914.80
Contingency Fund	-	-	Contingency Fund	-	-
Public Account Receipts#	1,56,811.26	1,70,527.88	Public Account Disbursements#	1,47,088.02	1,60,570.22
Opening Cash Balance	8,112.46	9,376.99	Closing Cash Balance	9,376.99	5,793.75
Total Section-B Receipts	2,08,630.31	2,32,930.23	Total Section-B Disbursements	1,90,095.97	2,04,030.06
Grand Total (A +B)	3,35,937.49	3,70,803.25	Grand Total (A+B)	3,35,937.49	3,70,803.25

Source: Finance Accounts for the respective years

* Excluding net transaction under Ways and Means advances and overdraft

Figures of Public Account Receipts/Disbursements are shown on gross basis in **Table 1.2**, while in other tables/paragraphs, they are shown on net basis.

The salient features of fiscal operations in 2018-19 are given below:

- Revenue Receipts increased by 8.3 per cent (₹ 10,565.84 crore) over the previous year.
- Revenue Expenditure increased by 14.4 per cent (₹ 20,931.67 crore) over the previous year.

- Capital Outlay decreased by 4.8 per cent (₹ 985.08 crore) over the previous year.
- Public Debt Receipts and Repayment of Public Debt increased by 32.5 per cent (₹ 9,290.25 crore) and 44.9 per cent (₹ 5,241.14 crore) respectively over the previous year.
- Public Account Receipts and Public Account Disbursements increased by 8.7 per cent (₹ 13,716.62 crore) and 9.2 per cent (₹ 13,482.20 crore) over the previous year respectively.
- Cash balance decreased by 38.2 per cent (₹ 3,583.24 crore) over the previous year.

The trends of Revenue Receipts (RR)/Revenue Expenditure (RE)/Capital Expenditure (CE) relative to GSDP at current as well as constant prices³ are given in **Table 1.3**.

Table 1.3: Trends in RR/RE/CE relative to GSDP

Particulars	2014-15	2015-16	2016-17	2017-18	2018-19
GSDP at current prices (₹ in crore)	6,15,642	6,81,485	7,58,809	8,35,558	9,29,124
GSDP at constant prices (₹ in crore)	5,21,509	5,63,340	5,95,100	6,32,921	6,79,314
Revenue Receipts relative to GSDP					
RR at current prices (₹ in crore)	91,327	1,00,285	1,09,026	1,27,307	1,37,873
Rate of growth of RR at current prices (per cent)	22.63	9.81	8.72	16.77	8.30
RR at constant prices (₹ in crore)	77,363	82,899	85,504	98,433	1,00,804
Rate of growth of RR at constant prices (per cent)	17.73	7.16	3.14	15.12	2.41
RR/GSDP at current prices	14.83	14.73	14.37	15.24	14.84
Revenue Expenditure relative to GSDP					
RE at current prices (₹ in crore)	94,542	1,06,239	1,27,140	1,45,842	1,66,773
Rate of growth of RE at current prices (per cent)	25.20	12.37	19.67	14.71	14.35
RE at constant prices (₹ in crore)	80,086	87,821	99,710	1,10,473	1,21,933
Rate of growth of RE at constant prices (per cent)	20.20	9.66	13.54	10.79	10.37
RE/GSDP at current prices	15.36	15.59	16.76	17.45	17.95
Capital Expenditure relative to GSDP					
CE at current prices (₹ in crore)	16,103	21,986	16,980	20,623	19,638
Rate of growth of CE at current prices (per cent)	17.85	36.53	(-) 22.77	21.45	(-) 4.78
CE at constant prices (₹ in crore)	13,641	18,174	13,317	15,622	14,358
Rate of growth of CE at constant prices (per cent)	13.14	33.24	(-) 26.73	17.31	(-) 8.09
CE/GSDP at current prices	2.62	3.23	2.24	2.47	2.11

As evident from the table above, there has been fluctuating trend in growth of revenue receipts, revenue expenditure and capital expenditure during the period from 2014-15 to 2018-19. As a percentage of GSDP, Revenue Receipt and Capital Expenditure have decreased while Revenue Expenditure has marginally increased as compared to previous year.

³ Constant prices figures for Revenue Receipts, Revenue Expenditure and Capital Expenditure are arrived by using a deflator i.e., ratio of GSDP at constant prices to GSDP at current prices for each year.

Status of fiscal indicators i.e. Fiscal Deficit, Revenue Deficit & Primary Deficit are discussed in *paragraphs 1.2.1 & 1.11*.

1.2.1 Review of fiscal position

In pursuance of recommendations of the Twelfth Finance Commission, the State Government had enacted its "Fiscal Responsibility and Budgetary Management (FRBM) Act 2005", with a view to ensure prudence in fiscal management and to maintain fiscal stability in the State. This was amended in the year 2011 and 2016. Besides this, the Fourteenth Finance Commission (XIV-FC) had also suggested fiscal consolidation roadmap for the state.

Review of fiscal situation of the state revealed the following:

(i) As per the provisions contained in Section 6(a) of FRBM Act, the State Government was to achieve Zero Revenue Deficit from the financial year 2011-12 and thereafter maintain it or attain revenue surplus. However, the State Government could maintain the revenue surplus only during the years 2011-12 and 2012-13 and thereafter there has been revenue deficit during last six consecutive years up to 2018-19.

The Budget Estimates (BE), Revised Estimates (RE) and Actual figures in respect of Revenue Deficit/Surplus during the last six years are summarised in **Table 1.4**.

Table 1.4: BE, RE and Actuals of Revenue Deficit/Surplus

	(₹ in crore)							
	2013-14	2014-15	2015-16*	2016-17*	2017-18		2018-19	
					With UDAY	Without UDAY	With UDAY	Without UDAY
Budget Estimates	(+)1,026	(+)738	(+) 557	(-) 8,802	(-)13,528	(-)1,528	(-)17,455	(-)5,455
Revised Estimates	(-)2,505	(-)4,220	(-) 5232	(-)17,838	(-)20,166	(-)8,166	(-)24,825	(-)12,825
Actuals	(-)1,039	(-)3,215	(-) 5,954	(-)18,114	(-)18,535	(-)6,535	(-)28,900	(-)16,900

*with impact of UDAY⁴

As evident from the table above, during 2018-19 the revenue deficit stood at ₹ 28,900 crore which was higher than the projections made in BE (₹ 17,455 crore) and RE (₹ 24,825 crore). The above table also indicates that the formulation of BE for 2013-14 to 2018-19 was deficient as there was regular and significant fall in Revised estimates and Actuals in comparison to BE during these years.

State Government was unable to contain revenue deficit to budgeted estimates during 2018-19, as the actual revenue receipt declined to ₹ 1,37,873 crore against ₹ 1,51,663 crore in BE i.e. 9.09 *per cent* (₹ 13,790 crore), while the actual revenue expenditure also decreased to ₹ 1,66,773 crore against ₹ 1,69,118 crore in BE i.e. 1.39 *per cent* only (₹ 2,345 crore).

⁴ Ujwal DISCOM Assurance Yojana (UDAY) is the financial turnaround and revival package for electricity distribution companies (DISCOMs) initiated by the Government of India with the intent to find a permanent solution to the financial mismanagement.

Thus, greater fall in revenue receipts than budgeted estimate and relatively less control over expenditure was the reason for the increase in revenue deficit.

The above position indicates that the state has to make efforts to increase its revenue receipts and rationalize the revenue expenditure.

(ii) Section 6 (b) of the FRBM Act, envisaged (as amended in 2011) to achieve fiscal deficit of 3 per cent of GSDP by the financial year 2011-12 and thereafter to maintain the said ratio or reduce it. The XIV-FC also recommended to maintain the fiscal deficit within 3 per cent of the GSDP. **Table 1.5** shows the fiscal deficit/GSDP ratio achieved during the last three years.

Table 1.5: BE, RE and Actuals of Fiscal Deficit

	Budget Estimates	Revised Estimates	Actual
2016-17	3.00 (excluding UDAY) 5.62 (including UDAY)	3.37 (excluding UDAY) 6.36 (including UDAY)	3.15 (excluding UDAY) 6.10 (including UDAY)
2017-18	2.99	3.46	3.03
2018-19	2.98	3.41	3.71

It is observed that during 2018-19, the fiscal deficit as percentage of GSDP ratio was higher than the target of 3 per cent as prescribed under the FRBM Act and XIV-Finance Commission. The fiscal deficit stood at ₹ 34,473 crore which was higher than the projected target in BE (₹ 28,011 crore) and RE (₹ 31,473 crore).

(iii) The State Government had amended (April 2016) the provisions of Section 6(c) of the FRBM Act to prescribe the limit for Debt-GSDP ratio for the financial year 2018-19 upto 35.0 per cent.

Although the Debt-GSDP ratio (33.5 per cent) during 2018-19 was within the limit fixed in FRBM Act, however, it was substantially higher than the limit (24.4 per cent) recommended by the XIV-FC. Even after excluding the borrowings under UDAY, the Debt-GSDP ratio comes to 28.0 per cent, which was higher than the limit prescribed by the XIV-FC.

1.2.2 Budget Estimates, Revised Estimates and Actual

The budget presented by the State Government provides estimations of receipts and expenditure for a particular fiscal year. The importance of accuracy in the estimation of receipts and expenditure is widely accepted in the context of effective implementation of fiscal policies for overall economic management. Deviations from BE are indicative of non-attainment of the desired fiscal objectives due to various reasons, some within the control of the government and some beyond its control.

A comparison of Actual receipts/expenditure with BE and RE for the year 2018-19 is given in **Table 1.6** and further detailed comparison (major head wise) is given in **Appendix 1.6**.

Table 1.6: Comparison of Actuals with BE and RE for the year 2018-19

(₹ in crore)					
Fiscal parameters	Budget Estimates	Revised Estimates	Actuals	Difference between Actuals and BE	Difference between Actuals and RE
1	2	3	4	5 (4-2)	6(4-3)
Tax Revenue	58,099	61,907	57,380	(-) 719	(-) 4,527
Non-Tax Revenue	20,397	19,966	18,603	(-) 1,794	(-) 1,363
State's share of Union Taxes and Duties	43,310	41,853	41,853	(-) 1,457	0
Grants-in-aid from GoI	29,857	24,458	20,037	(-) 9,820	(-) 4,421
Total Revenue Receipts	1,51,663	1,48,184	1,37,873	(-) 13,790	(-) 10,311
Total Revenue Expenditure	1,69,118	1,73,009	1,66,773	(-) 2,345	(-) 6,236
Interest Payments	21,413	21,737	21,695	282	(-) 42
Capital Expenditure	25,740	21,061	19,638	(-) 6,102	(-) 1,423
Revenue Deficit (-) /Surplus (+)	(-) 17,455	(-) 24,825	(-) 28,900	(-) 11,445	(-) 4,075
Fiscal Deficit (-)/Surplus (+)	(-) 28,011	(-) 31,473	(-) 34,473	(-) 6,462	(-) 3,000
Primary Deficit ⁵ (-)/Surplus (+)	(-) 6,598	(-) 9,736	(-) 12,778	(-) 6,180	(-) 3,042

Source: Finance Accounts and Budget Documents

Analysis of revenue receipts, revenue expenditure and capital expenditure is given below:

1.2.2.1 Revenue Receipts

Revenue Receipts were lower than BE and RE by ₹ 13,790 crore (9.1 per cent) and ₹ 10,311 crore (7.0 per cent) respectively. The decrease was mainly due to substantial decline in receipts under Grants-in-aid from GoI: ₹ 4,421 crore (18.08 per cent); Taxes on Sales, Trade etc.: ₹ 1,709 crore (10.36 per cent); Stamps and Registration Fees: ₹ 864 crore (18.19 per cent); Non-ferrous Mining and Metallurgical Industries: ₹ 699 crore (11.65 per cent); State Excise: ₹ 606 crore (6.52 per cent) and State Goods and Services Tax: ₹ 562 crore (2.39 per cent) as compared to RE.

1.2.2.2 Revenue Expenditure

During 2018-19, the Revenue Expenditure was lower than BE and RE by ₹ 2,345 crore (1.4 per cent) and ₹ 6,236 crore (3.6 per cent) respectively. The decrease was mainly due to decline in expenditure under Other Rural Development Programme: ₹ 1,948 crore (24.04 per cent); General Education: ₹ 700 crore (2.01 per cent); Urban Development: ₹ 495 crore (10.65 per cent); Crop Husbandry: ₹ 490 crore (17.49 per cent); Nutrition: ₹ 488 crore (21.81 per cent) and Roads and Bridges: ₹ 296 crore (19.25 per cent) as compared to RE under each Major head.

1.2.2.3 Capital Expenditure

During 2018-19, the Capital Expenditure was lower than BE and RE by ₹ 6,102 crore (23.7 per cent) and ₹ 1,423 crore (6.8 per cent) respectively. The decrease, as compared to RE under each Major head, was mainly due to decline in expenditure on Water Supply and Sanitation: ₹ 418 crore (9.75 per cent); Other Rural Development Programmes: ₹ 131 crore (36.09

⁵ Primary Deficit= Fiscal Deficit (-) Interest Payments.

per cent); Roads and Bridges: ₹ 107 crore (2.51 per cent); Medical and Public Health: ₹ 82 crore (14.11 per cent); Urban Development: ₹ 80 crore (5.81 per cent); Major Irrigation: ₹ 79 crore (4.35 per cent); Education, Sports Art and Culture: ₹ 76 crore (8.44 per cent) and Other Special Area Programmes: ₹ 64 crore (18.71 per cent).

Recommendation 1:

The Government may rationalise the budget formulation to make the estimates included therein, more realistic so that parameters of fiscal deficit and revenue deficit are brought within the prescribed limit of the FRBM Act.

1.2.3 Gender Responsive Budgeting

Gender Responsive Budgeting (GRB) is a means of ensuring that public resources are allocated in an equitable way so that the pressing needs of specific gender groups are satisfied. During the Budget speech of 2009-10, Government of Rajasthan (GoR) announced preparation of GRB which would enable gender based budget analysis of each department. Accordingly, a High Level Committee (HLC) was formed (August, 2009) under the chairmanship of the Chief Secretary and a Gender Cell was formed in September 2009 in the Department of Women and Child Development (WCD). One of the functions and objectives of GRB was consolidating budget schemes and facilitating integration of gender analysis in the Government Budget. Further, during August 2010, Gender Desks were also constituted in various departments for implementation of various GRB initiatives. Besides, GoR decided (August 2011) to include Gender Budget Statement in the new Integrated Financial Management System (IFMS) for preparation of BE from the financial year 2012-13.

Gender budgeting in the State is regulated as per provisions contained in paragraph 13.27 of the State Budget Manual (SBM) which provides that in order to prepare the annual Gender Budget Statement, Budget Controlling officers of specified departments are required to provide information in the format given in the budget circular issued by the Finance Department. This format requires classification of plan schemes/Programmes targeted at women into four categories. The details of categories are given below:

A	Schemes under which expenditure targeted at women is more than 70 per cent.
B	Schemes under which expenditure targeted at women lies between 70 per cent-30 per cent.
C	Schemes under which expenditure targeted at women lies between 30 per cent-10 per cent.
D	Schemes under which expenditure targeted at women is less than 10 per cent.

The category wise allocation during 2014-19 as per budget presented in the Rajasthan Legislative Assembly was as shown in **Table 1.7**.

Table 1.7: Category wise BE and Actuals of Gender Budgeting

(₹ in crore)

Year		Category 'A'	Category 'B'	Category 'C'	Category 'D'	Total
2014-15	BE	4,241.11	21,143.72	2,887.26	38.49	28,310.58
	Actual expenditure	5,767.98	18,329.41	1,093.63	1,315.92	26,506.94
	Actual in percent of BE	136.0	86.7	37.9	3418.9	93.6
2015-16	BE	5,963.18	30,381.26	2,264.05	42.63	38,651.12
	Actual expenditure	7,814.04	20,263.82	2,176.33	49.76	30,303.95
	Actual in percent of BE	131.0	66.7	96.1	116.7	78.4
2016-17	BE	5,771.71	37,876.75	3,251.84	40.64	46,940.94
	Actual expenditure	3,524.88	23,211.34	2,450.84	89.69	29,276.75
	Actual in percent of BE	61.1	61.3	75.4	220.7	62.4
2017-18	BE	5,870.89	44,428.87	2,372.26	118.19	52,790.21
	Actual expenditure	8138.65	36,910.61	2,225.33	34.06	47,308.65
	Actual in percent of BE	138.6	83.1	93.8	28.8	89.6
2018-19	BE	4,418.46	54,651.13	1,882.37	51.98	61,003.94
	Actual expenditure	4,745.99	42,577.04	1,994.14	44.45	49,361.62
	Actual in percent of BE	107.4	77.9	105.9	85.5	80.9

It is evident from the above table that the total expenditure against Gender Budgeting decreased from 93.6 per cent to 80.9 per cent during period from 2014-15 to 2018-19.

During the year 2018-19, there were 123 Budget Finalisation Committee (BFC) units falling in above categories which covered 1248 schemes/programs. With a view to assess the extent of utilisation of the gender budget, test check was conducted in respect of 34 schemes which belonged to 'A' category with cent per cent allotment for women and in which the budget allotment exceeded ₹ 10 crore. The major irregularities noticed are summarized below:

(1) Women and Child Development Department

(a) The "Mission Gramya Shakti" (MGS) Scheme was developed to strengthen and stabilize women Self Help Groups (SHGs) and for their institutional development by providing them microfinance. It was observed that no expenditure was incurred during 2018-19 against budget provision of ₹ 10.70 crore.

The Department while accepting the facts stated that the scheme could not be implemented due to non approval of work plan by the Finance Department. This is worth mentioning that the fact regarding "Nil" expenditure in the scheme has been regularly featuring in last five CAG's Audit Reports on State Finances.

Thus, consistent non approval of work plan shows the reluctance of the Finance Department to issue funds for a scheme falling under category 'A'.

(b) Integrated Child Development Services (ICDS) System Strengthening and Nutrition Improvement Project (ISSNIP): This project was started by World Bank assistance for strengthening policy, systems, processes and capacity of ICDS and strengthening of convergent actions for improving nutrition results.

It was observed that only ₹ 42.95 crore (25 per cent) was incurred against Budget Estimate of ₹ 174.50 crore. Department stated that due to non procurement of ICT-Real Time Monitoring (RTM) devices and Growth Monitoring Devices, related activities such as ICT-RTM master training and monitoring through Common Application System (CAS) could not take place resulting in under utilisation of funds.

(2) Rural Development and Panchayati Raj Department (RD &PRD)

National Rural Livelihood Mission (NRLM) was being implemented since April, 2013 by Rajasthan *Grameen Aajeevika Vikas Parishad*–RAJEEVIKA (RGAVP). It is an autonomous society under the administrative control of Department of Rural Development established in October, 2010. The objective of the NRLM is to enhance income sources of the rural poor so as to bring them out of poverty by organizing rural women into SHGs and linking them to banks to leverage loan financing and making more money available for their livelihood. It was observed that a sum of only ₹ 115.84 crore (42 per cent) was spent against budget estimate of ₹ 279 crore under NRLM during 2018-19. Less expenditure on this scheme was attributed to non-receipt of funds from Government of India and corresponding less State Share.

Thus, nil expenditure in one gender based scheme and expenditure of 25 and 42 per cent in two other schemes shows lack of emphasis on part of the State Government in implementation of gender responsive budgeting.

1.2.4 Major project/policy initiatives and the status of action taken on Budget Speech 2018-19

While presenting budget for the year 2018-19, the State Governments had announced several schemes/policies. The concerned Departments had intimated (June-September 2019) the status of action taken on these major policy initiatives. However, Audit observed that in respect of following project/policy initiatives, limited or no progress has been made:

Para No. of Budget Speech	Name of Department	Brief of announcements made in Budget Speech	Status of Follow Up action taken by the Department
25	Transport	State Level Road Safety Training Centre will be established at a cost of ₹ 10 crore for capacity building to reduce road accidents and fatality.	No budget was allotted in 2018-19. Even land has also not been allotted so far (August 2019).
28	Water Resources	To increase the inward flow of water in the Bisalpur Dam Brahmani Banas, project costing ₹ 6,000 crore was proposed. Jaipur, Ajmer and Tonk districts were to be benefitted from this project.	Department stated that Expression of Interest (EOI) for preparation of Detailed Project Report (DPR) is yet to be called for (July 2019) due to non-receipt of Administrative and Financial Sanction.
31		Work of irrigation projects of ₹ 1,658 crore sponsored by JICA, World Bank and New Development Bank (NDB) in 26 districts will be commenced in ensuing year.	Department stated that work order for 31 works amounting ₹ 814 crore (49 per cent), against ₹ 1,658 crore, has been issued so far (July 2019).

Para No. of Budget Speech	Name of Department	Brief of announcements made in Budget Speech	Status of Follow Up action taken by the Department
33		Expenses of ₹ 220 crore in ensuing year is proposed through Irrigated Area Development Department for Chambal, Bisalpur, Gang Canal, Bhakhra Canal, Sidhmukh Nohar and Amar Singh sub-branch project.	Only nominal amount of ₹ 2.00 crore was allotted against ₹ 220 crore out of which expenditure of ₹ 1.91 crore (0.87 per cent) was incurred in 2018-19.
42	Public Health and Engineering	Implementation of Pokran- Falsoond-Balotar- Siwana drinking water project will be expedited with target to complete it by September 2018.	Project is still under progress and is expected to be completed by March, 2020.
86 and 87	Medical Education	In view of increased patient load in associated hospitals of SMS Hospital, it is proposed to install a new Cath Lab at a cost of ₹ 6 crore.	No expenditure was incurred in 2018-19. Due to delay in administrative process, purchase of new Cath Lab could not be made.
		In view of the increased patient load in Medical College, Bikaner, it is proposed to install a new Cath Lab at a cost of ₹ 6 crore.	Tenders were invited but bids were rejected on technical grounds. Now tenders have to be invited afresh (August 2019).
98	Education	In second phase of developing one school as Model School in every Gram Panchayat, ₹ 360 crore in 2018-19 will be provided for construction of 3,379 additional classrooms and toilets in 1,163 model schools.	₹ 200 crore was allotted against ₹ 360 crore out of which only ₹ 107.80 crore (30 per cent) was spent during 2018-19. Work was completed only in 220 schools (19 per cent) out of 1,163 schools.
113	Minority Affairs	Adarsh Madrasa Scheme will be started for modernisation of Madrasas. Under this scheme ₹ 25.18 crore will be spent for modernisation of select 500 Madrasas registered under 'A' category Madrasas.	₹ 9.48 crore (37.65 per cent) was spent during 2018-19 against allotted budget of ₹ 25.18 crore.
115	Employment	Provision of ₹ 45 crore is being proposed to convert employment offices as Model Career Centre in 29 districts.	No budget was allocated.
121	Sports	₹ 5 crore will be spent for purchase of electronic targets in shooting range at Jagatpura, Jaipur so that it may be upgraded to international level.	Expenditure of only ₹ 97.38 lakh (19.48 per cent) was incurred against budget allotment of ₹ 5 crore (August, 2019).
156	Mining	An amount of ₹ 1,000 crore will be spent in ensuing year by District Mineral Foundation Trust on providing basic amenities for residents of State's mining affected areas.	Against ₹ 1,000 crore, expenditure of only ₹ 407.32 crore (40.73 per cent) was incurred in 2018-19.
185	Archaeology and Museum	Expenses of ₹ 33.25 crore is proposed to be incurred in ensuing year for protection and renovation of 19 memorials situated in Kota, Bhilwara, Ajmer, Jhalawar, Barmer, Jodhpur, Jaisalmer, Churu, Bikaner, Baran, Udaipur and Bharatpur.	Budget of ₹ 22.17 crore was allotted out of which ₹ 6.81 crore was spent in 2018-19.
187	Tourism	For Development of tourism in Banswara, 100 islands will be developed in Mahi Dam area at a cost of ₹ 10 crore.	No budget was allotted in 2018-19.

The slow pace in follow up action and laxity in starting the works as abridged above is indicative of lack of monitoring and pursuance of initiatives announced during budget speech. In most of the cases, works were not even started in the stipulated period.

Recommendation 2:

Considering the importance of the announcements made in the budget speech every year and the repeated recommendations by the Public Accounts Committee, the concerned departments may ensure timely initiation and implementation of these schemes.

1.3 Financial Resources of the State

Financial Resources of the State as per Annual Finance Accounts

Receipts of the State Government can be divided into two categories namely Revenue Receipts⁶ and Capital Receipts⁷. Besides, the funds available in the Public Account (net of disbursement made from it) are also utilised by the Government to finance its deficit. Following flowchart depicts the components and sub-components of the state’s financial resources:

Components and sub-components of financial resources

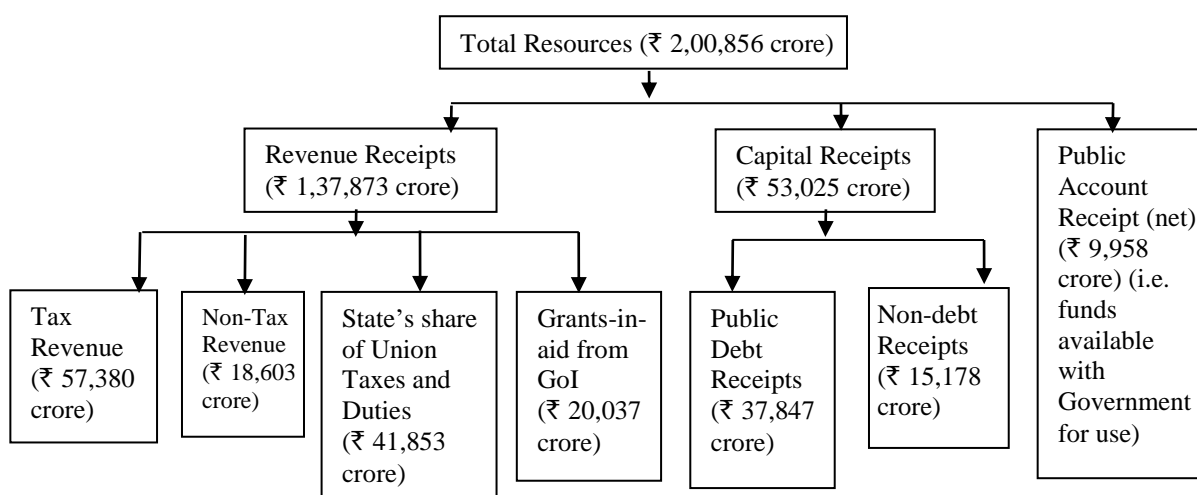
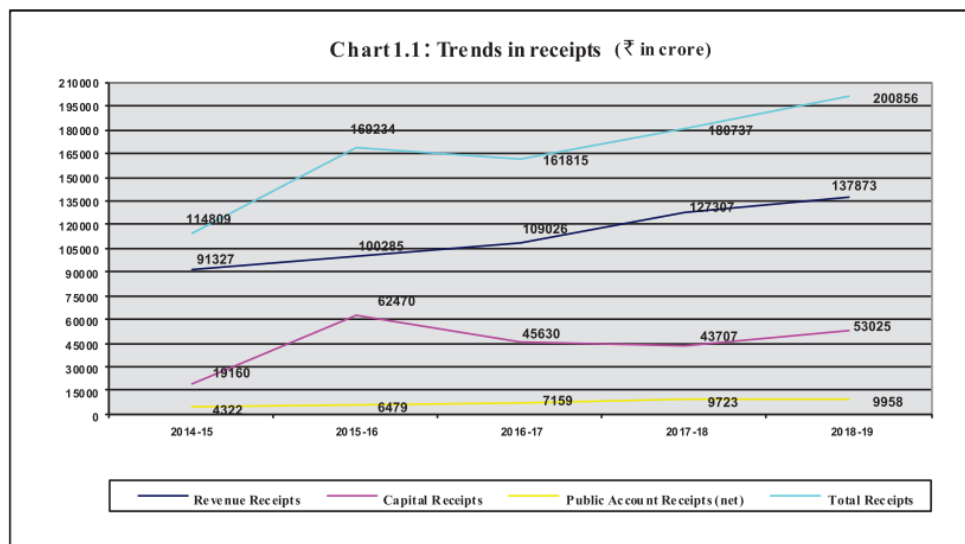


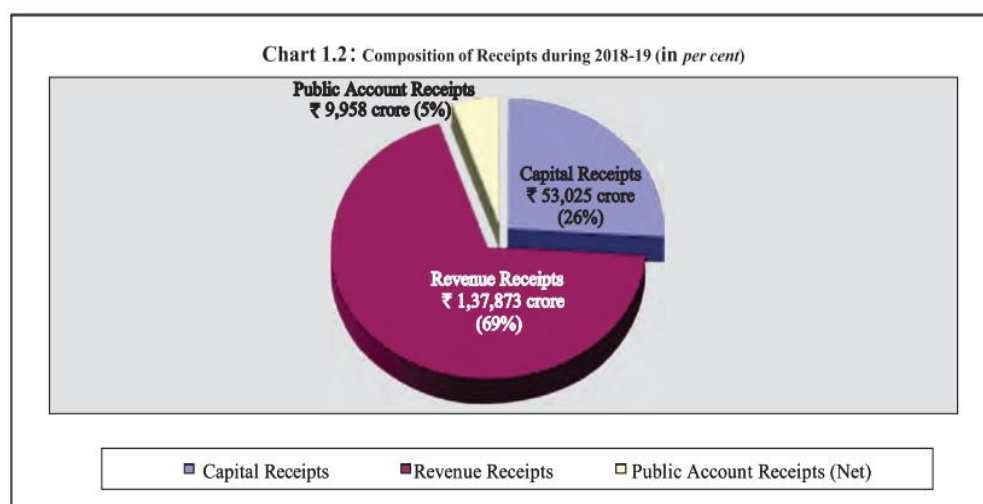
Chart 1.1 depicts the trends in various components of the receipts of the State during 2014-19 and **Chart 1.2** depicts the composition of resources of the State during the current year.

⁶ Revenue Receipts consist of Tax Revenues, Non-Tax Revenues, State’s share of Union Taxes and Duties and Grants-in-aid from GoI.

⁷ Capital Receipts comprise of proceeds from disinvestments, recoveries of loans and advances, debt receipts (market loans, borrowings from financial institutions/ commercial banks) and Loans and Advances from GoI.



Source: Finance Accounts



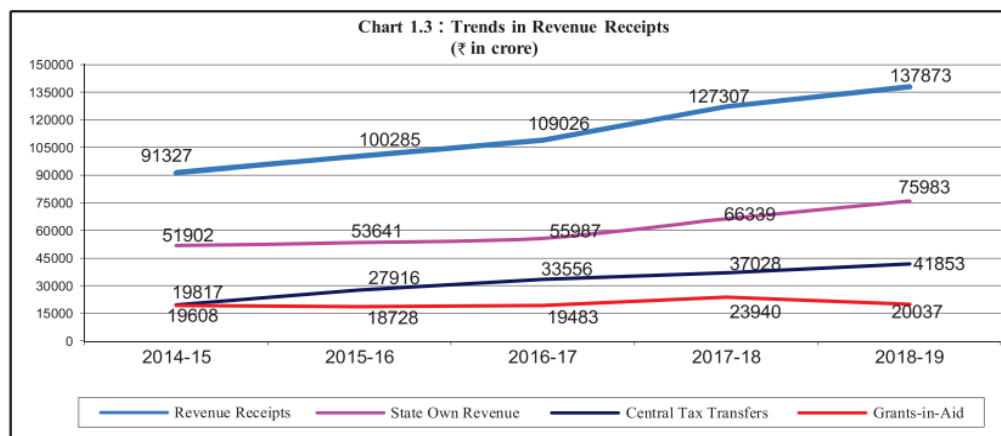
During 2014-19, total receipts (excluding Contingency Fund Receipts) increased from ₹ 1,14,809 crore in 2014-15 to ₹ 2,00,856 crore in 2018-19, recording average annual growth rate of 19 per cent and an increase of 11 per cent during 2018-19, in comparison to the previous year.

The revenue receipts remained the highest contributor of the total receipts (69 per cent) during the year 2018-19 and also over the period of five years. While Public Account Receipts accounted for 5 per cent of total receipts during 2018-19, Capital Receipts contributed 26 per cent of the total receipts. The components of Revenue Receipts, Public Account Receipts and Capital Receipts are discussed in *paragraph 1.4, 1.5 and 1.6*.

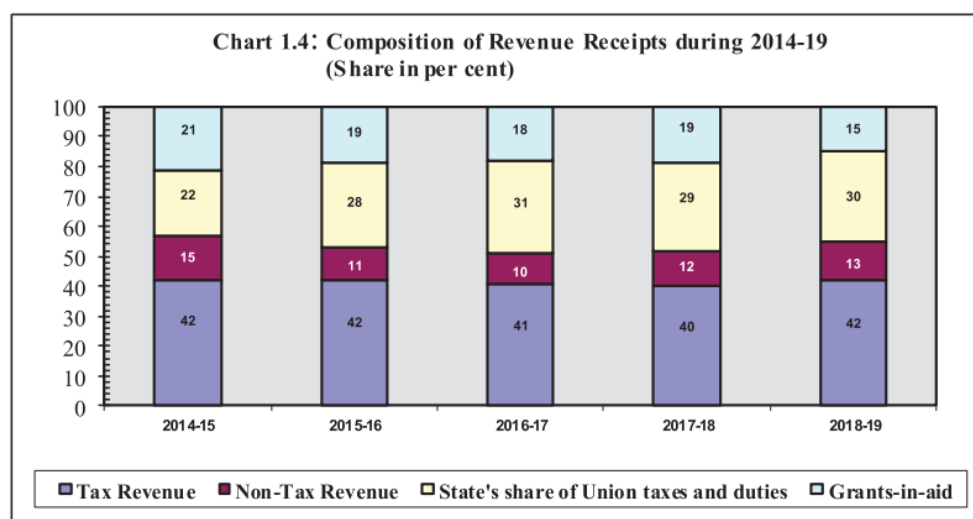
1.4 Revenue Receipts

Statement 14 of the Finance Accounts exhibits details of the Revenue Receipts of the Government. Revenue Receipts consist of State’s own revenue (Tax and Non-Tax Revenues), State’s share of Union taxes and duties and Grants-in-aid from GoI. The trends and composition of Revenue Receipts

over the period 2014-19 are presented in *Appendix 1.4* and also in **Chart 1.3** and **Chart 1.4**.



Source: Finance Accounts



Source: Finance Accounts

Revenue Receipts increased at an average annual growth rate of 13 per cent from ₹ 91,327 crore in 2014-15 to ₹ 1,37,873 crore in 2018-19. On an average, 54 per cent of the revenue came from the State's own resources during 2014-19 and the balance came from GoI as the State's share of Union Taxes and Duties and Grants-in-aid.

The share of Tax Revenue in Revenue Receipts ranged between 40 and 42 per cent, whereas the share of Non-Tax Revenue ranged between 10 and 15 per cent during 2014-19. The share of Tax Revenue in Revenue Receipts had increased from 40 per cent in 2017-18 to 42 per cent in 2018-19. The growth trends in Revenue Receipts and Tax Revenue are given in **Table 1.8**.

Table 1.8: Trends in Revenue Receipts and Tax Revenue

	2014-15	2015-16	2016-17	2017-18	2018-19
Revenue Receipts (RR) (₹ in crore)	91,327	1,00,285	1,09,026	1,27,307	1,37,873
Rate of growth of RR (per cent)	22.6	9.8	8.7	16.8	8.3
Rate of growth of Tax Revenue (per cent)	15.5	10.4	3.9	14.0	13.4

Buoyancy Ratio

Buoyancy ratio indicates the elasticity or degree of responsiveness of a fiscal variable with respect to a given change in the base variable. The value more than 1 indicates high degree of responsiveness of the fiscal variable to the base variable. As GSDP grows, the ability of the Government to mobilise Revenue should also increase. **Table 1.9** shows the Buoyancy of revenue with respect to change in GSDP of State.

Table 1.9: Buoyancy Ratios

	2014-15	2015-16	2016-17	2017-18	2018-19
Buoyancy Ratios					
GSDP at current prices (₹ in crore)	6,15,642	6,81,485	7,58,809	8,35,558	9,29,124
Growth rate of GSDP (<i>per cent</i>)	11.7	10.7	11.3	10.1	11.2
RR/GSDP (<i>per cent</i>)	14.8	14.7	14.4	15.2	14.8
Revenue receipts buoyancy with respect to GSDP	1.9	0.9	0.8	1.7	0.7
Tax revenue buoyancy with respect to GSDP	1.3	1.0	0.3	1.4	1.2
Non Tax revenue buoyancy with respect to GSDP	(-) 0.2	(-) 1.6	0.6	3.5	1.6
State's share of Union Taxes buoyancy with respect to GSDP	0.5	3.8	1.8	1.0	1.2
Grant-in aid from GoI buoyancy with respect to GSDP	10.6	(-) 0.4	0.4	2.3	(-) 1.5

Source: Finance Accounts

Revenue buoyancy measures the percentage change in the revenue receipts to the percentage change in GSDP. As can be seen from the table above, the Revenue buoyancy though it was 1.7 in 2017-18 has declined to 0.7 in 2018-19 due to sharp decline in the growth rate of Revenue Receipts from 16.8 per cent in 2017-18 to 8.3 per cent in 2018-19. There was a major decline in Non-Tax revenue buoyancy with respect to GSDP from 3.5 in 2017-18 to 1.6 in 2018-19 due to lower growth rate of Non-Tax revenue of 18.2 *per cent* as compared to 35.5 *per cent* in previous year. The decline in Revenue receipts buoyancy is attributable primarily to decline in buoyancy of Grant-in-aid with respect to GSDP to (-) 1.5 in 2018-19 from 2.3 in previous year. Thus, there was a slump in Grant-in-aid by 16.3 *per cent* during 2018-19, following a 22.9 *per cent* increase in the previous year. Further, ratio of Revenue receipts to GSDP decreased from 15.2 *per cent* in 2017-18 to 14.8 *per cent* in 2018-19.

1.4.1 State's own resources

As the State's share in Central Taxes 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 Tax and Non-Tax sources.

The State's actual Tax and Non-Tax Revenue *vis-a-vis* assessment made by XIV-FC and Medium Term Fiscal Policy Statement (MTFPS) are given in **Table 1.10**.

Table 1.10: Tax and Non-Tax Revenue projection and Actual for 2018-19

	XIV-FC projections	BE/ MTFPS	Actual	(₹ in crore)	
				Difference between Actual and BE	
				Amount	<i>per cent</i>
Tax Revenue	90,241	58,099	57,380	(-) 719	1.24
Non-Tax Revenue	23,708	20,397	18,603	(-) 1,794	8.80

The Receipts under Tax Revenue and Non-Tax Revenue were less by 36.41 per cent (₹ 32,861 crore) and 21.53 per cent (₹ 5,105 crore) respectively as compared to the normative assessment made by XIV-FC. Actual Tax Revenue and Non-Tax Revenue were also lower than the BE.

1.4.1.1 Tax Revenue

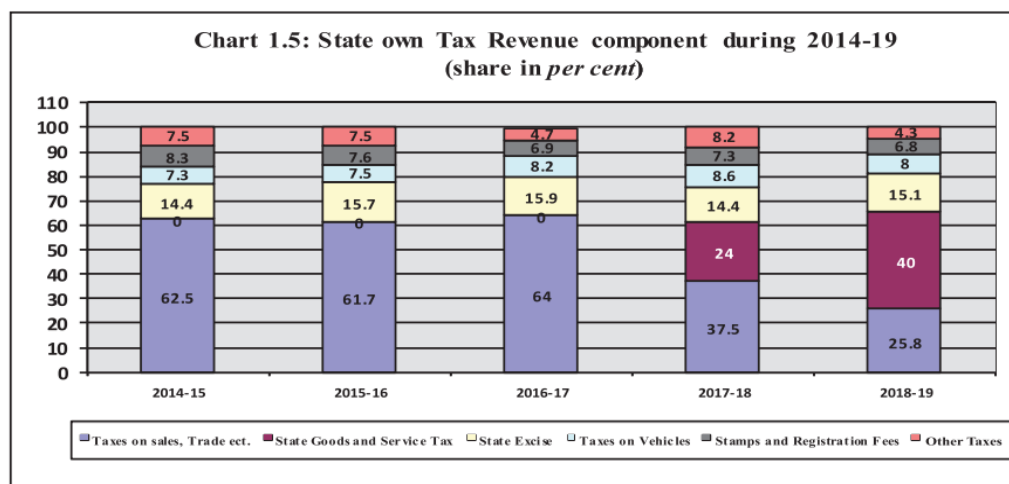
The component-wise position of gross collection in respect of major taxes and duties is given in **Table 1.11** and **Chart 1.5**.

Table 1.11: Components of State's Own Tax Revenue

(₹ in crore)						
Revenue Head	2014-15	2015-16	2016-17	2017-18	2018-19	Increase/ decrease during 2018-19 over previous year (in per cent)
Taxes on Sales, Trade etc.	24,170	26,345	28,558	19,008	14,791	(-) 22.2
Taxes on Goods and Passengers	956	848	803	341	51	(-) 85.0
Entertainment Tax and Luxury Tax (under other taxes and duties on Commodities and services)	114	171	220	64	5	(-) 92.2
State Goods and Service Tax	-	-	-	12,137	22,938*	89.0
Total	25,240	27,364	29,581	31,550	37,785	19.8
State Excise	5,586	6,713	7,054	7,276	8,694	19.5
Taxes on Vehicles	2,830	3,199	3,623	4,363	4,576	4.9
Stamps and Registration Fees	3,189	3,234	3,053	3,675	3,886	5.7
Land Revenue	289	272	315	364	290	(-) 20.3
Other Taxes ⁸	1,539	1,931	746 ⁹	3,377 ¹⁰	2,149 ¹¹	(-) 36.4
Grand Total	38,673	42,713	44,372	50,605	57,380	13.4

Source: Finance Accounts for the respective years

* Unaudited figure.



Source: Finance Accounts for the respective years

⁸ Other Taxes include taxes on immovable property other than agricultural land, taxes and duties on electricity and other taxes and duties on Commodities and Services (excluding Entertainment Tax and Luxury Tax).

⁹ It includes receipts ₹ 738 crore under Taxes and Duties on Electricity.

¹⁰ It includes receipts ₹ 3,376 crore under Taxes and Duties on Electricity.

¹¹ It includes receipts ₹ 2,148 crore under Taxes and Duties on Electricity

During 2018-19, the Receipts from Taxes on Sales, Trade etc., and State Goods and Service Tax, contributed a major share of Tax Revenue in the proportion of 26 *per cent* and 40 *per cent* respectively despite 22.2 *per cent* decrease in Receipts from Taxes on Sales, Trade, etc., over the previous year due to implementation of GST from July 2017 by GoI. However, overall receipts from taxes (Taxes on Sales, Trade etc, Taxes on Goods and Passengers, Entertainment Tax and Luxury Tax and State Goods and Service Tax) increased 19.8 *per cent* over the previous year.

While Taxes and Duties on Electricity under the head ‘Other Taxes’ decreased from ₹ 3,376 crore in 2017-18 to ₹ 2,148 crore in 2018-19, State Excise which contributed 15 *per cent* of the Tax Revenue increased by 19 *per cent* over the previous year. Taxes on Stamps and Registration Fees (₹ 3,886 crore) increased in 2018-19 by 6 *per cent* as compared to the previous year (₹ 3,675 crore) and Taxes on Vehicles (₹ 4,576 crore) in 2018-19 also increased by 5 *per cent* as compared to previous year (₹ 4,363 crore).

1.4.1.2 Status of Goods and Services Tax

Goods and Services Tax (GST) was implemented w.e.f. 1 July 2017. According to GST (Compensation to the States) Act 2017, Central Government will compensate the States for loss of revenue arising on account of implementation of GST for a period of five years. As per provisions of the Act, the projected revenue for Rajasthan was calculated at ₹ 25,421.25 crore for the year 2018-19 by applying the projected growth at the rate of 14 *per cent* per annum over the base year (2015-16) revenue of ₹ 17,158.62 crore.

During 2018-19, the State Government received ₹ 22,938.33 crore (including ₹ 2,638.85 crore on account of advance apportionment of IGST) as revenue under Major Head ‘0006 State Goods and Services Tax’. Further, during 2018-19, GoI released ₹ 1,875 crore (excluding ₹ 301 crore pertaining to previous year compensation received during 2018-19) as compensation for the loss of revenue arising out of implementation of GST. An amount of ₹ 405 crore on account of compensation pertaining to period 2018-19 was also received in May 2019. As per Section 7 of the Act, actual revenue collected by the State is to be audited/certified by Comptroller and Auditor General of India.

With automation of the collection of Goods and Service Tax (GST) having taken place, it is essential for Audit to transition from sample checks to a comprehensive check of all transactions, to fulfill the CAG’s Constitutional mandate of certifying the Accounts. The required access to data is yet to be provided. Not having access to the data pertaining to all GST transactions has come in the way of comprehensively auditing the GST receipts. The accounts for the year 2018-19 are, therefore, certified on the basis of test audit, as was done when records were manually maintained, as a one-time exception.

Therefore, revenue shown as SGST and IGST apportionment amounting to ₹ 22,938.33 crore should be considered as provisional and subject to be audited.

Recommendation 3:

State Government may provide access of SGST data to the Accountant General (Audit-I) at the earliest for certification of revenue collection under SGST.

Cost of Collection

The gross collection of taxes on motor vehicles, taxes on sales, trade etc., stamp and registration fees and state excise, expenditure incurred on their collection and its percentage to gross collection during the years 2016-17 to 2018-19 along with their All-India average cost of collection for the respective years are indicated in **Table 1.12**.

Table 1.12: Cost of collection

Receipt Head	Year	Gross collection	Expenditure on collection	Percentage of expenditure to gross collection	All India average percentage
		(₹ in crore)			
Taxes on Sales, Trade etc. including Goods and Service Tax	2016-17	28,558	123	0.43	0.69
	2017-18	31,145	163	0.52	0.69
	2018-19	37,729	199	0.53	Not Available
State Excise	2016-17	7,054	131	1.86	2.01
	2017-18	7,276	142	1.95	1.83
	2018-19	8,694	160	1.84	Not Available
Taxes on Vehicles	2016-17	3,623	71	1.96	2.61
	2017-18	4,363	69	1.58	2.61
	2018-19	4,576	81	1.77	Not Available
Stamp and Registration Fees	2016-17	3,053	65	2.13	2.99
	2017-18	3,675	72	1.96	2.96
	2018-19	3,886	85	2.19	Not Available

@The expenditure booked under the minor head, 101–Collection charges is considered as cost of collection except for State Excise, SGST and Stamp and Registration Fees.

The percentage of cost of collection to the gross collection in the State was significantly less than the All India Average in all the receipt heads during the period 2016-19 except for State Excise during 2017-18.

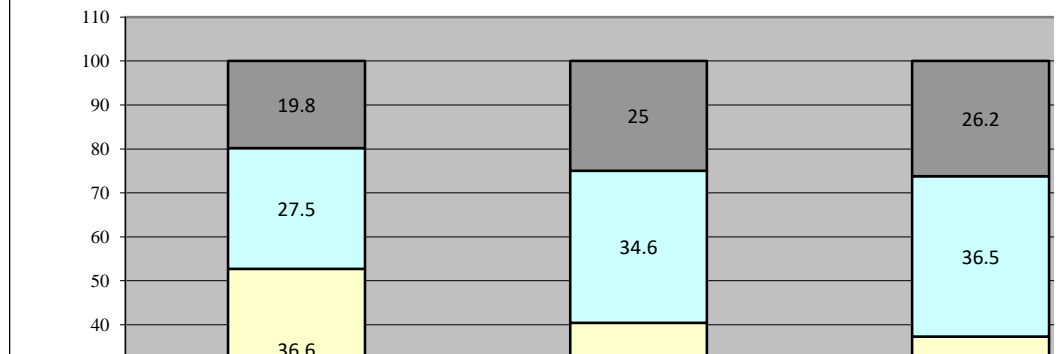
1.4.1.3 Non-Tax Revenue

The trends in major constituents of Non-Tax Revenue during the period 2014-19 are shown in **Table 1.13** and **Chart 1.6**.

Table 1.13: Components of Non-Tax Revenue

(₹ in crore)						
Revenue Head	2014-15	2015-16	2016-17	2017-18	2018-19	Increase/ decrease during 2018-19 over the previous year (in per cent)
Interest Receipts	2,065	1,982	1,933	4,859	5,791	19.2
Revenue from Petroleum ¹²	4,850	2,342	2,332	2,579	3,883	50.6
Non-ferrous Mining and Metallurgical Industries	3,636	3,782	4,234	4,522	5,302	17.2
Dividends and Profits	63	97	68	67	56	(-) 16.4
Other Non-Tax Receipts	2,615	2,725	3,048	3,707	3,571	(-) 3.7
Total	13,229	10,928	11,615	15,734	18,603	18.2

Source: Finance Accounts

Chart 1.6: State's Non Tax Revenue component during 2014-19 (share in percent)


During 2018-19, Non-Tax Revenue (₹ 18,603 crore) constituted 13 per cent of Revenue Receipts, increased by 18 per cent (₹ 2,869 crore) as compared to the previous year due to significant increase in Revenue from Petroleum Receipts by ₹ 1,304 crore (51 per cent), interest receipts from Public Sector and other Undertakings by ₹ 932 crore (19 per cent) and non-ferrous mining and metallurgical industries by ₹ 780 crore (17 per cent).

1.4.2 Transfers from Central Government including State's share of Union taxes and Grants-in-aid from GoI

XIV-FC recommended for an increase in the share of the States in Central Taxes from 32 per cent (recommended by XIII-FC) to 42 per cent. The share of the Rajasthan State in the net proceeds of Central Tax and net proceeds of Service Tax were fixed at 5.50 per cent and 5.65 per cent, respectively. Components of the State's share of Union taxes and duties and Grant-in-aid from GoI are given in **Table 1.14**.

¹² Revenue from royalties on crude oil produced in Barmer-Sanchor basin.

Table 1.14: Transfer of different components of the State's share of Union taxes and duties and Grant-in-aid from GoI

(₹ in crore)

Components of the State's share of Union taxes and duties and Grant-in-aid from GoI	2014-15	2015-16	2016-17	2017-18	2018-19
(A) State's share of Union Taxes and duties					
Customs	3,205	4,464	4,620	3,735	2,966
Union Excise Duties	1,810	3,731	5,275	3,905	1,971
Service Tax	2,921	4,864	5,433	4,227	389
Central Goods and Service Tax	-	-	-	520	10,329
Integrated Goods and Service Tax	-	-	-	3,736	824
Corporation Tax	6,920	8,760	10,739	11,334	14,553
Taxes on Income other than Corporation Tax	4,942	6,073	7,464	9,571	10,718
Taxes on Wealth	19	2	25	¹³	5
Other Taxes and Duties on Commodities and Services	-	22	¹⁴	¹⁵	22
Others	-	-	-	-	76
Total (A)	19,817	27,916	33,556	37,028	41,853
Non-Plan Grants	4,527	5,241	5,928	-	-
Grants for State Plan Schemes	14,885	12,957	13,462	-	-
Grants for Central Plan Schemes (including Centrally Sponsored Schemes)	196	530	93	-	-
Centrally Sponsored Schemes	-	-	-	16,104	13,317
Finance Commission Grants	-	-	-	4,262	3,121
Other transfer/ Grants to State/ Union Territories with Legislature	-	-	-	3,574	3,599
Total (B)	19,608	18,728	19,483	23,940	20,037
Grand Total (A) + (B)	39,425	46,644	53,039	60,968	61,890

Source: Finance Accounts

The above position reveals that during 2018-19, State's share of Union taxes and duties increased by ₹ 4,825 crore over the previous year and it constituted 30 *per cent* of Revenue Receipts. During 2018-19, total transfer from GoI (including State's share in taxes and Grant-in-aid) increased by 1.5 *per cent* (₹ 922 crore) over the previous year mainly on account of increased Corporation Tax.

1.4.3 Optimisation of Fourteenth Finance Commission grants

The Fourteenth Finance Commission (XIV-FC) had submitted its report in December 2014, for the five year period commencing from April 1, 2015. The Government of India (GoI) had to allocate grant-in-aid amounting to ₹ 24,240.75 crore (including state share of SDRF), on the recommendations of XIV-FC to the State Government during 2015-2020.

The State Government had constituted a High Level Monitoring Committee (HLMC) dated 11.01.2016 headed by the Chief Secretary to ensure proper utilisation of Grant-in-aid. During the period 2018-19, no such meeting was held of the constituted HLMC for monitoring or evaluating the grant utilisation.

The position of recommendations of XIV-FC, released by GoI and onwards transfers by the State Government is given in **Table 1.15**.

¹³ ₹ (-) 0.34 crore.

¹⁴ ₹ 0.09 crore.

¹⁵ ₹ (-) 0.01 crore.

Table1.15: Recommended amount, actual release and transfers of Grant-in-aid

(₹ in crore)											
S. No.	Transfers	Recommendation of the XIV-FC 2015-20	Recommendation of the XIV-FC			Actual release by GoI			Release by GoR		
			2015-16 to 2017-18	2018-19	Total	2015-16 to 2017-18	2018-19 (% of column 5)	Total	2015-16 to 2017-18	2018-19	Total (% of column 9)
1	2	3	4	5	6	7	8	9	10	11	12
1	Local Bodies										
	(i) Grants to PRIs	13,633.63	6,434.94	3,067.80	9,502.74	6,434.94	1,362.11 (44.40)	7,797.05	6,434.94	1,362.11	7,797.05 (100.00)
	(a) General Basic Grant	12,270.27	5,865.04	2,724.22	8,589.26	5,865.04	1,362.11 (50.00)	7,227.15	5,865.04	1,362.11	7,227.15 (100.00)
	(b) General Performance Grants	1,363.36	569.90	343.58	913.48	569.90	- (0.00)	569.90	569.90	-	569.90 (100.00)
	(ii) Grants to ULBs	4,513.12	2,103.08	1,029.07	3,132.15	1,902.78	801.60 (77.90)	2,704.38	1,902.78	801.60	2,704.38 (100.00)
	(a) General Basic Grant	3,610.50	1,725.78	801.60	2,527.38	1,725.78	801.60 (100.00)	2,527.38	1,725.78	801.60	2,527.38 (100.00)
	(b) General Performance Grants	902.62	377.30	227.47	604.77	177.00	- (0.00)	177.00	177.00	-	177.00 (100.00)
	Total (1)	18,146.75	8,538.02	4,096.87	12,634.89	8,337.72	2,163.71 (52.81)	10,501.43	8,337.72	2,163.71	10,501.43 (100.00)
2	State Disaster Response Fund*	6,094.00	3,477.00	1,277.00	4,754.00	3,477.00	1,277.00 (100.00)	4,754.00	3,477.00	1,181.22	4,658.22 (97.99)
	Grand Total (1 to 2)	24,240.75	12,015.02	5,373.87	17,388.89	11,814.72	3,440.71 (64.03)	15,255.43	11,814.72	3,344.93	15,159.65 (99.37)

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

Source: XIV-FC Report and Finance Accounts

Transfer to Panchayati Raj Institutions (PRIs)

1. During year 2018-19, second installment of General Basic Grant to Panchayati Raj Institutions (PRIs) amounting to ₹ 1,362.11 crore was not released by GoI due to delay in submission (06.03.2019) of Utilization Certificate (UC) of first installment. However, the same was released in the next financial year (April 2019).
2. GoI also did not release General Performance Grants to PRIs amounting to ₹ 343.58 crore for the year 2018-19 due to non-compliance of two mandatory conditions namely (i) submission of audited accounts and (ii) increase in Own Source Revenue (OSR) prescribed by GoI. Though, the requisite information was later submitted (20.06.2019) to GoI, the General Performance Grants were still awaited (August 2019).
3. The Local Bodies Grants was to be electronically transferred to the elected Local Bodies within 15 days of receipt of the Grant from the GoI. Though the State Government had received first installment of ₹ 1,362.11 crore of basic grant for PRI on dated 13.06.2018 but the same was transferred to Gram Panchayat on 11.07.2018 i.e. delayed by 14 days. Due to delayed transfer of grant, State Government had to pay ₹ 3.39 crore on account of penal interest payment as per condition of the XIV-FC.

Transfer to Urban Local Bodies (ULBs)

1. As per the recommendation of XIV-FC, GoI did not release the General Performance Grants of ₹ 200.30 crore for 2017-18 and ₹ 227.47 crore for 2018-19 to ULBs due to non-transfer of interest on the part of the

grant for 2016-17 which could not be distributed in the prescribed period.

- It was also noticed that against ₹ 2,527.38 crore received by Local Self Government Department as Basic Grant during 2015-16 to 2018-19, UCs of only ₹ 1,496.22 crore (59.20 per cent) were received as on August 2019.

Similarly, UCs of only ₹ 122.03 crore (68.94 per cent) was received against performance grants of ₹ 177.00 crore received during 2016-17. This indicates that most of the grants received were lying un-utilised.

The details regarding transfer to State Disaster relief Fund (SDRF) is given at **Paragraph 1.10.4.1.**

Due to non-submission of Utilization certificates of previous installment & non-compliance of conditions for Performance grant by GoR, XIV-FC grants amounting to ₹1,933.16 crore { 2nd installment of ₹1,362.11 crore of General Basic Grant to PRIs & ₹ 571.05 crore as Performance Grant to both ULBs & PRIs} were not released by GoI.

Recommendation 4:

State Government may strengthen the mechanism related to timely collection/submission of UCs and compliance of prescribed accounting and auditing system in PRIs and ULBs to ensure the full release of XIV-FC grants.

1.5 Capital Receipts

The trends in growth and composition of Capital Receipts during 2014-19 were as shown in **Table 1.16.**

Table 1.16: Trends in growth and composition of Capital Receipts

	(₹ in crore)				
Sources of State's Receipts	2014-15	2015-16	2016-17	2017-18	2018-19
Capital Receipts (CR)	19,160	62,470	45,630	43,707	53,025
Miscellaneous Capital Receipts	15	25	28	16	20
Recoveries of Loans and Advances	1,004	1,447	1,713	15,134	15,158
Public Debt Receipts	18,141	60,998	43,889	28,557	37,847
Rate of growth of Debt Receipts (per cent)	25.2	236.2	(-) 28.0	(-) 34.9	32.5
Rate of growth of Non-Debt Receipts (per cent)	212.6	44.5	18.3	770.2	0.2
Rate of growth of CR (per cent)	29.3	226.0	(-) 27.0	(-) 4.2	21.3

Source: Finance Accounts

1.5.1 Capital Receipts

Capital Receipts (debt and non-debt receipts) of the State increased at an average annual growth rate of 44 per cent from 2014-15 to 2018-19 and during 2018-19, it increased by 21 per cent as compared to the previous year.

1.5.2 Recovery of Loans and Advances

There has been an increase in recovery of Loans and Advances by ₹ 24 crore during 2018-19 from ₹ 15,134 crore in previous year to ₹ 15,158 crore in 2018-19. Out of ₹ 15,158 crore, ₹ 15,000 crore was on account of adjustment of loans given to DISCOMs under UDAY Scheme. The loans given during 2015-16 and 2016-17 to DISCOMS under UDAY Scheme have been converted into equity and subsidy during 2018-19.

1.5.3 Public Debt Receipts

It comprises mainly of internal debt receipts i.e. market loans, borrowings from financial institutions and Loans and Advances from GoI.

- **Debt Receipts from internal sources**

During 2018-19, the internal debt receipts i.e. market loans, borrowings from financial institutions, banks, etc., under Public Debt Receipts increased by 33 per cent (₹ 9,290 crore) over the previous year, of which market loan receipts increased by ₹ 8,264 crore over the previous year.

- **Loans and Advances from GoI**

During 2018-19, the receipt of loans and advances from GoI (₹ 2,642 crore) increased by 70 per cent (₹ 1,085 crore) over the previous year (₹ 1,557 crore) due to more receipts of block loans¹⁶ for State.

1.6 Public Account

Receipts and disbursements in respect of certain transactions such as small savings, provident funds, reserve funds, deposits, suspense, remittances etc., which do not form part of the Consolidated Fund, are kept in the Public Account, set up under Article 266(2) of the Constitution and are not subject to vote by the State legislature. Here, the Government acts as a banker and utilises the balances remaining after disbursements. Details of Public Account Receipts and Disbursements during the last five years are given in **Table 1.17**.

Table 1.17: Components of Public Account Receipts and Disbursements during the years

(₹ in crore)

Resources under various heads	2014-15	2015-16	2016-17	2017-18	2018-19
(A) Public Account Receipts					
a. Small Savings, Provident Fund, etc.	7,082	7,967	8,620	9,346	12,849
b. Reserve Funds	1,724	3,678	3,068	3,466	4,150
c. Deposits and Advances	1,07,067	1,25,570	1,44,292	1,42,603	1,51,092
d. Suspense and Miscellaneous	22	78	(-) 67	51	08
e. Remittances	10,487	9,617	132	1,345	2,429 ¹⁷
Total (A)	1,26,382	1,46,910	1,56,045	1,56,811	1,70,528

¹⁶ 'Block Loan' is a minor head under major head '6004-loan from Government of India'.

¹⁷ It included Cash Remittances between Treasuries and Currency Chests: ₹ 2,420.14 crore; Public Works Remittances: ₹ 9.28 crore and Forest Remittances: ₹ 0.02 crore.

(B) Public Account Disbursements					
a. Small Savings, Provident Fund, etc.	4,100	4,700	5,240	6,145	7,466
b. Reserve Funds	1,752	2,760	2,409	2,630	3,583
c. Deposits and Advances	1,05,658	1,23,315	1,41,050	1,36,900	1,47,036
d. Suspense and Miscellaneous	62	19	52	78	65
e. Remittances	10,488	9,637	135	1,335	2,420
Total (B)	1,22,060	1,40,431	1,48,886	1,47,088	1,60,570
Public Account Receipts Net (A-B)	4,322	6,479	7,159	9,723	9,958

Source: Finance Accounts

Public Account Receipts increased by ₹ 13,717 crore (8.7 *per cent*) during 2018-19 over the previous year. The increase was mainly under Deposits and Advances by ₹ 8,489 crore, Small Savings, Provident Fund etc., by ₹ 3,503 crore and Remittances by ₹ 1,084 crore.

The net Public Account Receipts of the State increased at average annual growth rate of 33 *per cent* during 2014-19 and increased from ₹ 4,322 crore in 2014-15 to ₹ 9,958 crore in 2018-19. However, during 2018-19 net Public Account Receipts increased only by 2.4 *per cent* over the previous year.

1.7 Application of Resources

Analysis of the allocation of expenditure at the State Government level assumes significance as responsibilities for major expenditure are entrusted with the State Government. Within the framework of fiscal responsibility legislations, there are budgetary constraints in raising public expenditure financed by deficit or borrowings. It is, therefore, important to ensure that the ongoing fiscal correction and consolidation process at the state level is not done at the cost of expenditure, especially the expenditure directed towards development of social sector.

1.7.1 Total Expenditure

Below **table**, presents the trends in total expenditure over a period of five years (2014-19) and **Chart 1.7** depicts its composition in terms of 'economic classification'.

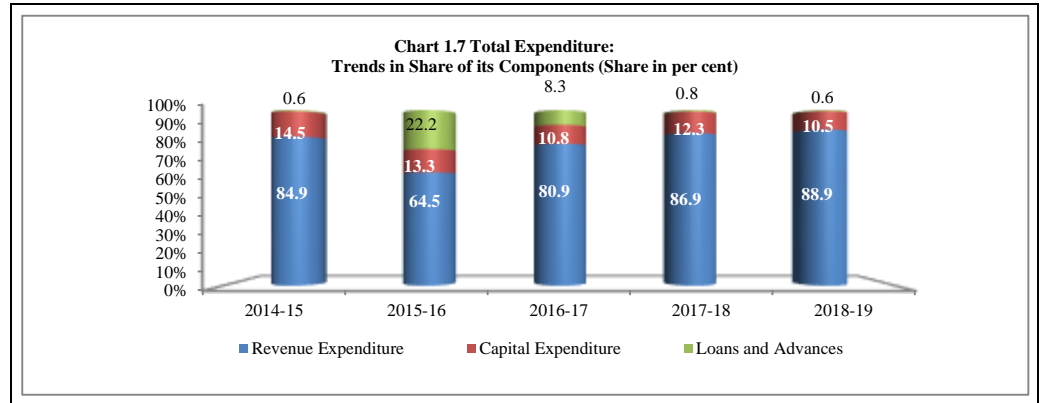
Components of total expenditure – relative share

(₹ in crore)

	2014-15	2015-16	2016-17	2017-18	2018-19
Revenue Expenditure	94,542	1,06,239	1,27,140	1,45,842	1,66,773
Capital Expenditure	16,103	21,986	16,980	20,623	19,638
Loans and Advances	701	36,602	12,965	1,334	1,113
Total Expenditure	1,11,346	1,64,827	1,57,085	1,67,799	1,87,524

Source: Finance Accounts of respective years

Total expenditure of the State increased at an average annual growth rate of 17 *per cent* during 2014-15 to 2018-19. During 2018-19, it increased by 11.8 *per cent* over the previous year. However, the percentage of Capital Expenditure to Total Expenditure decreased from 14.5 *per cent* in 2014-15 to 10.5 *per cent* in 2018-19.



1.7.2 Trends in Total Expenditure in Terms of activities

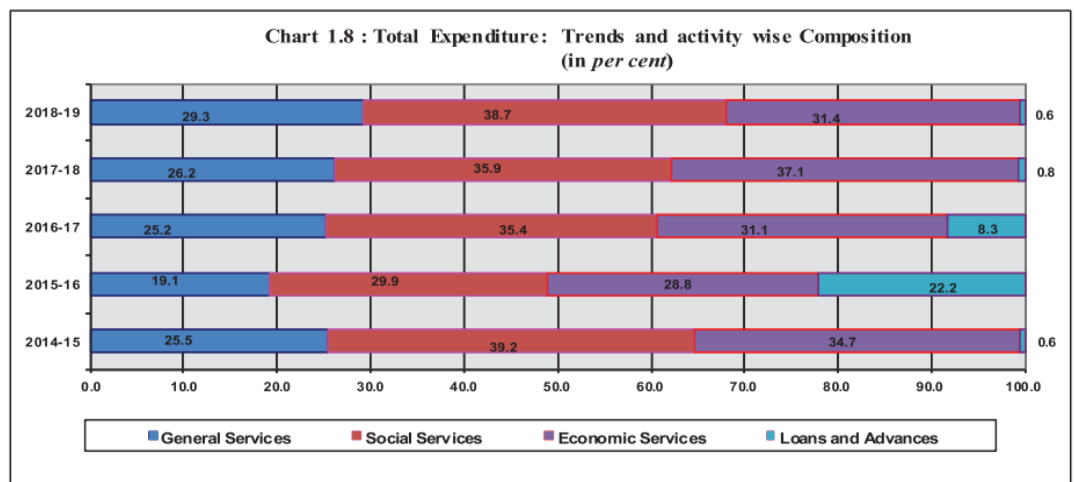
In terms of the activities, total expenditure could be considered as being composed of expenditure of General Services including interest payments, Social Services, Economic Services and Loans and Advances. Relative share of these component in the total expenditure are indicated in table below and **Chart 1.8**.

Components of total expenditure – relative share

(In per cent)

	2014-15	2015-16	2016-17	2017-18	2018-19
General Services	25.5	19.1	25.2	26.2	29.3
Of which, Interest Payments	9.4	7.3	11.3	11.8	11.6
Social Services	39.2	29.9	35.4	35.9	38.7
Economic Services	34.7	28.8	31.1	37.1	31.4
Loans and Advances	0.6	22.2	8.3	0.8	0.6

Source: Finance Accounts of respective years



Source: Finance Accounts

The above table reveals that:

- During 2018-19 as compared to 2017-18, relative share of General and Social Services in total expenditure increased due to increase in expenditure mainly under General Education, Pensions and Other Retirement Benefits, Interest Payments, Medical and Public Health, Police and Social Security and Welfare, however, relative share of Economic Service decreased due to decrease in expenditure under Other Rural Development Program, Power and Rural Employment.
- Relative share of Loans and Advances in total expenditure also decreased during 2018-19 due to decrease in release of Loans and Advances by the State Government under Power sector.

Revenue Expenditure

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

Revenue Expenditure constituted 88.9 *per cent* of total expenditure during 2018-19. It increased at an average annual growth rate of 19 *per cent* from ₹ 94,542 crore in 2014-15 to ₹ 1,66,773 crore in 2018-19. During 2018-19, the revenue expenditure increased by 14.4 *per cent* (₹ 20,931 crore) over the previous year, mainly due to increase under General Education (₹ 7,870 crore), Pensions and Other Retirement Benefits (₹ 6,471 crore), Co-operation (₹ 3,222 crore), Interest Payments (₹ 1,975 crore), Medical and Public Health (₹ 1,862 crore), Police (₹ 1,445 crore), Social Security and Welfare (₹ 1,196 crore) and Census Surveys and Statistics (₹ 874 crore).

Capital Expenditure

During 2018-19, the capital expenditure was ₹ 19,638.20 crore. The percentage share of capital expenditure in the total expenditure decreased from 12.3 *per cent* in 2017-18 to 10.5 *per cent* during 2018-19. It increased at an average annual growth rate of 5 *per cent* from ₹ 16,103 crore in 2014-15 to ₹ 19,638 crore in 2018-19. During 2018-19, Capital expenditure decreased by 5 *per cent* (₹ 985 crore) over the previous year. This decrease was mainly under Capital Outlay on Water Supply and Sanitation (₹ 721 crore), Other Rural Development Programmes (₹ 422 crore) and Roads and Bridges (₹ 378 crore).

Further, out of Capital Expenditure of ₹ 19,638.20 crore, Government had invested ₹ 4,080.79 crore (21 *per cent* of Capital Expenditure) in Government Companies and Cooperatives/Banks/Societies during 2018-19. Out of this, Government had invested ₹ 3,822.30 crore (19.5 *per cent* of Capital Expenditure) in five power companies viz. Rajasthan Rajya Vidyut Prasaran Nigam Limited, Rajasthan Rajya Vidyut Utpadan Nigam Limited, Jaipur Vidyut Vitran Nigam Limited, Ajmer Vidyut Vitran Nigam Limited and Jodhpur Vidyut Vitran Nigam Limited having accumulated losses of ₹ 95,506 crore and negative Net Worth of ₹ 59,097.74 crore (***Appendix 1.9***).

Recommendation 5:

As the possibility of obtaining return on investments made in companies where the accumulated losses have resulted in erosion of the net-worth is remote, the State Government may consider making future payments to these companies in the form of Grants instead of Share Capital

1.7.3 Committed Expenditure

The committed expenditure of the State Government on revenue account mainly consists of interest payments, expenditure on salaries and wages, pensions payments and subsidies. During 2018-19, the committed expenditure amounted to ₹ 1,13,421 crore, which constituted 68 per cent of the total revenue expenditure. **Table 1.18** presents the trends in the expenditure on these components during 2014-19.

Table 1.18: Components of Committed Expenditure

(₹ in crore)					
Components of Committed Expenditure	2014-15	2015-16	2016-17	2017-18	2018-19
Salaries and Wages	23,498 (25.7)	25,871 (25.8)	30,016 (27.5)	37,611 (29.6)	49,790* (36.1)
Interest Payments	10,463 (11.5)	12,008 (12.0)	17,677 (16.2)	19,720 (15.5)	21,695 (15.7)
Expenditure on Pensions	9,629 (10.6)	10,864 (10.8)	12,296 (11.3)	13,925 (10.9)	20,396 (14.8)
Subsidies	8,626 (9.4)	10,461 (10.4)	17,208 (15.8)	23,674 (18.6)	21,540 (15.6)
Total Committed Expenditure	52,216 (57.2)	59,204 (59.0)	77,197 (70.8)	94,930 (74.6)	1,13,421 (82.2)
Other Components	42,326 (46.3)	47,035 (46.9)	49,943 (45.8)	50,912 (40.0)	53,352** (38.7)
Total Revenue Expenditure	94,542	1,06,239	1,27,140	1,45,842	1,66,773
Revenue Receipts	91,327	1,00,285	1,09,026	1,27,307	1,37,873
Committed Expenditure as percentage of Revenue Expenditure	55.2	55.7	60.7	65.1	68.0
Note: Figures in parentheses indicate percentage to Revenue Receipts.					
* Salaries: ₹ 49,138 crore and Wages ₹ 652 crore.					
** Includes expenditure on financial assistance (Grants-in-aid): ₹ 29,171 crore; Grants-in-aid General (Salaries): ₹ 5,691 crore; Transfer of funds from Consolidated fund to Public Accounts: ₹ 4,485 crore; and Maintenance and Repairs: ₹ 717 crore.					

Source: Finance Accounts

The share of committed expenditure to revenue expenditure consistently increased from 55.2 per cent in 2014-15 to 68.0 per cent in 2018-19. The ratio of committed expenditure also increased to 82.2 per cent of revenue receipts in 2018-19 from 57.2 per cent in 2014-15.

1.7.3.1 Salaries and Wages

The expenditure on Salaries and Wages increased at an average annual growth rate of 28 per cent from ₹ 23,498 crore in 2014-15 to ₹ 49,790 crore in 2018-19. During 2018-19, the expenditure on Salaries and Wages increased by 32 per cent over the previous year, which was 25 per cent in 2017-18. It was higher than the assessment made by the State Government in MTFPS (₹ 48,949 crore) by ₹ 841 crore.

1.7.3.2 Pension payments

The expenditure on overall pension payments increased at an average annual growth rate of 28 *per cent* from ₹ 9,629 crore in 2014-15 to ₹ 20,396 crore¹⁸ in 2018-19. During 2018-19, the expenditure on pension payments recorded a growth of 46 *per cent* over the previous year due to increase in total number of pensioners¹⁹ by 10,852 (2.7 *per cent*). The expenditure on pension and other retirement benefits to the State Government employees was 12.2 *per cent* (9.5 *per cent* in 2017-18) of total revenue expenditure during 2018-19.

A comparative analysis of actual pension payments, with the assessment/projection made by XIV-FC and the State Government in MTFPS, shows that actual pension payment (₹ 20,396 crore) exceeded the normative assessment made by XIV-FC (₹ 13,233 crore) by 64.8 *per cent* and marginally higher than the assessment made by the State Government in MTFPS (₹ 19,712 crore) by 3.5 *per cent*.

It is to be noted that payment on Salaries and Pension alone constituted 42.1 *per cent* (previous year 35.33 *per cent*) of total Revenue Expenditure and 50.9 *per cent* (previous year 40.50 *per cent*) of the Revenue Receipts during 2018-19.

- ***New Contributory Pension Scheme²⁰***

Defined Contribution Pension Scheme widely known as New Contributory Pension Scheme (NPS) has been implemented for all Government Servants appointed on or after 01.01.2004 in Rajasthan. As per the guidelines, it is mandatory for every employee to contribute 10 *per cent* of basic pay and dearness allowance every month from salary and equal contribution is to be made by the Government. The contribution details and corresponding amounts are to be transferred to the National Securities Depository Limited (NSDL) and to fund managers appointed by the National Pension System (NPS) Trust.

Government of Rajasthan has adopted the NPS architecture in toto as designed by the Pension Fund Regulatory Development Authority (PFRDA) and entered into agreements with NSDL on 09 November 2010 and NPS Trust on 02 December 2010. The contribution details and corresponding amounts are being transferred to the NSDL and Trustee Bank since November 2011. Prior to November 2011, the employee contribution to the pension account and matching contribution from the Government (from respective salary head of account up to 2011-12) were being deposited in the interest bearing Personal Deposit (PD) Account maintained by concerned Treasury Officers in the budget head 8011-106-103-01, also referred as legacy amount.

¹⁸ It includes a sum of ₹ 18,597.16 crore on account of expenditure on "pension and other retirement benefits" during the year to the State Government employees recruited on or before 31 December 2003 and Government contribution for Defined Contribution Pension Scheme of ₹ 1,799.10 crore.

¹⁹ Number of pensioners in 2017-18: 4,02,444 and in 2018-19: 4,13,296.

²⁰ State Government introduced a pension scheme for employees recruited on or after 01.01.2004 is known as New Contributory Pension Scheme in Rajasthan.

As per information made available by the Directorate, State Insurance and Provided Fund (SIPF), a legacy amount²¹ of ₹ 1,393.92 crore (employees contribution ₹ 620.34 crore, employer co-contribution ₹ 620.34 crore and interest ₹ 153.24 crore) was lying in the PD Account as on 31.10.2011. The detail of legacy amount transferred to the NSDL is given in **Table 1.19**.

Table 1.19: Detail of legacy amount transferred to NSDL

(₹ in crore)					
Year	Opening Balance of Legacy Amount	Total Amount transferred during the year	Un-transferred Legacy Amount	Interest on balance Legacy Amount	Balance Legacy Amount to be transferred
Upto 31/10/2011	1,393.92	0.00	1,393.92	0.00	1,393.92
01/11/2011 to 31/03/2012	1,393.92	0.00	1,393.92	97.41	1,491.33
2012-13	1,491.33	613.58	877.75	56.20	933.95
2013-14	933.95	363.97	569.98	60.00	629.98
2014-15	629.98	297.31	332.67	37.09	369.76
2015-16	369.76	131.66	238.10	34.97	273.07
2016-17	273.07	161.70	111.37	9.46	120.83
2017-18	120.83	65.04	55.79	7.34	63.13
2018-19	63.13	20.72	42.41	4.02	46.43

From the above table, it is evident that as on 31st March 2019, balance amount of ₹ 46.43 crore on account of legacy amount is pending for transfer. Further, it was observed that there were negative balances of ₹ 7.33 crore in nine District Treasury offices²² due to non-tallying of outward and inward entries that need to be reconciled.

Directorate, SIPF intimated (November 2019) that as on 01.10.2019 only ₹ 40.65 crore of legacy amount was pending transfer due to reconciliation issues like mismatch of PRAN numbers, non-availability of deduction statements etc.

Since November 2011, Government of Rajasthan operates Major Head 8342-117 for contributions pertaining to All India Services (AIS) officers and Major Head 8011-106 for all other State Government employees. Employees' contribution is transferred in these respective head and government contribution from Major Head 2071-01-117-01-89 is being drawn by SIPF department for further transfer to NSDL and NPS Trust with effect from 01.04.2012.

It was observed that employees' contribution amounting to ₹ 105.75 crore was pending for transfer to NSDL as on March 2019. Department had replied (November 2019) that the transfer of regular contribution to NPS is pending due to procedural issues.

²¹ Both employee and employer's contribution for the period from 01.01.2004 to 30.10.2011.

²² Sawai Madhopur: ₹ 2.58 lakh, Bundi: ₹ 12.19 lakh, Kota: ₹ 25.45 lakh, Jhunjhunu: ₹ 48.33 lakh, Jhalawar: ₹ 58.56 lakh, Udaipur City: ₹ 76.35 lakh, Bhilwara: ₹ 106.46 lakh, Alwar: ₹ 117.53 lakh, and Karauli: ₹ 285.07 lakh.

Thus, an amount of ₹ 257.93 crore (legacy amount ₹ 46.43 crore, employees' contribution: ₹ 105.75 crore and matching employer's co-contribution: ₹ 105.75 crore) was pending for transfer to NSDL as on March 2019.

The current liability stands deferred to future years. Further, the State Government has created interest liability on the amount not transferred to NSDL. It has incorrectly used the funds that belongs to its employees, leading to possible uncertainty in the rate of return to the employees/avoidable financial liability to the Government, and the eventual failure of the scheme itself.

Recommendation 6:

The State Government may identify the concerned NPS beneficiaries and transfer balance legacy amounts of NPS to NSDL so as to ensure that the beneficiaries are not denied their due benefits under the scheme.

1.7.3.3 Interest payments

Interest payments increased at an average annual growth rate of 27 per cent from ₹ 10,463 crore in 2014-15 to ₹ 21,695 crore in 2018-19. Interest payments (₹ 21,695 crore) during 2018-19 increased by 10 per cent over the previous year (₹ 19,720 crore) mainly due to increase in market loan by ₹ 26,822 crore and corpus of State Provident Funds by ₹ 3,758 crore.

The ratio of Interest Payments to Revenue Receipts determines the debt sustainability of the State. The ratio of Interest Payments to Total Revenue Receipts of the State was 15.7 per cent during the year, which was marginally higher than the previous year (15.5 per cent).

Interest payments made during 2018-19 (₹ 21,695 crore) were also higher than the projections made in MTFPS (₹ 21,413 crore) and XIV-FC (₹ 17,363 crore).

1.7.3.4 Subsidies

In a welfare state, subsidies are forwarded to the disadvantaged sections of the society. Appendix II of Finance Accounts shows that an explicit subsidy of ₹ 21,540 crore was provided during 2018-19 mainly in the areas of Power: ₹ 21,204 crore and Crop Husbandry: ₹ 301 crore. Though payment on subsidies during 2018-19 (₹ 21,540 crore) decreased by 9 per cent from the previous year (₹ 23,674 crore), it still constituted 13 per cent of the Revenue Expenditure and consumed 16 per cent of the total Revenue Receipts during 2018-19.

Further, Subsidy to the Power Sector accounted for 98.4 per cent of the total subsidy. During 2018-19, the subsidy was given to the Power Sector mainly on account of Grant for Electric Fees (₹ 1,493 crore), Grant for non-increasing of Power Tariff (₹ 7,681 crore) and as assistance to Distribution Companies under UDAY Yojana (₹ 12,000 crore). Further, subsidy to Power Sector

ranged from 88 *per cent* to 99 *per cent* of the total subsidy provided by GoR during 2009-10 to 2018-19 (*Appendix 1.10*).

Power Sector subsidy (₹ 21, 204 crore) decreased by 9.3 *per cent* (₹ 2,187 crore) over the previous year (₹ 23,391 crore) mainly due to decrease of ₹ 1,077.82 crore²³ in ‘Grant for non-increasing of Power Tariff’ and by ₹ 1,119.88 crore²⁴ in ‘Grant for Electric Fees’.

However, Crop Husbandry Subsidy increased by 20 *per cent* from ₹ 251 crore in 2017-18 to ₹ 301 crore in 2018-19.

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

Financial assistance to the tune of ₹ 34,862.21 crore was provided by the State Government to Local bodies and other institution by way of grants and loans in 2018-19. There was a marginal dip (1.77 *per cent*) in the overall quantum of assistance in comparison to previous year (₹ 34,985.10 crore) mainly due to 20 *per cent* reduction in assistance to PRIs.

The quantum of assistance provided through grants and loans to Local Bodies and others during 2014-19 is given in **Table 1.20**.

Table 1.20: Financial Assistance to Local Bodies etc.

	(₹ in crore)				
Financial Assistance to Institutions	2014-15	2015-16	2016-17	2017-18	2018-19
(A) Local Bodies					
Municipal Corporations and Municipalities	2,450.65	3,063.89	3,839.93	3,695.48	3,811.13
<i>Panchayati Raj</i> Institutions	13,833.28	15,981.85	14,472.66	18,550.27	14,834.25
Total (A)	16,283.93	19,045.74	18,312.59	22,245.75	18,645.38
(B) Others					
Educational Institutions (Aided Schools, Aided Colleges, Universities, etc.)	1,128.22	1,239.54	1,671.13	1,283.29	1,452.88
Development Authorities	6.93	6.19	7.61	11.68	13.65
Hospitals and Other Charitable Institutions	169.47	116.62	77.41	918.96	1,241.07
Other Institutions	10,740.54	11,316.72	12,823.46	10,525.42	13,509.23 ²⁵
Total (B)	12,045.16	12,679.07	14,579.61	12,739.35	16,216.83
Total (A+B)	28,329.09	31,724.81	32,892.20	34,985.10	34,862.21
Revenue Expenditure	94,542	1,06,239	1,27,140	1,45,842	1,66,773
Assistance as percentage of Revenue Expenditure	30	30	26	24	21

Source: Finance Accounts

²³ (i) Jaipur Vidyut Vitaran Nigam Limited: ₹ 234.67 crore, (ii) Ajmer Vidyut Vitaran Nigam Limited: ₹ 120.01 crore and (iii) Jodhpur Vidyut Vitaran Nigam Limited: ₹ 723.14 crore.

²⁴ (i) Jaipur Vidyut Vitaran Nigam Limited: ₹ 487.23 crore, (ii) Ajmer Vidyut Vitaran Nigam Limited: ₹ 332.64 crore and (iii) Jodhpur Vidyut Vitaran Nigam Limited: ₹ 300.01 crore).

²⁵ It included grants given for (i) Co-operative Institutions: ₹ 3,700 crore; (ii) Education: ₹ 2,214 crore; (iii) Family Welfare: ₹ 1,906 crore; (iv) Relief on account of Natural Calamities: ₹ 1,492 crore; and (v) Crop Husbandry ₹ 1,037 crore.

1.8 Quality of Expenditure

Availability of better social and physical infrastructure in the State reflects the quality of its expenditure. The improvement in the quality of expenditure basically involves three aspects *viz.*, adequacy (adequate provisions for public services), efficiency and effectiveness (assessment of outlay-outcome relationships for selected services) of expenditure.

1.8.1 Adequacy of Public Expenditure

Expenditure responsibilities relating to the social sector and economic infrastructure assigned to the State Governments are largely state subjects. Enhancing human development levels requires the States to step up their expenditure on key social services like education and health, etc. Low fiscal priority (ratio of expenditure under a category to aggregate expenditure) in a particular sector makes it fall below the respective National average.

Table 1.21, analyses the fiscal priority of the State Government with regard to aggregate expenditure, development expenditure, social sector expenditure and capital expenditure *vis-à-vis* the average of General Category States (GCS) during 2014-15, 2017-18 and 2018-19.

Table 1.21: Fiscal Priority of the State during 2014-15, 2017-18 and 2018-19

Fiscal Priority by the State	Aggregate Expenditure/GSDP	Social Sector Expenditure/Aggregate Expenditure	Economic Sector Expenditure/Aggregate Expenditure	Development Expenditure [#] /Aggregate Expenditure	Capital Expenditure/Aggregate Expenditure	Education/Aggregate Expenditure	Health/Aggregate Expenditure
General Category States' Average (Ratio) 2014-15	16.0	36.2	32.3	68.5	14.0	16.5	4.9
Rajasthan (Ratio) 2014-15	18.1	39.4	35.1	74.5	14.5	17.4	5.8
General Category States' Average (Ratio) 2017-18	16.1	36.7	31.2	67.9	14.4	15.5	5.1
Rajasthan (Ratio) 2017-18	20.1	36.1	37.7	73.8	12.3	16.2	6.0
General Category States' Average (Ratio) 2018-19	16.1	36.6	30.4	67.0	14.3	15.0	5.1
Rajasthan (Ratio) 2018-19	20.2	38.8	31.9	70.7	10.5	18.9	6.3

[#] Development Expenditure includes Development Revenue Expenditure, Development Capital Expenditure and Loans and Advances disbursed. See glossary at page no. 150.

Source: (i) For GSDP of Rajasthan, the information was collected from the Directorate of Economics and Statistics, GoR and Finance Accounts.

Table 1.21 indicates the following:

- The ratio of Aggregate Expenditure (AE) to GSDP in the State was higher (20.2 *per cent*) as compared to GCS (16.1 *per cent*) during 2018-19.
- The ratio of Social Sector Expenditure to Aggregate Expenditure, Economic Sector Expenditure to Aggregate Expenditure and Development Expenditure to Aggregate Expenditure in the State was higher than the GCS average during 2018-19.

- The ratio of Capital Expenditure to Aggregate Expenditure in the State was lower (10.5 *per cent*) as compared to GCS (14.3 *per cent*) during 2018-19.
- The ratio of Education Expenditure to Aggregate Expenditure and Health Expenditure to Aggregate Expenditure in the State was higher than the GCS average during 2018-19.

1.8.2 Efficiency of expenditure use

In view of the importance of public expenditure on development heads from the point of view of social and economic development, it is important for the State Government to take appropriate expenditure rationalisation measures and lay emphasis on provision of core public goods and merit goods²⁶. Apart from improving the allocation towards development expenditure²⁷, the efficiency of expenditure use is also reflected by the ratio of capital expenditure to total expenditure (and/or GSDP) and proportion of revenue expenditure being spent on operation and maintenance of the existing Social and Economic services. The higher the ratio of these components to the total expenditure (and/or GSDP), the better would be the quality of expenditure. **Table 1.22** presents the trends in development expenditure relative to the aggregate expenditure of the State during the current year *vis-à-vis* budgeted for the year as well as actual in the previous years.

Table 1.22: Development Expenditure

(₹ in crore)					
Components of Development Expenditure (Social and Economic service)	2014-15	2015-16	2016-17	2017-18	2018-19
a. Development Revenue Expenditure	66,674 (59.9)	75,223 (45.6)	87,937 (56.0)	1,02,391 (61.0)	1,12,409 (59.9)
b. Development Capital Expenditure	15,569 (14.0)	21,545 (13.1)	16,543 (10.5)	20,096 (12.0)	19,050 (10.2)
c. Development Loans and Advances	701 (0.6)	36,602 (22.2)	12,965 (8.3)	1,334 (0.8)	1,113 (0.6)
Development Expenditure (a to c) (Development Expenditure as a percentage of total expenditure)	82,944 (74.5)	1,33,370 (80.9)	1,17,445 (74.8)	1,23,821 (73.8)	1,32,572 (70.7)
Rate of Growth of Development Expenditure over the previous year	25.6	60.8	(-) 11.9	5.4	7.1

Source: Finance Accounts and Budget Documents

Development expenditure comprises Revenue Expenditure, Capital Expenditure and Loans and Advances on Social and Economic Services. As a percentage of total expenditure, it decreased from 74.5 *per cent* during 2014-15 to 70.7 *per cent* during 2018-19.

Table 1.23 gives details of Capital Expenditure and the components of Revenue Expenditure incurred on the selected Social and Economic services.

²⁶ See glossary at page 150.

²⁷ See glossary at page 150.

Table 1.23: Efficiency of Expenditure Use in Selected Social and Economic Services

(In per cent)

Sector	2017-18			2018-19		
	Capital Expenditure to Total Expenditure	Revenue Expenditure		Capital Expenditure to Total Expenditure	Revenue Expenditure	
		Salaries and Wages	Operation and Maintenance		Salaries and Wages	Operation and Maintenance
(A) Social Services						
General Education	1.70	77.48	0.01	2.30	80.26	0.01
Health and Family Welfare	6.57	52.18	0.12	4.21	60.00	0.12
Water Supply, Sanitation, Housing and Urban Development	43.32	19.85	0.97	40.50	23.24	1.51
Total (A)	11.98	51.85	0.37	9.52	56.43	0.24
(B) Economic Services						
Agriculture and Allied Activities	7.10	33.54	0.57	4.62	25.20	0.22
Irrigation and Flood Control	51.55	20.71	8.08	58.69	29.92	7.90
Power and Energy	14.31	0.01	-	15.77	0.01	-
Transport	67.58	5.95	24.49	69.50	8.35	19.19
Total (B)	20.70	5.46	1.49	20.62	7.00	1.09
Total (A+B)	16.41*	29.50	0.91	14.49*	35.88	0.59

Source: Finance Accounts

* (Capital Expenditure on Social Services+ Capital Expenditure on Economic Services)/Total Expenditure (Revenue and Capital Expenditure)*100)

From the above table it can be seen that:

- The share of expenditure on salary and wages in total revenue expenditure increased from 29.50 per cent in 2017-18 to 35.88 per cent in 2018-19.
- The ratio of Capital expenditure to total expenditure decreased from 16.41 per cent in 2017-18 to 14.49 per cent in 2018-19.
- The share of operation and maintenance of social services and economic services in revenue expenditure decreased to 0.59 per cent in 2018-19 from 0.91 per cent in 2017-18.

Recommendation 7:

To improve the efficiency of expenditure and increase future revenue generation potential, the State Government may make efforts to improve proportion of the capital expenditure to total expenditure.

1.8.3 Central Assistance Schemes

As per budget 2018-19 of the State Government, there are 68 Schemes existing under Central Assistance Schemes/Programmes for the State. The position of budget allocations and expenditure during 2018-19 under these 68 schemes is summarised in **Table 1.24**.

Table 1.24: Central Assistance**(₹ in crore)**

No. of Central Assistance Schemes/ Programmes	Budget estimate for State	Central Assistance for state plan	Amount released by GoI	Expenditure
68	31,393.18	18,772.96	12,730.27	27,394.06

Expenditure incurred under Major Schemes both State as well as Central Sponsored schemes against their budget allotment (including Central and State Share) were analysed.

Out of aforesaid 68 schemes, seven major schemes had a shortfall of more than 30 *per cent* of expenditure against the budget provision as given in **Table 1.25**.

Table 1.25: Details of shortfall in expenditure regarding Central Schemes**(₹ in crore)**

S. No	Name of Programme/Schemes	Budget Provision	Total Expenditure	Shortfall in Expenditure	Shortfall (in <i>per cent</i>)
1	Rashtriya Krishi Vikas Yojana (RKVY)	500.00	201.17	-298.83	60
2	Nirmal Bharat Abhiyan (NBA)	2,397.96	720.42	-1,677.54	70
3	National Rural Drinking Water Programme (NRDWP)	3,186.16	2,224.45	-961.71	30
4	Integrated Watershed Management Programme (IWMP)	560.85	350.61	-210.24	37
5	National Rural Livelihood Mission (NRLM)	448.96	144.90	-304.06	68
6	Human Resource in Health and Medical Education	794.98	426.19	-368.79	46
7	Pradhan Mantri Krishi Sinchai Yojana	333.39	148.53	-184.86	55
	Total	8,222.30	4,216.27	-4,006.03	49

Non-utilisation of substantial funds in major schemes not only indicates failure of the concerned Departments in achieving objectives and targets under the schemes but also deprive beneficiaries of their due benefits under the schemes.

1.9 Financial Analysis of Government Expenditure and Investment

In post-FRBM framework, the State is expected to keep its fiscal deficit at targeted levels and also meet its capital expenditure/investment (including loans and advances) requirements. In addition, in a transition to reduce dependence on market resources, the State Government needs to initiate measures to earn adequate returns on its investments and recover the cost of borrowed funds rather than bearing the same in its budget in the form of implicit subsidy. Requisite steps have to be taken to infuse transparency in financial operations. This section presents an analysis of investments and other capital expenditure undertaken by the Government during the current year *vis-à-vis* the previous years.

1.9.1 Financial results of completed Irrigation Projects

The financial results of 6 major²⁸ and 11 medium²⁹ completed irrigation projects revealed that during 2018-19 revenue realised (₹ 77.98 crore) from these projects was only 1.03 *per cent* of the capital expenditure (₹ 7,541.44 crore). This was not even sufficient to cover the direct working expenses. After meeting working and maintenance expenditure (₹ 238.50 crore) and interest charges (₹ 535.08 crore), the projects suffered a net loss of ₹ 695.60 crore.

1.9.2 Incomplete projects

The department-wise information pertaining to incomplete projects (more than ₹ 10 crore each) as on 31 March 2019, is given in **Table 1.26**.

Table 1.26: Department-wise profile of incomplete projects

Department	Total no. of incomplete projects	Original sanctioned cost of all incomplete projects	Original estimated cost of 43 projects which were revised		Revised cost of 43 incomplete projects	Cost Overrun of 43 projects which were revised	Cumulative actual expenditure of all incomplete projects as on 31 March 2019
			No.	Amount			
Water Resources Department	77	8,403.00	25	3,849.77	13,027.62	9,177.85	7,508.74
Public Works Department	128	4,632.00	3	78.31	128.94	50.63	2,110.90
Public Health Engineering Department	74	22,038.61	15	5,763.12	9,044.37	3,281.25	16,789.32
Total	279	35,073.61	43	9691.20	22,200.93	12,509.73	26,408.96

Source: Finance Accounts

As per the information furnished by the State Government, there were 279 incomplete projects (more than ₹ 10 crore each) as on 31 March 2019, on which an amount of ₹ 26,409 crore was spent. 43 projects³⁰ out of 279 had cost overrun of ₹ 12,510 crore (129 *per cent*). Further, 88 projects (₹ 21,181.93 crore) were incomplete for the past 5 to 25 years.

An amount of ₹ 26,408.96 crore was spent on all these incomplete projects which was 14 *per cent* of the cumulative capital outlay (₹ 1,88,108.83 crore) of the State.

No expenditure was incurred during 2018-19 on 28 projects (Water Resources Department: 08, Public Works Department: 19 and Public Health Engineering Department: 01).

²⁸ (i) Bhakra Nangal Project; (ii) Chambal Project; (iii) Indira Gandhi Nahar Project; (iv) Gurgaon Canal; (v) Jakham Project and (vi) Gang Canal.

²⁹ (i) Jawai River Project Sei Diversion Scheme; (ii) Meja Project; (iii) Parbati Project; (iv) Gudha Project; (v) Morel Project; (vi) Alnia Project; (vii) West Banas Project; (viii) Vallabh Nagar Project; (ix) Badgaon Pal Project; (x) Orai Irrigation Project and (xi) Wagon Diversion Scheme.

³⁰ Substantial cost overruns in (i) Water Resources Department Project cost of Parwan Project increased by 212 *per cent* (₹ 4,994.80 crore) from ₹ 2360.43 crore to ₹ 7,355.23 crore whereas Narmada Jalore Project increased by 568 *per cent* (₹ 2,656.47 crore) from ₹ 467.53 crore to ₹ 3,124 crore, (ii) Public Works Department Project cost of ROB Sri Mahaveerji L. C. No. 195 WCR increased by 100 *per cent* (₹ 18.79 crore) from ₹ 18.77 crore to ₹ 37.56 crore and (iii) Public Health and Engineering Department Project cost of Aapni Yojana Phase II increased by 168 *per cent* (₹ 608.99 crore) from ₹ 362.22 crore to ₹ 971.21 crore.

Due to non-completion of projects within the stipulated time, the expected benefits to society were delayed and the cost of the projects also increased over the years.

1.9.3 Investment and returns

Statement 19 of Annual Finance Accounts of the State Government contains the details of investments of the Government. As per the statement, as on 31 March 2019, the total Government investment was ₹ 49,861.39 crore in 44 Government Companies (₹ 47,715.98 crore), seven Statutory Corporations (₹ 764.34 crore), two Rural Banks (₹ 73.69 crore), 10 Joint Venture Companies (₹ 546.37 crore), 23 Joint Stock Companies (₹ 139.66 crore), one partnership concern³¹ and Cooperative Banks and Societies (₹ 621.35 crore). The above investment included ₹ 19.37 crore in three non-working Statutory Corporations and ₹ 0.27 crore in three non-working Government Companies. The average return on this investment was 0.1 to 0.3 *per cent* during 2014-19, while the Government paid an average interest of 6.7 to 7.6 *per cent* on its borrowings (Table 1.27) indicating that return on investment of the State Government is very low.

Continued use of borrowed funds for investments which do not yield sufficient financial return would lead to an unsustainable financial position.

Table 1.27: Returns on Investment

Investment/Returns/Cost of Borrowings	2014-15	2015-16	2016-17	2017-18	2018-19
Investment at the end of the year (₹ in crore)	27,909.59	37,417.62	41,733.94	45,780.60	49,861.39
Returns (₹ in crore)	63.33	97.41	67.80	66.76	55.80
Returns (<i>per cent</i>)	0.2	0.3	0.2	0.1	0.1
Average rate ³² of interest on Government borrowings (<i>per cent</i>)	7.5	6.7	7.6	7.3	7.3
Difference between interest rate and returns (<i>per cent</i>)	7.3	6.4	7.4	7.2	7.2

Source: Finance Accounts

During the year 2018-19, net investment of the State Government in Government Companies, Rural Banks and Cooperative Banks and Societies was ₹ 4,080.79 crore. Out of this, ₹ 3,822.30 crore (94 *per cent*) was invested in five power companies having accumulated losses of ₹ 95,506 crore. The Government had invested ₹ 45,265.06 crore (91 *per cent* of total investment) in five power companies as on 31 March 2019.

The investment of the State Government included ₹ 47,711.58 crore in 40 working Government Companies, of which only eight companies had declared dividend aggregating to ₹ 44.72 crore against an investment of ₹ 290.77 crore.

Statement No 19 of the Finance Accounts of the State Government for the year 2018-19 revealed that the State Government had made investments of ₹ 5.99 crore in two statutory corporations, three government companies, 15 Joint Stock Companies (JSCs) and one Partnership Concern between the

³¹ Only ₹ 20,833.

³² See glossary at page 150 for method of calculation.

period from 1900-01 to 1997-98 but received no dividend. In most of these cases, the accounting information was not made available due to which the picture of updated status in respect of most JSCs is not clear. Moreover, the status of liquidation in most of these units could not be ascertained. This position needs to be reconciled and ratified by the State Government. The details are given in *Appendix 1.8*.

- ***Investment in Joint Stock Companies***

The State Government has invested ₹ 139.66 crore (only 0.3 per cent of total investment) in 23 JSCs out of total investment ₹ 49,861.39 crore as of 31 March 2019. The investment of State Government in JSCs included ₹ 137.50 crore (98 per cent) in Road Infrastructure Development Company of Rajasthan Limited, Jaipur. The State Government did not receive any dividend from JSCs during 2018-19. Further, nine JSCs were under liquidation where the State Government has invested ₹ 0.23 crore upto 1990-91.

- ***Erosion of capital due to losses***

As per latest finalised accounts of the State PSU's, the total paid up capital of 43 State PSUs (including 10 subsidiary companies) was ₹ 49,290.18 crore which included State Government investment of ₹ 48,402.59 crore (98.2 per cent). The aggregated accumulated losses of State PSUs was ₹ 97,773.89 crore (*Appendix 1.9*). A higher quantum of accumulated losses than the capital investment shows that the overall capital of the State PSUs had entirely been eroded and culminated into negative net worth of ₹ 48,483.71 crore. Further analysis of investment and accumulated losses disclosed that this erosion (₹ 64,464.69 crore) occurred in 16 out of 43 PSUs. PSUs of power sector mainly contributed to the erosion of investment. The accumulated losses of the power sector PSUs were ₹ 96,597.14 crore as against the capital investment of ₹ 45,700.40 crore.

XIII-FC had recommended that the State Government should draw up a road map by March 2011 for closure of non-working companies. However, it was observed that no such road map was drawn by the Government in respect of six non-working Statutory Corporations/ Government Companies³³.

State Government has made investment of ₹ 152.12 crore in four working Public Sector Undertakings (Rajasthan Tourism Development Corporation Limited, Jaipur: ₹ 56.45 crore, Rajasthan State Food and Civil Supply Corporation Limited, Jaipur: ₹ 50.00 crore, Rajasthan Urban Drinking Water, Sewerage and Infrastructure Limited: ₹ 33.51 crore and Rajasthan State Hotels Corporation Limited, Jaipur: ₹ 12.16 crore) up to the end of 31 March 2019 in the form of equity and loans. However, these companies have not finalized

³³ (i) Rajasthan Land Development Corporation, Jaipur: (₹ 19.36 crore), (ii) Rajasthan State Mandi Development Corporation, Jaipur: (₹ 0.65 lakh), (iii) Rajasthan Water Supply and Sewerage Corporation, Jaipur: (₹ 0.08 lakh), (iv) Rajasthan *Rajya Van Vikas Nigam* Limited, Jaipur: (₹ 16.75 lakh), (v) Rajasthan State Electricity Corporation, Jaipur: (₹ 5.00 lakh) and (vi) Rajasthan State Vidhyut Vitran Finance Corporation, Jaipur: (₹ 5.00 lakh).

their accounts for last one to two years in gross violation of provisions of the Companies Act. Therefore, Audit was unable to discharge the responsibilities with regard to the accounts of these companies as required under the CAG's DPC Act, 1971 and the Companies Act.

Recommendation 8:

In view of the huge losses of some of the State-owned Public Sector Undertakings, the State Government may consider reviewing their working so as to reduce losses and take proactive steps to strengthen these PSUs.

1.9.4 Loans and Advances by the State Government

In addition to investments in Cooperative Societies, Corporations and Companies, the Government has also been providing loans and advances to many of these institutions/organisations. **Table 1.28** presents the outstanding loans and advances as on 31 March 2019 and interest receipts *vis-à-vis* interest payments during the last three years.

Table 1.28: Average interest received on loans advanced by Government

	(₹ in crore)		
Quantum of Loans/Interest Receipts/ Cost of Borrowings	2016-17	2017-18	2018-19
Opening Balance	39,856	51,108	37,308
Amount advanced during the year	12,965	1,334	1,113
Amount repaid during the year	1,713	15,134	15,158
Closing Balance	51,108	37,308	23,263
Net addition	11,252	(-) 13,800	(-) 14,045
Interest Receipts	172	3,020	4,390
Interest Receipts as <i>per cent</i> to average of outstanding Loans and Advances	0.4	6.8	14.5
Interest payments as <i>per cent</i> to outstanding fiscal liabilities of the State Government.	7.6	7.3	7.3
Difference between interest Receipts and interest Payments (<i>per cent</i>)	(-) 7.2	(-) 0.5	(+) 7.2

Source: Finance Accounts

Total loans and advances (₹ 23,263 crore) included loans and advances of ₹ 18,677 crore (80 *per cent*) given to Power Projects. The amount of loans and advances disbursed during the year decreased from ₹ 1,334 crore in 2017-18 to ₹ 1,113 crore (Economic Services: ₹ 877 crore and Social Services: ₹ 236 crore) in 2018-19.

During the current year major portion of loan was advanced to Rajasthan State Cooperative Marketing Federation (RAJFED): ₹ 500 crore, Jaipur Metro Rail Corporation Limited: ₹ 185 crore, Rajasthan Rajya Vidyut Prasaran Nigam Limited: ₹ 177 crore and Rajasthan Infrastructure Transport Development Fund: ₹ 100 crore. Regarding repayment of loans, it was seen that loans amounting to ₹ 67 crore were outstanding (**Appendix 1.7**) for the last 16 years or more.

1.9.5 Implementation of Ujwal Discom Assurance Yojana (UDAY)

The Ministry of Power, Government of India (GoI) had launched (November 2015) the Ujwal Discom Assurance Yojana (UDAY) Scheme for the financial turnaround of Power Distribution Companies (DISCOMs).

Transmission and Distribution (T&D) losses of DISCOMs during the period 2009-10 to 2018-19 ranged between 24 *per cent* and 31 *per cent* wherein, the major portion of T&D losses were due to Distribution losses. As of March 2019, T&D losses stood at 26 *per cent*, 81 *per cent* of the same was on account of distribution losses. Further, the accumulated losses of DISCOMs increased to ₹ 89,853.85 crore in the last decade. Net profit for the year 2018-19 was ₹ 2,606.67 crore (*Appendix 1.10*).

With an objective to improve the operational and financial efficiency of the State DISCOMs, a tripartite Memorandum of Undertaking (MoU) was executed (27th January 2016) between Ministry of Power (GoI), Government of Rajasthan (GoR) and State Power Distribution Companies i.e. Ajmer Vidyut Vitran Nigam Limited, Jaipur Vidyut Vitran Nigam Limited and Jodhpur Vidyut Vitran Nigam Limited under this scheme. This scheme facilitated GoR to take over 75 *per cent* of DISCOM's outstanding debt as on 30th September 2015 over a period of two years.

The outstanding debt of three DISCOMs was ₹ 83,230 crore as on 30 September 2015. The GoR had taken over debt of DISCOMs of ₹ 62,422 crore³⁴ (75 *per cent* of ₹ 83,230 crore) under UDAY in form of ₹ 8,700 crore as equity, ₹ 44,722 crore as loan and ₹ 9,000 crore as subsidy. It has been informed by the State Government to Ministry of Power, GoI that the loan extended (₹ 44,722 crore) to DISCOMs under UDAY scheme will be converted into grant and equity in the next three years i.e. upto 2019-20 as per relaxation given in UDAY. Accordingly, during 2017-18 and 2018-19 the GoR has converted loan of ₹ 30,000 crore into equity of ₹ 6,000 crore and subsidy of ₹ 24,000 crore, hence, leaving balance of outstanding loan of ₹ 14,721.96 crore. Details are given in **Table 1.29**.

Table 1.29: Position of Equity/Loan/ Subsidy under UDAY

(₹ in crore)				
Year	Equity Investment	Loan	Subsidy	Total
2015-16	5,700.00	34,349.77	-	40,049.77
2016-17	3,000.00	10,372.19	9,000.00	22,372.19
Total	8,700.00	44,721.96	9,000.00	62,421.96
2017-18	3,000.00	(-) 15,000.00	12,000.00	-
2018-19	3,000.00	(-) 15,000.00	12,000.00	-
Position as on 31-03-2019	14,700.00 (23.55%)	14,721.96 (23.58%)	33,000.00 (52.87%)	62,421.96

The above position indicates that on account of taking over debt of DISCOMs under UDAY, the GoR had made investment of ₹ 14,700 crore as Equity, ₹ 14,722 crore as Loans and ₹ 33,000 crore as Subsidy in these three DISCOMs upto March 2019. The GoR had raised borrowings of ₹ 62,422

³⁴ During 2015-16: ₹ 40,050 crore and 2016-17: ₹ 22,372 crore.

crore during 2015-16 and 2016-17 (₹ 40,050 crore during 2015-16 and ₹ 22,372 crore during 2016-17) to take over debt of DISCOMs under UDAY. At the end of March 2019, outstanding borrowings of the State on account of issue of Non Statutory Liquidity Ratio Bonds and forfeited Bonds under UDAY Yojana, was ₹ 51,636 crore.

1.9.6 Resource availability of the State under Public Private Partnership Projects

Public Private Partnership (PPP) is an arrangement between the government or statutory entity and a private sector entity, to provide a framework that enables them to work together to meet the rising demand of the public for infrastructure development. The PPP cell was established (July 2007) by the State Government under administrative control of the Planning Department. It acts as the nodal agency to coordinate and monitor all efforts of the State Government for public private partnership and serves as the repository of all information relating to PPP in the State.

As per information furnished (June 2019) by the PPP cell, 175 projects amounting to ₹ 14,706.46 crore were completed and 45 projects amounting to ₹ 4,906.00 crore were under progress as on 31 March 2019. Besides, 95 projects amounting to ₹ 24,825.05 crore relating to Roads, Urban Infrastructure, Power, Water, Social and Other Sectors are under planning or in pipeline. Sector-wise details of PPP projects completed, ongoing and to be taken up in future are shown in **Table 1.30**.

Table 1.30: Sector-wise details of PPP Projects

(₹ in crore)

S. No.	Sector	Completed		Ongoing		Planned for future	
		No.	Estimated Cost	No.	Estimated Cost	No.	Estimated Cost
1.	Road	63	6,300.10	12	2,878.64	67	9,029.77
2.	Urban Infrastructure	22	402.94	13	646.37	15	12,843.55
3.	Power	11	7,097.90	8	1,310.92	1	20.00
4.	Water	1	46.00	-	-	2	2,165.00
5.	IT	1	54.01	-	-	-	-
6.	Social	62	645.14	11	46.41	7	298.43
7.	Other	15	160.37	1	23.66	3	468.30
	Total	175	14,706.46	45	4,906.00	95	24,825.05

Scrutiny of the budget documents of 2018-19 revealed that the State Government did not provide the details of figures and information regarding investment made in PPP projects in the previous year. Further, the revenue generated against these projects of the State Government was not ascertainable (by the Private sector as well) in the budget document. For the current year the documents also do not reveal distinctively and separately, the estimated investment to be made by the Private and Government sectors in connection with PPP projects involving the State Government.

1.10 Assets and Liabilities

In the existing Government accounting system, comprehensive accounting of fixed assets like land and buildings owned by the Government is not done. However, the Government accounts do capture the financial liabilities of the Government and the assets created out of the expenditure incurred. *Appendix 1.5* gives an abstract of such liabilities and the assets as on 31 March 2019, compared with the corresponding position on 31 March 2018. The liabilities in this Appendix consist mainly of internal borrowings, loans and advances from GoI, receipts from public account and reserve funds, the assets comprise mainly the capital outlay and loans and advances given by the State Government and cash balances.

According to FRBM Act, 2005, the total liability means the explicit liabilities under the Consolidated Fund of the State and the Public Account of the State including General Provident Fund.

1.10.1 Growth and composition of Assets and Liabilities

The growth rate of components of assets and liabilities are summarised in **Table 1.31**.

Table 1.31: Summarised position of Assets and Liabilities

(₹ in crore)

Liabilities				Assets			
	2017-18	2018-19	Per cent increase		2017-18	2018-19	Per cent increase
Consolidated Fund	2,12,306.86	2,33,238.88	9.9	Consolidated Fund	2,05,798.57	2,11,371.32	2.7
A Internal Debt	2,00,243.86	2,19,311.48	9.5	a Gross Capital Outlay	1,68,490.76	1,88,108.83	11.6
B Loans and Advances from GoI	12,063.00	13,927.40	15.5	b Loans and Advances	37,307.81	23,262.49	(-) 37.6
Contingency Fund	500.00	500.00	-				
Public Account	71,841.90	81,846.96	13.9	Public Account	164.51	211.91	28.8
A Small Savings, Provident Funds, etc.	42,095.22	47,478.08	12.8	a Advances	3.21	3.21	-
B Deposits	24,762.22	28,817.51	16.4	b Remittance	11.47	2.05	(-) 82.1
C Reserve Funds	4,984.46	5,551.37	11.4	c Suspense and Miscellaneous	149.83	206.65	37.9
D Remittances	-	-	-	Cash balance (including investment in Earmarked Fund)	9,376.99	5,793.75	(-) 38.2
				Total	2,15,340.07	2,17,376.98	0.9
				Deficit in Revenue Account	69,308.69	98,208.86	41.7
Total	2,84,648.76	3,15,585.84	10.9	Total	2,84,648.76	3,15,585.84	10.9

Source: Finance Accounts

During 2018-19, the assets increased by 0.9 per cent, while the liabilities increased by 10.9 per cent over the previous year.

1.10.2 Fiscal Liabilities

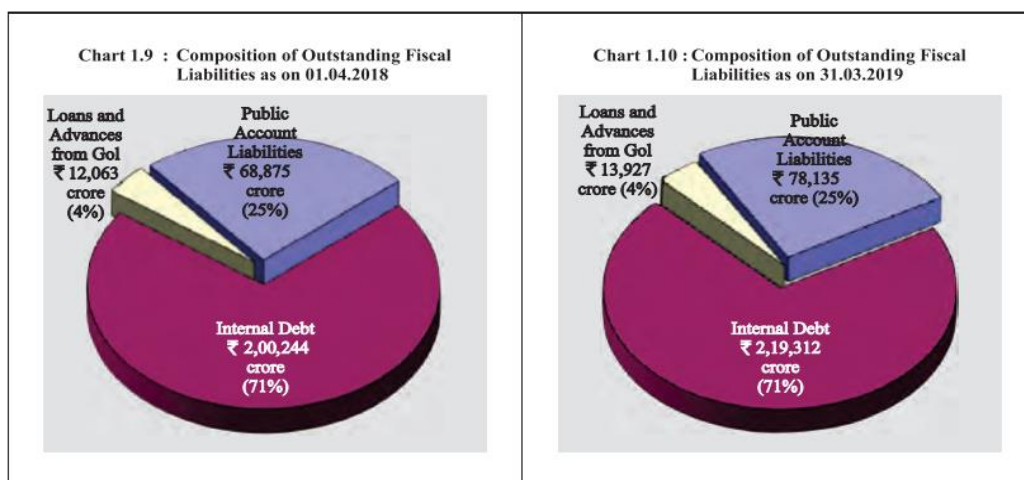
The trends in Fiscal Liabilities relative to GSDP are shown in **Table 1.32**.

Table 1.32: Fiscal Liabilities- Basic Parameters

(₹ in crore)					
	2014-15	2015-16	2016-17	2017-18	2018-19
Fiscal Liabilities	1,47,609	2,09,386	2,55,002	2,81,182	3,11,374
Rate of Growth	13.6	41.9	21.8	10.3	10.7
Population (in crore)	7.20	7.29	7.39	7.49	7.58
Per capita debt (in ₹)	20,501	28,722	34,504	37,541	41,078
Fiscal Liabilities as a percentage of					
GSDP	24.0	30.7	33.6	33.6	33.5
Revenue Receipts	161.6	208.8	233.9	220.9	225.8
Own Resources	284.4	390.3	455.5	423.9	409.8

Source: Finance Accounts

The composition of fiscal liabilities during the current year *vis-à-vis* the previous year is presented in **Chart 1.9** and **Chart 1.10**.



Source: Finance Accounts

During 2018-19, fiscal liabilities increased by 11 per cent (₹ 30,192 crore) over the previous year due to increase in Internal Debt by 10 per cent (₹ 19,068 crore), Public Account Liabilities by 13 per cent (₹ 9,260 crore) and Loans and Advances from GoI by 15 per cent (₹ 1,864 crore).

The fiscal liabilities of ₹ 3,11,374 crore existing on 31 March 2019, included outstanding borrowings of ₹ 51,636 crore under UDAY, on account of issue of Non Statutory Liquidity Ratio (SLR) Bonds and forfeited Bonds which constituted Internal Debt of the State Government.

During 2018-19, though the fiscal liability (total outstanding debt) to GSDP ratio (33.51 per cent) was within the FRBM target (35.0 per cent), however, it was substantially higher than the limit (24.4 per cent) recommended by the XIV-FC. Also, it was higher than the MTFPS target (32.76 per cent) as projected by the State Government itself. Further, the State Governments

*annual incremental borrowings*³⁵ (₹ 30,192 crore) were higher than the ceilings for annual borrowings fixed by the GoI (₹ 28,203 crore) as per recommendations of XIV-FC.

1.10.3 Cash balances and investment of cash balances

Table 1.33 depicts the cash balances and investments made by the State Government out of cash balances during the year.

Table 1.33: Cash balances and Investment of Cash balances

(₹ in crore)			
	Opening balance on 1 April 2018	Closing balance on 31 March 2019	Increase/ Decrease (-)
(a) General Cash Balance			
Cash in Treasuries	0.05	0.05	-
Deposits with Reserve Bank	11.09	(-) 64.45	(-) 75.54
Remittances in transit - Local	(-) 6.51	(-) 12.32	(-) 5.81
Total	4.63	(-) 76.72	(-) 81.35
Investments held in Cash Balance investment account	6,401.72	2,154.46	(-) 4,247.26
Total (a)	6,406.35	2,077.74	(-) 4,328.61
(b) Other Cash Balances and Investments			
Cash with departmental officers viz, Public Works Department Officers, Forest Department Officers, District Collectors	1.03	0.87	(-) 0.16
Permanent advances for contingent expenditure with departmental officers	2.90	2.86	(-) 0.04
Investment of earmarked funds	2,966.71	3,712.28	745.57
Total (b)	2,970.64	3,716.01	745.37
Grand total (a)+ (b)	9,376.99	5,793.75	(-) 3,583.24

Source: Finance Accounts

The State Government's cash balances at the end of the current year amounted to ₹ 5,794 crore. This has decreased by ₹ 3,583 crore (38.2 per cent) from the previous year.

- **Investment of cash balances**

Thirteenth Finance Commission as well as XIV-FC had recommended a directed effort by State Governments having large cash balances towards utilising their existing cash balances before resorting to fresh borrowings. Accumulation of cash beyond a level can be treated as inefficient management, as it leads to borrowing and avoidable interest burden. The Reserve Bank of India also reiterated the fact and advised the States to manage their cash balances more efficiently.

Year-wise position of cash balances³⁶, market loans raised and budgeted expenditure is given in **Table 1.34**.

³⁵ It included Open Market Borrowings, Negotiated Loans from financial institutions, National Small Savings Fund loans, Central Government loans including EAPs, any loans for State Plan Schemes and Centrally Sponsored Schemes, other liabilities arising out of Public Account transfers under Small Savings, Provident Funds, Reserve Funds, Deposits, etc.

³⁶ It includes Cash in Treasuries, Deposits with Reserve Bank, Remittances in Transit-Local, Cash with the Departmental Officers, Permanent Advance, Investment from Cash balances and Investment from Earmarked balances.

Table 1.34: Position of cash balances, market loans and budgeted expenditure

	(₹ in crore)				
	2014-15	2015-16	2016-17	2017-18	2018-19
Cash balance as on 1 April	10,446.44	8,949.28	8,397.27	8,112.46	9,376.99
Cash balance as on 31 March	8,949.28	8,397.27	8,112.46	9,376.99	5,793.75
Investment of cash balance in GoI Treasury Bills/Securities	7,628.42	5,915.95	5,585.10	6,401.72	2,154.46
Market loan raised	12,300	15,800	16,054	24,914	33,178
Total budgeted expenditure	1,26,470	1,32,883	1,66,541	1,70,073	1,95,439
Average monthly budgeted expenditure	10,539	11,074	13,878	14,173	16,287

Source: Finance Accounts and Budget Documents

The surplus cash balances of the State Government are automatically invested in 14 day treasury bills with an average interest rate of 5 per cent per annum and partly in 91,181 and 364 day auctioned treasury bills of RBI. Till the end of 2018-19, a sum of ₹ 2,154.46 crore was invested in GoI Treasury Bills/ Securities, which earned an interest of ₹ 281.20 crore. Further, ₹ 3,712.28 crore was also invested in earmarked funds.

State Government had maintained positive cash balances throughout the financial year without availing any ways and means advances or overdraft situation.

1.10.4 Reserve Funds

According to Paragraph 4.5 of the State Budget Manual, Reserves and Reserve Funds are created for specific and well defined purposes in the accounts of the State Government (Public Account). These funds are created by contributions or grants from the Consolidated Fund of State or from outside agencies. The funds are further divided into two parts (i) Reserve Funds bearing interest and (ii) Reserve Funds not bearing interest. The funds are created by the sums transferred by debiting the concerned expenditure head of the Consolidated Fund of the State. Thereafter, the total expenditure incurred during the year is to be reimbursed from the concerned Reserve Fund.

As on 31 March 2019, there was an amount of ₹ 5,551.37 crore³⁷ in 26 Reserve Funds in Public Accounts including ₹ 738.24 crore in three interest bearing funds.

³⁷ It included mainly (a) Interest bearing (i) State Disaster Response Fund: ₹ 670.76 crore; (ii) Water Works under Depreciation Reserve Fund: ₹ 67.28 crore and (b) Non-interest bearing: (iii) Guarantee Redemption Fund: ₹ 4,080.16 crore; (iv) Resource Development Fund: ₹ 180.88 crore; (v) Rajasthan Transport Infrastructure Development Fund: ₹ 150.24 crore (vi) Dedicated Road Safety Fund: ₹ 142.55 crore (vii) Environment Reform and Health Fund in Mining Areas: ₹ 117.35 crore; and (viii) Water Conservation Cess Fund ₹ 53.64 crore.

- ***Operative Reserve Funds***

During 2018-19, a sum of ₹ 4,150.19 crore was credited to 22 operative Reserve Funds of the state which mainly included State Disaster Response Fund (₹ 2,103.68 crore³⁸), Guarantee Redemption Fund (₹ 713.48 crore), State Road and Bridges Fund (₹ 260.34 crore), Other Development and Welfare Fund (₹ 809.35 crore) and Development Funds for Animal Husbandry Purposes (₹ 261.00 crore).

- ***Inoperative Reserve Funds***

As per Finance Account 2018-19, four Reserve Funds (₹ 4.24 crore) were inactive for more than five years. However, there is no provision for closing of inoperative reserve fund in the State Budget Manual. Of these, one fund³⁹ (₹ 0.20 crore) was interest bearing and three funds⁴⁰ (₹ 4.04 crore) were non-interest bearing.

The State Government was required to credit interest of ₹ 5.06 crore (conservatively estimated at 7.5 per cent, representing the average interest rate on Ways and Means Advances) on ₹ 67.48 crore lying in two interest bearing funds (one operative: ₹ 67.28 crore and one inoperative: ₹ 0.20 crore) as on 31 March 2018. It was however, observed that the same was not credited.

Detailed analysis of some of these operative reserve funds is as under:

1.10.4.1 State Disaster Response Fund

The State Disaster Response Fund (SDRF) was set up on 1 April 2010 replacing the existing Calamity Relief Fund. The XIV-FC had recommended that annual contributions to the fund were to be contributed by GoI and State Government in the ratio of 75:25 per cent. As per recommendations of the XIV-FC, the GoR had to transfer ₹ 1,277 crore (₹ 957.75 crore central Share and ₹ 319.25 crore state share) to the SDRF during 2018-19. However, though GoI had transferred the full amount to GoR, it transferred only ₹ 1,181.22 crore (central share: ₹ 861.97 crore and state share: ₹ 319.25 crore) to the SDRF resulting in short transfer of the central share by ₹ 95.78 crore.

The State Government also transferred additional assistance of ₹ 526.14 crore received from GoI as well as last year's pending amount of ₹ 306.12 crore to the National Disaster Response Fund (NDRF) during 2018-19. There was net balance of ₹ 670.76 crore in SDRF (including balance in NDRF) after setting off expenditure of ₹ 1,516.19 crore on disaster relief operations as on 31 March 2019.

As per Guidelines (July 2015) for administration of the State Disaster Response Fund, the accretions to the fund together with income earned on the

³⁸ It included ₹ 832.26 crore of NDRF (including ₹ 306.12 crore for 2017-18).

³⁹ Departmental Management Scheme of *Jhamar Kotra* Rock Phosphate: ₹ 20.45 lakh.

⁴⁰ (i) Farmers Reform Fund: ₹ 0.74 lakh, (ii) Fund for intensive egg and hen production and marketing centres with the assistance of World Food Programme: ₹ 0.95 lakh and (iii) State Road Development Fund: ₹ 402.08 lakh.

investment of the SDRF was to be invested in Central Government dated Securities, Auctioned Treasury Bills and Interest earning deposits and certificates of deposits with scheduled Commercial banks. However, GoR invested only a part of SDRF balances into treasury bills and remaining amount kept for own use.

During 2018-19, the Fund earned ₹ 10.36 crore as interest through investing the unspent amount of fund in Treasury Bills. The GoR also paid ₹ 31.75 crore as interest on the amount which remained un-invested during 2017-18 and ₹ 16.59 crore as half yearly interest on amount which remained un-invested during 2018-19. However, the State Government did not credit interest on the un-invested amount from October 2018 to March 2019 during 2018-19.

1.10.4.2 Rajasthan State Road Development Fund

The Government of Rajasthan (GoR) constituted Rajasthan State Road Development Fund in 2004 for development of State roads and State Road Development Projects as prescribed in the Act. The Act also provides for levying and collection of cess on sales of motor spirit (commonly known as petrol and high speed diesel oil). The applicable rate of levying of cess was ₹ 1.75 per litre w.e.f. 15.01.2016. The fund was constituted as a non interest bearing Reserve Fund in the Public Account and classified under the Head “8225-101-State Roads and Bridges Fund” in the accounts of the State Government.

Position of collection and transfer of the cess to State Roads and Bridges Fund as provided by the department is given in the **Table 1.35**.

Table 1.35: Position of collection and transfer of cess to the fund

(₹ in crore)						
S. No.	Year	Opening Balance of Un-transferred Amount	Cess Collection	Total (3+4)	Transferred to the fund	Closing Balance of Un-transferred Amount (5-6)
1	2	3	4	5	6	7
1	2014-15	208.31	407.01	615.32	280.00	335.32
2	2015-16	335.32	951.75	1,287.07	572.74	714.33
3	2016-17	714.33	1,311.78	2,026.11	0	2,026.11
4	2017-18	2,026.11	1,394.37	3,420.48	425.00	2,995.48
5	2018-19	2,995.48	1,409.62	4,405.10	260.34	4,144.76
	Total		5,474.53		1,538.08	

It was observed that the amount of cess collected was not fully transferred to the fund in any of these years. Against total collected cess of ₹ 5,474.53 crore only an amount of ₹ 1,538.08 crore (28.1 per cent) was transferred to the Fund during 2014-19.

It is evident from the table that an amount of ₹ 1,149.28 crore out of ₹ 1,409.62 crore during the year 2018-19 was pending for transfer from Consolidated Fund of the State to the Rajasthan State Road Development Fund as on March 2019.

1.10.4.3 Rajasthan Cow Protection and Promotion Fund

As per Section 3(B) of Rajasthan Stamp Act, 1998, State Government had proposed surcharge for conservation and propagation of cow and its progeny w.e.f. 08.03.2016. Further, Gopalan Department, Government of Rajasthan (GoR) had constituted “Rajasthan Cow Protection and Promotion Fund” in November 2016 and issued “Rajasthan Cow Protection and Promotion Fund” Rules, 2016 for administration of this fund. Main objective of this fund was the protection and development of cows and to create permanent infrastructure for cow shelter, homes and *kanji houses*.

The State Government had further introduced surcharge on Value Added Tax levied as per the Rajasthan Value Added Tax (Amendment) Act, 2018, proceeds of which shall be utilized for the purpose of conservation and propagation of cow and its progeny. As per these Rules, the surcharge levied and collected under the Act will be transferred to the fund. Out of this fund, one *per cent* amount may be incurred for administrative expenses by Gopalan Department.

Year-wise position of collection and transfer of surcharge to the Rajasthan Cow Protection and Promotion Fund is given in **Table 1.36**.

Table 1.36: Position of collection/transfer of surcharge to the fund

(₹ in crore)						
S. No.	Year	Opening Balance of Un-transferred Amount	Receipts of surcharge	Total (3+4)	Amount transferred to Fund	Closing Balance of Un-transferred Amount (5-6)
1	2	3	4	5	6	7
1	2015-16	-	13.16	13.16	-	13.16
2	2016-17	13.16	138.45	151.61	103.84	47.77
3	2017-18	47.77	257.98	305.75	173.68	132.07
4	2018-19*	132.07	536.25	668.32	261.00	407.32

* Receipt inclusive of surcharge on VAT also.

It is evident from the table that during the year 2018-19 an amount of ₹ 275.25 crore out of ₹ 536.25 crore was pending for transfer from Consolidated Fund of the State to the Rajasthan Cow Protection and Promotion Fund as on March 2019.

The Department stated that the amount transferred to the fund was only as per budget provision and budget provisions are made as per needs of the department. Reply is not acceptable as Rules provide that un-transferred amount of previous year balances and estimated receipts of current year should be transferred every year.

Further, during the year an amount of ₹ 240.57 crore was disbursed from the Rajasthan Cow Protection and Promotion Fund leaving an unspent balance of ₹ 32.18 crore as on March 2019.

1.10.4.4 Rajasthan Building and Other Construction Workers Welfare Fund

In addition to above mentioned Reserve Funds, GoR has also created the Rajasthan Building and Other Construction Workers Welfare Fund which is being operated as Personal Deposit Account (PD Account).

The Government of India (GoI) has enacted legislation like Building and Other Construction Workers (Regulation of Employment and Conditions of Services) Act, 1996 and the Building and Other Construction Workers Welfare Cess Act, 1996 for formulating and implementing various welfare schemes for the construction workers. As per Section 3 of the Cess Act, for augmenting resources of the Board, a cess (at prescribed rates) was leviable on all establishment whether central/state government departments/organizations or semi government organizations or private organizations carrying the building or other construction work.

To implement provisions of the Act, the Government of Rajasthan (GoR) has framed The Rajasthan Building and Other Construction Workers (Regulation of employment and conditions of service) Rules 2009 and created “Rajasthan Building and Other Construction Workers Welfare Fund” (Fund). As per rules, the amount of cess was to be transferred to the Fund within 30 days of its collection.

It was however, observed that an amount of ₹ 382.34 crore was pending for transfer from Consolidated Fund of the State to the Rajasthan Building and Other Construction Workers Welfare Fund as on March 2019 as given in **Table 1.37**.

Table 1.37: Position of collection and transfer of the cess to fund

(₹ in crore)						
S. No.	Year	Opening Balance of collected cess	Cess collected during the year	Total (3+4)	Amount transferred to the Board	Closing Balance (5-6)
1	2	3	4	5	6	7
1	2014-15	251.95	278.75	530.70	251.95	278.75
2	2015-16	278.75	322.45	601.20	278.75	322.45
3	2016-17	322.45	342.69	665.14	322.70	342.44
4	2017-18	342.44	338.60	681.04	342.69	338.35
5	2018-19	338.35	382.59	720.94	338.60	382.34

As evident from the table, out of ₹ 382.59 crore collected during the year 2018-19 an amount of ₹ 43.99 crore was short transferred in the fund as on March 2019.

Further, an expenditure of ₹ 302.90 crore was incurred from the Rajasthan Building and Other Construction Workers Welfare Fund during 2018-19 leaving huge unspent balance of ₹ 100.03 crore as on March 2019.

The Department intimated (November 2019) that balance amount (₹ 100.03 crore) in the fund was on account of bills pending for payments with treasury.

Thus, from the review of Reserve Funds, it is observed that the State Government has short transferred ₹ 1564.30 crore in four Reserve fund/Deposit fund during the financial year 2018-19 in violation of rules and, therefore, has deferred its current year liability to future years, which has impact of understating the fiscal deficit by an equivalent amount.

Recommendation 9:

The State Government may consider transferring all the outstanding receipts to the statutory Reserve Funds/Deposit Funds to achieve the intended objectives of these funds as well as to ensure correct depiction of financial position of State Government.

1.10.5 Contingent liabilities

(i) Status of Guarantees

Guarantees are contingent liabilities on the Consolidated Fund of the State which can be invoked in case of default by the borrower for whom the guarantee was extended. As per FRBM Act, 2005 (amended in April 2016) total outstanding Government guarantee on 31st March 2017 shall not exceed 70 per cent of estimated receipts in the Consolidated Fund of the State in financial year 2016-17 and thereafter total outstanding government guarantee at the end of each financial year shall not exceed 60 per cent of estimated receipts in the Consolidated Fund of the State in that financial year.

As per Statement 9 of the Finance Accounts, the maximum amount for which guarantees were given by the State and outstanding guarantees for the last three years are given in **Table 1.38**.

Table 1.38: Guarantees given by the Government of Rajasthan

(₹ in crore)				
Guarantees	2015-16	2016-17	2017-18	2018-19
Maximum amount guaranteed	1,61,236	1,18,161	1,12,057	1,31,026
Outstanding amount of guarantees	53,620	51,119	61,761	70,430
Maximum amount guaranteed to total Revenue Receipts (in per cent)	160.8	108.4	88.0	95.0
Estimated receipts in the Consolidated Fund	1,34,430	1,67,405	1,77,390	2,08,306
Outstanding guarantee w.r.t. estimated receipts (in per cent)	39.9	30.5	34.8	33.8

Source: Finance Accounts and budget documents

The outstanding guarantees increased by 14 per cent from ₹ 61,761 crore in 2017-18 to ₹ 70,430 crore in 2018-19 and were 51.1 per cent of the Revenue Receipts (₹ 1,37,873 crore) of the Government. The outstanding guarantees mainly pertained to five Power Companies (₹ 57,193 crore), Urban Development and Housing Sector (₹ 4,696 crore), one Road and Transport Corporation (₹ 2,758 crore) and seven Co-operatives (₹ 4,766 crore). The guarantees of Power Companies were given for repayment of loans/overdraft, amount raised by issue of bonds/debentures and payment of interest at stipulated rates.

The outstanding guarantee to estimated receipts ratio (33.8 per cent) during 2018-19 was within the limit fixed under FRBM Act (60.0 per cent).

- ***Guarantee Redemption Fund***

The State Government had set up the Guarantee Redemption Fund in 1999-2000. The corpus of the Fund is to be gradually increased to the desirable level of 5 per cent of outstanding guarantees in terms of the guidelines of the Reserve Bank of India (RBI), which administers the Fund. The Guarantee Redemption Fund has a balance of ₹ 4,080.16 crore as on 31 March 2019 which was 5.8 per cent of outstanding guarantees (₹ 70,430 crore). Further, during 2018-19 the State Government received ₹ 532.36 crore Guarantee Commission against the receivable amount of ₹ 533.11 crore.

- (ii) ***Off Budget borrowings***

In addition to the fiscal liabilities, availed by the State Government; it also guarantees loans availed by Companies/Corporations/Zila Parishads from the market/ financial institutions for implementation of State Plan programs, which are reflected outside the State Budget. Though the State Government states that the fund raised for these programs would be met out from the resources mobilized by these Companies/Corporations/Zila Parishads, however, borrowings by many of these concerns are repaid by the Government and ultimately turn out to be the liabilities of the State Government. Accordingly, these may be termed as "off budget borrowings".

The Finance Department, GoR, informed (June, 2019) that the State Government had given guarantees with respect to loans of ₹ 3,948.66 crore obtained by Zila Parishads (ZPs) from Housing Urban Development Corporation (HUDCO) for construction of dwelling units for Economically Weaker Section (EWS) families in Rural areas under Chief Minister Below Poverty Line (CMBPL) Awas Yojana.

During 2018-19, GoR added guarantees of ₹ 1.15 crore to the opening outstanding balances of ₹ 2,372.91 crore and cleared guarantees of ₹ 236.64 crore leaving a balance of ₹ 2,137.42 crore outstanding at the end of 2018-19.

It was revealed that ₹ 236.64 crore on account of principal and ₹ 209.64 crore as interest was transferred by GoR in Personal Deposit accounts of 31 ZPs during 2018-19, for payment of principal and interest on loans raised by them from HUDCO for CMBPL Awas Yojana, which indicates that State Government is resorting to off budget borrowings for meeting out its plan expenditure.

1.10.6 Analysis of Borrowings of the Government

The Public Debt of the State Government increased by 33 per cent per annum from ₹ 1,00,511 crore in 2014-15 to ₹ 2,33,239 crore in 2018-19. During

2018-19, it increased by 9.9 *per cent* over the previous year. The details are given in **Table 1.39**.

Table 1.39: Outstanding Borrowings during 2014-19

	(₹ in crore)				
	2014-15	2015-16	2016-17	2017-18	2018-19
(a) Internal Debt					
Market Loans	61,386	75,193	89,518	1,10,445	1,37,267
Loans from National Bank for Agriculture and Rural Development	6,482	7,624	8,377	9,077	9,183
Special Securities issued to National Small Savings Fund of the Central Government	20,126	20,040	18,504	16,968	15,408
Loans from other Institutions	5,483	45,435*	67,886*	63,754*	57,454*
Total (a)	93,477	1,48,292	1,84,285	2,00,244	2,19,312
(b) Loans and Advances from the Central Government					
Non-Plan Loans	44	39	34	29	24
Loans for State/Union Territory Plan Schemes	6,980	8,209	11,095	12,024	13,893
Other Plan Loans	10	10	10	10	10
Total (b)	7,034	8,258	11,139	12,063	13,927
Total Borrowings (a + b)	1,00,511	1,56,550	1,95,424	2,12,307	2,33,239
Rate of Growth	15.1	55.8	24.8	8.6	9.9
Percentage of market loans to total borrowings	61	48	46	52	59

Source: Finance Accounts

* Including outstanding borrowing under UDAY during 2015-16: ₹ 40,050 crore, 2016-17: ₹ 62,422 crore, 2017-18: ₹ 58,272 crore and 2018-19: ₹ 51,636 crore.

The outstanding borrowings both internal debt and loans and advances from the Central Government have shown a progressive increase over the period 2015-19. The share of market loans to total borrowing increased from 52 *per cent* in 2017-18 to 59 *per cent* in 2018-19.

1.11 Fiscal Imbalances

Three key fiscal parameters- Revenue Deficit, Fiscal Deficit and Primary Deficit - indicate the extent of overall fiscal imbalances in the finances of the State Government during a specified period. The deficit in the Government accounts represents the gap between its receipts and expenditure. The nature of deficit is an indicator of the prudence of fiscal management of the Government. Further, the manner in which the deficit is financed and the resources are applied, are important pointers to its fiscal health. This section presents trends, nature, magnitude and the manner of financing these deficits and also the assessment of actual level of revenue and fiscal deficits *vis-à-vis* targets set under FRBM Act/Rules for the financial year 2018-19.

1.11.1 Trends in Deficits

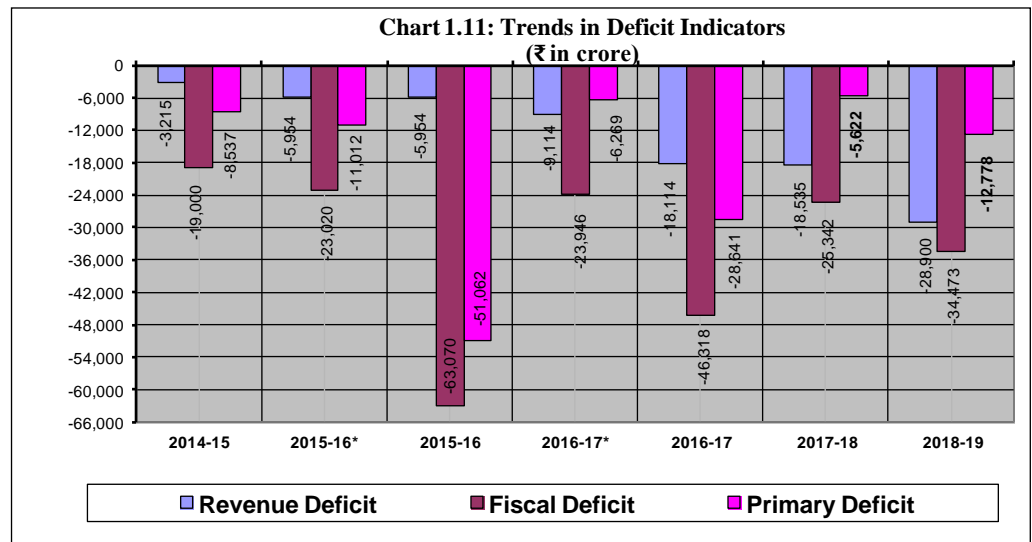
Trends in deficit and its indicators relative to GSDP and Revenue Receipts are summarised in **Table 1.40**.

Table 1.40: Trends in deficit indicators relative to GSDP and Revenue Receipts

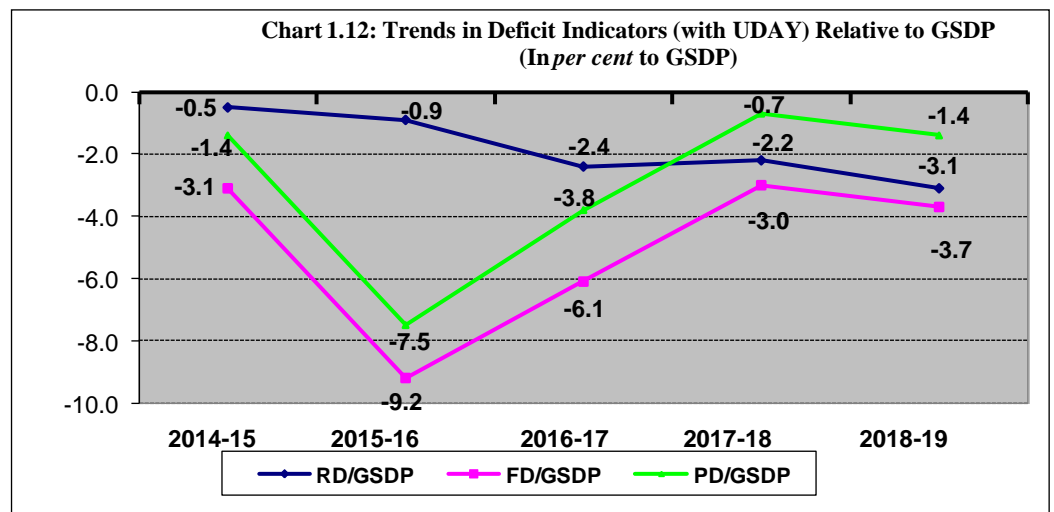
	2014-15	2015-16		2016-17		2017-18	2018-19
		Without UDAY	With UDAY	Without UDAY	With UDAY		
Revenue Deficit(-)/Revenue Surplus (+)	(-) 3,215	(-) 5,954	(-) 5,954	(-) 9,114	(-) 18,114	(-) 18,535	(-) 28,900
Fiscal Deficit (-)/Fiscal Surplus (+)	(-) 19,000	(-) 23,020	(-) 63,070	(-) 23,946	(-) 46,318	(-) 25,342	(-) 34,473
Primary Deficit	(-) 8,537	(-) 11,012	(-) 51,062	(-) 6,269	(-) 28,641	(-) 5,622	(-) 12,778
Revenue Deficit (surplus +)/GSDP	(-) 0.5	(-) 0.9	(-) 0.9	(-) 1.2	(-) 2.4	(-) 2.2	(-) 3.1
Fiscal Deficit as a percentage of GSDP	(-) 3.1	(-) 3.4	(-) 9.2	(-) 3.2	(-) 6.1	(-) 3.0	(-) 3.7
Primary Deficit (surplus +) as a percentage of GSDP	(-) 1.4	(-) 1.6	(-) 7.5	(-) 0.8	(-) 3.8	(-) 0.7	(-) 1.4
Revenue Deficit as a percentage of Fiscal Deficit	16.9	25.9	9.4	38.1	39.1	73.1	83.8
Revenue Deficit as a percentage of Revenue Receipts	3.5	5.9	5.9	8.4	16.6	14.6	21.0
Fiscal Deficit as a percentage of Revenue Receipts	20.8	25.21	62.89	23.88	42.48	19.91	25.0

Source: Finance Accounts

Charts 1.11 and 1.12 present the trends in deficit indicators over the period 2014-19.



* Without UDAY



1.11.1.1 Revenue Surplus/Deficit

Revenue Surplus represents the difference between Revenue Receipts and Revenue Expenditures. Revenue Surplus helps to decrease the borrowings.

The State Government turned into a revenue deficit State in 2013-14 from revenue surplus in 2012-13. During 2018-19, revenue deficit (₹ 28,900 crore) increased by ₹ 10,365 crore (55.9 per cent) over the previous year (₹ 18,535 crore). During 2018-19, against the growth rate of 8.3 per cent of Revenue Receipts, the growth rate of Revenue Expenditure was 14.4 per cent. Further, there was an increase in the ratio of Revenue Deficit as a percentage of Revenue Receipt from 14.6 per cent in 2017-18 to 21 per cent in 2018-19. This was due to rise in buoyancy of revenue expenditure over revenue receipts, indicating relatively slower growth in revenue receipts as compared to growth in revenue expenditure.

This issue is discussed in detail in *paragraph 1.2.1*.

Recommendation 10:

The increasing Fiscal Deficit coupled with huge Revenue Deficit component (83.8 per cent) is indicative of increasing dependency of the State Government on the borrowings even to meet out its revenue expenditure. State Government may strive to reduce its revenue deficit as a primary concern.

1.11.1.2 Fiscal Deficit

Fiscal deficit normally represents the net incremental liabilities of the Government or its additional borrowings. The deficit could be met either by additional public debts (internal or external) or by the use of surplus funds from Public Account. Fiscal deficit trends along with the trends of the deficit relative to key components are indicated in **Table 1.41**.

Table: 1.41: Fiscal deficit and its parameters

Period	Non-debt Receipts	Total Expenditure	Fiscal Deficit	Fiscal Deficit as per cent of		
				GSDP	Non-debt Receipts	Total Expenditure
2014-15	92,346	1,11,346	19,000	3.09	20.6	17.1
2015-16*	1,01,757	1,64,827	63,070	9.25	62.0	38.3
2016-17*	1,10,767	1,57,085	46,318	6.10	41.8	29.5
2017-18	1,42,457	1,67,799	25,342	3.03	17.8	15.1
2018-19	1,53,051	1,87,524	34,473	3.71	22.5	18.4

Source: Finance Accounts

* The position includes impact of UDAY.

Fiscal deficit as a percentage of GSDP increased from 3.03 in 2017-18 to 3.71 in 2018-19. During 2018-19, the fiscal deficit increased by ₹ 9,131 crore from the previous year due to increase in market borrowing (₹ 8,264 crore).

Fiscal deficit as a percentage of GSDP increased from 3.03 per cent in 2017-18 to 3.71 per cent in 2018-19, which was higher than the target of 3

per cent as prescribed under FRBM Act, 2005. After containing fiscal deficit regularly within the limit for the years 2012-13 and 2013-14 as prescribed under FRBM Act, the State Government has been unable to contain fiscal deficit under the target of 3 per cent since 2014-15.

1.11.1.3 Components of Fiscal Deficit and its item-wise financing pattern

Table 1.42 presents item-wise net disbursement/outflow financing pattern of fiscal deficits of the State during 2013-14 to 2018-19 along with receipts and disbursements during 2018-19.

Table 1.42: Components of fiscal deficit and its item-wise financing pattern

		Net disbursements/outflows					2018-19#		
		2013-14	2014-15	2015-16#	2016-17#	2017-18#	Receipts	Disbursements	Net
(a) Composition of Fiscal Deficit									
1	Revenue Deficit/ Surplus (-)	1,039	3,215	5,954	18,114	18,535	1,37,873	1,66,773	28,900
2	Net Capital Expenditure	13,654	16,088	21,961	16,952	20,607	20	19,638	19,618
3	Net Loans and Advances	496	(-) 303	35,155	11,252	(-) 13,800	15,158	1,113	(-) 14,045
	Total (a)	15,189	19,000	63,070	46,318	25,342	1,53,051	1,87,524	34,473
(a) Financing Pattern of Fiscal Deficit									
1	Market Borrowings	7,175	10,002	13,807	14,325	20,927	33,178	6,356	26,822
2	Loans from GoI	(-) 232	286	1,224	2,881	924	2,642	778	1,864
3	Special Securities Issued to National Small Saving Funds	(-) 745	104	(-) 86	(-) 1,536	(-) 1,536	0	1,560	(-) 1,560
4	Ways and Means	-	-	-	-	-	0	0	-
5	Loans from Financial Institutions	4,178	2,789	41,094	23,204	(-) 3,432	2,027	8,221	(-) 6,194
6	Small Savings, Provident Fund etc.	2,521	2,982	3,267	3,380	3,201	12,849	7,466	5,383
7	Deposits and Advances	(-) 421	1,409	2,255	3,242	5,703	1,51,092	1,47,036	4,056
8	Suspense and Miscellaneous	12	(-) 40	59	(-) 119	(-) 27	08	65	(-) 57
9	Remittances	(-) 6	(-) 1	(-) 20	(-) 3	10	2,429	2,420	09
10	Reserve Funds	267	(-) 28	918	659	836	4,150	3,583	567
	Total (b)	12,749	17,503	62,518	46,033	26,606	2,08,375	1,77,485	30,890
11	Increase (-)/ Decrease (+) in Cash Balance (a-b)	2,440	1,497	552	285	(-) 1,264	-	-	3,583
12	Overall Deficit (b+11)	15,189	19,000	63,070	46,318	25,342	-	-	34,473

The position includes impact of UDAY.

Source : Finance Accounts

Fiscal deficit is the total borrowing requirement of the State and is the excess of Revenue and Capital Expenditure including loans and advances, over revenue and non-debt receipts. Composition of fiscal deficit reveals the extent of various borrowings resorted to by the State to meet its requirement of funds over and above Revenue and non-debt Receipts.

Market borrowings continued to finance a major portion of fiscal deficit. Its share in financing fiscal deficit decreased from 83 per cent in 2017-18 to 78 per cent in 2018-19. During 2018-19, the fiscal deficit of ₹ 34,473 crore was mainly met from Market Borrowings (₹ 26,822 crore).

1.11.1.4 Primary Deficit

While fiscal deficit represents the need for additional resources in general, a part of such resources may be needed to finance interest payments. Interest payments represent the expenditure of past obligations and are independent of current allocative priorities. To look at the imbalances of the current nature, these payments need to be separated and deducted from the total imbalances.

The primary surplus was maintained till 2011-12. The primary surplus turned into a primary deficit in 2012-13, due to increase in capital expenditure. The primary deficit increased from ₹ 5,622 crore in 2017-18 to ₹ 12,778 crore in 2018-19.

1.11.2 Debt Profile

Fiscal Deficit of the State as a proportion of GSDP was 3.1 *per cent* in 2014-15 and 9.2 *per cent* in 2015-16. It has declined to 3.7 *per cent* in 2018-19. However, the State did not register any Revenue Surplus or Primary Surplus during the last five years. There are various approaches for assessing the debt sustainability, one such approach is Domar model⁴¹. An analysis on debt sustainability was carried out using this approach.

The details are as follows:

$g-r$ (g : real economic growth rate; r : real interest rate called Domar gap)	$s < 0$ (Primary Deficit)	$s > 0$ (Primary Surplus)
$g-r > 0$ (strong economic growth)	Public Debt as percentage of GSDP should converge to a stable level greater than zero	Public Debt as percentage of GSDP should converge to a stable level less than zero leading to public savings
$g-r < 0$ (slow economic growth)	Public Debt as percentage of GSDP should increase indefinitely, without converging to a stable level	undefined situation

The result of applying the analysis to Rajasthan is shown in the **Table** below:

Year	Real Growth Rate (g^*)	Real Interest Rate (r^{**})	$g-r$ (Domar gap)	Primary Deficit/ Surplus (s) (₹ in crore)	Remarks
2014-15	7.3	0.7	6.6	-8,537	As $g-r > 0$ and $s < 0$, although Public Debt as percentage of GSDP would converge to a stable level, it would be at a level greater than zero.
2015-16	8.0	2.2	5.8	-51,062	
2016-17	5.6	3.1	2.5	-28,641	
2017-18	6.4	4.4	2.0	-5,622	
2018-19	7.3	4.3	3.0	-12,778	

*Real Growth rate calculated for Real GDP

**Real Interest rate calculated as Interest rate minus Inflation

Further, Debt to GSDP ratio stood at 33.5 per cent and the Fiscal Deficit to GSDP ratio at 3.71 *per cent* in 2018-19. The corresponding Fourteenth Finance Commission (FFC) Fiscal target of Debt limit was 24.4 *per cent* and Fiscal Deficit ceiling was 3 *per cent* of GSDP. The capital expenditure of the State has hovered between 14.5 and 10.5 *per cent* during 2014-2019.

It is seen that the $g-r$ (Domar gap) is positive during the entire period 2014-15 to 2018-19 and as per the Domar model, the public debt position would be stated to be stable. It is however, noteworthy that the $g-r$ (Domar gap) has not been registering a steadily rising trend. Further, in all the five years of the subject period i.e. 2014-15 to 2018-2019, there has been a primary deficit.

⁴¹ E.D. Domar, 1914-1997

Other factors such as public account liabilities and force majeure events⁴² and/or any other un-inventoried losses of revenue also have to be reckoned in assessing the debt sustainability/stability of the State⁴³.

1.11.3 Quality of deficit/surplus

The ratio of revenue deficit to fiscal deficit and the composition of primary deficit into primary revenue deficit and capital expenditure (including loans and advances) indicate the quality of deficit in the State's finances. The ratio of revenue deficit to fiscal deficit indicates the extent to which borrowed funds were used for current consumption. Persistent high ratio of revenue deficit to fiscal deficit also indicates that the asset base of the State was continuously shrinking and a part of borrowings (fiscal liabilities) did not have adequate assets backup. As per **Table 1.40**, it is evident that the ratio of the revenue deficit to fiscal deficit increased from 16.9 *per cent* in 2014-15 to 83.8 *per cent* in 2018-19. This indicates that the major part of the borrowing of the state is being used to meet out the revenue deficit.

The bifurcation of the primary deficit (**Table 1.43**) indicated the extent to which the deficit was on account of enhancement in capital expenditure which may be desirable to improve the productive capacity of the State's economy.

Table 1.43: Primary deficit/surplus-Bifurcation of factors

(₹ in crore)							
Year	Non-debt Receipts (NDR)	Primary Revenue Expenditure ⁴⁴	Capital Expenditure	Loans and Advances	Primary Expenditure	Excess of Non-debt Receipts over Primary revenue expenditure	Primary deficit (-) / surplus (+)
1	2	3	4	5	6 (3+4+5)	7 (2-3)	8 (2-6)
2014-15	92,346	84,079	16,103	701	1,00,883	(+) 8,267	(-) 8,537
2015-16	1,01,757	94,231	21,986	36,602	1,52,819	(+) 7,526	(-) 51,062
2016-17	1,10,767	1,09,463	16,980	12,965	1,39,408	(+) 1,304	(-) 28,641
2017-18	1,42,457	1,26,122	20,623	1,334	1,48,079	(+) 16,335	(-) 5,622
2018-19	1,53,051	1,45,078	19,638	1,113	1,65,829	(+) 7,973	(-) 12,778

Source: Finance Accounts

The above table shows that during 2014-15 to 2018-19, the Non-debt receipts were not sufficient to meet primary expenditure.

The share of capital expenditure in primary expenditure which was 16 *per cent* in 2014-15, decreased to 14 *per cent* in 2017-18, and it further decreased to 12 *per cent* in 2018-19. The non-debt receipts and primary expenditure increased by ₹ 10,594 crore and ₹ 17,750 crore respectively in 2018-19 compared to the previous year. This resulted in increase of primary deficit by ₹ 7,156 crore.

The primary deficit of the State Government increased from ₹ 8,537 crore in 2014-15 to ₹ 12,778 crore during 2018-19, despite decrease in share of

⁴² Like current Coronavirus crisis & its effect on GSDP.

⁴³ As these cannot be anticipated or determined statistically, they have not been factored in the analysis.

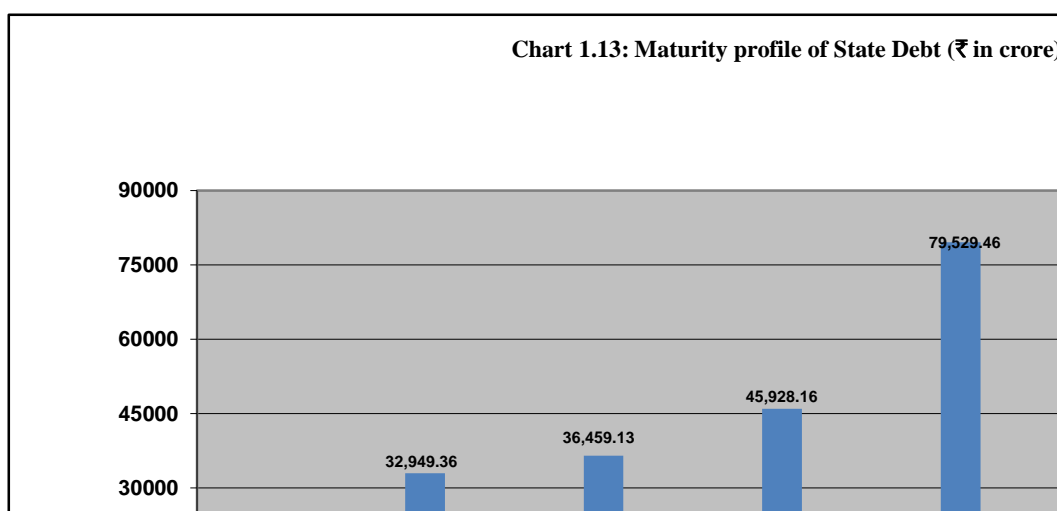
⁴⁴ Primary revenue expenditure = Revenue expenditure- Interest payments.

capital expenditure from 16 per cent in 2014-15 to 12 per cent in 2018-19. The fact remains that non-debt receipts were not sufficient to meet the primary expenditure of the State.

1.12 Debt Management

(i) Debt Maturity Profile

The Maturity Profile of the State Debt (amounts payable in respect of each category of loans in different years) as on 31 March 2019 is depicted in **Chart 1.13**:



As per data shown in **Chart 1.13**, the maturity profile in respect of ₹ 14,575.81 crore was not clearly defined. The maturity profile of the public debt indicates that the liability of the State to repay the debt during the periods 2019-20, 2020-22 and 2022-24 would be ₹ 17,701.95 crore, ₹ 32,949.36 crore and ₹ 36,459.13 crore respectively which may put a strain on the Government budget during that period. Further, around 34.1 per cent (₹ 79,529.46 crore) of the total public debt (₹ 2,33,238.88 crore) at the end of the year belonged to a maturity bracket of 7 to 10 years. Therefore, the State Government would have to work out a well-thought out debt borrowing repayment strategy to avoid falling into a debt trap.

Recommendation 11:

The State Government may consider to introduce “Consolidated Sinking Fund” as per recommendation of the XII FC to provide a cushion to meet out its increasing liability obligations.

(ii) Debt sustainability

Debt sustainability is defined as the ability of the State to service its debt liability in the future. Sustainability of debt therefore also refers to sufficiency of liquid assets to meet current or committed obligations and the capacity to keep balance between costs of additional borrowings with returns from such

borrowings. It means that increase in fiscal deficit should match with the increase in capacity to service the debt. **Table 1.44** analyses the debt sustainability of the State according to these indicators for a period of five years beginning 2014-15.

Table 1.44: Debt Sustainability: Indicators and Trends

Indicators of Debt Sustainability	2014-15	2015-16	2016-17	2017-18	2018-19
Rate of Growth of Outstanding debt	13.6	41.9	21.8	10.3	10.7
Rate of Growth of GSDP	11.7	10.7	11.3	10.1	11.2
Average interest rate of Outstanding Debt	7.5	6.7	7.6	7.3	7.3
Interest Payments/Revenue Receipts (in per cent)	11.5	12.0	16.2	15.5	15.7
Receipts under public debt and other liabilities (₹ in crore)	1,34,644	1,99,313	2,01,683	1,86,325	2,08,734
Repayment (principal and interest) under public debt and other liabilities (₹ in crore)	1,27,408	1,49,544	1,73,744	1,79,865	2,00,237
Debt Redemption ((Principal + Interest Payments)/Debt Receipts) (per cent)	94.6	75.0	86.1	96.5	95.9
Net Availability of Borrowed Funds (₹ in crore)(per cent)	7,236 (5.4)	49,769 (25.0)	27,939 (13.9)	6,460 (3.5)	8,497 (4.1)

Net availability of borrowed funds

Net availability of borrowed funds is defined as the ratio of the debt redemption (Principal + Interest Payments) to total debt receipts and indicates the extent to which the debt receipts are used for redemption of old debt.

The net fund available from borrowing for current operations after providing for interest and repayment increased from ₹ 7,236 crore in 2014-15 to ₹ 8,497 crore in 2018-19.

- ***Interest burden***

The ratio of interest payments to revenue receipt determines the debt sustainability of the State. During 2018-19, interest payments increased by 0.2 percentage points over the previous year and constituted 15.7 per cent of Revenue Receipts of the State.

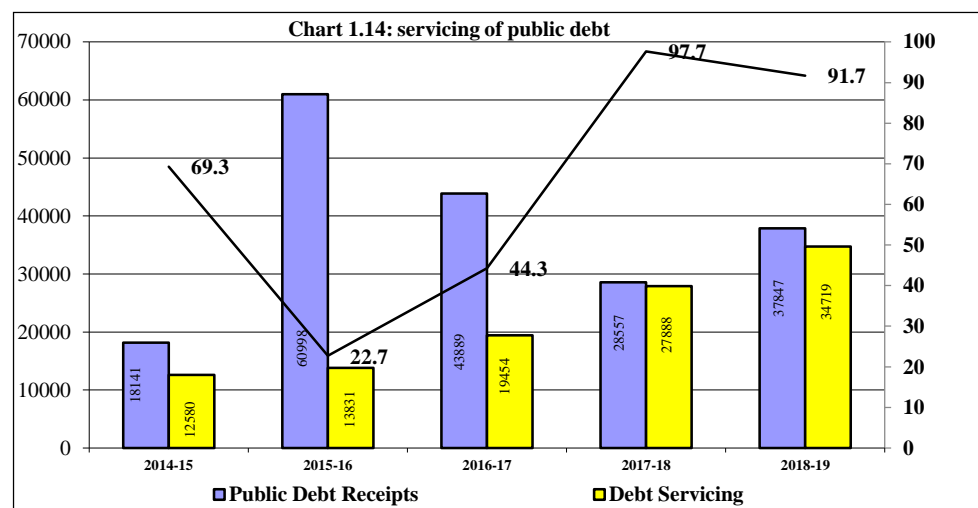
(iii) Servicing of Public Debt

The interest payment and repayment of principal on public debt for the period from 2014-15 to 2018-19 are given in **Table 1.45**.

Table 1.45: Servicing of Public Debt

(₹ in crore)

Period	Public Debt									Debt Servicing			As a percentage of receipts (13/4)*100
	Public Debt Receipts			Repayment of Principal			Interest payment			(Repayment of Principal + interest payment)			
	Internal debt	Loans from GoI	Total (2 + 3)	Internal debt	Loans from GoI	Total (5 + 6)	Internal debt	Loans from GoI	Total (8 + 9)	Internal debt (5 + 8)	Loans from GoI (6 + 9)	Total (11 + 12)	
1	2	3	4	5	6	7	8	9	10	11	12	13	14
2014-15	17,346	795	18,141	4,451	509	4,960	7,146	474	7,620	11,597	983	12,580	69.3
2015-16	59,249	1,749	60,998	4,434	525	4,959	8,423	449	8,872	12,857	974	13,831	22.7
2016-17	40,434	3,455	43,889	4,441	574	5,015	14,002	437	14,439	18,443	1011	19,454	44.3
2017-18	27,000	1,557	28,557	11,041	633	11,674	15,797	417	16,214	26,838	1050	27,888	97.7
2018-19	35,205	2,642	37,847	16,137	778	16,915	17,358	446	17,804	33,495	1224	34,719	91.7
Total	1,79,234	10,198	1,89,432	40,504	3,019	43,523	62,726	2,223	64,949	1,03,230	5,242	1,08,472	



It can be seen from **Table 1.45** and **Chart 1.14** that during 2018-19 the debt servicing out of public receipts was 92 per cent as against 98 per cent in 2017-18. Thus, the average expenditure on debt servicing during 2014-19 was ₹ 21,694 crore which accounted for 57.3 per cent of average public debt receipts (₹ 37,886 crore) during the same period.

1.13 Follow-up

The Report of the Comptroller and Auditor General of India on State Finances for the year 2017-18 was presented in the State Legislature in July 2019. However, the report is under discussion by Public Accounts Committee (PAC). PAC has discussed and made recommendations on the Audit Reports of State Finances upto the year 2015-16.

Further, as per the order (December 1996) of the Finance Department of GoR, Action Taken Notes (ATNs) on all paragraphs appearing in Audit Reports are required to be submitted to PAC, duly vetted by Audit, within three months from the date of laying of the Reports in the State Legislature. A review of the outstanding ATNs on paragraphs included in the Audit reports as of November 2019 revealed that eight ATNs were pending from the concerned Departments⁴⁵.

⁴⁵ Animal Husbandry, Colonisation, Command Area Development and Water Management, Elementary Education, Secondary Education, Environment, Forest, Ground Water, Higher Education, Horticulture, Industries, Labour and Employment, Law and Justice, Local Bodies, Local Self Government, Medical Education, Minorities Affairs, Public Health Engineering, Rural Development, Sanskrit Education, Solider Welfare, Tourism, Transport, Treasury and Accounts, Water Resources and Water Shed Development & Soil Conservation.

Chapter II

Financial Management and Budgetary Control

2.1 Introduction

The Comptroller and Auditor General of India performs the audit of appropriations to ascertain whether the expenditure actually incurred under various grants underlying in the budget, is within the authorisations given under the Appropriation Act for the year and whether charged appropriations are as required to be charged under the provisions of the Constitution. It also seeks to ascertain whether the expenditure so incurred is in conformity with the law, relevant rules, regulations and instructions.

The State Budget Manual (SBM), stipulates that the estimates of expenditure should be as accurate as possible. An avoidable excess in an estimate is as much a financial irregularity as an excess in the actual expenditure. The budget procedure envisages that the 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 neither be more nor less.

2.2 Summary of Appropriation Accounts

The summarised position of actual expenditure during 2018-19 against 55 grants/appropriations is given in **Table 2.1**.

Table 2.1: Actual Expenditure vis-à-vis Original/Supplementary Provisions

(₹ in crore)

Nature of expenditure		Original grant/ appropriation	Supple- mentary grant/ appro- priation	Total	Actual expenditure	Savings (-)/ Excess (+)	Percentage of savings against total Provision	Amount surrendered on 31 March 2019	Percentage of savings surrendered on 31 March 2019
1		2	3	4	5	6	7 (6/4*100)	8	9 (8/6*100)
Voted	I Revenue	1,51,149.64	9,712.16	1,60,861.80	1,48,485.32	(-) 12,376.48	7.69	11,467.66	92.7
	II Capital	27,246.07	915.17	28,161.24	21,340.12	(-) 6,821.12	24.22	6,672.27	97.8
	III Loans and Advances	580.31	559.44	1,139.75	1,113.09	(-) 26.66**	2.34	121.36	
Appropriation to Contingency Fund		-	-	-	-	-	-	-	
Total Voted		1,78,976.02	11,186.77	1,90,162.79	1,70,938.53	19,224.26	10.11	18,261.29	95.0
Charged	IV Revenue	21,621.41	371.87	21,993.28	21,920.42	(-) 72.86	0.33	63.73	87.5
	V Capital	- ¹	2.53	2.53	2.52	(-) 0.01	-	0.01	100
	VI Public Debt- Repayme nt	16,835.70	84.02	16,919.72	16,914.80	(-) 4.92	-	4.92	100
Total Charged		38,457.11	458.42	38,915.53	38,837.74	77.79	0.20	68.66	88.3
Grand Total		2,17,433.13	11,645.19	2,29,078.32	2,09,776.27*	19,302.05	8.43	18,329.95	95.0

* The figures of actual expenditure include recoveries adjusted as reduction of expenditure (Revenue: ₹ 3,632.55 crore and Capital: ₹ 1,704.44 crore Total: ₹ 5,336.99 crore).
** Less savings shown against surrender under loans and advances are due to savings offset by additional funds through re-appropriation in various Major Heads, mainly under grant no. 29-Urban Plan and Regional Development, 33-Social Security and Welfare, 37-Agriculture and 47-Tourism.

Source: Appropriation Accounts

¹ Only ₹ 8,000.

Table 2.1 indicates that supplementary provision aggregating to ₹ 11,645.19 crore obtained during 2018-19 proved unnecessary as the actual expenditure did not even come up to the level of original grant/appropriation. The overall saving of ₹ 19,302.05 crore was the result of savings in 49 grants and 45 appropriations under Revenue Section and 34 grants and four appropriations under Capital Section.

The Accountant General, Accounts and Entitlement (A&E), Rajasthan called for explanation from the Controlling Officers on the variations in expenditure i.e. savings/excesses in 1,444 sub-heads. However, explanations in respect of 667 sub-heads (saving: 555 and excess: 112) were not received (October 2019).

2.3 Financial Accountability and Budget Management

2.3.1 Excess Expenditure

As per para 8.5(5) of SBM, Budget Controlling Officer will ensure that expenditure does not exceed the budget allocation. Para 24.1 of SBM also provides that Expenditure shall neither be incurred in excess of the sanctioned allotment for any purpose nor on the items for which no provision has been made in the budget. Therefore, statement should be prepared with utmost care, as inaccurate statements of excesses and savings not merely cause inconvenience to the Finance Department but may lead to excess expenditure, for which concerned Budget Controlling Officer will be held responsible.

In 16 cases under four grants, there was excess expenditure of more than ₹ one crore which was also more than 10 *per cent* of the total provisions of the sub-heads of the grants (*Appendix 2.1*).

Excess expenditure incurred over budgetary allocation indicates deficient budgetary and expenditure controls.

2.3.2 Flow of expenditure

Maintaining a uniform pace of expenditure is a crucial component of sound public financial management. Any rush of expenditure in the closing month of the financial year should be avoided.

During 2018-19, 35.25 *per cent* (₹ 72,055 crore) of the total expenditure (₹ 2,04,439 crore) was incurred during last quarter of the financial year. However, it was also observed that 33.17 *per cent* (₹ 63,324 crore) of the total receipts (₹ 1,90,898 crore) were received during last quarter only. The expenditure incurred in the last quarter of the financial year 2018-19 has decreased by 5.23 *per cent* (₹ 3,980 crore) when compared to previous year 2017-18.

During 2018-19, in respect of 9 sub-heads (involving expenditure in each case) under 9 grants, total expenditure of ₹ 2,566.16 crore (exceeding ₹ 100 crore and more than 45 *per cent* of total expenditure in each case) was incurred in the last quarter of the financial year which was 58.6 *per cent* of

total expenditure (₹ 4,376.24 crore). Of this, ₹ 1,866.47 crore (42.7 per cent) was spent in March 2019 alone as detailed in **Appendix 2.2**.

Details of Major Heads, where expenditure exceeding ₹ 25 crore and more than 50 per cent of total expenditure was incurred either during the last quarter or during the last month of the financial year, are shown in **Table 2.2**:

Table 2.2: Cases of flow of expenditure towards the end of the Financial Year 2018-19

(₹ in crore)

S. No.	Head of Account	Total expenditure during the year	Expenditure during last quarter of the year		Expenditure during March 2019	
			Amount	% of total expenditure	Amount	% of total expenditure
1.	2059- Public Works	73.68*	77.60	105.32	38.65	52.46
2.	2075-Misc. General Services	538.79	536.91	99.65	536.13	99.51
3.	2245-Relief on Account of Natural Calamities	2,054.00	1,692.71	82.41	1,081.17	52.64
4.	2404-Dairy Development	39.13	36.00	92.00	36.00	92.00
5.	2801-Power	21,203.73	14,086.50	66.43	13,844.09	65.29
6.	4425- Capital Outlay on Co-operation	132.01	132.01	100.00	132.00	99.99
7.	4801-Capital Outlay on Power Project	3,822.35	3,000.05	78.49	3,000.05	78.49
8.	4802-Capital Outlay on Petroleum	146.80	146.80	100.00	146.80	100.00

Source: Information compiled by the office of the AG (A&E), Rajasthan.

* Less expenditure at the end of the year due to adjustment of recovery in this head.

Incidentally, out of ₹ 31,821.06 crore transferred/deposited in Personal Deposit Account, ₹ 5,002.11 crore (15.7 per cent) was transferred in March 2019 alone, as detailed in **Paragraph 3.5**.

Thus, expenditure incurred by the departments during the last quarter/month of the year is indicative of less control on progressive expenditure.

Recommendation 12:

The Departments may regularly monitor the progress of expenditure throughout the year and maintain uniform flow of expenditure during the last quarter/month.

2.3.3 Savings

The cases of substantial savings were noticed from budget allocation during the financial year, raising questions about the credibility of the budgeting process and budget monitoring.

The outcome of Appropriation audit revealed that out of total savings of ₹ 19,302.05 crore during the year 2018-19, in case of 23 grants amounting to ₹ 17,389.69 crore (90 per cent), the savings exceeded ₹ 100 crore in each case, as indicated in **Appendix 2.3**.

This indicates that the provisions of Chapter 13 of the SBM related to estimates of expenditure were not followed during preparation of budget estimates of expenditure by the departments and Budget Controlling Officers of these grants, which resulted in savings of ₹ 17,389.69 crore.

Recommendation 13:

The State Government may prepare budget as per actual requirement and ensure its optimum utilisation.

2.3.4 Persistent savings

In 7 cases involving 6 grants there were persistent savings of more than ₹ 100 crore ranging from 10.5 per cent to 55.5 per cent during last three years as per the details given in **Appendix 2.4**.

Reasons for persistent savings were mainly due to non/less release of share/funds by GoI/GoR. Other reasons reported were slow progress of work, non-receipt of sanction from GoI, non/less execution of work, non-availability of construction site to contractor, posts remaining vacant etc.

The persistent savings over the years were indicative of over assessment of requirement of funds by the State Government in their Appropriation Act without adequate scrutiny and proper monitoring of the flow of expenditure and trends of expenditure during previous years.

The Public Accounts Committee in its 86th (March 2016) and 153rd (March 2017) Reports had also recommended to take effective measure to avoid cases of persistent savings in future and ensure due diligence while preparing budget estimates. However, in spite of these recommendations, the incidence of persistent savings continued during 2018-19 also.

A detailed review of persistent savings under Grant No. 29-Urban Plan and Regional Development was undertaken on the basis of persistent savings of more than ₹ 100 crore for last three years under this grant. Significant audit findings are discussed below:

2.3.4.1 Grant No. 29–Urban Plan and Regional Development

Urban Development and Housing (UDH) Department is responsible for development of Urban Sector of Rajasthan. UDH Department is committed for systematic planning and development of cities. The Department is headed by Principal Secretary.

The overall position of budgetary provision, expenditure and savings during the period 2016-19 is detailed in **Table 2.3**.

Table 2.3: Budget vis-a-vis expenditure under UDH

(₹ in crore)

Head of Accounts	2016-17				2017-18				2018-19			
	Provision (O+S)	Expenditure	Savings (Per cent)	Surrender	Provision (O+S)	Expenditure	Savings (Per cent)	Surrender	Provision (O+S)	Expenditure	Savings (Per cent)	Surrender
Revenue	4833.04*	4206.51	626.53 (12.96)	626.53	4984.89*	3881.28	1103.61 (22.14)	1103.61	5099.28*	4015.09	1084.19 (21.26)	873.60
Capital	1742.68*	959.45	783.23 (44.94)	767.44	1501.58*	950.74	550.84 (36.68)	531.81	1477.17*	1280.37	196.80 (13.32)	192.22
Total	6575.72	5165.96	1,409.76	1,393.97	6,486.47	4832.02	1,654.45	1,635.42	6,576.45	5,295.46	1,280.99	1,065.82

* Includes supplementary provision of ₹ 809.25 crore, ₹ 547.64 crore and ₹ 467.82 crore during 2016-17, 2017-18 and 2018-19 respectively under Revenue Section and supplementary provision of ₹ 2,000, ₹ 130.20 crore and ₹ 1,000 under Capital Section during 2016-17, 2017-18 and 2018-19 respectively.

Audit observations based on the review of grants/records are as under:

- The unutilised budget provision/savings under revenue section of the grant ranged from 12.96 *per cent* to 22.14 *per cent* for period from 2016-17 to 2018-19 while the unutilised budget provision/savings under capital section of the grant ranged from 13.32 *per cent* to 44.94 *per cent* during 2016-17 to 2018-19 indicative of over assessment of funds.
- During 2018-19, in revenue section, out of final savings of ₹ 1,084.19 crore, a sum of ₹ 210.59 crore and in capital section, out of final savings of ₹ 196.80 crore, a sum of ₹ 4.58 crore were not surrendered. This indicates that the Department failed to exercise necessary budgetary controls over the flow of expenditure through the monthly expenditure statement.
- During 2017-18 and 2018-19, supplementary grant of ₹ 547.64 crore and ₹ 467.82 crore respectively, allotted in revenue section proved unnecessary as the expenditure could not come up to the level of the original budget provision.

Sub-head wise position of savings:

It was observed that during 2016-17 to 2018-19, a substantial portion of the budget allocation remained unutilised every year under certain heads (on various sub schemes) as depicted in the **Table 2.4**, indicating non achievement of projected financial outlay in the respective years. This also indicates that the budget allocations were made without considering the past actuals in contravention to the provision under para 13.7 of the SBM.

Table 2.4: Sub-head wise position of saving

(₹ in crore)								
S. No.	Head	Year	Total (O+S)	Expenditure	Savings	Percentage of savings	Department Reply	Audit Comments
1.	2217-Urban Development 05-Other Urban Development Schemes 190- Assistance to Public Sector and other Undertakings 02- Rajasthan Transport Infrastructure Development Fund 03- Ajmer City Transport Services Limited	2016-17	6.80	0.00	6.80	100.00	Non-release of fund by State Government due to non-submission of audited accounts by the company.	Non-submission of audited accounts by the company indicates lack of monitoring at the Department level.
		2017-18	5.87	0.00	5.87	100.00		
		2018-19	1.37	0.00	1.37	100.00		
2.	2217-Urban Development 05-Other Urban Development Schemes 190- Assistance to Public Sector and other Undertakings 03- Global Environment Facility 01-Jaipur City Transport Services Limited	2016-17	5.40	0.00	5.40	100.00	Non-receipt of funds under Global Environment Facility Project (GEF) from GoI. Less receipt of funds from GoI.	Less/Non-receipt of fund from GoI indicates lack of pursuance for allotment of fund from GoI at the Department level. Provision of Para 13.7 of the Budget Manual was not kept in mind during preparation of budget.
		2017-18	5.00	0.00	5.00	100.00		
		2018-19	5.50	3.65	1.85	33.64		

S. No.	Head	Year	Total (O+S)	Expenditure	Savings	Percentage of savings	Department Reply	Audit Comments
3.	2217-Urban Development 05-Other Urban Development Schemes 800- Other expenditure 01- Smart city 01- Ajmer Smart City	2016-17	195.00	147.20	47.80	24.51	Non-submission of utilisation certificates in respect of funds allotted in 2016-17 and 2017-18. Therefore, subsequent funds were not released by GoI during 2018-19 as per guideline of this scheme.	This indicates systemic deficiency in utilization of grant by the Department. Non-receipt of subsequent installment of funds indicates failure of the Department to comply with rules, and procedures, and guidelines which is adversely impacting the achievement of objective of scheme.
		2017-18	160.00	102.00	58.00	36.25		
		2018-19	140.80	0.00	140.80	100.00		
4.	2217-Urban Development 05-Other Urban Development Schemes 800- Other expenditure 01- Smart city 02- Jaipur Smart City	2016-17	295.00	214.00	81.00	27.46		
		2017-18	160.00	0.00	160.00	100.00		
		2018-19	176.00	0.00	176.00	100.00		
5	2217Urban Development 05-Other Urban Development Schemes 800- Other expenditure 01- Smart city 03-Udaipur Smart City	2016-17	295.00	214.00	81.00	27.46		
		2017-18	160.00	0.00	160.00	100.00		
		2018-19	176.00	0.00	176.00	100.00		
6.	2217-Urban Development 05-Other Urban Development Schemes 800- Other expenditure 01- Smart city 04-Kota Smart City	2016-17	194.00	145.60	48.40	24.95		
		2017-18	160.00	103.00	57.00	35.62		
		2018-19	141.40	0.00	141.40	100.00		
7.	2217-Urban Development 80- General 001-Direction and Administration 03-Rent and Appellate Tribunal 01- Rent Tribunal - Committed	2016-17	2.91	2.17	0.74	25.43	Due to posts remaining vacant.	Keeping budgetary provision for vacant post was in contravention of provision of para 13.18.2(a) of the SBM, which states that provision shall not be made for vacant posts.
		2017-18	2.54	1.81	0.73	28.74		
		2018-19	2.89	1.97	0.92	31.83		
8.	2217-Urban Development 80- General 001-Direction and Administration 03-Rent and Appellate Tribunal 02- Appellate Rent Tribunal – Committed	2016-17	1.32	1.06	0.26	19.70		
		2017-18	1.28	0.78	0.50	39.06		
		2018-19	1.55	1.07	0.48	30.97		
9.	2217-Urban Development 80- General 191- Assistance to Municipal Corporations 30- Expenditure from Environment and Health fund 01- Sewerage Treatment Plant	2016-17	10.99	3.43	7.56	68.79	Less expenditure incurred due to land dispute and court stay.	This indicates lack of proper planning by the Department. Proposal should have been prepared with proper planning and feasibility study.
		2017-18	10.30	0.00	10.30	100.00		
		2018-19	11.33	0.00	11.33	100.00	Funds not released due to objection imposed by Finance Department and Election code of conduct during 2018-19.	
10.	2217- Urban Development 80- General 191- Assistance to Municipal Corporations 35- Grants under XIV Finance Commission 02- General Performance Grant under XIV Finance Commission Committed	2016-17	53.72	18.43	35.29	65.69	Calculation mistake in preparation of provision in 2016-17 and non-receipt of performance grant during 2017-18.	Non-receipt of performance grant from GoI indicates non-fulfilling the condition of grant as per XIV-FC recommendation.
		2017-18	57.23	0.00	57.23	100.00		
		2018-19	₹1000	0.00	₹ 1000	100.00		

S. No.	Head	Year	Total (O+S)	Expenditure	Savings	Percentage of savings	Department Reply	Audit Comments
11.	2217- Urban Development 80- General 191- Assistance to Municipal Corporations 39- Pradhan Mantri Awas Yojana 01- Housing for All (Urban)	2016-17	159.09	17.63	141.46	88.92	Less receipt of funds from GoL.	Trend of expenditure of previous year was not kept in view before making budget provision for ensuing year and huge savings indicate faulty estimation.
		2017-18	68.00	5.28	62.72	92.24	Less receipt of funds from GoI as the funds were released directly by GoI in the dedicated account of scheme.	
		2018-19	48.09	0.12	47.97	99.75		
12.	2217- Urban Development 80- General 800- Other expenditure 08- Rajasthan Transport Infrastructure Development Fund 01- Through the Local Self Government Department	2016-17	93.10	60.58	32.52	34.93	Delay in utility shifting for construction of Gaurav Path during 2016-17.	Huge savings indicate faulty estimation. Non-utilisation of funds within stipulated period led to blockage of fund.
		2017-18	370.88	254.00	116.88	31.51	Amount released as per requirement	
		2018-19	311.34	110.98	200.36	64.35		
13.	2217- Urban Development 80- General 800- Other expenditure 10- Master Plan and Other Schemes 01- Through the Town Planner Department	2016-17	10.27	6.95	3.32	32.33	Reduction in plan ceiling.	This indicates systemic deficiency in utilization of grant by the Department and is adversely impacting the achievement of the objective of schemes.
		2017-18	5.98	3.84	2.14	35.79	Non-submission of UCs in respect of previous year amount due to non-completion of work as per schemes by RISL.	
		2018-19	5.15	2.46	2.69	52.23		
14.	4217- Capital Outlay on Urban Development 60- Other Urban Development Schemes 050- Land 02- Development of Six main cities (EAP)-Works -through the Rajasthan Urban Infrastructural Development Project (RUIDP)	2016-17	5.00	-3.84*	8.84	176.80	Entire fund was not utilised during 2016-19 as case related to various packages of first stage is under consideration in Commercial Court and ACB.	As per SBM, trend of expenditure of previous year was not kept in view while allocation of fund for ensuing year. Huge savings indicate faulty estimation.
		2017-18	5.00	-1.00	6.00	120.00		
		2018-19	2.00	-0.98	2.98	149.00		
15.	4217- Capital Outlay on Urban Development 60- Other Urban Development Schemes 050- Land 04- Rajasthan Urban Sector Development Investment Programme (RUSDIP) R.U.I.D.P. Third Phase (EAP) Construction Works	2016-17	375.00	106.10	268.90	71.71	Delay in allotment of works.	It was the responsibility of the Departments to ensure required level of progress of work with timely decision, implementation and monitoring. Non-utilisation of fund within stipulated time led to blocking of funds. Further, escalation of cost cannot be ruled out on delayed works.
		2017-18	450.00	219.20	230.80	51.29	Slow progress of work.	
		2018-19	495.00	244.85	250.15	50.54		
16.	4217- Capital Outlay on Urban Development 04- Slum Area Improvement 800- Other expenditure 04- Rajeev Awas Yojana for Slum Free India	2016-17	131.61	29.72	101.89	77.42	Non-receipt of second installment from GoI due to non-submission of UCs of first installment.	Proposal for capital project should have been prepared with proper planning and as per scheme guidelines. The Department should have pursued the revised proposal

S. No.	Head	Year	Total (O+S)	Expenditure	Savings	Percentage of savings	Department Reply	Audit Comments
		2017-18	48.06	4.44	43.62	90.76	Work related to some project not started due to rejection of proposal by GoI, so no fund released by GoI in this regard.	with concerned authority for release of adequate funds for schemes.
		2018-19	52.87	24.65	28.22	53.38		
17.	4217- Capital Outlay on Urban Development 03- Integrated Development of Small and Medium Towns 800- Other expenditure 02- Urban Roads and Drains etc. (ROB) 07- For various Urban Bodies	2016-17	103.01	26.34	76.67	74.43	Less expenditure incurred on work due to non/late-availability of land for ROB work in 2016-19.	Proposals for capital expenditure should have been prepared with proper planning and feasibility study. Non/late allotment of land could have been avoided with proper planning.
		2017-18	48.07	41.72	6.35	13.21		
		2018-19	44.65	12.59	32.06	71.80		
18.	4217- Capital Outlay on Urban Development 03- Integrated Development of Small and Medium Towns 800- Other expenditure 01- Assistance to Local Bodies, Corporations, Urban Development Authorities, Urban Improvement Trusts etc. 02- Shahari Jan Sahbhagi Yojana	2016-17	17.17	6.83	10.34	60.22	Non-release of Administrative and Financial Sanction by concerned Collector due to non-receipt of public fund in 2016-19.	Trend of expenditure of previous year was not kept in view while allocation of fund for ensuing year. Persistent savings indicate faulty estimation.
		2017-18	17.03	8.11	8.92	52.38		
		2018-19	17.17	1.74	15.43	89.87		

* Minus figure indicates receipt during the year

It was further observed that:

- This grant included a provision of ₹ 2,253.20 crore for works of Smart City projects at Ajmer, Jaipur, Kota and Udaipur, however only an amount of ₹ 925.80 crore (41 per cent) was incurred against the provision during 2016-19. GoI did not release funds as the Department could not submit UCs in respect of utilisation of grants received earlier.
- During 2016-19, this grant included a provision of ₹ 275.99 crore for Housing for all (Urban) under the *Pradhan Mantri Awas Yojana*, however, only an amount of ₹ 22.98 crore (8.32 per cent) was incurred against the provision.
- During 2016-19, an amount of ₹ 32.59 crore was proposed for Sewerage Treatment Plant under this grant. It was, however, observed that an amount of ₹ 3.43 crore (10.5 per cent) was incurred towards the scheme. The Department intimated that less expenditure was incurred due to land dispute and court stay and objection imposed by the Finance Department.

Thus, the savings against total budget provision during 2016-19 exhibited persistent trends which were indicative of over assessment in requirement of funds under various heads by the Department without adequate scrutiny and proper monitoring of the flow of expenditure. Less expenditure on capital

projects also indicates that proposals were made without proper planning by the Department.

Token provision in grant

As per para 13.14 of SBM, new sub heads, group heads and object heads, however, may be introduced by the Finance Department if needed to suit the requirement of the State Government only with the concurrence of Accountant General (A&E). A sub-head or other unit of appropriation which remains inoperative for three consecutive years should be deleted from the Demands for Grants of the concerned Department.

During scrutiny of the grant it was observed that during 2015-16 to 2018-19, in 63 out of 101 total heads (62.4 per cent) token provision were made under this grant which remained token provisions without augmenting provision through re-appropriations and at the end of the financial year token provisions in all heads were surrendered. Regarding token provision, controlling officers of budget head intimated (July and August 2019) that token provisions were made in anticipation of requirement of heads in future in some cases. However, due to non-requirement of these heads, token provisions will be made zero in the next financial year.

The Public Account Committee had recommended to take effective measures to avoid cases of persistent savings in future and ensure due diligence while preparing budget estimates. However, in spite of these recommendations, the incidence of persistent savings continued during 2018-19 also.

2.3.5 Unnecessary/excessive supplementary provision

Para 24.2 of SBM stipulates that during the course of a financial year, if the amount provided for the 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, a supplementary provision can be sanctioned by the Legislature. During 2018-19, supplementary provisions of ₹ one crore or more in each case, aggregating to ₹ 1,852.23 crore, obtained in 15 cases, proved unnecessary as the expenditure did not even come up to the level of the original provision (**Appendix 2.5**). Out of these, 6 cases where supplementary provisions of more than ₹ 100 crore in each case proved unnecessary are given in **Table 2.5**.

Table 2.5: Cases where supplementary provisions (more than ₹ 100 crore) proved unnecessary during 2018-19

(₹ in crore)					
Sl. No.	Number and Name of the Grant	Original Provision	Expenditure	Supplementary Provisions	Reasons for supplementary provisions
Revenue-Voted					
1	21- Roads and Bridges	1,535.23	1,362.34	133.41	For transfer of cess amount on Petrol and Diesel to Fund and expenditure on festivals and exhibitions during visits of high profile persons.
2	29- Urban Plan and Regional Development	4,631.46	4,015.09	467.82	For transfer of Funds to Rajasthan Transport Development Fund (RTIDF) and Mukhya Mantri Swawlabman Abhiyan.

Sl. No.	Number and Name of the Grant	Original Provision	Expenditure	Supplementary Provisions	Reasons for supplementary provisions
3.	30- Tribal Area Development	12,473.80	12,032.40	258.83	For incentivisation of digital inclusion of selected families related to National Food Security Act under Bhamashah Scheme and to match contribution of more fund received under PMAY by the GoI.
4.	51- Special Component Plan for Welfare of Scheduled Castes	14,046.25	13,683.69	360.53	For incentivisation of digital inclusion of selected families related to National Food Security Act under Bhamashah Scheme and to match contribution of more fund received under PMAY by the GoI.
Capital Voted					
5.	21- Roads and Bridges	4,620.21	4,025.55	309.10	For construction of Road from State Road Fund.
6.	24-Education, Art and Culture	588.51	561.67	100.72	Fund from NABARD Loan for construction work of school.

Source: Appropriation Accounts

In all the above cases, it was seen that provision for supplementary grants proved unnecessary as the actual expenditure was even less than the original budget estimates.

This indicates deficiencies in estimation of requirement of funds for the remaining period of the financial year and failure to monitor the flow of expenditure by these departments. Thus, unnecessary supplementary provisions were made without assessing the actual requirements of funds under these sub-heads.

2.3.6 Excessive/unnecessary re-appropriation of funds

As per para 23.3 of SBM, re-appropriations are permissible only when it is known or anticipated that appropriation for the unit from which funds are diverted will not be utilized in full or that savings can definitely be affected in it. Re-appropriation is transfer of funds within a grant from one unit of appropriation where savings are anticipated, to another unit where additional funds are needed.

Injudicious re-appropriation of funds proved excessive, unnecessary or insufficient and resulted in excess expenditure of ₹ 134.60 crore in 77 sub-heads and final savings of ₹ 969.42 crore in 474 sub-heads. The final excesses/savings after re-appropriation was more than ₹ one crore in 43 head of accounts (**Appendix 2.6**). There was insufficient re-appropriation in 20 head of accounts, unnecessary re-appropriation in six head of accounts and excessive re-appropriation in 17 head of accounts.

This indicates that the availability/requirement of funds was not properly assessed before its reappropriation.

2.3.7 *Anticipated savings not surrendered*

As per para 23.16 of SBM, grants that cannot be properly utilised should be surrendered. In accordance with the provisions of the SBM, it is the duty of the Budget Controlling Officers to ensure that all anticipated savings are surrendered to Government immediately when they are foreseen, without waiting till the end of the year, unless they are definitely required to meet excesses under some other units under the same grant. No savings can be held in reserve by them for meeting possible future excesses.

In 24 cases (18 grants), where savings were ₹ one crore and above aggregating to ₹ 10,151.35 crore, an amount of ₹ 619.56 crore was not surrendered (*Appendix 2.7*). Early surrender could have ensured more productive use of resources in other areas where there may be shortfall.

This indicates lack of realistic financial planning/monitoring and weak financial control leading to savings not being surrendered.

The Departments did not furnish (October 2019) reasons/explanations for non-surrender of ₹ 619.56 crore.

Recommendation 14:

All anticipated savings may be surrendered immediately so that funds can be effectively utilised for other purposes.

2.3.8 *Lump sum provision*

Para 13.16 of SBM stipulates that as a rule, lump sum provisions should not be made in the estimates. However, in some cases, where the lump sum provision may become unavoidable and barring the cases where expenditure from lump sum allotments is regulated by standing sanctions, instructions or rules, detailed explanations justifying proposed provision shall be given in the budget note accompanying the lump sum estimates.

During 2018-19, in 123 cases under 21 grants (where surrender was more than ₹ 15 crore and also more than 50 *per cent* of budget provision), lump sum provision of ₹ 9,069.71 crore was made in the estimates. Out of this, a sum of ₹ 6,960.31 crore (76.7 *per cent*) remained unutilized and was surrendered at the fag end of the year (*Appendix 2.8*). Reasons for making lump sum budget provisions in these cases were not furnished (October 2019) by the Government.

2.3.9 *Surrender in excess of actual savings/excess*

In two grants, an amount of ₹ 1,227.95 crore was surrendered against the savings/excess of ₹ 1,164.20 crore, which was in excess by ₹ 63.75 crore as given in the **Table 2.6**.

Table 2.6: Cases where excess surrendered

(₹ in crore)

S. No.		Number and Name of Grant	Saving (-)/ Excess (+)	Amount surrendered	Excess surrendered
1.	Revenue voted	21 – Roads and Bridges	306.30	312.67	6.37
2.		46 – Irrigation	618.77	646.88	28.11
3.	Capital voted	46 – Irrigation	239.13	268.40	29.27
		Total	1,164.20	1,227.95	63.75

Source: Appropriation Accounts

This indicated that the Departments failed to exercise necessary budgetary controls over the flow of expenditure through the monthly expenditure statements.

The Departments did not furnish any reasons/explanations regarding surrender in excess of actual savings (October 2019).

2.3.10 Non-utilization of entire provision under scheme/heads.

Estimates of expenditure contain details of financial requirements of Departments and constitute the Government's annual formal request to the Legislative Assembly for approval of the expenditures involved. Actual expenditure incurred in the last three years and also revised estimates for the current financial year should be taken into consideration for preparing estimates for the ensuing financial year.

During scrutiny of Appropriation Account it was observed that budget provisions were made under various schemes which remained entirely unutilized. During 2018-19, the entire provision of ₹ 10 crore or more in each case made under 74 schemes/heads aggregating to ₹ 4,343.08 crore was not utilized. The details are given in **Appendix 2.9**.

Further, it was also noticed that provisions were made continuously for last two to five years without keeping in view guiding principles of SBM and entire provision were being surrendered at the end of financial year. Some major heads are given in **Table 2.7**.

Table 2.7: Non-utilization of entire provision under scheme/heads

(₹ in crore)

S. No.	Grant	Heads	2014-15	2015-16	2016-17	2017-18	2018-19
1.	29-Urban Plan and Regional Development	2217-05-190-02-03 Ajmer City Transport Services Limited	-	-	6.80	5.87	1.37
2.	30-Tribal Area Development	2235-02-796-13-07 Mission Gramya Shakti	2.50	2.50	2.50	2.50	1.44
3.		3425-01-796-05 Sursek/Setcom Network	0.05	1.33	3.75	3.19	3.31
4.		4225-02-796-16-04 To connect Bastis with service centres	-	3.00 out of 4.00	2.50	2.00	2.00
5.		4225-02-796-17-03 To connect Tribal Bastis with Service Centres	-	2.00 out of 3.00	2.50	2.00	2.00
6.		32- Civil Supplies	5475-102-11-01 Consumer Affairs			1.00	1.00

S. No.	Grant	Heads	2014-15	2015-16	2016-17	2017-18	2018-19
7.	33- Social Security and Welfare	2235-02-103-20-01 Mission Gramya Shakti (through the Women Empowerment Department)	10.60	10.60	10.60	10.60	7.35
8.		4235-02-800-09-01 Construction of College level Hostel building	-	40.65	40.65	7.00	8.00
9.	35- Misc. Community and Economic Services	3454-02-203-01-07 State Data Centre	-	15.07	15.07	5.07	6.46
10.		3454-02-203-01-13 State Service Delivery Gate way	-	-	2.77	1.01	1.05
11.		3454-02-203-01-29 National e-Governance Action Plan (Capacity building)	1.74	1.74	2.27	1.14	1.22
12.	43- Minerals	4853-01-004-07-02 Through the Medical and Health Department, Medical facilities in mining areas	-	-	16.00	1.20	5.00
13.	51-Special Component plan for welfare of Scheduled castes	2235-02-789-01-06 Mission Gramya Shakti	3.50	3.50	3.50	3.50	1.91
14.		3425-01-789-05 Sursek/Setcom Network	0.07	0.41	5.02	4.29	4.75
15.		4236-02-789-02 Upgradation and maintenance of Aganbari centre including crèche construction under ICDS Mission mode	2.57	2.57	2.58	7.20	7.50

As per SBM, a sub-head or other unit of appropriation which remains inoperative for three consecutive years should be deleted from the Demands for Grants of the concerned Department.

This indicates that provisions for these schemes/heads were made without properly assessing financial requirements and necessity of Departments.

2.4 Review of selected grants

With a view to have detailed analysis of a particular grant, **Grant number: 51-Special Component Plan for Welfare of Scheduled Castes** was selected on the basis of expenditure against budgeted estimate for last three years. This analysis encompasses comment on Budget and Expenditure, Receipts with respect to Revised Estimates, Excess expenditure after re-appropriation/surrender, unnecessary/excessive supplementary provision, non-utilisation of entire provision, persistent savings and status of schemes in Chief Minister's previous Budget Speech under this grant.

Grant No.51- Special Component plan for Welfare of Scheduled Castes

The Schedule Castes Sub Plan (SCSP) schemes are strategies initiated and designed by Government of India for implementation by State Governments in order to bridge the gap in the socio-economic status of Scheduled Castes (SCs). Outlay for area oriented schemes directly benefiting Scheduled Castes villages having a majority of Scheduled Castes population and villages should be included in Scheduled Caste Sub Plan. As per guidelines issued by the Planning Commission, Annual Plan allocations of the State should be segregated into the Tribal Sub Plan (TSP) and Scheduled Caste Sub Plan (SCSP). Funds earmarked for SCSP should be in proportion to the population of Scheduled Castes (SCs) to the total population of the State. The Social

Justice and Empowerment Department is the nodal department for formulation and implementation of the Scheduled Caste Sub Plan.

The overall position of budget provision, expenditure and savings during 2016-19 is detailed in **Table 2.8**.

Table 2.8: Budget provisions

	2016-17				2017-18				2018-19			
	Total (O+S)	Expenditure	Savings (Saving Percent)	Surrender	Total (O+S)*	Expenditure	Savings (Saving Percent)	Surrender	Total (O+S)*	Expenditure	Savings (Saving Percent)	Surrender
Revenue	9,549.49	8,304.44	1,245.05 (13.04)	1,240.91	10,383.89	9,517.25	866.64 (8.35)	862.14	14,406.78	13,683.68	723.10 (5.02)	691.06
Capital	5,988.15	5,412.05	576.10 (9.62)	575.81	5,537.10	3,872.12	1,664.98 (30.07)	1,601.84	5,293.39	3,959.49	1,333.90 (25.20)	1,294.92
Total	15,537.64	13,716.49	1,821.15	1,816.72	15,920.99	13,389.37	2,531.62	2,463.98	19,700.17	17,643.17	2,057.00	1,985.98

* Includes supplementary provision of ₹ 1,379.05 crore and ₹ 360.53 crore under revenue section during 2017-18 and 2018-19 respectively and provision of ₹ 50.00 crore under capital section during 2018-19.

Detailed audit of Budget and expenditure under this grant showed that:

- The un-utilised budget provisions/savings under revenue section of the grant ranged from 5.02 *per cent* to 13.04 *per cent* during the period from 2016-17 to 2018-19.
- The un-utilised budget provisions/ savings under capital section of the grant ranged from 9.62 *per cent* to 30.07 *per cent* during the period from 2016-17 to 2018-19.
- During 2018-19, out of final savings of ₹ 723.10 crore in revenue section and ₹ 1,333.90 crore in capital section, a sum of ₹ 32.04 crore in revenue section and ₹ 38.98 crore in capital section was not surrendered.

Substantial Savings

Against the total provision of ₹14,406.78 crore under revenue head, an expenditure of ₹13,683.68 crore was incurred resulting in savings of ₹ 723.10 crore (5.02 *per cent*). Also against the total provision of ₹ 5,293.39 crore under capital head, ₹ 3,959.49 crore was spent resulting in saving of ₹ 1,333.90 crore (25.2 *per cent*).

During audit, it was observed that in 22 schemes/programme there were substantial saving of ₹ 989.37 crore (where savings were ₹ 10 crore or more) ranging from 50 *per cent* to 99.8 *per cent* of total grant/appropriation under the schemes/programme during 2018-19. The details are given in **Table 2.9**.

Table 2.9: Substantial Savings ₹ 10 crore or more

S. No.	Name of Head (2018-19)	Total	Expen-diture	Savings	
				Savings	% of savings
1.	2217-80-191-39-02-Housing for All-Sub-plan for Scheduled Castes	12.48	0.03	12.45	99.76
2.	2217-80-192-41-02-Housing for All-Sub-Plan for Scheduled Castes	36.55	0.08	36.47	99.78
3.	2211-789-03-03-National Urban Health Mission (NUHM)	19.75	9.00	10.75	54.43
4.	2401-789-02-05-For conversion from flow irrigation to drip irrigation (Pradhan Mantri Krishi Sinchai Yojana-Micro Irrigation)	21.27	6.16	15.11	71.04
5.	2401-789-03-01-Through the Agriculture Department	27.14	9.43	17.71	65.25
6.	2401-789-09-01-Through the Agriculture Department	32.72	13.29	19.43	59.38

S. No.	Name of Head (2018-19)	Total	Expen- -diture	Savings	% of savings
7.	2501-06-196-06-03-Grants	80.91	33.59	47.32	58.48
8.	2501-06-196-10-03-Grants	25.18	0.34	24.84	98.65
9.	2515-198-33-03-Functional/Activities	490.36	245.18	245.18	50.00
10.	4210-01-789-01-90-Construction Works	49.52	23.00	26.52	53.55
11.	4210-02-789-01-90-Construction Works	32.54	13.61	18.93	58.17
12.	4210-03-789-01-01-Medical College and Associated Group of Hospitals, Jaipur	18.43	4.80	13.63	73.96
13.	4215-01-789-01-58-Water Supply Project from Narmada to Shiv Tehsil, District Barmer (205 Villages)	25.94	11.79	14.15	54.55
14.	4215-01-789-01-63-National Rural Drinking Water Programme (DDP)	19.92	4.22	15.70	78.82
15.	4215-01-789-01-65-Percentage Charges on operation and Maintenance for National Rural Drinking Water Programme	43.35	15.31	28.04	64.68
16.	4215-01-789-02-46-Chambal, Dholpur, Bharatpur Project, Phase-I, Part-II (Urban)	18.90	1.95	16.95	89.68
17.	4215-01-789-02-58-Bisalpur-Jaipur Water Supply Project-II Phase (Urban)	36.00	0.99	35.01	97.25
18.	4515-789-04-01-For Zila Parishads (Rural Development Cell)	81.00	40.50	40.50	50.00
19.	4700-34-789-01-Construction Works	27.00	7.96	19.04	70.52
20.	4700-80-789-02-01-Rajasthan Water Sector Restructuring Project for Desert Area	199.14	71.89	127.25	63.90
21.	4802-02-190-04-02-Refinery (SCSP)	233.00	70.00	163.00	69.96
22.	5054-03-789-03-Strengthening, Modernisation, Renovation and Widening of Small District Roads	47.52	6.13	41.39	87.10
		1,578.62	589.25	989.37	

Various reasons were given by the Department including non/less receipt of funds from GoI, posts remaining vacant, non/less release of grants for creation of capital assets, slow progress of work, ownership dispute of land, unavailability of funds, delay in tendering process, less execution of work, non-receipt of sanction by GoI, non-submission of bills by firm, reduction in budget ceiling and availability of fund of previous year. The reply was indicative of the fact that Department lacked proper estimation of provisions and execution of financial plans.

Persistent savings

As per SBM actual expenditure incurred in last three years, and revised estimates for the current year should be taken into consideration for preparing estimates for the ensuing financial year and the estimates of expenditure should be as accurate as possible.

It was observed that during the last three years from 2016-17 to 2018-19, there were persistent savings in various schemes. There were grants where provision was ₹ 10 crore or more than in each cases and persistent savings were noticed during last three years. The details are given in **Table 2.10**.

Table 2.10: Persistent savings during last three years

Name of Head	Year	(₹ in crore)			
		Total (O+S)	Expen- -diture	Saving (-)/ Excess (+)	% of savings and excess
2202-02-107-14 Pre-matric scholarship to children of families engaged in scavenging works	2016-17	12.00	6.39	-5.61	46.75
	2017-18	10.00	4.88	-5.12	51.20
	2018-19	8.00	2.94	-5.06	63.25
2217-80-191-39-02 Housing for All-Sub-Plan for Scheduled Castes	2016-17	41.31	4.11	-37.20	90.05
	2017-18	18.00	5.53	-12.47	69.28
	2018-19	12.48	0.03	-12.45	99.76
2401-789-02-04 National Horticulture Mission	2016-17	17.03	4.94	-12.09	70.99
	2017-18	10.67	7.78	-2.89	27.09
	2018-19	11.74	3.40	-8.34	71.04

Name of Head	Year	Total (O+S)	Expenditure	Saving (-)/ Excess (+)	% of savings and excess
2401-789-02-05 For conversion from flow irrigation to drip irrigation (Pradhan Mantri Agriculture Irrigation Scheme-Micro Irrigation)	2016-17	36.61	4.23	-32.38	88.45
	2017-18	25.02	4.97	-20.05	80.14
	2018-19	21.27	6.16	-15.11	71.04
2401-789-03-01 Through the Agriculture Department	2016-17	36.75	25.91	-10.84	29.50
	2017-18	41.18	11.84	-29.34	71.25
	2018-19	27.14	9.43	-17.71	65.25
2501-05-196-07-03 Functional Related (For Scheduled castes)	2016-17	112.33	16.67	-95.66	85.16
	2017-18	96.16	65.85	-30.31	31.52
	2018-19	99.45	65.45	-34.00	34.19
4059-80-789-04 General building (Land Revenue)	2016-17	16.35	9.11	-7.24	44.28
	2017-18	21.06	5.54	-15.52	73.69
	2018-19	11.38	5.61	-5.77	50.70
4210-02-789-01-90 Construction Works	2016-17	29.25	5.25	-24.00	82.05
	2017-18	57.50	8.78	-48.72	84.73
	2018-19	32.54	13.61	-18.93	58.17
4210-03-789-01-03 Medical College and associated Group of Hospital, Bikaner	2016-17	8.47	2.00	-6.47	76.39
	2017-18	14.96	6.49	-8.47	56.62
	2018-19	16.61	11.18	-5.43	32.69
4215-01-789-01-45 Bisalpur Dudu Project -Chaksu, Phagi and Bassi	2016-17	81.07	42.91	-38.16	47.07
	2017-18	43.43	23.94	-19.49	44.88
	2018-19	8.71	3.96	-4.75	54.54
4215-01-789-01-55 Narmada Project-Cluster (D.R.)	2016-17	5.56	1.39	-4.17	75.00
	2017-18	9.07	7.73	-1.34	14.77
	2018-19	16.15	10.76	-5.39	33.37
4215-01-789-01-58 Water Supply Project from Narmada to Shiv Teshil District Barmer (205 Villages)	2016-17	7.34	4.33	-3.01	41.01
	2017-18	10.72	6.32	-4.40	41.04
	2018-19	25.94	11.79	-14.15	54.55
4215-01-789-01-63 National Rural Drinking Water Programme (D.D.P)	2016-17	25.85	8.70	-17.15	66.34
	2017-18	20.36	8.94	-11.42	56.09
	2018-19	19.92	4.22	-15.70	78.82
4217-03-789-07-01 For Various Urban Bodies	2016-17	26.74	6.84	-19.90	74.42
	2017-18	12.48	5.09	-7.39	59.21
	2018-19	11.59	3.27	-8.32	71.79
4217-04-789-02 Rajeev Aawas Yojana for slum free India	2016-17	34.17	7.70	-26.47	77.47
	2017-18	12.48	2.00	-10.48	83.97
	2018-19	13.72	6.40	-7.32	53.35
4250-789-01-01 Plants and Equipment	2016-17	22.31	11.41	-10.90	48.86
	2017-18	12.52	4.31	-8.21	65.58
	2018-19	5.34	3.93	-1.41	26.40
4225-01-789-05 Construction of hostel building for students	2016-17	14.63	0.79	-13.84	94.60
	2017-18	18.25	10.63	-7.62	41.75
	2018-19	15.17	6.22	-8.95	58.99
4401-789-04 Building construction for kisaan Sewa Kendra and village knowledge Centre	2016-17	17.10	14.39	-2.71	15.85
	2017-18	16.10	4.39	-11.71	72.73
	2018-19	4.00	1.50	-2.50	62.50
4700-04-789-02-01 Construction Works	2016-17	11.41	7.78	-3.63	31.81
	2017-18	11.00	5.49	-5.51	50.09
	2018-19	12.10	4.34	-7.76	64.13
4853-01-789-02-01 Through the Public Works Department Road Construction in mining areas	2016-17	11.00	0.99	-10.01	91.00
	2017-18	50.00	7.48	-42.52	85.04
	2018-19	55.00	29.50	-25.50	46.36
5054-03-789-03 Strengthening, Modernisation, renovation and widening of Small District Roads	2016-17	10.26	5.84	-4.42	43.08
	2017-18	21.04	2.77	-18.27	86.83
	2018-19	47.52	6.13	-41.39	87.10
5054-04-789-12-01 Rural Link Roads	2016-17	21.65	7.53	-14.12	65.22
	2017-18	18.23	7.69	-10.54	57.82
	2018-19	22.12	12.67	-9.45	42.72

Budget controlling officer attributed savings to slow progress of construction works by PWD and Contractor, delay in tendering process, posts remaining vacant, reduction in plan ceiling, late/non-receipt of financial and administrative sanction, non/less receipt of funds from Gol, non-submission of utilization certificate, mandatory allotment of budget under SCSP category

despite less demand, non-supply of some items by firm as per prescribed norms and non/delayed allotment of land etc.

Persistent savings indicate that the Department did not utilise the budgeted funds consistently in respect of these development works/programme/schemes. It also indicates unrealistic estimates of the anticipated expenditure during the period, poor control over expenditure and financial monitoring.

Non-utilisation of entire provision in various Schemes

As per SBM, the estimate of expenditure should be as accurate as possible. In 10 cases under the grant the entire provisions made under various schemes (₹ 10 crore or more in each case) aggregating to ₹ 255.61 crore remained unutilized during 2018-19, are given in **Table 2.11**.

Table 2.11: Details of unutilized provision in various schemes during 2018-19

(₹ in crore)					
S. No.	Name of Head (2018-19)	Total	Expen-diture	Savings	% of savings
1.	2217-80-191-42-05- Basic grants under XIV-FC	11.63	0.00	11.63	100
2.	2217-80-192-39-02 – Swachh Bharat Mission (for scheduled caste)	18.57	0.00	18.57	100
3.	2217-80-192-46-05- Basic grant under XIV-FC	28.93	0.00	28.93	100
4.	2401-789-09-04- Through the Watershed Development and Soil Conversion Department	14.96	0.00	14.96	100
5.	2851-789-26-01- Interest Grant on Loan	20.00	0.00	20.00	100
6.	2515-198-34-03- Functional/Activities	61.84	0.00	61.84	100
7.	4215-01-789-01-19-Barmer Lift Canal Water Supply Project Phase-II	12.94	0.00	12.94	100
8.	4515-789-13-01-For Zila Parishads (Rural Development Cell)	22.34	0.00	22.34	100
9.	4202-01-789-07-01- Sarva Shiksha Abhiyan- Construction works (Plan)	14.40	0.00	14.40	100
10.	4885-60-789-02-01-Award and Compensation for Soil Acquisition	50.00	0.00	50.00	100
		255.61		255.61	

Various reasons were given by the Department including non/less receipt of funds from GoI, direct transfer of funds by GoI, post remaining vacant, less receipt of funds from GoI under XIV-Finance Commission and slow progress of work. This shows that the Department failed to assess the requirement of provisions for plan for Welfare of Scheduled Castes and it was totally based on assumptions.

Excessive supplementary provision

As per SBM, supplementary grant is required to be taken when the amount sanctioned in the original appropriation is found inadequate for the expenditure to be incurred during the year. During 2018-19, supplementary grant of ₹ 360.53 crore was allotted in the revenue section and ₹ 50 crore was allotted in the capital section. In view of savings of ₹ 723.10 crore and ₹ 1,333.90 core under respective revenue and capital heads, supplementary provision of ₹ 360.53 crore and ₹ 50.00 crore proved unnecessary during 2018-19. Head-wise details of excess supplementary provision are given in **Table 2.12**.

Table 2.12: Excess supplementary provision

(₹ in crore)

Name of Head	Original Provision	Supplementary provision	Expenditure	Excessive Supplementary provision	Reasons for Supplementary provision
2018-19					
3454- Census Survey and Statistics 02 Surveys and Statistics 789-Special Component Plan for Scheduled Castes 05-Bhamashah Yojana 2014 01-Census Survey and Statistics Economic and Statistics Department	26.18	300.00	259.46	66.72	For incentivisation of digital inclusion of selected families related to National Food Security Act under Bhamashah Scheme
2017-18					
2202-General Education 01- Elementary Education 111-Serva Shiksha Abhiyan 02- Special Component Plan for scheduled castes (Education Guarantee Scheme)	779.85	918.00	952.47	745.38	For payment of salary under Sarva Shiksha Abhiyan
2505-Rural Employment 01-National Programme 196-Assistance to Zila Parishads/District level Panchayats 02-Pradhan Mantri Awas Yojana-Rural 03-Pradhanmantri Awas Yojana (Scheduled Castes)(Plan)	39.86	382.63	325.98	96.51	To match the contribution of additional funds received from Gol under Pradhanmantri Awas Yojana

Excess Expenditure

During the test check of appropriation account, it was observed that during 2018-19 in some heads of this grant there was excess expenditure which was against the provision of para 8.5(5) of SBM. The details of heads where excess expenditure was more than ₹ one lakh and above is given in **Table 2.13**.

Table 2.13: Excess expenditure against provisions

(₹ in crore)

S. No.	Head of Account	Total Provision*	Surrender/ re-appropriation	Availability of fund	Actual Expenditure	Excess
1.	4055-789-02-91- Percentage charges for establishment expenses (2059)	1.14	1.14	**	0.05	0.05
2.	4055-789-02-92- Percentage charges for Tools and Plants (2059)	0.28	0.28	***	0.01	0.01
3.	4055-789-02-93- Percentage charges for Roads and Bridges (3054)	0.43	0.43	***	0.02	0.02
4.	4215-01-789-01-29- Deeg Water Supply Scheme (CSS)	5.51	-	5.51	7.37	1.86
5.	4215-01-789-01-42-Gagrin Water Supply (CSS)	4.41	-	4.41	5.72	1.31
6.	4215-01-789-01-48 - Chambal-Bhilwara Water supply scheme cluster (CSS)	18.08	-	18.08	39.90	21.82
7.	4700-34-789-01 -Construction Work	27.00	20.04	6.96	7.96	1.00
8.	4700-40-789-01-01-Construction Work	7.20	1.82	5.38	5.40	0.02
9.	4701-69-789-01- Construction Work	9.90	-	9.90	10.23	0.33
10.	4702-789-02-01-Minor Irrigation Projects	18.76	-	18.76	19.98	1.22
11.	4702-789-02-03- Water Harvesting Structure	10.39	-	10.39	10.55	0.16
12.	4702-789-02-04- Modernisation/Up-gradation/Regeneration	3.60	1.05	2.55	2.56	0.01

S. No.	Head of Account	Total Provision*	Surrender/ re-appropriation	Availability of fund	Actual Expenditure	Excess
13.	4702-789-02-05- Accelerated Irrigation Benefit Programme	0.90	-	0.90	0.91	0.01
14.	4702-789-02-07- Regeneration/Modernisation/Up-gradation/ Renovation	11.36	0.20	11.16	11.33	0.17
15.	4711-01-789-02-01 – Through the Chief Engineer, Water Resources Department, Rajasthan, Jaipur (CSS)	2.39	-	2.39	3.85	1.46

* Includes re-appropriation, ** only ₹ 2,000, *** only ₹ 1,000

This shows that expenditure was incurred without availability of fund under these heads by the Department.

Excess expenditure incurred over budgetary allocation indicates deficient budgetary expenditure controls and lack of financial monitoring.

Expenditure incurred without availability of fund

During audit of appropriation account, it was noticed that in two cases expenditure was incurred after entire provision was surrendered. Details are given below in **Table 2.14**.

Table 2.14: Expenditure incurred without availability of funds

(₹ in crores)			
Head	Provision	Surrendered	Expenditure
4215-01-789-01-31 Narmada Gudamalani Water Supply Scheme (CSS)	₹ 1000*	₹ 1000*	0.65
4215-01-789-01-61 Water Supply Project for 256 villages of Bhinmal town and Bhinmal Tehsil	₹ 1000*	₹ 1000*	4.05

*In actual figures

Other significant issues:

- (i) During audit it was noticed that provision of ₹ 20 crore was made under Major Head '2851-789-26-01' for "Interest Grant under Mudra Yojana" during 2018-19. In this regard Department stated (July 2019) that no scheme was proposed by the Department. Entire provision was surrendered as per instruction of the Finance Department. This indicates that the provision was made by the Finance Department without requirement/proposal of the Department.
- (ii) During audit it was noticed that provision ₹ 22.34 crore was made under Major Head '4515-789-13-01' for Guru Golwalkar Jan Bhagidaari Vikas Yojana during 2018-19. No amount was released by GoR and the entire provision was surrendered as balance amount of previous year was lying in the PD account. Department stated (August 2019) that as per information received from 25 districts an amount of ₹ 122.48 crore was lying in PD accounts (balances as on 1.4.2018) related to this scheme. So, there would be no requirement to release extra amount this year. This indicates that provision was made without assessment of progress of the scheme.

Token provision in grant

During scrutiny of the grant it was observed that in 2018-19, out of total 870 heads, in 234 heads token provision was made under this grant which remained as token provision only without augmenting provision through re-appropriations and at the end of the financial year token provisions were either surrendered or made zero in Revised Estimates during Budget Finalisation Committee (BFC) meeting.

Status of schemes in previous Budget Speech's

Details of Budget speech and status of schemes are given **Table 2.15**.

Table 2.15: Announcements in Budget Speech and their follow up actions

S. No.	Brief announcements made in Budget Speech	Status of follow up action taken by the Department
1.	During Budget Speech of 2016-17, the State Government announced that one Awasiya Vidyalaya for Schedule caste Boys and one for Girls of all categories in Gram panchayat, Jaisidher, District Barmer will be made operational from 2016-17 session, which would entail an estimated expenditure of ₹ 4.44 crore.	The Department stated (September 2019 and January 2020) that schools could not be started for a period of more than three years as the construction work had not been completed.
2.	During Budget Speech of 2017-18, the State Government announced that the meritorious students of Schedule Caste and Schedule tribe, whose family's annual income is less than ₹ 2.50 lakh, would get financial assistance for education of MBBS and PG in Private Medical College and University for which a separate scheme will be implemented by the State Government.	The Department stated (September 2019 and January 2020) that regarding implementation of the scheme, proposal/ file had been sent to Medical Education Department but reply has not been received yet.
3.	During Budget Speech of 2018-19, the State Government announced 'Bhairon Singh Shekhawat Antodya Swarojgar Scheme' for providing livelihood to SC, ST and OBC families. In this scheme loans were to be provided for an amount of ₹ 50,000 at an interest rate of 4 per cent without any security deposit to 50,000 families in ensuing year.	The Department stated (September 2019 and January 2020) that directions were given by the Co- operative Department for implementation of the Scheme and forwarded to Finance Department for approval. Scheme has not been implemented due to non-approval of revised directions at the level of Co-operative Department. Scheme has been closed at the level of Finance Department.

2.5 Irregularities in submission of Detailed Contingent Bills against Abstract Contingent Bills

Under rule 219 of GF&AR, the Controlling and Disbursing Officer are authorised to draw sum of money by preparing Abstract Contingent (AC) bills, by debiting service heads and are required to present Detailed Contingent bills (DC) (vouchers in support of final expenditure) to the Accountant General (A&E) through treasury. Rule 220(1) provides for submission of DC bills within a period of three months from the drawal of AC bills (except in case of

purchase of machinery/equipments and other articles from abroad by opening of letter of credit, where the DC bills may be rendered to the competent authority within six months of the drawal of AC bills).

Audit observed that State Government did not furnish DC bills in respect of 167 AC bills amounting to ₹ 62.03 crore, drawn upto March 2019, as on 30 June 2019. Year-wise details of outstanding DC bills are given in the **Table 2.16**.

Table 2.16: Pending submission of DC bills

(₹ in crore)		
Year	Outstanding DC bills	Amount of DC bills
Up to March 2011	7	2.93
2012-13	1	1.04
2014-15	3	2.47
2016-17	5	3.27
2017-18	10	34.81
2018-19	141	17.51
Total	167	62.03

Source: Finance Accounts and information provided by office of the AG (A&E).

As evident from the **Table 2.16** that 7 bills amounting to ₹ 2.93 crore were pending for 11 to 30 years and 19 bills amounting to ₹ 41.59 crore were pending for 2 to 5 years.

These outstanding DC bills are related to Medical and Public Health Department (8 AC bills amounting to ₹ 27.78 crore); Police Department (17 AC bills amounting to ₹ 13.29 crore); Land Revenue Department (2 AC bills amounting to ₹ 3.12 crore), Election (25 AC bills amounting to ₹ 2.27 crore), Relief Department (1 AC bills amounting to ₹ 1.04 crore) and Rajasthan Public Service Commission (73 AC bills amounting to ₹ 7.62 crore). Major Head wise details of pending AC bills as well as amount outstanding for the period upto June 2019 is detailed in **Appendix 2.10**.

Further, during 2018-19, 1,368 AC bills (₹ 143.84 crore) were drawn out of which 49 bills (3.58 per cent) amounting to ₹ 7.02 crore were drawn in March 2019 only. Significant amount of ₹ 6.41 crore was drawn by Police Department (14 AC bills amounting to ₹ 5.20 crore) and Medical & Health Department (5 AC bills amounting to ₹ 1.21 crore).

(i) Non-submission of DC bills

It was also noticed that out of 167 cases of outstanding DC bills, in 33 cases AC bills remained unadjusted despite lapse of period ranging from 8 months to 30 years, details are given in **Table 2.17**.

Table 2.17: Non-submission of DC bills

(₹ in lakh)					
S. No.	Name of Office	Major Head	AC Bill No. & Date	Amount	Reasons for delay given by Department.
1.	District Collector DMRD Alwar	2245	813/19.03.2013	103.50	Non deposit/ submission of embezzlement amount of ₹ 4,19,430 and detailed records for payment of ₹ 11,30,400.
2.	District Election Officer, Bikaner	2015	64/29.11.2018 73/02.12.2018	15.00 20.00	Bill not submitted by Election Returning Officer.
3.	Administrative Officer, NCC Headquarter, Jaipur	2204	76/21.12.2018 77/21.12.2018	7.35 2.64	Non-receipt of sanction of temporary tour by the State Government.
4.	Rajasthan Staff Selection Board, Jaipur	2051	299/06.10.2016	2.00	Efforts are being made by the Department for changing the demonetized notes.
			216/10.08.2018	6.91	Efforts are being made by the Department.
			260/30.08.2018	6.99	
			215/10.08.2018	7.82	
			194/06.08.2018	6.91	
195/06.08.2018	7.82				
5.	District Collector Bikaner	2052	230/13.08.2018	70.00	Direction has been given to the concerned Department for submission of DC bills.
6.	DEO Primary Udaipur	2202	642/10.12.2018	1.03	Adjustment is under process.
7.	Principal, SP Medical College, Bikaner	4210 2210	1487/30.03.2018 1317/29.03.2017	2125.67 20.25	No reasons were furnished by the office concerned.
8.	4-Raj AIR SQN NCC Jodhpur	2204	40/07.06.2018	1.14	
9.	Dy. Director (Accounts), State Forensic Laboratory, Rajasthan, Jaipur	2055	283/6.1.2015	57.00	DC bills for these procurements could not be furnished due to reasons such as pending approval of State Government for change in items procured, balance amount used for some other purchases where fund was short, submission of faulty bills by STC and in some cases, due to budget constraint and technical disqualification, order could not be placed and re-tendering was to be done. Further, after adjustment, an amount of ₹ 61.17 lakh was still pending with STC, New Delhi.
			395/27.03.2015	180.50	
			396/27.03.2015	9.60	
			347/22.03.2017	41.00	
			367/29.03.2017	25.00	
			368/29.03.2017	239.00	
			422/28.03.2018	6.00	
			421/28.03.2018	66.50	
348/09.02.2018	83.50				
347/09.02.2018	161.50				
<p>This indicates that Rule 8(2) and Rule 220 of GF&AR were overlooked and bills were drawn without ascertaining urgency of these procurements.</p>					

S. No.	Name of Office	Major Head	AC Bill No. & Date	Amount	Reasons for delay given by Department.
10.	Pr. DIET, Bikaner	2202	1989-1990	₹ 30,000	Departments intimated that as per record, bills were not withdrawn of such amount through AC bill in Bikaner, Banswara and Rajsamand.
11.	Zila Parishad, Banswara	4202	66/13.06.1992	₹ 23,700	
12.	Zila Parishad, Banswara	4202	59/27.02.1991	₹ 30,000	
13.	District Adult Education Officer, Rajsamand	2202	1996-1997	₹ 8,500	
14.	DEO (Boys), Kota	2202	30/30.05.1992	₹ 25,920	Recovery regarding Kota is still pending.
15.	Asstt. Director, DIET, Jalore	2202	1990-1991	₹ 30,000	Due to merger of old Department with another Department, DC bills could not be submitted. The Treasury and Accounts Department needs to track the AC bill and issue suitable directions to the concerned Department for adjustment as early as possible.
16.	Revenue Board, Ajmer	2029	183/5.3.2008	292.18	Due to pending recovery of ₹ 15.64 lakh from NICSI, New Delhi, DC bill is pending. Efforts are being made by the Department for recovery. This indicates that Rule 8(2) and Rule 220 of GF&AR were overlooked and bills were drawn without ascertaining urgency of this procurement.

The reasons given by the Departments are not tenable because non-submission of DC bills indicates lack of monitoring in the Departments as well as treasuries.

The withdrawal of money through an AC bill is accounted for against the functional Major Head in the consolidated fund. Unless the accounts are settled within the time allotted, the expenditure stands inflated to that extent.

(ii) Delay in submission of Detailed Contingent Bills

Rule 8(2) of General Financial and Accounts Rule (GF&AR), 2012 prescribed that funds shall be withdrawn only if required for immediate payment and the expenditure or payment is authorised by the competent authority.

During test check of DC bills during 2018-19 significant delay in furnishing DC bills were noticed, details are given in **Table 2.18**.

Table 2.18: Quantum of delay in submission of DC bills

(₹ in lakh)

S. No.	Name of office	No. of DC bills submitted with Delay	Period of delay (in months)	Amount deposited through challan (AC bill amount)*	Reason for delay
1.	District Collector, DMRD, Bharatpur	1	115	6.51 (19.01)	An amount of ₹ 19.01 lakh was drawn (September 2008) for work 'closing of breach of Kanawar dam, Bhagori dam, Mahgawa dam and Khatnowali dam' through AC bill. Work was to be completed in one month. However, an amount of ₹ 6.51 lakh was deposited back (July 2018) by challan while submitting DC bill. This shows that there was no urgency for immediate payment for the repair and restoration works related to dams despite which the Department had drawn amount through AC bill. DC bill was submitted after 10 years, indicating that provisions of GF&AR rules related to AC/DC bills was not followed by the Department.
2.	Assistant Director Ayurveda, Ajmer	1	54	0	Due to non-submission of vouchers along with DC bills in time.
3.	Principal S.P. Medical College, Bikaner	5	7 to 45	2.58 (18.27) 15.90 (169.96)	Due to replacement of broken machine and delay in supply order.
4.	District Collector, DMRD, Udaipur	3	3 to 18	2,330.68 (13,007.32) 56.06 (2,776.62) 112.08 (118.00)	For payment of Agriculture (Aadan) grant to affected farmers. Reason for delay not furnished by the office.
5.	District Election Officer, Sawaimadhopur	3	9 to 15	0.04 (0.30) 0.03 (1.00)	Delay was due to engagement of staff in preparation of voter list.
6.	District Election Officer, Rajsmand	2	9 to 12	0	
7.	Pr. Controller, S.N. Medical College, Jodhpur	4	9	0	
8.	Commandant-7 Raj. NCC, Kota	3	7 to 8	0	
9.	Additional Director (admn), Mines & Geology Department, Udaipur	3	6 to 8	0	Due to Delay in submission of UCs by Raj Comp.
10.	Medical Officer, Community Health Centre, Kaithun (Kota)	1	7	0	Delay was due to engagement of staff in preparation of voter list.
11.	Administrative Officers, NCC headquarter, Jaipur	2	33	0	
12.	Deputy Director, RDCC, Udaipur	1	18	0	
		29		2,523.88	

* Figures in bracket indicate the amount of AC bill drawn.

Delay in submission of detailed contingent bills indicate that funds were drawn without requirement for immediate payment. Controlling officer/ Disbursing officer should ensure that no amounts shall be drawn through AC Bills unless required for immediate disbursement.

Significant amount deposited through challan indicates that funds were withdrawn without assessment of actual requirement and necessity of works.

(iii) Other irregularities

Funds withdrawal through AC bills for work of routine nature

During checking of AC bills, it was found that Mines & Geology Department, Udaipur withdrawn an amount of ₹ 5.27 crore for advance payment to Raj COMP Info Services Ltd for 'Work of System Development & Maintenance Cost for 3 years' through AC Bill (12345/24.11.2017). Mines & Geology Department stated (July 2019) that the work is related to maintenance, therefore, utilisation certificate for the whole amount cannot be submitted by the Raj COMP before completion of 3 year period as payment was to be made to the vendor on completion of phase-wise work. Since, maintenance work is not of contingent nature requirement; advance payment and drawal of funds through AC Bill could not be justified.

Further, it was noticed that the delegation of financial powers to the head of the office is limited to maximum ₹ 75,000 at a time. Hence, the above said AC bill was drawn exceeding the delegation of power. The matter regarding non-submission of DC bills and exceeding delegation of financial power was brought to the notice of Finance Department, but reply is still awaited. The Finance Department had issued letter to the concerned Department for clarification in this regard.

Advances drawn and not accounted for, increases the possibility of wastage/mis-appropriation/malfeasance etc.

However, the position of pending DC bills in Rajasthan was far better than previous years as there has been significant decline in number and amount of pending DC bills from 1,082 bills amounting to ₹ 323.57 crore in year 2013-14 to 167 bills amounting to ₹ 62.03 crore in year 2018-19 indicating improvement in the internal control mechanism.

Chapter III Financial Reporting

This chapter provides an overview and status of compliance of various significant financial rules, procedures and directives with regard to financial reporting of the State Government and its various subordinate offices during the current year.

3.1 Delay in furnishing Utilisation Certificates

Rule 284 & 286 of General Financial and Accounts Rules (GF&ARs), 2012 prescribed that Utilisation Certificates (UCs) of grants¹ provided for a specific purpose should be obtained by the departmental officers from the grantees and after verification should be forwarded to the Accountant General (Accounts and Entitlement) within one year from the date of their sanction unless specified otherwise.

The quantum of grants-in-aid (GIA) released during 2017-19 under various Central/State schemes is given in **Table 3.1**.

Table 3.1: Grants provided to Local Bodies and other institutions

Financial Assistance to Institutions	2017-18	2018-19
(₹ in crore)		
(A) Local Bodies		
Municipal Corporations and Municipalities	3,695.48	3,811.13
<i>Panchayati Raj</i> Institutions	18,550.27	14,834.25
Total (A)	22,245.75	18,645.38
(B) Others		
Educational Institutions (Aided Schools, Aided Colleges, Universities, etc.)	1,283.29	1,452.88
Development Authorities	11.68	13.65
Hospitals and Other Charitable Institutions	918.96	1,241.07
Other Institutions	10,525.42	13,509.23 ²
Total (B)	12,739.35	16,216.83
Total (A+B)	34,985.10	34,862.21

Source: Finance Accounts and vouchers compiled by AG (A&E) Rajasthan

It was noticed that GIA of ₹ 29,868.64 crore³ was provided for general/specific purpose during the year 2017-18. However, Utilization Certificates in respect of grant released for specific purposes were not submitted by the Departments to the Accountant General (A&E), Rajasthan as on March 2019 except two Departments viz. Social Justice and Empowerment Department (SJED) (₹ 44.45 crore) and Science & Technology Department (₹ 1.13 crore). The AG (A&E) is pursuing the matter regarding non-submission of UCs of specific grants with the Finance Department. Further, for ensuring compliance with relevant rules, the matter regarding mandatory incorporation of conditions in the sanctions issued by

¹ In case of grants released for general purpose i.e. pay & establishment and expenses for the Scheme under State Fund or Central Assistance, UCs are not required as per Rule 285 (4) of GF&AR.

² It included mainly grants given for (i) Co-operative Institutions ₹ 3,700 crore; (ii) Education: ₹ 2,214 crore; (iii) Family Welfare ₹ 1,906 crore; (iv) Relief on account of Natural Calamities ₹ 1,492 crore; and (v) Crop Husbandry ₹ 1,037 crore.

³ Excluding amount of grants provided for general purpose of salary (₹ 5,116.24 crore), and some other special grants (₹ 0.22 crore) where UCs were not necessary as per financial rules.

grantee department for submission of UCs of specific grants to AG (A&E) is also under correspondence by that office with the Finance Department.

Thus, due to non-submission of UCs, the pendency of UCs relating to GIA provided for specific purpose during the year 2017-18 could not be captured in the accounts. Further, out of the grants provided (₹ 76.56 crore) to these two Departments (Table 3.3) during the period 2004-05 to 2017-18, 195 UCs aggregating to ₹ 5.97 crore were outstanding from the Department to Accountant General (A&E) as on March 2019. The age wise pendency of UCs of these two Departments is summarized in **Table 3.2**.

Table 3.2: Outstanding Utilisation Certificates

(₹ in crore)

Range of delay in number of years	Utilization Certificates outstanding as on 30 June 2019	
	Number	Amount
0-1	146	5.21
1-3	6	0.12
3-5	12	0.07
5-7	20	0.33
7-9	10	0.12
9 & above	1	0.12
Total	195	5.97

Almost 94.97 per cent of the amount of outstanding UCs mainly pertained to Science and Technology Department (185 UCs: ₹ 5.67 crore). The Department-wise break up of outstanding UCs is summarized in the following **Table 3.3**.

Table 3.3: Position of department-wise outstanding Utilisation Certificates

S. No.	Department/ Major Head	Year of Release of Grant	Total Grant Released		Utilization Certificate			
			No.	Amount (₹ in lakh)	Received		Outstanding	
					No.	Amount (₹ in lakh)	No.	Amount (₹ in lakh)
1	Social Welfare (2225)	2004-05	308	235.47	307	223.74	1	11.73
2	Social Welfare (2235)	2017-18	134	4,463.88	125	4,444.92	9	18.96
3	Science & Technology (3425)	2009-10	55	84.65	53	83.80	2	0.85
		2010-11	35	176.76	27	166.24	8	10.52
		2011-12	38	752.67	30	735.04	8	17.63
		2012-13	43	1,038.54	31	1,022.58	12	15.96
		2013-14	35	146.67	26	140.26	9	6.41
		2014-15	56	57.66	53	56.90	3	0.76
		2015-16	35	84.71	29	72.35	6	12.36
		2017-18	173	615.29	36	112.97	137	502.32
	Total		912	7,656.30	717	7,058.80	195	597.50

The number and value of pending UCs from these two Departments has increased from 62 UCs valuing ₹ 2.34 crore during 2017-18 to 195 UCs valuing ₹ 5.97 crore during 2018-19.

Further, UCs related to grants sanctioned to *Panchayati Raj Institutions/ Municipal Corporations and Municipalities* which received 63.56 per cent of grant, were not submitted to Accountant General (A&E), Rajasthan.

Medical and Health Department intimated (February 2020) that out of ₹ 2,008.44 crore sanctioned during the year 2017-18, an amount of ₹ 1,441.74 crore has been utilized and remaining ₹ 566.70 crore was the unspent balance which will be adjusted towards grants payable in next year.

Hence, it is evident that the Departments were obtaining and maintaining UCs with them. However, the sanctions and details of these UCs were not being sent to AG (A&E) for capturing in the accounts.

In the absence of submission of UCs to AG (A&E), it is not possible to ascertain whether the grant released was utilized during the financial year for the specified purpose. Further, Non-submission of UCs indicates that the Departmental Officers had failed to comply with rules to ensure accountability of the agencies that received Government grants.

Pendency in submission of UCs is fraught with the risk of fraud and misappropriation of funds.

Recommendation 15:

State Government may ensure that all the Departments may submit the UCs related to grant-in-aid to AG (A&E) within the stipulated time for effective monitoring on expenditure and to be assured that grant is utilized for the specified purpose.

3.2 Status of submission of annual accounts of Autonomous Bodies

3.2.1 Non-submission of accounts by Autonomous Bodies

In order to identify the institutions which attract audit under section 14 of the CAG's (DPC) Act, 1971, the Government/Heads of the Department are required to furnish every year to Audit, the detailed information about (i) the financial assistance given to various institutions, (ii) the purpose for which the assistance is granted and (iii) the total expenditure of the institutions. Further, Regulation 84 of the Regulation on Audit and Accounts, 2007 provides that Governments and Heads of Departments who sanction grants and/or loans to bodies or authorities shall furnish by the end of July every year to the Audit Office, a statement of such bodies and authorities to which grants and/ or loans aggregating ₹ 10 lakh or more were paid during the preceding year indicating (a) the amount of assistance (b) the purpose for which the assistance was sanctioned and (c) total expenditure of the body or authority.

On the basis of accounts furnished by different Autonomous Bodies (ABs), audit under Section 14 of the CAG's (DPC) Act, 1971 are conducted. There are 149 Autonomous Bodies/Authorities⁴ covered under this Section. These are audited with regard to their transactions, operational activities and accounts, review of systems/procedures, internal controls, etc. A total of 62 accounts (including accounts of earlier years) relating to 36 Bodies/Authorities were audited during the year 2018-19.

However, 96 annual accounts of 64 autonomous bodies/authorities due up to 2017-18 had not been received as of June 2019. Department-wise detail of the bodies/ authorities who did not render their annual accounts for audit is given in **Appendix 3.1**. The age wise break up of pendency of annual accounts due for submission is given in **Table 3.4**.

⁴ Including 7 bodies/authorities of Industry Department and Art & Culture Department falling under the audit jurisdiction of AG (E&RSA) Rajasthan, Jaipur.

Table 3.4: Age-wise arrears of Annual Accounts due from Bodies/ Authorities.

(₹ in crore)	
Delays in number of years	Number of the Bodies/ Authorities
0-1	51
1-3	9
3-5	2
More than 5 Years	2
Total	64

As evident from the table, the delay in submission of the accounts by 62 bodies/ authorities ranged between one to five years, while delay in respect of two bodies/authorities was more than five years.

Further, most of the Departments did not furnish the purpose for which the assistance was sanctioned as prescribed in the Regulation on Audit and Accounts, 2007. This resulted in Audit not being able to provide assurance to Legislature/Government about the manner in which the grant sanctioned/paid by them has been utilised, specifically on the issues of diversion and mis-utilisation.

3.2.2 Delay in Submission of Accounts and status of Separate Audit Reports of Autonomous Bodies

The audit of accounts of 41 autonomous bodies/authorities⁵ in the state has been entrusted to the CAG under Section 19 (2) and 20 (1) of the CAG's (DPC) Act, 1971. These autonomous bodies have been set up by the State Government in the field of legal aid, human rights, development of Khadi, electricity regulation and welfare of construction workers.

Accounts of all the 41 autonomous bodies/authorities have been received up to 2017-18 except accounts of Building and Construction Workers Welfare Board (BOCW) for the year 2016-17 and 2017-18 and accounts of two District Legal Services Authorities (DLSA), Chittorgarh and Sirohi for the year 2017-18 as of June 2019.

Separate audit reports (SARs) in respect of Rajasthan State Legal Services Authority, Rajasthan State Human Rights Commission, Rajasthan Khadi and Village Industries Board and Rajasthan Electricity Regulatory Commission have been issued up to the year 2017-18, for DLSA, Chittorgarh upto 2015-16, DLSA, Sirohi upto 2016-17 and in respect of Building and Construction Workers Welfare Board up to 2015-16.

The status of entrustment of audit, rendering of accounts to Audit, issuance of Separate Audit Report and its placement in the legislature are indicated in *Appendix 3.2*.

3.3 Delay in submission of Proforma Accounts by Departmentally managed Commercial Undertakings

The departmental undertakings of certain Government Departments performing activities of quasi-commercial nature are required to prepare

⁵ Rajasthan Khadi and Village Industries Board, Rajasthan State Human Rights Commission, Rajasthan State Legal Services Authority, Rajasthan Building and other Construction Workers Welfare Board, Jaipur, Rajasthan Electricity Regulatory Commission and 36 District Legal Services Authorities.

proforma accounts annually in the prescribed format, showing the working results of financial operations so that the Government can assess their functioning. The Heads of Departments in the Government are to ensure that the undertakings prepare such accounts and submit them to Accountant General for audit within six months of the closure of financial year. As of March 2019, only one out of 10 undertakings has submitted accounts up to 2017-18 and one undertaking has submitted accounts up to 2018-19.

The finalised accounts of departmentally managed commercial and quasi-commercial undertakings reflect their overall financial health and efficiency in conducting their business. The department-wise position of the investment made by the Government up to the year for which *proforma* accounts are finalized and accumulated losses in these undertakings are given in **Appendix 3.3**. It is observed that an amount of ₹ 16,885.83 crore had been invested by the State Government in 10 undertakings at the end of financial year up to which their accounts were finalised. Of these, eight undertakings incurred accumulated losses of ₹ 13,857.86 crore continuously for more than five years. Most of the accumulated losses (99.91 *per cent*) pertained to Rajasthan Water Supply and Sewerage Management Board, which engaged in supply of drinking water and maintenance of sewage through network of Public Health and Engineering Department in the State.

Recommendation 16:

Heads of Departments may identify the reasons for delay in finalisation of Accounts and institute remedial measures to ensure timely preparation and submission of accounts for improving efficiency and accountability of these undertakings.

3.4 Misappropriations, losses, defalcations etc.

Rule 20 of GF&AR (Part-I) provided that any loss of public money, departmental revenue or receipts, stamps, stores or other property held by or on behalf of Government caused by misappropriation, fraudulent drawal/payment etc. or otherwise discovered in a treasury, any other office/department shall be reported immediately by the officer concerned to the next higher authority as well as to the Principal Accountant General.

The State Government reported 831 cases of misappropriation/embezzlement (328) and theft/loss (503) of government money amounting to ₹ 79.45 crore under various departments up to 31 March 2019, on which final action was pending (June 2019). Most of the misappropriation, losses and defalcation cases pertain to Rural Development and Panchayati Raj Department (₹ 22.75 crore), Education Department (₹ 14.25 crore), Revenue Department (₹ 13.09 crore). The department-wise break up and age-wise analysis of pending cases is given in **Appendix 3.4** and nature of these cases is given in **Appendix 3.5**. The age profile of the pending cases and the number of cases pending in each category of theft/loss and misappropriation as emerged from these appendices are summarised in the **Table 3.5**.

Table 3.5: Profile of misappropriation, losses, defalcations etc.

Age profile of the pending cases			Nature of the pending cases		
Range in years	Number of cases	Amount involved (₹ in crore)	Nature of the cases	Number of cases	Amount involved (₹ in crore)
0-5	219	37.75	Theft/loss of material	503	21.19
5-10	138	17.24	Misappropriation/ embezzlement	328	58.26
10-15	163	10.30			
15-20	124	7.31			
20-25	108	4.41	-	-	-
25 and above	79	2.44	-	-	-
Total	831	79.45	Total pending cases	831	79.45

Source: Information received from the Departments.

Reasons for pendency of the outstanding cases are classified in **Table 3.6**.

Table 3.6: Classification of reasons for delay of outstanding cases of misappropriations, losses, defalcations etc.

Reasons for Delay	Number of cases	Amount (₹ in crore)
Awaiting departmental and criminal investigation	308	39.37
Awaiting orders for recovery/write off	447	33.96
Pending in the courts of law	76	6.12
Total	831	79.45

Source: Information received from the Departments.

Recommendation 17:

Departmental inquiries in all misappropriation and embezzlement cases may be expedited and the internal controls in all these organizations may be strengthened to prevent recurrence of such cases.

3.5 Personal Deposit Account

Personal Deposit (PD) account is an account opened with the concerned Treasury under the Deposits head of the Public Account. The accounts are maintained as a bank account in treasury. Rule 260(1) of GF & AR provides that no money shall be received for deposits in the Government accounts unless they are such as by the virtue of any statutory provisions or of any general orders of the government and are required or authorized to be held in the custody of the Government.

During 2018-19, an amount of ₹ 31,821.06 crore was transferred/credited to PD Accounts in the Major Head 8443-Civil Deposits-106-Personal Deposits which comprised 16.9 per cent of total expenditure (₹ 1,87,524 crore), out of which ₹ 24,914.25 crore was transferred by debiting the Consolidated fund of the State. Out of the total amount, a sum of ₹ 5,002.11 crore (20.08 per cent) was transferred to/deposited in PD Accounts only in March 2019. As per State Budget Manual, the practice of withdrawing funds with a view to avoid lapse of budget grants and placing such amounts of money in deposits in the Public Account or the bank is forbidden. Transfer of significant amount to the PD accounts during the month of March indicates inadequate budgetary control.

The status of these (operative & inoperative) PD Accounts of the State Government as on 31 March 2019 is given **Table 3.7**.

Table 3.7: Status of Operative and Inoperative PD Accounts

(₹ in crore)

Particulars	No. of Accounts (as on 01 April 2018)		Addition during the year		Closed during the year		No. of PD Accounts (as on 31 March 2019)	
	No.	Amount	No.	Amount	No.	Amount	No.	Amount
Operative PD Accounts	1,646	9,536.59	253	31,822.20*	36	28,033.38**	1863	13,325.41
Inoperative PD Accounts (for more than five years)	20	1.98	36	0.18	20	1.98	36	0.18
Total	1,666	9,538.57	289	31,822.38	56	28,035.36	1899	13325.59

*Includes sum of ₹1.14 crore transferred from inoperative PD account.

** Includes amount of ₹ 0.84 crore of closed PD accounts.

During the year total amount of ₹ 31,821.06 crore was transferred to/deposited in PD Accounts. Out of total transferred amount, there were unspent balances of ₹ 13,325.59 crore in 1,899 PD Accounts. These include 21 PD Accounts⁶ (each having balances of ₹ 100 crore and above), in which sum of ₹ 7,685.59 crore i.e. 57.68 per cent of the total unspent balances is lying.

Age-wise details of PD accounts are given in the table below:

Table 3.8: Age-wise details of PD accounts as on 31st March 2019

(₹ in crore)

Age bracket	Number of PD accounts	Amount as on 31st March 2019
0-1 year	245	215.67
1-3 year	216	3,903.42
3-5 year	50	305.41
5-10 year	526	2,197.22
More than 10 year	667	5,687.50
Details Not Available	195	1,016.37
Total	1,899	13,325.59

During detailed analysis of PD accounts following irregularities were noticed:

3.5.1 PD account for New Pension Scheme operated by State Insurance & Provident Fund Department

In order to implement New Pension Scheme (NPS)⁷, Finance (Revenue) Department, GoR had decided (12 October 2011) that a separate Personal

⁶ Rajasthan State Health Society, Jaipur (Secretariat) (₹ 1,057.06 crore); Dy. Manager, Rajasthan Rajya Co-operative Bank Jaipur City (₹ 986.49 crore); Secretary Rajasthan Rural Road Development Agency Jaipur City (₹ 873.02 crore); Rajcomp Info services Ltd. Jaipur (Secretariat) (₹ 616.93 crore); Rajasthan Urban Infrastructure Finance Development Corporation (₹ 578.67 crore); DMFT, Bhilwara (₹ 479.95 crore); DMFT, Rajsamand (₹ 457.59 crore); Director, Mines and Geology Department, Udaipur (₹ 451.74 crore); Director, Sarva Shiksha Abhiyan, Jaipur (Secretariat) (₹ 414.09 crore); MD, Rajasthan Secondary Education Council, Jaipur (Sectt.) (₹ 226.10 crore); Indira Awas Yojana, Jaipur (Secretariat); (₹ 198.48 crore); Commissioner, TAD, Udaipur (₹ 164.05 crore); Kota Smart City Ltd. Kota (₹ 161.09 crore); Ajmer Smart City Ltd., Ajmer (₹ 154.68 crore); Chairman, DMFT Fund, Ajmer (₹ 149.74 crore); Rajasthan Medical Services Corporation Ltd. Jaipur City (₹ 146.95 crore); MD &FA, Rajasthan State Bridge/Road Development & Construction Corporation Ltd. (₹ 126.52 crore); DMFT, Udaipur (Rural) (₹ 126.43 crore); DMFT, Chittorgarh (₹ 114.42 crore); DMFT, Pali (₹ 101.56 crore) and Rajasthan Bhawan Nirman Karmkar Kalyan Mandal, Jaipur City (₹ 100.03 crore).

⁷ New Contributory Pension Scheme also known as National Pension System.

Deposit Account (479) under Budget Head 8443-106-00 will be opened in every treasury office for NPS contribution. Employee Contribution of State Government/PRI employees and Officers of All India Services would be deducted from their salary. After reconciliation of deduction by State Insurance and Provident Fund Department the amount will be transferred to PD account No. 479 for onward transfer to Trustee Bank (Bank of India). Since this PD account is a non-interest bearing account, return on Employee contribution would start only after transfer to Trustee Bank.

During scrutiny of treasury-wise record of this PD account for the year 2018-19, it was noticed that 16 treasuries had opening balances of ₹ 30.17 crore⁸ which increased to closing balance of ₹ 90.79 crore⁹ in 20 treasuries.

The Department intimated (July 2019) that out of ₹ 90.79 crore, ₹ 27 crore was erroneously transferred by the Dungarpur Treasury to PD Account and the same had been corrected (April 2019) by transfer entry. An amount of ₹ 29.32 crore was transferred by 3 treasuries in the last week of March 2019 and clarification from other treasuries was being obtained. The Department further added (September 2019) that an amount of ₹ 18.38 crore pertained to interest on legacy amount and ₹ 0.66 crore which was to be debited to PD account was wrongly debited to LIC and adjustment was under process. Further, reconciliation for an amount of ₹ 12.59 crore which pertained to February and March was under process. For remaining amount of ₹ 2.84 crore, no comment was offered.

However, the fact remains that an amount of ₹ 15.43 crore deducted from employees on account of NPS contribution either in February/March or earlier, was pending for transfer to the trustee bank as on September 2019. This resulted in deferment of due benefits to the employees till transfer of contributions to the trustee bank.

3.5.2 PD account for House building loan to Government servant

Government of Rajasthan introduced (January 2004) a new scheme to provide House Building Advance (HBA) to government servants in cooperation with two banks viz. SBBJ and HDFC. Accordingly, with effect from 1.4.2004, the state employees were to be given HBA advance directly from these banks. The balance of outstanding HBA was also to be transferred to the banks. For the recoveries of outstanding HBA, a Personal Deposit Account (No. 473) was to be opened to keep deductions (principal/interest) before sending to escrow account in banks. As per the scheme, an outstanding amount of ₹ 319.71 crore of HBA Loan (prior to April 2004) was taken over by the SBBJ.

As per the modalities decided (14 May 2004) by Finance Department, the treasury officers were required to transfer the recoveries (principal/interest)

⁸ Jaipur (Rural), Ajmer, Chittorgarh, Tonk, Jhalawar, Karauli, Alwar, Kota, Rajsamand, Sawaimadhopur, Jaipur (Secretariat), Dholpur, Jaisalmer, Jaipur (City), Jaipur TO (pension) and Churu.

⁹ Jaipur (Rural), Ajmer, Chittorgarh, Tonk, Jhalawar, Karauli, Alwar, Kota, Rajsamand, Sawaimadhopur, Jaipur (Secretariat), Dholpur, Jaisalmer, Jaipur (City), Jaipur TO (pension), Dungarpur, Nagaur, Jalore, Dausa and Jhunjhunu.

from the PD Account (No. 473), after reconciliation of monthly accounts with the Manager, SBBJ, in the escrow account¹⁰ titled “Repayment of Housing Loan” opened for this purpose.

It was, however, noticed that an amount of ₹ 39.04 crore on account of deductions of principal and interest of HBA advances was lying as balances in PD account (No. 473) to be transferred to escrow account as on March 2019. This indicates that though the Government had deducted Principal and Interest from the employees, however, it is pending credit to their loan account. This also represents the liability of the State Government to that extent.

Further, GoR had clarified (March 2007) that the balances under the existing HBA ‘Major Head 7610-Loan to Government Servant’ would be made zero in Government account as all the outstanding HBA had been transferred to SBBJ by GoR and all excess /adjustment entries would be done through PD account instead of Major Head 7610 in Government account. However, it was noticed that an amount of ₹ 67.32 lakh was lying as balance under government account (Major Head-7610) as on March 2019. This indicates that HBA loan of ₹ 67.32 lakh was still pending to be transferred to PD account or escrow account in the bank.

Treasury and Accounts Department intimated (September 2019) that the amount shown in this account by the Pension Department is in respect of outstanding HBA of retiring employees. These balances need to be transferred to PD account or escrow account in the Bank.

3.5.3 Follow up of items featured in previous Report

Previous year, two PD accounts were analysed in detail and featured in State Finances Audit Report-2017-18. The follow up of para 3.5.1 and 3.5.2 is discussed below:

(i) District Mineral Foundation Trust (DMFT)

At para 3.5.1 of SFAR 2017-18, it was stated that the closing balances in DMFT funds increased from ₹ 1,629.02 crore in 2017-18 to ₹ 2,177.54 crore in 2018-19, which was lying in 35 PD accounts. In addition, an amount of ₹ 498.17 crore was pending for transfer to concerned DMFT funds since 2017-18.

Directorate, Mines and Minerals stated (August 2019) that an amount of ₹ 450.89 crore is lying in this account as on August 2019, out of which ₹ 402.74 crore had been reconciled and sanction for transfer to concerned district had been issued.

Finance (Ways and Means) Department has directed (April 2017) for opening of non-interest bearing PD Account in all the districts in the name of DMFT.

¹⁰ An escrow account is a temporary pass through account held by a third party during the process of a transaction between two parties. This is a temporary account as it operates until the completion of a transaction process, which is implemented after all the conditions between the buyer and the seller are settled.

These Non-interest bearing PD accounts were to be later converted (June 2018) into interest bearing PD Accounts.

Department stated (August 2019) that the proposal for conversion of non-interest bearing PD Accounts into interest bearing PD Accounts in the name of DMFT is yet to be done and is under submission.

(ii) Rajcomp Info Services Limited, Jaipur

As stated in para 3.5.2 of SFAR 2017-18, there was an unspent balance of ₹ 355.36 crore in the PD account-Rajcomp Info Services Limited, Jaipur as on March 2018 which has increased to ₹ 616.93 crore in March 2019.

Department intimated (July 2019) that balance amount would be refunded by Rajcomp Info Services Limited to the Department after completion of the projects.

The increasing balances in the above mentioned PD accounts indicate that the Finance Department has failed to check parking of funds in these PD accounts despite being reported in previous year report.

Non-transfer of unspent balances lying in the PD accounts to consolidated fund of the State entails the risk of mis-use of funds, fraud and misappropriation.

Recommendation 18:

Finance Department may ensure that funds lying in these PD accounts are utilized for intended purpose rather than lying parked in these accounts.

3.5.4 Inoperative PD Accounts

Rule 98 of Rajasthan Treasury Rules 2012 provides that in the month of April every year the Treasury Officer would review the PD Accounts in operation and prepare a list of accounts which have remained inoperative continuously for preceding five financial years for sending it to the Finance (Ways & Means) Department with recommendation for their closing.

Review of Position of PD Accounts held by various departments of the State Governments revealed that as of 31 March 2019, total 36 PD Accounts having balance amount of ₹ 18.35 lakh remained inoperative for the last five years (2014-19). Details of current status of these PD Accounts are mentioned in **Appendix 3.6**. Out of these, 12 inoperative PD accounts have nil balance for last five years, while 6 PD Accounts (including 3 PD accounts with nil balance) have been closed. This indicates lack of monitoring at the level of the treasury. These accounts need to be closed as early as possible by treasury.

Non closure of PD Accounts despite remaining inoperative for five years was contrary to the provisions of Rule 264(2) of GF&AR and Rule 98 of Rajasthan Treasuries Rules 2012.

3.5.5 Deposit of Local Funds

Section 64 of the Rajasthan Panchayati Raj Act, 1994 provides that Zila Parishad (ZP), Panchayat Samiti (PS) and Gram Panchayat (GP) would maintain ZP fund, PS fund and GP fund respectively (under Major Head 8448-Deposits of Local Funds-109-Panchayat Bodies Funds) which would include all the money realised or realisable under the Act and all money otherwise received by the PRIs, such as grants received from Central Finance Commission and State Government as part of the State Finance Commission award and its own revenue, which includes tax and non-tax receipt of a Panchayat. Similarly, Section 79 of Rajasthan Municipal Act 2009 envisages that the Municipal Fund is to be held by the Municipality. All the money realised or realisable under this act and all money otherwise received by the Municipalities are kept in the Municipal Fund under the Major Head 8448-Deposits of Local Funds-102-Municipal Funds.

The position of Deposits of local funds in PRI's and Municipal fund as on 31 March 2019 is given in **Table 3.9**.

Table 3.9: Deposits of Local Funds

(₹ in crore)

Year	Zila Parishad Fund (8448-109-03)				Panchayat Samiti Fund (8448-109-02)				Total Closing Balance end of the year	Municipal Fund (8448-102)			
	Opening Balance	Receipt	Expen- diture	Closing Balance	Opening Balance	Receipt	Expen- diture	Closing Balance		Opening Balance	Receipt	Expend- iture	Closing Balance
1	2	3	4	5	6	7	8	9	(5+9) 10	11	12	13	14
2012-13	1,104.83	2,356.16	2,044.31	1,416.68	470.2	884.48	704.67	650.01	2,066.69	337.78	1,545.16	1,284.08	598.86
2013-14	1,416.68	2,619.37	2,578.78	1,457.27	650.01	1,568.13	1,473.86	744.28	2,201.55	598.86	1,637.98	1,688.86	547.98
2014-15	1,457.27	2,732.06	2,753.13	1,436.20	744.28	1,289.63	1,140.81	893.1	2,329.30	547.98	1,841.45	1,772.50	616.93
2015-16	1,436.20	4,412.58	3,879.91	1,968.87	893.1	1,091.19	967.73	1,016.56	2,985.43	616.93	2,217.67	1,903.89	930.71
2016-17	1,968.87	3,044.50	3,330.05	1,683.32	1,016.56	1,546.68	1,283.19	1,280.05	2,963.37	930.71	2,647.54	2,160.13	1,418.12
2017-18	1,683.32	2,220.82	2,032.13	1,872.01	1,280.05	1,599.99	1,430.26	1,449.78	3,321.79	1,418.12	2,351.12	2,117.23	1,652.01
2018-19	1,872.01	1,781.83	2,144.98	1,508.86	1,449.78	1,776.44	1,762.27	1,463.95	2,972.81	1,652.01	2,527.25	2,775.08	1,404.17

It was observed that during 2012-19, huge balances are lying in ZP fund, PS funds and Municipal Fund pending for utilisation. The closing balances in these funds during 2018-19 were ₹ 1,508.86 crore, ₹ 1,463.95 crore and ₹ 1,404.18 crore respectively.

In addition to this Gram Panchayats also maintain accounts in nearest branch of scheduled bank. The status of un-utilised funds lying in these accounts of GPs could not be ascertained as these details were neither compiled at the Panchayat Samiti nor at the Zila Parishad level. These balances are not maintained in Treasury Accounts also.

Rural Development and Panchayati Raj Department intimated (August 2019) that in compliance of audit, direction has been issued (vide office order 1929 dated 30 July 2019) for compilation of details of un-utilised fund in Gram Panchayat account at the level of Panchayat Samiti or Zila Parishad level.

3.6 Adverse balances under Debt, Deposit and Remittances Heads

Adverse balances (credit balances in debit heads and debit balances in credit heads) are negative balances appearing under those heads of accounts, where there should not be a negative balance. For example, against the accounting head of any loan or advance, a negative balance will indicate more repayments than the original amount advanced.

As of 31 March 2019, there were 65 cases¹¹ of adverse balances under Debt, Deposit and Remittances (DDR) heads in 10 Major Heads amounting to ₹ 1,457.92 crore. The adverse balances were mainly under Pension Funds of employees of Municipal Councils/Municipalities (₹ 1,376.65 crore).

Recommendation 19:

Adverse balances in DDR heads in 65 cases amounting to ₹ 1,457.92 crore need to be reconciled and adjusted on priority.

3.7 Opaqueness in accounts

As the crucial component of a transparent system of accounting, the forms of accounts in which the receipts and expenditure of the Government are reported to the legislature, should constantly be reviewed and updated so that they truly reflect receipts and expenditure on all major activities of the Government in a transparent manner to meet the basic information needs of all the important stakeholders.

Minor Head ‘800-Other Expenditure’ is intended to be operated only when the appropriate Minor Head has not been provided in the accounts. Scrutiny of Finance Accounts of 2018-19 of Government of Rajasthan disclosed that ₹ 10,692.43 crore, comprising 5.74 per cent of the total expenditure (Revenue and Capital), recorded under 53 Major Heads of Accounts (representing functions of the Government), were classified under the Minor Head ‘800-Other Expenditure’.

The major functions in respect of which the expenditure was incurred but not depicted distinctly in the Finance Accounts by clubbing under the Minor Head ‘800-Other Expenditure’ are summarized in **Table 3.10**.

Table 3.10: Scheme-wise position of expenditure under minor head 800

(₹ in crore)		
S. No.	Name of the Function	Amount
1.	District and Other Roads under Capital Outlay on Roads and Bridges	2,537.12
2.	National Rural Health Mission under Family Welfare	1,261.10
3.	Agriculture input grant except for small and marginal farmers under Relief on account of Natural Calamities	1,195.41
4.	Notional adjustment of interest on Capital account under Major, Medium and Irrigation (All Irrigation Projects)	1,093.57
5.	Funds released to Local Bodies etc. for integrated development of Small and Medium Towns under Capital Outlay on Urban Development	566.93
6.	Expenditure pertains to Investment Subsidy under Taxes on Sales, Trades etc.	474.73
7.	Agriculture input grant for small and marginal farmers for agriculture crops, horticulture crops and annual lease crops under Relief on account of Natural Calamities	337.59

¹¹ Loans and Advances from the Central Government (seven cases: ₹ 12.23 crore); Loans for Crop Husbandry (one case: ₹ 7,200 only); Loans to Government Servants (46 cases: ₹ 2.71 crore); State Provident Funds (one case: ₹ 0.01 crore); Insurance and Pension Funds (one case: ₹ 1,376.65 crore); Deposits of Local Funds (one case: ₹ 11.05 crore); Civil Deposits (one case: ₹ 48.98 crore); Suspense Account (three cases: ₹ 3.22 crore); Security Deposits made by Government (one case: ₹ 0.33 crore); and Cash Remittance and adjustments between officers rendering accounts to the same Accounts Officers (three cases: ₹ 2.74 crore).

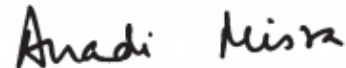
S. No.	Name of the Function	Amount
8.	Maintenance of District Roads and Other roads and Metropolitan Roads under major head Roads and Bridges	296.72
9.	Interest grant to good loanee/borrowers of Co-operatives under Co-operation	260.04
10.	Reimbursement to Private Schools under RTE under General Education	128.45
11.	Rajasthan Transport Infrastructure Development Fund under Urban Development	110.98
12.	Funds released to Zila Parishad (Rural Development Cell) for Border Area Development (Central Assistance) under Capital Outlay on other Special Area Programmes	110.49
13.	Mukhyamantri Nishulk Janch Yojana and Mukhyamantri Nishulk Dava Yojana under Medical and Public Health	107.62
14.	Rashtriya Krishi Vikas Yojana under Crop Husbandry	106.03
15.	Pradhan Mantri Krishi Sinchai Yojana under Crop Husbandry	100.54
Total		8,687.32

Though details of these expenditure are depicted at sub-head (scheme) level or below in the Detailed Demands for Grants and corresponding head-wise Appropriation Accounts forming part of the State Government accounts, the booking of large amounts under the Minor Head '800-Other Expenditure' affects the transparency in financial reporting.

Recommendation 20:

The Finance Department may in consultation with the Accountant General (A&E), conduct a comprehensive review of all the items presently appearing under minor head '800-Other Expenditure' and ensure that in future all such receipt and expenditure are booked under the appropriate heads of account to avoid opaqueness in the accounts.

JAIPUR,
The 25 July, 2020


(ANADI MISRA)
Accountant General
(Audit-I), Rajasthan

Countersigned

NEW DELHI,
The 27 July, 2020


(RAJIV MEHRISHI)
Comptroller and Auditor General of India

APPENDICES

Appendix 1.1 (A)

(Refer Social indicators of the State; page 1)

Economic and Social indicators of the State

A. General Data

S. No.	Particulars	Figures	
1	Area	3,42,239 sqkm	
2	Population		
	a. As per 2001 Census	5.65 crore	
	b. As per 2011 Census	6.85 crore	
3	Density of Population 2001 (All India Density = 325 persons per sq km)	165 persons per sq km	
	Density^ of Population 2011 (All India Density = 382 persons per sq km)	200 persons per sq km	
4	Population Below Poverty Line* (BPL) (All India Average = 21.9 per cent)	14.7 per cent	
5	a. Total Literacy (2001) (All India Average = 65.4 per cent)	60.4 per cent	
	b. Total Literacy (2011) (All India Average = 73.0 per cent) [@]	66.1 per cent	
6	Infant mortality**(2017) (per 1000 live births) (All India Average = 33 per 1000 live births)	38	
7	Life Expectancy at birth**(2012-16) (All India Average = 68.7 years)	68.3 years	
8	Gross State Domestic Product (GSDP) 2018-19 at current price	₹ 9,29,124 crore	
9	Per capita GDP Compound Annual Growth Rate (CAGR) 2011-12 to 2018-19	Rajasthan	9.9 per cent
		General Category States	11.0 per cent
		All India	10.4 per cent
10	GDP CAGR (2011-12 to 2018-19)	Rajasthan	11.5 per cent
		General Category States	12.2 per cent
		All India	11.7 per cent
11	Decadal Population Growth (2009-19) [#]	Rajasthan	15.2 per cent
		General Category States	12.5 per cent
		All India	12.8 per cent

B. Financial Data[§]

CAGR and Annual Growth w.r.t		CAGR		CAGR		Annual Growth	
		2009-10 to 2017-18		2013-14 to 2017-18		2017-18 to 2018-19	
		General Category States	Rajasthan	General Category States	Rajasthan	General Category States	Rajasthan
		(In per cent)					
a.	Revenue Receipts	15.0	17.4	13.5	14.3	12.8	8.3
b.	Own Tax Revenue	14.8	15.1	11.2	10.9	12.7	13.4
c.	Non Tax Revenue	9.9	16.8	7.5	3.8	19.8	18.2
d.	Total Expenditure	14.2	17.6	13.9	16.9	12.7	11.8
e.	Capital Expenditure	13.5	18.9	15.4	10.8	11.9	(-) 4.8
f.	Revenue Expenditure on Education	13.4	14.2	10.7	14.9	9.4	29.7
g.	Revenue Expenditure on Health	16.5	19.0	17.6	20.6	11.1	21.6
h.	Salary and Wages	11.7	13.1	10.5	16.2	11.0	32.4
i.	Pension	16.1	14.0	13.8	15.6	14.3	46.5

[^] MoSPI website – Table 2.3 Statistical Year Book 2018.

^{*} Economic Survey 2018-19, Vol. II, page A 168-169, Table 9.8.

[@] Economic Survey 2018-19, Vol. II, page A 164, Table 9.4.

^{**} Economic Survey 2018-19, Vol. II, page A 160, Table 9.1.

[#] Population projection for India and State 2001-2026 (Revised December 2006) report of the Technical Group on population projection constituted by the National Commission on population Table-14 (projected total population by sex as on 1st October 2001-2026).

[§] Financial data are based on Finance Accounts of the State Government.

Appendix 1.1 (B)

(Refer Social indicators of the State; page 1)

Achievements of the States

Sr. No.	State	Socio-Economic Parameters						Financial Parameters															
		GSDP	Per Capita GSDP	Population Below Poverty Line 2011-12 (in per cent)	Literacy Rate (in per cent) 2011	Infant Mortality Rate per 1000 live births (2017)	Life Expectancy at Birth (2012-16) (in years)	Revenue Receipts (RR)	RR/GSDP	Tax Revenue	Non Tax Revenue	Total Expenditure (TE)	TE/GSDP	Capital Expenditure (CE)	Revenue Expenditure (RE) on Education	RE on Health	Total Expenditure on Health and Family Welfare	Salary and Wages	Pension	Social Services Expenditure	Economic Services Expenditure	Development Expenditure	
	State	2018-19	2018-19	2011-12	2011	2017	2012-16	2018-19	2018-19	2018-19	2018-19	2018-19	2018-19	2018-19	2018-19	2018-19	2018-19	2018-19	2018-19	2018-19	2018-19	2018-19	2018-19
1	Andhra Pradesh	933402	180745	9.2	67	32	69.6	114671	12.29	90818	4396	150477	16.12	19976	19342	7225	7400	35240	15291	68469	40687	109156	
2	Bihar	557490	47541	33.7	61.8	35	68.7	131793	23.64	29408	4131	147426	26.44	21058	26689	5427	7318	19968	16038	62838	42560	105397	
3	Chhattisgarh	311660	108058	39.9	70.3	48	64.8	65095	20.89	44886	7703	73555	23.60	9144	12512	3543	3757	17808	5429	25319	31805	57124	
4	Goa	77172	502420	9.9	88.7	8	68.5	11881	15.40	8257	2869	16010	20.75	4189	2048	864	1030	2407	1112	6471	5263	11734	
5	Gujarat	1501496	232329	16.6	78	30	69.5	136002	9.06	80103	13417	162548	10.83	28062	23597	6120	9984	11456	18295	59961	44991	104952	
6	Haryana	707126	250701	11.2	75.6	30	69.4	65885	9.32	42581	7976	93218	13.18	15307	12672	3678	4011	20361	8140	33548	30510	64058	
7	Jharkhand	307581	82430	36.9	66.4	32	67.2	56152	18.26	38658	8258	62829	20.43	10712	7288	3123	3396	12138	5991	20424	23910	44334	
8	Karnataka	1535224	231491	20.9	75.4	25	69.1	164979	10.75	96830	6773	203446	13.25	39147	23424	8369	9477	28129	15109	80169	74359	154528	
9	Kerala	781653	225484	7.1	94	10	75.1	91623	11.72	50654	10552	119074	15.23	7431	18571	6847	7099	32514	19012	40169	19616	59785	
10	Madhya Pradesh	809327	99783	31.7	69.3	47	65.4	145152	17.93	42176	13291	170855	21.11	29420	26174	6521	7738	27274	11984	64681	61385	126066	
11	Maharashtra	2660318	191827	17.4	82.3	19	72.2	278996	10.49	187436	15844	303616	11.39	35049	50922	11969	13006	32084	26545	114556	82079	196634	
12	Odisha	485376	107107	32.6	72.9	41	67.6	99546	20.51	30318	14277	109816	22.63	23318	15797	4697	5703	19567	10520	40972	41890	82861	
13	Punjab	521861	170432	8.3	75.8	21	72.5	62269	19.32	31574	7582	79177	15.17	2412	10103	3143	3244	20885	10089	19368	20411	39778	
14	Rajasthan	929124	121581	14.7	66.1	38	68.3	137873	14.84	57380	18603	187524	20.18	19638	34595	11362	11861	49790	20396	72836	59736	132572	
15	Tamil Nadu	1664159	215049	11.3	80.1	16	71.4	173741	10.44	105534	14199	227989	13.7	24311	32984	11758	12489	43394	27993	79210	60354	139564	
16	Telangana	865688	226264	9.2	66.5	28	71.3	101420	11.72	83235	10007	128435	14.84	22641	11504	4913	6089	22329	11477	51959	41524	93483	
17	Uttar Pradesh	1542432	68792	29.4	67.7	41	64.8	329978	21.39	120122	30101	370494	24.02	62463	47657	15843	18103	90263	44024	102362	121382	223744	
18	West Bengal	1177586	119637	20	76.3	24	70.8	145975	12.40	60732	3658	180957	15.37	23717	28365	8440	9678	41541	16063	76462	46212	122674	
	Rank of Rajasthan	8	11	8	17	14	13	7	9	9	2	5	8	12	3	4	4	2	4	6	6	5	
	Ranking method	Largest to Smallest	Largest to Smallest	Smallest to Largest	Largest to Smallest	Smallest to Largest	Largest to Smallest	Largest to Smallest	Largest to Smallest	Largest to Smallest	Largest to Smallest	Largest to Smallest	Largest to Smallest	Largest to Smallest	Largest to Smallest	Largest to Smallest	Largest to Smallest	Largest to Smallest	Largest to Smallest	Smallest to Largest	Largest to Smallest	Largest to Smallest	Largest to Smallest

Appendix 1.2 Part- A

(Refer paragraph 1.1; page 2)

Structure and Form of Government Accounts

Structure of Government Accounts:

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

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

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

Part III: Public Account: Receipts and disbursements in respect of certain transactions such as small savings, provident funds, reserve funds, deposits, suspense, remittances etc. which do not form part of the Consolidated Fund, are kept in the Public Account set up under Article 266 (2) of the Constitution and are not subject to vote by the State Legislature.

Source: Government Accounting Rules, 1990

Appendix 1.2 Part- B

(Refer paragraph 1.1; page 2)

Layout of Finance Accounts

The Finance Accounts have been divided into two volumes. Volume I represents the financial statements of the Government in a summarised form while Volume II represents detailed financial statements.

Statement No.	Layout
Volume I contains the Certificate of the Comptroller and Auditor General of India, 13 summary Statements as given below, Notes to Accounts including Significant Accounting Policy:	
1	Statement of financial position: Cumulative figures of assets and liabilities of the Government, as they stand at the end of 2018-19.
2	Summary of all receipts and disbursements of the State during the year in the consolidated fund, contingency fund and public account of the State.
3	Summary of revenue and capital receipts and receipts from borrowings of the Government consisting of loans from Government of India (GoI) and market loans raised by the Government.
4	Summary of revenue and capital expenditure and repayment of loans raised by the State by functions and objects of expenditure.
5	Summarised statement of capital outlay showing progressive expenditure to the end of 2018-19 by function.
6	Summary of debt position of the State which includes borrowing from internal debt, GoI, other obligations and servicing of debt.
7	Summary of loans and advances given by the State Government during the year, repayments made, recoveries in arrears, etc.
8	Summary of Investment of State Government in the equity capital.
9	Summary of guarantees given by the Government for repayment of loans etc. raised by the Statutory Corporations, Local Bodies and other Institutions.
10	Statement of Grants-in-aid given by the State Government, organised by grantee institutions group wise.
11	Distribution between the charged and voted expenditure incurred during the year.
12	Summary account of sources and applications of funds for expenditure other than revenue account.
13	Summary of balances under Consolidated Fund, Contingency Fund and Public Account.
Volume II Part I: This part contains nine statements presenting details of transaction by minor heads corresponding to statements in Volume I:	
14	Detailed account of revenue and capital receipts by minor heads.
15	Accounts of revenue expenditure by minor heads under state fund and central assistance separately and a comparison with the figures for the previous year.
16	Accounts of capital expenditure by minor heads under state fund and central assistance separately and a comparison with the figures for the previous year. Cumulative capital expenditure up to the end of the year is also depicted.
17	Detailed account of borrowings by minor head, the maturity and repayment profile of all loans.
18	Detailed account of loans and advances given by the State Government, the amount of loan repaid during the year, the balance as on 31 March 2019.
19	Detailed account of investment of the State Government in Statutory Corporations, Government Companies, other Joint Stock Companies, Cooperative Banks and Societies etc up to the end of 2018-19.
20	Detailed entity wise Guarantees given by the State Government.
21	Detailed account of Contingency Fund and other Public Account transactions.
22	Details of investments of earmarked balances of reserve funds in Public Account.
Volume II Part II: Part II of Finance Accounts contains 12 Appendices giving the details on salaries, subsidies, grants-in-aid scheme-wise and institution-wise, details of externally aided projects, scheme-wise expenditure in respect of major Central Schemes and State Plan Schemes etc.	

Source: Finance Accounts

Appendix 1.3

(Refer paragraphs 1.2; page 3)

Abstract of Receipts and Disbursements in 2018-19

(₹ in crore)

Receipts	2017-18	2018-19	Disbursements	2017-18	2018-19		
					State Fund	Central Assistance	Total
I. Revenues Receipts	1,27,307.18	1,37,873.02	I. Revenue Expenditure	1,45,841.52	1,48,762.37	18,010.82	1,66,773.19
Tax Revenue	50,605.41	57,380.34	General Services	43,450.36	54,301.95	62.11	54,364.06
			Social Services	53,064.07	54,188.14	11,498.78	65,686.92
Non-tax Revenue	15,733.72	18,603.01	Education, Sports, Art and Culture	26,668.08	28,849.39	5,745.05	34,594.44
			Health and Family Welfare	9,342.12	9,971.41	1,390.91	11,362.32
State's share of Union Taxes and Duties	37,028.01	41,852.35	Water Supply, Sanitation, Housing and Urban Development	7,229.44	6,808.92	806.70	7,615.62
			Information and Broadcasting	69.21	152.14	-	152.14
Non-Plan grants	-	-	Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	1,327.99	1,001.05	500.12	1,501.17
Grants for State Plan Schemes	-	-	Labour and Labour Welfare	548.71	597.38	1.30	598.68
			Social Welfare and Nutrition	7,799.81	6,742.27	3,054.70	9,796.97
			Others	78.71	65.58	-	65.58
Grants for Central and Centrally Sponsored Plan Schemes	(-)0.12	-	Economic Services	49,326.98	40,272.19	6,449.93	46,722.12
			Agriculture and Allied Activities	5,113.55	7,906.56	469.78	8,376.34
			Rural Development	15,014.94	6,286.39	5,087.15	11,373.54
Centrally Sponsored Schemes	16,103.48	13,316.88	Special Area Programmes	1.74	1.54	0.45	1.99
			Irrigation and Flood Control	2,057.07	1,689.04	8.08	1,697.12
Finance Commission Grants	4,262.40	3,121.46	Energy	23,455.73	21,207.49	-	21,207.49
			Industry and Minerals	348.25	271.17	-	271.17
Other transfer/Grants to State/Union Territories with Legislature	3,574.28	3,598.98	Transport	2,177.41	1,142.65	683.95	1,826.60
			Science, Technology and Environment	19.84	15.60	6.33	21.93
			General Economic Services	1,138.45	1,751.75	194.19	1,945.94
			Grants-in-aid and Contributions	0.11	0.09	-	0.09
Total	1,27,307.18	1,37,873.02	Total	1,45,841.52	1,48,762.37	18,010.82	1,66,773.19
II. Revenue deficit carried over to Section-B	18,534.34	28,900.17	II. Revenue Surplus Carried over to Section-B	-	-	-	-
Total	1,45,841.52	1,66,773.19	Total	1,45,841.52	1,48,762.37	18,010.82	1,66,773.19
III. Opening Cash balance including Permanent Advances and Cash Balance Investment	8,112.46	9,376.99	III. Opening Overdraft from Reserve Bank of India	-	-	-	-

(₹ in crore)

Receipts	2017-18	2018-19	Disbursements	2017-18	2018-19		
					State Fund	Central Assistance	Total
IV. Miscellaneous Capital Receipts	16.61	20.13	IV. Capital Outlay	20,623.28	16,794.30	2,843.90	19,638.20
			General Services	527.14	457.36	130.90	588.26
			Social Services	7,221.37	4,862.32	2,050.43	6,912.75
			Education, Sports, Art and Culture	514.62	462.73	357.49	825.22
			Health and Family Welfare	657.44	422.86	76.31	499.17
			Water Supply, Sanitation, Housing and Urban Development	5,526.40	3,803.79	1,379.88	5,183.67
			Information and Broadcasting	2.48	1.98	-	1.98
			Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	277.44	66.95	214.77	281.72
			Social Welfare and Nutrition	28.56	14.97	21.98	36.95
			Others	214.43	84.04	-	84.04
			Economic Services	12,874.77	11,474.62	662.57	12,137.19
			Agriculture and Allied Activities	391.01	359.08	46.78	405.86
			Rural Development	653.00	231.50	-	231.50
			Special Area Programmes	386.28	153.46	124.90	278.36
			Irrigation and Flood Control	2,188.38	2,228.50	183.02	2,411.52
			Energy	3,916.22	3,969.15	-	3,969.15
			Industry and Minerals	13.16	22.13	-	22.13
			Transport	4,539.32	3,854.36	307.12	4,161.48
			Science, Technology and Environment	3.04	1.06	-	1.06
			General Economic Services	784.36	655.38	0.75	656.13
			Total	20,623.28	16,794.30	2,843.90	19,638.20
V. Recoveries of Loans and Advances	15,133.41	15,158.41	V. Loans and Advances disbursed	1,334.02	-	-	1,113.09
From Power Projects	15,057.07	15,056.96	For Power Projects	341.57	-	-	176.79
From Government Servants	(-) 0.55	0.07	To Government Servants	¹	-	-	-
From Others	76.89	101.38	To Others	992.45	-	-	936.30
VI. Revenue surplus brought down	-	-	VI. Revenue deficit brought down	18,534.34	-	-	28,900.17
VII. Public Debt Receipts	28,556.57	37,846.82	VII. Repayment of Public Debt	11,673.66	-	-	16,914.80
External debt	-	-	External debt	-	-	-	-
Internal debt other than Ways and Means Advances and Overdraft	26,999.67	35,204.94	Internal debt other than Ways and Means Advances and Overdraft	11,040.39	-	-	16,137.32

¹ ₹ 0.24 lakh.

(₹ in crore)

Receipts	2017-18	2018-19	Disbursements	2017-18	2018-19		
					State Fund	Central Assistance	Total
Net transaction under Ways and Means Advances	-	-	Net transaction under Ways and Means Advances	-	-	-	-
Net transactions under Overdraft	-	-	Net transactions under Overdraft	-	-	-	-
Loans and Advances from GoI	1,556.90	2,641.88	Repayment of Loans and Advances to GoI	633.27	-	-	777.48
VIII. Appropriation to Contingency Fund	-	-	VIII. Appropriation to Contingency Fund	-	-	-	-
IX. Amount Transferred to Contingency Fund	-	-	IX. Expenditure from Contingency Fund	-	-	-	-
X. Public Account Receipts	1,56,811.26	1,70,527.88	X. Public Account Disbursements	1,47,088.02	-	-	1,60,570.22
Small Savings, Provident Funds etc.	9,345.61	12,848.83	Small Savings, Provident Funds etc.	6,144.84	-	-	7,465.97
Reserve Funds	3,465.86	4,150.19	Reserve Funds	2,629.45	-	-	3,583.29
Suspense and Miscellaneous	51.35	7.69	Suspense and Miscellaneous	78.64	-	-	64.50
Remittances	1,345.05	2,429.44	Remittances	1,334.86	-	-	2,420.02
Deposits and Advances	1,42,603.39	1,51,091.73	Deposits and Advances	1,36,900.23	-	-	1,47,036.44
XI. Closing Overdraft from Reserve Bank of India	-	-	XI. Cash Balance at end	9,376.99	-	-	5,793.75
			Cash in Treasuries and Local Remittances	(-) 6.46	-	-	(-) 12.27
			Deposits with Reserve Bank	11.09	-	-	(-) 64.45
			Departmental Cash Balance including Permanent Advances	3.93	-	-	3.73
			Cash Balance Investment	6,401.72	-	-	2,154.46
			Earmarked Investment Funds	2,966.71	-	-	3,712.28
Total	2,08,630.31	2,32,930.23	Total	2,08,630.31	-	-	2,32,930.23

Source: Finance Accounts

Appendix 1.4

(Refer paragraph 1.4; page 14)

Time series data on the State Government Finances

	(₹ in crore)				
	2014-15	2015-16	2016-17	2017-18	2018-19
Part A. Receipts					
1. Revenue Receipts	91,327	1,00,285	1,09,026	1,27,307	1,37,873
(i) Tax Revenue	38,673(42)	42,713(42)	44,372(41)	50,605(40)	57,380(42)
Taxes on Agricultural Income	- ²	- ²	- ²	- ²	- ²
State Goods and Service Tax	-	-	-	12,137(24)	22,938(40)
Taxes on Sales, Trade, etc	24,170 (63)	26,345(62)	28,558(64)	19,008(38)	14,791(26)
State Excise	5,586(14)	6,713(16)	7,054(16)	7,276(14)	8,694(15)
Taxes on Vehicles	2,830(7)	3,199(7)	3,623(8)	4,363(9)	4,576(8)
Stamps and Registration Fees	3,189(8)	3,234(7)	3,053(7)	3,675(7)	3,886(7)
Land Revenue	289(1)	272(1)	315(1)	364(1)	290(1)
Taxes on Goods and Passengers	956(3)	848(2)	803(2)	341(1)	51(-)
Other Taxes	1,653(4)	2,102(5)	966(2)	3,441(7)	2,154(3)
(ii) Non Tax Revenue	13,229(15)	10,928(11)	11,615(10)	15,734(12)	18,603(13)
(iii) State's share of Union taxes and duties	19,817(22)	27,916(28)	33,556(31)	37,028(29)	41,853(30)
(iv) Grants- in-aid from Government of India	19,608(21)	18,728(19)	19,483(18)	23,940(19)	20,037(15)
2. Miscellaneous Capital Receipts	15	25	28	16	20
3. Recoveries of Loans and Advances	1,004	1,447	1,713	15,134	15,158
4. Total Revenue and Non debt Capital Receipts (1+2+3)	92,346	1,01,757	1,10,767	1,42,457	1,53,051
5. Public Debt Receipts	18,141	60,998	43,889	28,557	37,847
Internal Debt (excluding Ways and Means Advances and Overdrafts)	17,346(96)	59,249(97)	40,434(92)	27,000(95)	35,205(93)
Net transactions under Ways and Means Advances and Overdrafts	-	-	-	-	-
Loans and Advances from Government of India	795(4)	1,749(3)	3,455(8)	1,557(5)	2,642(7)
6. Total Receipts in the Consolidated Fund (4+5)	1,10,487	1,62,755	1,54,656	1,71,014	1,90,898
7. Contingency Fund Receipts	300	-	-	-	-
8. Public Account Receipts	1,26,382	1,46,910	1,56,045	1,56,811	1,70,528
9. Total Receipts of the State (6+7+8)	2,37,169	3,09,665	3,10,701	3,27,825	3,61,426
Part B. Expenditure/Disbursement					
10. Revenue Expenditure	94,542	1,06,239	1,27,140	1,45,842	1,66,773
General Services (including interest payments)	27,868(30)	31,016(29)	39,203(31)	43,451(30)	54,364(33)
Social Services	37,754(40)	43,349(41)	49,372(39)	53,064(36)	65,687(39)
Economic Services	28,920(30)	31,874(30)	38,565(30)	49,327(34)	46,722(28)
Grants-in-aid and contributions	- ³	- ³	- ³	- ³	- ³
11. Capital Expenditure	16,103	21,986	16,980	20,623	19,638
General Services	534(3)	441(2)	437(2)	527(3)	588(3)
Social Services	5,838(36)	5,996(27)	6,214(37)	7,221(35)	6,913(35)
Economic Services	9,731(61)	15,549(71)	10,329(61)	12,875(62)	12,137(62)
12. Disbursement of Loans and Advances	701	36,602	12,965	1,334	1,113
13. Total Expenditure (10+11+12)	1,11,346	1,64,827	1,57,085	1,67,799	1,87,524
14. Repayments of Public Debt	4,960	4,959	5,015	11,674	16,915
Internal Debt (excluding Ways and Means Advances and Overdraft)	4,451(90)	4,434(89)	4,441(89)	11,041(95)	16,137(95)
Net transactions under Ways and Means Advances and Overdraft	-	-	-	-	-
Loans and Advances to Government of India	509(10)	525(11)	574(11)	633(5)	778(5)
15. Appropriation to Contingency Fund	300	-	-	-	-
16. Total disbursement out of Consolidated Fund (13+14+15)	1,16,606	1,69,786	1,62,100	1,79,473	2,04,439
17. Contingency Fund disbursements	-	-	-	-	-
18. Public Account disbursements	1,22,060	1,40,431	1,48,886	1,47,088	1,60,570
19. Total disbursement by the State (16+17+18)	2,38,666	3,10,217	3,10,986	3,26,561	3,65,009

² 2014-15: ₹ 0.01 lakh, 2015-16: ₹ 0.01 lakh, 2016-17: only ₹ 202, 2017-18: ₹ 0.02 lakh and 2018-19: ₹ 0.23 lakh.

³ 2014-15: ₹ 0.09 crore, 2015-16: ₹ 0.10 crore, 2016-17: ₹ 0.06 crore, 2017-18: ₹ 0.11 crore and 2018-19: ₹ 0.09 crore.

(₹ in crore)

	2014-15	2015-16	2016-17	2017-18	2018-19
Part C. Deficits					
20. Revenue Deficit(-)/Revenue Surplus (+) (1-10)	(-) 3,215	(-) 5,954	(-) 18,114	(-) 18,535	(-) 28,900
21. Fiscal Deficit (-)/Fiscal Surplus (+) (4-13)	(-) 19,000	(-) 63,070	(-) 46,318	(-) 25,342	(-) 34,473
22. Primary Deficit (21+23)	(-) 8,537	(-) 51,062	(-) 28,641	(-) 5,622	(-) 12,778
Part D. Other data					
23. Interest Payments (included in revenue expenditure)	10,463	12,008	17,677	19,720	21,695
24. Financial Assistance to local bodies etc.,	28,329	31,725	32,892	34,985	34,862
25. Ways and Means Advances/Overdraft availed (days)	-	-	-	-	-
Ways and Means Advances availed (days)	-	-	-	-	-
Overdraft availed (days)	-	-	-	-	-
26. Interest on Ways and Means Advances/Overdraft	-	-	-	-	-
27 Gross State Domestic Product (GSDP) [@]	6,15,642	6,81,485	7,58,809 [#]	8,35,558 ^{##}	9,29,124 ^{\$}
28 Outstanding Fiscal liabilities (year-end)	1,47,609	2,09,386	2,55,002	2,81,182	3,11,374
29. Outstanding Guarantees (year-end) (including interest)	94,578	53,620	51,159	61,761	70,430
30. Maximum amount guaranteed (year-end)	1,61,918	1,61,236	1,18,161	1,12,057	1,31,026
31. Number of incomplete projects	199	169	197	247	279
32. Capital blocked in incomplete projects	11,167	13,072	17,668	20,176	26,409
Part E: Fiscal Health Indicators (In percentage)					
I Resource Mobilisation					
Own Tax revenue/GSDP	6.3	6.3	5.8	6.1	6.2
Own Non-Tax Revenue/GSDP	2.1	1.6	1.5	1.9	2.0
Central Transfers/GSDP	6.4	6.8	7.0	7.3	6.7
II Expenditure Management (In percentage)					
Total Expenditure/GSDP	18.1	24.2	20.7	20.1	20.2
Total Expenditure/Revenue Receipts	121.9	164.4	144.1	131.8	136.0
Revenue Expenditure/Total Expenditure	84.9	64.5	80.9	86.9	88.9
Revenue Expenditure on Social Services/Total Expenditure	33.9	26.3	31.4	31.6	35.0
Revenue Expenditure on Economic Services/Total Expenditure	26.0	19.3	24.6	29.4	24.9
Capital Expenditure/Total Expenditure	14.5	13.3	10.8	12.3	10.5
Capital Expenditure on Social and Economic Services/Total Expenditure.	14.0	13.1	10.5	12.0	10.2
III Management of Fiscal Imbalances					
Revenue Deficit (surplus +)/GSDP	(-) 0.5	(-) 0.9	(-) 2.4	(-) 2.2	(-) 3.1
Fiscal Deficit/GSDP	(-) 3.1	(-) 9.2	(-) 6.1	(-) 3.0	(-) 3.71
Primary Deficit (surplus +) /GSDP	(-) 1.4	(-) 7.5	(-) 3.8	(-) 0.7	(-) 1.4
Revenue Deficit/Fiscal Deficit	16.9	9.4	39.1	73.1	83.8
IV Management of Fiscal Liabilities					
Fiscal Liabilities/GSDP	23.98	30.72	33.61	33.65	33.51
Fiscal Liabilities/RR	161.6	208.8	233.9	220.9	225.8
Primary Deficit vis-à-vis quantum spread (₹ in crore)	(-) 3,081	(-) 44,567	(-) 20,894	(+) 1,263	(-) 1,812
Debt Redemption (Principal +Interest)/ Debt Receipts	94.6	75.0	86.1	96.5	95.9
V Other Fiscal Health Indicators					
Returns on Investment	0.2	0.3	0.2	0.1	0.1
Financial Assets/Liabilities	0.82	0.85	0.80	0.76	0.69

Source: Finance Accounts

Note: Figures in brackets represent percentages (rounded) to total of each sub-heading.

@ Source: Directorate of Economics and Statistics, Government of Rajasthan.

Revised Estimate- III.

Revised Estimate- II.

\$ Second Advance Estimate.

Appendix 1.5

(Refer paragraph 1.10; page 42)

Summarised financial position of Government of Rajasthan as on 31 March 2019

(₹ in crore)		
Liabilities	As on 31.03.2018	As on 31.03.2019
Internal Debt -	2,00,243.86	2,19,311.48
Market Loans bearing interest	1,10,444.68	1,37,266.92
Market Loans not bearing interest	0.10	0.08
Loans from Life Insurance Corporation of India	22.30	18.55
Special Securities issued to National Small Savings Fund of the Central Government	16,968.28	15,408.32
Loans from Other Institutions	72,808.50	66,617.61
Ways and Means Advances	-	-
Overdraft from Reserve Bank of India	-	-
Loans and Advances from Central Government -	12,063.00	13,927.40
Pre 1984-85 Loans	5.40	5.40
Non-Plan Loans	28.63	23.91
Loans for State Plan Schemes	10,489.18	3,264.84
Loans for Central Plan Schemes	0.29	0.29
Loans for Centrally Sponsored Plan Schemes	4.28	4.28
Other Loans for State/Union Territory with Legislature Schemes	1535.22	10,628.68
Contingency Fund	500.00	500.00
Small Savings, Provident Funds, etc.	42,095.22	47,478.08
Deposits	24,762.22	28,817.51
Reserve Funds	4,984.46	5,551.37
Remittance Balances	-	-
Total	2,84,648.76	3,15,585.84
Assets	As on 31.03.2018	As on 31.03.2019
Gross Capital Outlay on Fixed Assets -	1,68,490.76	1,88,108.83⁴
Investments in shares of Companies, Corporations, etc.	45,780.60	49,861.39
Other Capital Outlay	1,22,710.16	1,38,247.44
Loans and Advances -	37,307.81	23,262.49
Loans for Power Projects	33,556.84	18,676.66
Other Development Loans	3,751.92	4,586.85
Loans to Government servants and Miscellaneous loans	(-) 0.95	(-) 1.02 ⁵
Reserve Fund Investments	2,966.71	3,712.28
Advances	3.21	3.21
Remittance Balances	11.47	2.05
Suspense and Miscellaneous Balances	149.83	206.65
Cash -	6,410.28	2,081.47
Cash in Treasuries and Local Remittances	(-) 6.46	(-) 12.27
Deposits with Reserve Bank	11.09	(-) 64.45
Departmental Cash Balance	1.03	0.87
Permanent Advances	2.90	2.86
Cash Balance Investments	6,401.72	2,154.46
Deficit on Government Account -	69,308.69	98,208.86
(i) Revenue Deficit of the Current Year	18,534.34	28,900.17
(ii) Appropriation to the Contingency Fund	-	-
(iii) Accumulated Deficit at the beginning of the year	50,774.35	69,308.69
Less: Revenue Surplus of the current year	-	-
Less: Miscellaneous Deficit	-	-
Total	2,84,648.76	3,15,585.84

Explanatory Notes for Appendices 1.3 and 1.5

The abridged accounts in the foregoing statements have to be read with comments and explanations in the Finance Accounts. Government accounts being mainly on cash basis, the deficit on Government account, as shown in *Appendix 1.5*, indicates the position on cash basis, as opposed to accrual basis in commercial accounting. Consequently, items payable or receivable or items like depreciation or variation in stock figures, etc., do not figure in the accounts. Suspense and Miscellaneous balances include cheques issued but not paid, payments made on behalf of the State and other pending settlements, etc. There was a difference of ₹ 3.14 crore (Credit) between the figures reflected in the Accounts and that intimated by the Reserve Bank of India under "Deposits with Reserve Bank". Further, reconciliation and subsequent adjustment, a difference of ₹ 0.74 crore (Debit) remained to be reconciled as of August 2019.

⁴ Capital Receipts of current year has been shown as "Nil" due to *pro forma* reduction of ₹ 20.13 crore (Capital disinvestments) from Gross Capital Expenditure upto end of the year.

⁵ Minus balance is under investigation.

Appendix 1.6

(Refer Paragraph 1.2.2; page 6)

Actuals vis-à-vis Budget Estimates and Revised Estimates 2018-19

(₹ in crore)

1	Budget estimates 2	Revised estimates 3	Actuals 4	Increase/ Decrease (-)		Increase/ Decrease (-) (In per cent)	
				BE to actual 5 (4-2)	RE to actual 6 (4-3)	BE to actual 7	RE to actual 8
(1) Revenue Receipts (a+b+c+d)	1,51,663	1,48,184	1,37,873	(-)13,790	(-) 10,311	(-) 9.09	(-) 6.96
(a) Tax Revenue	58,099	61,907	57,380	(-) 719	(-) 4,527	(-) 1.24	(-) 7.31
State Goods and Services Tax	21,000	23,500	22,938	1,938	(-) 562	9.23	(-) 2.39
Taxes on Sales, Trade etc.	15,600	16,500	14,791	(-) 809	(-) 1,709	(-) 5.19	(-) 10.36
State Excise	9,300	9,300	8,694	(-) 606	(-) 606	(-) 6.52	(-) 6.52
Taxes on Immovable Property other than Agricultural land	10	10	1	(-) 9	(-) 9	(-) 90.00	(-) 90.00
Taxes on Vehicles	4,900	5,000	4,576	(-) 324	(-) 424	(-) 6.61	(-) 8.48
Stamps and Registration Fees	4,250	4,750	3,886	(-) 364	(-) 864	(-) 8.56	(-) 18.19
Taxes on Goods and Passengers	01	38	51	50	13	5000.00	34.21
Land Revenue	587	463	290	(-) 297	(-) 173	(-) 50.60	(-) 37.37
Taxes and Duties on Electricity	2,450	2,339	2,148	(-) 302	(-) 191	(-) 12.33	(-) 8.17
Other Taxes and Duties on Commodities and Services	01	07	5	4	(-) 2	400.00	(-) 28.57
(b) Non-Tax Revenue	20,397	19,966	18,603	(-) 1,794	(-) 1,363	(-) 8.80	(-) 6.83
Interest Receipts	6,324	5,810	5,791	(-) 533	(-) 19	(-) 8.43	(-) 0.33
Miscellaneous General Services	1,302	1,171	784	(-) 518	(-) 387	(-) 39.78	(-) 33.05
Water Supply and Sanitation	750	780	609	(-) 141	(-) 171	(-) 18.80	(-) 21.92
Petroleum	3,500	3,825	3,883	383	58	10.94	1.52
Non-ferrous Mining and Metallurgical Industries	5,800	6,000	5,301	(-) 499	(-) 699	(-) 8.60	(-) 11.65
Police	358	361	345	(-) 13	(-) 16	(-) 3.63	(-) 4.43
Labour and Employment	469	427	415	(-) 54	(-) 12	(-) 11.51	(-) 2.81
Medical and Public Health	175	166	164	(-) 11	(-) 2	(-) 6.29	(-) 1.20
Other Administrative Services	239	259	246	7	(-) 13	2.93	(-) 5.02
Forestry and Wildlife	142	154	147	5	(-) 7	3.52	(-) 4.55
Major Irrigation	94	100	172	78	72	82.98	72.00
Public Works	462	126	126	(-) 336	0	(-) 72.73	0.00
Education, Sports, Art and Culture	208	169	160	(-) 48	(-) 9	(-) 23.08	(-) 5.33
Dividend and Profit	71	76	56	(-) 15	(-) 20	(-) 21.13	(-) 26.32
Other General Economic Services	68	52	30	(-) 38	(-) 22	(-) 55.88	(-) 42.31
Other Non-Tax Revenue	435	490	374	(-) 61	(-) 116	(-)14.02	(-) 23.67
(c) State's share of Union Taxes and Duties	43,310	41,853	41,853	(-) 1,457	0	(-) 3.36	0.00
(d) Grants-in-aid from GoI	29,857	24,458	20,037	(-) 9,820	(-) 4,421	(-) 32.89	(-) 18.08
(2) Miscellaneous Capital Receipts	30	20	20	(-) 10	0	(-) 33.33	0.00
(3) Recoveries of Loans and Advances	15,735	15,662	15,158	(-) 577	(-) 504	(-) 3.66	(-) 3.22
(4) Total Receipts (1+2+3)	1,67,428	1,63,866	1,53,051	(-) 14,376	(-) 10,815	(-) 8.59	(-) 6.60
(5) Revenue Expenditure (a+b+c+d)	1,69,118	1,73,009	1,66,773	(-) 2,345	(-) 6,236	(-) 1.39	(-) 3.60
(a) General Services	53,360	55,017	54,364	1,004	(-) 653	1.88	(-) 1.19
Administration of Justice	1,076	1,213	1,159	83	(-) 54	7.71	(-) 4.45
Elections	269	367	354	85	(-) 13	31.60	(-) 3.54
Land Revenue	804	776	721	(-) 83	(-) 55	(-) 10.32	(-) 7.09
State Excise	179	170	160	(-) 19	(-) 10	(-) 10.61	(-) 5.88
State Goods and Service Taxes	148	137	139	(-) 9	2	(-) 6.08	1.46
Taxes on Sales, Trade etc.	1,237	1,014	994	(-) 243	(-) 20	(-) 19.64	(-)1.97
Taxes on Vehicles	161	149	130	(-) 31	(-) 19	(-) 19.25	(-) 12.75
Interest Payments	21,413	21,737	21,695	282	(-) 42	1.32	(-) 0.19
Secretariat- General Services	239	264	243	4	(-) 21	1.67	(-) 7.95
District Administration	492	498	493	1	(-) 5	0.20	(-) 1.00
Treasury and Accounts Administration	331	310	284	(-) 47	(-) 26	(-) 14.20	(-) 8.39

	Budget estimates	Revised estimates	Actuals	Increase/ Decrease (-)		Increase/ Decrease (-) (In per cent)	
				BE to actual	RE to actual	BE to actual	RE to actual
				5 (4-2)	6 (4-3)	7	8
1	2	3	4	5 (4-2)	6 (4-3)	7	8
Police	5,944	6,170	6,104	160	(-) 66	2.69	(-) 1.07
Jails	204	206	190	(-) 14	(-) 16	(-) 6.86	(-) 7.77
Other Administrative Services	334	355	324	(-) 10	(-) 31	(-) 2.99	(-) 8.73
Pension and Other Retirement Benefits	19,712	20,615	20,396	684	(-) 219	3.47	(-) 1.06
Miscellaneous General Services	503	540	539	36	(-) 1	7.16	(-) 0.19
Stamps and Registration	89	89	85	(-) 4	(-) 4	(-) 4.49	(-) 4.49
Public Works	(-) 06	102	74	(-) 80	(-) 28	(-)1333.33	(-) 27.45
Others	231	305	280	49	(-) 25	10.82	(-) 8.20
(b) Social Services	64,456	68,258	65,687	1,231	(-) 2,571	1.91	(-) 3.77
General Education	33,206	34,859	34,159	953	(-) 700	2.87	(-) 2.01
Technical Education	234	206	199	(-) 35	(-) 7	(-) 14.96	(-) 3.40
Sports and Youth Services	136	135	111	(-) 25	(-) 24	(-) 18.38	(-) 17.78
Medical and Public Health	9,049	8,730	8,559	(-) 490	(-) 171	(-) 5.41	(-) 1.96
Family Welfare	2,790	2,852	2,803	13	(-) 49	0.47	(-) 1.72
Water Supply and Sanitation	3,163	3,484	3,416	253	(-) 68	8.00	(-) 1.95
Urban Development	5,034	4,646	4,151	(-) 883	(-) 495	(-) 17.54	(-) 10.65
Welfare of Scheduled Castes, Scheduled Tribes, Other Backward Classes and Minorities	1,562	1,614	1,501	(-) 61	(-) 113	(-) 3.91	(-) 7.00
Labour and Employment	646	625	599	(-) 47	(-) 26	(-) 7.28	(-) 4.16
Social Security and Welfare	4,990	6,160	5,993	1,003	(-) 167	20.10	(-) 2.71
Nutrition	1,989	2,238	1,750	(-) 239	(-) 488	(-) 12.02	(-) 21.81
Relief on account of Natural Calamities	1,288	2,235	2,054	766	(-) 181	59.47	(-) 8.10
Others	369	474	392	23	(-) 82	6.23	(-) 17.30
(c) Economic Services	51,302	49,734	46,722	(-) 4,580	(-) 3,012	(-) 8.93	(-) 6.06
Crop Husbandry	3,031	2,802	2,312	(-) 719	(-) 490	(-) 23.72	(-) 17.49
Animal Husbandry	1,288	1,229	1,174	(-) 114	(-) 55	(-) 8.85	(-) 4.48
Forestry and Wildlife	859	790	750	(-) 109	(-) 40	(-) 12.69	(-) 5.06
Agricultural Research and Education	267	279	279	12	0	4.49	0.00
Co-operation	2,694	3,735	3,728	1,034	(-) 7	38.38	(-) 0.19
Special Programmes for Rural Development	1,311	831	813	(-) 498	(-) 18	(-) 37.99	(-) 2.17
Rural Employment	3,413	4,405	4,405	992	0	29.07	0.00
Other Rural Development Programmes	10,246	8,103	6,155	(-) 4,091	(-) 1,948	(-) 39.93	(-) 24.04
Major Irrigation	1,788	1,346	1,333	(-) 455	(-) 13	(-) 25.45	(-) 0.97
Medium Irrigation	368	215	202	(-) 166	(-) 13	(-) 45.11	(-) 6.05
Minor Irrigation	155	159	141	(-) 14	(-) 18	(-) 9.03	(-) 11.32
Power	22,607	21,209	21,204	(-) 1,403	(-) 5	(-) 6.21	(-) 0.02
New and Renewable Energy	18	6	2	(-) 16	(-) 4	(-) 88.89	(-) 66.67
Non-ferrous Mining and Metallurgical Industries	136	146	143	7	(-) 3	5.15	(-) 2.05
Roads and Bridges	1,385	1,538	1,242	(-) 143	(-) 296	(-) 10.32	(-) 19.25
Road Transport	289	609	584	295	(-) 25	102.38	(-) 4.11
Secretariat- Economic Services	51	39	39	(-) 12	0	(-) 23.53	0.00
Census Surveys and Statistics	489	1,321	1,284	795	(-) 37	162.58	(-) 2.80
Civil Supplies	404	489	494	90	5	22.28	1.02
Others	503	483	438	(-) 65	(-) 45	(-) 12.92	(-) 9.32
(d) Grants-in-aid and contributions	-⁶	-⁷	8⁸	-	-	-	-
(6) Capital Expenditure	25,740	21,061	19,638	(-) 6,102	(-) 1,423	(-) 23.71	(-) 6.76
Capital Outlay on Police	215	312	274	59	(-) 38	27.44	(-) 12.18
Capital Outlay on Public Works	502	367	306	(-) 196	(-) 61	(-) 39.04	(-) 16.62
Capital Outlay on Education, Sports, Art and Culture	832	901	825	(-) 7	(-) 76	(-) 0.84	(-) 8.44

⁶ ₹ 20.87 lakh.

⁷ ₹ 13.86 lakh.

⁸ ₹ 8.43 lakh.

(₹ in crore)

	Budget estimates	Revised estimates	Actuals	Increase/ Decrease (-)		Increase/ Decrease (-) (In per cent)	
				BE to actual	RE to actual	BE to actual	RE to actual
1	2	3	4	5 (4-2)	6 (4-3)	7	8
Capital Outlay on Medical and Public Health	975	581	499	(-) 476	(-) 82	(-) 48.82	(-) 14.11
Capital Outlay on Water Supply and Sanitation	5,509	4,288	3,870	(-) 1,639	(-) 418	(-) 29.75	(-) 9.75
Capital Outlay on Urban Development	1,461	1,376	1,296	(-) 165	(-) 80	(-) 11.29	(-) 5.81
Capital Outlay on Welfare of Scheduled Castes, Scheduled Tribes, Other Backward Classes and Minorities	335	304	282	(-) 53	(-) 22	(-) 15.82	(-) 7.24
Capital Outlay on Nutrition	52	21	1	(-) 51	(-) 20	(-) 98.08	(-) 95.24
Capital Outlay on other Social Services	144	89	84	(-) 60	(-) 5	(-) 41.67	(-) 5.62
Capital Outlay on Crop Husbandry	410	161	147	(-) 263	(-) 14	(-) 64.15	(-) 8.70
Capital Outlay on Forestry and Wildlife	155	107	98	(-) 57	(-) 9	(-) 36.77	(-) 8.41
Capital Outlay on Other Rural Development Programmes	597	363	232	(-) 365	(-) 131	(-) 61.14	(-) 36.09
Capital Outlay on Other Special Areas Programmes	440	342	278	(-) 162	(-) 64	(-) 36.82	(-) 18.71
Capital Outlay on Major Irrigation	2,371	1,817	1,738	(-) 633	(-) 79	(-) 26.70	(-) 4.35
Capital Outlay on Medium Irrigation	177	117	118	(-) 59	01	(-) 33.33	0.85
Capital Outlay on Minor Irrigation	381	446	451	70	5	18.37	1.12
Capital Outlay on Command Area Development	109	92	89	(-) 20	(-) 3	(-) 18.35	(-) 3.26
Capital Outlay on Power Projects	4,219	3,822	3,822	(-) 397	0	(-) 9.41	0.00
Capital Outlay on Petroleum	374	147	147	(-) 227	0	(-) 60.70	0.00
Capital Outlay on Industries and Minerals	485	55	22	(-) 463	(-) 33	(-) 95.46	(-)60.00
Capital Outlay on Roads and Bridges	5,260	4,269	4,162	(-) 1,098	(-) 107	(-) 20.87	(-) 2.51
Capital Outlay on Other General Economic Services	495	650	631	136	(-) 19	27.47	(-) 2.92
Other Capital Outlays	242	434	266	24	(-) 68	9.92	(-) 38.71
(7) Disbursement of Loans and Advances	581	1,269	1,113	532	(-) 156	91.67	(-) 12.29
(8) Total Expenditure (5+6+7)	1,95,439	1,95,339	1,87,524	(-) 7,915	(-) 7,815	(-) 4.05	(-) 4.00
(9) Revenue Surplus (+)/Deficits (-) (1-5)	(-) 17,455	(-) 24,825	(-)28,900	(-)11,445	(-) 4,075		
(10) Fiscal Deficits (-) (4-8)	28,011	31,473	34,473	6,462	3,000		
(11) Primary Surplus (+)/Deficits(-) (10+ Interest Payment)	(-) 6,598	(-) 9,736	(-) 12,778	(-) 6,180	(-) 3,042		

Source: Finance Accounts and Budget Documents.

Appendix 1.7

(Refer paragraph 1.9.4; page 39)

Statement showing the details of loans not repaid by loanees

(₹ in lakh)						
S. No.	Head	Name of loanees	Opening Balance as on 01.04.2003	Advance during 2003-19	Repaid during 2003-19	Closing Balance as on 31.03.2019
1	6215-01-192 (01)	Loans to Municipalities- Direct Loans	306.70	-	-	306.70
2	6215-01-192 (02)	Loans to Municipalities Guaranteed Loans from Life Insurance Corporation	3,459.99	-	-	3,459.99
3	6215-02-192	Loans to Municipalities/Municipal Councils	2.53	-	-	2.53
4	6216-80-800(01)	Industrial Housing Scheme	2.26	-	0.04	2.22
5	6235-02-800 (01)	Loans to Persons affected by Riots	6.34	-	0.53	5.81
6	6235-60-800 (02)[01]	Rehabilitation of <i>Jagirdars</i>	1.51	-	-	1.51
7	6235-60-800 (02)[03]	Loans to Repatriates from Burma	3.06	-	-	3.06
8	6235-60-800 (02)[04]	<i>Taccavi</i> Advance to Unemployed <i>Swarnkars</i>	49.79	-	-	49.79
9	6245-01-800 (04)	Loans to <i>Gau-sewa Sangh</i> for fodder etc. through the agency of Animal Husbandry Department	11.82	-	-	11.82
10	6250-60-800(05)	Loans to Forest Labour Cooperative Societies through the Chief Conservator of Forests	0.42	-	0.17	0.25
11	6401-103 (02)	Loans to Rajasthan State Agro Industries Corporation Limited	1,587.53	163.22	-	1,750.75
12	6401-103 (03)	Loans to Rajasthan State Seed Corporation	64.38	-	0.02	64.36
13	6403-102 (02)	Intensive Cattle Development Scheme	4.08	-	(-) 3.60	7.68
14	6403-103	Poultry Development	0.01	-	-	0.01
15	6403-104 (01)	Loans to Sheep Farmers	0.02	-	-	0.02
16	6404-190(01)	Loans to <i>Dugdh Utpadak Sahakari Sangh</i>	309.71	-	-	309.71
17	6404-190(02)	Employment Promotion Programme-Establishment of Dairy Unit	0.18	-	-	0.18
18	6405-800(01)	Loan to Fish Farmers Development Agency through the Director, Animal Husbandry Department	0.33	-	-	0.33
19	6408-02-800(04)	Loan for purchases of Transport Vehicles	0.62	-	(-) 0.13	0.75
20	6425-107(07)	Loan for establishment of Rajasthan State Cooperatives Strengthening Fund	161.18	-	-	161.18
21	6705-800(01)	Soil Conservation	9.47	-	-	9.47
22	6705-800(02)	Loan to Migrated under World Food Programme No. 2600	1.00	-	-	1.00
23	6860-01-800 (01)	Loan to Mewar Textile Limited	503.49	38.67	(-) 50.53	592.69
24	7075-01-800 (01)	Loan to contractors for Strategic Roads	0.82	-	-	0.82
25	7475-103(01)	Loan to Consumer Cooperative Stores	0.98	-	(-) 1.02	2.00
26	7475-103(05)	Loan to College and University Cooperative Stores	0.07	-	-	0.07
Grand Total			6,488.29	201.89	(-) 54.52	6,744.70

Source: Finance Accounts

Appendix 1.8

(Refer paragraph 1.9.3; page 38)

Statement showing the details of Government's investment where accounts are not submitted

(₹ in lakh)

S. No.	Name of Concern	Year of last investment	Invested amount	Accounts awaited from	Remarks
Statutory Corporations					
1	Rajasthan State Mandi Development Corporation, Jaipur	1977-78	0.65	-	Since the Corporation was not formed, the amount was kept with Rajasthan State Agriculture Marketing Board.
2	Rajasthan Water Supply and Sewerage Corporation, Jaipur	Upto 1980-81	0.08	-	Out of total investment of ₹ 10.00 lakh, ₹ 9,92,200 were deposited back in April, 1980 as the Government decided to wind up the Corporation.
Government Companies					
3	National Textiles Corporation, New Delhi	1975-76	45.85	2003-04	
4	Rajasthan State Electricity Corporation, Jaipur	1997-98	5.00	2003-04	
5	Rajasthan State Agro Industries Corporation Limited, Jaipur	1995-96	412.97	-	The company is under liquidation since 09.08.2018.
Joint Stock Companies					
6	Jaipur Udyog Limited, Sawai Madhopur	1948-49	75.00	1985-86	
7	The Central Provinces Railway Company Limited, Mumbai	1910-11	0.08	2003-04	
8	Oriental Power Cables Limited, Kota	1962-63	3.66	30 June 1985	
9	Associated Iron and Steel Industries Limited, Ramganj Mandi (Kota)	1963-64	1.00	31 December 1985	
10	Jaipur Metal and Electricals Limited, Jaipur	1987-88	7.50	1996-97	
11	Metal Corporation of India Limited, Kolkata	1960-61	25.00	-	Accounts are awaited
12	Bundi Electric Supply Company Limited, Bundi	1936-37	0.12	-	The Company is under liquidation since 1965-66.
13	Jhalawar Transport Service Limited, Jhalawar	1946-47	0.10	-	The Company is under liquidation since November 1973.
14	Stoneware Pipe and Sanitary Fittings Manufacturing Company Limited, Jaipur	Information relates to pre-merger period of Jaipur State. Exact year of investment is stated to be not available in the Government records.	0.12	-	The Company is under liquidation since August 1961.
15	Shri Udaibhan Industries Limited, Dholpur	1947-48	1.30	-	The Company is under liquidation since January 1960.
16	Abu Road Electricity and Industries Company Limited, Abu Road	1945-46	1.25	-	The Company is under liquidation and taken over by erstwhile Rajasthan State Electricity Board during 1975-76.
17	Kota Transport Company Limited, Kota	1946-47	2.00	-	The Company is under liquidation.
18	Jaipur Spinning and Weaving Mills Limited, Jaipur	1943-44	17.46	-	The Company is under liquidation.
19	Futwah Islampur Light Railway Company Limited, Kolkata	1927-28	0.10	-	The Company is under liquidation.
20	The Chaparmukh Silighat Railway Company Limited, Kolkata	Upto 1990-91	0.06	-	The Company is under liquidation.
Partnership Concerns					
21	Cotton Press Company, Madanganj, Kishangarh	1900-01	0.21	1996-97	
	Total		599.51		

Source: Finance Accounts

Appendix 1.9

(Refer paragraph 1.7.2 and 1.9.3; page 26 and 38)

Statement showing the details of erosion of capital investment in Public Sector Undertakings

(₹ in crore)						
S. No.	Name of the PSU	Period of accounts	Total Paid up Capital	Accumulated Profit/ Loss (-)	Erosion of Capital Investment in PSUs	Government Investment (as per Finance Account 2018-19)
1	Rajasthan State Mines and Minerals Limited (Government Company since December 1974)	2017-18	77.55	2,079.99	-	77.56
2	Rajasthan State Industrial Development and Investment Corporation Limited	2017-18	210.19	1,516.60	-	193.69
3	Rajasthan State Road Development and Construction Corporation Limited	2018-19	100.00	126.89	-	100.00
4	Rajasthan State Ganganagar Sugar Mills Limited	2017-18	180.39	117.19	-	180.84
5	Rajasthan Tourism Development Corporation Limited	2015-16	21.95	- 145.05	- 123.10	21.95
6	Rajasthan State Hotels Corporation Limited	2015-16	2.16	- 8.71	- 6.55	2.16
7	Rajasthan State Handloom Development Corporation Limited	2017-18	46.06	- 49.89	- 3.83	45.51
8	Rajasthan Small Industries corporation Limited	2018-19	6.96	- 25.48	- 18.52	6.64
9	Rajasthan State Beverages Corporation Limited	2017-18	2.00	37.72	-	2.00
10	Barmer Lignite Mining Company Limited (Subsidiary Joint Company of Rajasthan State Mines and Minerals Limited)	2017-18	20.00	-71.87	-51.87	-
11	Rajasthan State Petroleum Corporation Limited (Subsidiary of Rajasthan State Mines and Minerals Limited)	2017-18	66.99	- 1.62	-	-
12	Rajasthan Rajya Vidyut Prasaran Nigam Limited	2018-19	4,441.04	- 1,269.28	-	4,441.04
13	Rajasthan Rajya Vidyut Utpadan Nigam Limited	2018-19	10,067.95	- 4,382.81	-	10,067.95
14	Jaipur Vidyut Vitran Nigam Limited	2018-19	10,783.47	- 31,060.49	- 20,277.02	10,783.47
15	Ajmer Vidyut Vitran Nigam Limited	2018-19	10,018.03	- 29,018.55	- 19,000.52	10,018.03
16	Jodhpur Vidyut Vitran Nigam Limited	2018-19	9,954.57	- 29,774.77	- 19,820.20	9,954.57
17	Rajasthan Renewable Energy Corporation Limited	2018-19	12.94	172.24	-	12.94
18	Dholpur Gas Power Limited (Subsidiary of Rajasthan Rajya Vidyut Utpadan Nigam Limited)	2018-19	0.05	- 0.04	-	-
19	Giral Lignite Power Limited (Subsidiary of Rajasthan Rajya Vidyut Utpadan Nigam Limited)	2018-19	370.05	- 1,264.77	- 894.72	-
20	Chhabra Power Limited (Subsidiary of Rajasthan Rajya Vidyut Utpadan Nigam Limited)	2018-19	0.05	- 0.04	-	-

S. No.	Name of the PSU	Period of accounts	Total Paid up Capital	Accumulated Profit/ Loss (-)	Erosion of Capital Investment in PSUs	Government Investment (as per Finance Account 2018-19)
21	Rajasthan Solar Park Development Company Limited (Subsidiary of Rajasthan Renewable Energy Corporation Limited)	2018-19	0.05	30.16	-	-
22	Banswara Thermal Power Company Limited (Subsidiary of Rajasthan Rajya Vidyut Prasaran Nigam Limited)	2018-19	0.05	- 9.62	- 9.57	-
23	Barmer Thermal Power Company Limited (Subsidiary of Rajasthan Rajya Vidyut Prasaran Nigam Limited)	2018-19	0.05	- 17.10	- 17.05	-
24	Keshoraipatan Gas Thermal Power Company Limited (Subsidiary of Rajasthan Rajya Vidyut Prasaran Nigam Limited)	2018-19	2.05	- 2.05	-	-
25	Rajcomp Info Service Limited	2017-18	5.00	50.08	-	5.00
26	Rajasthan Jal Vikas Nigam Limited	2017-18	1.27	- 2.37	- 1.10	1.27
27	Rajasthan State Power Finance and Financial Services Corporation Limited	2018-19	90.00	16.78	-	90.00
28	Rajasthan State Gas Limited (Subsidiary of Rajasthan State Petroleum Corporation Ltd.)	2018-19	129.87	- 4.31	-	-
29	Rajasthan Urja Vikas Nigam Limited	2018-19	50.00	0.00	-	50.00
30	Rajasthan Rajya Vidyut Vitran Vitta Nigam Limited	2018-19	0.05	- 0.02	-	0.05
31	Rajasthan Financial Corporation	2018-19	160.73	- 108.47	-	128.31
32	Rajasthan State Road Transport Corporation	2017-18	638.96	- 4,815.98	- 4,177.02	612.13
33	Rajasthan Urban Drinking Water Sewerage and Infrastructure Corporation Limited	2016-17	48.67	21.07	-	33.51
34	Jaipur Metro Rail Corporation Limited	2018-19	1,694.04	- 287.72	-	1,494.04
35	Rajasthan Ex-Servicemen Corporation Limited	2018-19	5.00	14.71	-	5.00
36	Rajasthan Medical Service Corporation Limited	2017-18	5.00	21.45	-	5.00
37	Rajasthan Skill and Livelihoods Development Corporation	2018-19	0.05	- 13.05	- 13.00	0.05
38	Rajasthan State Food and Civil Supplies Corporation Limited	2016-17	50.00	36.73	-	50.00
39	Rajasthan State Seeds Corporation Limited	2017-18	7.59	117.92	-	6.33
40	Rajasthan State Agro Industries Corporation Limited	2014-15	6.01	- 54.83	- 48.82	4.13
41	Rajasthan State Warehousing Corporation	2018-19	7.85	259.46	-	3.93
42	Rajasthan Police Housing and Construction Corporation Limited	2018-19	1.00	2.30	-	1.00
43	Rajasthan Civil Aviation Corporation Limited	2017-18	4.49	-6.29	-1.80	4.49
	Total		49,290.18	-97,773.89	-64,464.69	48,402.59

Appendix 1.10

(Refer paragraphs 1.7.3.4 and 1.9.5; pages 31 and 40)

Statement showing operating results of DISCOMs of Government of Rajasthan during last 10 years

(₹ in crore)										
Particulars	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19
Total subsidy given by Government	1,493	2,001	3,200	5,464	6,940	8,626	10,461	17,208	23,674	21,540
Subsidy given to Power Sector by Government	1,452	1,946	2,800	4,861	6,460	8,330	10,186	16,842	23,391	21,204
Power sector subsidy to total subsidy (in per cent)	97.3	97.3	87.5	89.0	93.1	96.6	97.4	97.9	98.8	98.4
Revenue subsidy/ subvention receipts of Discom	1,110.4	1,200.7	1,759.9	2,246.7	621.8	1,647.7	1,784.1	1,263.6	1,433.5	1,467.69
Net loss (-)/Profit	(-)10,763.5	(-)10,606.3	(-)12,443.7	(-)12,351.2	(-)15,645.0	(-)12,473.6	(-)11,240.8	(-)1,981.1	2,172.7	2,606.67
Cumulative Loss	26406.9	37,013.2	49,456.9	61,808.1	77,453.2	89,926.7	10,1167.5	94,633.2	92,460.5	89,853.85
Distribution Loss (in per cent)	26.11	22.30	19.60	19.23	24.05	27.22	27.67	23.29	20.25	20.72
T&D Loss (in per cent)	30.96	26.78	24.27	23.78	27.45	31.42	31.44	26.32	24.86	25.68

Operational Performance of UDAY Scheme (as on 30 Sep 2019)

Parameter of UDAY Scheme	Target under UDAY Scheme	Progress under UDAY Scheme	Achievement (in Per cent)
Feeder metering (in Nos)	2521	5873	100
Metering at Distribution Transformers (in Nos.)			
Urban	60166	16850	28
Rural	3486	0	0
Feeder Segregation (in Nos.)	4357	1321	30
Rural Feeder Audit (in Nos.)	20203	20248	100
Electricity to unconnected household (in lakh Nos)	11.40	23.97	100
Smart metering (in Nos.)	49849	7953	16
Distribution of LED UJALA (in lakh Nos.)	34.50	58.49	100
AT&C Losses (in Per cent)	15.0	25.84	0
ACS-ARR Gap (₹ per unit)	0.52	0.64	0
Net Income or Profit /Loss including subsidy (₹ in crore)	-2184.32	-2498.24	0

Appendix 2.1

(Refer paragraph 2.3.1; page 62)

Statement of various grants/appropriations where excess expenditure was more than ₹ one crore each and also by more than 10 per cent of the total provision

(₹ in crore)

S. No.	Grant No.	Name of the Grant	Head of Account	Total Grant	Expenditure	Excess	Percentage of Excess expenditure	Remarks
Revenue-Voted								
1.	12	Other Taxes	2030-01-102-01-01 Commission to Agent on Sale - Committed	0.60	1.63	1.03	171.7	Savings
2.			5055-050-01-01 civil Works	0.30	2.38	2.08	693.3	Savings
3.	21	Roads and Bridges	5054-02-337-03 Through the Border Road Development Board	35.00	43.52	8.52	24.3	
4.	46	Irrigation	2700-01-101-05-01 Other maintenance expenditure - Committed	1.01	2.10	1.09	107.9	Savings
5.			2700-02-800-03 Other expenditure - Committed	31.23	44.93	13.70	43.9	
6.			2700-03-001-01-01 Irrigation General Construction Works - Committed	57.23	84.79	27.56	48.2	
7.			2700-03-101-01-01 Other maintenance expenditure - Committed	57.23	70.00	12.77	22.3	
8.			2702-01-800-01-02 Proportionate expenditure transferred from head 2701-80-General - Committed	0.62	7.47	6.85	1,104.8	
9.			4701-69-001-02 Proportionate expenditure transferred from Major Head 2701	4.10	5.41	1.31	32.0	
10.			4702-101-02-04 Proportionate expenditure transferred from Major Head 2701- Establishment	8.51	12.01	3.50	41.1	
11.			4702-101-07-02 Proportionate expenditure transferred from Major Head 2701	3.59	5.53	1.94	54.0	
12.			4700-02-001-04-16 Proportionate expenditure transferred from Major head 2700 Right Canal	-	2.14	2.14		
13.			4700-02-001-05-07 Proportionate expenditure transferred from Major Head 2700 Left Canal	-	1.40	1.40		
14.			4700-32-001-02 Proportionate expenditure transferred from Major Head 2701 (Establishment)	4.06	38.12	34.06	838.9	
15.	51	Special Component Plan for Welfare of Scheduled Castes	4700-34-789-01 Construction works	6.96	7.96	1.00	14.4	Savings
16.			4711-01-789-02-01 Through the Chief Engineer, Water Resources Deptt., Rajasthan, Jaipur	2.39	3.85	1.46	61.1	

Source: Appropriation Accounts

Appendix 2.2

(Refer paragraph 2.3.2; page 63)

Flow of expenditure (where expenditure during last quarter was more than ₹ 100 crore in each case and also by more than 45 per cent of the total expenditure)

(₹ in crore)

S. No.	Number and name of Grant/ Appropriation	Head of account	Expenditure incurred during January-March 2019	Expenditure incurred in March 2019	Total Expenditure	Percentage of total Expenditure incurred during	
						January-March 2019	March 2019
1.	21-Roads and Bridges	3054-04-800-02 Rural Roads	105.34	51.65	223.04	47.2	23.2
2.	24-Education, Art and Culture	4202-01-201-12 Sarva Shiksha Abhiyan (Shikha Guarantee Scheme)	131.61	131.61	131.61	100	100
3.	28-Special Programme for Rural Development	2501-05-196-08 Expenditure from Water Conservation Cess Fund	104.07	87.26	212.40	49.0	41.1
4.	29-Urban Plan and Regional Development	2217-80-192-14 Grants under the recommendations of State Finance Commission	230.49	230.49	385.36	59.8	59.8
5.	30-Tribal Area Development	2515-198-03 Grants for Gram Panchayats under the recommendations of State Finance Commission	105.12	105.12	225.14	46.7	46.7
6.	34-Relief and Natural Calamities	2245-01-800-03 Expenditure on relief works	1051.50	468.17	1513.11	69.5	30.9
7.	37-Agriculture	2415-01-277-01 Agriculture Education in Universities	164.48	118.62	243.04	67.7	48.8
8.	41-Community Development	2515-198-03 Grants for Gram Panchayats under the recommendations of State Finance Commission	533.39	533.39	1142.36	46.7	46.7
9.	51- Special Component Plan for Welfare of Scheduled Castes	2515-198-03 Grants for Gram Panchayats under the recommendations of State Finance Commission	140.16	140.16	300.18	46.7	46.7
Total			2,566.16	1,866.47	4,376.24	58.6	42.7

Source: Information compiled by office of the Accountant General (A&E), Rajasthan, Jaipur.

Appendix 2.3

(Refer paragraph 2.3.3; page 63)

Statement of various grants/appropriations where savings were more than ₹ 100 crore of the total provision

(₹ in crore)

S. No.	No. and Name of the Grant		Original	Supple- mentary	Total	Actual expen- diture	Savings (% of savings)	Reasons of savings as reported in Appropriation Accounts
1.	9-Forest	Revenue voted	816.70	-	816.70	711.99	104.71 (12.8)	Post remaining vacant, reduction in posts of work charged employees, reduction in expenditure ceiling by Finance Department, non-receipt of UCs of funds released for previous years. Reasons for saving in other cases were not intimated by the Department.
2.	12-Other Taxes	Revenue voted	640.53	311.25	951.78	822.96	128.82 (13.5)	Less expenditure on pay and allowances, stationery/printing, computerization, office expenses, contractual expenses, non-fixation of pay of personal in VII Pay Commission and non-payment of arrear. Reasons for savings in other cases were not intimated by the Department.
3.	14-Sales Tax	Revenue voted	1,368.95	18.13	1,387.08	1,120.87	266.21 (19.2)	Posts remaining vacant, non-finalisation of cases during the prescribed period of financial year and reduction in budget ceiling during revised estimation.
4.	19-Public Works (Capital Voted)	Capital voted	1,024.80	-	1,024.80	560.35	464.45 (45.3)	Adjustment of percentage charges as per work outlay, slow progress of work, non/less execution of work, change in project and less receipt of funds from GoI. Detailed reasons for saving were not intimated by the Department.
5.	21-Roads and Bridges	Revenue voted	1,535.23	133.41	1,668.64	1,362.34	306.30 (18.4)	Less payment of Arrears of VII pay Commission to work charged employees than estimated and less expenditure on repairs and maintenances and wages, less receipt of fund from GoI, and less receipt of amount of Central Road Fund from GoI. Detailed reasons for savings were not intimated by the department.
		Capital voted	4,620.21	309.10	4,929.31	4,025.55	903.76 (18.3)	Adjustment of percentage charges as per work outlay. Reasons for saving in other cases were not intimated by the department.
6.	22-Area Development	Capital voted	386.29	-	386.29	264.48	121.81 (31.5)	Less execution of construction work under development of Dang Area, Development of Mewat Area, Magra Area Development, Post remaining vacant and less receipt of fund from GoI.
7.	24-Education, Art and Culture	Capital voted	588.51	100.72	689.23	561.67	127.56 (18.5)	Non/less execution of work, non-receipt of funds from GoI, reduction in ceiling and non-receipt of UCs from Rajcomp.
8.	26-Medical and Public Health and Sanitation	Revenue voted	9,922.01	-	9,922.01	9,417.78	504.23 (5.1)	Posts remaining vacant, less expenditure on pay and allowance, non-receipt of sanction from GoI for transfer of fund in PD A/C reduction in ceiling of grant, less release of grant to Rajasthan Medical Education Society, non-payment of Arrears of VII Pay Commission and exemption of health insurance for 15% GST and less receipt of fund from GoI.

S. No.	No. and Name of the Grant		Original	Supple- mentary	Total	Actual ex- penditure	Savings (% of savings)	Reasons of savings as reported in Appropriation Accounts
9.	27-Drinking Water Scheme	Revenue voted	3,511.88	331.28	3,843.16	3,633.83	209.33 (5.4)	Non-payment of electric bills due to technical problems in treasuries, inconsistencies in electricity bills, non-submission of bill by contractors and less expenditure on pay and allowance
		Capital voted	3,744.05	-	3,744.05	2,700.23	1,043.82 (27.9)	Non/less execution of works, non-implementation of project and non-receipt of funds from GoI. Detailed reasons were not intimated by the Department.
10.	28-Special Programme for Rural Development	Revenue voted	1,012.06	-	1012.06	769.29	242.77 (24.0)	Non/Less/Late receipt of funds from GoI, non-receipt of sanction of Annual Action Plan 2018-19 and non-starting/closure of project. Reasons in other cases were not intimated by the Department.
		Capital voted	308.25	-	308.25	154.13	154.12 (50.0)	Non-release of second installment by the State Government because of sufficient availability of unspent amount in PD A/C of Zila Parishad.
11.	29- Urban Plan and Regional Development	Revenue voted	4,631.46	467.82	5,099.28	4,015.09	1,084.19 (21.3)	Non/less release of grants by State Government, non/less-receipt of funds from GoI, release of less Grant to Municipal Corporations under SFC, non-release of grants for creation of capital assets, non-starting of schemes, Detailed reasons were not intimated by the Department.
		Capital voted	1,477.17	-	1,477.17	1,280.37	196.80 (13.3)	Less release of funds for execution of works, less expenditure on construction works, less receipt of fund from GoI, expenditure incurred as per the cost of Project Loan, sewerage line work third stage could not be started, slow progress of work, non- availability of gravel and less loan received from ADB for Jaipur Metro Rail Corporation. Detailed reasons were not intimated by the Department.
12.	30-Tribal Area Development	Revenue voted	12,473.80	258.83	12,732.63	12,032.40	700.23 (5.5)	Less expenditure on pay and allowance, non-passing of some bills by treasuries, change in expenditure head of Account of teachers on transfer, reduction in expenditure ceiling by the Finance Department, non/less receipt of fund from GoI, posts remaining vacant, less release of grants because of exemption of health insurance from 15% GST, non-implementation of schemes, reduction in budget ceiling, shifting of old age pension beneficiaries to widow pension schemes, direct transfer of funds by the GoI to the Department, loan of Ajmer Vidyut Vitran Nigam Limited was converted into subsidy, reduction in tariff subsidy by the State Government and non-transfer of Amount in the account of BPL/State BPL/Antodaya/Annapurana families. Reasons in other heads were not intimated by the department.
		Capital voted	3,632.02	50.00	3,682.02	2,903.21	778.81 (21.1)	Non/less receipt of funds from GoI, Less/non execution of works, non-implementation of projects, non-release of funds as per requirement, reduction in expenditure, delay in tender process, reduction in budget ceiling, less expenditure on construction works,

(₹ in crore)

S. No.	No. and Name of the Grant		Original	Supple- mentary	Total	Actual ex- penditure	Savings (% of savings)	Reasons of savings as reported in Appropriation Accounts
								availability of earlier years funds, reduction in credit limit by the State Government, slow progress of work, non-execution of works, non-release of guidelines, reduction in investment ceiling, adjustment of percentage charges as per work outlay and less execution of construction of road work, Reasons in other cases were not intimated by the Department.
13.	33-Social Security and Welfare	Revenue voted	5,593.90	859.86	6,453.76	5,912.99	540.77 (8.4)	Less grant released/ sanctioned in comparison to high cost of loan, the proposals from district offices could not be received, non-sanction of loan by the bank, posts remaining vacant, Less receipt of applications for scholarships on portal, less receipt of fund from GoI, non-implementation of Mission Gram Shakti Yojana, non-receipt of data format made by the LIC, non/less receipt of applications from eligible beneficiaries, old age pension scheme shifted to widow pension schemes, non-submission of bills of food materials in time by the self -help groups, non-availability of Adhaar information in respect of RGKB families, transfer of scheme to other head of account, non-tendering of contract services in time, return of bills by the treasuries, non-payment of honorarium, non-completion of tender process for purchase of school items and less expenditure on repair and maintenance. Reasons in other heads were not intimated by the department.
14.	34-Relief from Natural Calamities	Revenue voted	2,564.72	1,779.41	4,344.13	3,570.19	773.94 (17.8)	Execution of relief work in drought/flood effected area as per requirements.
15.	35-Miscellaneous Community and Economic Services	Revenue voted	310.99	544.82	855.81	722.48	133.33 (15.6)	Posts remaining vacant, non/less receipt of fund from GoI, less expenditure on Computerisation, slow progress of work, non-transfer of amount in the account of BPL/State BPL/Antyodaya/Annapurna families and Bhamashah Digital Parivar Yojana, less expenditure on advertisement and publicity, non-organising the training camps and less expenditure on computerization and related communication. Detailed reasons in other cases were not intimated by the department.
16.	36- Co-operation	Capital voted	32.13	730.00	762.13	634.20	127.93 (16.8)	Less receipt of applications for voluntary retirement than envisaged and less release of sanction by the Finance Department. Reasons in other cases were not intimated by the department.
17.	37-Agriculture	Revenue voted	2,507.20	-	2,507.20	2,013.91	493.28 (19.7)	Less expenditure on publicity, non-organising of proposed Global Rajasthan Agro-tech Meet Gram Jodhpur, non-payment of bills of insurance claims of farmers by the bank, less expenditure on incentives for harvesting, non-release of sanction for Smart Phone and Closed User Group SIM card by the State Government, non-implementation of new guidelines issued by GoI in Kharif

(₹ in crore)

S. No.	No. and Name of the Grant		Original	Supple- mentary	Total	Actual expen- diture	Savings (% of savings)	Reasons of savings as reported in Appropriation Accounts
								crops, non-passing of bills by treasuries and bank, availability of unspent amount of previous years in the PD account of Rajasthan Skill and Livelihood Development Corporation, less execution of publicity works, reduction in budget ceiling and less receipt of fund from GoI.
		Capital voted	391.70	26.00	417.70	183.53	234.17 (56.1)	Less expenditure on construction work, less receipt of fund from GoI, direct transfer of funds from GoI to the department, reduction in budget ceiling as per progress of expenditure, non-passing of some bills by the treasuries and slow progress of construction of godowns. Detailed reasons in other cases were not intimated by the department.
18.	41- Community Development	Revenue voted	7,542.14	-	7,542.14	4,450.66	3,091.48 (41.0)	Availability of unspent amount of previous year, non/less receipt of fund from GoI. Detailed reasons were not intimated by the department.
19.	42-Industries	Capital voted	433.41	-	433.41	21.94	411.47 (94.9)	Non-payment of compensation for acquisition of land in Khushkeda-Bhiwadi-Neemrana Investment Region under DMIC project.
20.	46-Irrigation	Revenue voted	2,384.72	-	2,384.72	1,765.95	618.77 (25.9)	Less adjustment of interest on capital account because of reduction in rate of interest from 10% to 7.5% during the year, posts remaining vacant, non-adjustment of interest on capital account in accordance with decision of the State Government, less demand for Grant in aid (Salary) from Panchayat Samitis and retirement of work charged employees. Reasons in other cases were not intimated by the Department.
		Capital voted	1,653.77	-	1,653.77	1,414.63	239.14 (17.7)	Non-availability of construction site of contractor in canal side because of canal regulation from October 2018 to March 2019, release of less credit limit., less execution of work, slow progress of construction work, reduction in plan ceiling of Rajasthan Water Sector Restructuring Project for Desert Area for renewal and modernization of IGNP. Reasons in other cases were not intimated by the department.
21.	48-Power	Revenue voted	15,388.49		15,388.49	14,454.61	933.88 (6.1)	Reduction in total subsidy by the State Government, release of subsidy as per recovery of compounding charges by power distribution companies.
		Capital voted	2,831.48	-	2,831.48	2,555.21	276.27 (9.8)	Reduction in investment ceiling which resulted in less investment in power companies and less loan received from ADB and KFW.
22.	50-Rural Employment	Revenue voted	1,814.96	443.30	2,258.26	2,137.92	120.34 (5.3)	Less receipt of funds from GoI for PMAY (Rural).
23.	51-Special Component plan for Schedule Caste and Schedule Tribe	Revenue voted	14,046.25	360.53	14,406.78	13,683.69	723.09 (5.0)	Reduction in budget ceiling, non/less receipt of fund from GoI, posts remaining vacant, less receipt of claims for scholarship, non/less release of grant for creation of capital assets, less release of grant because of exemption of health insurance from levy of 15% GST, less grant to Municipalities/Municipal Councils as per SFC, non-implementation of schemes, non-passing

(₹ in crore)

S. No.	No. and Name of the Grant		Original	Supple- mentary	Total	Actual expen- diture	Savings (% of savings)	Reasons of savings as reported in Appropriation Accounts
								of some bills by treasuries, non-payment of some bills by bank, non-receipt of demand for various institutions, direct transfer of funds by GoI, closure of scheme, less release of grant to Gram Panchayat, less receipt of fund from GoI under XIV-Finance Commission, less loan of AVVNL was converted into subsidy, reduction of tariff to department subsidy by the State Government, non-transfer of amount in the account of BPL/State BPL/Antyodaya/Annapura families. Reasons in other cases were not intimated by the department.
		Capital voted	5,243.39	50.00	5,293.39	3,959.49	1,333.90 (25.2)	Non-release of fund as per the demand of executive agencies, less execution of works, non-receipt of proposals from sport department, slow progress of work, ownership dispute of land, unavailability of fund, delay in tender process, less execution of work, non-receipt of sanction by GoI, non-commencement of project/office, reduction in budget ceiling, availability of fund of previous year, reduction in credit limit by the State Government, slow progress of work, non-execution of construction work, reduction in investment ceiling , non-payment of compensation for acquisition of land. Reasons in other cases were not intimated by the department.
	Total		1,14,433.17	6,774.46	1,21,207.63	1,03,817.94	17,389.69	

Source: Appropriation Accounts

Appendix 2.4

(Refer paragraph 2.3.4; page 64)

Statement of various grants where persistent savings were more than ₹ 100 crore in each case out of the total provision during 2016-19

(₹ in crore)						
S. No.	No. and Name of Grant	Year	Total Provision	Actual expenditure	Savings	% of savings
Revenue-Voted						
1.	28-Special Programmes for Rural Development	2016-17	949.64	741.41	208.23	21.9
		2017-18	934.93	770.68	164.25	17.6
		2018-19	1,012.06	769.29	242.77	24.0
2.	29-Urban Plan and Regional Development	2016-17	4,833.04	4,206.51	626.53	13.0
		2017-18	4,984.89	3,881.28	1,103.61	22.1
		2018-19	5,099.28	4,015.09	1,084.19	21.3
3.	37-Agriculture	2016-17	2,482.89	2,160.90	321.99	13.0
		2017-18	2,471.37	2,212.86	258.51	10.5
		2018-19	2,507.20	2,013.91	493.29	19.7
Capital Voted						
4.	19- Public Works	2016-17	1,617.69	719.52	898.17	55.5
		2017-18	1,509.83	884.68	625.15	41.4
		2018-19	1,024.80	560.35	464.45	45.3
5.	27-Drinking Water Scheme	2016-17	3,876.33	2,980.11	896.22	23.1
		2017-18	3,901.51	3,218.49	683.02	17.5
		2018-19	3,744.05	2,700.23	1,043.82	27.9
6.	29-Urban Plan and Regional Development	2016-17	1,742.68	959.45	783.23	44.9
		2017-18	1,501.58	950.74	550.84	36.7
		2018-19	1,477.17	1,280.37	196.80	13.3
7.	46-Irrigation	2016-17	1,503.68	1,264.09	239.59	15.9
		2017-18	1,616.99	1,381.46	235.53	14.6
		2018-19	1,653.77	1,414.63	239.14	14.5

Source: Appropriation Accounts

Appendix 2.5

(Refer paragraph 2.3.5; page 69)

Cases where supplementary provision (₹ one crore or more in each case) proved unnecessary

(₹ in crore)					
S. No.	Number and name of the Grant	Original Provision	Actual Expenditure	Savings out of Original Provision	Supplementary Provision
Revenue-Voted					
1.	3 – Secretariat	282.98	277.21	5.77	16.16
2.	14-Sales Tax	1,368.95	1,120.87	248.08	18.13
3.	17- Jails	203.53	189.74	13.79	2.96
4.	19 – Public Works	495.91	476.82	19.09	43.38
5.	21 – Roads and Bridges	1,535.23	1,362.34	172.89	133.41
6.	29 – Urban Plan and Regional Development	4631.46	4015.09	616.37	467.82
7.	30 – Tribal Area Development	12,473.80	12,032.40	441.40	258.83
8.	51 – Special Component Plan for Welfare of Scheduled Castes	14,046.25	13,683.69	362.56	360.53
Revenue Charged					
9.	6- Administration of Justice	136.97	127.55	9.42	1.75
Capital Voted					
10.	21 – Roads and Bridges	4,620.21	4,025.55	594.66	309.10
11.	24 – Education, Art and Culture	588.51	561.67	26.84	100.72
12.	30 – Tribal Area Development	3,632.02	2,903.21	728.81	50.00
13.	33 – Social Security and Welfare	188.63	161.51	27.12	13.44
14.	37 – Agriculture	391.70	183.53	208.17	26.00
15.	51 – Special Component Plan for Welfare of Scheduled Castes	5,243.39	3,959.49	1283.9	50.00
	Total	49,839.54	45,080.67	4,758.87	1,852.23

Source: Appropriation Accounts

Appendix 2.6

(Refer paragraph 2.3.6; page 70)

Excessive/Unnecessary/Insufficient re-appropriation of funds (where re-appropriation and final excess/savings were more than ₹ one crore)

(₹ in crore)					
S. No.	Grant No.	Description	Head of Account	Re-appropriation	Final Excess (+) /Saving (-)
Insufficient re-appropriation of funds					
1.	12	Other Taxes	3055-800-08-01 Through the Transport Department	(-) 28.18	(-) 2.28
2.	27	Drinking Water Scheme	2215-01-101-08 Water Supply Scheme, Jodhpur-Committed	(-) 12.63	(-) 1.22
3.			2215-01-101-11 Water Supply Scheme, Udaipur-Committed	(-) 7.18	(-) 1.89
4.			4215-01-102-03-01 Other Rural Water Supply Schemes	(-) 86.63	(-) 1.94
5.			4215-01-102-54 Fatehpur-Laxmangarh Drinking Water Project	(-) 3.27	(-) 2.12
6.			33	Social Security and Welfare	2225-03-277-02 Scholarships and Stipend for Other Backward Classes
7.	2236-02-101-01-01 Nutrition Crash Programme	(-) 47.73			(-) 1.32
8.	2236-02-101-01-02 Integrated Child Development Scheme	(-) 54.68			(-) 1.14
9.	2236-02-197-01-02 Block/ Inter-mediate Panchayat level establishment expenditure	(-) 239.52			(-) 1.52
10.	34	Relief from Natural Calamities	2245-02-114-09-01 Flood	(-) 89.48	(-) 196.17
11.			2245-02-114-09-02 Hailstorm	(-) 32.08	(-) 8.50
12.			2245-05-101-02-01 Transfer to State Disaster Response Fund	(-) 31.50	(-) 95.78
13.	46	Irrigation	2700-04-800-01 Other Expenditure - Committed	(-) 28.42	(-) 10.71
14.			2701-80-005-01-02 Execution	(-) 6.31	(-) 1.23
15.			4700-32-001-01-01 Construction Works	(-) 110.06	(-) 10.97
16.			4700-34-001-01-01 Construction Works	(-) 61.97	(-) 7.51
17.			4702-101-02-04 Proportionate expenditure transferred from Major Head 2701- Establishment	(+) 1.64	(+) 3.50
18.			46	Irrigation	4702-101-07-02 Proportionate expenditure transferred from Major Head 2701

(₹ in crore)

S. No.	Grant No.	Description	Head of Account	Re-appropriation	Final Excess (+) / Saving (-)
19.	51	Special Component Plan for Special Component Plan for	4702-789-02-01 Minor Irrigation Projects	(+) 1.30	(+) 1.22
20.		Welfare of Scheduled Castes	4711-01-789-02-01 Through the Chief Engineer, Water Resources Deptt., Rajasthan, Jaipur	(+) 2.26	(+) 1.46
Unnecessary re-appropriation of funds					
21.	27	Drinking Water Scheme	2215-01-101-09 Jodhpur Lift Canal, Jodhpur-Committed	(+) 4.46	(-) 8.68
22	29	Urban Plan and Regional Development	2217-80-800-08-01 Through the Local Self Government Department	(+) 10.23	(-) 210.59
23	34	Relief from Natural Calamities	2245-01-800-03-05 Agriculture input grant to small and marginal farmers for Agriculture Crops, Horticulture Crops and Annual lease Crops	(+) 18.48	(-) 105.04
24	46	Irrigation	2700-80-800-02-01 Rajasthan Water Sector Restructuring Project for Desert Area - Committed	(+) 12.33	(-) 12.33
25			4700-32-001-02 Proportionate expenditure transferred from Major Head 2701 (Establishment)	(-) 23.84	(+) 34.06
26	51	Special Component Plan for Welfare of Scheduled Castes	4215-01-789-01-48 Chambal-Bhilwara Water Supply Scheme- Cluster	(+) 4.39	(-) 26.78
Excessive re-appropriation of funds					
27	21	Roads and Bridges	5054-03-337-11 Rajasthan Highways Development Project-I (A.D.B.)	(+) 34.37	(-) 2.81
28	27	Drinking Water Schemes	4215-01-102-02-03 Percentage charges (Pro-rata) transferred from M.H.2215-Water Supply and Sanitation 02-001(09)	(+) 11.45	(-) 3.45
29			4215-01-102-71 Chambal-Bhilwara Water Supply Scheme- Cluster	(+) 39.47	(-) 14.34
30	29	Urban Plan and Regional Development	4217-60-050-03 Rajasthan Urban Sector Development Investment Programme (RUSDIP) R.U.I.D.P. Second stage (EAP)	(+) 5.36	(-) 1.14
31	30	Tribal Area Development	2202-02-107-06-02 Pre-matric Scholar Ships	(+) 30.87	(-) 1.23
32			2235-60-196-03-03 Chief Minister Widow Honour Pension Scheme for Scheduled Tribes	(+) 142.49	(-) 1.31
33			3456-796-03-03 For families other than Antyodaya Family Anna Yojana	(+) 30.80	(-) 1.26
34	33	Social Security and Welfare	2235-60-196-04-01 Mukhya Mantri Vishesh Yogya Jan Samman Pension Yojana for Scheduled Castes	(+) 67.58	(-) 1.06
35	33	Social Security and Welfare	2225-03-196-05-02 Post-Matric Scholarship Scheme	(+) 6.00	(-) 2.23

(₹ in crore)					
S. No.	Grant No.	Description	Head of Account	Re-appropriation	Final Excess (+) /Saving (-)
			for Special Backward Classes		
36	34	Relief from Natural Calamities	2245-01-800-03-06 Agriculture input grant except for small and marginal farmers	(+) 452.03	(-) 78.25
37			2245-02-114-10-01 Flood	(+) 64.68	(-) 22.79
38	46	Irrigation	4711-01-103-03-03 Other Districts	(+) 9.96	(-) 1.16
39	51	Special Component Plan for Welfare of Scheduled Castes	2236-02-789-01-01 Nutrition Crash Programme	(+) 20.95	(-) 1.25
40			2202-02-107-05-02 Pre-matric scholarships	(+) 10.65	(-) 8.28
41			2225-01-789-01 Scholarship and Stipend for Scheduled Castes	(+) 96.59	(-) 14.28
42			4700-32-789-01 Construction works	(-) 100.76	(+) 5.68
43			5054-03-789-10 Rajasthan Highways Development Project-I (A.D.B.)	(+) 8.88	(-) 2.21
					(-) 868.58 (+) 47.86

Source: Appropriation Accounts

Appendix 2.7

(Refer paragraph 2.3.7; page 71)

Details of saving of ₹ one crore and above not surrendered

(₹ in crore)

S. No.	Number and Name of Grant	Savings	Surrender	Savings which remained to be surrendered
1	2	3	4	5
	Revenue Charged			
1	Interest Payment	42.18	40.49	1.69
2	15 – Pension and Other Retirement Benefits	10.67	4.20	6.47
	Revenue Voted			
3	7 – Elections	14.64	11.76	2.88
4	9 – Forest	104.71	103.60	1.11
5	12 – Other Taxes	128.82	127.42	1.40
6	15 – Pension and Other Retirement Benefits	209.92	133.13	76.79
7	16 – Police	70.69	64.93	5.76
8	24- Education, Art and Culture	502.35	492.86	9.49
9	26 – Medical and Public Health and Sanitation	504.22	498.41	5.81
10	27 – Drinking Water Scheme	209.33	185.57	23.76
11	29 – Urban Plan and Regional Development	1,084.19	873.60	210.59
12	30 – Tribal Area Development	700.23	680.90	19.33
13	33 – Social Security and Welfare	540.77	507.73	33.04
14	34 – Relief from Natural Calamities	364.64*	261.20	103.44
15	39 – Animal Husbandry and Medical	57.52	56.12	1.40
16	51 – Special Component Plan for Welfare of Scheduled Castes	723.10	691.07	32.03
	Capital- Voted			
17	9 – Forest	40.03	38.90	1.13
18	19- Public Works Department	464.45	462.75	1.70
19	21 – Roads and Bridges	903.75	898.10	5.65
20	22 – Area Development	121.81	120.59	1.22
21	27 – Drinking Water Scheme	1,043.82	1,017.39	26.43
22	29 – Urban Plan and Regional Development	196.80	192.22	4.58
23	30 – Tribal Area Development	778.81	773.93	4.88
24	51 – Special Component Plan for Welfare of Scheduled Castes	1,333.90	1,294.92	38.98
	Total	10,151.35	9,531.79	619.56

Source: Appropriation Accounts

*(₹ 773.94 crore – ₹ 409.30 crore)

Appendix 2.8

(Refer paragraph 2.3.8; page 71)

Details of Lump sum provisions (where surrenderer was more than ₹ 15 crore in each case and also 50 per cent or more of total budget provision)

(₹ in crore)						
S. No.	Grant No.	Description	Head of Account	Total Provision	Amount Surrendered	Percentage Surrendered
1.	12	Other Tax	3055-800-08-01 Through the Transport Department	89.42	80.40	89.91
2.	14	Sales Tax	2040-800-02-05 Employment Generation Subsidy	30.25	16.38	54.15
3.			2040-800-02-07 Investment Subsidy (RIPS-2014)	102.25	61.04	59.70
4.	19	Public Works	4059-80-001-01-91 Percentage charges for Establishment expenditure (2059)	27.30	15.71	57.55
5.			4059-80-051-22 General Building (Commercial Taxes Department)	45.02	32.11	71.32
6.			4210-03-105-01-90 Construction Works	26.96	19.04	70.62
7.			4210-03-105-11-90 Construction Works	302.75	176.70	58.36
8.	21	Roads and Bridges	3054-04-800-01-03 Expenditure on Tour of the Very Important Person's - Committed	43.54	41.32	94.90
9.			3054-02-337-01-02 Maintenance and Restoration	173.49	88.06	50.76
10.			5054-03-337-04 Provision for renovation and modernisation of roads	182.18	158.31	86.90
11.			5054-03-337-16-01 Construction of Roads in National Capital Region	530.97	331.86	62.50
12.			5054-04-800-11-17 Road Upgrading Project (Ekvinshitamh)	42.86	35.56	82.97
13.	22		Area Development	4575-02-102-01-01 For Zila Parishad (Rural Development Cell)	33.44	33.44
14.	25	Treasury and Accounts Administration	2054-800-04-01 Financed by World Bank	44.55	32.69	73.38
15.	26	Medical and Public Health and Sanitation	2210-05-105-03-01 Rajasthan Health Science University, Jaipur	100.10	64.49	64.43
16.			2210-05-105-06-01 Grants-in-aid	314.90	240.90	76.50
17.			2210-05-105-08-01 Jhalawar Hospital and Medical College Society	15.30	15.30	100
18.			2211-800-03-03 National Urban Health Mission (NUHM)	76.58	41.98	54.82
19.	27	Drinking Water Scheme	4215-01-101-01-31 Chambal-Baler-Sawai-Madhupur Water Supply Scheme	34.35	22.07	64.25
20.			4215-01-101-11-02 Bisalpur - Jaipur Water Supply Project, Phase-II (Urban)	34.35	30.53	88.88

(₹ in crore)

S. No.	Grant No.	Description	Head of Account	Total Provision	Amount Surrendered	Percentage Surrendered
21.	27	Drinking Water Scheme	4215-01-102-01-23 Tonk, Uniyara and Deoli Water Supply Scheme from Bisalpur Dam	34.01	22.64	66.57
22.	4215-01-102-01-54 Drinking Water Project of Villages of District Pratapgarh from Jakham Dam (Rural)		25.81	25.81	100	
23.	4215-01-102-01-58 Sonva Drinking Water Project of Tehsil Anta-Mangrol, Distt Baran		22.95	15.06	65.62	
24.	4215-01-102-03-05 Maintenance Percentage charges (O&M) for Rural Schemes transferred from M.H. 2215-Water Supply and Sanitation - 01-102		195.66	111.54	57.01	
25.	4215-01-102-19 Chambal-Baler-Sawai-Madhopur Water Supply Scheme		28.68	17.18	59.90	
26.	4215-01-102-50 Barmer Lift Canal Water Supply Project Phase II		43.95	43.95	100	
27.	4215-01-102-61 Barmer Lift Canal Water Supply Project Phase-II, Part-B (Cluster Scheme of 68 Villages)		22.95	17.68	77.04	
28.	4215-01-102-68 Bisalpur-Dudu Project - Chaksu, Phagi and Bassi		38.76	24.06	62.07	
29.	4215-01-102-85 National Rural Drinking Water Programme (D.D.P.)		64.88	47.61	73.38	
30.	4215-01-102-86 National Rural Drinking Water Programme - Earmarked 5% Fund for Water Quality		25.95	22.28	85.86	
31.	28	Special Programmes of Rural Development	2501-06-196-06-01 Grants	139.50	81.58	58.48
32.	2501-06-196-10-01 Grants		43.41	42.84	98.69	
33.	2515-196-05-01 Functional related		24.69	18.71	75.78	
34.	4515-101-11 Member of Legislative Assembly Local Area Development Programme		308.25	154.12	50	
35.	29	Urban Plan and Regional Development	2217-05-800-01-01 Ajmer Smart City	140.80	140.80	100
36.	2217-05-800-01-04 Kota Smart City		141.40	141.40	100	
37.	2217-05-800-01-02 Jaipur Smart City		176.00	176.00	100	
38.	2217-05-800-01-03 Udaipur Smart City		176.00	176.00	100	
39.	2217-80-191-36-01 Swachh Bharat Mission		30.37	30.37	100	
40.	2217-80-191-39-01 Housing for All (Urban)		48.09	47.97	99.75	
41.	2217-80-191-42-04 Performance Grants under XIV Finance Commission		44.80	44.80	100	

(₹ in crore)

S. No.	Grant No.	Description	Head of Account	Total Provision	Amount Surrendered	Percentage Surrendered		
42.	29	Urban Plan and Regional Development	2217-80-192-36-01 For Electricity Charges - Committed	21.00	21.00	100		
43.			2217-80-192-39-01 Swachh Bharat Mission	71.53	71.53	100		
44.			2217-80-192-41-01 Housing for All (Urban)	140.81	140.49	99.77		
45.			2217-80-192-46-04 Basic Grants under XIV Finance Commission	111.45	111.45	100		
46.			2217-80-797-02 Rajasthan Urban Development Fund - Committed	200.00	200.00	100		
47.			4217-03-800-02-07 For various Urban Bodies	44.65	32.06	71.80		
48.			4217-04-800-04 Rajeev Awas Yojana for Slum Free India	52.87	28.22	53.38		
49.			4217-60-050-04 Rajasthan Urban Sector Development Investment Programme (RUSDIP) R.U.I.D.P.Third Phase (EAP) Construction Works	495.00	250.15	50.54		
50.			4217-60-190-04-01 Ajmer Smart City Corporation Limited	35.20	35.20	100		
51.			4217-60-190-04-04 Kota Smart City Corporation Limited	34.60	34.60	100		
52.			30	Tribal Area Development	2211-796-07-03 National Urban Health Mission	25.20	18.41	73.06
53.					2217-80-192-41-03 Housing for All -Tribal Area Sub-plan	27.63	27.57	99.78
54.					2217-80-192-46-06 Basic Grants under XIV Finance Commission	21.87	21.87	100
55.					2401-796-96-01 Through the Agriculture Department	24.50	20.38	83.18
56.	2501-06-196-06-02 Grants	58.59			34.26	58.47		
57.	2501-06-196-10-02 Grants	18.23			18.01	98.79		
58.	2515-198-34-02 Functional / Activities	46.38			46.38	100		
59.	4059-80-796-03-02 Other Building	23.81			20.81	87.40		
60.	4210-03-796-01-05 Medical College and Associated Groups of Hospitals, Jodhpur	38.45			27.11	70.51		
61.	4215-01-796-01-02 Maintenance -Percentage charges (O&M) for Rural Schemes transferred from M.H. 2215- Water Supply and Sanitation-01-102	46.08			23.95	51.97		
62.	4215-01-796-02-58 Bisalpur-Jaipur Water Supply Project - II Stage (Urban)	24.00			23.25	96.88		

(₹ in crore)

S. No.	Grant No.	Description	Head of Account	Total Provision	Amount Surrendered	Percentage Surrendered
63.	30	Tribal Area Development	4515-796-05-01 For Zila Parishads (Rural Development Cell)	60.75	30.37	50
64.			4515-796-13-01 For Zila Parishads (Rural Development Cell)	16.76	16.76	100
65.			4700-45-796-01-01 Construction works	30.00	30.00	100
66.			4700-80-796-02-01 Rajasthan Water Sector Re-Structuring Project for Desert Area	69.00	39.78	57.65
67.			5054-03-796-03 Strengthening, Modernisation, Renovation and Widening of Small District Roads	35.79	31.03	86.70
68.			33	Social Security and Welfare	2225-01-793-01 Scheduled Castes sub plan	60.00
69.	2236-02-101-01-10 I.C.D.S.-IV (World Bank)	117.34			74.03	63.09
70.	2236-02-101-01-12 Rajeev Gandhi Kishori Balika Empowerment and Nutrition Scheme	51.13			49.95	97.69
71.	2236-02-101-01-13 Conditionally Maternity Benefit Scheme	44.96			29.86	66.41
72.	4236-02-800-10 Upgradation and maintenance of Aangan Bari Centre including Creche construction under I.C.D.S. Mission Mode	16.16			16.16	100
73.	34	Relief from Natural Calamities			2245-01-102-11-01 Emergency Supply of drinking water in rural areas	22.50
74.			2245-01-102-11-04 Water Supply through Public Health and Engineering Department	76.89	69.51	90.40
75.			2245-01-104-09-01 Transport	25.00	25.00	100
76.			2245-01-104-09-04 Cattle Camps/Gaushala	160.00	135.49	84.68
77.			2245-01-800-03-04 Purchase of Devices and Equipment for Search Rescue and Communication etc.	50.00	49.05	98.10
78.			2245-02-106-08-01 Repairs and restoration of roads	70.00	70.00	100
79.			2245-02-114-09-01 Flood	141.00	90.83	64.42
80.			2245-02-114-09-02 Hailstorm	45.00	43.01	95.58
81.			2245-02-122-02-01 Assistance for damaged Irrigation and construction works effected from flood	35.00	23.21	66.31
82.			36	Co-operation	4425-195-01-02 Investment for Central Co-operative Banks	150.00
83.	6425-108-07 Loans to Spin Fed/ Cotton Complexes	25.00			21.69	86.76

(₹ in crore)

S. No.	Grant No.	Description	Head of Account	Total Provision	Amount Surrendered	Percentage Surrendered
84.	37	Agriculture	2401-109-02 Agriculture Information	25.83	24.21	93.73
85.			2401-196-06-31 Paramparagat Krishi Vikas Yojana	33.75	19.74	58.49
86.			2401-800-23 Mission for Livelihood	47.70	27.09	56.79
87.			2401-800-27-01 Through the Agriculture Department	115.97	82.27	70.94
88.			4401-800-03-02 Through the Horticulture Department	32.51	26.78	82.37
89.			4401-800-03-03 Through the Animal Husbandry Department	22.00	16.42	74.64
90.			4401-800-04-04 Through the Watershed Development and Soil Conservation Department	64.40	64.40	100
91.			6408-02-190-01-01 Loans to Rajasthan State Warehousing Corporation	80.00	53.00	66.25
92.	41		Community Development	2515-198-34-01 Functional / Activities	235.35	235.35
93.	42	Industries	2851-111-05-01 Interest Grant on Loan	20.00	20.00	100
94.			4885-60-800-24 Delhi - Mumbai Industrial Corridor (DMIC)	418.64	411.10	98.20
95.	43	Minerals	4802-02-190-04-01 Refinery	113.00	66.20	58.58
96.	46	Irrigation	2700-03-800-01-01 Interest on Capital account - Committed	15.85	15.85	100
97.			2700-04-800-02-01 Through the Chief Engineer, Water Resources (North) - Committed	37.55	25.49	67.88
98.			2701-24-800-01 Other expenditure - Committed	21.83	21.83	100
99.			2700-02-800-03 Other expenditure - Committed	70.93	39.70	55.97
100.			4700-02-001-04-01 Main Canal	33.00	30.00	90.91
101.			4700-02-001-05-05 Regeneration / Up-gradation / Modernisation	35.45	17.93	50.58
101.			4700-41-001-01-01 Construction works	15.00	15.00	100
103.			4700-42-001-01-01 Construction works	15.00	15.00	100
104.	50	Rural Employment	4515-101-20-01 For Zila Parishad (Rural Development Cell)	85.90	85.90	100
105.	51	Special Component Plan for Welfare of Scheduled Castes	2217-80-192-39-02 Swachh Bharat Mission (for Scheduled Castes)	18.57	18.57	100
106.			2217-80-192-41-02 Housing for all sub-plan for scheduled castes	36.55	36.47	99.78
107.			2217-80-192-46-05 Basic Grants under XIV Finance Commission	28.93	28.93	100

(₹ in crore)

S. No.	Grant No.	Description	Head of Account	Total Provision	Amount Surrendered	Percentage Surrendered	
108	51	Special Component Plan for Welfare of Scheduled Castes	2401-789-02-05 For conversion from flow irrigation to drip irrigation (Pradhan Mantri Krishi Sinchai Yojana - Micro Irrigation)	21.27	15.11	71.04	
109	2401-789-03-01 Through the Agriculture Department		27.14	17.71	65.25		
110	2401-789-09-01 Through the Agriculture Department		32.72	19.43	59.38		
111	2501-06-196-10-03 Grants		25.18	24.84	98.65		
112	2851-789-26-01 Interest Grant on Loan		20.00	20.00	100		
113	4210-01-789-01-90 Construction Works		49.52	26.52	53.55		
114	4210-02-789-01-90 Construction Works		32.54	18.92	58.14		
115	4215-01-789-01-63 National Rural Drinking Water Programme (D.D.P.)		19.92	15.64	78.51		
116	4215-01-789-01-65 Percentage Charges on Operation and Maintenance for National Rural Drinking Water Programme		43.35	28.04	64.68		
117	4215-01-789-02-46 Chambal-Dholpur-Bharatpur project phase-I, Part-II (Urban)		18.90	16.95	89.68		
118	4215-01-789-02-58 Bisalpur-Jaipur Water Supply Project-II Phase (Urban)		36.00	35.01	97.25		
119	4515-789-04-01 For Zila Parishad (Rural Development Cell)		81.00	40.50	50		
120	4515-789-13-01 For Zila Parishads (Rural Development Cell)		22.34	22.34	100		
121	4700-34-789-01 Construction works		27.00	20.04	74.22		
122	4885-60-789-02-01 Award and Compensation for land acquisition		50.00	50.00	100		
123	5054-03-789-03 Strengthening, Modernisation, Renovation and widening of Small District Roads		47.52	41.24	86.78		
Total				9,069.71	6,960.31	76.74	

Source: Appropriation Accounts

Appendix 2.9

(Refer paragraph 2.3.10; page 72)

Details of schemes in which entire provision of ₹ 10 crore or more remained unutilized

(₹ in crore)							
S. No.	Number and Name of the Grant	Head of Account	Total Provision (O+S)	Expenditure	Amount of Savings	Percentage of savings	
1.	8-Revenue	2029-103-09-01 Global Information System Laboratories	11.70	-	11.70	100	
2.	22-Area Development	4575-02-102-01-01 For Zila Parishad (Rural Development Cell)	33.44	-	33.44	100	
3.	24-Education, Art and Culture	2202-02-107-11 Pre-matric Scholarships to boys and girls of minority class	45.21	-	45.21	100	
4.		2202-02-109-12 Facility of transport voucher to girls student of class IX studying in Government schools of urban and rural areas	12.42	-	12.42	100	
5.		2202-02-109-18 ICT (Centrally Sponsored Scheme)	16.80	-	16.80	100	
6.		2202-02-109-31-01 Grants in-aid to Government Schools under Public / Private Partnership Schemes	125.00	-	125.00	100	
7.		4202-02-104-02 Through the Director, Technical Education	10.04	-	10.04	100	
8.		026-Medical and Public Health and Sanitation	2210-05-105-08-01 Jhalawar Hospital and Medical College Society	15.30	-	15.30	100
9.			4210-03-105-12-01 S.M.S. Medical College, Jaipur	14.00	-	14.00	100
10.	4210-03-105-13-01 Medical University, Bikaner		11.01	-	11.01	100	
11.	027- Drinking Water Scheme	4215-01-102-01-54 Drinking Water Project of Villages of District Pratapgarh from Jakham Dam (Rural)	25.81	-	25.81	100	
12.		4215-01-102-01-60 Jhali ji ka Barana Drinking Water Project	12.40	-	12.40	100	
13.		4215-01-102-01-61 Garadda Drinking Water Project	12.40	-	12.40	100	
14.		4215-01-102-01-62 Kachhavan Drinking Water Project	12.40	-	12.40	100	
15.		4215-01-102-03-05 Maintenance Percentage charges (O&M) for Rural Schemes transferred from M.H. 2215-Water Supply and Sanitation -01-102 (CSS)	80.43	-	80.43	100	
16.		4215-01-102-50 Barmer Lift Canal Water Supply Project Phase II (CSS)	15.27	-	15.27	100	

S. No.	Number and Name of the Grant	Head of Account	Total Provision (O+S)	Expenditure	Amount of Savings	Percentage of savings
17.	29-Urban plan and regional development	2217-05-800-01-01 Ajmer Smart City	140.80	-	140.80	100
18.		2217-05-800-01-02 Jaipur Smart City	176.00	-	176.00	100
19.		2217-05-800-01-03 Udaipur Smart City	176.00	-	176.00	100
20.		2217-05-800-01-04 Kota Smart City	141.40	-	141.40	100
21.		2217-80-192-36-01 For Electricity Charges-Committed	21.00	-	21.00	100
22.		2217-80-192-39-01 Swachha Bharat Mission	71.53	-	71.53	
23.		2217-80-192-46-04 Basic Grants under XIV Finance Commission	111.45	-	111.45	100
24.		2217-80-797-01-02 Rajasthan Urban Development Fund - Committed	200.00	-	200.00	100
25.		2217-80-191-36-01 Swachha Bharat Mission	30.37	-	30.37	100
26.		2217-80-191-42-04 Performance Grant under XIV-FC Commission	44.80	-	44.80	100
27.		4217-60-190-04-01 Ajmer Smart City Corporation Limited	35.20	-	35.20	100
28.		4217-60-190-04-04 Kota Smart City Corporation Limited	34.60	-	34.60	100
29.		30-Tribal area development	2217-80-192-39-03 SwachhaBharat Mission (for Scheduled Tribes)	14.04	-	14.04
30.	2217-80-192-46-06 Basic Grants under XIV Finance Commission		21.87	-	21.87	100
31.	2225-02-796-09-44 Grant for Solar Lamps		10.00	-	10.00	100
32.	2401-796-76-04 Through the Watershed Development and Soil conservation Department		11.96	-	11.96	100
33.	2515-198-34-02 Functional Activities		46.38	-	46.38	100
34.	2851-796-25-01 Interest Grant on Loan		10.00	-	10.00	100
35.	4202-01-796-12-01 Sarva Shiksha Abhiyan - Construction Works (plan)		10.80	-	10.80	100
36.	4210-03-796-05-02 Medical University, Udaipur		14.17	-	14.17	100
37.	4210-03-796-05-03 Medical University, Ajmer		14.17	-	14.17	100
38.	4215-01-796-01-02 Maintenance -Percentage charges (O&M) for Rural Schemes transferred from M.H. 2215- Water Supply and Sanitation-01-102 (CSS)		15.76	-	15.76	100

S. No.	Number and Name of the Grant	Head of Account	Total Provision (O+S)	Expenditure	Amount of Savings	Percentage of savings
39.	30-Tribal area development	4515-796-13-01 For Zila Parishads (Rural Development Cell)	16.76	-	16.76	100
40.		4700-43-796-01-01 Construction Works	10.00	-	10.00	100
41.		4700-44-796-01-01 Construction Works	10.00	-	10.00	100
42.		4700-45-796-01-01 Construction Works	30.00	-	30.00	100
43.	33-Social Security and Welfare	2235-02-196-19-18 Assistance to BPL families for Jan Bima Yojana (Pradhan Mantri Jeevan Jyoti Bima Yojana and Pradhan Mantri Surksha Bima Yojana)	12.48	-	12.48	100
44.		4236-02-800-09 Construction of Aangan Bari Centre under I.C.D.S. Mission Mode	13.96	-	13.96	100
45.		4236-02-800-10 Upgradation and maintenance of Aangan Bari Centre including Cretche construction under I.C.D.S. Mission Mode	16.16	-	16.16	100
46.	34-Relief from natural calamities	2245-01-104-09-01 Transport	25.00	-	25.00	100
47.		2245-01-104-09-02 Cattle Feeding Centre	10.00	-	10.00	100
48.		2245-02-106-08-01 Repair and Restoration of Roads	70.00	-	70.00	100
49.	36-Co-operation	2425-107-25 Core Banking	22.28	-	22.28	100
50.		2425-107-27 Gram Seva Sahakari Samiti	12.00	-	12.00	
51.	37-Agriculture	2401-800-23 Mission for Livelihood(CSS)	14.19	-	14.19	100
52.		4401-800-04-04 Through the Watershed Development and Soil Conservation Department	64.40	-	64.40	100
53.		4401-800-06-04 Through the Animal Husbandry	18.13	-	18.13	100
54.	41-Community development	2515-198-34-01 Functional / Activities	235.35	-	235.35	100
55.	42-Industries	2851-111-05-01 Interest Grant on Loan	20.00	-	20.00	100
56.	46-Irrigation	2700-800-01-01 Interest on Capital account - Committed	15.85	-	15.85	100
57.		2701-23-800-01 Other expenditure- Committed	12.38	-	12.38	100
58.		2701-24-800-01 Other expenditure - Committed	21.83	-	21.83	100
59.		2701-35-800-01 Other expenditure - Committed	10.70	-	10.70	100
60.		2701-43-800-01 Other expenditure - Committed	10.17	-	10.17	100
61.		4700-41-001-01-01 Construction Works	15.00	-	15.00	100

S. No.	Number and Name of the Grant	Head of Account	Total Provision (O+S)	Expenditure	Amount of Savings	Percentage of savings	
62.	46-Irrigation	4700-42-001-01-01 Construction Works	15.00	-	15.00	100	
63.	50-Rural employment	4515-101-20-01 For Zila Parishad (Rural Development Cell)	85.90	-	85.90	100	
64.	51-Special component plan for welfare of scheduled castes	2217-80-191-42-05 Basic Grants under XIV Finance Commission	11.63	-	11.63	100	
65.		2217-80-192-39-02 Swachha Bharat Mission (for Scheduled Castes)	18.57	-	18.57	100	
66.		2217-80-192-46-05 Basic Grants under XIV Finance Commission	28.93	-	28.93	100	
67.		2401-789-09-04 Through the Watershed Development and Soil Conversion Department	14.96	-	14.96	100	
68.		2515-198-34-03 Functional / Activities	61.84	-	61.84	100	
69.		2851-789-26-01 Interest Grant on Loan	20.00	-	20.00	100	
70.		4202-01-789-07-01 Sarva Shiksha Abhiyan - Construction Works (plan)	14.40	-	14.40	100	
71.		4215-01-789-01-19 Barmer Lift Canal Water Supply Project –II	12.94	-	12.94	100	
72.		4515-789-13-01 For Zila Parishads (Rural Development Cell)	22.34	-	22.34	100	
73.		4885-60-789-02-01 Award and Compensation for Soil acquisition	50.00	-	50.00	100	
74.		Interest payment	2049-01-101-05-99 New Loans	1494	-	1494	100
			Total	4,343.08		4,343.08	

Source: Appropriation Accounts

Annexure 2.10

(Refer paragraph 2.5; page 81)

Position of Outstanding Abstract Contingent Bills up to 2018-19

S.No.	Major Head	Year	No. of AC Bills	(₹ in lakh)
				Amount
1.	2015	2018-19	25	227.24
	Total		25	227.24
2.	2029	2007-08	1	292.18
		2018-19	1	19.50
	Total		2	311.68
3.	2051	2016-17	1	2.00
		2018-19	72	760.07
	Total		73	762.07
4.	2052	2018-19	3	72.50
	Total		3	72.50
5.	2055	2014-15	3	247.10
	2055	2016-17	3	305.00
	2055	2017-18	4	317.50
	2055	2018-19	7	453.50
	Total		17	1329.10
6.	2058	2018-19	1	0.41
	Total		1	0.41
7.	2070	2018-19	2	21.90
	Total		2	21.90
8.	2202	1989-90	1	0.30
		1990-91	1	0.30
		1992-93	1	0.26
		1996-97	1	0.09
		2018-19	1	1.03
	Total		5	1.98
9.	2204	2017-18	2	9.99
	2204	2018-19	9	15.05
	Total		11	25.04
10.	2210	2016-17	1	20.25
		2018-19	1	0.03
	Total		2	20.28
11.	2250	2018-19	1	5.00
	Total		1	5.00
12.	2245	2012-13	1	103.50
	Total		1	103.50
13.	2403	2017-18	1	0.09
	Total		1	0.09
14.	2406	2018-19	2	0.90
	Total		2	0.90
15.	2851	2018-19	3	16.50
	Total		3	16.50
16.	2853	2018-19	1	1.68
	Total		1	1.68
17.	3425	2018-19	8	18.31
	Total		8	18.31
18.	4202	1990-91	1	0.30
		1992-93	1	0.24
	Total		2	0.54
19.	4210	2017-18	2	2626.17
	4210	2018-19	4	131.26
	Total		6	2757.43
20.	4853	2017-18	1	526.92
			1	526.92
	Grand Total		167	6203.07

Source: Information compiled by office of the Accountant General (A&E), Rajasthan, Jaipur.

Appendix 3.1

(Refer paragraph 3.2.1; page 89)

Statement showing names of bodies and authorities the accounts of which had not been received

S.No.	Department	Name of Autonomous Bodies/ Authorities	No. of Accounts in Arrear	Year for which accounts had not been received
1.	Higher Education	Mohan Lal Sukaria University, Udaipur	1	2017-18
2.	Higher Education	Maharaja Surajmal Brij University, Bharatpur	1	2017-18
3.	Higher Education	Govind Guru Jan Jatiya University Banswara	1	2017-18
4.	Higher Education	Rajrishi Bharthari Matsya University, Alwar	1	2017-18
5.	Urban Development & Housing	Jaipur Development Authority, Jaipur	1	2017-18
6.	Labour	Child Labour Project Society, Alwar	1	2017-18
7.	Labour	Child Labour Project Society, Bara	1	2017-18
8.	Labour	Child Labour Project Society, Bikaner	1	2017-18
9.	Labour	Child Labour Project Society, Bundi	1	2017-18
10.	Labour	Child Labour Project Society, Chittorgarh	1	2017-18
11.	Labour	Child Labour Project Society, Churu	1	2017-18
12.	Labour	Child Labour Project Society, Jhunjhunu	1	2017-18
13.	Labour	Child Labour Project Society, Pali	1	2017-18
14.	Labour	Child Labour Project Society, Udaipur	1	2017-18
15.	Industries	Entrepreneurship and Management Development Institute, Jaipur	1	2017-18
16.	Industries	Kishangarh Marble Udyog Vikas Samiti Madanganj, Ajmer	1	2017-18
17.	Industries	Aditya Mills Ltd, Kishangarh	1	2017-18
18.	Art & Culture	Jaipur Kathak Kendra, Jaipur	1	2017-18
19.	Art & Culture	Rajasthan Brij Bhasha Academy, Jaipur	1	2017-18
20.	Art & Culture	Rajasthan Lalit Kala academy ,Jaipur	1	2017-18
21.	Art & Culture	Rajasthan Sanskrit Academy, Jaipur	1	2017-18
22.	Art & Culture	Rajasthan Sindhi Academy, Jaipur	1	2017-18
23.	Art & Culture	Ravindra Manch, Jaipur	1	2017-18
24.	Art & Culture	Rajasthan Heritage Development Authority, Jaipur	1	2017-18
25.	Art & Culture	Rajasthani Bhasha Sahitya Sanskriti Academy, Bikaner	1	2017-18
26.	Art & Culture	Indian Institute of Craft & Design, Jaipur	1	2017-18
27.	Ayurveda	Rajasthan State Medicinal Plants Board, Jaipur	1	2017-18
28.	Ayurveda	Rajasthan Homeopathic Medical Board, Jaipur	1	2017-18
29.	Ayurveda	Rajasthan State Ayush Society, Jaipur	1	2017-18
30.	Medical & Health	Raj State Aids Control Society, Jaipur	1	2017-18
31.	Medical Education	Rajasthan University of Health Sciences, Jaipur	1	2017-18
32.	Minority Affairs	Raj. Minority Commission ,Jaipur	1	2017-18
33.	Minority Affairs	Rajasthan Muslim Waqf Board, Jaipur	1	2017-18
34.	Social Justice & Empowerment	Rajasthan Rajya Samaj kalian Board, Jaipur	1	2017-18
35.	Social Justice & Empowerment	Sh. Bagwan Mahaveer Viklang Sahayta Samiti, Jaipur	1	2017-18
36.	Tribal Area Development	Seva Mandir, Udaipur	1	2017-18

S.No.	Department	Name of Autonomous Bodies/ Authorities	No. of Accounts in Arrear	Year for which accounts had not been received
37.	Tribal Area Development	Swachta Jal & Samudyak Swasthya Project, Udaipur	1	2017-18
38.	Woman & Child Development	Hitakari Mahila Aganbadi Workers Training Centre, Kota	1	2017-18
39.	General Administration Department	Rajasthan Rajya Uddayan School, Sanganer Airport, Jaipur	1	2017-18
40.	Administrative Reforms & Coordination	Rajasthan Information Commission, Jaipur	1	2017-18
41.	Animal Husbandry	Alwar District Dugdh Utpadak Sahakari Sangh Limited, Alwar	1	2017-18
42.	Animal Husbandry	Uttari Rajasthan Sahakari Dugdh Utpadak Sangh Ltd., Bikaner	1	2017-18
43.	Animal Husbandry	Chittorgarh Pratapgarh Dugdh Utpadak Sahakari Sangh Ltd., Chittorgarh	1	2017-18
44.	Animal Husbandry	Churu District Dugdh Utpadak Sahakari Sangh Limited, Sardarshahar, Churu	1	2017-18
45.	Animal Husbandry	Sikar Jhunjhunu Dugdh Utpadak Sahakari Sangh, Palsana Sikar	1	2017-18
46.	Animal Husbandry	Rajasthan State Veterinary Council, Jaipur	1	2017-18
47.	Animal Husbandry	Rajasthan Pashu Chikitsa & Pashu Vighyan University, Bikaner	1	2017-18
48.	Animal Husbandry	Rajasthan Co-Operative Dairy Federation Ltd., Jaipur	1	2017-18
49.	Agriculture	Swami Keshwanand Rajasthan Krishi University, Bikaner	1	2017-18
50.	Agriculture	Agriculture University Kota	1	2017-18
51.	Environment	Rajasthan State Pollution Control Board, Jaipur	1	2017-18
52.	Sports & Youth Affair	Sports University, Jhunjhunu	2	2016-18
53.	Social Justice & Empowerment	Rajasthan SC, ST, Finance and Development Co-operative Corporation Limited, Jaipur	2	2016-18
54.	Tribal Area Development	Jan Jati Mahila Vikas Sansthan, Sawaimadhopur	2	2016-18
55.	Animal Husbandry	Sri Ganganagar District Dugdh Utpadak Sahakari Sangh Limited, Hanumangarh	2	2016-18
56.	Agriculture	Maharana Pratap Agriculture & Technical University, Udaipur	2	2016-18
57.	Horticulture	Rajasthan Udyan & Podhshala Udyan Samiti, Jaipur (Rajhans)	2	2016-18
58.	Irrigation	Irrigation Management & Training Institute, Kota	2	2016-18
59.	Sports & Youth Affair	Rajasthan Krida Parishad, Jaipur	3	2015-18
60.	Agriculture	Agriculture University Jodhpur	3	2015-18
61.	Social Justice & Empowerment	Rajasthan other Backward classes Finance & Development Development Corp. Ltd, Jaipur	4	2014-18
62.	Woman & Child Development	Mahila and Balvikas (Leupin) Pariyojana Kumher, Bharatpur	4	2014-18
63.	Co-operative	Rajasthan State Sahakari Upbhokta Sangh Limited, Jaipur	6	2012-18
64.	Agriculture	Association of Retired Members of Agriculture Services Rajasthan, Jaipur	11	2007-18
	Total		96	

Appendix 3.2

(Refer paragraph 3.2.2; page 90)

Statement showing pendency of status of submission of accounts of the Autonomous Bodies and issuance of SARs

S.No.	Name of Body	Year upto which accounts were received	Period up to which Separate Audit Report issued	Placement of S.A.R. in Legislature	Delay in submission of accounts	Period of delay upto 30.6.19 (in months)
1	Building and Construction Workers Welfare Board (BOCW)	2015-16	2014-15	-	2016-17 2017-18	24 12
2	District Legal Services Authority, Chittorgarh	2016-17	2015-16	Information not received	2017-18	12
3	District Legal Services Authority, Sirohi	2016-17	2016-17	Information not received	2017-18	12

Source: Information received from the concerned Department.

Appendix 3.3

(Refer Paragraph 3.3; page 91)

Statement of finalisation of accounts and the Government investment in Departmentally Managed Commercial and Quasi-Commercial Undertakings

(₹ in crore)

S. No.	Name of Undertaking	Accounts finalised up to	Investment ⁹ as per the last accounts finalised	Total accumulated losses
1	Jail Manufacture, Ajmer	2016-17	2.56	2.32
2	Jail Manufacture, Alwar	2016-17	0.75	0.78
3	Jail Manufacture, Bikaner	2016-17	1.63	1.52
4	Jail Manufacture, Jaipur	2015-16	2.31	2.98
5	Jail Manufacture, Jodhpur	2018-19	2.61	2.31
6	Jail Manufacture, Kota	2017-18	0.46	0.74
7	Jail Manufacture, Udaipur	2016-17	2.42	1.92
8	Departmental Trading of Forest Coupes	2015-16	Nil ¹⁰	-
9	Tendu Patta Scheme	2016-17	Nil ¹⁰	-
10	Rajasthan Water Supply and Sewerage Management Board, Jaipur	2016-17	16,873.09	13,845.29
Total			16,885.83	13,857.86

Source: Information received from the Departments

⁹ Investment represents balance of fixed and current capital of the Government undertakings on the last day of the financial year up to which accounts were finalised.

¹⁰ Capital Investment of the Government is Nil as the remittance from the undertaking was more than the amount invested by the Government.

Appendix 3.4

(Refer Paragraph 3.4; page 91)

Department/age-wise break-up of the pending cases of misappropriation, theft/losses, etc. (cases where final action was pending at the end of June 2019)

(No. of cases)

S. No.	Name of the Department	Upto 5 years	5 to 10 years	10 to 15 years	15 to 20 years	20 to 25 years	25 years and above	Total number of cases
1.	Revenue	13	14	16	10	06	01	60
2.	Education	64	43	36	17	13	12	185
3.	Medical	15	25	11	08	09	04	72
4.	Public Works	01	02	00	03	16	07	29
5.	Water Resources	00	00	01	01	01	00	3
6.	Ground Water	00	02	03	03	02	00	10
7.	Command Area Development, Indira Gandhi Nahar Project	00	00	00	01	00	01	2
8.	Indira Gandhi Nahar Project	01	01	05	03	00	01	11
9.	Forest	01	02	00	00	01	01	5
10.	Public Health Engineering Department	25	23	49	49	44	35	225
11.	Justice	01	03	03	02	00	04	13
12.	Police	05	05	05	02	02	03	22
13.	Women & Child Development	02	02	03	01	01	01	10
14.	Department of Local Self Government	00	00	01	06	00	00	7
15.	Rural Development & Panchayati Raj Department	71	08	09	12	09	06	115
16.	Miscellaneous	20	08	21	06	04	03	62
	Total	219	138	163	124	108	79	831

Source: Information received from the Departments

Appendix 3.5

(Refer Paragraph 3.4; page 91)

Department/category-wise details in respect of loss to Government due to theft, misappropriation/loss of Government material

(₹ in lakh)

S. No	Name of Department	Theft/loss cases		Misappropriation/Embezzlement		Total	
		Number of cases	Amount	Number of cases	Amount	Number of cases	Amount
1.	Revenue	28	177.19	32	1132.13	60	1309.32
2.	Education	110	141.21	75	1283.32	185	1424.53
3.	Medical	23	248.11	49	471.72	72	719.83
4.	Public Works	06	26.46	23	482.47	29	508.93
5.	Water Resources	01	0.05	02	33.95	3	34.00
6.	Ground Water	08	11.44	02	3.40	10	14.84
7.	Command Area Development, Indira Gandhi Nahar Project	02	4.12	00	0.00	2	4.12
8.	Indira Gandhi Nahar Project	06	12.56	05	69.73	11	82.29
9.	Forest	03	26.42	02	77.32	5	103.74
10.	Public Health Engineering Department	208	205.63	17	90.42	225	296.05
11.	Justice	04	1.67	09	15.43	13	17.10
12.	Police	14	53.08	08	33.38	22	86.46
13.	Women & Child Development	04	5.11	06	8.14	10	13.25
14.	Department of Local Self Government	01	1.94	06	40.67	7	42.61
15.	Rural Development & Panchayati Raj Department	59	1079.58	56	1195.49	115	2275.07
16.	Miscellaneous	26	124.54	36	888.11	62	1012.65
	Total	503	2119.11	328	5825.68	831	7944.79

Source: Information received from the Departments.

Appendix 3.6

(Refer Paragraph 3.5.4; page 96)

Statement showing the details of non-operation of Personal Deposit Accounts during 2014-19

(₹ in lakh)			
S. No	Name of the Drawing and Disbursing Officer	Balance during 2014-19	Reason given by Drawing and Disbursing Officer
1	Dy. Director, Agriculture, Ajmer	0.30	PD Account has been closed.
2	Superintendent, ITI Mahila, Ajmer	0.51	Not intimated by the Department.
3	New MCA, OBC, Alwar	0.02	Not intimated by the Department.
4	Superintendent, ITI Mahila, Barmer	1.95	Not intimated by the Department.
5	Superintendent, ITI Bayana, Bharatpur	0.90	Not intimated by the Department.
6	New MCA, OBC, Bharatpur	0.01	Not intimated by the Department.
7	Government College, Pahari	0.00	Not intimated by the Department.
8	Government College, Kaman	0.00	Not intimated by the Department.
9	Superintendent, ITI Gulabpura, Bhilwara	1.64	Not intimated by the Department.
10	New MCA, SBBJ, Bhilwara	0.14	Not intimated by the Department.
11	New MCA, OBC, Bhilwara	0.02	Not intimated by the Department.
12	Principal, Government College, Raipur	0.00	Not intimated by the Department.
13	Principal, Government College, Dungargarh, Bikaner	0.00	PD Account has been closed.
14	Collector Civil Defence STG, Suratgarh, Sriganganagar	0.40	Not intimated by the Department.
15	Dy. Director (ICDS) Women Development Authority, Sriganganagar	0.82	Not intimated by the Department.
16	Dy. Director (CD) Women and Child Development Department, Hanumangarh	0.10	Not intimated by the Department.
17	Director, E.S.I., Jaipur	0.00	Not intimated by the Department.
18	Anti-Corruption Bureau, Jaipur	0.00	Not intimated by the Department.
19	M.D., Rajasthan State Handloom Co-Operative, Jaipur (Sectt.)	2.19	Not intimated by the Department.
20	Rajasthan State Power Finance Corporation Ltd., Jaipur (Sectt.)	0.10	Not intimated by the Department.
21	Rajasthan Ex.-SE., Jaipur	0.00	Not intimated by the Department.
22	Rajasthan Samvad	0.00	Not intimated by the Department.
23	Rajasthan Sahkari Vitt and Vikas Nigam Ltd.	0.00	Not intimated by the Department.
24	Rajasthan Veterinary Services Corporation Ltd., Jaipur (Sectt.)	0.00	PD Account has been closed.
25	Chief Medical and Health Officer, Jaisalmer	4.10	Not intimated by the Department.
26	Manager, L.I.C. of India, Jaisalmer	1.75	Not intimated by the Department.
27	New MCA, OBC, Jaisalmer	0.02	Not intimated by the Department.
28	Cooperative Registrar, Jalore	0.35	PD Account has been closed.
29	Superintendent of Police & Deputy Superintendent of Police, Home Defense Training	0.00	PD Account has been closed.
23	Dy. Director, Agriculture (Vistar), Jodhpur	0.00	Not intimated by the Department.
31	New MCA, S.B.B.J., Pali	0.35	Not intimated by the Department.
32	New MCA, OBC, Pali	0.47	Not intimated by the Department.
33	Superintendent, I.T.I., Sheogunj, Sirohi	0.89	Not intimated by the Department.
34	SUP. DD. D.R.C.T.E.D. Pratapnagar, Udaipur (City)	0.06	Not intimated by the Department.
35	New MCA S.B.B.J., Udaipur (City)	0.04	PD Account has been closed.
36	H.B.A. S.B.B.J., New Delhi	1.22	Not intimated by the Department.
	Total	18.35	

Appendix 4.1

Glossary of Terms

Terms	Basis of calculation
Buoyancy of a parameter	Rate of Growth of the parameter/GSDP Growth Rate
Buoyancy of a parameter (X) with respect to another parameter (Y)	Rate of Growth of parameter (X)/ Rate of Growth of parameter (Y)
Rate of Growth	$[(\text{Current year Amount} / \text{Previous year Amount}) - 1] * 100$
Development Expenditure	Social Services + Economic Services
Average interest paid by the State	Interest payment / $[(\text{Amount of previous year's Fiscal Liabilities} + \text{Current year's Fiscal Liabilities}) / 2] * 100$
Average interest received on investment of cash balances	Interest realised on investment of cash balances / $[(\text{Opening balance} + \text{Closing balance of cash balances investment account}) / 2] * 100$
Interest spread	GSDP Growth Rate – Average Interest Rate
Quantum spread	Debt stock * Interest spread
Interest received as <i>per cent</i> to Loans Outstanding	Interest Received / $[(\text{Opening balance} + \text{Closing balance of Loans and Advances}) / 2] * 100$
Revenue Deficit	Revenue Receipt – Revenue Expenditure
Fiscal Deficit	Revenue Expenditure + Capital Expenditure + Net Loans and Advances – Revenue Receipts – Miscellaneous Capital Receipts
Primary Deficit	Fiscal Deficit – Interest payments
Terms	Description
Appropriation Accounts	Appropriation Accounts present the total amount of funds (Original and Supplementary) authorised by the Legislative Assembly in the budget grants under each voted grant and charged appropriation <i>vis-à-vis</i> the actual expenditure incurred against each and the unspent provisions or excess under each grant or appropriation. Any expenditure in excess of the grants requires regularisation by the Legislature.
Autonomous Bodies	Autonomous Bodies (usually Registered Societies or Statutory Corporations) are set up whenever it is felt that certain functions need to be discharged outside the governmental set up with some amount of independence and flexibility without day-to-day interference of the Governmental machinery.
Committed Expenditure	The committed expenditure of the State Government on revenue account mainly consists of interest payments, expenditure on salaries and wages, pensions and subsidies on which the present executive has limited control.
State Implementing Agency	State Implementing Agency includes any Organisation/Institution including Non-Governmental Organisation which is authorised by the State Government to receive the funds from the Government of India for implementing specific programmes in the State, e.g. State Implementation Society for <i>Sarva Shiksha Abhiyan</i> and State Health Mission for National Rural Health Mission, etc.
Contingency Fund	Legislative Assembly has by law established a Contingency Fund in the nature of an imprest into which is paid from time to time such sums as may be determined by such law, and the said fund is placed at the disposal of the Governor to enable advances to be made by him out of it for the purpose of meeting unforeseen expenditure pending authorisation of such expenditure by Legislative Assembly by law under Article 115 or Article 116 of the Constitution.
Consolidated Fund of the State	The fund constituted under Article 266 (1) of the Constitution of India into which all receipts, revenues and loans flow. All expenditure from the Consolidated Fund of the State is by appropriation: voted or charged. It consists of two main divisions namely Revenue Account (Revenue Receipts and Revenue Expenditure) and Capital Account (Public Debt and Loans, etc.).
Contingent Liability	Contingent liabilities may or may not be incurred by an entity depending on the outcome of a future event such as a court case.
Guarantee Redemption Fund	Guarantees are liabilities contingent on the Consolidated Fund of the State in case of default by the borrower for whom the guarantee has been extended. As per the terms of the Guarantee Redemption Fund, the State Government is required to contribute an amount equal to at least 1/5 th of the outstanding invoked guarantees plus an amount likely to be invoked as a result of the incremental guarantees during the year.

Terms	Basis of calculation
Internal Debt	Internal Debt comprises regular loans from the public in India, also termed 'Debt raised in India'. It is confined to loans credited to the Consolidated Fund.
Primary Revenue Expenditure	Primary revenue expenditure means revenue expenditure excluding interest payments.
Reappropriation	Means the transfer of funds from one Primary unit of appropriation to another such unit.
Surrenders of unspent provision	Departments of the State Government are to surrender to the Finance Ministry, before the close of the financial year, all the anticipated unspent provisions noticed in the grants or appropriations controlled by them. The Finance Ministry is to communicate the acceptance of such surrenders, as are accepted by them to the Audit Officer and/or the Accounts Officer, as the case may be, before the close of the financial year.
Supplementary Grants	If the amount authorised by any law made in accordance with the provisions of Article 114 of the Constitution to be expended for a particular service for the current financial year is found to be insufficient for the purpose of that year or when a need has arisen during the current financial year for the supplementary or additional expenditure upon some 'new service' not contemplated in the original budget for that year, Government is to obtain supplementary grants or appropriations in accordance with the provision of Article 115 (1) of the Constitution.
Suspense and Miscellaneous	Items of receipts and payments which cannot at once be taken to a final head of receipt or charge owing to lack of information as to their nature or for any other reasons, may be held temporarily under the Major Head "8658-Suspense Account" in the Sector "L. Suspense and Miscellaneous" of the Accounts, (Footnotes under the major head in the list of major/minor heads of account may be referred to for further guidance). A service receipt of which full particulars are not given must not be taken to the head "Suspense Account" but should be credited to the minor head "Other Receipts" under the revenue major head to which it appears to belong pending eventual transfer to the credit of the correct head on receipt of detailed particulars.
Public Accounts Committee	A Committee constituted by the Legislative Assembly for the examination of the reports of the Comptroller and Auditor General of India relating to the Appropriation Accounts of the State, the annual financial accounts of the State or such other accounts or financial matters as are laid before it or which the Committee deems necessary to scrutinise.
Core public goods and Merit goods	<p><i>Core public goods</i> are those which all citizens enjoy in common and each individual's consumption of such goods leads to no subtraction from any other individual's consumption of those goods, e.g. enforcement of law and order, security and protection of Citizen's rights; pollution free air, and road infrastructure, etc.</p> <p><i>Merit goods</i> are commodities that the public sector provides free or at subsidised rates because an individual or society should have them on the basis of need, rather than ability and willingness to pay the government. Examples of such goods include the provision of free or subsidised food for the poor to support nutrition, delivery of health services to improve quality of life and reduce morbidity, providing basic education to all, drinking water and sanitation etc.</p>
Development Expenditure	The analysis of expenditure data is disaggregated into development and non-development expenditure. All expenditure relating to Revenue Account, Capital Outlay and Loans and Advances is categorised into social services, economic services and general services. Broadly, expenditure on social and economic services constitutes development expenditure, while expenditure on general services is treated as non-development expenditure.

Appendix 4.2

List of Acronyms

Terms	Full Terms
AC Bills	Abstract Contingent Bills
AE	Aggregate Expenditure
BE	Budget Estimates
CE	Capital Expenditure
CSS	Centrally Sponsored Schemes
DC Bills	Detailed Contingent Bills
DMFT	District Mineral Foundation Trust
EWS	Economically Weaker Section
FRBM	Fiscal Responsibility and Budgetary Management
XIV-FC	Fourteenth Finance Commission
GCS	General Category States
GF&AR	General Financial and Account Rules
GRB	Gender Responsive Budgeting
GDP	Gross Domestic Product
GSDP	Gross State Domestic Product
GST	Goods and Services Tax
HLC	High Level Committee
HLMC	High Level Monitoring Committee
HUDCO	Housing Urban Development Corporation
IFMS	Integrated Financial Management System
LSGD	Local Self Government Department
MTFPS	Medium Term Fiscal Policy Statement
MGS	Mission Gramya Shakti
NIC	National Informatic Centre
NSDL	National Securities Depository Limited
NPS	New Contributory Pension Scheme
PFRDA	Pension Fund Regularity and Development Authority
PD Account	Personal Deposit Account
PMMVY	Pradhan Mantri Matritva Vandana Yojana
PAC	Public Accounts Committee
PPP	Public Private Partnership
PWD	Public Work Department
RRLP	Rajasthan Rural Livelihood Project
RDPRD	Rural Development and Panchayati Raj Department
RR	Revenue Receipts
RE	Revenue Expenditure
RE	Revised Estimates
SGST	State Goods and Service Tax
SBM	State Budget Manual
SIPF	State Insurance and Provident Fund
SDRF	State Disaster Response Fund
SCADA	Supervisory Control and Data Acquisition
TAD	Tribal Area Development
UCs	Utilisation Certificates
UDAY	Ujwal Discom Assurance Yojana
WCD	Women and Child Development
ZP	Zila Parishads

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