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Presented to the GOA VIDHAN SABHA on



सत्यमेव जयते

**REPORT OF THE
COMPTROLLER AND AUDITOR
GENERAL OF INDIA**

**ON
STATE FINANCES**

FOR THE YEAR ENDED 31 MARCH 2016

GOVERNMENT OF GOA
Report No. 2 of the year 2017

श्री श्री गुरुभ्यो

ॐ नमः शिवाय

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PREFACE

This Report for the year ended 31 March 2016 has been prepared for submission to the Governor of Goa under Article 151 of the Constitution of India.

This Report contains 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 2016. Information has also been obtained from the Government of Goa, wherever necessary. It also 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.

The Report containing the findings of performance audit and audit of transactions in various departments, Statutory Corporations, Boards and Government Companies and Revenue sector are presented separately.

The first part of the document discusses the importance of maintaining accurate records and the role of the auditor in this process. It highlights the need for transparency and accountability in financial reporting.

The second part of the document provides a detailed overview of the audit process, including the selection of audit procedures and the use of sampling techniques to ensure the reliability of the data.

The third part of the document focuses on the analysis of the audit findings and the preparation of the audit report. It emphasizes the importance of clear communication and the inclusion of all relevant information.

The final part of the document discusses the implications of the audit results and the steps that should be taken to address any identified issues. It concludes by reiterating the commitment to high standards of professional conduct.

CONFIDENTIAL

EXECUTIVE SUMMARY

Executive Summary

Background

Goa was incorporated as a Union Territory with Legislative Assembly in 1962. It was granted Statehood on 30 May 1987. The social indicators of the State *viz.*, literacy rate, rate of infant mortality and life expectancy are better than the all India average. The State's literacy rate increased from 82.01 *per cent* (as per 2001 census) to 88.70 *per cent* (as per 2011 census). The population of the State grew by 8.17 *per cent* (2011 census) and the density of population increased to 394 persons per sq.km. as against the all India population density average of 382 persons per sq. km. During 2015-16, the percentage of population below poverty line was 6.30 *per cent* as compared to all India average of 29.50 *per cent*.

This Report on the finances of the Government of Goa is being brought out with a view to objectively assess the financial performance of the State during 2015-16 and to provide the State Government and the State Legislature with timely inputs based on audit analysis of financial data. In order to give a perspective to the analysis, an effort has been made to compare the achievements with the targets envisaged by the State Government's Fiscal Responsibilities and Budget Management (first amendment) Act, 2014 and budget estimates of 2015-16.

The Report

Based on the audited accounts of the Government of Goa for the year ended March 2016, this Report provides an analytical review of the Annual Accounts of the State Government. This Report is structured in three Chapters.

Chapter I is based on the audit of Finance Accounts and makes an assessment of the Government's fiscal position as on 31 March 2016. It provides an insight into trends of committed expenditure and borrowing pattern.

Chapter II is based on audit of Appropriation Accounts and gives a grant-by-grant description of appropriations and the manner in which the allocated resources were managed by the service delivery Departments.

Chapter III is an inventory of the Government's compliance with various reporting requirements and financial rules. The report also compiles the data collected from various Government Departments/organisations in support of the findings.

Audit findings and recommendations

Chapter I

Finances of the State Government

Fiscal correction:

The fiscal position of the State had declined in terms of the key parameters as compared to previous year. The fiscal parameters *i.e.* revenue, fiscal and primary deficits indicate the extent of overall fiscal imbalances in the finances of the State Government during a specified period.

During 2015-16, revenue surplus was ₹ 132 crore, less than the previous year's surplus of ₹ 279 crore due to reduced growth of receipts as compared to expenditure. Fiscal deficit during 2015-16 increased to ₹ 1,483 crore from ₹ 948 crore in 2014-15. Due to increase in fiscal deficit by 56.43 *per cent* and interest payment by 6.64 *per cent*, the primary deficit increased to ₹ 408 crore in 2015-16 from a primary surplus of ₹ 60 crore in 2014-15. However, the State managed to keep fiscal deficit relative to GSDP (2.44 *per cent*) which was within the limit of three *per cent* fixed by the GFRBM (first amendment) Act, 2014 and projection made by the Fourteenth Finance Commission (FC XIV).

The ratio of interest payments to revenue receipts (IP/RR) has been contained at 12.58 *per cent* as against the level (12.86 *per cent*) prescribed by the FC XIV.

Receipts and Expenditure: Major share of the total receipts (₹ 10,457 crore) was revenue receipts (₹ 8,552 crore) which included own tax revenue of ₹ 3,975 crore. While revenue receipt recorded a growth rate of 11.22 *per cent*, growth rate of own tax revenue was only 2.03 *per cent*. Capital receipts (₹ 1,857 crore) increased by 45.78 *per cent* due to increase in public debt receipts.

Total expenditure (₹ 10,045 crore) increased at an average annual growth rate of 12.61 *per cent* from ₹ 6,677 crore in 2011-12 to ₹ 10,045 crore in 2015-16. The revenue expenditure continued to constitute dominant portion (82 *per cent* to 87 *per cent*) of the total expenditure during this period.

During the current year the capital expenditure grew by ₹ 388 crore (31.44 *per cent*) over the previous year. The ratio of Capital expenditure to Aggregate Expenditure in 2015-16 was higher than the ratio of General Category States. Adequate priority was given to development as the share of development expenditure in total expenditure increased from 69.01 *per cent* in 2014-15 to 71.75 *per cent* in 2015-16. Funds aggregating ₹ 1,453 crore were locked up in 129 incomplete projects at the end of the year.

The average return on Government's investments in Statutory Corporations, Government Companies, Joint Stock Companies and Co-operatives was 0.27 *per cent* in 2015-16. On the other hand, the

Government paid an average interest rate of 7.30 *per cent* during 2015-16. Thus, this was an unsustainable position.

Debt sustainability: Fiscal liabilities of the State increased from ₹ 13,877 crore in 2014-15 to ₹ 15,575 crore in 2015-16, a growth rate of 12.24 *per cent* which was 2.93 *per cent* more than the growth rate shown in the previous year. The liability as a percentage of GSDP was 25.58 *per cent*. This was higher than the target fixed (25 *per cent*) in the GFRBM (first amendment) Act, 2014, and lower than the projections made in FC XIV (25.82 *per cent*).

During the year, non-debt receipts of the State were not enough to meet the primary expenditure requirements resulting in primary deficit. During 2015-16, the net funds available from borrowed funds after providing interest and repayment was ₹ 623 crore.

Chapter II

Financial Management and Budgetary Control

During 2015-16, expenditure of ₹ 12,920.81 crore was incurred against total grants and appropriations of ₹ 14,695.56 crore, resulting in savings of ₹ 1,774.75 crore. This includes an excess of ₹ 2,330.45 crore in one grant and one appropriation. Excess expenditure of ₹ 2,330.45 crore requires regularisation under Article 205 of the Constitution of India. Besides regularisation of excess expenditure of ₹ 1,340.04 crore was also pending from 2008-09 to 2014-15 as of March 2016.

Chapter III

Financial Reporting

There were delays in furnishing of utilisation certificates against grants to various grantee institutions. Delays were also noticed in submission of annual accounts by autonomous bodies and departmentally managed commercial undertakings. There were instances of large outstanding cases of losses and misappropriations for which Departmental action was pending for long periods.

The Government may ensure timely receipt of utilisation certificates against the financial assistance provided to grantee institutions. Departmental enquiries in respect of misappropriation cases pending action may be expedited to bring the defaulters to book and internal controls in all organisations should be strengthened to prevent such cases in future.

CHAPTER – I

FINANCES OF THE STATE GOVERNMENT

Chapter-I

FINANCES OF THE STATE GOVERNMENT

Profile of Goa

Goa was incorporated as a Union Territory with Legislature in 1962. It was granted Statehood on 30 May 1987. The basic statistics of the State is given in **Appendix 1.1**.

The State population increased from 0.13 crore in 2001 to 0.15 crore in 2011 recording a decadal growth of 8.17 *per cent*. The population below the poverty line was 6.30 *per cent* as compared to 29.50 *per cent* for the Country. The State literacy rate increased from 82.01 *per cent* (2001 census) to 88.70 *per cent* (2011 census). The compound annual growth rate of GSDP for 2006-07 to 2015-16 was 15.60 *per cent* against 15.75 *per cent* for General Category States (GCS).

The social indicators *viz.*, literacy rate, rate of infant mortality and life expectancy were better than the all India average (**Appendix 1.1, Part A**).

Gross State Domestic Product (GSDP)

GSDP is the market value of all officially recognised final goods and services produced within the State in a given period of time. The growth of GSDP is an important indicator of the State economy as it indicates the standard of living of the State population. The trends in the annual growth rate of State GSDP at current prices from 2011-16 are indicated below:

Table 1.1: Annual growth rate of GSDP at current prices

Year	2011-12	2012-13	2013-14	2014-15 (QE)*	2015-16 (AE)*
State GSDP (₹ in crore) ¹ (base year 2004-05)	43255	42407	48897	52673	60895
Growth rate of GSDP (in <i>per cent</i>)	28.72	(-).96	15.30	7.72	15.61
India's GDP (₹ in crore) (base year 2011-12)	87,36,039	99,51,344	1,12,72,764	1,24,88,205	1,35,76,086
Growth rate of GDP (in <i>per cent</i>)	N.A.	13.91	13.28	10.78	8.71

*QE-Quick Estimates, AE-Advance Estimates

Table 1.1 shows that the annual growth rate of GSDP of the State during the period 2011-16 was uneven. The growth rate of GSDP of the State for the current year was 15.61 *per cent*.

1.1 Introduction

This chapter is based on the audit of Finance Accounts and makes an assessment of the State fiscal position as on 31 March 2016. It provides a broad perspective of the finances of the State during 2015-16. It analyses critical changes observed in the major fiscal aggregates in relation to the previous year, and the trends of last five years. The structure and form of

¹ GSDP figure for 2015-16 (base year 2011-12) was not furnished by the State Government. Therefore AE given in the budget estimates (base year 2004-05) was adopted in the table and no comparative analysis w.r.t. GDP (base year 2011-12) was made.

government accounts is depicted in **Appendix 1.1, Part B**. The methodology and criteria adopted for assessment of the fiscal position are given in **Appendix 1.2**.

1.1.1 Summary of current year's fiscal operations

A summary of the State Government's fiscal transactions during 2015-16 *vis-à-vis* the previous year is presented in **Table 1.2** below. Details of receipts and disbursements and the overall fiscal position during 2015-16 are given in **Appendix 1.3**.

Table 1.2: Summary of current year's fiscal operations

Receipts	2015-16	2014-15	Disbursements	2015-16			2014-15
				Total	Non-Plan	Plan	
Section-A: Revenue							
Revenue receipts	8552.24	7688.69	Revenue expenditure	8419.56	6320.55	2099.01	7410.25
Tax revenue	3975.37	3895.92	General services	2560.08	2528.30	31.78	2369.91
Non-tax revenue	2431.93	2325.63	Social services	2190.58	1021.75	1168.83	1929.34
Share of Union taxes/duties	1923.76	900.58	Economic services	2472.32	1927.86	544.46	2091.46
Grants from Government of India	221.18	566.56	Grants-in-aid and Contributions	1196.58	842.64	353.94	1019.54
Section -B: Capital and others							
Misc Capital receipts	-	-	Capital Outlay	1622.27	11.13	1611.14	1234.11
Recoveries of Loans and Advances	10.20	9.96	Loans and Advances disbursed	2.69	2.69	-	2.92
Public Debt receipts*	1847.39	1267.36	Repayment of Public Debt*	439.23	-	-	365.86
Contingency Fund	130.00	200.01	Contingency Fund	130.00	-	-	200.00
Public Account receipts	10940.75	9289.67	Public Account disbursements	10892.91	-	-	9233.45
Opening Cash Balance	792.50	783.40	Closing Cash Balance	766.42	-	-	792.50
Total	22273.08	19239.09	Total	22273.08			19239.09

(Source: Finance Accounts of the State)

*Excluding net transactions under ways and means advances and overdraft

Significant changes in fiscal position of the State during 2015-16 over the previous year are given below:

Revenue Receipts	<ul style="list-style-type: none"> Increased by 11.22 per cent Non-tax revenue increased by 4.56 per cent Tax revenue increased by 2.03 per cent
Revenue Expenditure	<ul style="list-style-type: none"> Increased by 13.63 per cent Non-Plan Revenue Expenditure increased by 10.72 per cent Plan Revenue Expenditure increased by 23.40 per cent
Capital Expenditure	<ul style="list-style-type: none"> Increased by 31.44 per cent
Public Accounts	<ul style="list-style-type: none"> Receipts increased by 17.77 per cent Disbursements increased by 17.97 per cent
Public Debt	<ul style="list-style-type: none"> Receipts increased by 45.77 per cent Disbursements increased by 20.05 per cent
Cash Balance	<ul style="list-style-type: none"> Decreased by 3.29 per cent

The Government of Goa achieved revenue surplus (₹ 132 crore) during the year. Fiscal deficit (₹ 1483 crore) stood at 2.44 *per cent* of GSDP during the current year compared to 1.80 *per cent* during 2014-15. This was within the ceiling of three *per cent* prescribed by the Goa FRBM (First Amendment) Act 2014 and the Fourteenth Finance Commission (FC XIV). Further details are provided in **Paragraph 1.11**.

1.1.2 Fiscal reforms path in Goa

Government of Goa enacted the Goa Fiscal Responsibility and Budget Management Act (FRBM), 2006. It came into force on 15 May 2006 to ensure prudence in fiscal management and fiscal stability by progressive elimination of revenue deficit, greater transparency in fiscal operations of the Government in a Medium Term Fiscal Framework. In compliance with the Act, Goa FRBM Rules, 2007 were introduced by the Finance Department in November 2007. The Act was amended with effect from March 2014 by passing the Goa FRBM (First Amendment) Act, 2014 in March 2014.

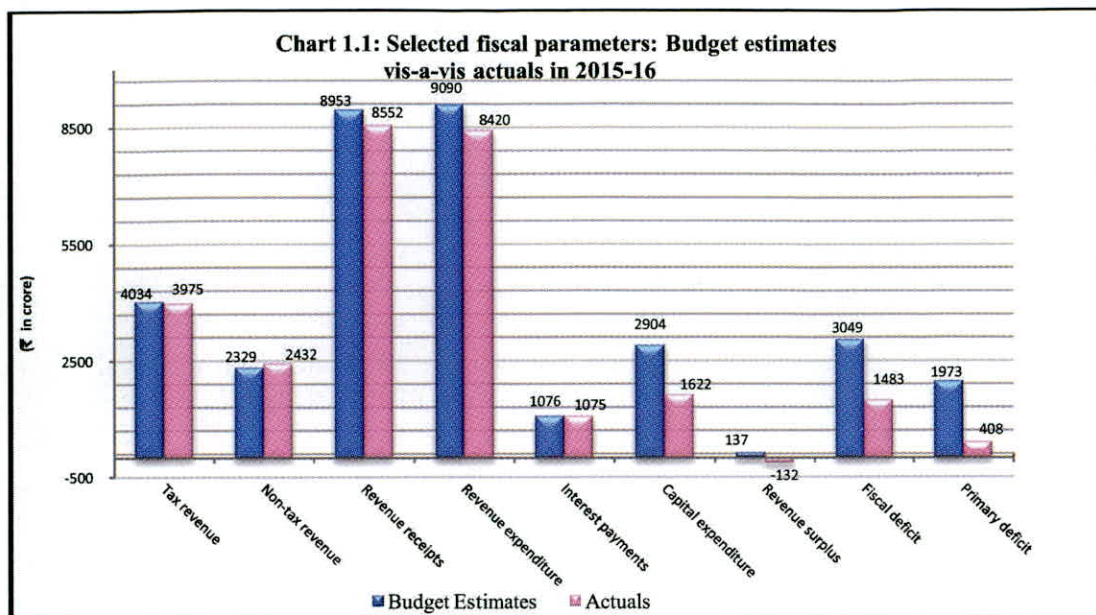
As per the Goa FRBM Act, 2006 and Rules 2007, the State Government was required to prepare Medium Term Fiscal Plan (MTFP) and fiscal indicators covering fiscal rolling targets for the ensuing three financial years and submit these disclosures along with the budget documents to the State legislature.

The Government has not prepared MTFP and set rolling targets for fiscal indicators from the year 2011-12 onwards for fiscal indicators specified in the FRBM Act (December 2016). This adversely affected the objective of ensuring greater transparency in fiscal operations.

1.1.3 Budget estimates vis-à-vis actuals

The budget papers presented by the State Government provide estimation of revenue and expenditure for a particular fiscal year. The importance of accuracy in estimation of revenue and expenditure is widely accepted in the context of effective implementation of fiscal policies for overall economic management. Deviations from budget estimates are indicative of non-attainment and non-optimisation of desired fiscal objectives.

Actuals *vis-à-vis* budget estimates of selected parameters for 2015-16 are shown in **Chart 1.1**.



(Source: Annual Financial Statement and Finance Accounts)

It may be observed from **Chart 1.1** that during the year, the State Government was able to achieve the targets fixed in the budget estimates to a great extent on almost all the parameters except capital expenditure. The budget estimates envisaged revenue receipts of ₹ 8,953 crore against which the actual realisation was ₹ 8,552 crore, a shortfall of ₹ 401 crore (4.48 per cent). The shortfall was mainly due to decrease in grants-in-aid from Government of India (GoI) by ₹ 423 crore; which was partly set-off by excess realisation of non-tax revenue by ₹ 103 crore.

Revenue expenditure was less by 7.37 per cent against the budget estimates, mainly because of less expenditure under general services (three per cent), social services (nine per cent) and economic services (10 per cent).

As against the budgeted capital outlay of ₹ 2,904 crore, the actual capital expenditure was less by ₹ 1,282 crore (44 per cent) compared to budget estimates. The shortfall was mainly under education, sports, art and culture (₹ 98 crore), health and family welfare (₹ 54 crore), water supply, sanitation, housing and urban development (₹ 63 crore), energy (₹ 200 crore), transport (₹ 78 crore) and agriculture and allied activities (₹ 45 crore).

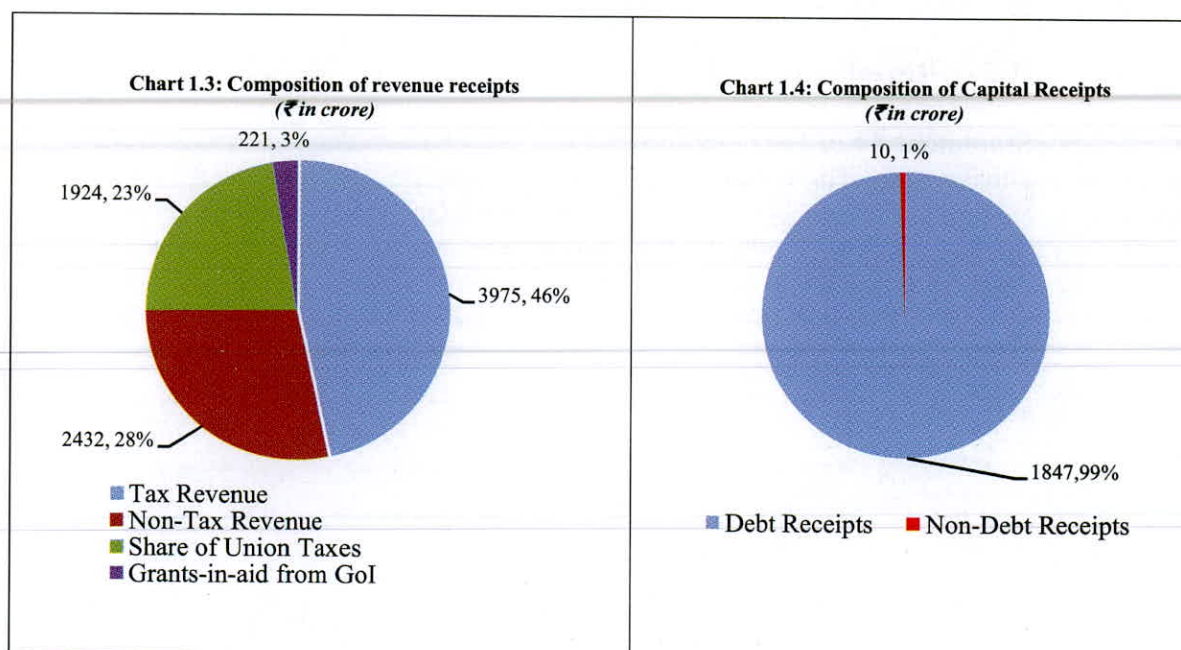
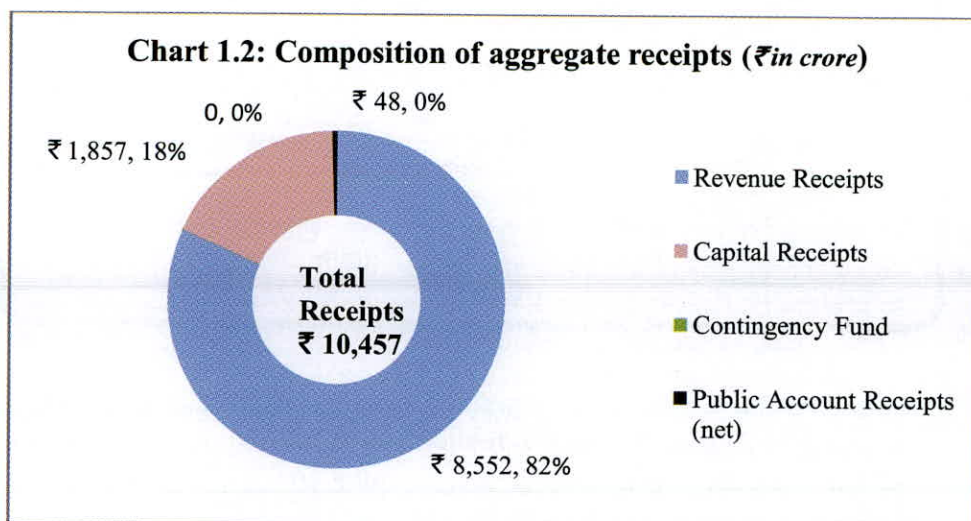
Shortfall in actual revenue receipts over budget estimates was four per cent. Against this, revenue expenditure witnessed a shortfall by seven per cent over the projected budget estimates. This in turn resulted in achieving a revenue surplus of ₹ 132 crore against the revenue deficit of ₹ 137 crore projected in the budget estimates.

The actual fiscal deficit and primary deficit at ₹ 1,483 crore and ₹ 408 crore respectively were lower by ₹ 1,566 crore (51.32 per cent) and ₹ 1,565 crore (79.32 per cent) compared to the budget estimates of the current year.

1.2 Resources of the State

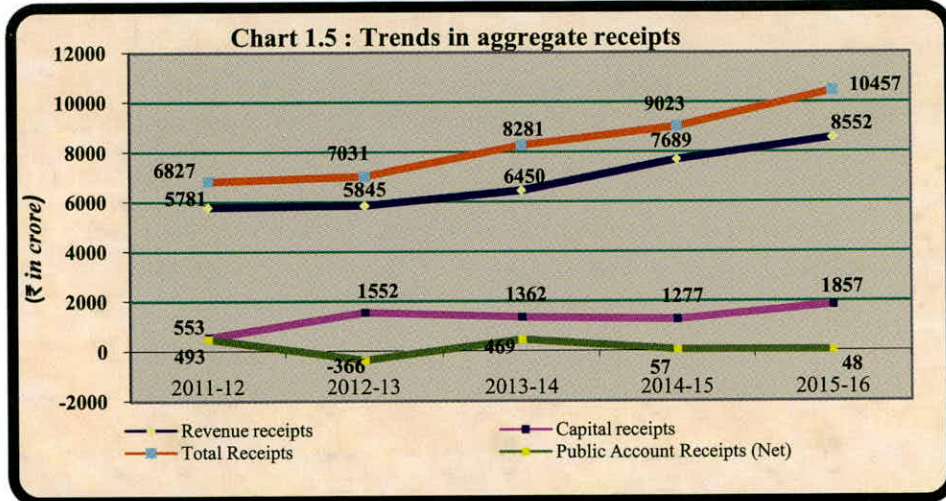
1.2.1 Resources of the State as per Finance Accounts

Revenue and Capital are the two streams of receipts that constitute the resources of the State Government. Revenue receipts consist of tax revenues, non-tax revenues, State's share of union taxes and duties and grants-in-aid from the Government of India (GoI). Capital receipts comprise miscellaneous capital receipts such as proceeds from disinvestments, recoveries of loans and advances, debt receipts from internal sources (market loans, borrowings from financial institutions/commercial banks) and loans and advances from GoI. Besides, the funds available in the Public Accounts after disbursement is also utilised by the Government to finance its deficits. **Chart 1.2, 1.3 and 1.4** depicts the composition of resources of the State during the current year.



Of the total receipts² of ₹ 10,457 crore of the State Government during the year 2015-16, revenue receipts were ₹ 8,552 crore constituting 81.78 per cent of total resources. Capital receipts (₹ 1,857 crore) and net Public Accounts receipts (₹ 48 crore) constituted 17.76 per cent and 0.46 per cent of the total resources respectively.

Total receipts of the State Government increased from ₹ 6,827 crore in 2011-12 to ₹ 10,457 crore in 2015-16, showing an increase of 53.17 per cent during the last five years. Trend of total receipts and its components during the last five years is given in **Chart 1.5**.



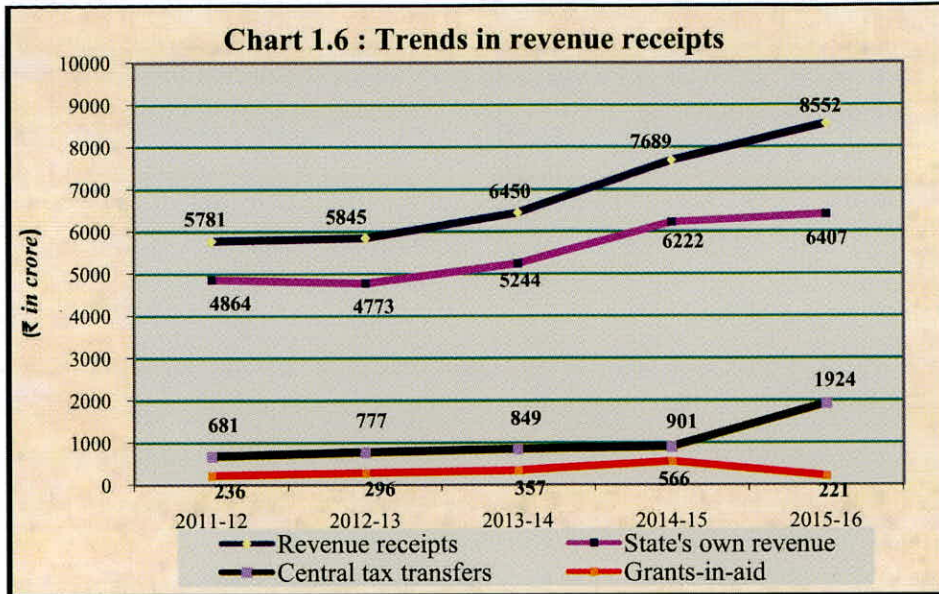
(Source: State Finance Accounts of the respective years)

Public Account receipts refer to those receipts for which the Government acts as a banker/trustee for the public money. Net Public Account receipts which totalled ₹ 493 crore in 2011-12 decreased to ₹ 48 crore in 2015-16 with a negative growth of 15.79 per cent during the year compared to previous year.

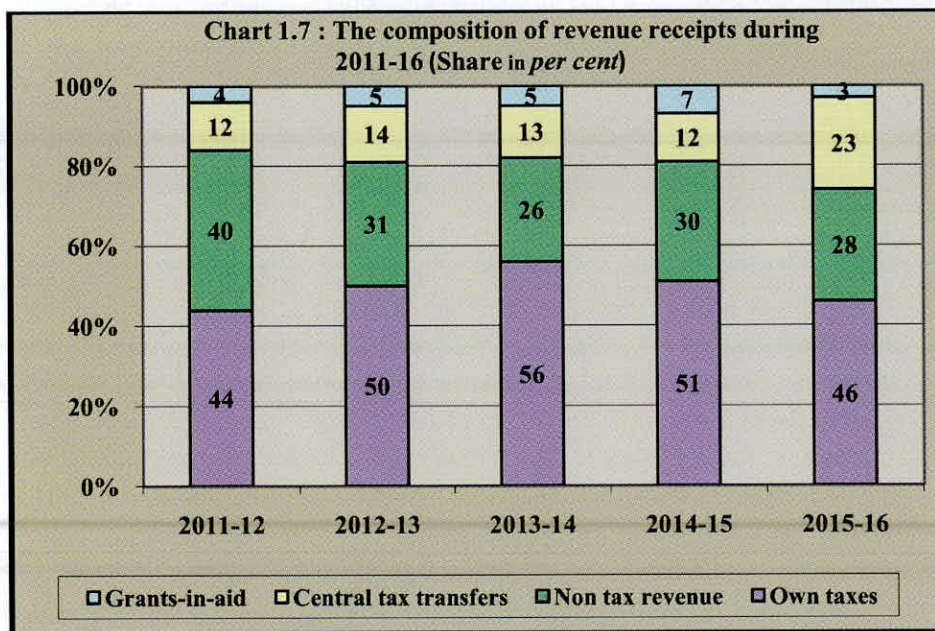
1.3 Revenue receipts

Statement 14 of the Finance Accounts details the revenue receipts of the Government. These consist of the State's own tax and non-tax revenues, Central tax transfers and grants-in-aid from GoI. The trends of revenue receipts over the period 2011-16 are presented in **Appendix 1.4** and **Chart 1.6** and **1.7** respectively.

²Consists of Revenue receipts, Capital receipts (including debt receipts but excluding Ways and Means advances) and Public Account receipts (net).



(Source: State Finance Accounts of the respective years)



(Source: State Finance Accounts of the respective years)

It would be seen from the charts that the revenue receipts have shown a progressive increase from ₹ 5,781 crore in 2011-12 to ₹ 8,552 crore in 2015-16 and increased by 11.22 per cent (₹ 863 crore) during 2015-16 over the previous year. While 74 per cent of the revenue receipts during 2015-16 came from the State's own resources comprising of tax and non-tax revenue, the central tax transfers and grants-in-aid together contributed the remaining 26 per cent.

During 2015-16, the share of State's own tax and non-tax in revenue receipts decreased by five percentage points and two percentage points respectively as compared to previous year.

The share of tax devolution by GoI witnessed an increase of 11 percentage points over the previous year due to increase in share of tax devolution from 32 per cent to 42 per cent of the divisible pool as per the recommendations of the FC XIV. Grants-in-aid decreased by four percentage points during the current year over 2014-15.

During 2006-07 to 2014-15, the compound growth rate of State revenue receipts (14.46 per cent) was lower than that of GCS (14.74 per cent). The growth rate in the State was 11.22 per cent in 2015-16 over the previous year and was lower than GCS (15.00 per cent) (Appendix 1.1).

The trends in revenue receipts relative to GSDP at current prices are presented in Table 1.3.

Table 1.3: Trends of revenue receipts relative to GSDP

	2011-12	2012-13	2013-14	2014-15	2015-16
Revenue Receipts (RR) (₹ in crore)	5781	5845	6450	7689	8552
State's own taxes (₹ in crore)	2551	2940	3582	3896	3975
Rate of growth of RR (per cent)	6.22	1.11	10.35	19.21	11.22
Rate of growth of own taxes (per cent)	19.26	15.24	21.84	8.77	2.03
RR/GSDP (per cent)	13.36	13.78	13.19	14.60	14.04
State's own taxes/GSDP	5.90	6.93	7.33	7.40	6.53
Buoyancy ratios³					
Revenue Buoyancy w.r.t. GSDP	0.22	-*	0.68	2.49	0.72
State's own taxes buoyancy w.r.t. GSDP	0.67	-*	1.43	1.14	0.13
Gross State Domestic Product (GSDP)	43255	42407	48897	52673	60895
Growth rate of GSDP	28.72	-1.96	15.30	7.72	15.61

(Source: Finance Accounts for the years 2011-12 to 2015-16)

*GSDP growth rate in 2012-13 being negative, buoyancy ratios cannot be calculated

The rate of growth of revenue receipts has been fluctuating during the last five years and accounted for 11.22 per cent growth during the current year over 2014-15. The increase in revenue receipts (₹ 863 crore) was contributed by rise in non-tax revenue by ₹ 106 crore (4.56 per cent), tax revenue by ₹ 79 crore (2.03 per cent), share of Union taxes and duties by ₹ 1,023 crore (113.54 per cent), partly offset by decrease in grants from the GoI by ₹ 345 crore (60.95 per cent).

Revenue buoyancy, which is directly proportionate to growth of revenue receipts and GSDP, widely fluctuated during the period due to fluctuations in the growth rate of revenue receipts. The higher growth rate of revenue receipts relative to GSDP increased the revenue buoyancy ratio from 0.68 in 2013-14 to 2.49 in 2014-15 but decreased to 0.72 in 2015-16 indicating decrease in growth of revenue receipts during the current year over 2014-15. The ratio of State's own tax buoyancy with reference to GSDP decreased from 1.43 in 2013-14 to 0.13 in 2015-16.

³Buoyancy ratio indicates the elasticity or degree of responsiveness of a fiscal variable with respect to a given change in the base variable. For instance, revenue buoyancy at 0.6 implies that revenue receipts tend to increase by 0.6 percentage points, if the GSDP increases by one per cent

This was due to lower growth rate of State's own tax compared to GSDP growth rate.

1.3.1 State's own resources

The State's share in Central taxes and grants-in-aid are determined on the basis of recommendations of the Finance Commission, collection of Central tax receipts, Central assistance for Plan Schemes *etc.* Thus the State's performance in mobilisation of additional resources should be assessed in terms of its own resources comprising revenue from its own tax and non-tax sources.

The State's actual tax and non-tax receipts for the year 2015-16 *vis-a-vis* assessment made by FC XIV and budget estimates of the State Government are given in **Table 1.4** and **Table 1.5**.

Table 1.4: Revenue receipts relative to FC XIV and budget estimates

(₹ in crore)

	FC XIV projection	Budget Estimates	Actual	Percentage variation of actual over	
				FC XIV projection	Budget Estimates
Tax revenue	4963	4034	3975	(-) 19.91	(-) 1.46
Non-tax revenue	931	2329	2432	161.22	4.42

(Source: Finance Accounts 2015-16, Budget estimates, FC XIV report)

It is seen from the **Table 1.4** above that the actual realisation of tax revenue during the year was lower than the assessment of FC XIV and budget estimates by 19.91 *per cent* and 1.46 *per cent* respectively. The non-tax revenue exceeded the FC XIV assessment and budget estimates by 161.22 *per cent* and 4.42 *per cent* respectively.

Table-1.5: Growth rate of Tax/Non-Tax revenue during the period 2011-16

	2011-12	2012-13	2013-14	2014-15	2015-16
Tax revenue (₹ in crore)	2551	2940	3582	3896	3975
Rate of growth (in per cent)	19.26	15.25	21.84	8.77	2.03
Non-Tax revenue (₹ in crore)	2314	1833	1662	2326	2432
Rate of growth (in per cent)	1.98	-20.79	-9.33	39.95	4.56

(Source: Finance Accounts of the respective years)

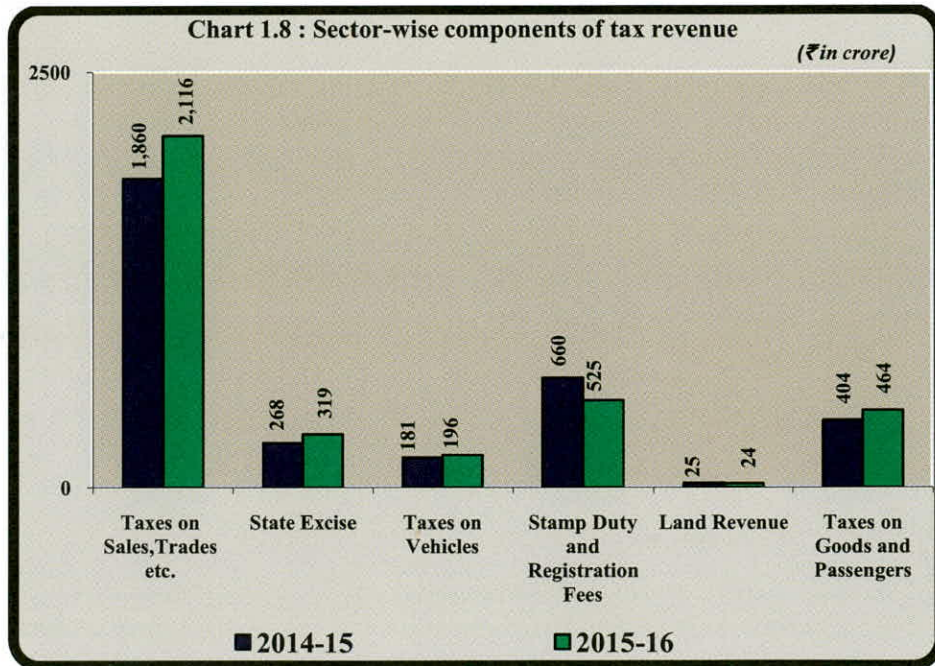
1.3.1.1 Tax revenue

The State's own tax revenue increased from ₹ 3,896 crore in 2014-15 to ₹ 3,975 crore in 2015-16. This increase was only two *per cent* compared to nine *per cent* achieved during the previous year. The components of State's resource mobilisation during the period 2014-15 and 2015-16 are presented in **Table 1.6** and **Chart 1.8**.

Table 1.6: Components of State's resource mobilisation

Revenue head	Actuals for 2014-15	BE for 2015-16	Actual for 2015-16	Percentage increase(+) decrease(-) w.r.t. to BE	Percentage increase(+) decrease(-) during the year	Share in total tax revenue (in per cent)
	(₹ in crore)					
Taxes on sales, trades etc.	1860	2067	2116	2.37	13.76	53.23
State excise	268	300	319	6.33	19.03	8.03
Taxes on vehicles	181	171	196	14.62	8.29	4.93
Stamp duty and Registration fees	660	584	525	-10.10	-20.45	13.21
Land revenue	25	156	24	-84.62	-4.00	0.60
Taxes on goods and passengers	404	434	464	6.91	14.85	11.67
Other taxes	498	322	331	2.80	-33.53	8.33
Total	3896	4034	3975	-1.46	2.03	100

(Source: State Finance Accounts of the respective years)



(Source: State Finance Accounts of the respective years)

The tax revenue in 2015-16 increased by ₹ 79 crore (2.03 per cent) over the previous year. 'Taxes on Sales, Trade etc.,' was the major source of State's own revenue during the last two years. The increase in revenue over the previous year under 'Taxes on Sales, Trade etc.,' was mainly due to improved collection under Central Sales Tax Act (₹ 41 crore) and Value Added Tax (₹ 149 crore).

The decrease in collections under Stamps and Registration fee (₹ 135 crore) was mainly due to less sale of stamps (₹ 182 crore) offset by an increase in registration fee (₹ 47 crore). There was a decrease in tax receipt under 'Other taxes' on receipts from cesses under other Acts (₹ 206 crore).

As per recommendation of the FC XIV, the State Government was required to consider the taxation efforts and potential for additional resource mobilization to improve the Tax-GSDP of the State. During the year, the Tax-GSDP ratio (6.53 per cent) was less than the ratio (7.87 per cent) prescribed by the FC XIV.

During 2006-07 to 2014-15, the compound growth rate of tax revenue (14.79 per cent) was lower than the growth rate of GCS (15.08 per cent). The growth rate in the State was 2.03 per cent in 2015-16 over the previous year and was lower than GCS (13.28 per cent) (Appendix 1.1).

1.3.1.2 Non-tax revenue

Details of components of non-tax revenue receipts are shown in Table 1.7.

Table-1.7: Components of Non-Tax Revenue

(₹ in crore)

Revenue head	2014-15	2015-16	Percentage increase(+)/decrease(-) in 2015-16 over 2014-15	Share in total non-tax revenue (in percentage)
Interest receipts	17.18	17.74	3.26	0.73
Dividends and Profits	1.82	1.43	-21.43	0.06
Power	1321.66	1708.91	29.30	70.27
Non-Ferrous Mining and Metallurgical Industries	530.35	216.53	-59.17	8.90
Other non-tax receipts	454.62	487.32	7.19	20.04
Total non-tax revenue	2325.63	2431.93	4.56	100

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

Collection under non-tax revenue increased by 4.56 per cent from ₹ 2,326 crore in 2014-15 to ₹ 2,432 crore in 2015-16. Receipt under 'Power' (₹ 1,709 crore) has been the major source of non-tax revenue (70 per cent) of the State during the year. The net yield from 'Power' was ₹ 221 crore as there was equally high expenditure (₹ 1,488 crore) under revenue head by the Electricity Department. There was decrease in collections under non-ferrous mining and metallurgical industries (₹ 314 crore) compared to last year.

During 2006-07 to 2014-15, the compound growth rate of non-tax revenue (12.32 per cent) was higher than the growth rate of GCS (10.20 per cent). The growth rate in the State was 4.56 per cent in 2015-16 over the previous year and was lower than GCS (6.00 per cent) (Appendix 1.1).

1.3.1.3 Cost of collection

The cost of collection of major State tax revenue is given in **Table 1.8**.

Table 1.8: Cost of collection of revenue

Head of revenue	Year	Gross collection (₹ in crore)	Expenditure on collection (₹ in crore)	Percentage of expenditure to gross collection	All India average percentage for the year
Taxes on sales, trade etc.	2013-14	1708.05	12.69	0.74	0.88
	2014-15	1859.86	13.69	0.74	0.91
	2015-16*	2115.69	16.45	0.78	--
State Excise	2013-14	235.76	11.74	4.98	1.81
	2014-15	268.00	12.80	4.77	2.09
	2015-16*	319.52	13.25	4.15	--
Taxes on Vehicles	2013-14	153.91	3.08	2.00	6.25
	2014-15	180.88	3.37	1.86	6.08
	2015-16*	195.63	3.87	1.98	--
Stamp duty and Registration fee	2013-14	396.10	7.04	1.78	3.37
	2014-15	659.84	8.07	1.22	3.59
	2015-16*	524.90	8.55	1.63	--

(Source: Finance Accounts of the State)

*Note: All India Averages for the year 2015-16 not yet available

The State expenditure on tax collection (2013-14 and 2014-15) in respect of State Excise was higher than the all India average. It was less than the all India average in case of Taxes on Vehicles, Stamp Duty and Registration fee and Taxes on Sales, trade etc.

1.3.2 Grants-in-aid from Government of India

Details of Grants-in-aid from GoI are shown in **Table 1.9**.

Table 1.9: Grants-in-aid from Government of India

	2013-14 (₹ in crore)	2014-15 (₹ in crore)	2015-16 (₹ in crore)	Percentage of increase during the year	Percentage share in total grants-in-aid
Grants for State Plan schemes	185.88	116.55	45.21	-61.21	20.44
Non-Plan grants	95.60	257.23	21.19	-91.76	9.58
Grants for Central Plan Schemes	6.28	40.30	28.22	-29.98	12.76
Grants for Central and Centrally Sponsored Schemes	69.44	152.48	126.56	-17.00	57.22
Total	357.20	566.56	221.18	-60.96	100
Total grants as a percentage of Revenue Receipts	5.54	7.37	2.59	-	-

(Source: Finance Accounts of the State)

The grants-in-aid from GoI decreased by ₹ 345.38 crore (60.96 per cent) from ₹ 566.56 crore in 2014-15 to ₹ 221.18 crore in 2015-16. The decrease of GoI grants was mainly under Non-Plan grants (₹ 236.04 crore), Central and Centrally Sponsored Schemes (₹ 25.92 crore) and State Plan schemes (₹ 71.34 crore). The decrease in State plan grant was mainly under block grants (₹ 64 crore).

1.3.3 Central tax transfers

The FC XIV had recommended the State's share of Central taxes to be increased to 42 per cent from 32 per cent. The State's share in the net proceeds of Central tax (excluding service tax) and net proceeds of Service tax has been fixed at 0.378 per cent and 0.379 per cent respectively.

The increase in State's share of Union taxes and duties by ₹ 1,023.18 crore over the previous year was mainly under taxes on income other than Corporation Tax (₹ 201.77 crore), Customs Duty (₹ 161.70 crore), Corporation Tax ₹ 294.88 crore), Excise duties (₹ 170.87 crore) and Service Tax (₹ 193.79 crore).

1.3.4 Revenue arrears

The arrears of revenue as on 31 March 2016 in respect of some principal heads of revenue as furnished by 61 Departments amounted to ₹ 1,736.04 crore as indicated in Table 1.10.

Table 1.10: Arrears of revenue

Head of Revenue	Amount of arrears as on 31 March 2016	Arrears more than three years old	Cases pending in court		Revenue arrears pending recovery	Amount of arrears as on 31 March 2011
			No.	Amount		
Commercial Taxes	1297.67	835.98	755	34.90	1262.77	460.27
State Excise	2.69	0.54	-	-	2.69	1.25
Taxes on vehicles	13.64	5.86	336	0.69	12.95	11.56
Chief Engineer – Water Resources Department						
i) Water Tax	3.83	3.10	-	-	3.83	1.21
ii) Water Charges	45.69	18.91	4	16.60	29.09	31.50
iii) Rent on shops	3.01	2.67	8	0.06	2.95	2.50
iv) Hire charges of machinery	0.33	0.11	-	-	0.33	0.35
Chief Engineer - Public Works Department -						
i) Rent of Building/ Shops	0.52	0.16	1	0.23	0.29	0.64
ii) Water charges, meter rent and sewerage charges	64.12	20.23	3821	12.40	51.72	19.08
Chief Electrical Engineer Energy charges	297.43	105.04	8060	17.53	279.90	89.91
Agriculture- Hire charges	0.81	0.36	-	-	0.81	0.20
Printing & Stationery	0.62	-	-	-	0.62	1.71
Tourism- Registration of tourist and leased shops,	0.91	0.59	7	0.36	0.55	0.74
Director General of Police- licence fee, rent, police protection charges	3.63	0.49	2	0.05	3.58	0.28
River Navigation Department - Barge Tax	1.14	0.10	1	0.06	1.08	0.06
Total	1736.04	994.14	12995	82.88	1653.16	621.26

(Source: Information furnished by concerned Departments)

The arrears of revenue increased 2.79 times during the last five years from ₹ 621.26 crore at the beginning of 2011-12 to ₹ 1,736.04 crore at the end of 2015-16. This was equal to 27.09 per cent of the State's own resources during the year 2015-16. Of the total outstanding arrears in 2015-16, ₹ 994.14 crore was outstanding for more than three years. The information on revenue arrears were not furnished by the ten Departments⁴. The Government should ensure the speedy recovery of the arrears of revenue.

1.4 Capital receipts

The Capital receipts of the State include non-debt and debt receipts. The non-debt receipts include largely the proceeds from disinvestment of equity in Government companies/corporations and recoveries of loans and advances. The debt capital receipts are credited under Public Debt section of the consolidated fund.

The debt receipts include Public Debt which is further divided broadly into two categories (a) loans/advances from the GoI and (b) Internal debt-borrowings from banks, financial institutions through negotiated loans or open market borrowings through issue of State Development loans.

The trends and composition of Capital receipts during the years 2011-16 are presented in Table 1.11.

Table 1.11 Trends in growth and composition of Capital receipts

(₹ in crore)					
Sources of Capital Receipts	2011-12	2012-13	2013-14	2014-15	2015-16
Capital Receipts	553	1552	1362	1277	1857
Miscellaneous Capital Receipts	0	0	0	0	0
Recovery of Loans and Advances	16	15	13	10	10
Public Debt Receipts	537	1537	1349	1267	1847
<i>Internal debt</i>	<i>324</i>	<i>1371</i>	<i>1199</i>	<i>1064</i>	<i>1736</i>
<i>Growth rate (in percentage)</i>	<i>-54.81</i>	<i>323.14</i>	<i>-12.54</i>	<i>-11.26</i>	<i>63.16</i>
<i>Loans and Advances from GoI</i>	<i>213</i>	<i>167</i>	<i>150</i>	<i>203</i>	<i>111</i>
<i>Growth rate (in percentage)</i>	<i>660.71</i>	<i>-21.60</i>	<i>-10.17</i>	<i>35.33</i>	<i>-45.32</i>
Growth rate of debt capital receipts (in percentage)	-27.91	186.22	-12.23	-6.08	45.78
Growth rate of non-debt capital receipts (in percentage)	6.66	-6.25	-13.33	-23.08	0.00
Growth rate of GSDP (in percentage)	28.72	-1.96	15.30	7.72	15.61
Rate of growth of CR (percentage)	-27.24	180.65	-12.24	-6.24	45.42
Buoyancy of Debt receipts w.r.t. GSDP	-0.97	--*	-0.80	-0.79	2.93

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

*GSDP growth rate in 2012-13 being negative, buoyancy ratios cannot be calculated

⁴Department of Industries; Education; Collector, North Goa; Collector, South Goa; Director of Sports and Youth Affairs; Legislature; Land Acquisition Officer; Director of Panchayat; Director of Mines and Goa Sadan

Capital receipts increased by ₹ 1,304 crore (3.35 times) from ₹ 553 crore in 2011-12 to ₹ 1,857 crore in 2015-16. Debt receipts had a prominent share in capital receipts and were between 97 per cent and 99 per cent during the period 2011-16.

Recoveries of loans and advances

During the year, the State Government had released an amount of ₹ 2.69 crore as loans and advances to various institutions. At the end of March 2016, an amount of ₹ 76.14 crore was outstanding under this head. Principal amount recovered during the year was ₹ 10.20 crore, which was 13.40 per cent of the outstanding balance as 31 March 2016 under loans and advances.

Debt receipts from internal sources

The Public Debt receipts of the State Government increased by ₹ 580 crore (45.78 per cent) from ₹ 1,267 crore in 2014-15 to ₹ 1,847 crore in 2015-16. This includes Internal Debt of ₹ 1,736 crore (94 per cent) and Loans and Advances from GoI of ₹ 111 crore (six per cent). Market borrowings had a predominant share under internal debt (84 per cent) followed by NSSF loans (nine per cent) and negotiated loans (seven per cent).

Buoyancy⁵ of debt receipts with respect to GSDP at 2.93 has increased during the year indicating that the Government's borrowing pace was more than that of growth in GSDP.

1.5 Public Account receipts

Receipts and disbursements in respect of certain transactions such as small savings, provident funds, reserve funds, deposits, suspense, remittances *etc.*, do not form part of the consolidated fund. These are kept in the Public Account set up under Article 266(2) of the Constitution and are not subject to vote by the State legislature. Here the Government acts as a banker/trustee for public money. The balance after disbursements is the fund available with the Government for use for various activities.

The net transactions under Public Account covering the period 2011-16 are indicated in **Table 1.12**.

Table 1.12: Net transactions under Public Account

(₹ in crore)

Resources under various heads	2011-12	2012-13	2013-14	2014-15	2015-16
Net Public Account Receipts⁶					
a. Small Savings, Provident Fund <i>etc</i>	171	150	115	112	113
b. Reserve Fund	67	169	112	128	286
c. Deposits and Advances	158	192	336	110	-72
d. Suspense and Miscellaneous	101	-699	-179	-180	-185
e. Remittances	-4	-178	85	-113	-94
Total	493	-366	469	57	48

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

⁵ Buoyancy ratio is the comparison of growth rates of two parameters. Ratio equal to one indicates both parameters are growing at same pace and less than one indicates first parameter growing with less pace than other and vice versa

⁶ Net Public Account receipts= Public Account Receipts-Disbursement and Suspense and Miscellaneous and Reserve fund figures depicted after excluding Investment figures.

The **Table 1.12** shows that overall net receipts under public account decreased from ₹ 57 crore in 2014-15 to ₹ 48 crore in 2015-16.

1.6 Application of resources

Analysis of the allocation of expenditure at the State Government level assumes significance since major expenditure responsibilities are entrusted with them. Within the framework of fiscal responsibility legislations, there are budgetary constraints in raising the 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 at the cost of expenditure especially directed towards development and social sectors.

1.6.1 Growth and composition of expenditure

The total expenditure of the State Government consists of revenue expenditure as well as capital expenditure which include expenditure on loans and advances. The trends in various components of total expenditure, Plan and Non-Plan revenue expenditure, committed expenditure such as salaries and wages, interest payments, pension payments and subsidies, financial assistance to local bodies, *etc.*, are discussed in succeeding paragraphs.

The total expenditure and its composition during the years 2011-12 to 2015-16 are presented in the **Table 1.13**.

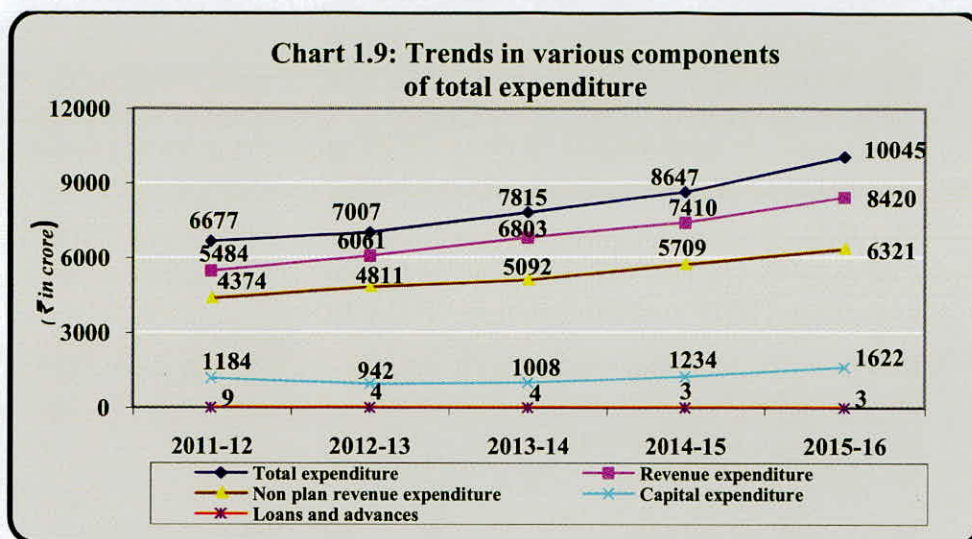
Table 1.13: Total expenditure and its composition

	(₹ in crore)				
	2011-12	2012-13	2013-14	2014-15	2015-16
Total Expenditure	6677	7007	7815	8647	10045
Revenue Expenditure	5484	6061	6803	7410	8420
	(82)	(87)	(87)	(86)	(84)
<i>of which, Non-Plan Revenue Expenditure</i>	<i>4374</i>	<i>4811</i>	<i>5092</i>	<i>5709</i>	<i>6321</i>
Capital Expenditure	1184	942	1008	1234	1622
	(18)	(13)	(13)	(14)	(16)
Loans and Advances	9	4	4	3	3
	(1)				

(Source: Finance Accounts of the State)

Figures in parentheses indicate percentage to total expenditure

Chart 1.9 presents the trends in total expenditure over a period of last five years (2011-16) and its composition in terms of expenditure by activities is depicted in **Chart 1.11**.



(Source: Finance Accounts of the State)

Total expenditure

The average annual growth rate in total expenditure of the State was 12.61 per cent from ₹ 6,677 crore in 2011-12 to ₹ 10,045 crore in 2015-16. The total expenditure, its annual growth rate, the ratio of expenditure to the GSDP and to revenue receipts and its buoyancy with respect to GSDP and revenue receipts are indicated in **Table 1.14**.

During 2006-07 to 2014-15, the compound growth rate of total expenditure (13.67 per cent) was lower than the growth rate of other GCS (16.71 per cent). The growth rate in the State was 16.17 per cent in 2015-16 over the previous year and was lower than GCS (16.42 per cent) (**Appendix 1.1**).

Table 1.14: Total expenditure – basic parameters

	(₹ in crore)				
	2011-12	2012-13	2013-14	2014-15	2015-16
Total expenditure (TE)	6677	7007	7815	8647	10045
Rate of growth of TE (per cent)	10.89	4.94	11.53	10.65	16.17
Revenue receipts (RR)	5781	5845	6450	7689	8552
Rate of growth of RR (per cent)	6.22	1.11	10.35	19.21	11.22
TE/GSDP ratio (per cent)*	15.44	16.52	15.98	16.42	16.50
RR/TE ratio (per cent)	86.58	83.42	82.53	88.92	85.14
Buoyancy of total expenditure with reference to :					
GSDP (ratio)	0.38	--*	0.75	1.38	1.04
RR (ratio)	1.75	4.46	1.11	0.55	1.44

(Source: Finance Accounts of the State)

*GSDP figures in 2012-13 being negative, buoyancy ratio could not be calculated

The increase of ₹ 1,398 crore (16.17 per cent) in total expenditure during 2015-16 over the previous year was on account of an increase of ₹ 1,010 crore and ₹ 388 crore in revenue and capital expenditure respectively.

The ratio of total expenditure to GSDP remained around 16 per cent during 2011-16. During the period from 2011-12 to 2013-14, ratio between revenue receipts and total expenditure showed a declining trend,

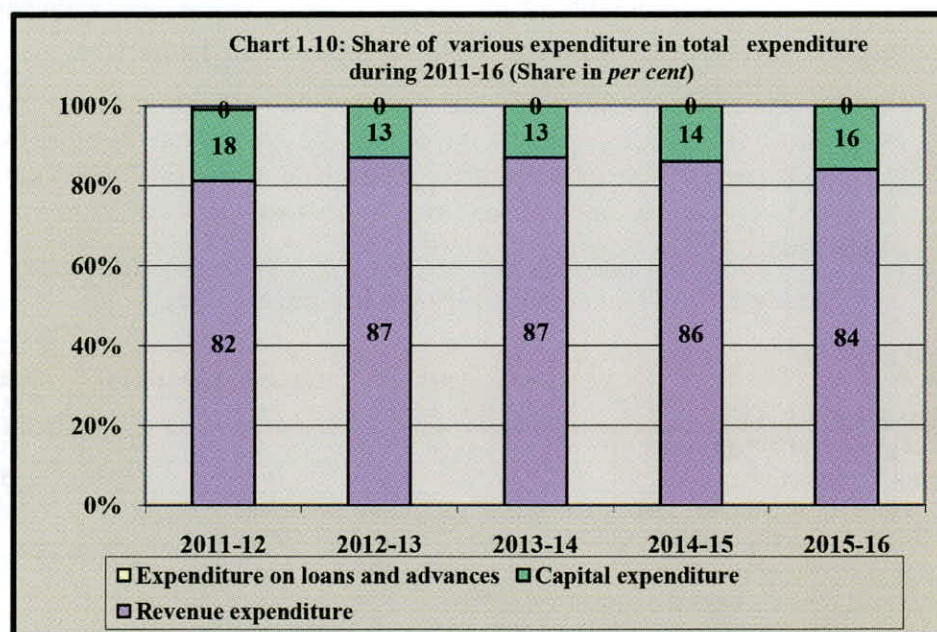
indicating the widening gap between receipt and expenditure of the State. The position slightly improved during 2014-15 and the revenue was sufficient to meet 88.92 *per cent* of the total expenditure of the State. This ratio however, decreased in 2015-16 which shows that 85.14 *per cent* of the total expenditure was met from revenue receipts.

The ratio of buoyancy of total expenditure with reference to GSDP was 1.04 in 2015-16. This indicated that during 2015-16 for each one *per cent* increase in GSDP total expenditure grew by 1.04 *per cent*.

Buoyancy of total expenditure with revenue receipt was more than one during 2015-16 indicating that the growth of revenue receipts was not keeping pace with total expenditure.

Of the total expenditure of ₹ 10,045 crore during 2015-16, Non-Plan expenditure contributed 63 *per cent* while Plan expenditure was 37 *per cent*. Of the increase of ₹ 1,398 crore in total expenditure, the Non-Plan expenditure accounted for 45 *per cent*, while the contribution of Plan expenditure was 55 *per cent*.

Trend of share of various components of total expenditure is given in **Chart 1.10**.



The total expenditure was less by 16.36 *per cent* than projected amount in the budget (₹ 12,010 crore). Revenue expenditure (₹ 8,420 crore), at 13.83 *per cent* of GSDP, was less than the projection (₹ 9,090 crore) made in the budget.

During 2006-07 to 2014-15, the compound growth rate of capital expenditure (8.85 *per cent*) was lower than the growth rate of GCS (13.21 *per cent*). The growth rate in the State was 31.44 *per cent* in 2015-16 over the previous year and was higher than GCS (25.80 *per cent*) (**Appendix 1.1**).

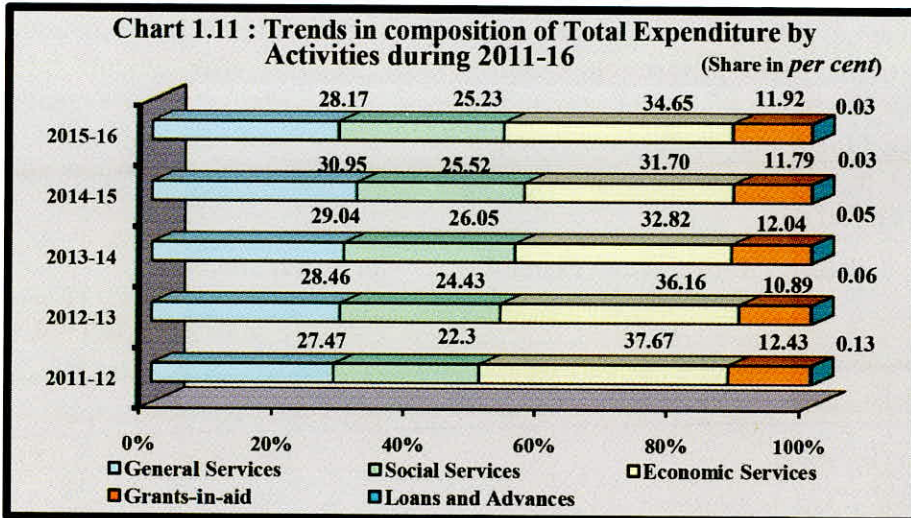
Trends in total expenditure in terms of activities

In terms of the activities, total expenditure could be considered as being composed of expenditure on General Services including interest payments, Social and Economic Services, grants-in-aid and loans and advances. Relative shares of these components in the total expenditure are indicated in **Table 1.15** and **Chart 1.11**.

Table 1.15: Components of expenditure – relative shares

	<i>(in per cent)</i>				
	2011-12	2012-13	2013-14	2014-15	2015-16
General Services	27.47	28.46	29.04	30.96	28.17
<i>of which, Interest Payments</i>	10.55	11.43	11.40	11.66	10.70
Social Services	22.30	24.43	26.05	25.52	25.23
Economic Services	37.67	36.16	32.82	31.70	34.65
Grants-in-aid	12.43	10.89	12.04	11.79	11.92
Loans and Advances	0.13	0.06	0.05	0.03	0.03

(Source: Finance Accounts of the State)



Relative shares of three components of the total expenditure showed that during 2015-16, the share of General Services in the total expenditure decreased as compared to the previous year and the decline in Social Services was marginal.

The share of expenditure on Economic Services has increased during 2015-16, over the previous year. The increase in revenue expenditure was mainly under Rural Development (₹ 57 crore), Agriculture and Allied Activities (₹ 46 crore) and Energy (₹ 170 crore). The increase in expenditure on capital outlay was mainly under Energy (₹ 212 crore) and Transport (₹ 137 crore).

Revenue expenditure

In the context of State finances, the quality of expenditure has always been an important issue. Currently, revenue expenditure accounts for around 83.82 per cent of the State’s aggregate expenditure, which is in

the nature of current consumption, leaving only 16.18 per cent for investment and asset creation.

During the current year, revenue expenditure increased by ₹ 1,010 crore (13.63 per cent) over 2014-15, mainly due to increase in expenditure on General Services (₹ 190 crore), Social Services (₹ 262 crore), Economic Services (₹ 381 crore) and increase in Grants-in-aid and contributions (₹ 177 crore). While 25 per cent of expenditure was incurred under Plan head, the remaining 75 per cent was under Non-Plan head.

The major heads that registered increases include Interest payments (₹ 67 crore), Pension and other retirement benefits (₹ 57 crore), General Education (₹ 102 crore), Police (₹ 72 crore), Medical and Public health (₹ 53 crore), Water supply, Sanitation, Housing and Urban Development (₹ 69 crore), Tourism (₹ 90 crore) and Social security and welfare (₹ 119 crore).

Incidence of revenue expenditure

The bulk of total expenditure goes towards revenue expenditure. Revenue expenditure is incurred to maintain the current level of services and payment for past obligations and as such, does not result in any addition to the State infrastructure and service network. The overall revenue expenditure, its rate of growth, the ratio of non-plan revenue expenditure to GSDP and to revenue receipts and buoyancy of revenue expenditure with GSDP and revenue receipts during the last five years is indicated in Table 1.16.

Table 1.16: Revenue expenditure – basic parameters

	(₹ in crore)				
	2011-12	2012-13	2013-14	2014-15	2015-16
Revenue Expenditure (RE)	5484	6061	6803	7410	8420
Non-Plan Revenue Expenditure (NPRE)	4373	4811	5092	5709	6321
Plan Revenue Expenditure (PRE)	1110	1250	1711	1701	2099
Rate of Growth of					
RE (per cent)	14.63	10.52	12.24	8.92	13.63
NPRE (per cent)	13.40	10.02	5.84	12.12	10.72
PRE (per cent)	19.74	12.61	36.88	-0.58	23.40
Revenue Expenditure as percentage to TE	82.13	86.50	87.05	85.69	83.82
NPRE/GSDP (per cent)	10.11	11.34	10.41	10.84	10.38
NPRE as percentage of TE	65.50	68.66	65.16	66.02	62.93
NPRE as percentage of RR	75.64	82.31	78.95	74.25	73.91
Buoyancy of Revenue Expenditure with					
GSDP (ratio)	0.51	--*	0.80	1.16	0.87
Revenue Receipts (ratio)	2.35	9.50	1.18	0.46	1.21

(Source : Finance Accounts of the State)

*GSDP growth rate in 2012-13 being negative, buoyancy could not be calculated

The buoyancy ratio of revenue expenditure with reference to both GSDP and revenue receipts showed a fluctuating trend.

Plan Revenue Expenditure

The Plan Revenue Expenditure increased by ₹ 398 crore (23.40 per cent) during 2015-16 over the previous year. The increase in expenditure was mainly under Social Welfare and Nutrition (₹ 143 crore), Tourism

(₹ 90 crore), Agriculture and Allied Activities (₹ 37 crore), Education, Sports Art and Culture (₹ 32 crore) and Rural Development (₹ 30 crore).

Non-Plan Revenue Expenditure

The Non-Plan Revenue Expenditure (NPRE) in 2015-16 constituted a dominant share of 75.07 *per cent* in the revenue expenditure and increased by ₹ 612 crore (10.72 *per cent*) over the previous year. The variations in NPRE under the major heads indicate increase in expenditure under Energy (₹ 169 crore), Interest payments (₹ 67 crore), Education, Sports, Art and Culture (₹ 80 crore), Pension and other retirement benefits (₹ 57 crore), Health and Family Welfare (₹ 35 crore), Water supply, Sanitation, Housing and Urban Development (₹ 53 crore) and Transport (₹ 46 crore).

The NPRE as percentage of revenue receipts was 73.91 *per cent* during 2015-16 indicating that 73.91 *per cent* of the revenue receipts were used to meet the NPRE.

Subsidies

Subsidies given during the years 2011-12 to 2015-16 are presented in the Table 1.17.

Table 1.17: Subsidies

	2011-12	2012-13	2013-14	2014-15	2015-16	
					BE	Actual
Subsidies	102.59 (1.77)	132.34 (2.26)	160.15 (2.48)	192.55 (2.50)	322.43 (3.60)	244.21 (2.85)
Total Revenue Expenditure	5484	6061	6803	7410	9090	8420
Revenue Receipts	5781	5845	6450	7689	8953	8552

(Source: Finance Accounts of the State)

Figures in parentheses indicate percentage to Revenue Receipts

The above table indicates that expenditure under subsidies increased by 27 *per cent* from ₹ 192.55 crore in 2014-15 to ₹ 244.21 crore in 2015-16. During the current year, subsidies constituted 2.85 *per cent* of revenue receipts and about 2.90 *per cent* of the total revenue expenditure. The major disbursement of subsidy was under the heads Agriculture and Allied Activities (₹ 143.09 crore), Transport (₹ 70.36 crore) and Pension and Miscellaneous General Services (₹ 24.87 crore).

Capital expenditure

Capital expenditure (₹ 1,622 crore) constituted 16.15 *per cent* of the total expenditure in 2015-16. The ratio of Capital expenditure to total expenditure during 2014-15 was 14.27 *per cent*. The increase of ₹ 388 crore (31.44 *per cent*) in capital expenditure during 2015-16 over previous year was mainly on account of increase in expenditure on capital outlay on Education, Sports, Art and Culture (₹ 23 crore), capital outlay on Health and Family Welfare (₹ 14 crore), Agriculture and Allied Activities (₹ 23 crore), Energy (₹ 212 crore) and Water Supply, Sanitation, Housing and Urban Development (₹ 28 crore).

Loans and advances

Loans and advances constituted only 0.03 per cent of the total expenditure in 2015-16 as was in 2014-15.

1.6.2 Committed expenditure

The committed expenditure of the State Government on revenue account mainly consists of interest payments, expenditure on salaries and wages and pensions. Despite recommendations of the Twelfth Finance Commission, the statement of committed liabilities was not incorporated in the Finance Accounts by the State Government. **Table 1.18** and **Chart 1.12** present the trends in the expenditure on these components during 2011-16.

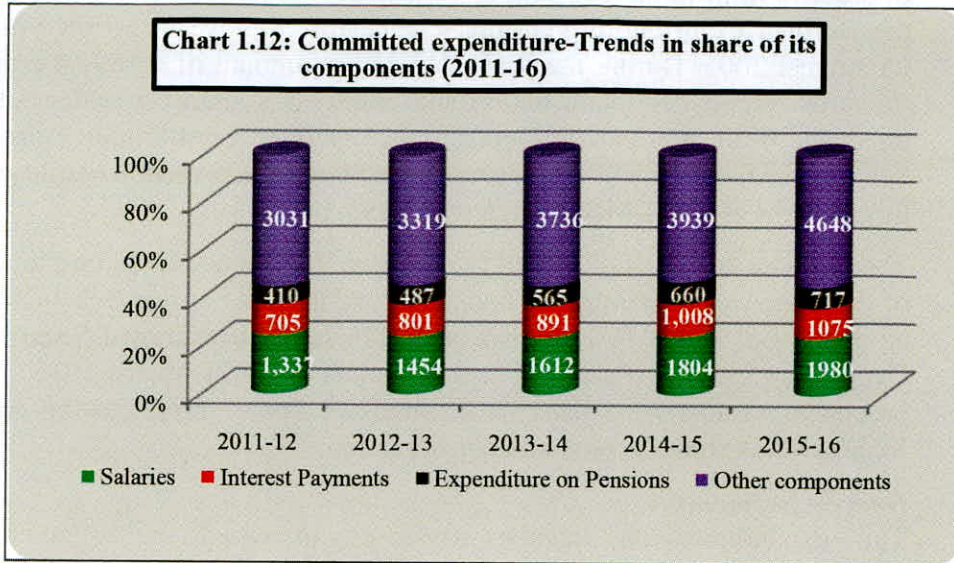
Table 1.18: Components of Committed expenditure

Components of Committed Expenditure	2011-12	2012-13	2013-14	2014-15	2015-16	
					BE	Actual
Salaries & Wages						
Non-Plan Head	1097.27 (18.98)	1196.83 (20.47)	1324.07 (20.53)	1447.73 (18.83)	1774 (19.81)	1589.20 (18.58)
Plan Head	239.30 (4.14)	257.50 (4.41)	287.92 (4.46)	326.52 (4.25)	454 (5.07)	390.50 (4.57)
Total	1336.57 (23.12)	1454.33 (24.88)	1611.99 (24.99)	1804.25 (23.47)	2228 (24.89)	1979.70* (23.15)
Interest Payments	705.17 (12.20)	800.71 (13.70)	890.66 (13.81)	1007.53 (13.10)	1076 (12.02)	1074.70 (12.57)
Pensions	410.30 (7.10)	487.41 (8.34)	564.99 (8.76)	659.96 (8.58)	671 (7.49)	716.85 (8.38)
Total Committed expenditure	2452.04 (42.41)	2742.45 (46.91)	3067.64 (47.56)	3471.74 (45.15)	3975 (44.40)	3771.25 (44.10)
Other Components	3031.46 (52.44)	3318.89 (56.78)	3735.64 (57.92)	3938.51 (51.22)	5115 (57.13)	4648.31 (54.35)
Total Revenue Expenditure	5483.50	6061.34	6803.28	7410.25	9090	8419.56
Revenue Receipts	5780.73	5845.43	6449.77	7688.69	8953	8552.24
Percentage of committed expenditure to Revenue expenditure	44.72	45.24	45.09	46.85	43.73	44.79
Percentage of committed expenditure to Revenue Receipts	42.42	46.92	47.56	45.15	44.40	44.10

(Source: Finance Accounts of the State)

Figures in parentheses indicate percentage to Revenue Receipts

*Salaries: ₹ 1,954.57 crore + Wages: ₹ 25.13 crore (Finance Accounts)



The share of committed expenditure in revenue expenditure and percentage of committed expenditure with respect to revenue receipt has marginally decreased when compared with 2014-15.

Salaries and Wages

The average annual growth in salaries and wages during 2011-16 was 11.49 per cent. The expenditure on salaries and wages (including grants-in-aid component) increased by ₹ 175.45 crore (9.72 per cent) from ₹ 1,804.25 crore in 2014-15 to ₹ 1,979.70 crore in 2015-16. Salaries and wages were 23.15 per cent of the revenue receipts. Expenditure on salaries and wages during the current year was less than the budget estimates by 11.14 per cent. During the year, expenditure on salary constituted 23.51 per cent of revenue expenditure and 31.31 per cent of non-plan expenditure.

During 2006-07 to 2014-15, the compound growth rate of salary and wages (18.25 per cent) was higher than the compound growth rate of GCS (15.49 per cent). The growth rate in the State was 9.76 per cent in 2015-16 over the previous year and was lower than GCS (9.95 per cent) (Appendix 1.1).

Pension payments

The expenditure on pension increased at an average annual growth of 13.98 per cent. There was increase in pension payments of ₹ 56.89 crore (8.62 per cent) during 2015-16 over the previous year.

During 2006-07 to 2014-15, the compound growth rate of pension (20.35 per cent) was higher than the compound growth rate of GCS (18.59 per cent). The growth rate in the State was 8.64 per cent in 2015-16 over the previous year and was lower than GCS (11.79 per cent) (Appendix 1.1).

In order to limit future pension liabilities, the Government had introduced the Defined Contribution Pension Scheme for employees recruited after 05 August 2005. During the year 2015-16, an amount of ₹ 169.64 crore⁷ (towards employees' contribution and employer's share) was deposited under the head '8342-Other Deposits, 117-Defined Contribution Pension Scheme for Government employees'. The State Government's liability on this account as on 31 March 2016 was ₹ 293.14 crore.

The Director of Accounts stated (December 2016) that 24,982 employees of the State Government were registered under New Pension Scheme and an amount of ₹ 421.10 crore has been transferred to National Securities Depository Limited (Pension Fund Manager) as on 31 March 2016. The process for transferring the balance funds (₹ 268.07 crore) to the Fund Manager was stated to be under consideration.

Interest payments

The expenditure on interest payments increased at an average annual growth rate of 10.60 per cent from ₹ 705.17 crore in 2011-12 to ₹ 1,074.70 crore in 2015-16, primarily due to an increase in debt liabilities.

The increase in interest payments by ₹ 67.17 crore (6.67 per cent) in 2015-16 over the previous year was mainly due to increase in interest on internal debt (₹ 65 crore), State Provident Fund (₹ 12 crore) offset by decrease in interest payments on loans and advances from Central Government and interest on deposits (₹ 10 crore).

1.6.3 Financial assistance by State Government to local bodies and other institutions

Financial assistance to local bodies and other institutions constituted 14.21 per cent of the revenue expenditure during 2015-16.

The quantum of assistance provided by way of grants and loans to local bodies and others during 2015-16 relative to the previous years is presented below:

Table 1.19: Financial assistance to local bodies and other institutions

(₹ in crore)

Sl. No.	Institutions	2011-12	2012-13	2013-14	2014-15	2015-16
1	Educational Institutions (Aided Schools, Aided Colleges, Universities, etc.)	516.61	607.70	656.72	752.31	836.86
2	Municipal Corporations and Municipalities	71.56	53.97	51.82	58.29	67.80
3	Zilla Panchayats and Other Panchayati Raj Institutions	34.80	72.73	79.31	51.78	110.10
4	Other Institutions	212.82	61.55	153.34	157.35	182.06
	Total	835.79	795.95	941.19	1019.73	1196.82
	Assistance as percentage of RE	15.24	13.13	13.83	13.76	14.21

(Source : Finance Accounts of the State)

⁷ Employees and employers contribution-@ ₹ 70.74 crore*2= ₹ 141.48 crore, interest-₹ 28.16 crore

It would be seen from **Table 1.19** that the financial assistance by the Government increased from ₹ 835.79 crore in 2011-12 to ₹ 1,196.82 crore in 2015-16. As compared to previous year, the assistance in 2015-16 increased by 17.37 per cent.

During the year 2015-16, financial assistance given to (a) Education institutions (Aided schools, Aided colleges, Universities *etc.*) increased by ₹ 85 crore mainly due to payment of more assistance to Government aided schools and colleges.

1.6.3.1 State Finance Commission

The Second State Finance Commission (SSFC) was set up in August 2005 to recommend devolution of powers, functions, responsibilities and resources to Urban Local Bodies (ULBs) and Panchayat Raj Institutions. The Commission recommended (December 2007) devolution of all the 11 functions to ULBs for economic development and social justice as listed in the Goa Municipalities Act, 1968. Of the 11 functions to be devolved to the ULBs only seven functions and one activity in one function have been transferred as of October 2016. In addition to this, the function of Urban Poverty Alleviation and the activity of Solid Waste Management under Public Health and Sanitation not envisaged in the Act have also been transferred to ULBs.

Similarly, the SSFC recommended devolution of all the 28 functions and 74 activities to Village Panchayats (VPs) and 25 functions and 47 activities to Zilla Panchayats (ZPs) for economic development and social justice as listed in Schedule I and II of the Goa Panchayat Raj Act, 1994 respectively.

The Government constituted a committee of Group of Ministers (February 2013) to study/examine the recommendations of the SSFC on activity mapping and prepare explanatory memorandum on the recommendations of the SSFC. The report of the committee is awaited (January 2017). The recommendations of the SSFC are yet to be approved though the five-year period covered by the report of the Commission ended in March 2012.

The Third State Finance Commission for the period from 2012-13 to 2016-17 has not been constituted so far (January 2017).

1.6.3.2 Audit arrangements

The audit of ULBs and VPs is carried out by the CAG under Section 14 of CAG's (Duties, Powers and Conditions of Service) Act, 1971. The Government of Goa has entrusted Technical Guidance and Supervision over accounts and audit of Local Bodies to the CAG in November 2006. By virtue of Section 194 of the Goa Panchayat Raj Act, 1994, the CAG is the sole auditor for ZPs. The audit is conducted under Section 20 (1) of the CAG's DPC Act, 1971.

1.7 Quality of expenditure

The availability of better social and physical infrastructure in the State generally reflects the quality of its expenditure. The improvement in

quality of expenditure basically involves three aspects viz., adequacy of the expenditure (*i.e.* adequate provisions for providing public services); efficiency of expenditure use and effectiveness (assessment of outlay-outcome relationships for select services).

1.7.1 Adequacy of public expenditure

The expenditure responsibilities relating to the social sector and the 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, health *etc.* Low fiscal priority (ratio of expenditure under a category to aggregate expenditure) is attached to a particular sector, if it is below the respective national average. An analysis of the fiscal priority of the State Government with regard to development expenditure, social expenditure and capital expenditure during 2012-13 and 2015-16 has been indicated in **Table 1.20**.

Table 1.20: Fiscal priority of the State in 2012-13 and 2015-16

Fiscal priority by the State	AE/ GSDP	DE [#] /AE	SSE/ AE	ESE/ AE	CE/ AE	Education, sports, art and culture/ AE	Health and family welfare/AE
General Category States Average (Ratio) 2012-13	14.14	70.03	38.47	29.70	13.70	17.72	4.72
Goa's Average (Ratio) 2012-13	16.52	71.50	34.15	37.34	13.44	16.13	6.05
General Category States Average (Ratio) 2015-16	16.05 [§]	70.63	36.29	34.34	14.89	15.63	4.45
Goa's Average (Ratio) 2015-16	16.50	71.75	35.10	36.65	16.15	14.88	5.71

(Source: GSDP of 2015-16 adopted from budget at a glance 2016-17)

AE: Aggregate Expenditure; DE: Development Expenditure, SSE: Social Sector Expenditure, ESE: Economic Sector Expenditure, CE: Capital Expenditure

Development Expenditure includes Development Revenue Expenditure, Development Capital Expenditure and Loans and Advances disbursed

[§]Excluding Delhi

Analysis of the fiscal priorities of the State as shown in **Table 1.20** reveals the following:

- The ratio of AE to GSDP for Goa in 2012-13 and 2015-16 (16.52 per cent and 16.50 per cent) was higher as compared to the GCS (14.14 per cent and 16.05 per cent). This meant that Goa was spending more as a proportion of its GSDP when compared to GCS
- Development expenditure⁸ as a proportion of aggregate expenditure in the State (71.50 per cent and 71.75 per cent) was higher than the GCS's average (70.03 per cent and 70.63 per cent) in 2012-13 and 2015-16 respectively.

⁸The expenditure data is segregated into development and non-development expenditure. All expenditure relating to Revenue Account, Capital Outlay and Loans and Advances are categorised into Social Services, Economic Services and General Services. Broadly, the Social and Economic Services constitute development expenditure, while expenditure on General Services is treated as non-development expenditure.

- Capital expenditure increases the asset creation which will generate opportunities for higher growth. In Goa, the ratio of CE to the AE (13.44 *per cent*) was marginally lower in 2012-13 as compared to ratio of GCS whereas, in 2015-16 it was higher (16.15 *per cent*) than the ratio of GCS. Greater fiscal priority was given to Capital expenditure on physical capital formation during this year.
- Development expenditure consists of both economic and social service sector expenditure. The ratio of expenditure on social sector to AE increased from 34.15 *per cent* in 2012-13 to 35.10 *per cent* in 2015-16, but was lower than the GCS. Priority was given to economic sector as the expenditure on economic sector was higher than the GCS. As observed from the above table, adequate priority needs to be given to education sector as the ratio under this sector was below the GCS average during 2012-13 and 2015-16.
- The State Government has given fiscal priority to Health and Family Welfare during 2012-13 and 2015-16, as their ratios to AE were higher than the ratios of GCS.

1.7.2 *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 Governments to take appropriate expenditure rationalisation measures and lay emphasis on provision of core public⁹ and merit goods¹⁰. Apart from improving the allocation towards development expenditure, particularly in view of the fiscal space being created on account of decline in debt servicing in recent years, 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 total expenditure (and/or GSDP), the better would be the quality of expenditure. **Table 1.21** and **Chart 1.13** present the trends in DE relative to the AE of the State during the current year *vis-à-vis* budget estimates of the current year and the actual expenditure during the previous years.

⁹Core public goods are those which all citizens enjoy in common in the sense that each individual's consumption of such goods leads to no subtractions 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 other environmental goods and road infrastructure *etc.*

¹⁰Merit goods are commodities that the public sector provides free or at subsidised rates because an individual or society should have them on the basis of concept of need, rather than ability and willingness to pay the Government and therefore wishes to encourage their consumption. Examples of such goods includes 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.*

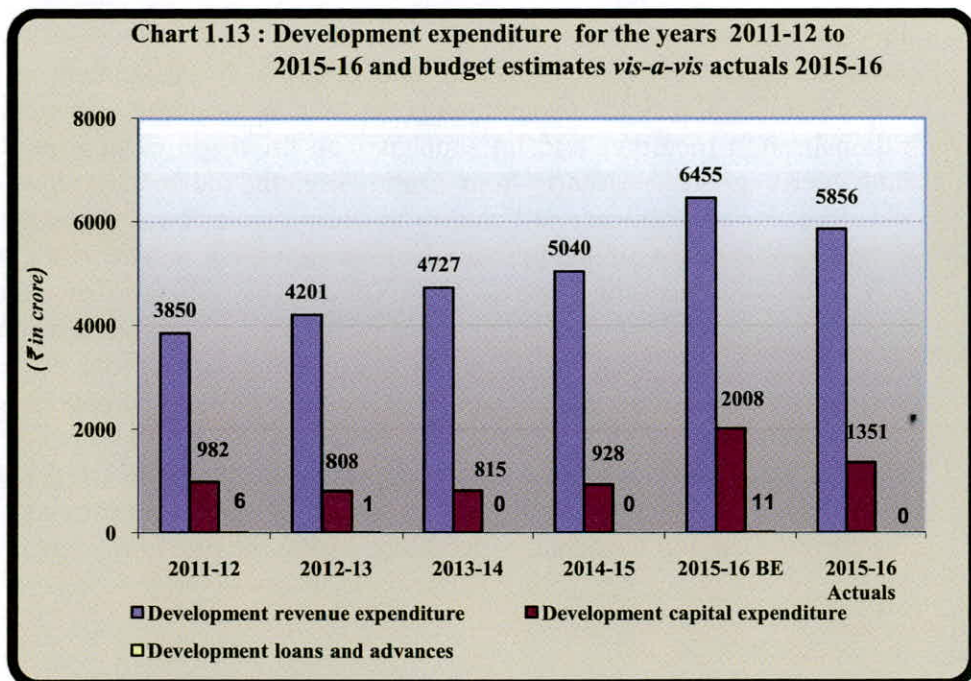
Table 1.21: Development expenditure

Components of Development Expenditure	2011-12	2012-13	2013-14	2014-15	2015-16	
					BE	Actual
a. Development Revenue Expenditure	3850 (57.66)	4201 (59.95)	4727 (60.48)	5040 (58.28)	6455 (53.75)	5856 (58.30)
b. Development Capital Expenditure	982 (14.71)	808 (11.53)	815 (10.42)	928 (10.73)	2008 (16.72)	1351 (13.45)
c. Development Loans and Advances	6 (0.08)	1 (0.01)	0 (0.00)	0 (0.00)	11 (0.09)	0 (0.00)
Development Expenditure (a to c)	4838 (72.45)	5010 (71.50)	5542 (70.91)	5968 (69.01)	8474 (70.56)	7207 (71.75)
Total expenditure	6677	7007	7815	8647	12010	10045

(Source: Finance Accounts of the State)

Figures in the parentheses indicate as percentage of total expenditure

While total expenditure showed a growth rate of 16.17 per cent, the growth rate of development expenditure was 20.76 per cent over the previous year.



(Source: Finance Accounts of the State)

Development expenditure

The development expenditure increased by 49 per cent (₹ 2,369 crore) from ₹ 4,838 crore in 2011-12 to ₹ 7,207 crore in 2015-16. During 2015-16, 81 per cent of the development expenditure was incurred on development revenue expenditure which was three per cent less than last year.

Development revenue expenditure

Development revenue expenditure increased by ₹ 816 crore (16.19 per cent) from ₹ 5,040 crore in 2014-15 to ₹ 5,856 crore in

2015-16. The increase was mainly due to increase in expenditure under Social services (₹ 368 crore) and Economic services (₹ 448 crore). In social services the increase was mainly under the sub-sectors education, sports arts and culture (₹ 111 crore); health and family welfare (₹ 53 crore); water supply, sanitation, housing and urban development (₹ 69 crore). In economic services, increase was mainly under agriculture and allied activities (₹ 46 crore), rural development (₹ 57 crore) and energy (₹ 170 crore). The actual development revenue expenditure in 2015-16 was less than the State projections in the budget by ₹ 599 crore.

Development capital expenditure

The development capital expenditure increased by ₹ 423 crore (45.58 per cent) from ₹ 928 crore in 2014-15 to ₹ 1,351 crore in 2015-16. The actual development capital expenditure was however, less than the State projections in the budget by ₹ 657 crore.

Development loans and advances

Development expenditure in respect of loans and advances during 2015-16 was 'nil'. The actual development loans and advances were less than the State projections in the budget of 2015-16 by ₹ 11 crore.

Table 1.22 provides the details of capital expenditure and the component of revenue expenditure incurred on the maintenance of the selected social and economic services.

Table 1.22: Efficiency of expenditure use in selected Social and Economic Services

Social/Economic Infrastructure	2014-15		2015-16	
	Share of CE to TE	Share of salaries in RE	Share of CE to TE	Share of salaries in RE
Social Services (SS)				
Education, Sports, Art and Culture	9.93	25.46	10.57	24.68
Health and Family Welfare	3.33	75.94	5.42	73.24
Water supply, Sanitation, Housing and Urban Development	24.75	11.47	25.41	10.07
Total (SS)	9.00	28.57	9.74	26.89
Economic Services (ES)				
Agriculture and Allied Activities	7.62	36.04	12.63	32.54
Irrigation and Flood Control	57.89	42.58	44.85	39.48
Power and Energy	11.34	14.73	20.36	14.29
Transport	47.67	28.94	56.36	29.04
Total (ES)	22.60	20.89	27.40	19.00
Total (SS+ES)	15.55	25.18	18.76	23.29

(Source: Finance Accounts of the State for the years 2014-15 and 2015-16)

TE: Total expenditure in the concerned sub sector; CE: Capital Expenditure; RE: Revenue Expenditure

The trends presented in **Table 1.22** reveal that development capital expenditure as a percentage to total expenditure in the sub-sector increased from 15.55 per cent in 2014-15 to 18.76 per cent in 2015-16. The percentage of capital expenditure on Social Services to the total

expenditure in the sub-sector increased from 9.00 *per cent* in 2014-15 to 9.74 *per cent* in 2015-16. The increase was mainly seen under education, sports, art and culture and water supply, sanitation, housing and urban development. The percentage of capital expenditure on Economic Services to the total expenditure in the sub sector increased from 22.60 *per cent* in 2014-15 to 27.40 *per cent* in 2015-16. The increase was mainly seen under Energy and Transport sectors.

The share of salaries in revenue expenditure decreased from 25.18 *per cent* in 2014-15 to 23.29 *per cent* in 2015-16. The share of salaries in revenue expenditure on social services and economic services had decreased during 2015-16 as compared to previous year.

1.8 Analysis of Government expenditure and investments

In the post-FRBM framework, State is expected to keep its fiscal deficit (and borrowings) not only at low levels but also meet its capital expenditure/investment (including loans and advances) requirements. In addition, in a transition to complete dependence on market-based resources, State Government needs to initiate measures to earn adequate returns on its investments and recover its cost of borrowed funds rather than bearing the same on its budget in the form of implicit subsidy and take requisite steps to infuse transparency in financial operations. This section presents the broad financial analysis of investments and other capital expenditure undertaken by the Government during the current year *vis-à-vis* previous years.

1.8.1 Financial results of irrigation works

The financial results in respect of irrigation works have not been worked out. The Government incurred expenditure of ₹ 61.12 crore on maintenance of irrigation projects in the State during 2015-16, which was ₹ 8.42 crore more than the maintenance expenditure during the previous year (₹ 52.70 crore).

1.8.2 Incomplete projects

Department-wise information of the incomplete projects is given in Table 1.23.

Table 1.23: Department-wise profile of incomplete projects

(₹ in crore)

Department	Number of incomplete projects	Initial budgeted cost	Revised total cost of projects	Cumulative actual expenditure as on 31 March 2016
Public Works Department	103	452.10	Not available	213.35
Water Resources Department	25	400.73	Not available	86.92
Goa Tillari Irrigation Project	1	1390.44	1612.15	1152.88
Total	129	2243.27	-	1453.15

(Source: Finance Accounts of the State and information received from Water Resources Department)

As of 31 March 2016, there were 129 incomplete projects valuing more than ₹ one crore each, on which ₹ 1453.15 crore had already been expended.

The Tillari Irrigation project, a joint venture of the Government of Maharashtra and the Government of Goa, which commenced in 1986 remained incomplete mainly due to delay in proceedings of land acquisition. The Goa Tillari Irrigation Development Corporation had since been dissolved in September 2014 as per Section 65 of the Goa Tillari Irrigation Development Corporation Act, 1999.

The Department replied (December 2016) that Ministry of Water Resources, River Development and Ganga Rejuvenation (GoI) has fixed the tentative schedule of completion of the project by March 2018. The assets and liabilities of the Corporation are yet to be transferred to Water Resources Department as the preparation of accounts of the Corporation from 2011-12 up to September 2014 was stated to be under preparation.

1.8.3 Investments and returns

As of 31 March 2016, Government had invested ₹ 525 crore in Statutory Corporations, Rural Banks, Joint Stock Companies and Co-operatives (Table 1.24). The average return on this investment was 0.32 per cent in the last five years while the Government paid average interest rate ranging from 7.30 per cent to 7.69 per cent on its borrowings during 2011-16.

Table 1.24: Return on investment

Investment/Return/Cost of Borrowings	2011-12	2012-13	2013-14	2014-15	2015-16
Investment at the end of the year (₹ in crore)	401.17	445.72	449.13	488.00	525.00
Return (₹ in crore)	1.48	1.73	1.10	1.82	1.43
Return (in percentage)	0.36	0.39	0.24	0.37	0.27
Average rate ¹¹ of interest on Govt. borrowing (in percentage)	7.59	7.69	7.44	7.59	7.30
Difference between interest rate and return (in percentage)	7.23	7.30	7.20	7.22	7.03

(Source : Finance Accounts of the State)

The increase in investments by ₹ 37 crore during 2015-16 over the previous year was mainly due to increased capital contributions in Information Technology Corporation of Goa (₹ 24 crore), Goa State Scheduled Caste and Other Backward Classes Development Corporation (₹ eight crore) and State run Co-operative sugar mill (₹ five crore).

1.8.4 Departmental commercial undertakings

There are two departmentally managed quasi-commercial undertakings viz., the Electricity Department and the River Navigation Department in the State. Table 1.25 depicts the Department-wise position of the investments made by the Government up to the year for which *proforma*

¹¹ Interest payment/[(Amount of previous year's Fiscal Liabilities + Current year's Fiscal Liabilities)/2]*100

accounts have been audited, net profits/loss as well as return on capital invested in these undertakings.

Table 1.25: Summarised financial statement of departmentally managed quasi-commercial undertakings

(₹ in crore)									
Sl. No.	Name of the undertaking	Period of accounts audited	Amount invested by Government	Turn-over/income	Net profit/loss	Accumulated profit/loss	Interest on capital	Total return	Percentage of return on capital
1	Electricity Department	2012-13	1196.89	1019.91	(-)264.19	127.64	-	(-)264.19	Nil
2	River Navigation Department	2005-06	108.29	1.07	(-)10.53	(-) 106.68	0.41	(-)10.12	Nil

An amount of ₹ 1,305.18 crore had been invested by the State Government in the Electricity Department and the River Navigation Department at the end of the financial year up to which their accounts were finalised. As per the accounts for the year 2012-13, the Electricity Department suffered a net loss amounting to ₹ 264.19 crore against a capital investment of ₹ 1,196.89 crore, thereby yielding negative return of 22.07 per cent.

The River Navigation Department (RND) was incurring losses every year and the accumulated loss as at the end of the year 2005-06 was ₹ 106.68 crore against the total investment of ₹ 108.29 crore. The Government needs to review its working so as to wipe out its losses in the short run and to make itself sustaining in the medium to long term. Though, this was reported in the Audit Reports since 2008-09, no Action Taken Report has been received from the State Government (January 2017).

1.8.5 Loans and advances by State Government

In addition to investments in co-operative societies, corporations and companies, the Government has also been providing loans and advances to many of these institutions/organisations. **Table 1.26** presents the outstanding loans and advances as on 31 March 2016, interest receipts *vis-à-vis* interest payments during the last three years.

Table 1.26: Average interest received on loans and advances by the State Government

	(₹ in crore)		
Quantum of loans/interest receipts/cost of borrowings	2013-14	2014-15	2015-16
Opening Balance	99.00	90.69	83.65
Amount advanced during the year	4.25	2.92	2.69
Amount repaid during the year	12.56	9.96	10.20
Closing Balance	90.69	83.65	76.14
<i>of which</i> Outstanding balance for which terms and conditions have been settled	-	-	
Net addition	(-)8.31	(-)7.04	(-)7.51
Interest Receipts	2.16	2.02	2.58
Interest receipts as percentage of outstanding Loans and advances	2.27	2.31	3.22
Interest payments as percentage of outstanding fiscal liabilities of the State Government	7.01	7.26	6.90
Difference between interest payments and interest receipts (<i>per cent</i>)	(-) 4.74	(-) 4.95	(-) 3.68

(Source: Finance Accounts of the State)

The total outstanding loans and advances as on 31 March 2016 decreased by ₹ 7.51 crore as compared to previous year. The total amount of loans disbursed during the year decreased from ₹ 2.92 crore in 2014-15 to ₹ 2.69 crore in 2015-16.

Interest received against these loans and advances increased from ₹ 2.02 crore in 2014-15 to ₹ 2.58 crore in 2015-16. Interest spread on Government borrowings was negative during the period 2013-16 which indicated that the State borrowings were more expensive than the loans advanced by it.

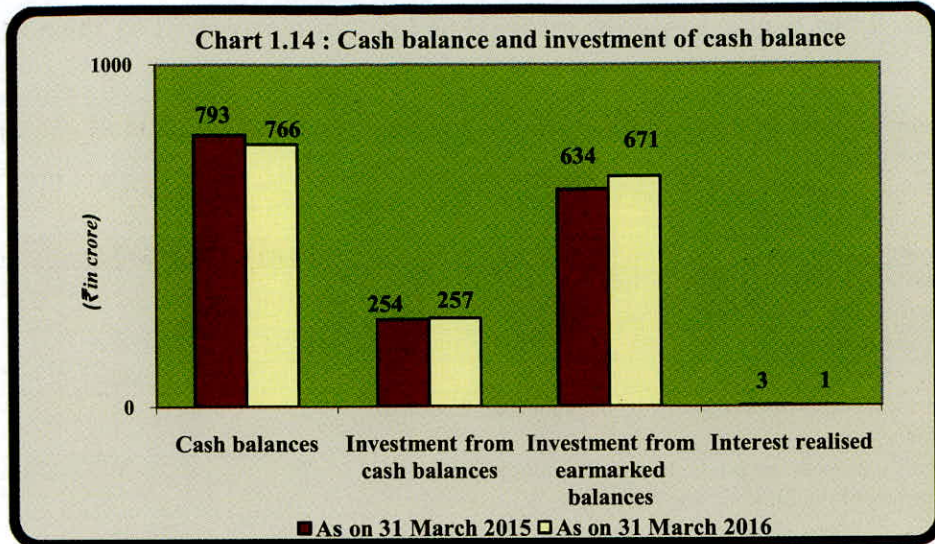
1.8.6 Cash balances and investment of cash balances

Table 1.27 and Chart 1.14 depicts the cash balances and investments made by the State Government out of cash balances during the year.

Table 1.27: Cash balances and investment of cash balances

Particulars	(₹ in crore)		
	As on 31 March 2015	As on 31 March 2016	Increase (+)/ Decrease(-)
Cash in treasuries	-	-	-
Deposits with Reserve Bank	-97.37	-162.74	-65.37
Remittances in transit-Local	-	-	-
Cash with the Departmental officers	1.48	1.48	-
Permanent advance for contingent expenditure with Departmental officers	0.26	0.27	0.01
Investments from cash balances (a to d)	253.90	256.67	2.77
a. GoI Treasury Bills	251.78	254.56	2.78
b. GoI Securities	-	-	-
c. Other Securities	-	-	-
d. Other Investments	2.12	2.11	-0.01
Funds-wise break-up of investment from Earmarked balances (a to c)	634.23	670.74	36.51
a. General and other Reserve Funds	223.23	239.64	16.41
b. Sinking Fund	411.00	431.10	20.10
c. Miscellaneous Deposits	-	-	-
Total Cash Balances	792.50	766.42	-26.08
Interest Realised	2.66	1.09	-1.57

(Source : Finance Accounts of the State)



(Source: Finance Accounts of the State)

The State Government's cash balance of ₹ 766 crore at the end of the current year decreased by 3.40 *per cent* over the previous year (₹ 793 crore). Of the above, ₹ 255 crore was invested in GoI Treasury Bills which earned an interest of ₹ 1.09 crore during the year. Further, ₹ 671 crore was invested in earmarked funds. The cash balances of the State Government at the end of March 2016 was around eight *per cent* of the total expenditure (₹ 10,045 crore) of the State Government during the year.

Under an agreement with the RBI, the State Government has to maintain a minimum cash balance of ₹ 19 lakh with the Bank on all days. The balance in excess of ₹ 19 lakh is invested by the RBI in 14 days Intermediate Treasury bills for a minimum amount of ₹ one lakh and in multiple of ₹ one lakh. Whenever the balance falls below the agreed minimum limit on any day, treasury bills are rediscounted and the balance restored. In the event of balance remaining low the deficiency is made good by taking normal/special ways and means advances/overdraft from the bank.

During the year 2015-16, the State Government had obtained ways and means advances on 122 occasions (₹ 1,853.88 crore) and overdrafts (₹ 470.52 crore) on 12 occasions. The Government repaid ₹ 2,324.40 crore to RBI during the year. The State also paid ₹ 3.55 crore as interest on these ways and means advances and over drafts.

1.8.7 Outstanding balances under the head 'Cheques and Bills'

This head is an intermediary accounting head for initial recording of transactions which are to be cleared eventually. As per accounting rules, when a cheque is issued, the functional head is debited and the Major Head-8670-Cheques and Bills is credited. On clearance of the cheque by the Bank, the minus credit is given to Major Head 8670-Cheques and Bills by crediting the Major Head 8675-Deposits with Reserve Bank and thereby reducing the cash balance of the Government. Thus, the outstanding balance under the Major head 8670-Cheques and Bills represents the amount of un-encashed cheques.

As on 31 March 2016, there was an outstanding balance (cumulative) of ₹ 31.43 crore. This represents expenditure originally booked under different major heads of consolidated fund, which has not resulted in any cash outflow till the end of March 2016.

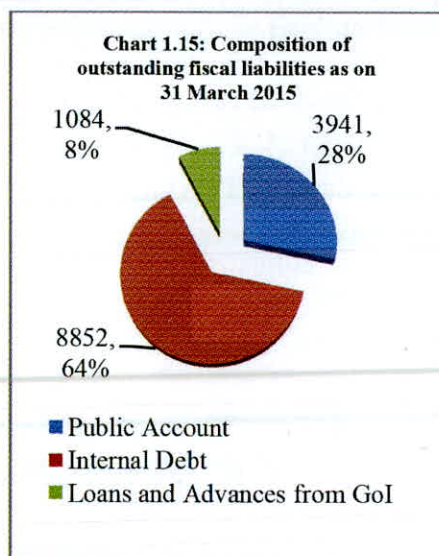
1.9 Assets and Liabilities

1.9.1 Growth and composition of assets and liabilities

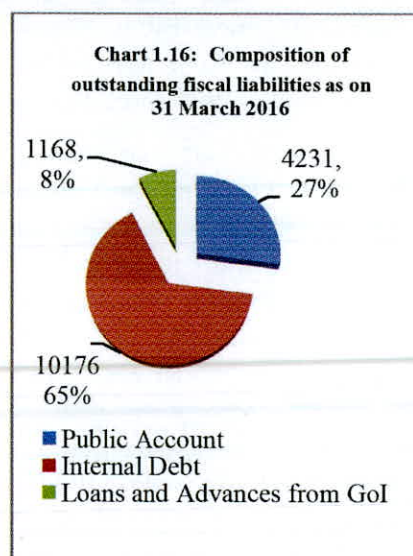
In the existing cash-based Government accounting system, comprehensive accounting of fixed assets like land and buildings owned by the Government is not done. However, the Government accounts do capture the fiscal liabilities¹² of the Government and the assets created out of the expenditure incurred. **Appendix 1.3 Part B** gives an abstract of such liabilities and the assets as on 31 March 2016, compared with the corresponding position as on 31 March 2015. The liabilities consist mainly of internal borrowings, loans and advances from the GoI, receipts from the Public Account and Reserve Funds. The assets mainly comprise the capital outlay and loans and advances given by the State Government and cash balances.

1.9.2 Fiscal liabilities

The composition of fiscal liabilities during the year 2015-16 *vis-à-vis* the previous year is presented in **Charts 1.15 and Chart 1.16**.



(Source: Finance Accounts of the State)



(Source: Finance Accounts of the State)

The outstanding loans and advances from GoI as percentage of fiscal liabilities (eight *per cent*) was the same as last year, internal debt increased by one percentage point over the same period. The Public Account liabilities decreased from 28 *per cent* in 2014-15 to 27 *per cent* in 2015-16.

¹² Internal debt (market loans, loans from NSSF, ways and means advances and loans from other financial institutions), loans and advances from GoI, the liabilities arising from the transactions in the Public Account of the State

Table 1.28 gives the fiscal liabilities of the State, their rate of growth, the ratio of these liabilities to GSDP, to revenue receipts and to the State's own resources as also the buoyancy of fiscal liabilities with reference to these parameters.

Table 1.28: Fiscal liabilities – basic parameters

	2011-12	2012-13	2013-14	2014-15	2015-16
Fiscal Liabilities (₹ in crore)	9579	11232	12695	13877	15575
Rate of Growth (per cent)	6.61	17.26	13.03	9.31	12.24
Ratio of fiscal liabilities to:					
GSDP (per cent)*	22.15	26.49	25.96	26.35	25.58
Revenue Receipts (per cent)	165.69	192.16	196.82	180.48	182.12
Own Resources (per cent)	196.94	235.32	242.09	223.03	243.09
Buoyancy of Fiscal Liabilities with reference to:					
GSDP (ratio)	0.23	.*	0.85	1.20	0.78
Revenue Receipts (ratio)	1.06	15.58	1.25	0.48	1.09
Own Resources (ratio)	0.03	0.07	0.05	0.04	0.05

(Source: Finance Accounts of the State)

*GSDP growth rate in 2012-13 being negative, buoyancy ratio could not be calculated

The overall fiscal liabilities of the State increased from ₹ 13,877 crore in 2014-15 to ₹ 15,575 crore in 2015-16, a growth rate of 12.24 per cent, this was 2.93 per cent more than the growth rate shown in the previous year.

The buoyancy of these liabilities relative to GSDP during 2015-16 was 0.78, indicating that for each one per cent increase in GSDP, fiscal liabilities grew by 0.78 per cent. Buoyancy of fiscal liabilities with reference to revenue receipts was more than one indicating that the pace of borrowing was more than growth rates of revenue receipts.

Of the total fiscal liabilities during 2015-16, the share of public debt was maximum (73 per cent), followed by Small Savings, Provident fund¹³ etc., (13 per cent), deposits¹⁴ (10 per cent) and Reserve funds (four per cent). Fiscal liabilities increased by ₹ 1,698 crore as compared to previous year mainly due to increase in Public Debt (₹ 1,409 crore), Small Savings and Provident Funds (₹ 113 crore) and Reserve Funds (₹ 249 crore), offset by decrease in Deposits (₹ 73 crore).

1.9.3 Transactions under Reserve Fund

Reserves and reserve funds are created for specific and well defined purposes in the accounts of the State Government. These funds are fed by contributions or grants from the Consolidated Fund of India or State or from outside agencies. The contributions are treated as expenditure under the Consolidated Fund. The expenditure relating to the funds are initially accounted under the Consolidated Fund itself for which the vote of the Legislature is obtained. At the end of the year, at the time of closure of accounts, the expenditure relating to the funds are transferred to the

¹³ Small Savings and Provident Fund include State Provident Fund and Pension Funds which are liable to be repaid by the Government to the subscribers and depositors.

¹⁴ Deposits include Security Deposits, Deposits from Government Companies, Corporations etc., Defined Contribution Pension Scheme for Government Employees and Civil Deposits, which are liable to be repaid by the Government to the subscribers and depositors.

Public Account through operation of deduct entry in accounts. The funds may further be classified as 'Funds carrying interest' and 'Funds not carrying interest'.

As per Statement 21 of Finance Accounts, eight Reserve funds have been created and maintained in the accounts of the State Government. The total accumulated balance as on 31 March 2016 was ₹ 1,367.18 crore (₹ 1348.03 crore active funds and ₹ 19.15 crore in in-operative funds). However, investment out of this balance was only ₹ 670.74 crore.

The transactions relating to active and inoperative reserve funds are depicted in Table 1.29.

Table 1.29: Active and Inoperative Reserve Funds

Classification	Opening balance	Receipt	Payment	Closing balance
Active Reserve Funds				
8121-122-State Disaster Response Fund	27.06	7.38	0.12	34.32
8222-101-Sinking Fund	411.01	20.09	0.00	431.10
8229-110-Electricity Development Fund	420.42	270.00	23.96	666.46
8235-117-Guarantee Redemption Fund	205.80	10.35	0.00	216.15
Total	1064.29	307.82	24.08	1348.03
Inoperative Reserve Funds				
8229-123-State Consumer Welfare Funds	0.12	0.02	0	0.14
8235-119-National Calamity Relief Fund	2.99	0	0	2.99
8235-200-Beaches Improvement Fund	13.42	2.52	0	15.94
8235-200-Special Fund for Compensatory Afforestation	0.08	0	0	0.08
Total	16.61	2.54	0	19.15
Grand Total	1080.90	310.36	24.08	1367.18

The transactions relating to certain funds are discussed in the following paragraph.

State Disaster Response fund

The State Disaster Response Fund (SDRF), constituted under Disaster Management Act, 2005 is operative from 2010-11 under Reserve Fund bearing interest. As per the SDRF guidelines the accretions to the SDRF together with the income earned on the investment of the SDRF are to be invested in one or more of instruments viz., Central Government dated securities, and certificates of deposits with Scheduled Commercial Banks. Further, the State Government has to pay interest to the SDRF at the rate applicable to overdrafts and credit the amount on a half yearly basis. While 90 per cent of the contribution was to be drawn from GoI, the balance 10 per cent was to be provided by the State Government.

At the beginning of the year, there was ₹ 27.06 crore as opening balance in the fund. The contributions to the fund for the year 2015-16 was ₹ 6.25 crore (Central share of ₹ 4.35 crore and State share ₹ 1.90 crore). An amount of ₹ 1.13 crore as interest earned on investment was credited

to the fund. The outstanding balance at the end of the year was ₹ 34.32 crore and the investment out of this balance was ₹ 23.48 crore.

Consolidated sinking fund

The Government has constituted a Sinking fund from 1999-2000 to be utilised as an amortization fund for redemption of the outstanding internal debt and Public account liabilities beginning from the year 2004-05. However, no amount has been utilised by the Government up to 2015-16.

As per paragraph 5 of the scheme for constitution and administration of the consolidated sinking fund, the rate of contribution to the consolidated sinking fund was 0.5 per cent of the outstanding liabilities as at the end of the previous year. According to this, the State Government had to contribute ₹ 69.38 crore during 2015-16 to the consolidated sinking fund. The State Government however, did not contribute any amount during the current year.

As per guidelines of the fund, the balance at credit of the fund is required to be invested in the Government securities. At the beginning of the year ₹ 411.01 crore was available and with the interest received on investment (₹ 20.09 crore), the outstanding balance at the end year was ₹ 431.10 crore. The entire balance amount of ₹ 431.10 crore were reinvested into the fund.

Guarantee redemption fund

The State has set up a Guarantee Redemption Fund during 2003-04 with the objective of meeting the payment of obligations arising out of the guarantees issued by the State Government on behalf of State level autonomous bodies. The State Government has exempted the borrowing institutions from the payment of guarantee fee. During the current year, the State Government did not contribute any amount to the fund. At the beginning of the year ₹ 205.80 crore was available and with interest received on investment (₹ 10.35 crore), the entire balance of ₹ 216.15 crore was reinvested in Government securities. No guarantee was invoked during 2015-16.

1.9.4 Contingent liabilities

Status of guarantees

Guarantees are liabilities contingent on the Consolidated Fund of the State in case of default by the borrower for whom the guarantee has been extended.

The maximum amount for which guarantees were given by the State and outstanding guarantees is given in the Statement 9 of the Finance Accounts (Volume I). The summarized position in respect of the last three years is shown in **Table 1.30**.

Table 1.30: Guarantees given by the Government of Goa

(₹ in crore)

Guarantees	2013-14	2014-15	2015-16
Maximum amount guaranteed	575.41	695.65	712.65
Outstanding amount of guarantees	292.74	337.06	622.55
Percentage of maximum amount guaranteed to total revenue receipt	8.92	9.04	8.33

(Source: Finance Accounts of the State)

The Goa Legislature had fixed a limit of ₹ 1,500 crore on the outstanding guarantees in September 2015. The outstanding guarantees at ₹ 623 crore during 2015-16 were well within the ceiling limit specified by the Legislature. The outstanding guarantee during 2015-16 was 1.02 per cent of the GSDP.

1.10 Debt management

(i) Debt sustainability

Debt sustainability implies State's ability to service the debt. Apart from the magnitude of debt of the State Government, it is important to analyse the various indicators that determine the debt sustainability of the State. The analysis of various debt sustainability indicators of the State for the period of five years beginning from 2011-12 is presented in **Table 1.31**.

Table 1.31: Debt Sustainability: Indicators and Trends

Indicators of Debt Sustainability	2011-12	2012-13	2013-14	2014-15	2015-16
Outstanding Debt (₹ in crore)	9579	11232	12695	13877	15575
Rate of growth of outstanding Debt (in per cent)	6.61	17.26	13.03	9.31	12.24
Rate of growth of GSDP (in per cent)	28.72	-1.96	15.30	7.72	15.61
Debt/GSDP ratio (in per cent)	22.15	26.49	25.96	26.35	25.58
Average interest rate of outstanding debt ¹⁵ (in per cent)	7.59	7.69	7.44	7.59	7.30
Interest/revenue receipt (in per cent)	12.20	13.70	13.81	13.11	12.58
Debt repayment/Debt receipts	51.77	22.06	28.54	28.89	23.77
Net Debt available to the State (₹ in crore)	-111	851	572	175	623

(Source: Finance Accounts of the State)

The **Table 1.31** reveals that the outstanding debt increased at an average growth rate of 11.69 per cent from ₹ 9,579 crore in 2011-12 to ₹ 15,575 crore in 2015-16.

The fiscal consolidation path envisaged reduction of debt-GSDP. During the year, outstanding debt as a percentage of GSDP was 25.58 per cent against 26.35 per cent in the previous year. This was

¹⁵ = interest paid / ((O.B. of Public debt + C.B. of Public debt) / 2)

higher than the target fixed (25 per cent) in the GFRBM (first amendment) Act, 2014, and lower than the projections made in FC XIV (25.82 per cent).

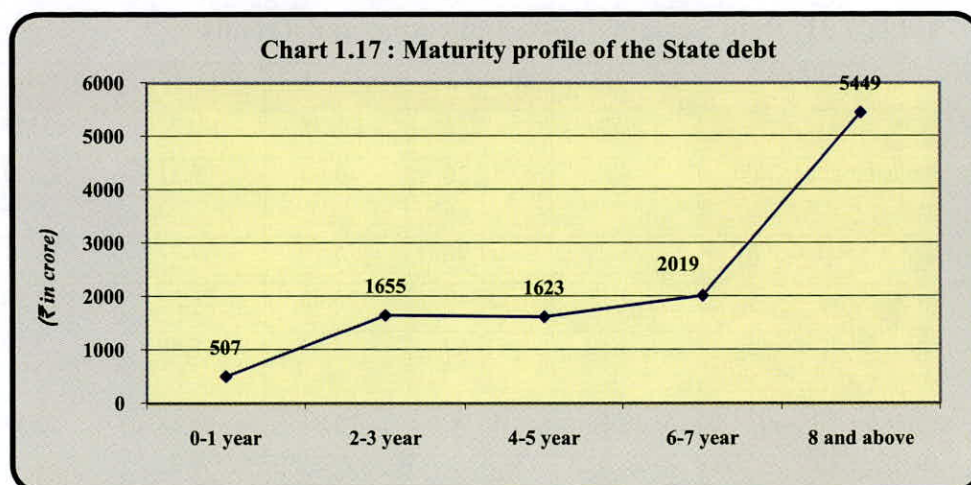
Debt sustainability determines the ratio of interest payments to revenue receipts. The ratio of interest payments relative to revenue receipts, during the year 2015-16 was 12.58 per cent. This was less than the projected ratio (12.86 per cent) prescribed by the FC XIV.

During 2015-16, the net funds available from borrowed funds after providing interest and repayment was ₹ 623 crore which was utilised for developmental spending.

Table 1.32: Maturity profile of State debt

Maturity Profile (in years)	Amount (₹ in crore)	Per cent
0 – 1	506.90	4.47
2 – 3	1654.81	14.59
4 – 5	1623.14	14.31
6 – 7	2019.45	17.80
8 and above	5448.59	48.03
Loans pertaining to Ex-Union Territory	91.30	0.80
Total	11344.19	100

(Source: Finance Accounts of the State)



(Source Finance Accounts of the State)

The maturity of the State debt as per **Table 1.32** and **Chart 1.17** indicates that ₹ 3,784.85 crore of the total State debt of ₹ 11,344.19 crore is repayable within the next five years while the remaining ₹ 7,559.34 crore is payable from sixth year onwards. **Table 1.32** further indicates that the liability of the State to repay the debt would be ₹ 1,623 crore during the period 2019-21 and ₹ 2,019 crore during 2021-23 which would put a strain on the Government budget during that period.

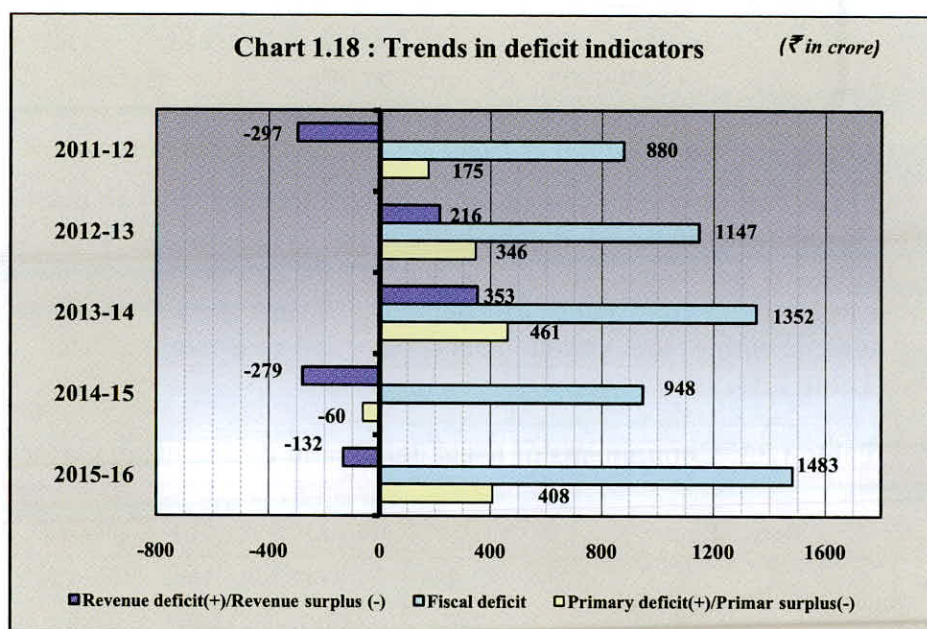
A well thought out debt repayment strategy will have to be worked out by the Government to ensure that no additional borrowings which mature in the critical years are made.

1.11 Fiscal Imbalances

Three key fiscal parameters ‘revenue, fiscal and primary deficits’ 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 ways in which the deficit is financed and the resources raised are applied are important pointers to its fiscal health. This section presents trends, nature, magnitude and the manner of financing these deficits *vis-à-vis* targets set under Goa FRBM (first amendment) Act, 2014.

1.11.1 Trends in deficits

Charts 1.18 and 1.19 present the trends in deficit indicators over the period 2011-16.



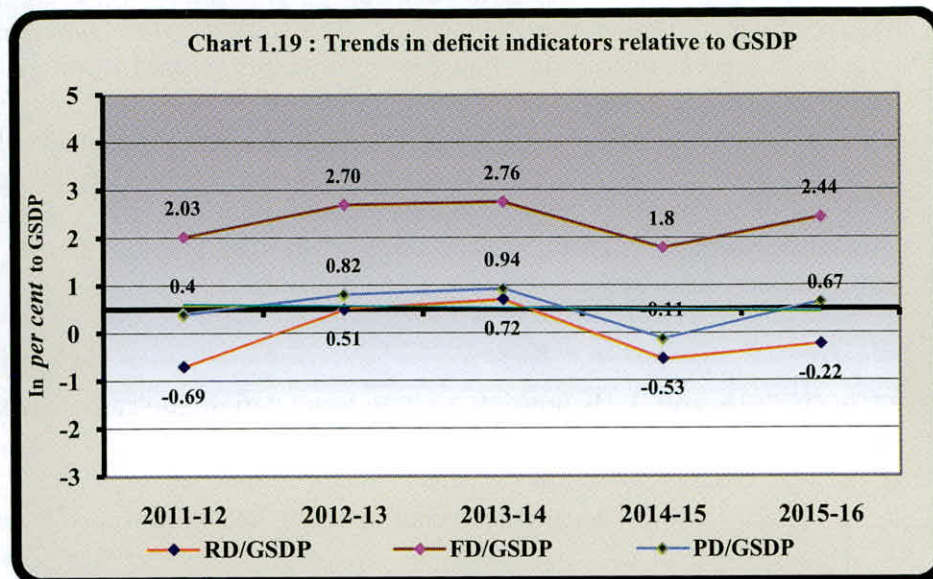
(Source: Finance Accounts of the State)

The revenue surplus of the State at ₹ 279 crore during 2014-15 came down to ₹ 132 crore during 2015-16. This was due to increase of ₹ 1,010 crore (13.63 *per cent*) in revenue expenditure as against the increase of only ₹ 863 crore (11.22 *per cent*) in revenue receipts over the previous year. However, the State was able to maintain revenue surplus as per the GFRBM (first amendment) Act, 2014.

The fiscal deficit, which represents the total borrowings of the State *i.e.* total resource gap, increased steadily during the period 2011-14. Thereafter, movement of gross fiscal deficit declined to ₹ 948 crore during 2014-15 which increased to ₹ 1,483 crore in 2015-16.

However, the fiscal deficit as a percentage of GSDP (2.44 *per cent*) in the current year was within the limit of three *per cent* fixed by the GFRBM (first amendment) Act, 2014 and the FC XIV.

Due to increase in fiscal deficit by 56.43 per cent and interest payments by 6.64 per cent, the primary deficit increased to ₹ 408 crore in 2015-16 from a primary surplus of ₹ 60 crore in 2014-15.



1.11.2 Composition of fiscal deficit and its financing pattern

Fiscal deficit normally represents the net incremental liabilities of the Government or its additional borrowings. The shortfall could be met either by additional public debt (internal or external) or by the use of surplus funds from Public Account. The financing patterns of the fiscal deficit during the period 2011-12 to 2015-16 are reflected in the Table 1.33.

Table 1.33: Components of fiscal deficit and its financing pattern

(₹ in crore)

Particulars		2011-12	2012-13	2013-14	2014-15	2015-16
Composition of Fiscal Deficit (a)		880	1147	1352	948	1483
		(2.03)	(2.70)	(2.76)	(1.80)	(2.44)
1	Revenue Deficit/Surplus	-297	216	353	-279	-132
		(-0.69)	(0.51)	(0.72)	(-0.53)	(-0.22)
2	Net Capital Expenditure	1184	942	1008	1234	1622
		(2.74)	(2.22)	(2.06)	(2.34)	(2.66)
3	Net Loans and Advances	- 7	- 11	- 9	-7	-7
		(-0.02)	(-0.03)	(-0.02)	(-0.01)	(-0.01)
Financing Pattern of Fiscal Deficit						
1	Market Borrowings	151	995	881	667	1285
		(0.35)	(2.35)	(1.80)	(1.27)	(2.11)
2	Loans from GoI	62	139	124	175	85
		(0.14)	(0.33)	(0.25)	(0.33)	(0.14)
3	Loans from Financial Institutions	45	65	-42	59	38
		(0.10)	(0.15)	(-0.09)	(0.11)	(0.06)
4	Ways and Means advances	-	-	-	-	-
		-	-	-	-	-
5	Small Savings, PF etc.	171	150	115	112	113
		(0.40)	(0.35)	(0.24)	(0.21)	(0.19)

6	Deposits and Advances	157 (0.36)	192 (0.45)	336 (0.69)	110 (0.21)	-72 (-0.12)
7	Suspense and Miscellaneous	101 (0.23)	- 699 (-1.65)	-179 (-0.37)	-180 (-0.34)	-186 (-0.31)
8	Remittances	- 4 (-0.01)	- 178 (-0.42)	86 (0.18)	-114 (-0.22)	-93 (-0.15)
9	Reserve Fund	67 (0.15)	169 (0.40)	111 (0.23)	128 (0.24)	286 (0.47)
10	Contingency Fund	- -	- -	-1 (0.00)	- -	- -
11	Total (1 to 10) (b)	750	833	1431	957	1456
12	Increase(-)/Decrease(+) in cash balance(a) - (b)	130 (0.30)	314 (0.74)	-79 (-0.16)	-9 (-0.02)	27 (0.04)
13	Overall deficit (11+12)	880 (2.03)	1147 (2.70)	1352 (2.76)	948 (1.80)	1483 (2.44)

(Source: Finance Accounts of the State)
Figures in parenthesis indicate per cent to GSDP

Table 1.33 reveals that during the last five years, market borrowings and net accretions in Public Account (small savings, deposits and advances, reserve fund *etc.*) are the main source utilised by the State Government to finance the fiscal deficit. During 2015-16, while 87 per cent of the fiscal deficit was financed through net market borrowings (₹ 1,285 crore), the balance amount was financed through accretions in the small savings, reserve funds, loans from GoI and financial institutions.

During 2015-16, the State Government raised ₹ 1,450 crore as market loans at an average rate of 8.24 per cent, ₹ 121 crore from National Bank for Agriculture and Rural Development at an interest rate of 6.40 per cent, and ₹ 165 crore from National Small Savings fund at an interest of 9.50 per cent. The Government also received loans amounting to ₹ 112 crore from GoI during the year for which the details of interest rate on all loans were not available.

As could be seen from **Table 1.34** during the period 2015-16, there was decrease in cash balance after financing the fiscal deficit.

Table 1.34: Receipts and disbursements under components financing the fiscal deficit during 2015-16

		(₹ in crore)		
	Particulars	Receipts	Disbursements	Net
1	Market Borrowings	1450	165	1285
2	Loans from GoI	112	27	85
3	Loans from Financial Institutions*	2610	2572	38
4	Small Savings, PF <i>etc.</i>	390	277	113
5	Deposits and Advances	420	492	-72
6	Suspense and Miscellaneous	5765	5951	-186
7	Remittances	4056	4149	-93
8	Reserve Funds	310	24	286
9	Contingency Fund	-	-	-
10	Appropriation to/from Contingency Fund	-	-	-
11	Total (1 to 10)			1456
12	Increase(-)/Decrease (+) in Cash Balance			27
13	Overall deficit (11+12)			1483

(Source: Finance Accounts of the State)
* includes ways and means advances

1.11.3 Quality of deficit/surplus

The ratio of revenue deficit to fiscal deficit and the bifurcation of primary deficit into primary revenue deficit and capital expenditure (including loans and advances) would indicate the quality of deficit in the States' finances. The ratio of revenue deficit to fiscal deficit indicates the extent to which borrowed funds were used for current consumption.

Non-debt receipts of the State were enough to meet the primary revenue expenditure during the period 2011-16. But non-debt receipts were not enough to meet the primary expenditure resulting in primary deficit during the years 2011-14. However, during 2014-15, non-debt receipts were sufficient to meet the expenditure requirements both under revenue and capital account resulting in primary surplus. This was further brought down to primary deficit in 2015-16. The details are indicated in Table 1.35.

Table 1.35: Primary deficit/surplus – bifurcation of factors

(₹ in crore)

Year	Non-debt receipts	Primary Revenue Expenditure	Capital Expenditure	Loans and Advances	Primary Expenditure	Primary revenue deficit(+)/surplus(-)	Primary deficit (+)/surplus (-)
1	2	3	4	5	6(3+4+5)	7(2-3)	8(6-2)
2011-12	5797	4779	1184	9	5972	1018	175
2012-13	5860	5260	942	4	6206	600	346
2013-14	6463	5912	1008	4	6924	551	461
2014-15	7699	6402	1234	3	7639	1297	(-) 60
2015-16	8562	7345	1622	3	8970	1217	408

(Source: Finance Accounts of the State)

The capital expenditure as a percentage to primary expenditure¹⁶ decreased from 19.82 per cent during 2011-12 to 16.15 per cent during 2014-15. It further increased to 18.08 per cent during 2015-16.

1.12 Follow up

State Finance Report is being presented to the State Legislature from 2008-09 onwards. The Public Accounts Committee discussed the paragraphs on State Finance Report for the years 2008-09 and 2009-10 and recommendations of the PAC have been issued for these reports.

1.13 Conclusion and Recommendations

Fiscal position

The State continued to maintain revenue surplus during the period 2014-16 and kept the fiscal deficit relative to GSDP within the limit laid down by the Finance Commission. The fiscal position of the State had declined in terms of the key parameters. During 2015-16, revenue surplus was ₹ 132 crore, less than the previous year's surplus of ₹ 279 crore. The shortfall in revenue surplus was due to increase of ₹ 1,010 crore

¹⁶ Primary expenditure of the State defined as the total expenditure net of the interest payments indicates the expenditure incurred on the transactions undertaken during the year

(13.63 per cent) in revenue expenditure as against the increase of only ₹ 863 crore (11.22 per cent) in revenue receipts over the previous year. Fiscal deficit during 2015-16 increased to ₹ 1,483 crore from ₹ 948 crore in 2014-15. Due to increase in fiscal deficit by 56.43 per cent and interest payment by 6.64 per cent, the primary deficit increased to ₹ 408 crore in 2015-16 from a primary surplus of ₹ 60 crore in 2014-15. However, the State managed to keep fiscal deficit relative to GSDP (2.44 per cent) within the limit of three per cent fixed by the GFRBM (first amendment) Act, 2014 and projection made by the FC XIV.

The Government may make efforts to improve the quality of fiscal consolidation by incentivizing revenue generation, reducing committed liabilities and improving quality of expenditure.

State's own resources

During 2015-16, the ratio of State's own tax revenue to GSDP was 6.53 per cent as against the projected tax-GSDP ratio of 7.87 per cent fixed by FC XIV. However, the non-tax revenue exceeded the normative assessment of FC XIV and budget estimates by 161.22 per cent and 4.42 per cent respectively.

State's own tax revenues requires significant thrust, consider taxation efforts and potential for additional resources mobilization to improve the tax resources of the State.

Expenditure management and fiscal priorities

Revenue expenditure continued to be a dominant component (83.82 per cent) of the total expenditure in 2015-16. The NPRE constituted 75.07 per cent of the revenue expenditure.

The share of capital expenditure to total expenditure during 2015-16 (16.15 per cent) increased by two percentage points from that of previous year. The percentage of developmental expenditure to total expenditure increased from 69.01 per cent in 2014-15 to 71.75 per cent in 2015-16. Funds aggregating ₹ 1,453 crore were locked up in 129 incomplete projects at the end of the year.

The return from investment of ₹ 525 crore as of March 2016 in companies/corporations was negligible (₹ 1.43 crore) while the average return on this investment was 0.32 per cent in the last five years. On the other hand, the Government paid average interest rate of 7.30 per cent on its borrowings during 2015-16.

The Government may take suitable measures to improve the working of the companies/corporations so that return for investments is sufficient to meet the cost of borrowing thereby making the company/corporations self-sustainable. The Government may consider reducing tax arrears.

CHAPTER – II

FINANCIAL MANAGEMENT AND BUDGETARY CONTROL

CHAPTER II

FINANCIAL MANAGEMENT AND BUDGETARY CONTROL

2.1 Introduction

2.1.1 Appropriation Accounts are accounts of the expenditure, voted and charged, of the Government for each financial year, compared with the amounts of the voted grants and appropriations charged for different purposes as specified in the schedules appended to the Appropriation Acts. These accounts list the original budget estimates, supplementary grants, surrenders and re-appropriations distinctly and indicate actual capital and revenue expenditure on various specified services *vis-a-vis* those authorized by the Appropriation Acts in respect of both charged and voted items of the budget. The Appropriation Accounts, thus, facilitate the management of finances and monitoring of budgetary provisions and are therefore, complementary to the Finance Accounts.

2.1.2 Audit of appropriations by the Comptroller and Auditor General of India seeks to ascertain whether the expenditure actually incurred under various grants is within the authorisation given under the Appropriation Acts and whether the expenditure required to be charged under the provisions of the Constitution is so charged. It also ascertains whether the expenditure so incurred is in conformity with law, relevant rules and regulations and instructions.

2.1.3 The Finance Department of the State Government is responsible for preparation of the annual budget by obtaining estimates from various Departments. The Departmental estimates of receipts and expenditure are prepared by Controlling Officers on the advice of the heads of Departments and submitted to the Finance Department on prescribed dates. The Finance Department consolidates the estimates and prepares the Detailed Estimates called 'Demand for Grants'. In the preparation of the budget, the aim should be to achieve as close an approximation to the actuals as possible. This demands the exercise of the utmost foresight both in estimating revenue and anticipating expenditure. An avoidable extra provision in an estimate is as much a budgetary irregularity as an excess in the sanctioned 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 neither larger nor smaller. A saving in an estimate constitutes as much of a financial irregularity as an excess in it. The budget estimates of receipts should be based on the existing rates of taxes, duties, fees *etc.*

Deficiencies in financial management and budgetary control are discussed in the subsequent paragraphs.

2.2 Summary of Appropriation Accounts

The summarised position of actual expenditure during 2015-16 against 85 grants/appropriations is as given in **Table 2.1**.

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

(₹ in crore)

	Nature of expenditure	Original grant/ appropriation	Supplementary grant/ appropriation	Total	Actual expenditure	Saving (-)/ Excess(+)
Voted	I. Revenue	8525.18	509.23	9034.41	7407.56	(-)1626.85
	II. Capital	3259.22	777.18	4036.40	1660.19	(-)2376.21
	III. Loans and Advances	17.92	0.00	17.92	2.69	(-)15.23
Total voted		11802.32	1286.41	13088.73	9070.44	(-)4018.29
Charged	I. Revenue	1116.47	0.78	1117.25	1084.03	(-)33.22
	II. Capital	0.56	4.22	4.78	2.71	(-)2.07
	III. Public Debt	484.80	0.00	484.80	2763.63	2278.83
Total Charged		1601.83	5.00	1606.83	3850.37	2243.54
Grand Total		13404.15	1291.41	14695.56	12920.81	(-)1774.75

(Source: Appropriation Accounts of the State Government)

Note: The expenditure includes the recoveries of revenue expenditure amounting to ₹ 72.04 crore and capital expenditure amounting to ₹ 40.63 crore adjusted as reduction of expenditure.

Supplementary provisions of ₹ 1,291.41 crore obtained during the year constituted 9.63 per cent of the original provision.

The overall savings of ₹ 1,774.75 crore were the result of savings of ₹ 4,105.20 crore in 82 grants and three appropriations under the Revenue Section and 67 grants under the Capital Section and one appropriation (Public Debt-Repayments) offset by an excess of ₹ 2,330.45 crore in one grant and one appropriation.

As may be seen from **Table 2.1**, against the original provision of ₹ 13,404.15 crore, expenditure of only ₹ 12,920.81 crore was incurred. The actual savings of ₹ 1,774.75 crore, constituted 100 per cent of the supplementary grant of ₹ 1,291.41 crore and four per cent of the original grant.

2.3 Financial Accountability and Budget Management

2.3.1 Excess over provisions relating to previous years requiring regularisation

As per Article 205 of the Constitution of India, it is mandatory for a State Government to get the excess over a grant/appropriation regularised by the State Legislature. Although no time limit for regularisation of expenditure has been prescribed under the Article, the regularisation of excess expenditure is done after the completion of discussion on the Appropriation Accounts by the Public Accounts Committee (PAC). However, excess expenditure amounting to ₹ 1340.04 crore for the years 2008-09 to 2014-15 was still to be

regularised. The year-wise amount of excess expenditure pending regularisation for grant/appropriations are summarised in **Table 2.2**.

Table 2.2: Excess over provisions relating to previous years requiring regularization

Year	Number of		Amount of excess over provision	Status of Regularisation
	Grants	Appropriations		
2008-09	2	-	0.01	Partially regularised ¹
2009-10	-	1	7.57	Partially regularised ²
2010-11	1	1	2.74	Yet to be discussed by PAC
2011-12	-	1	18.88	Yet to be discussed by PAC
2012-13	-	1	52.10	Yet to be discussed by PAC
2013-14	2	2	97.51	Yet to be discussed by PAC
2014-15	1	2	1161.23	Yet to be discussed by PAC
Total	6	8	1340.04	

(₹ in crore)

(Source: Appropriation Accounts of the State)

Non-regularisation of the excess over grant/appropriation over the years is a breach of legislative control over grants/appropriation.

2.3.2 Excess over provisions during 2015-16 requiring regularisation

During 2015-16, excess expenditure was incurred in one appropriation and one grant over the amount authorised by the legislature. The excess expenditure requires regularisation under Article 205 of the Constitution. The details are given in **Table 2.3**.

Table 2.3: Excess over provisions requiring regularisation during 2015-16

(₹ in crore)

Sl. No.	Number and title of Grant/Appropriation	Total grant / Appropriation	Expenditure	Excess
1	A-2 Appropriation-Debt Services (Capital-Charged)	484.80	2763.63	2278.83
2	8 Treasury and Accounts Administration (North Goa) (Revenue-Voted)	714.27	765.89	51.62
	Total	1199.07	3529.52	2330.45

(Source: Appropriation Accounts of the State)

The excess expenditure under Appropriations-Debt Services was mainly due to repayment of ways and means advances, which needs to be regularised.

¹ Public Accounts Committee (PAC) recommended (Report No.71, pertaining to Audit Report 2008-09) for regularisation of excess expenditure of ₹ 1,22,193 incurred by Art and Culture, Grant No. 43.

² PAC recommended (Report No.72, pertaining to Audit Report 2009-10) for regularisation of excess expenditure of ₹ 30,721 incurred by District and Sessions Court, South Goa, Grant No. 4

The reasons for excess expenditure incurred in respect of Treasury and Accounts Administration, North Goa were attributed to increased expenditure on account of superannuation and retirement allowances, gratuity, family pension, pensionary benefits to State aided education institutes etc.

2.3.3 Appropriations vis-à-vis allocative priorities

Appropriation audit revealed that in 93 cases, savings exceeded ₹ two crore in each case and also by more than 20 per cent of the total provision (**Appendix 2.1**). A list of grants where savings exceeded ₹ 50 crore and also by more than 40 per cent of the total provision is given in **Table 2.4**.

Table 2.4: List of grants with savings of ₹ 50 crore and above also by more than 40 per cent of the total provision

							(₹ in crore)
Sl. No.	No. and Name of grant	Original	Supplementary	Total	Actual Expenditure	Savings	Savings in per cent to total provision
REVENUE (VOTED)							
1	13- Transport	168.83	0.01	168.84	91.32	77.52	45.91
2	19- Industries Trade and Commerce	83.34	-	83.34	14.06	69.28	83.13
3	42- Sports and Youth Affairs	96.39	-	96.39	27.88	68.51	71.08
4	55- Municipal Administration	194.93	12.80	207.73	67.31	140.42	67.60
5	83 -Mines	132.28	-	132.28	71.83	60.45	45.70
CAPITAL (VOTED)							
6	16- Collectorate (South Goa)	5.30	51.45	56.75	5.54	51.21	90.24
7	21- Public Works Department	510.73	327.05	837.78	492.04	345.74	41.27
8	32- Finance	710.00	-	710.00	190.00	520.00	73.24
9	42 -Sports and Youth Affairs	170.26	-	170.26	86.16	84.10	49.40
10	62 – Law	43.88	18.02	61.90	6.52	55.38	89.47
11	74 – Water Resources	179.87	8.48	188.35	100.22	88.13	46.79
12	81- Tribal Welfare	116.00	-	116.00	21.24	94.76	81.69
13	84 – Airport	60.00	250.33	310.33	-	310.33	100
Total		2471.81	668.14	3139.95	1174.12	1965.83	62.61

(Source: Appropriation Accounts of the State)

The reason furnished for unspent provisions under the major heads of account as reported in appropriation account are given below:

13-Transport – As against the original provision of ₹ 168.84 crore (Revenue Voted) the expenditure incurred was only ₹ 91.32 crore (54.09 per cent) thereby resulting in unspent provision of ₹ 77.52 crore. The reason for saving were attributed to non-availability

of Leave Travel Concession, medical claims and non-receipt of bills on fuel, non-filling vacant posts *etc.*

19-Industries, Trade and Commerce – The revenue grant closed with total saving of ₹ 69.28 crore out of a total provision of ₹ 83.34 crore. The reason for savings (83.13 *per cent*) was attributed to non-execution of Memorandum of Understanding between State implementing agency and the Government on implementation of Scheduled Tribe Development Scheme, non-release of Grants in Aid to Traditional Bakers and Salt producers due to non-receipt of proposal from Goa Handicrafts Rural and Small Scale Industries Development Corporation, less claims received towards Medical Reimbursement, Leave Travel Concession, Tuition fees, non-implementation of scheme *etc.*

42-Sports and Youth affairs—Out of total provision of ₹ 96.39 crore the total expenditure was only ₹ 27.88 crore (28.92 *per cent*). The savings mainly occurred under major head-2204 (Revenue Voted) due to non-filling of vacant posts, non-payment of wages on administrative ground, less receipt of Leave Travel concession bills, non-release of grants to Sports Authority of Goa on administrative grounds *etc.* Other contributor to savings under major head-4202 (Capital-voted) were less release of grant to Sports Authority of Goa for infrastructure development, token provision on national games village remaining unspent, economy measures *etc.*

55-Municipal Administration – Out of original provision of ₹ 194.93 crore the total expenditure was only ₹ 67.31 crore (34.53 *per cent*). The Supplementary provision of ₹ 12.80 crore proved unnecessary. The Savings occurred mainly due to surrender of funds under major head 2217-Urban Development due to non receipt of proposals from Goa State Urban Development Agency for various schemes and non-receipt of proposals from several urban local bodies.

83-Mines – As against the original grant of ₹ 132.28 crore (Revenue Voted) the expenditure incurred was only ₹ 71.83 crore (54.30 *per cent*). The saving was attributed to non-filling of vacant posts.

16-Collectorate (South Goa) – As against the total grant of ₹ 56.75 crore expenditure incurred was only ₹ 5.54 crore (9.76 *per cent*). The supplementary grant of ₹ 51.45 crore proved to be highly excessive. The saving in major head 4070-Capital outlay on other Administrative Services was stated to be restricted by Government to limit the expenditure to 12.50 *per cent* of the budget estimates.

21-Public Works Department - Under the capital head, against total provision of ₹ 510.73 crore total expenditure was ₹ 492.04 crore (96 *per cent*). The supplementary grant of ₹ 327.05 crore proved

unnecessary. The savings were mainly due to reduction in expenditure on major works.

32-Finance – 4075-Capital outlay on miscellaneous service. The total saving in the grant was ₹ 520 crore. The savings in major head was due to less claims from Goa State Infrastructure Development Corporation.

62-Law – 4059-Capital Outlay on Public Works. The original grant was ₹ 43.88 crore out of which expenditure incurred was only ₹ 6.52 crore (14.86 per cent). The supplementary grant of ₹ 18.02 crore proved unnecessary. The savings mainly was due to non-finalization of proposal for construction of new High Court building at Porvorim and New District and Subordinate Court Complex at Mercas.

74-Water Resources—Out of the total grant of ₹ 188.35 crore expenditure incurred was only ₹ 100.22 crore (53.21 per cent). Savings mainly occurred due to less scope of work under major and medium irrigation, Command Area Development etc.

81-Tribal Welfare – 4215-Capital outlay on Water Supply and Sanitation – Saving was mainly attributed to non-taking of works by Public Works Department.

84-Airport – 5053-Capital Outlay on Civil Aviation – The grant remained unutilized on account of administrative difficulties.

2.3.4 Persistent savings

During the last five years, there were persistent savings of more than ₹ 10 crore in each case in 12 grants, as shown in **Table 2.5**.

Table 2.5: List of grants indicating persistent savings of more than ₹ 10 crore during 2011-16

(₹ in crore)

Sl. No.	Number and name of the grant	Amount of savings (Per cent to total grant)				
		2011-12	2012-13	2013-14	2014-15	2015-16
Revenue (Voted)						
1	13-Transport	46.17 (54.46)	45.77 (49.53)	39.63 (33.42)	59.02 (39.56)	77.52 (45.91)
2	17-Police	29.80 (13.47)	25.89 (10.38)	25.85 (9.70)	21.05 (7.22)	20.48 (5.65)
3	19 – Industries, Trade and Commerce	25.28 (60.44)	23.32 (10.39)	48.66 (69.68)	68.28 (86.47)	69.28 (83.13)
4	21-Public Works	28.03 (5.30)	77.66 (13.69)	90.81 (15.38)	107.69 (16.67)	153.04 (19.42)
5	31- Panchayats	15.41 (14.88)	46.48 (34.20)	21.48 (18.82)	70.92 (50.13)	50.07 (27.82)
6	34-School Education	98.31 (13.79)	122.30 (14.84)	42.92 (5.05)	94.55 (9.83)	134.75 (12.59)
7	43-Art and Culture	50.20 (35.23)	62.65 (53.09)	46.63 (46.97)	29.01 (33.47)	26.78 (26.28)

8	55-Municipal Administration	55.78 (43.95)	260.26 (82.82)	138.90 (72.71)	130.06 (69.04)	140.42 (67.60)
9	65-Animal Husbandry	18.06 (37.90)	28.26 (37.97)	44.66 (46.50)	40.82 (37.86)	41.44 (34.74)
10	83 – Mines	104.15 (97.56)	45.77 (94.37)	75.63 (50.74)	364.22 (88.36)	60.45 (45.70)
Capital (Voted)						
	21-Public Works	65.13 (13.23)	199.00 (40.88)	243.19 (45.15)	169.60 (33.91)	345.74 (41.27)
11	32- Finance	70.47 (31.32)	155.63 (66.23)	140 (48.28)	100 (26.32)	520.00 (73.24)
12	78- Tourism	17.84 (41.29)	264.22 (84.86)	38.37 (34.97)	22.14 (27.87)	38.31 (34.13)

(Source: Appropriation Accounts of the State)

Figures in parenthesis indicate as per cent to total grants

The persistent savings of more than ₹ 50 crore and also by more than 40 per cent of the total provisions was observed in grant number 55-Municipal Administration (Revenue-Voted) during the period 2011-16. Savings exceeding 45 per cent of the total provisions in grant number 83–Mines (Revenue-Voted) and 32–Finance (Capital-Voted) was observed during these years.

The persistent savings indicated that the controls in the Departments on preparation of the budget estimates and allocating funds during the years were not effective.

2.3.5 Substantial surrenders on account of inflated budget estimates of expenditure

While preparing the budget estimates utmost care should be taken to ensure that the budget estimates are neither inflated nor under-pitched. Out of the total provision of ₹ 1,878.98 crore, substantial surrenders amounting to ₹ 1,414.54 crore were made from 45 grants on account of either non-implementation or slow implementation of Schemes/Programmes. The details of the cases where the surrenders were more than 50 per cent of the provisions are given in **Appendix 2.2**.

The Finance Department should closely monitor the unutilized budgetary provision before sanctioning supplementary grants and take suitable action to re-appropriate the unutilized grant.

2.3.6 Unnecessary surrenders

In two cases, it was seen that a total amount of ₹ 3.31 crore was surrendered though excess expenditure of ₹ 2,330.45 crore was incurred under these grant/appropriation. This indicated lack of proper budgetary control. Details are given in **Table 2.6**.

Table 2.6: Surrender of grants/appropriation in cases of excess expenditure

(₹ in crore)

Number and Name of the grant/ appropriation	Total grant	Excess	Amount surrendered
A-2 Appropriation-Debt Services (Capital-Charged)	484.80	2278.83	0.35
8 Treasury and Accounts Administration (North Goa) (Revenue-Voted)	714.27	51.62	2.96
Total	1199.07	2330.45	3.31

(Source: Appropriation Accounts of the State)

The reason for surrender of grants inspite of excess expenditure against the provision, though called for was not furnished by the Director of Accounts (January 2017).

2.3.7 Anticipated savings not surrendered

Rule 56 of the General Financial Rules, 2005 provides that the spending Departments are required to surrender the grants/appropriations or portions thereof to the Finance Department as and when savings are anticipated. Further, surrender of funds should be done as soon as these are foreseen without waiting for the end of the financial year, to enable the Finance Department to utilise the funds on other schemes.

At the close of the year 2015-16, no part of the savings, which occurred in four cases (₹ 27.24 crore), was surrendered by the concerned Departments as detailed in Table 2.7.

Table 2.7: Grants/Appropriations in which saving occurred but no part of which had been surrendered

(₹ in crore)

Sl. No.	Number and name of grant	Saving
1	14 - Goa Sadan (Revenue Voted)	0.72
2	29 - Public Grievances (Revenue Voted)	0.19
3	56 - Information and Publicity (Capital Voted)	20.00
4	60 - Employment (Revenue Voted)	6.33
	Total	27.24

(Source: Appropriation Accounts of the State)

Similarly, out of total savings of ₹ 1,586.71 crore under 25 other grants/appropriations, with savings of ₹ 20 lakh and above in each grant/appropriation, ₹ 1,410.88 crore only was surrendered, leaving balance of ₹ 175.83 crore (11 per cent of the total savings) which were not surrendered. The details are given in Appendix 2.3.

Besides, in 41 grants, savings in excess of ₹ 10 crore, aggregating ₹ 3,537.82 crore (Appendix 2.4) was surrendered in the last month of the financial year, indicating inadequate financial control as well as non-utilisation of these funds for other development purposes.

2.3.8 Rush of Expenditure

Rule 56 (3) of the General Financial Rules, 2005 provides that rush of expenditure, particularly in the closing months of the financial year shall be regarded as a breach of financial propriety and is to be avoided. Table 2.8 presents five major heads where 60 to 100 per cent of expenditure was incurred in the last quarter of 2015-16. In all these major heads, expenditure incurred in March 2016 was also 50 to 98 per cent.

Table 2.8: Rush of expenditure during the last quarter and last month of 2015-16.

(₹ in crore)

Sl.No	Major Head	Total expenditure during the year	Expenditure during last quarter of the year		Expenditure during March 2016	
			Amount	Percentage of total expenditure	Amount	Percentage of total expenditure
1	4217	2.92	2.92	100	2.86	97.95
2	4235	2.33	2.10	90.13	1.96	84.12
3	4401	7.79	4.73	60.72	3.93	50.45
4	4851	24.02	24.02	100	19.00	79.10
5	5055	6.71	5.57	83.01	4.77	71.09
Total		43.77	39.34	89.88	32.52	74.30

2.4 Advances from Contingency fund

The Contingency fund of the State has been established under the Goa Contingency fund Act, 1988, in terms of Articles 267(2) and 283(2) of the Constitution of India. Advances from the fund are to be made only for meeting expenditure of unforeseen and emergent character, postponement of which, till its authorisation by the Legislature, would be undesirable. The fund is in the nature of an imprest and its corpus is ₹ 100 crore vide Government notification dated 29th September 2015. During the year 2015-16, ₹ 16.07 crore was drawn as advances from Contingency Fund. Of this, ₹ 15.94 crore have been recouped and the balance of ₹ 0.13 crore was left for recoupment as at the end of 31 March 2016.

The PAC in its 62nd report (March 2008), observed that the contingency fund were utilised for pay and allowances, purchase of machinery, equipment, computers, maintenance and repairs, House Building advance to Government servants *etc.*, which could not be considered as unforeseen and unanticipated and warned of the recurrence of such irregularities in future. However, during 2015-16, it was observed that an advance of ₹ 10 crore was drawn by Public Works Department to settle long pending contractor bills, though the expenditure was considered foreseeable.

2.5 Un-reconciled expenditure

Departmental officers are required to reconcile periodically and before the close of the accounts of a year, the departmental figures of expenditure with those recorded in the books of the Director of

Accounts. This will enable Controlling Officers of Departments to exercise effective control over expenditure, to keep it within the budget grants and to ensure accuracy of their accounts. The Public Accounts Committee in its forty eighth report (1992) had desired that punitive action should be taken against erring Budget Controlling Authorities (BCAs). Even though non-reconciliation of departmental figures was pointed out regularly in Audit Reports, lapses on the part of Controlling Officers in this regard continued to persist during 2015-16. During 2015-16, 40 out of 86 BCAs, had not carried out any reconciliations for the entire year in respect of 2,986 units under their control, involving ₹ 6,165.72 crore. Two BCAs had carried out such reconciliations only for part of the year in respect of 44 units under their control, involving ₹ 3.15 crore. The un-reconciled periods in case of the partially reconciled units ranged from one to six months. The details of 18 major BCAs (out of 42) amounting to ₹ 5,998.29 crore who did not reconcile their expenditure are indicated in **Table: 2.8**.

Table 2.8: Major Budget Controlling Authorities who did not reconcile their figures

		(₹ in crore)
Sl. No.	Budget Controlling Authority who did not reconcile their figures	Amount not reconciled
1	Chief Electrical Engineer	1882.02
2	Principal Chief Engineer, Public Works Department	1128.81
3	Director of Education	946.54
4	Director of Social Welfare	347.23
5	Director of Women and Child Development	324.79
6	Director of Health Services	278.77
7	Chief Engineer, Water Resources	224.57
8	Director of Higher Education	222.92
9	Director of Panchayats	133.75
10	Director of Transport	98.03
11	Director of Animal Husbandry and Veterinary Services	79.53
12	Director of Mines and Geology	71.84
13	Director of Municipal Administration	70.18
14	Director of Technical Education	55.95
15	Principal Chief Conservator of Forests	55.87
16	Inspector General of Prisons	34.69
17	Directorate of Ports and Administration	21.64
18	Secretary, Legislature	21.16
Total		5998.29

(Source: Directorate of Accounts)

2.6 Outcome of review of selected grant

A review on the budgetary procedure and control over expenditure in respect of Grant No. 32–Finance was conducted. Important points noticed during the review are detailed below.

As against the budget provision of ₹ 734.75 crore (₹ 24.75 crore under revenue head and ₹ 710.00 crore under capital head) the actual expenditure was ₹ 192.43 crore (₹ 2.43 crore under revenue head and ₹ 190.00 crore under capital head) resulting in the total saving of ₹ 542.32 crore (₹ 22.32 crore under revenue head and ₹ 520.00 crore under capital head).

As per rule 56(2) of the General Financial rules, 2005 savings as well as provisions that cannot be profitably utilized should be surrendered to the Government immediately when they are foreseen without waiting till the end of the year.

2.7 Conclusion and Recommendations

During 2015-16, expenditure of ₹ 12,920.81 crore was incurred against the total provision of ₹ 14,695.56 crore, resulting in savings of ₹ 1,774.75 crore. The overall savings were the net result of savings of ₹ 4,105.20 crore; offset by an excess of ₹ 2,330.45 crore. This excess requires regularisation under Article 205 of the Constitution of India.

Re-visiting the budgeting procedure to address the problem of substantial and persistent savings by some Departments.

The Departments may closely monitor the expenditure against the allocations and should avoid incurring expenditure in excess of the grants. Funds may be surrendered well before the close of the year so as to enable their utilisation for other developmental schemes.

Advances from the contingency fund may be drawn only for meeting expenditure of unforeseen and emergent character instead of payment for bills of contractors which is considered foreseeable.

The reconciliation of expenditure figure by the BCAs must be strictly enforced.

CHAPTER – III

FINANCIAL REPORTING

CHAPTER-III

FINANCIAL REPORTING

A sound internal financial reporting and the availability of relevant and reliable information significantly contribute to efficient and effective governance by the State Government. Compliance with financial rules, procedures and directives as well as timeliness and quality of reporting on the status of such compliance also attribute to good governance. Reports on compliance and controls, if effective and operational, assist State Governments in meeting their basic stewardship responsibilities, including strategic planning and decision-making. This chapter provides an overview and status of the State Government's compliance with various financial rules, procedures and directives during the current year.

3.1 Delays in furnishing Utilisation Certificates

Rule 212 of the General Financial Rules, 2005 provide that for grants provided for specific purposes, Utilisation Certificates (UCs) should be obtained by the departmental officers from the grantees. The certificates so obtained are to be verified by the departmental officers and forwarded to the Director of Accounts within 12 months from the dates of their sanction unless specified otherwise. Of the 12,355 UCs due in respect of grants aggregating ₹ 2,083.58 crore paid up to 2014-15, 11,553 UCs (94 per cent) for an aggregate amount of ₹ 1,755.48 crore (84 per cent) were outstanding as on June 2016. The Department-wise break-up of outstanding UCs as on 30 June 2016 is given in **Appendix 3.1**. The age-wise position of these is in **Table 3.1**.

Table 3.1: Age-wise position of outstanding UCs as of 30 June 2016

Sl. No.	Range of delay in number of years	Utilisation certificates outstanding	
		Number	Amount (₹ in crore)
1	0-1	1601	317.71
2	1-3	2461	707.38
3	3-5	1436	281.40
4	5-7	1839	208.93
5	7 and above	4216	240.06
	Total	11553	1755.48

(Source: Information compiled by Audit as per data received from Director of Accounts)

Of the above, 5,498 UCs (48 per cent) involving ₹ 1,306.49 crore (74 per cent) were pending for periods ranging from one to five years while 6,055 UCs involving ₹ 448.99 crore were pending for more than five years. Major cases of non-submission of UCs mainly pertained to Directorate of Art and Culture (34 per cent), Directorate of Panchayats (North) (21 per cent) and Directorate of Panchayats (South) (15 per cent).

Non-submission of UCs in time may result in mis-utilisation of the grants. The large pendency in submission of UCs indicates lack of monitoring of utilisation of grants and loans by the Departments.

3.2 Non-submission/delays in submission of accounts by Grantee institutions

In order to identify the institutions which, attract audit under Sections 14 and 15 of the CAG's (DPC) Act, 1971, the Government/Head of the Departments are required to furnish to Audit every year, detailed information about the financial assistance given to various institutions, the purposes of assistance granted and the total expenditure of these institutions. A total of 335 annual accounts of 94 autonomous bodies/authorities due up to 2014-15 had not been received by the Accountant General as of June 2016. The details of these accounts are given in **Appendix 3.2** and their age-wise pendency is presented in **Table 3.2**.

Table 3.2: Age-wise arrears of annual accounts due from bodies and authorities.

(₹ in crore)			
Sl. No	Delay in number of years	Number of bodies/authorities	Grants received
1	0-2	67	64.97
2	2-5	3	1.70
3	5-10	24	9.95
	Total	94	76.62

(Source: Compiled by Audit from information furnished by various Departments)

It can be seen from the above table that in respect of 24 autonomous bodies/authorities, accounts were in arrears for more than five years. The major defaulters were educational institutions receiving Government grants for salaries, maintenance etc. Non-submission of annual accounts by a substantial number of autonomous bodies/authorities was in violation of the terms and conditions governing the release of grants by the Government and carried the additional risk of mis-utilisation of funds.

3.3 Delay in submission of accounts/audit reports by autonomous bodies

Several autonomous bodies have been set up by the State Government in the fields of education, irrigation, housing *etc.* Of these, audit of accounts of 13 bodies in the State has been entrusted to the CAG. These bodies are audited by the CAG by verification of their accounts, financial transactions, operational activities, internal management and financial control system and procedures. The status of entrustment of audit, rendering of accounts to audit, issuance of Separate Audit Reports (SARs) and their placement in the Legislature are indicated in the **Appendix 3.3**. The delay in submission of accounts to Audit and placement of SARs in the Legislature by the autonomous bodies is summarised in **Table 3.3**.

Table 3.3: Delays in submission of accounts and tabling of SARs

Delays in submission of accounts (in months)	Number of autonomous bodies	Delay in submission of SARs in the Legislature (in years)	Number of autonomous bodies
0-3	-	0-1	-
3-6	3	1-3	3
6-9	-	3-5	7
9-25	8	-	-
25 and above	2	5 and above	-

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

Out of the 13 autonomous bodies, the submissions of accounts were delayed for periods ranging from four to 69 months. The reasons for delays though called for were not intimated by the respective autonomous bodies.

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

3.4 Departmental Commercial Undertakings

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

Heads of Departments in the Government have to ensure that the undertakings prepare such accounts and submit the same to the Accountant General for audit within a specified timeframe. As of October 2016, there were two¹ such undertakings, both of which had heavy arrears in accounts. The department-wise position of arrears in preparation of *proforma* accounts and investments made by the Government are given in **Appendix 3.4**.

3.5 Misappropriations, losses and defalcations

Rule 33 of the General Financial Rules, 2005 provides that any loss or shortage of public money, revenue or receipts has to be immediately reported by the subordinate authority concerned to the next higher authority as well as to the Statutory Audit Officer and the concerned Principal Accounts Officer. The State Government reported 29 cases of misappropriation, defalcation *etc.*, involving Government money totalling ₹ 2.11 crore up to June 2016 on which final action was pending. The Department-wise break up of pending cases is given in **Appendix 3.5**.

The age profile of the pending cases and the number of pending misappropriation cases are summarised in **Table 3.5**.

Table 3.5: Profile of misappropriation

Age profile and nature of pending cases			
Range in years	No. of cases	Amount involved (₹ in lakh)	Nature/ characteristics of the cases
0-5	15	45.96	Misappropriation of cash/stores
5-10	8	23.02	
10 years & above	6	141.92	
	29	210.90	

(Source: Information furnished by concerned Departments)

¹River Navigation Department, Chief Electrical Engineer

The reasons for which the cases were outstanding are classified under three categories as listed in **Table 3.6** below.

Table 3.6: Reasons for outstanding cases of misappropriations

Reasons for the delay/outstanding pending cases	No. of cases	Amount (₹ in lakh)
Departmental action started but not finalised	14	191.52
Pending in the courts of law	12	15.57
Awaiting orders for recovery/write off	3	3.81
Total	29	210.90

(Source: Information furnished by concerned Departments)

3.6 Booking under Minor Head '800 - Other Expenditure'

One crucial component of a transparent system of accounting is that the forms of account in which the receipts and expenditure of the Government are reported to the legislature, are constantly reviewed and updated. This will ensure a true and fair exhibition of the 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 when the appropriate minor head has not been provided in the accounts. Finance Accounts 2015-16 of Government of Goa disclosed that ₹ 3,323.89 crore, constituting 33 *per cent* of total expenditure (Revenue and Capital) recorded under 40 major heads were classified under Minor Head '800-Other Expenditure', which is alarming.

Since large amounts are booked under Minor Head '800-Other Expenditure' which affects transparency in financial reporting, this practice should be avoided.

3.7 Pendency in submission of Detailed Contingent bills against Abstract Contingent bills

The Controlling and Disbursing Officers of the Departments are authorised to draw sums of money by preparing Abstract Contingent (AC) bills, by debiting service heads. They are required to present Detailed Contingent (DC) bills (vouchers in support of final expenditure) to the Director of Accounts (DoA), Goa within three months from the date of drawal of funds on AC bill. If previous AC bills are outstanding over three months for want of DC bills, the proposal for drawal of further AC bills would require the sanction of Finance Department.

It was observed that 793 AC bills involving ₹ 166.03 crore, drawn by various Departments up to March 2016 were pending adjustment as on 30 June 2016. Year wise details are given in Table 3.7.

Table 3.7: Pendency in submission of Detailed Contingent bills against Abstract Contingent bills

Year	Number of outstanding AC bills	Amount (₹ in crore)
Up to 2013-14	232	21.24
2014-15	234	22.04
2015-16	327	122.75
Total	793	166.03

(Source: Finance Accounts of the State)

3.8 Conclusion and Recommendations

Out of 11,553 UCs amounting to ₹ 1,755.48 crore pending as on June 2016, 5,498 UCs involving ₹ 1,306.49 crore were pending for periods ranging from one to five years. Remaining 6,055 UCs involving ₹ 448.99 crore were pending for more than five years. In the absence of the requisite certificates, it could not be ascertained in audit whether the recipients had utilised the grants for the purpose for which these were given.

The Sanctioning Authorities may evolve a mechanism to ensure that utilisation certificates in respect of grants released for specific purposes are furnished by the grantee institution in time.

The accounts of the 13 autonomous bodies were submitted with delays for the period ranging from four to 69 months.

The controlling Departments may identify the reasons for delay in finalisation of accounts of autonomous bodies and take remedial measures to ensure that the arrears in accounts are cleared in a time bound manner.

The final action of 29 cases of misappropriations, losses and defalcations etc., involving ₹ 2.11 crore was pending as on June 2016. Out of these 29 cases departmental action had been initiated in 14 cases and 12 cases were pending in court of law. The remaining three cases were awaiting orders for recovery/write off.

Departmental enquiries in respect of all the defalcation and misappropriation cases may be expedited to bring defaulters to

book. Internal controls may also be strengthened to prevent such cases in future.

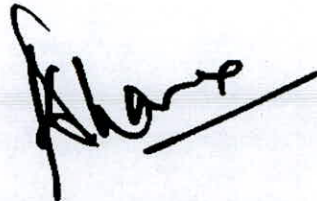
Adjustment of Abstract Contingent bills within stipulated time, as required under the extant rules should be ensured.



Panaji
The 15 March 2017

(ASHUTOSH JOSHI)
Accountant General

Countersigned



New Delhi
The 24 March 2017

(SHASHI KANT SHARMA)
Comptroller and Auditor General of India

APPENDICES

APPENDIX - 1.1
(Referred to in paragraph 1.1)
PART-A (State Profile)

A. General Data					
Sl. No.	Particulars				Figures
1	Area				3702 sq.km
2	Population				
	a.	As per 2001 Census			0.13 crore
	b.	As per 2011 Census			0.15 crore
3	Density of Population (as per 2001 census). (All India Density = 325 persons per Sq. km.)				258 persons per sq km
	Density of Population ¹ (as per 2011 census). (All India Density = 382 persons per Sq. km.)				394 persons per sq km
4	Population below poverty line ² (BPL) (All India Average = 29.50 per cent)				6.30 per cent
5	a.	Literacy (as per 2001 Census) (All India Average = 64.8 per cent)			82.01 per cent
	b.	Literacy ³ (as per 2011 Census) (All India Average = 73.00 per cent)			88.70 per cent
6	Infant mortality ⁴ (per 1000 live births) (All India Average = 39 per 1000 live births)				Nine
7	Life Expectancy at birth (All India Average = 67.50 years)				68.5 years
8	Gini Coefficient ⁵				
	a.	Rural (All India = 0.29)			0.21
	b.	Urban (All India = 0.38)			0.41
9	Gross State Domestic Product (GSDP) 2015-16 at current price				₹ 60,895 crore
10	Per capita GSDP CAGR (2006-07 to 2015-16)		Goa	14.24 per cent	
			General Category States	14.27 per cent	
11	GSDP CAGR (2006-07 to 2015-16) ⁶		Goa	15.60 per cent	
			General Category States	15.75 per cent	
12	Population Growth ⁷ (2006-15)		Goa	13.82 per cent	
			General Category States	12.24 per cent	
B. Financial Data ⁸					
Particulars		2006-07 to 2014-15		Growth rate during 2015-16	
CAGR		General Category States	Goa	General Category States	Goa
		in per cent			
a.	of Revenue Receipts	14.74	14.46	15.00	11.22
b.	of Own Tax Revenue	15.08	14.79	13.28	2.03
c.	of Non Tax Revenue	10.20	12.32	6.00	4.56
d.	of Total Expenditure	16.71	13.67	16.42	16.17
e.	of Capital Expenditure	13.21	8.85	25.80	31.44
f.	of Revenue Expenditure on Education	17.08	14.85	12.17	9.05
g.	of Revenue Expenditure on Health	18.70	17.49	13.44	10.82
h.	of Salary and Wages ⁹	15.49	18.25	9.95	9.76
i.	of Pension ¹⁰	18.59	20.35	11.79	8.64

¹ Censusinfo India 2011 Final population totals

² Report of the Expert group (Rangarajan) to review the methodology for measurement of poverty, Planning Commission (June 2014)

³ Censusinfo India 2011 Final population totals

⁴ SRS bulletin of September 2014, volume 50, No.1, July 2016

⁵ http://planningcommission.nic.in/data/datatable/data_2312/DatabookDec2014%20106.pdf. Gini Coefficient is a measure of inequality of income among the population. Value rate is from zero to one. Value closer to zero indicates inequality is less and vice versa

⁶ CSO (http://mospi.nic.in/Mospi_New/site/inner.aspx?status=3&menu_id=82)

⁷ Projected total population by sex as on 01 October 2001-2026 by Census India

⁸ Financial data of the State is based on the Finance Accounts of the State Government

⁹ Excludes Delhi

¹⁰ Excludes Delhi

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

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

Part C: Layout of Finance Accounts

Statement	About
1	Statement of Financial Position
2	Statement of Receipts and Disbursements
3	Statement of Receipts (Consolidated Fund)
4	Statement of Expenditure (Consolidated Fund)
5	Statement of Progressive Capital Expenditure
6	Statement of Borrowings and Other Liabilities
7	Statement of Loans and Advances given by the Government
8	Statement of Investments of the Government
9	Statement of Guarantees given by the Government
10	Statement of Grants-in-aid given by the Government
11	Statement of Voted and Charged Expenditure
12	Statement on Sources and Application of funds for expenditure other than on Revenue Account
13	Statement of Balances under Consolidated Fund, Contingency Fund and Public Account
14	Detailed Statement of Revenue and Capital Receipts by minor heads
15	Detailed Statement of Revenue Expenditure by minor heads
16	Detailed Statement of Capital Expenditure by Minor heads and Sub heads
17	Detailed Statement of Borrowings and Other Liabilities
18	Detailed Statement on Loans and Advances given by the Government
19	Detailed Statement of Investments of the Government
20	Detailed Statement of Guarantees given by the Government
21	Detailed Statement on Contingency Fund and other Public Account transactions
22	Detailed Statement on Investments of earmarked funds

APPENDIX - 1.2
(Referred to in paragraph 1.1 on profile of Goa)

Fiscal Responsibility and Budget Management (FRBM) Act

The State Government has enacted the Goa Fiscal Responsibility and Budget Management (FRBM) Act, 2006 to ensure prudence in fiscal management and to maintain fiscal stability in the State. To improve the fiscal position and to bring fiscal stability, the Act envisages progressive elimination of revenue deficit, reduction in fiscal deficit and prudent debt management consistent with fiscal sustainability. To ensure prudence the Act also provides for greater fiscal transparency in fiscal operation of the Government and conduct of fiscal policy in a medium term frame work and matter connected therewith or there to. The Fiscal Responsibility and Budget Management (FRBM) rules were however, framed in November 2007. The FRBM Act, 2006 were further amended in March 2014 and renamed as Goa Fiscal Responsibility and Budget Management (First amendment) Act, 2014 having a few major changes with reference to fiscal targets. The major fiscal targets for the State were as under:

- a) reduce the revenue deficit to nil by 31 March 2015 and adhere to it thereafter;
- b) reduce the ratio of fiscal deficit to Gross State Domestic Product beginning from the financial year 2013-14 and strive to keep/maintain within the norm of three *per cent*.
- c) cap the total outstanding guarantees within the specified limit under the Goa State Guarantees Act, 1993 (Goa Act No. 16 of 1993);
- d) ensure that by 31 March 2015, the ratio of Debt to Gross State Domestic Product (GSDP) is brought down to 27 *per cent*, and thereafter bring it below 25 *per cent* ;

The definitions of some of the selected terms used in assessing the trends and pattern of fiscal aggregates are given below:

Terms	Basis of calculation
Buoyancy of a parameter	Rate of Growth of the parameter/GSDP Growth
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 (RoG)	$[(\text{Current year Amount}/\text{Previous year Amount})-1]*100$
Development Expenditure	Social Services + Economic Services
Average interest paid by the State	Interest payment/[(Amount of previous year's Fiscal Liabilities + Current year's Fiscal Liabilities)/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 [(Opening balance + Closing balance of Loans and Advances)/2]*100
Revenue Deficit	Revenue Expenditure – Revenue Receipt
Fiscal Deficit	Revenue Expenditure + Capital Expenditure + Net Loans and Advances – Revenue Receipts – Miscellaneous Capital Receipts
Primary Deficit	Fiscal Deficit – Interest payments
Balance from Current Revenue (BCR)	Revenue Receipts minus all Plan grants and Non-plan Revenue Expenditure excluding expenditure recorded under the major head 2048 -Appropriation for reduction of Avoidance of debt.
Primary Revenue Balance (Deficit or Surplus)	Excess of Revenue Receipts over Revenue Expenditures other than interest.
Primary Revenue Expenditure	Total Revenue Expenditure minus Interest payments

APPENDIX 1.3
(Referred to in paragraph 1.1.1)
PART A: Abstract of Receipts and Disbursements for the year 2015-16

(₹ in crore)

Receipts			Disbursements				
2014-15		2015-16	2014-15	2015-16			
					Non-Plan	Plan	Total
	Section-A: Revenue						
7688.69	1. Revenue receipts	8552.24	7410.25	1. Revenue expenditure	6320.55	2099.01	8419.56
3895.92	Tax revenue	3975.37	2370.02	General services	2532.31	31.78	2564.09
			2814.75	Social Services (inclusive of GIA and contribution)	1809.28	1373.49	3182.77
2325.63	Non-tax revenue	2431.93	1225.80	Education, Sports, Art and Culture	1046.11	290.98	1337.09
			489.60	Health and Family Welfare	371.06	172.03	543.09
900.58	State's share of Union Taxes	1923.76	353.77	Water Supply, Sanitation, Housing and Urban Development	319.73	102.90	422.63
			15.29	Information and Broadcasting	3.64	16.22	19.86
257.23	Non-Plan grants	21.19	113.41	Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	0.94	121.41	122.35
116.55	Grants for State Plan Schemes	45.21	43.40	Labour and labour Welfare	25.66	20.70	46.36
			571.37	Social Welfare and Nutrition	39.89	649.25	689.14
192.78	Grants for Central and Centrally sponsored Plan Schemes	154.78	2.11	Others	2.25	-	2.25
			2225.48	Economic Services- (inclusive of GIA and contribution)	1978.96	693.74	2672.70
			257.55	Agriculture and Allied Activities	82.05	221.83	303.88
			75.78	Rural Development	59.25	74.22	133.47
			5.39	Special Areas Programmes	-	8.37	8.37
			100.93	Irrigation and Flood control	82.63	38.51	121.14
			1320.31	Energy	1453.05	36.90	1489.95
			111.84	Industry and Minerals	8.85	127.48	136.33
			268.50	Transport	269.02	26.18	295.20
			5.63	Science, Technology and Environment	-	5.76	5.76
			79.55	General Economic Services	24.11	154.49	178.60
			7410.25	Total	6320.55	2099.01	8419.56
	II. Revenue deficit carried over to Section B		278.44	II. Revenue deficit/surplus carried over to Section B			132.68
7688.69	Total	8552.24	7688.69	Total	6320.55	2099.01	8552.24

Receipts			Disbursements				
2014-15		2015-16	2014-15	2015-16			Total
					Non-Plan	Plan	
Section-B : Other							
783.40	III. Opening Cash balance including Permanent Advances and Cash Balance Investment	792.50	--	III. Opening Overdraft from Reserve Bank of India	--	--	--
--	IV. Miscellaneous Capital receipts			IV. Capital Outlay			
			306.00	General Services	-	270.49	270.49
			278.47	Social Services		343.30	343.30
			135.12	Education, Sports, Art and Culture		158.09	158.09
			16.87	Health and Family Welfare		31.12	31.12
			116.33	Water Supply, Sanitation, Housing and Urban Development		144.00	144.00
			0.00	Information and Broadcasting		-	-
			9.59	Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes		7.76	7.76
			0.56	Social Welfare and Nutrition		2.33	2.33
			0.00	Other Social Services		-	-
			649.64	Economic Services	11.12	997.36	1008.48
			21.25	Agriculture and Allied Activities	11.12	32.79	43.91
			0.15	Rural Development		3.80	3.80
			1.02	Special Areas Programmes		1.99	1.99
			138.78	Irrigation and Flood Control		98.51	98.51
			168.79	Energy		380.99	380.99
			16.94	Industry and Minerals		24.02	24.02
			244.57	Transport		381.32	381.32
			0.83	Science Technology and environment		-	-
			57.31	General Economic Services		73.94	73.94
			1234.11	Total	11.12	1611.15	1622.27
9.96	V. Recoveries of Loans and Advances	10.20	2.92	V. Loans and Advances disbursed	2.69	-	2.69
8.22	From Government Servants	8.58	2.73	To Government Servants	2.45	-	0.86
1.74	From Others	1.62	0.19	To Others	0.24	-	-
278.44	VI. Revenue Surplus brought down	132.68	306.00	VI. Revenue Deficit brought down	-	-	-

Receipts			Disbursements				
2014-15		2015-16	2014-15	2015-16			
					Non-Plan	Plan	Total
1267.36	VII. Public debt receipts	1847.38	365.86	VII. Repayment of Public debt-			439.22
	External debt			External debt			-
1064.48	Internal debt other than Ways and Means Advances and overdrafts	1735.82	338.34	Internal debt other than Ways and Means Advances and Overdrafts			411.70
	Net transactions under Ways and Means Advances	-		Net transactions under Ways and Means Advances			-
	Net transactions under overdraft	-		Net transactions under overdraft			-
202.88	Loans and Advances from Central Government	111.56	27.52	Repayment of Loans and Advances to Central Government			27.52
200.01	VIII. Appropriation to Contingency Fund*	130	200.00	VIII. Appropriation to Contingency Fund			130
	IX. Amount transferred to Contingency Fund			IX. Expenditure from Contingency Fund			-
9289.67	X. Public Account receipts-	10940.75	9233.45	X. Public Account disbursements			10892.91
366.03	Small Savings and Provident Funds	390.09	254.31	Small Savings and Provident Funds			277.18
155.46	Reserve Funds	310.36	27.33	Reserve Funds			24.07
4956.59	Suspense and Miscellaneous	5764.72	5137.41	Suspense and Miscellaneous			5950.44
3412.57	Remittances	4055.45	3525.87	Remittances			4148.89
399.02	Deposits and Advances	420.13	288.53	Deposits and Advances			492.33
-	XI. Closing Overdraft from Reserve Bank of India		792.50	XI. Cash Balance at end-			766.42
			634.23	Investment of earmarked balance			670.74
			-97.37	Deposits with Reserve Bank			-162.74
			1.74	Departmental Cash Balance including permanent Advances			1.75
			253.90	Cash Balance Investment			256.67
19517.53	Total	22405.75	19517.53	Total			22405.75

*Contingency fund of ₹ 230 crore in 2014-15 has been revised to ₹ 100 crore in 2015-16

**PART B: Summarised financial position of the Government of Goa as on
31 March 2016**

(₹ in crore)

As on 31 March 2015		Liabilities	As on 31 March 2016	
8852.26		Internal Debt		10176.37
	5304.37	Market Loans bearing interest	6589.00	
	--	Market Loans not bearing interest	-	
	11.05	Loans from LIC	9.40	
	3536.84	Loans from other institutions	3577.97	
	--	Ways and Means Advances/overdraft	-	
	--	Overdraft from Reserve Bank of India	-	
1083.77		Loans and Advances from Central Government		1167.82
	--	Pre 1984-85 loans		
	85.61	Non-Plan Loans	84.52	
	989.84	Loans for State Plan Schemes	1074.98	
	0.03	Loans for Central Plan Schemes	0.03	
	8.29	Loans for Centrally Sponsored Plan Schemes	8.29	
230.00		Contingency Fund		100
1843.57		Small savings, Provident Fund etc.		1956.49
1650.50		Deposits		1577.65
1080.90		Reserve Funds		1367.18
-55.27		Remittance balances		-148.72
-842.55		Suspense and Miscellaneous		-1028.26
13843.18				15168.53
		Assets		
12548.73		Gross Capital Outlay on Fixed Assets		14171.00
	488.00	Investment in shares of Companies, Corporation etc.	525.20	
	12060.73	Other Capital Outlay	13645.80	
83.66		Loans and Advances		76.14
	--	Loans for Power Projects		
	55.82	Other Development Loans	54.42	
	27.85	Loans to Government Servants and Miscellaneous loans	21.72	
		Reserve Fund Investments		
0.53		Advances		(-) 0.12
--		Contingency fund		0.00
792.49		Cash		766.42
		Cash in Treasuries and Local Remittances		
		Deposits with Reserve Bank	-162.74	
		Departmental Cash Balances	1.48	
		Permanent Advances	0.27	
		Cash Balance Investments	256.67	
		Earmarked Fund Investment	670.74	
		Deficit on Government Accounts		
417.77		Revenue Deficit of the current year		155.09
	1.16	(i) Miscellaneous Deficit	1.16	
	179.21	Accumulated deficit	46.53	
	230	Appropriation to Contingency Fund	100	
		Net effect of Balances taken over		
	431.66	Balances taken over on 30 May 1987 under capital	431.66	
	-424.26	Net result of allocation of Capital Expenditure	-424.26	
13843.18				15168.53

APPENDIX 1.4
(Referred to in paragraph 1.3)
Time series data on the State Government finances

(₹ in crore)

	2011-12	2012-13	2013-14	2014-15	2015-16
Part-A. Receipts					
1. Revenue Receipts	5781	5845	6450	7689	8552
(i) Tax Revenue	2551(44)	2940(50)	3582(56)	3896(51)	3975(46)
Taxes on Agricultural Income	-	-	-	-	-
Taxes on Sales, Trade etc.	1653(65)	1577(54)	1708(48)	1860(48)	2116(53)
State Excise	182(7)	213(7)	236(6)	268(7)	319(8)
Taxes on Vehicles	140(5)	148(5)	154(4)	181(5)	196(5)
Stamps duty and Registration fee	184(7)	525(18)	396(11)	660(17)	525(13)
Land Revenue	8	11	454(13)	25(1)	24(1)
Taxes on goods and passengers	210(8)	258(9)	386(11)	404(10)	464(12)
Other Taxes	174(7)	208(7)	248(7)	498(13)	331(8)
(ii) Non-Tax Revenue	2313(40)	1833(31)	1662(26)	2326(30)	2432(28)
(iii) State's share in Union taxes and duties	681(12)	777(13)	849(13)	901(12)	1924(22)
(iv) Grants-in-aid from Government of India	236(4)	296(5)	357(5)	566(7)	221(3)
2. Misc. Capital Receipts	-	-	-	-	-
3. Recoveries of Loans and Advances	16	15	13	10	10
4. Total Revenue and Non-debt capital receipt (1+2+3)	5797	5860	6463	7699	8562
5. Public Debt Receipts	537	1537	1349	1267	1847
Internal Debt (excluding Ways and Means Advances and Overdrafts)	324	1371	1146	1064	1736
Net transactions under Ways and Means Advances and Overdraft	-	-	-	-	-
Loans and Advances from Government of India	213	166	150	203	111
6. Total Receipts in the Consolidated Fund (4+5)	6334	7397	7812	8966	10409
7. Contingency Fund Receipts	-	-	-	200	(-130)
8. Public Accounts receipts	7550	7290	8496	9290	10941
9. Total receipts of the State (6+7+8)	13884	14687	16308	18256	21220
Part B. Expenditure/Disbursement					
10. Revenue Expenditure	5484(82)	6061(87)	6803(87)	7410(86)	8420(84)
Plan	1110(20)	1250(21)	1711(25)	1701(23)	2099(25)
Non-plan	4374(80)	4811(79)	5092(75)	5709(77)	6321(75)
General Services (including Interests payments)	1633(30)	1860(31)	2076(30)	2370(32)	2564(30)
Social Services (including GIA & contributions)	1952(36)	2206(36)	2634(39)	2815(38)	3183(38)
Economic Services (including GIA & contributions)	1899(35)	1995(33)	2093(31)	2225(30)	2673(32)
11. Capital Expenditure	1184(22)	942(13)	1008(13)	1234(14)	1622(16)
Plan	1182(100)	941(100)	998(99)	1235(100)	1611(99)
Non-plan	2	1	10(1)	-1	11(1)
General Services	202(17)	134(14)	194(19)	306(25)	271(17)
Social Services	239(20)	187(20)	172(17)	278(22)	343(21)
Economic Services	743(63)	621(66)	642(64)	650(53)	1008(62)

	2011-12	2012-13	2013-14	2014-15	2015-16
Part B. Expenditure/Disbursement					
12. Disbursement of Loans and Advances	9	4	4	3	3
13. Total (10+11+12)	6677	7007	7815	8647	10045
14. Repayments of Public Debt	278	339	385	366	439
Internal Debt (excluding Ways and Means Advances and Overdrafts)	128	311	306	338	412
Net transactions under Ways and Means Advances and Overdraft	-	-	--	--	--
Loans and Advances from Government of India	150	28	26	28	27
15. Appropriation to Contingency Fund	-	-	-	200	(-)130
16. Total disbursement out of Consolidated Fund (13+14+15)	6955	7346	8200	9213	10354
17. Net Loans and Advances	(-)7	(-)11	(-)9	(-) 7	(-) 7
18. Contingency Fund disbursements	-	-	-	-	-
19. Public Accounts disbursements	7057	7656	8027	9233	10893
20. Total disbursement by the State (16+18+19)	14012	15002	16227	18446	21247
Part C. Deficits					
21. Revenue Deficit(+)/Revenue Surplus (-)(10-1)	(-)297	216	353	(-)279	(-)132
22. Fiscal Deficit (21+11+17)	880	1147	1352	948	1483
23. Primary Deficit(+)/Surplus(-) (22-24)	175	346	461	(-)60	408
Part D. Other data					
24. Interest Payments (included in revenue expenditure)	705	801	891	1008	1075
24A. Financial Assistance to local bodies etc.	835	796	941	1020	1197
25. Ways and Means Advances (WMA)/Overdraft availed (days)	-	-	17	121	240
Ways and Means advances availed	-	-	1	109	177
Overdraft availed	-	-	-	12	63
26. Interest on WMA/Overdraft	-	-	#	1	4
27. Gross State Domestic Product (GSDP)	43255	42407	48897	52673	60895
28. Outstanding fiscal liabilities (year end)	9579	11232	12695	13877	15575
29. Outstanding guarantees including interest (year end)	185	123	293	337	623
30. Maximum amount guaranteed (year end)	305	260	575	696	713
31. Number of incomplete projects	85	127	37	87	129
32. Capital blocked in incomplete projects	1571	1721	1628	697	1453
33. Grants-in-aid and contributions (included in revenue expenditure of General, Social & Economic Services)	830	763	941	1020	1197

#₹ 3.64 lakh as interest on Ways and Means Advances

	2010-11	2011-12	2012-13	2013-14	2015-16
Part E. Fiscal Health Indicator (In per cent)					
I Resource Mobilisation					
Own Tax revenue/GSDP	5.90	6.93	7.33	7.40	6.53
Own Non-Tax Revenue/GSDP	5.35	4.32	3.40	4.42	3.99
Central Transfer/GSDP	1.57	1.83	1.74	1.71	3.16
II Expenditure Management					
Total Expenditure/GSDP	15.44	16.52	15.98	16.42	16.50
Total Expenditure/Revenue Receipts	115.50	119.88	121.16	112.46	117.46
Revenue Expenditure/Total Expenditure	82.13	86.50	87.05	85.69	83.82
Expenditure on Social Services/Total Expenditure	32.81	34.15	35.91	35.77	35.10
Expenditure on Economic Services/Total Expenditure	39.57	37.33	35.00	33.25	36.65
Capital Expenditure/Total Expenditure	17.73	13.44	12.90	14.27	16.15
Capital Expenditure on Social and Economic Services/Total Expenditure	14.71	11.53	10.42	10.73	13.45
III Management of Fiscal Imbalances					
Revenue deficit (surplus)/GSDP	(-0.69)	0.51	0.72	(-0.53)	(-0.22)
Fiscal deficit/GSDP	2.03	2.70	2.76	1.80	2.44
Primary Deficit (surplus)/GSDP	0.40	0.82	0.94	(-0.11)	0.67
Revenue Deficit/Fiscal Deficit	(-33.75)	18.83	26.11	(-29.43)	(-8.90)
Primary Revenue Balance/GSDP	11.05	12.40	12.09	12.15	12.06
IV Management of Fiscal Liabilities					
Fiscal Liabilities/GSDP	22.15	26.49	25.96	26.35	25.58
Fiscal Liabilities/RR	165.70	192.16	196.82	180.48	182.12
Primary deficit vis-a-vis quantum spread	6.76	(-34.80)	52.22	(-363.56)	35.38
Debt Redemption (Principal+Interest)/Total Debt Receipts	183.05	74.17	94.59	108.45	81.97
V Other Fiscal Health Indicator					
Return on Investment (in per cent)	0.36	0.39	0.24	0.37	0.27
Balance from Current Revenue (₹ in crore)	327.23	-185.91	-323	309	132
Financial Assets/Liabilities	1.00	0.99	0.96	0.96	0.99

APPENDIX - 2.1

(Referred to in paragraph 2.3.3)

Statement of various grants/appropriations where savings were in excess of ₹ two crore and also by more than 20 per cent of the total provision

(₹ in crore)

Sl. No.	Grant/Appropriation	Total provision	Actual expenditure	Savings	Percentage
Revenue (Voted)					
1	2-General Administration and Co-ordination	81.22	55.70	25.52	31
2	5 – Prosecution	7.14	5.10	2.04	29
3	6 - Election Office	12.64	7.98	4.66	37
4	11 – Excise	19.77	13.25	6.52	33
5	12 - Commercial Taxes	22.82	17.44	5.38	24
6	13 – Transport	168.84	91.32	77.52	46
7	18 – Jail	16.45	11.57	4.88	30
8	19 - Industries, Trade and Commerce	83.34	14.06	69.28	83
9	20- Printing and Stationery	11.75	8.95	2.80	24
10	22 – Vigilance	4.83	2.62	2.21	46
11	23- Home	8.75	2.80	5.95	68
12	25 - Home Guards and Civil Defence	20.21	14.20	6.01	30
13	26 - Fire and Emergency Services	37.23	28.19	9.04	24
14	27 - Official Language	10.93	2.71	8.22	75
15	30 - Small Savings and Lotteries	18.68	11.26	7.42	40
16	31 - Panchayats	180.01	129.95	50.06	28
17	32 – Finance	24.75	2.43	22.32	90
18	33 – Revenue	31.13	8.29	22.84	73
19	36 - Technical Education	24.78	17.98	6.80	27
20	37 - Government Polytechnic (Panaji)	23.29	17.18	6.11	26
21	38 - Government Polytechnic (Bicholim)	9.44	6.84	2.60	28
22	40 - Goa College of Engineering	30.17	23.55	6.62	22
23	42 - Sports and Youth Affairs	96.39	27.88	68.51	71
24	43 - Art and Culture	101.90	75.12	26.78	26
25	44 - Goa College of Art	6.50	3.99	2.51	39
26	45 - Archives and Archaeology	8.28	6.11	2.17	26
27	48 - Health Services	360.95	261.68	99.27	28
28	50 - Goa College Of Pharmacy	9.95	6.92	3.03	30
29	53 - Food and Drugs Administration	8.81	6.58	2.23	25
30	54 - Town and Country Planning	40.35	10.96	29.39	73
31	55 - Municipal Administration	207.73	67.31	140.42	68
32	56 - Information and Publicity	47.54	19.87	27.67	58
33	60 - Employment	7.65	1.31	6.34	83
34	61 - Craftsmen Training	42.92	32.24	10.68	25
35	62 –Law	24.89	12.14	12.75	51

36	64 - Agriculture	172.78	122.49	50.29	29
37	65 - Animal Husbandry and Veterinary Services	119.27	77.83	41.44	35
38	66 - Fisheries	51.32	40.31	11.01	21
39	69 - Youth Affairs	17.41	6.26	11.15	64
40	70 - Civil Supplies	24.49	9.24	15.25	62
41	71 - Co-operation	21.14	12.26	8.88	42
42	72 - Science, Technology and Environment	17.92	7.46	10.46	58
43	74 - Water Resources	175.48	124.08	51.40	29
44	75 - Planning, Statistics and Evaluation	26.90	6.74	20.16	75
45	80 - Legal Meteorology	5.33	2.74	2.59	49
46	82 - Information Technology	60.58	41.84	18.74	31
47	83 - Mines	132.28	71.83	60.45	46
48	84 - Airport	10.00	1.54	8.46	85
Capital (Voted)					
1	2-General Administration and Co-ordination	28.95	10.24	18.71	65
2	8- Treasury and Accounts Administration (North Goa)	8.51	2.01	6.50	76
3	12 - Commercial Taxes	15.00	10.53	4.47	30
4	13 - Transport	28.00	6.71	21.29	76
5	16- Collectorate (South Goa)	56.75	5.54	51.21	90
6	17 - Police	16.20	6.63	9.57	59
7	18 - Jail	42.00	23.12	18.88	45
8	21 - Public Works	837.78	492.04	345.74	41
9	26 - Fire and Emergency Services	20.89	9.52	11.37	54
10	27 - Official Language	2.00	0.00	2.00	100
11	31 - Panchayats	30.56	3.78	26.78	88
12	32- Finance	710.00	190.00	520.00	73
13	33 - Revenue	15.00	0.00	15.00	100
14	34 - School Education	55.62	10.66	44.96	81
15	40 - Goa College of Engineering	18.83	6.21	12.62	67
16	42- Sports and Youth Affairs	170.26	86.16	84.10	49
17	43- Art and Culture	12.40	0.11	12.29	99
18	45- Archives and Archaeology	10.00	1.70	8.30	83
19	46 - Museum	5.00	0.00	5.00	100
20	47 - Goa Medical College	26.40	13.32	13.08	50
21	48 - Health Services	31.00	17.08	13.92	45
22	49- Institute of Psychiatry and Human Behaviour	2.15	0.08	2.07	96
23	50 - Goa College Of Pharmacy	3.66	0.57	3.09	84
24	51 - Goa Dental College	31.27	0.06	31.21	100
25	53 - Food and Drugs Administration	4.00	0.00	4.00	100
26	55 - Municipal Administration	6.50	2.86	3.64	56
27	56 - Information and Publicity	20.00	0.00	20.00	100
28	58 - Women and Child Development	4.40	2.33	2.07	47
29	61 - Craftsmen Training	31.30	1.90	29.40	94

30	62 – Law	61.90	6.52	55.38	89
31	64 - Agriculture	23.11	15.49	7.62	33
32	65 - Animal Husbandry and Veterinary Services	5.95	1.70	4.25	71
33	66 - Fisheries	21.27	10.49	10.78	51
34	67 - Ports Administration	26.35	14.12	12.23	46
35	68 – Forests	20.96	0.17	20.79	99
36	69 - Youth Affairs	2.80	0.02	2.78	99
37	70 - Civil Supplies	84.66	51.69	32.97	39
38	71 - Co-operation	10.56	6.33	4.23	40
39	72 - Science, Technology and Environment	32.00	0.00	32.00	100
40	74 - Water Resources	188.35	100.22	88.13	47
41	76 - Electricity	610.15	380.99	229.16	38
42	78 – Tourism	112.25	73.94	38.31	34
43	81 - Tribal Welfare	116.00	21.24	94.76	82
44	82 - Information Technology	35.00	24.00	11.00	31
45	84 - Airport	310.33	0.00	310.33	100
	Total	6553.00	3160.18	3392.82	52

APPENDIX - 2.2

(Referred to in paragraph 2.3.5)

Results of review of substantial surrenders made during the year 2015-16

(₹ in crore)

Sl. No.	Number and title of grant	Total provision	Amount of surrender	Percentage of surrender
Revenue (Voted)				
1	6 – Election Office	12.64	6.73	53
2	19 - Industries, Trade and Commerce	83.34	69.28	83
3	27 - Official Language	10.93	8.20	75
4	32 – Finance	24.75	22.32	90
5	42 - Sports and Youth Affairs	96.39	68.62	71
6	54 - Town and Country Planning	40.35	29.45	73
7	55 - Municipal Administration	207.73	125.62	60
8	56 - Information and Publicity	47.54	27.69	58
9	62 – Law	24.89	12.84	52
10	69 - Handicraft, Textile and Coir	17.41	11.14	64
11	70 - Civil Supplies	24.49	15.07	62
12	72 - Science, Technology and Environment	17.92	10.35	58
13	75 - Planning, Statistics and Evaluation	26.90	20.15	75
14	79 - Goa Gazetteer	0.64	0.35	55
15	83 – Mines	132.28	70.45	53
Capital (Voted)				
16	7 - Settlement and Land Records	0.15	0.08	53
17	11 – Excise	1.00	1.00	100
18	13 – Transport	28.00	21.12	75
19	15 - Collectorate (North Goa)	1.00	0.99	99
20	16 - Collectorate (South Goa)	56.75	51.15	90
21	17 – Police	16.20	8.53	53
22	20 - Printing and Stationery	2.50	1.57	63
23	26 - Fire and Emergency Services	20.89	11.21	54
	27 - Official Language	2.00	2.00	100
24	31 – Panchayats	30.56	26.81	88
25	33 – Revenue	15.00	15.00	100
26	34 - School Education	55.62	45.03	81
27	38 - Government Polytechnic (Bicholim)	1.07	1.02	95
28	39 - Government Polytechnic (Curchorem)	1.00	0.77	77
29	41 - Goa Architecture College	1.00	0.96	96
	42 - Sports and Youth Affairs	170.26	85.20	50
30	43 - Art and Culture	12.40	12.00	97
31	45 - Archives and Archaeology	10.00	8.30	83
32	46 – Museum	5.00	5.00	100
33	47 - Goa Medical College	26.40	13.31	50

34	49 - Institute of Psychiatry and Human Behaviour	2.15	2.07	96
35	50 - Goa College of Pharmacy	3.66	3.09	84
36	51 - Goa Dental College	31.27	31.20	100
37	53 - Foods and Drugs Administration	4.00	4.00	100
	54 - Town and Country Planning	0.35	0.30	86
	55 - Municipal Administration	6.50	3.64	56
38	61 - Craftsmen Training	31.30	29.40	94
	62 - Law	61.90	55.60	90
39	63 - Rajya Sainik Board	3.00	3.00	100
40	65 - Animal Husbandry	5.95	3.33	56
41	66 - Fisheries	21.27	10.78	51
42	68 - Forests	21.00	20.78	99
	69 - Handicraft, Textile and Coir	2.80	2.78	99
	72 - Science, Technology and Environment	32.00	32.00	100
43	80 - Legal Metrology	0.50	0.42	84
44	81 - Tribal Welfare	116.00	92.56	80
45	84 - Civil Aviation	310.33	310.33	100
	Total	1878.98	1414.54	75

APPENDIX - 2.3

(Referred to in paragraph 2.3.7)

Details of savings of ₹ 20 lakh and above not surrendered

(₹ in crore)

Sl. No.	Number and Name of grant	Total grant	Expenditure	Savings	Savings surrendered	Savings not surrendered
1	1 - Legislature Secretariat (Revenue Voted)	23.27	20.00	3.27	2.69	0.58
2	2-General Administration and Co-ordination (Revenue Voted)	81.22	55.70	25.52	25.22	0.30
3	8 - Treasury and Accounts Administration (Loans)	8.51	2.01	6.50	1.34	5.16
4	12-Commercial Tax (Capital Voted)	15.00	10.53	4.47	3.35	1.12
5	14-Goa Sadan (Revenue Voted)	4.68	3.96	0.72	0.00	0.72
6	17-Police (Revenue Voted)	362.34	341.86	20.48	19.67	0.81
	17- Police (Capital Voted)	16.20	6.63	9.57	8.53	1.04
7	18-Jails (Capital Voted)	42.00	23.12	18.88	15.47	3.41
8	21-Public Works (Revenue Voted)	788.05	635.02	153.03	129.28	23.75
	21-Public Works (Capital Voted)	837.78	492.04	345.74	303.69	42.05
9	23 -Home (Revenue Voted)	8.75	2.80	5.95	1.42	4.53
10	33-Revenue (Revenue Voted)	31.13	8.29	22.84	15.00	7.84
11	34 - School Education (Revenue Voted)	1070.63	935.88	134.75	132.52	2.23
12	35 - Higher Education (Revenue Voted)	228.08	210.83	17.25	16.66	0.59
13	37 - Government Polytechnic (Panaji) (Revenue Voted)	23.29	17.18	6.11	5.36	0.75
14	40-Goa College of Engineering (Capital Voted)	18.82	6.21	12.61	8.79	3.82
15	43-Art and Culture (Revenue Voted)	101.90	75.12	26.78	26.24	0.54
	43-Art and Culture (Capital Voted)	12.40	0.11	12.29	12.00	0.29
16	55-Municipal Administration (Revenue Voted)	207.72	67.31	140.41	125.62	14.79
17	58 - Women and Child Development (Revenue Voted)	340.06	322.46	17.60	17.36	0.24
18	65-Animal Husbandry and Veterinary Services (Revenue Voted)	119.27	77.83	41.44	39.06	2.38
	65-Animal Husbandry and Veterinary Services (Capital Voted)	5.95	1.70	4.25	3.33	0.92
19	66-Fisheries (Revenue Voted)	51.32	40.32	11.00	10.67	0.33
20	70 - Civil Supplies (Capital Voted)	84.66	51.69	32.97	8.43	24.54
21	73 - State Election Commission (Revenue Voted)	5.05	3.67	1.38	1.09	0.29
22	74-Water Resources (Revenue Voted)	175.48	124.08	51.40	48.61	2.79
	74-Water Resources (Capital Voted)	188.35	100.22	88.13	71.44	16.69
23	76-Electricity (Capital Voted)	610.15	380.99	229.16	218.82	10.34
24	78 - Tourism (Loans)	112.25	73.94	38.31	37.99	0.32
25	81-Tribal Welfare (Revenue Voted)	119.60	110.46	9.14	8.67	0.47
	81-Tribal Welfare (Capital Voted)	116.00	21.24	94.76	92.56	2.20
	Total	5809.91	4223.20	1586.71	1410.88	175.83

APPENDIX - 2.4

(Referred to in paragraph 2.3.7)

Surrender of funds in excess of ₹ 10 crore in March 2016

(₹ in crore)

Sl. No.	Grant No.	Total grant	Expenditure	Savings surrendered	Percentage of total provision
1	2-General Administration and Co-ordination (Revenue Voted)	81.22	55.70	25.22	31
	2-General Administration and Co-ordination (Capital Voted)	28.95	10.24	18.71	65
2	13-Transport (Revenue Voted)	168.84	91.32	77.53	46
	13-Transport (Capital Voted)	28.00	6.71	21.12	75
3	16-Collectorate, South Goa (Capital Voted)	56.75	5.54	51.15	90
4	17-Police (Revenue Voted)	362.34	341.86	19.67	5
5	18-Jails (Capital Voted)	42.00	23.12	15.47	37
6	19-Industries, Trade and Commerce (Revenue Voted)	83.34	14.06	69.27	83
7	21-Public Works (Revenue Voted)	788.05	635.01	129.28	16
	21-Public Works (Capital Voted)	837.78	492.04	303.69	36
8	26-Fire and Emergency Services (Capital Voted)	20.89	9.52	11.21	54
9	31-Panchayats (Revenue Voted)	180.01	129.95	50.08	28
	31- Panchayats (Capital Voted)	30.56	3.80	26.81	88
10	32-Finance (Revenue Voted)	24.75	2.43	22.32	90
	32-Finance (Capital Voted)	710.00	190.00	520.00	73
11	33-Revenue (Revenue Voted)	31.13	8.29	15.00	48
	33-Revenue (Capital Voted)	15.00	0.00	15.00	100
12	34- School Education (Revenue Voted)	1070.63	935.88	132.52	12
	34- School Education (Capital Voted)	55.62	10.66	45.03	81
13	35- Higher Education (Revenue Voted)	228.08	210.83	16.66	07
14	42-Sports and Youth Affairs (Revenue Voted)	96.39	27.88	68.62	71
	42- Sports and Youth Affairs (Capital Voted)	170.26	86.16	85.20	50
15	43-Art and Culture (Revenue Voted)	101.90	75.12	26.24	26
	43- Art and Culture (Capital Voted)	12.40	0.11	12.00	97
16	47-Goa Medical College (Capital Voted)	26.40	13.32	13.31	50
17	48-Health Services (Revenue Voted)	360.95	261.68	99.72	28
	48-Health Services (Capital Voted)	31.00	17.08	14.38	46
18	51 - Goa Dental College (Capital Voted)	31.27	0.06	31.21	100
19	54-Town and Country Planning (Revenue Voted)	40.35	10.96	29.45	73
20	55-Municipal Administration (Revenue Voted)	207.73	67.31	125.62	60
21	56-Information and Publicity (Revenue Voted)	47.54	19.87	27.69	58
22	57-Social Welfare (Revenue Voted)	358.19	347.23	11.00	03
23	58-Women and Child Development (Revenue Voted)	340.06	322.46	17.36	05

24	61-Craftsman Training (Revenue Voted)	42.92	32.24	10.59	25
	61-Craftsman Training (Capital Voted)	31.30	1.90	29.40	94
25	62 -Law (Revenue Voted)	24.89	12.14	12.84	52
	62 -Law (Capital Voted)	61.89	6.51	55.60	90
26	64-Agriculture (Revenue Voted)	172.78	122.49	50.73	29
27	65-Animal Husbandry and Veterinary Services (Revenue Voted)	119.27	77.83	39.06	33
28	66-Fisheries (Revenue Voted)	51.13	40.32	10.67	21
	66-Fisheries (Capital Voted)	21.27	10.49	10.78	51
29	67 - Ports Administration (Capital Voted)	26.35	14.12	12.20	46
30	68- Forest (Capital Voted)	20.95	0.17	20.78	99
31	69- Handicraft, Textile and Coir (Revenue Voted)	17.41	6.26	11.14	64
32	70-Civil Supplies (Revenue Voted)	24.49	9.24	15.07	62
33	72-Science, Technology and Environment (Revenue Voted)	17.92	7.46	10.35	58
	72-Science, Technology and Environment (Capital Voted)	32.00	0.00	32.00	100
34	74-Water Resources (Revenue Voted)	175.48	124.08	48.61	28
	74- Water Resources (Capital Voted)	188.36	100.22	71.44	38
35	75- Planning, Statistics and Evaluation (Revenue Voted)	26.90	6.74	20.15	75
36	76- Electricity (Revenue Voted)	1646.43	1501.03	146.98	09
	76- Electricity (Capital Voted)	610.15	380.99	218.82	36
37	78-Tourism (Revenue Voted)	167.84	145.84	22.01	13
	78-Tourism (Capital Voted)	112.25	73.94	37.99	34
38	81-Tribal Welfare (Capital Voted)	116.00	21.24	92.56	80
39	82-Information Technology (Revenue Voted)	60.58	41.84	18.73	31
	82-Information Technology (Capital Voted)	35.00	24.00	11.00	31
40	83-Mines (Revenue Voted)	132.28	71.84	70.45	53
41	84-Airport (Capital Voted)	310.33	0.00	310.33	100
	Total	10914.55	7259.13	3537.82	32

APPENDIX – 3.1

(Referred to in paragraph 3.1)

Department-wise breakup of outstanding Utilisation Certificates as on June 2016

Sl. No.	Name of the Department	No. of utilisation certificates	Amount (₹ in crore)
1	Directorate of Education	785	123.21
2	Directorate of Technical Education	3	0.43
3	Directorate of Higher Education	39	31.00
4	Department of Tribal Welfare	176	8.77
5	Town and Country Planning Department	27	10.38
6	Directorate of Municipal Administration	618	312.61
7	i) Directorate of Women and Child Welfare ii) Directorate of Social Welfare	327 282	6.18 27.94
8	Department of Science, Technology and Environment	217	18.05
9	i) Directorate of Panchayats (South) ii) Directorate of Panchayats (North)	1768 2470	47.26 290.42
10	i) General Administration Department (GIRDA) ii) Directorate of Official Language iii) Legislature Department iv) Human Resources Development (GAD)	12 48 14 3	1.02 1.41 0.68 3.00
11	Directorate of Health Services	42	248.57
12	Institute of Psychiatry and Human Behaviour	1	0.01
13	Directorate of Small Savings and Lotteries	22	46.03
14	Directorate of Agriculture	85	0.32
15	Forests Department	20	24.78
16	Goa State Legal Services Authority	17	1.96
17	Under Secretary, Finance (Home)	121	14.42
18	Under Secretary, Revenue	13	7.39
19	Under Secretary, Finance (R&C)	6	10.66
20	Public Health Department	4	0.02
21	Law Department	8	2.42
22	Directorate of Accounts	1	—*
23	Public Works Department	33	117.34
24	North Goa District Legal Authority	1	0.05
25	Directorate of Sports and Youth Affairs	465	171.03
26	Directorate of Art and Culture	3923	224.14
27	Directorate of Archives and Archaeology	1	0.15
28	Director General of Police	1	3.83
	TOTAL	11553	1755.48

*Amount below ₹1,00,000 shown as 'Nil'

APPENDIX – 3.2

(Referred to in paragraph 3.2)

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

Sl. No.	Name of Institution	Year for which accounts had not been received	Grant received during preceding year (₹ in lakh)
	Director of Education		
1	A. J. De Almeida High School, Ponda	2005-06 to 2014-15	104.65
2	AIM Salcete High School, Rumdamol, Davorlim-Margao	2005-06 to 2014-15	31.00
3	Assumpta Convent High School, Sarzora, Chinchinim-Salcete	2013-14 to 2014-15	48.63
4	Auxilium Convent School, Benaullim-Salcete	2013-14	65.47
5	Dattaram Mantravadi Memorial High School, Mapusa	2013-14 to 2014-15	62.44
6	Dayanand Bandonkar Memorial High School, Verem-Bardez	2014-15	54.36
7	Dayanand High School, Chorao-Tiswadi	2011-12 to 2014-15	54.54
8	Dnyanprakash Mandal Higher Secondary School, Mulgao, Bicholim- Goa	2013-14 to 2014-15	66.94
9	Dnyanprassarak Vidyalaya, Mapusa	2005-06 to 2014-15	49.02
10	Don Bosco High school, Calangute	2013-14 to 2014-15	45.57
11	Don Bosco Night Higher Secondary School, Panaji Goa	2013-14 to 2014-15	8.17
12	Fatima Convent High School, Margao-Goa	2014-15	170.71
13	Gomantak Vidyalaya, Piliem, Dharbandora, Sanguem-Goa	2014-15	104.40
14	Guardian Angel High School, Sanvordem, Curchorem, Quepem-Goa	2014-15	290.89
15	Guardian Angel Higher Secondary School, Curchorem, Quepem- Goa	2013-14 to 2014-15	237.92
16	Honda High School, Honda-Sattari	2013-14 to 2014-15	76.91
17	Harmal Panchakroshi Higher Secondary School, Harmal-Pernem	2011-12 to 2014-15	65.39
18	Infant Jesus High School, Colva-Salcete	2014-15	79.41
19	Institute of Instruction High School, Panaji-Goa	2014-15	40.01
20	Jadeed Urdu High School, Chimbhel-Tiswadi	2014-15	152.41
21	Kasturba Matoshri High School, Panaji	2013-14 to 2014-15	122.51
22	Kirti Vidyalaya, Siolim-Bardez	2013-14 to 2014-15	76.19
23	L.D. Samant Memorial High School, Vidyanagar Porvorim-Bardez	2013-14 to 2014-15	163.56
24	Late Shri Vinayak Gopal Shenvi Vidyalaya, Ravanfond, Navelim- Salcete	2014-15	98.14
25	Lokshikshan High School, Dhargal-Colvale, Pernem	2014-15	2.82
26	M.E.S. Higher Secondary School, Zuarinagar, Vasco-Goa	2013-14 to 2014-15	312.06
27	Mae de Deus High School, Khorjuvem, Aldona-Bardez-Goa	2014-15	77.76

28	Mahatma Jyotirao Phule High School, Colvale-Bardez	2013-14 to 2014-15	36.93
29	Manguirish Vidyalaya, Dhargal, Colvale-Pernem	2013-14 to 2014-15	47.60
30	Maria Bambina Higher Secondary School, Cuncolim, Salcete-Goa	2013-14 to 2014-15	50.31
31	Marina English High School, Verna	2007-08 to 2014-15	27.76
32	Mary Immaculate Girls High School, Panaji-Goa	2014-15	186.64
33	Mata Secondary School No 1 Baina, Vasco-da-Gama	2005-06 to 2014-15	44.88
34	Matoshri Anandibai Vaman Marathe Vidhyamandir, Tamsoda Dharbandora-Sanguem	2013-14 to 2014-15	153.92
35	Matoshri Indirabai Baburao Khandeparkar High School, Kandepar(MIBKHS) Ponda	2005-06 to 2014-15	53.08
36	New English Higher Secondary School, Mandrem, Pernem-Goa	2013-14 to 2014-15	96.80
37	New Era High School, Margao	2013-14 to 2014-15	75.14
38	Our Lady of Divar High School, Piedade-Tiswadi	2006-07 to 2014-15	23.01
39	Our Lady of Fatima High School, Rivona-Sanguem	2014-15	2.01
40	Our Lady of Health High School, Cuncolim-Salcete	2014-15	76.92
41	Our Lady Of Rosary High School, Fatorda-Margao	2013-14 to 2014-15	126.68
42	P.E.S. Shri Ravi Sitaram Naik Higher Secondary School of Arts, Commerce, Science and Vocational Studies, Farmagudi,Ponda-Goa	2014-15	278.83
43	Parsem High School, Parsem-Pernem	2014-15	65.03
44	Popular High School, Comba-Margao	2014-15	56.84
45	Pradbya High School, Devsu, Korgao-Pernem	2014-15	57.68
46	Pragati High School, Verem, Betim-Bardez	2013-14 to 2014-15	74.81
47	Pragati Vidyalaya, Borim-Ponda	2005-06 to 2014-15	28.12
48	Prepetual Succour Convent High School, Navelim-Salcete	2005-06 to 2014-15	62.64
49	Progress High School, Panaji	2008-09 to 2014-15	72.26
50	R. D. Khalap High School, Mandrem-Pernem	2005-06 to 2014-15	37.72
51	Raghuvir and Premavati Salkar Higher Secondary School Chora, Tiswadi-Goa	2013-14 to 2014-15	57.40
52	Rajmata Padmavati Raje Saundekar High School(RPRS), Bandora-Ponda	2005-06 to 2014-15	27.68
53	Sacred Heart of Jesus High School, Carmona-Salcete	2014-15	33.93
54	Sarvodaya Educational Society's High School, Curchorem- Quepem	2014-15	167.60
55	Sarvodaya High School, Usgao-Ponda	2006-07 to 2014-15	24.63
56	Saviour of the World High School, Loutolim-Salcete	2013-14 to 2014-15	93.59
57	Shiroda Higher Secondary School, Shiroda, Ponda-Goa	2013-14 to 2014-15	188.94
58	Shree Dayanand Arya High School,Neura-Tiswadi	2014-15	63.98
59	Shri Shradhanand Vidyalaya, Poiguinim-Canacona	2005-06 to 2014-15	36.04

60	Shree Hanuman Vidyalaya, Valpoi-Sattari	2006-07 to 2014-15	35.94
61	Shree Kamakshi High School, Tarvale, Shiroda-Ponda	2014-15	72.62
62	Shree Kamleshwar High School, Petechawada, Korgao-Pernem	2014-15	67.70
63	Shri Kamleshwar Higher Secondary School, Korgao, Deulwada, Pernem-Goa	2014-15	70.73
64	Shri Navdurga Education and Cultural Society's Smt. Anandibai M Naik High School, Karanjai, Madkai-Ponda	2014-15	62.33
65	Shri Saraswati Higher Secondary School, Kavlem, Ponda-Goa	2014-15	58.45
66	Shree Navdurga Vidyalaya, Marcaim-Ponda	2007-08 to 2014-15	33.00
67	Shree Susenashram Vidyalaya, Jetty, Mormugao-Harbour	2013-14 to 2014-15	38.86
68	Shri Damodar Vidyalaya English High School, Comba-Margao	2008-09 to 2014-15	61.64
69	Smt. Parvatibai Chowgule College (Higher Secondary Section) Margao, Salcete-Goa	2013-14 to 2014-15	218.36
70	Shrimati Sunandabai Bandodkar High School, Carambolim Tiswadi-Bardez	2011-12 to 2014-15	50.32
71	Smt. Tarabai Dalvi High School, Pale Usgao-Ponda	2014-15	58.02
72	St. Andrew's High School, Goa Velha-Tiswadi	2013-14 to 2014-15	3.78
73	St. Anthony's School, Amblai, Panchawadi, Sanvordem- Ponda	2013-14 to 2014-15	40.47
74	St. Clara's High School, Assanora-Bardez	2005-06 to 2014-15	39.46
75	St. Cruz High School, St. Cruz-Tiswadi	2013-14 to 2014-15	174.98
76	St. Francis Xavier High School , Mapusa-Bardez	2014-15	91.88
77	St. John of Cross High School, Sanquelim-Bicholim	2006-07 to 2014-15	52.78
78	St. Joseph's Institute, Vasco-da-Gama	2014-15	78.68
79	St. Joseph's High School, Pernem	2013-14 to 2014-15	50.10
80	St. Mary's Convent High School, Mapusa-Bardez	2014-15	128.86
81	St. Michael's Convent High School, Vagator-Bardez	2013-14 to 2014-15	105.88
82	St. Rita High School, Colvale-Bardez	2005-06 to 2014-15	41.32
83	St. Theresa's Higher Secondary School, Candolim, Bardez-Goa	2013-14 to 2014-15	67.79
84	St. Thereza High School, St. Estevam-Tiswadi	2013-14 to 2014-15	56.72
85	St. Thomas Boy's High School, Aldona-Bardez	2007-08 to 2014- 15	36.95
86	St. Thomas Girl's High School, Aldona-Bardez	2005-06 to 2014-15	38.14
87	St. Xavier's High School, Moira-Bardez	2008-09 to 2014-15	2.24
88	The Rosary School, Miramar-Panaji	2005-06 to 2014-15	30.93
89	Vadem Nagar English High School, Vadem Nagar, Vaso-da-Gama	2013-14 to 2014-15	70.23

90	Vidya Prabhodhini Higher Secondary School, Porvorim, Bardez-Goa	2014-15	139.86
91	Vidyaniketan High school, Calangute-Bardez	2013-14 to 2014-15	56.82
92	Vishvanath Mahadeo Parulekar Higher Secondary School Verem, Bardez- Goa	2013-14 to 2014-15	37.00
93	Vivekanand Higher Secondary School, Balli, Quepem-Goa	2014-15	59.93
	Director of Higher Education		
94	M.E.S. College of Arts and Commerce, Zuari Nagar-Mormugao	2013-14 to 2014-15	337.72
	Total		7661.77

APPENDIX – 3.3
(Referred to in paragraph 3.3)

Statement showing entrustment of audit/rendering of accounts/placement of SARs in Legislature of autonomous bodies as of September 2016

Sl. No.	Name of the body/authority	Period of entrustment of audit	Year for which accounts received	Delay in submission of accounts	Period of delay (in month)	Year up to which audit report issued	Placement of reports before the Legislature
1	Goa University	01.04.2015 to 31.03.2020	2014-15	July 2015 to October 2015	4	2014-15	2011-12/ 23.07.2014
2	Goa Housing Board	01.04.2012 to 31.03.2017	2014-15	October 2015 to March 2016	6	2014-15	2013-14/ 25.07.2016
3	Goa Tillari Irrigation Development Corporation	01.04.2012 to 31.03.2016	2010-11	July 2011 to February 2014	32	2010-11	2008-09/ 18.03.2012
4	Khadi and Village Industries Board	01.04.2013 to 31.03.2018	2013-14	July 2014 to November 2015	17	2013-14	2009-10/ 07.08.2014
5	Goa State Commission for Backward Classes	01.04.2014 to 31.03.2019	2014-15	July 2015 to October 2015	4	2014-15	2009-10/ 05.10.2011
6	Goa Board of Secondary and Higher Secondary Education	01.04.2015 to 31.03.2020	2014-15	July 2015 to June 2016	24	2013-14	Not applicable
7	South Goa Zilla Panchayat	01.04.2014 to 31.03.2019	2014-15	July 2015 to May 2016	11	2013-14	Not placed in legislature
8	North Goa Zilla Panchayat	01.04.2014 to 31.03.2019	2008-09	July 2009 to March 2015	69	2008-09	Not placed in legislature
9	Goa State Legal Services Authority	As per Act	2012-13	July 2013 to October 2014	16	2012-13	Not placed in legislature
10	District Legal Service Authority, South Goa	As per Act	2011-12	July 2012 to January 2014	19	2011-12	Not placed in legislature
11	District Legal Service Authority, North Goa	As per Act	2014-15	July 2015 to April 2016	10	2014-15	Not placed in legislature
12	Goa State Compensatory Afforestation Fund Management and Planning Authority	01.04.2012 to 31.03.2017	2013-14	July 2014 to February 2016	20	2011-12	Not applicable
13	Goa Sarva Shiksha Abhiyan Society	01.04.2015 to 31.03.2020	2012-13	July 2013 to June 2014	12	2012-13	Not applicable

APPENDIX - 3.4
(Referred to in paragraph 3.4)

Position of arrears as on 30 October 2016 in preparation of Proforma Accounts

Department	No. of undertakings under the Department	Accounts not finalised (name of undertaking)	Year upto which accounts finalised	Investment as per last accounts (₹ in crore)
Inland Water Transport	1	River Navigation Department	2005-06	108.29
Power	1	Electricity Department	2012-13	1196.89
Total				1305.18

APPENDIX -3.5

(Referred to in paragraph 3.5)

**Department wise/Duration wise break-up of the cases of Misappropriation, Defalcation, etc.
(Cases where final action was pending at the end of June 2016)**

Sl. No.	Name of the Department	Upto 5 years	5 to 10 years	10 years and above	Total No. of cases
1	Director of Panchayats, Panaji	9 (1.98)	-	-	9 (1.98)
2	Deputy Commandant General, Home Guards	-	-	1(4.95)	1(4.95)
3	Director General of Police	-	2 (0.14)	-	2(0.14)
4	Director of Civil Supplies	-	1(3.02)	2(2.90)	3(5.92)
5	Chief Electrical Engineer, Panaji	1 (28.00)	3 (9.66)	2 (95.47)	6 (133.13)
6	Chief Engineer, PWD, Panaji	1(13.44)	-	1(38.60)	2(52.04)
7	Dean, Goa Medical College, Bambolim	2 (0.49)	1 (3.20)	-	3 (3.69)
8	Director of Education, Panaji	-	1(7.00)	-	1(7.00)
9	State Directorate of Craftsmen Training, Panaji	1 (0.50)	-	-	1 (0.50)
10	Director of Sports and Youth Affairs, Panaji	1 (1.55)	-	-	1 (1.55)
	Total	15 (45.96)	8 (23.02)	6 (141.92)	29 (210.90)

(Figures in brackets indicate ₹ in lakh)