



**Union Territory Finances Audit Report
of the
Comptroller and Auditor General of India**

for the year ended March 2019



लोकहितार्थ सत्यनिष्ठा

Dedicated to Truth in Public Interest

**Government of the Union Territory of Puducherry
Report No. 1 of 2020**

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Comptroller and Auditor General of India**

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PREFACE

1. This Report has been prepared for submission to the Lieutenant Governor of the Union Territory of Puducherry under Section 49 of the Government of Union Territories Act, 1963.
2. Chapters I and II of this Report contain audit observations on matters arising from examination of the Finance Accounts and Appropriation Accounts of the Government of Union Territory of Puducherry for the year ended 31 March 2019. Information has been obtained from the Government of Union Territory of Puducherry, wherever necessary.
3. Chapter III on 'Financial Reporting' provides an overview and status of the Union Territory Government's compliance with various financial rules, procedures and directives during the current year.
4. The Report containing the findings of Performance Audit and audit of transactions in various Departments and observations arising out of audit of Statutory Corporations, Boards and Government Companies and observations on Revenue Receipts is presented separately.

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

Fiscal situation of the Union Territory

Revenue receipts: Revenue receipts increased by 6.61 *per cent* in 2018-19 over the previous year. Buoyancy of revenue receipts with reference to GSDP decreased from 1.01 in 2017-18 to 0.59 in 2018-19.

(Paragraph 1.3)

Revenue expenditure: During 2018-19, the revenue expenditure increased by 10 *per cent* over the previous year. However, as a percentage of GSDP, the revenue expenditure declined from 17.62 in 2017-18 to 17.42 in 2018-19. The buoyancy of revenue expenditure with reference to revenue receipts during 2018-19 stood at 1.51.

(Paragraphs 1.6.1 & 1.6.2)

Fiscal status: Union Territory of Puducherry had achieved revenue surplus (₹ 13 crore) during 2018-19 as against the revenue deficit targeted in the fiscal roadmap (₹ two crore). The percentage of fiscal deficit to GSDP (0.82 *per cent*) is above the target of fiscal roadmap (1.28 *per cent*) and budget estimates of 2018-19 (1.20 *per cent*). UT's Debt-GSDP ratio decreased from 23.47 *per cent* in 2017-18 to 22.11 *per cent* in 2018-19.

(Paragraphs 1.1.2 & 1.10)

The primary surplus of the UT Government decreased from ₹ 489 crore in 2017-18 to ₹ 405 crore during 2018-19.

(Paragraph 1.11.1)

Resource mobilisation

Revenue receipts: Revenue receipts increased by 6.61 *per cent* over 2017-18 and stood at ₹ 6,400 crore in 2018-19, which was lower than the budget estimates (₹ 6,455 crore).

(Paragraphs 1.1.3 & 1.3)

UT's own tax revenue: The annual growth rate of own tax revenue decreased from 16.87 *per cent* in 2017-18 to 13.61 *per cent* in 2018-19.

(Paragraph 1.3)

Application of resources

Total expenditure: The total expenditure of ₹ 6,201 crore during 2017-18 increased by ₹ 502 crore and stood at ₹ 6,703 crore in 2018-19. The Government spent more on Social Services.

(Paragraph 1.6.1)

Capital expenditure: Capital expenditure decreased (20.56 per cent) from ₹ 394 crore in 2017-18 to ₹ 313 crore in 2018-19. The Government had provided ₹ 439 crore in the Budget of 2018-19. The proportion of capital expenditure to aggregate expenditure decreased from 6.35 per cent in 2017-18 to 4.67 per cent in 2018-19.

(Paragraphs 1.1.3 & 1.6.1)

Revenue expenditure: Revenue expenditure stood at ₹ 6,387 crore, which was lower than the budget estimates (₹ 6,457 crore), accounted for 95.29 per cent of the total expenditure. It increased by 10 per cent over 2017-18.

(Paragraphs 1.1.3, 1.6.1 & 1.6.2)

Committed expenditure: The committed expenditure on salaries, pension, interest payments and subsidies was 55 per cent of the revenue expenditure in 2018-19 as against 56 per cent in 2017-18. The committed expenditure as a percentage to revenue receipts was in the range of 54 to 55 during 2016-19.

(Paragraph 1.6.3)

Subsidies: Subsidies consumed 2.70 per cent of State's revenue. The subsidies had increased from ₹ 157 crore in 2017-18 to ₹ 173 crore in 2018-19.

(Paragraph 1.6.3)

Quality of expenditure

Adequacy of expenditure: The percentage of aggregate expenditure to GSDP declined from 24 per cent in 2014-15 to 18 per cent in 2018-19. In respect of General Category States, it was 16 per cent in 2014-15 and 2018-19.

(Paragraph 1.7.1)

Priority of expenditure: Development expenditure, as a percentage of aggregate expenditure, remained constant at 68 per cent in 2017-18 and 2018-19.

(Paragraph 1.7.2)

Efficiency of expenditure: The developmental revenue expenditure which was 62 *per cent* in 2014-15 after exhibiting an increasing trend during 2015-17 started declining from 2017-18 and stood at 63 *per cent* 2018-19. However, developmental capital expenditure gradually decreased from 10 *per cent* in 2014-15 to five *per cent* in 2018-19.

(Paragraph 1.7.2)

Investment and return

Investments: As on 31 March 2019, Government invested ₹ 1,034 crore in 12 Government Companies and 359 Co-operative Institutions. The Government Companies did not finalise their respective accounts ranging between one and eight years as at the end of 31 March 2019.

(Paragraph 1.8.2)

Return on investments: The return on investments was 0.01 *per cent* and remained constant in 2017-18 and 2018-19. However, the interest on UT Government's borrowings decreased from 8.02 *per cent* in 2017-18 to 7.88 *per cent* in 2018-19.

(Paragraph 1.8.2)

Fiscal liabilities

Outstanding liabilities: The outstanding fiscal liabilities increased by 3.92 *per cent* over the previous year and stood at ₹ 9,144 crore at the end of 2018-19. The outstanding liabilities as a percentage of GSDP represented 25 *per cent* in 2018-19. The fiscal liabilities at the end of 2018-19 represented 143 *per cent* of Revenue receipts during the year, as against 147 *per cent* during 2017-18.

(Paragraph 1.9.2)

Contingent liabilities: As a percentage of guarantees given against total revenue receipts, the contingent liabilities decreased from 1.05 *per cent* in 2017-18 to 0.99 *per cent* in 2018-19. The maximum amount guaranteed by Government of India and by UT was ₹ 63.18 crore in 2018-19 as against ₹ 37.50 crore in 2014-15.

(Paragraph 1.9.3)

Debt management

Incomplete projects: Blocking of funds on incomplete works impinges negatively on the quality of expenditure. The Public Works Department had 30 incomplete projects with cumulative expenditure cost of ₹ 184.49 crore as of March 2019.

(Paragraph 1.8.1)

Interest burden: The burden of interest payments (interest payments/revenue receipts) decreased from 11.43 *per cent* in 2017-18 to 11.05 *per cent* in 2018-19.

(Paragraph 1.10)

Maturity Profile: The maturity profile of UT Government's Public debt indicated that nearly 72.80 *per cent* of the total Public debt was repayable within next seven years.

(Paragraph 1.10)

Budgetary procedure and control of expenditure

Summary: During 2018-19, an expenditure of ₹ 7,423.20 crore was incurred against total grants and appropriations of ₹ 7,962.68 crore, resulting in overall savings of ₹ 539.48 crore (6.78 *per cent*).

(Paragraph 2.2)

Deficient budgeting: In 134 cases, savings exceeded ₹ 50 lakh in each case and also by more than 20 *per cent* of the total provision. As against the total provision of ₹ 708.63 crore in these cases, there was overall savings of ₹ 432.73 crore. Out of the 134 cases, in 48 cases no expenditure was incurred against the provision of ₹ 133.35 crore. Supplementary provision of ₹ 10 lakh or more in each case aggregating to ₹ 28.39 crore obtained in 18 sub heads/cases during the year 2018-19 proved unnecessary.

(Paragraphs 2.3.1 & 2.3.3)

Persistent savings: Out of 33 grants, persistent savings of more than ₹ 10 lakh were noticed in 27 grants during 2014-19.

(Paragraph 2.3.2)

Rush of expenditure: Rush of expenditure was noticed in respect of six sub heads. The total expenditure of the six sub heads for the year was ₹ 8.07 crore. Out of this, the last quarter expenditure was ₹ 5.51 crore, against which ₹ 4.57 crore was spent only in March 2019.

(Paragraph 2.3.7)

Financial Reporting

Utilisation Certificates: 601 UCs were pending from various grantee institutions for Grants-in-aid of ₹ 331.93 crore. In respect of 187 cases (₹ 34.03 crore), the pendency was more than nine years.

(Paragraph 3.1)

Non-submission of accounts: Forty five autonomous bodies/authorities did not submit their annual accounts due for the period upto 2018-19 to Principal Accountant General (G&SSA) as of March 2019. Fifteen autonomous bodies/authorities have not submitted their accounts since 2008-09.

(Paragraph 3.2)

Temporary advance: Temporary advances aggregating to ₹ 118.39 crore were pending adjustment in respect of 1,597 cases by Drawing and Disbursing Officers. Out of the above, 240 cases (₹ 11.84 crore) were pending for more than 10 years and 663 cases (₹ 43.04 crore) were pending for the period ranging between 10 years and one year. Temporary advances in respect of 694 cases (₹ 63.51 crore) remained unadjusted within a year.

(Paragraph 3.3)

Misappropriation and losses: The UT Government reported 317 cases of misappropriation, loss, theft and defalcation upto March 2019 involving Government money of ₹ 27.74 crore in various Departments. FIRs had been lodged against all the 317 cases. Out of the above, 286 cases were awaiting departmental investigation, in four cases departmental action was initiated and final action pending. In 13 cases, departmental action was taken but recovery or write-off orders awaited and 14 cases were pending in Courts of Law.

(Paragraph 3.4)

CHAPTER I

FINANCES OF THE UNION TERRITORY GOVERNMENT

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FINANCES OF THE UNION TERRITORY GOVERNMENT

The Union Territory (UT) of Puducherry is located on the east coast of India and extends over an area of 490 sq.km. UT consists of four regions, namely, Puducherry, Karaikal, Mahe and Yanam, geographically separated from each other. UT is administered under the provisions of the Government of Union Territories Act, 1963. As per 2011 census, UT's population was 12.48 lakh, which recorded a decadal growth rate of 28.13 *per cent* as compared to 2001 census. The population projection as per National Commission on population was 17 lakh during 2018-19 in UT of Puducherry. The percentage of population below the poverty line was 7.70, which was lower than the all-India average of 21.90. UT's Gross State Domestic Product (GSDP) in 2018-19, at current price, was ₹ 36,656 crore. UT's literacy rate increased from 81.24 *per cent* (as per 2001 census) to 85.85 *per cent* (as per 2011 census). General data relating to UT is given in **Appendix 1.1 - Part A**.

Gross State Domestic Product

Gross State Domestic Product is the market value of all officially recognised final goods and services produced/supplied within UT in a given period of time. The growth of GSDP is an important indicator of the economy as it indicates the standard of living of its population. The trends in the annual growth of India's Gross Domestic Product (GDP) and UT's GSDP at current prices are indicated in **Table 1.1**.

Table 1.1: Trend of growth of GDP and GSDP

	2014-15	2015-16	2016-17	2017-18	2018-19
India's GDP (₹ in crore)	1,24,67,959	1,37,71,874	1,53,62,386	1,70,95,005	1,90,10,164
Growth rate of GDP (percentage)	10.99	10.46	11.55	11.28	11.20
UT's GSDP (₹ in crore)	22,574	26,617	29,573	32,962	36,656
Growth rate of GSDP (percentage)	3.22	17.91	11.11	11.46	11.21

(Source: GSDP in Puducherry-Directorate of Economics and Statistics, Puducherry; India's GDP-Information from Ministry of Statistics and Programme Implementation)

The terms and abbreviations used in this Report are listed in the Glossary at Page No.84

1.1 Introduction

This Chapter provides a broad perspective of the finances of the Government of UT of Puducherry during the current year and analyses changes in the major fiscal aggregates relative to the previous year, also keeping in view the overall trends during the last five years.

The structure of Government Accounts and the layout of the Finance Accounts are shown in **Appendix 1.1 - Part B** and **Part C**. The methodology adopted for the assessment of the fiscal position of UT is given in **Appendix 1.2**. A time series data on UT Government finances is given in **Appendix 1.3**.

1.1.1 Summary of current year's fiscal transactions

Table 1.2 presents the summary of UT Government's fiscal transactions during the current year (2018-19) *vis-à-vis* the previous year (2017-18). **Appendix 1.4 - Part A** provides details of receipts and disbursements as well as the overall fiscal position during the current year and previous year.

Table 1.2 : Summary of current year's and previous year's fiscal operations

(₹ in crore)					
Receipts	2017-18	2018-19	Disbursements	2017-18	2018-19
Section-A: Revenue					
Revenue receipts	6,003	6,400	Revenue expenditure	5,807	6,387
Tax revenue	2,806	3,188*	General services	1,874	2,154
Non-tax revenue	1,374	1,584	Social services	2,235	2,401
Share of Union taxes/duties	Nil	Nil	Economic services	1,694	1,832
Grants from the Government of India	1,823	1,628	Grants-in-aid and contributions	4	Nil
Section-B: Capital					
Miscellaneous capital receipts	Nil	Nil	Capital expenditure	394	313
Recoveries of loans and advances	1	1	Loans and advances disbursed	Nil**	3
Public debt receipts	1,061	1,007	Repayment of public debt	570	639
Contingency fund	Nil	Nil	Contingency fund	Nil	Nil
Public account receipts	717	778	Public account disbursements	269	1,335
Opening cash balance	1,370	2,112	Closing cash balance	2,112	1,621
Total	9,152	10,298	Total	9,152	10,298

* Includes compensation for loss of revenue arising due to rollout of GST received from Government of India.

** ₹ 21 lakh for 2017-18

(Source: Finance Accounts of respective years)

Analysis of receipts and expenditure of 2018-19, as compared to the previous year 2017-18, revealed the following:

- The increase of ₹ 397 crore in Revenue receipts was due to the increase in Tax (₹ 382 crore) and Non-tax (₹ 210 crore) revenue offset by decrease (₹ 195 crore) in grants from Government of India (GOI).
- Revenue expenditure increased by ₹ 580 crore due to increased expenditure on General services (₹ 280 crore), Social services (₹ 166 crore) and Economic services (₹ 138 crore). However, as against the release of ₹ four crore in 2017-18, no Grants-in-aid was released during 2018-19.
- Capital expenditure decreased (by ₹ 81 crore) from ₹ 394 crore in 2017-18 to ₹ 313 crore in 2018-19 and as a percentage of the total expenditure it decreased from 6.35 in 2017-18 to 4.67 in 2018-19.
- Public Account receipts and disbursements increased by ₹ 61 crore and ₹ 1,066 crore respectively during 2018-19.

1.1.2 Review of the fiscal situation

As UT of Puducherry was not covered under Finance Commission, Fiscal Responsibility and Budget Management (FRBM) Act was not enacted. However, fiscal road map based on the principles of GOI's FRBM Act was prepared (June 2012) and approved by GOI. The target prescribed in the fiscal road map and target proposed in the budget are given in **Table 1.3**.

Table 1.3: Comparison of fiscal variable with road map for 2018-19

Fiscal variables	Target proposed in the fiscal road map	Target proposed in the budget	Actuals
Revenue deficit (-) / surplus (+) (₹ in crore)	(-) 2.00	(-) 2.00	(+) 13.54
Fiscal deficit/GSDP (<i>per cent</i>)	(-) 1.28	(-) 1.20	(-) 0.82
Ratio of total outstanding debt of the Government to GSDP (<i>per cent</i>)	23.90	Not available	24.95

(Source: Finance Accounts, fiscal road map and budget documents)

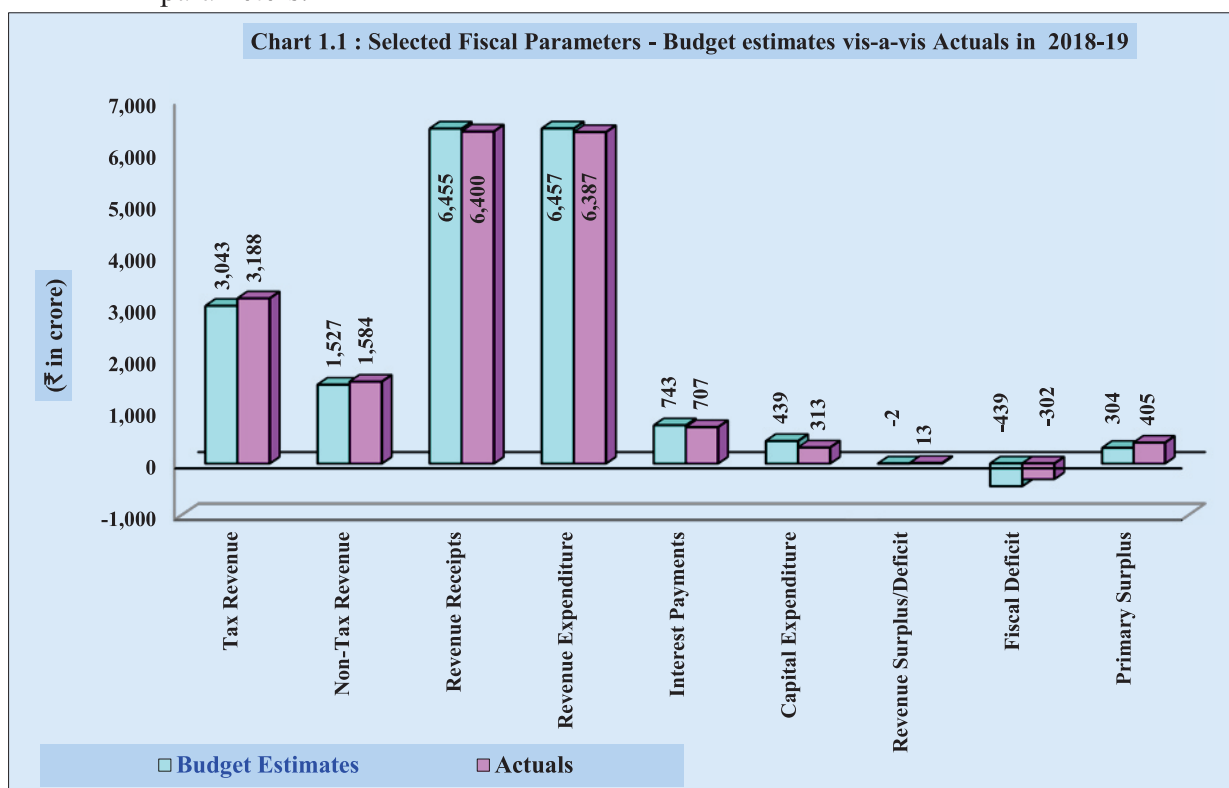
As against the target proposed in the fiscal road map for revenue deficit of ₹ two crore, UT Government ended up with revenue surplus of ₹ 13.54 crore. Further, the UT was able to contain the fiscal deficit to GSDP as 0.82 *per cent* as against the target of 1.28 proposed in fiscal roadmap. The outstanding fiscal liability to GSDP was 24.95 *per cent* as against 23.90 *per cent* envisaged in the fiscal road map.

1.1.3 Budget estimates and actuals

The Budget provides description of the estimated revenue and expenditure for a particular fiscal year. The difference in actual receipts and expenditure against budget estimates either due to unforeseen events or under/over

estimation of revenue or expenditure at the stage of budget preparation, adversely impacts the desired fiscal objectives.

Chart 1.1 presents the budget estimates and actuals for some important fiscal parameters.



(Source: Finance Accounts and budget documents)

- Revenue receipts decreased in 2018-19 though there was increase in tax revenue and non-tax revenue compared to actuals and budget estimates.
- Tax revenue surpassed the budget estimates by ₹ 145 crore mainly due to increase in Goods and Services Tax.
- While the revenue expenditure fell marginally short (1.08 per cent) of the budget estimates by ₹ 70 crore, it had increased in respect of General (14.94 per cent), Social (7.42 per cent) and Economic (8.14 per cent) Services during 2018-19 compared to the previous year.
- Similarly, capital expenditure also registered a significant decrease (28.70 per cent) when compared to the budget estimates. The corresponding decrease in capital expenditure was noticed under General services (68.77 per cent), medical and public health, water supply and sanitation under Social services (2.29 per cent) and in flood control, roads and bridges under Economic Services (32.56 per cent) during 2018-19 compared to the previous year.

The variation between the budget estimates and the actuals is shown in **Table 1.4**.

Table 1.4: Variation between Budget Estimates and Actuals

(₹ in crore)				
Particulars	Budget Estimate	Actuals	Variation	Increase/Decrease in per cent
Revenue receipts	6,455	6,400	-55	-0.85
Tax revenue	3,043	3,188	145	4.77
Non-Tax revenue	1,527	1,584	57	3.73
Grants-in-aid from GOI	1,885	1,628	-257	-13.63
Revenue expenditure	6,457	6,387	-70	-1.08
Capital expenditure	439	313	-126	-28.70

(Source: Finance Accounts and budget documents)

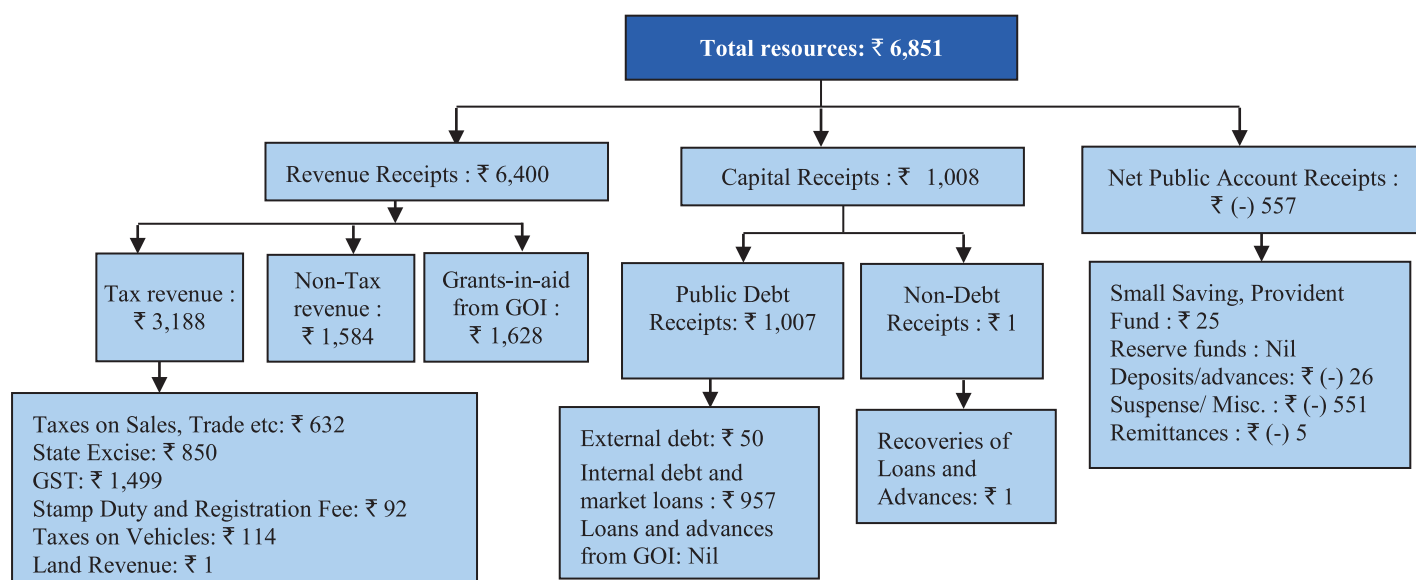
UT Government has received ₹ 55 crore less than the projected Revenue receipts. The Capital expenditure was curtailed resulting in non-creation of planned infrastructure.

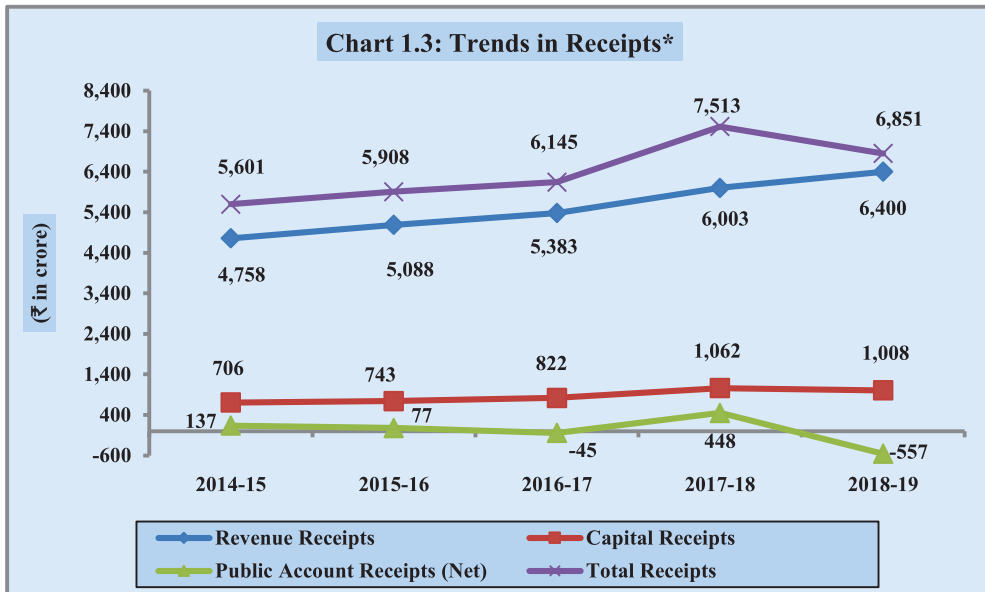
1.2 Resources of the Union Territory

Resources of the Union Territory as per Annual Finance Accounts

Revenue and Capital are the two streams of receipts that constitute resources of the Government. **Chart 1.2** presents the receipts of UT during the current year, as recorded in its Annual Finance Accounts, while **Chart 1.3** depicts the trends in various components of the receipts during 2014-19.

Chart 1.2: Components and sub-components of resources
(All figures are ₹ in crore)

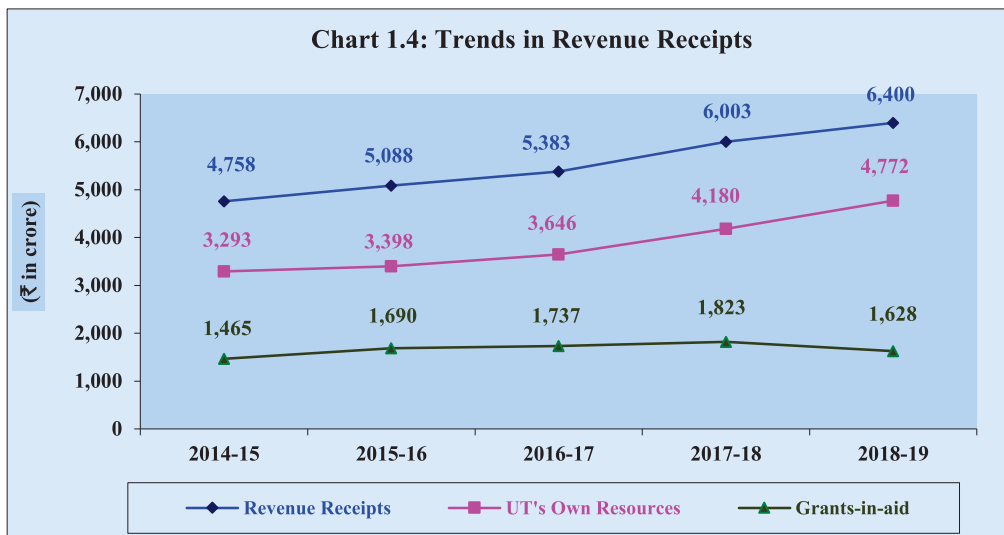




* Total Receipts includes Net Receipts under Public Account
(Source: Finance Accounts of respective years)

1.3 Revenue receipts

The revenue receipts consist of UT's own Tax and Non-tax revenues and Grants-in-Aid (GIA) from GOI. The trends of revenue receipts over the period 2014-15 to 2018-19 were presented in **Appendix 1.3** and depicted in **Chart 1.4**.



(Source: Finance Accounts of respective years)

The increase in the revenue receipts of the Union Territory by ₹ 397 crore (6.61 per cent) over the previous year was due to increase in Tax (₹ 382 crore) and Non-Tax revenue (₹ 210 crore) during the year which was offset by decrease in GIA from GOI (₹ 195 crore).

The trends of revenue receipts relative to GSDP are presented in **Table 1.5**.

Table 1.5: Trends in Revenue receipts relative to GSDP

	2014-15	2015-16	2016-17	2017-18	2018-19
Revenue receipts (RR) (₹ in crore)	4,758	5,088	5,383	6,003	6,400
GSDP (₹ in crore)	22,574	26,617	29,573	32,962	36,656
RR/GSDP (<i>per cent</i>)	21.08	19.12	18.20	18.21	17.46
Rate of growth of RR (<i>per cent</i>)	10.44	6.94	5.80	11.52	6.61
UT's own taxes (₹ in crore)	1,993	2,260	2,401	2,806	3,188
Rate of growth of own taxes (<i>per cent</i>)	4.67	13.40	6.24	16.87	13.61
Non-Tax Revenue	1,300	1,138	1,245	1,374	1,584
UT's own taxes/Revenue expenditure (<i>per cent</i>)	41.52	42.76	43.99	48.32	49.91
UT's own taxes/GSDP	8.83	8.49	8.12	8.51	8.70
Revenue expenditure / Revenue receipts (<i>per cent</i>)	100.88	103.87	101.39	96.73	99.80
GSDP growth (<i>per cent</i>)	3.22	17.91	11.11	11.46	11.21
Buoyancy ratios					
Revenue buoyancy with reference to GSDP (ratio)	3.24	0.39	0.52	1.01	0.59
UT's own tax buoyancy with reference to GSDP (ratio)	1.45	0.75	0.56	1.47	1.21

(Source: Finance Accounts of respective years)

It is evident from **Table 1.5** that the Own Tax Revenue increased by 13.61 *per cent* over the previous year, which was higher than the growth rate of GSDP of 11.21 *per cent*. The Own Tax Revenue as a percentage to GSDP had been largely constant during the last five years and hovered between 0.08 and 0.09.

Though the revenue expenditure as a percentage to revenue receipts was nearly 100, the Union Territory Government witnessed revenue surplus during 2018-19 as the revenue receipts marginally overtook the revenue expenditure in terms of numeric value.

The revenue buoyancy with reference to GSDP slowly increased during 2015-18, but again declined during 2018-19. The UT's own tax buoyancy with reference to GSDP, however, was in a fluctuating trend during 2015-18 as increase noticed in 2017-18 and decreased in 2018-19. The decrease indicated the inability of rate of growth of revenue receipts and UT's own taxes to keep pace with the growth of GSDP.

1.3.1 Union Territory's own resources

UT's performance in mobilisation of resources was assessed in terms of its own resources comprising revenue from its own Tax and Non-Tax sources. UT's actual Tax and Non-Tax revenue for the year 2018-19 *vis-à-vis* target proposed in the fiscal road map and budget estimates are given in **Table 1.6**.

Table 1.6: Tax and Non-Tax revenue *vis-à-vis* budget estimates and target proposed in the fiscal road map

(₹ in crore)			
	Target proposed in the fiscal road map	Budget estimate 2018-19	Actuals
Tax revenue	3,043	3,043	3,188
Non-Tax revenue	1,527	1,527	1,584

(Source: Budget documents, Finance Accounts and details furnished by the Department)

The actual Tax revenue increased by ₹ 145 crore (4.77 *per cent*) than target proposed in the fiscal road map and budget estimate respectively. Non-Tax revenue increased by ₹ 57 crore (3.73 *per cent*) from the target proposed in fiscal road map and budget estimates respectively.

1.3.1.1 Tax revenue

The details of gross collection in respect of major taxes and duties are given in **Table 1.7**.

Table 1.7: Components of UT's Tax receipts

(₹ in crore)						
Revenue Head	2014-15	2015-16	2016-17	2017-18	2018-19	Percentage of increase in 2018-19 over previous year
Taxes on Sales, Trade, etc.	1,313	1,439	1,576	1,008	632	(-) 37.30
Goods and Services Tax (GST) ¹	--	--	--	852	1,499	(+) 75.94
State Excise	545	674	671	770	850	(+) 10.39
Taxes on Vehicles	59	69	87	104	114	(+) 9.62
Stamp Duty and Registration fees	75	76	66	71	92	(+) 29.58
Land Revenue	1	2	1	1	1	..
Total	1,993	2,260	2,401	2,806	3,188	(+) 13.61

(Source: Finance Accounts of respective years)

UT's Tax revenue increased from ₹ 2,806 crore in 2017-18 to ₹ 3,188 crore in 2018-19 by ₹ 382 crore (13.61 *per cent*) over the previous year. It was mainly due to increase in collection under Goods and Services Tax (₹ 647 crore), State Excise (₹ 80 crore), Taxes on Vehicles (₹ 10 crore). However, Taxes on Sales, Trade etc. decreased by ₹ 376 crore (37.30 *per cent*) in 2018-19.

¹ Includes UT GST ₹ 355 crore, IGST ₹ 552 crore and GST Compensation Cess ₹ 592 crore.

Goods and Services Tax

In pursuance of the provisions of the Constitution Amendment (One Hundred and First) Act, 2016, State/UT are entitled for compensation for the loss of revenue arising on account of implementation of the Goods and Services Tax. According to GST (Compensation to the States) Act, 2017, Central Government will compensate the States for loss of revenue arising on account of implementation of GST for a period of five years. The compensation payable to the UT shall be calculated for every financial year after the receipt of revenue figure, as audited by the CAG of India. A base year (2015-16) revenue figure of taxes subsumed under GST was finalised under GST Act. In UT of Puducherry, the revenue realised through the taxes since now subsumed into GST was ₹ 1,095.37 crore during the base year (2015-16). The revenue to be protected for any year was to be calculated by applying a growth rate of 14 per cent per annum.

The projected revenue for the year 2018-19 in accordance with the base year figure was ₹ 1,622.84 crore. Revenue figure under GST for the year 2018-19 has been depicted in Finance Accounts as per nature of receipts *i.e.*, State Goods and Services Tax (SGST) and Integrated Goods and Services Tax (IGST), The projected revenue and the revenue receipts of the UT Government including pre-GST taxes and taxes under GST during the year 2018-19 is given in **Table 1.8**.

Table 1.8: Projected revenue and the revenue receipts of the UT Government including pre GST taxes and taxes under GST

(₹ in crore)

Period	Projected revenue *	Pre-GST taxes	SGST	IGST	Total tax collected	Compensation	Total including compensation	Deficit
1	2	3	4	5	6 =(3+4+5)	7	8 =(6+7)	9 =(2-8)
2018-19	1,622.84	632.01	354.80	552.24	1,539.05	592.00**	2,131.05	Yet to be finalised

* Projected based on a growth rate of 14 per cent for every year from the base year revenue (2015-16)

** Compensation due to be received for the 2018-19 is under reconciliation

*** This includes non-subsumed tax components also

(Figures excluding refunds, as worked out by UT Government)

(Source: Finance Accounts of 2018-19)

As seen from **Table 1.8**, the projected revenue for the year 2018-19 is ₹ 1622.84 crore. The UT Government had so far received compensation of ₹ 592 crore. The excess or deficit in receipt of compensation is yet to be finalised and the certification of revenue for 2018-19 is under progress.

With automation of the collection of GST having taken place, it is essential for Audit, to transition from sample checks to a comprehensive check of all transactions to fulfill the CAG's Constitutional mandate of certifying the

Accounts. The required access to data is yet to be provided. Not having access to the data pertaining to all GST transactions has come in the way of comprehensively auditing the GST Receipts. The accounts for the year 2018-19, therefore, was certified on the basis of test audit, as was done when records were manually maintained, as a one-time exception.

1.3.1.2 Non-Tax revenue

The components of Non-Tax revenue receipts are given in **Table 1.9**.

Table 1.9: Components of UT's Non-Tax receipts

Revenue Head						(₹ in crore)
	2014-15	2015-16	2016-17	2017-18	2018-19	Variation in 2018-19 over previous year in percentage
Interest receipts	91	88	66	99	95	(-) 4.04
Dividends and Profits	2	4	--	2	--	--
Other Non-Tax receipts	1,207	1,046	1,179	1,273	1,489	16.97
Total	1,300	1,138	1,245	1,374	1,584	15.28

(Source: Finance Accounts of respective years)

The Non-Tax revenue receipts increased from ₹ 1,374 crore in 2017-18 to ₹ 1,584 crore in 2018-19. The increase was mainly due to increase in other Non-Tax² receipts of ₹ 216 crore.

1.3.1.3 Grants-in-aid from GOI

The Grants-in-aid (GIA) received from GOI for the years 2014-15 to 2018-19 are given in **Table 1.10**.

Table 1.10: Grants-in-aid from GOI

						(₹ in crore)
	2014-15	2015-16	2016-17	2017-18	2018-19	
Non-Plan grants	513	807	747	28	5	
Grants for UT's Plan scheme	804	699	795	11	..	
Grants for Centrally Sponsored Schemes	148	184	195	383	152	
Other transfers/Grants to State/Union Territories with Legislature	--	--	--	1,401	1,471	
Total	1,465	1,690	1,737	1,823	1,628	
Percentage of increase/decrease of GIA over previous year	20.97	15.36	2.78	4.95	(-) 10.70	
Total grants as a percentage of revenue receipts	30.79	33.21	32.27	30.37	25.44	

(Source: Finance Accounts of respective years)

As a percentage over previous year, Grants-in-Aid received from GOI, decreased by 10.70 per cent during 2018-19. The total grant as a percentage

² Components under Non Tax revenue include power, interest receipts, medical and public health, water supply and sanitation etc.

of revenue receipts decreased from 30.37 *per cent* in 2017-18 to 25.44 *per cent* in 2018-19.

The overall GIA received during 2018-19 decreased by ₹ 195 crore, due to decrease of ₹ 231 crore in grants for Centrally Sponsored Schemes and ₹ 23 crore under Non-Plan grants which was offset by increase of ₹ 70 crore in other transfers/Grants to States/Union Territories with Legislature. However, as against the release of ₹ 11 crore in 2017-18, no grants were released for UT Plan schemes during the year

1.4 Capital receipts

Public debt receipts, recoveries of loans and advances and miscellaneous capital receipts were the capital receipts of UT Government. The trends in growth of capital receipts for the period from 2014-15 to 2018-19 are given in **Table 1.11**.

Table 1.11: Growth of capital receipts

Source of receipts	₹ in crore)				
	2014-15	2015-16	2016-17	2017-18	2018-19
Capital receipts	706	743	822	1,062	1,008
Miscellaneous capital receipts	Nil	Nil	Nil	Nil	Nil
Recovery of loans and advances	2	2	2	1	1
Public debt receipts	704	741	820	1,061	1,007
Rate of growth of Public debt receipts (<i>per cent</i>)	(-) 6.13	5.26	10.66	29.39	(-) 5.09
Rate of growth of non-debt capital receipts (<i>per cent</i>)	(-) 33.33	Nil	Nil	(-) 50.00	Nil
Rate of growth of capital receipts (<i>per cent</i>)	(-) 6.24	5.24	10.63	29.20	(-) 5.08

(Source: Finance Accounts of respective years)

The capital receipts decreased by ₹ 54 crore in 2018-19 entirely due to decrease in Public Debt receipts.

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.,

which do not form part of the Consolidated Fund, were kept in the Public Account and were not subject to vote by UT Legislature. For Public Account receipts, the Government acts as a banker. Public Account receipts for the period from 2014-15 to 2018-19 are given in **Table 1.12**.

Table 1.12: Trends in composition of Public Account Receipts

(₹ in crore)

Resources under various heads	2014-15	2015-16	2016-17	2017-18	2018-19
Public Account receipts	981.76	1,015.31	844.70	717.32	777.92
(a) Small savings, Provident Fund, etc.	289.93	303.43	311.42	328.36	320.08
(b) Reserve Fund	95.56	1.00	1.83	10.00	30.00
(c) Deposits and advances	195.80	392.45	193.47	153.18	127.06
(d) Suspense and miscellaneous	(-) 2.49	(-) 95.96	15.23	(-) 63.59	(-) 31.96
(e) Remittance	402.96	414.39	322.75	289.37	332.74

(Source: Finance Accounts of respective years)

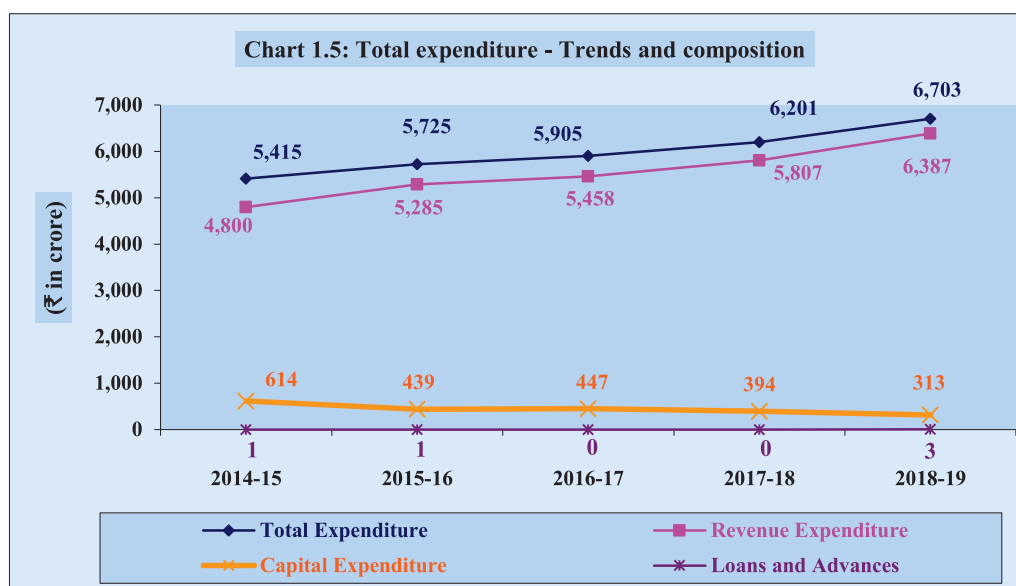
The Public Account receipts increased from ₹ 717.32 crore in 2017-18 to ₹ 777.92 crore in 2018-19.

1.6 Application of Resources

In view of budgetary constraints in raising public expenditure, which is financed by deficit or borrowings, it is important to ensure that in the process of ongoing fiscal correction and consolidation process, development expenditure was prioritised over revenue expenditure.

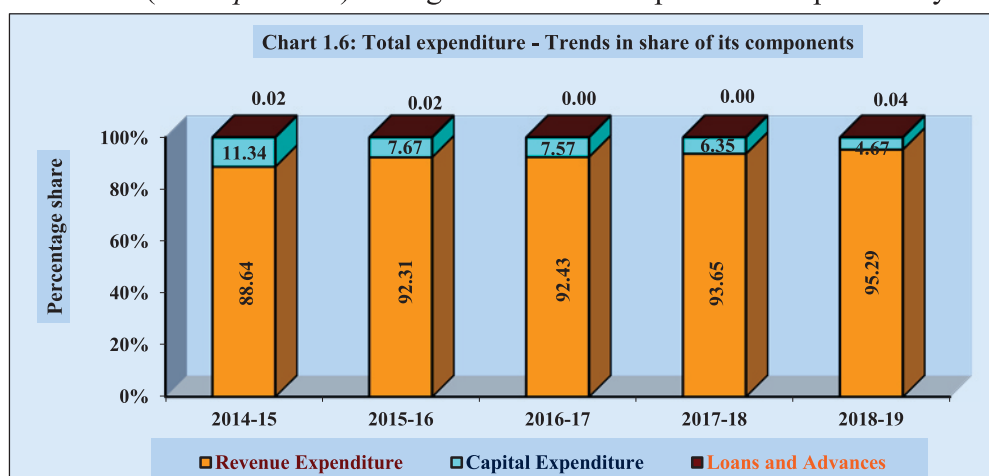
1.6.1 Growth and composition of expenditure

Chart 1.5 presents the trends and composition of total expenditure over a period of five years (2014-15 to 2018-19) and its composition in terms of 'economic classification' and 'expenditure by activities' is depicted respectively in **Charts 1.6** and **1.7**.



(Source: Finance Accounts of respective years)

Total expenditure³ of UT increased by 8.10 per cent from ₹ 6,201 crore in 2017-18 to ₹ 6,703 crore in 2018-19. The revenue expenditure increased by ₹ 580 crore (10 per cent) and the capital expenditure decreased by ₹ 81 crore (20.56 per cent) during 2018-19 as compared to the previous year.



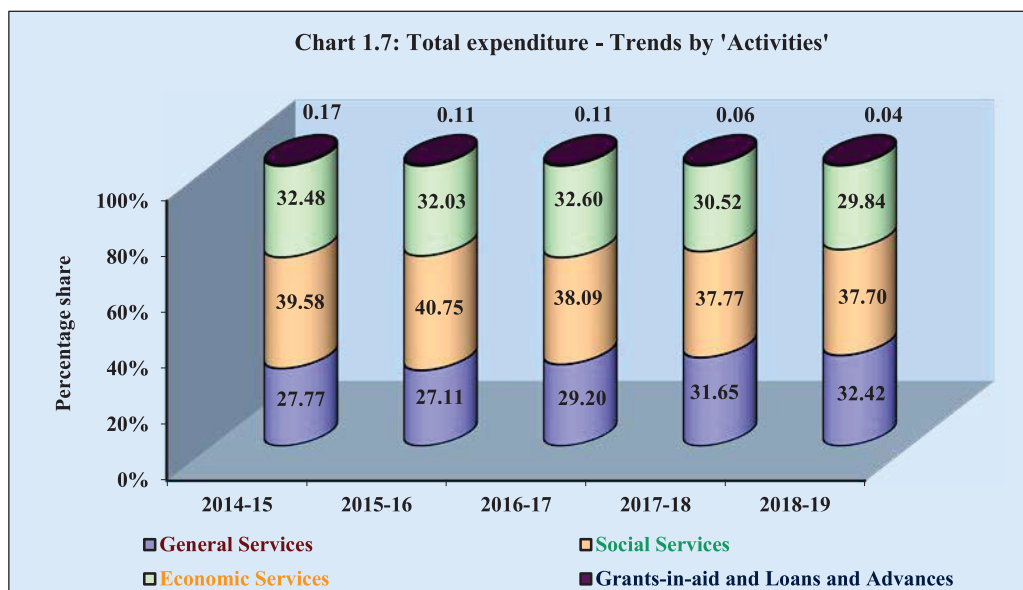
(Source: Finance Accounts of respective years)

Revenue expenditure was 95.29 per cent of the total expenditure. The proportion of capital expenditure to aggregate expenditure decreased from 6.35 per cent in 2017-18 to 4.67 per cent in 2018-19.

It may be seen from **Chart 1.6** that the revenue expenditure as a share of total expenditure was increasing consistently over a period of five years. Though the UT Government could cap the revenue expenditure to 88.64 per cent in 2014-15, it steadily increased during 2015-16 to 2017-18 and stood at 95.29 per cent in 2018-19.

³ Total expenditure includes revenue expenditure, capital expenditure and disbursement of loans and advances.

During the current year, against the Budget Estimate (BE) of ₹ 439 crore, an amount of only ₹ 313 crore was spent under the Capital Expenditure. The decline was mainly under General Services where, against the BE of ₹ 61 crore, only ₹ 19 crore was incurred, mainly due to slow progress under Public works. Similarly, under Economic Services, against the Budget Estimate (BE) of ₹ 248 crore, only ₹ 168 crore was spent due to the lower requirement of funds, mainly under power projects. There was a reduction of 20.56 *per cent* over the previous year's actual of ₹ 394 crore.



(Source: Finance Accounts of respective years)

During 2018-19, the expenditure on General Services, Social Services and Economic Services increased by 10.75 *per cent*, 7.90 *per cent* and 5.65 *per cent* respectively over the previous year.

1.6.2 Revenue expenditure

Revenue expenditure of ₹ 6,387 crore during 2018-19 increased by ₹ 580 crore as compared to ₹ 5,807 crore in 2017-18. It constituted 95.29 *per cent* of total expenditure of ₹ 6,703 crore during the year. However, as a percentage of GSDP, the revenue expenditure declined marginally from 17.62 in 2017-18 to 17.42 in 2018-19. The buoyancy of revenue expenditure with reference to revenue receipts during 2018-19 stood at 1.51. The ratio of revenue surplus to GSDP decreased from 0.59 *per cent* in 2017-18 to 0.04 *per cent* in 2018-19.

1.6.3 Committed expenditure

The committed expenditure of UT Government on the revenue account mainly consists of interest payments, expenditure on salaries, pension and subsidies. **Table 1.13** presents the trends of expenditure on these components during 2014-19.

Table 1.13: Components of committed expenditure

(₹ in crore)					
Components of Committed expenditure	2014-15	2015-16	2016-17	2017-18	2018-19
Salaries	1,332 (28)	1,377 (27)	1,558 (29)	1,645 (27)	1,774 (28)
Interest payments	538 (11)	552 (11)	578 (11)	686 (11)	707 (11)
Expenditure on Pension	431 (9)	540 (11)	632 (12)	746 (12)	868 (14)
Subsidies	144 (3)	154 (3)	134 (2)	157 (3)	173 (3)
Total	2,445 (51)	2,623 (52)	2,902 (54)	3,234 (54)	3,522 (55)

Figures in bracket indicate percentage to revenue receipts

(Source: Finance Accounts of respective years)

The total committed expenditure of UT Government was increasing consistently over the period of five years. It increased from ₹ 3,234 crore in 2017-18 to ₹ 3,522 crore in 2018-19 by ₹ 288 crore. However, as a percentage to revenue receipts, it was in the range of 54 to 55 during 2016-19.

Expenditure on salaries during the current year was ₹ 1,774 crore, which increased by ₹ 129 crore (7.84 per cent) over the previous year and stood at 27.70 per cent of revenue receipts and revenue expenditure respectively.

Pension payments increased by 16.35 per cent from ₹ 746 crore in 2017-18 to ₹ 868 crore in 2018-19 and it stood at around 14 per cent of revenue receipts and revenue expenditure respectively.

Interest payments increased by ₹ 21 crore (3.06 per cent) in 2018-19 over the previous year mainly due to increase in internal debt, which increased from ₹ 6,016 crore in 2017-18 to ₹ 6,486 crore in 2018-19 (7.81 per cent). The interest payments was 11.00 per cent of the total revenue receipts for the fifth consecutive year.

Subsidies at three per cent of both revenue receipts and revenue expenditure in 2018-19, represents the expenditure booked under the object head 'Subsidies' under Welfare of Scheduled Castes, Social Security and Welfare, Crop Husbandry, Animal Husbandry, Fisheries, Food Storage and Warehousing, Minor Irrigation, Village and Small Industries, Tourism and other General Economic Services.

1.6.4 Financial assistance by UT Government to Local Bodies and other Institutions

The Panchayati Raj system in Puducherry was governed by the provisions of the Pondicherry Village and Commune Panchayat Act, 1973, which has devolved several powers to Village and Commune Panchayats. The Act was further amended in 1994, so as to conform to the 73rd amendment to the Constitution. In Puducherry, there were five Municipalities, 10 Commune Panchayats and 98 Village Panchayats. The quantum of assistance provided by

way of grants and loans to Local Bodies and other institutions during the current year relative to the previous years are presented in **Table 1.14**.

Table 1.14: Financial assistance to Local Bodies and other institutions

	(₹ in crore)				
Financial assistance to Institutions	2014-15	2015-16	2016-17	2017-18	2018-19
Educational Institutions (Aided Schools, Aided Colleges, Universities, etc.)	50.56	45.96	32.12	104.37	48.36
Municipalities	43.98	53.83	41.95	7.64	9.79
Panchayati Raj Institutions	12.14	1.10	3.58	0.77	1.44
Development agencies and Autonomous Bodies	459.75	433.37	504.92	381.23	319.68
Co-operatives	68.72	61.49	57.45	14.62	10.07
Other Institutions*	25.49	120.56	28.88	150.90	359.02
Total	660.64	716.31	668.90	659.53	748.36
Assistance as a percentage of revenue expenditure	13.76	13.55	12.26	11.36	11.72

* Welfare societies and religious institutions

(Source: Information furnished by the Director of Accounts and Treasuries, Puducherry)

Financial assistance extended to Local Bodies and other institutions increased (13.47 per cent) from ₹ 659.53 crore in 2017-18 to ₹ 748.36 crore in 2018-19.

1.7 Quality of expenditure

Quality of expenditure involves three aspects, viz., adequacy of the expenditure (i.e., adequate provisions for providing public services), efficiency of utilisation of funds and its effectiveness.

1.7.1 Adequacy of Public expenditure

An analysis of fiscal priority (percentage of expenditure category to aggregate expenditure) of UT Government with regard to development expenditure, social sector expenditure and capital expenditure during the current year and comparison of fiscal priority given to different categories of expenditure of UT of Puducherry in 2014-15 and 2018-19 is given in **Table 1.15**.

Table 1.15: Fiscal priority of UT Government in 2014-15 and 2018-19

Fiscal priority of UT		AE/ GSDP	DE/ AE	SSE/ AE	CE/ AE	ESE/ AE	Expenditure on Education, Sports, Art and Culture/AE	Expenditu re on Health and Family Welfare /AE
Puducherry (Percentage)	2014-15	24	72	40	11	32	12	8
	2018-19	18	68	38	5	30	13	9
General Category States (Percentage)	2014-15	16	69	36	14	32	17	5
	2018-19	16	67	37	14	30	15	5

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

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

(Source: Directorate of Economics and Statistics, Puducherry and Finance Accounts for Expenditure figures)

The decrease in aggregate expenditure of UT Government, as a percentage to GSDP, from 24 in 2014-15 to 18 in 2018-19, indicated that UT Government of Puducherry spent lesser proportion of its GSDP on aggregate expenditure in 2018-19.

The percentage of development expenditure to aggregate expenditure decreased from 72 in 2014-15 to 68 in 2018-19. However, the percentage of Education, Sports, Art and Culture to aggregate expenditure improved marginally from 12 in 2014-15 to 13 in 2018-19. Similarly, in respect of Health and Family Welfare also there was a marginal increase from 8 *per cent* in 2014-15 to 9 *per cent* in 2018-19. The proportion of capital expenditure to aggregate expenditure stood at 5 *per cent* during 2018-19 which was very much lesser than 11 *per cent* in 2014-15.

Table 1.16 analyses the fiscal priority set by UT Government in key areas of Education, Sports, Art and Culture and Health and Family Welfare.

Table 1.16: Fiscal priority of UT Government in 2015-16 and 2018-19

Fiscal priority of UT		Per capita expenditure on Education, Sports, Art and Culture (in ₹)	Per capita expenditure on Health and Family Welfare (in ₹)
Puducherry	2015-16	5,538	3,905
	2018-19	6,842	4,643

(Source: Directorate of Economics and Statistics, Puducherry and Finance Accounts for Expenditure figures)

Per capita expenditure on Education, Sports, Art and Culture increased from ₹ 5,538 in 2015-16 to ₹ 6,842 in 2018-19 and also on Health and Family Welfare from ₹ 3,905 in 2015-16 to ₹ 4,643 in 2018-19.

1.7.2 Efficiency of utilisation of funds

UT Government should take appropriate expenditure rationalisation measures and lay emphasis on provision of core public and merit goods⁴. Apart from improving the allocation towards development expenditure, the efficiency of utilisation of funds was reflected by the ratio of capital expenditure to total expenditure. The higher the ratio of total expenditure the better would be the quality of expenditure. **Table 1.17** depicts the trends in development expenditure relative to the aggregate expenditure of UT during 2014-15 to 2018-19.

Table 1.17: Development expenditure

Components of Development Expenditure	(₹ in crore)				
	2014-15	2015-16	2016-17	2017-18	2018-19
Development expenditure (a to c)	3,902.36 (72)	4,165.91 (73)	4,174.67 (71)	4,234.64 (68)	4,526.89 (68)
a. Development revenue expenditure	3,375.71 (62)	3,809.86 (67)	3,813.12 (65)	3,928.39 (63)	4,232.76 (63)
b. Development capital expenditure	526.65 (10)	356.05 (6)	361.55 (6)	306.25 (5)	294.13 (5)
c. Development loans and advances	Nil	Nil	Nil	Nil	Nil

Figures in bracket indicate percentage of aggregate expenditure

(Source: Finance Accounts of respective years)

Development expenditure increased by ₹ 292.25 crore from ₹ 4,234.64 crore in 2017-18 to ₹ 4,526.89 crore in 2018-19. However, the percentage of development expenditure to aggregate expenditure remained constant at 68 *per cent* during 2017-18 and 2018-19. Similarly, the development capital expenditure, as a percentage of aggregate expenditure also remained constant at five during 2017-18 and 2018-19.

Table 1.18 provides the details of capital expenditure and the components of revenue expenditure incurred on the maintenance of selected social and economic services during 2017-18 and 2018-19.

⁴ **Core public goods** were goods which all citizens enjoy in common in the sense that each individual's consumption of such a good leads to no subtractions from any other individual's consumption of that good.

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

Table 1.18: Efficiency of utilisation of funds in selected Social and Economic Services

(in percentage)

Social/Economic Infrastructure	2017-18		2018-19	
	Share of CE to TE	In RE, the share of S and W	Share of CE to TE	In RE, the share of S and W
Social Services (SS)				
General Education	1.65	80.36	1.23	75.93
Health and Family Welfare	1.61	62.67	2.95	59.32
Water Supply, Sanitation and Housing and Urban Development	23.10	24.09	25.55	25.52
Total (SS)	12.35	43.86	13.31	39.70
Economic Services (ES)				
Agriculture and Allied Activities	1.85	25.04	0.72	24.51
Irrigation and Flood Control	55.53	69.26	46.78	76.05
Power and Energy	5.64	9.19	2.89	9.58
Transport	70.52	72.21	64.59	68.79
Total (ES)	10.51	15.54	8.38	13.35
Total (SS+ES)	7.23	31.65	6.50	28.30

TE: Total Expenditure on the sector/services concerned; CE: Capital Expenditure;

RE: Revenue Expenditure; S and W: Salaries and Wages

(Source: Finance Accounts and figures furnished by the Director of Accounts and Treasuries for wages)

Expenditure on Social Services

The share of capital expenditure in the total expenditure under Health and Family Welfare increased from 1.61 *per cent* in 2017-18 to 2.95 *per cent* in 2018-19, while the share of General Education decreased from 1.65 *per cent* in 2017-18 to 1.23 *per cent* in 2018-19. In respect of Water Supply, Sanitation, Housing and Urban Development, it increased from 23.10 *per cent* in 2017-18 to 25.55 *per cent* in 2018-19. The share of salaries and wages in the revenue expenditure on Social Services decreased from 43.86 *per cent* in 2017-18 to 39.70 *per cent* in 2018-19.

Expenditure on Economic Services

The capital expenditure on Economic Services, as a percentage of total expenditure on Economic Services, decreased steeply from 10.51 in 2017-18 to 8.38 in 2018-19. The share of salaries and wages in the revenue expenditure on Economic Services decreased from 15.54 *per cent* in 2017-18 to 13.35 *per cent* in 2018-19.

1.8 Financial analysis of Government expenditure and investments

The UT Government should 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 subsidies. This section presents information on incomplete projects and a broad financial analysis of investments by UT Government during the current year vis-à-vis the previous years.

1.8.1 Incomplete projects

The information pertaining to incomplete projects since 2014 in the Public Works Department as on 31 March 2019 is given in **Table 1.19**.

Table 1.19: Profile of incomplete projects

(₹ in crore)

Department	No. of incomplete Projects	Expenditure during the year	Cumulative expenditure as on 31.3.2019
Public Works Department	30	40.25	184.49

(Source: Finance Accounts)

Failure to complete the projects on time, leads to escalation of project costs and postponement of revenue realisation from the projects, impacting the accrual of the projects' benefits to the society at large.

1.8.2 Investment and returns

As of March 2019, Government invested ₹ 1,033.70 crore (₹ 714.58 crore in 11⁵ Government Companies and one Statutory Corporation and ₹ 319.12 crore in 359 Co-operative Institutions) as indicated in **Table 1.20**.

Table 1.20: Return on Investment

Investment/Return/Cost of Borrowings	2014-15	2015-16	2016-17	2017-18	2018-19
Investment at the end of the year (₹ in crore)	998.93	1,018.52	1,030.67	1,027.79	1,033.70
Return (₹ in crore)	1.63	3.93	Nil	0.09	0.09
Return (<i>per cent</i>)	0.16	0.39	Nil	0.01	0.01
Average rate of interest on Government borrowings (<i>per cent</i>)	7.92	7.47	7.20	8.02	7.88
Difference between interest rate and return (<i>per cent</i>)	7.76	7.08	7.20	8.01	7.87

(Source: Finance Accounts of respective years)

⁵ There are 14 PSUs as per Finance Accounts 2018-19. Out of which, 3 PSUs viz., Tamil Nadu Industrial Investment Corporation Limited, Chennai; National Minorities Development and Finance Corporation Limited; and Cannanore Spinning and Weaving Mill, Mahe are not owned by UT of Puducherry.

It was seen from **Table 1.20** that though the average rate of interest on UT Government's borrowings in 2017-18 and 2018-19 was 8.02 and 7.88 *per cent* respectively, the return on investment was only 0.01 *per cent* in both the years.

A performance based system of accountability should be put in place in the Government Companies/Statutory Corporations so as to derive profitability and improve efficiency in the service. The Government should ensure better value for money in investments by identifying the Companies/Corporations which were endowed with low financial but high socio-economic returns and justify if it was worth channelising high cost borrowings there.

The Government of UT of Puducherry had made an investment of ₹ 714.12 crore in form of equity and loans in 12 Public Sector Undertakings (11 Government Companies and one Statutory Corporation). These companies did not finalise their respective accounts (for periods ranging between one and eight years) at the end of 31 March 2019, which is in violation of the provisions of the Companies Act, 2013. The Government of UT of Puducherry continued to invest in these PSUs despite the low return on investment (0.01 *per cent*), indicative of poor quality of investment decisions. The Government investments are thus at an increased risk of being utilised for objectives other than the intended one. This would hamper audit in assuring the Legislature that the funds were being utilised for the purpose that they were sanctioned.

1.8.3 Loans and advances by UT Government

During 2018-19, UT Government did not provide any loans and advances to any institution/organisation. **Table 1.21** presents the outstanding loans and advances as on 31 March 2019 and interest receipts *vis-à-vis* interest payments during the last five years.

Table 1.21: Outstanding loans and advances and interest received on loans and advances by UT Government

	(₹ in crore)				
Quantum of Loans/Interest Receipts/ Cost of Borrowings	2014-15	2015-16	2016-17	2017-18	2018-19
Opening balance	12.41	11.42	10.63	9.25	8.12⁶
Amount advanced during the year	1.45	1.31	0.27	0.21	3.08
Amount repaid during the year	2.44	2.10	1.65	1.35	0.91
Closing balance	11.42	10.63	9.25	8.11	10.29
Net increase (+)/decrease (-)	(-) 0.99	(-) 0.79	(-) 1.38	(-)1.14	2.18
Interest receipts	2.48	2.23	1.88	1.55	1.20

⁶ Differs from the previous year's Closing balance due to rounding off.

Quantum of Loans/Interest Receipts/ Cost of Borrowings	2014-15	2015-16	2016-17	2017-18	2018-19
Interest receipts as percentage of outstanding loans and advances	20.81	20.22	18.91	17.86	13.04
Interest payments as percentage of outstanding fiscal liabilities of UT Government	7.92	7.47	7.20	8.02	7.88
Difference between interest payments and interest receipts (<i>per cent</i>)	13.16	13.10	11.95	11.31	3.93

(Source: Finance Accounts of respective years)

The quantum of loan advanced increased from ₹ 0.21 crore in 2017-18 to ₹ 3.08 crore in 2018-19 and repayment of loan by the loanees decreased from ₹ 1.35 crore in 2017-18 to ₹ 0.91 crore in 2018-19. The total amount of ₹ 3.08 crore advanced during the year was loans and advances given to Welfare of Scheduled Castes (₹ 3 crore) and Government servants (₹ 0.08 crore).

1.8.4 Cash balance and investment of cash balances

Table 1.22 shows the cash balance and investment of cash balances for 2017-18 and 2018-19.

Table 1.22: Cash balance and investment of cash balances

(₹ in crore)		
	Opening balance as on 1 April 2018	Closing balance as on 31 March 2019
(a) General cash balance		
(i) Cash in treasuries	Nil	Nil
(ii) Deposits with RBI	0.15	0.15
(iii) Deposits with other banks	Nil	Nil
(iv) Local remittances	Nil	Nil
Total	0.15	0.15
(v) Investment held in cash balance investment account	1,792.64	1,280.56
Total (a)	1,792.79	1,280.71
(b) Other cash balances and investments		
(vi) Departmental cash balances	0.46	0.46
(vii) Permanent Imprest	1.69	1.76
(viii) Investment out of earmarked funds	316.95	338.35
Total (b)	319.10	340.57
Grand Total (a) + (b)	2,111.89	1,621.28

(Source: Finance Accounts of respective years)

The cash balance decreased from ₹ 2,111.89 crore in 2017-18 to ₹ 1,621.28 crore in 2018-19. During the year, the cash balance investment⁷ was ₹ 1,280.56 crore.

1.9 Assets and Liabilities

1.9.1 Growth and composition of Assets and Liabilities

Comprehensive accounting of fixed assets like land and buildings owned by the Government was not done in the existing Government accounting system. However, the Government accounts do capture the financial liabilities of the Government and the assets created out of the expenditure incurred. **Appendix 1.4 - Part B** gives an abstract of such liabilities and assets as on 31 March 2019, compared with the corresponding position on 31 March 2018. While the liabilities consist mainly of internal borrowings, loans and advances from the GOI, receipts from the Public Account and Reserve Funds, the assets comprise mainly the capital outlay, loans and advances given by UT Government and cash balances. The ratio of cumulative assets to liabilities as on 31 March 2019 was 0.89, which indicated that assets were not sufficient to meet the liabilities.

1.9.2 Fiscal liabilities

Fiscal liabilities were internal debt, loans and advances from GOI and the Public Account liabilities comprising small savings and provident funds, reserve funds and deposits. The trends in outstanding fiscal liabilities of UT were presented in **Appendix 1.3**. The composition of outstanding fiscal liabilities for the period 2014-15 to 2018-19 was presented in **Chart 1.9** and the trends of fiscal liabilities relative to revenue receipts and GSDP are presented in **Table 1.23**.

Table 1.23: Trend of outstanding fiscal liabilities

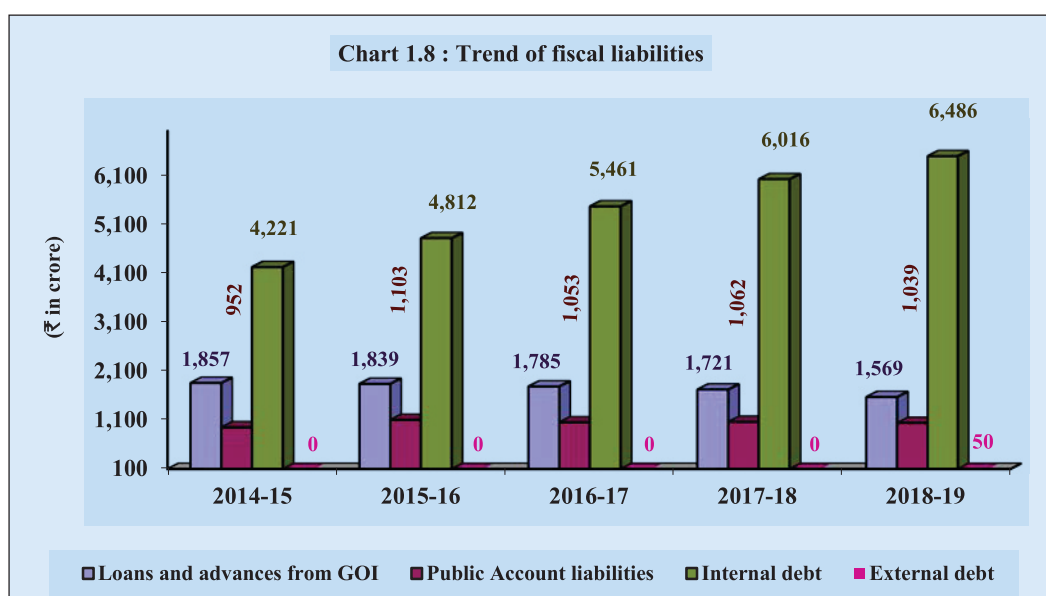
	2014-15	2015-16	2016-17	2017-18	2018-19
Outstanding fiscal liabilities (₹ in crore)	7,030	7,754	8,299	8,799	9,144
Rate of growth of outstanding fiscal liabilities (per cent)	7.25	10.30	7.03	6.02	3.92
Outstanding fiscal liabilities as percentage of revenue receipts	147.75	152.40	154.17	146.58	142.88
Outstanding fiscal liabilities as percentage of GSDP	31.14	29.13	28.06	26.69	24.95

(Source: Finance Accounts of respective years)

⁷ Cash balance investment was the mandatory investment required to be done by each State/UT Government with RBI. This balance was the combined cash and cash equivalent balance of Consolidated Fund, Contingency Fund and Public Account.

The outstanding fiscal liabilities showed a steady increase from ₹ 7,030 crore in 2014-15 to ₹ 9,144 crore in 2018-19. The fiscal liabilities at the end of 2018-19 represented 143 *per cent* of revenue receipts (₹ 6,400 crore) during the year. The fiscal liabilities as a percentage of revenue receipts which had shown a steady increase during the three year period from 2014-15 (147.75 *per cent*) to 2016-17 (154.17 *per cent*), decreased to 146.58 *per cent* in 2017-18 and stood at 142.88 *per cent* in 2018-19. The fiscal liabilities represented about 24.95 *per cent* of GSDP during 2018-19, which was a marked reduction from the previous years.

It may be seen from the **Table 1.23** that the fiscal liabilities of UT Government was increasing over the period of five years and the rate of growth oscillated between 3.92 *per cent* and 10.30 *per cent* during 2014-19. The fiscal liabilities as percentage to GSDP also declined from 31.14 *per cent* in 2014-15 to 24.95 *per cent* in 2018-19. This was indicative of a good fiscal correction path adopted by UT Government.



(Source: Finance Accounts of respective years)

While internal debt, which constituted 68.37 *per cent* of total fiscal liabilities in 2017-18, increased to 70.93 *per cent* in 2018-19, loans and advances from GOI decreased from 20 to 17 *per cent* of the fiscal liabilities during the same period as indicated in **Chart 1.8**. The Public Account liabilities decreased from ₹ 1,062 crore in 2017-18 to ₹ 1,039 crore in 2018-19.

Short contribution to Sinking Fund

The Government of UT of Puducherry's contribution towards Reserve Fund (Sinking Fund) is required to be at least 0.5 *per cent* of outstanding liabilities at the end of 31 March 2018 i.e. ₹ 7,078 crore (Internal Debt: ₹ 6,016 crore + Public Accounts Liability: ₹ 1,062 crore), which amounts to ₹ 35.39 crore

during the financial year 2018-19. The Government of UT of Puducherry, however, contributed only ₹ 30 crore, a short contribution of 15.23 per cent of the required contribution of ₹ 35.39 crore. Thus, the Government of UT of Puducherry was not able to discharge its liability during the current fiscal year and has deferred its liability to future years. The fiscal deficit is understated to that extent.

1.9.3 Contingent liabilities

Status of Guarantees

Guarantees for the purpose of Administration of Union Territories, prior to the amendment of the Union Territories Act on 06 September 2001, were given by GOI under Article 292 of the Constitution of India. In the event of the guarantees being invoked, the payment would initially be charged to the Consolidated Fund of India and the amount subsequently recovered from the Government of UT of Puducherry. Consequent to amendment of Union Territories Act on 06 September 2001 and issue of its notification by the Government of India on 10 May 2006, the Government of UT of Puducherry was empowered to give guarantees.

The maximum amount for which guarantees were given by UT Government and GOI on behalf of UT and outstanding guarantees for the last five years is given in **Table 1.24**.

Table 1.24: Guarantees given by UT and GOI on behalf of UT of Puducherry

Guarantees	2014-15	2015-16	2016-17	2017-18	2018-19
Maximum amount guaranteed (₹ in crore)	37.50	56.18	56.18	63.18	63.18
Outstanding amount of guarantees (₹ in crore)	27.80	44.48	44.48	49.16	48.24
Percentage of maximum amount guaranteed to total Revenue receipts	0.79	1.10	1.04	1.05	0.99

(Source: Finance Accounts of respective years)

As a percentage of revenue receipts, the maximum amount guaranteed decreased from 1.05 in 2017-18 to 0.99 in 2018-19. No guarantee was invoked during any of the five years.

1.10 Debt Management

Apart from the magnitude of debt of UT Government, it was important to analyse various indicators that determine the debt sustainability of UT. This

section assesses the sustainability of debt of UT Government in sufficiency of non-debt receipts, net availability of borrowed funds⁸, burden of interest payments (measured by interest payments to revenue receipts ratio) and the maturity profile of UT Government's debts.

Table 1.25 indicates the debt sustainability of UT for a period of five years beginning from 2014-15.

Table 1.25: Debt Sustainability - Indicators and Trends

(₹ in crore)					
Indicators of Debt Sustainability	2014-15	2015-16	2016-17	2017-18	2018-19
Outstanding debt	6,078	6,651	7,246	7,737	8,105
Rate of growth of outstanding debts* (percentage)	9.36	9.43	8.95	6.78	4.76
Debt/GSDP (percentage)	26.92	24.99	24.50	23.47	22.11
Rate of growth of GSDP (percentage)	3.22	17.91	11.11	11.46	11.21
Average interest rate of outstanding debt (percentage)	8.50	8.18	8.07	8.25	7.99
Burden of interest payments (IP/RR) (percentage)	11.31	10.85	10.74	11.43	11.05
Debt repayment/Debt receipts (percentage)	25.99	22.81	27.32	53.72	63.46
Net debt available to UT Government	25.45	51.60	35.93	(-) 127.47	(-) 265.12
Maturity profile of internal debt and GOI loans (in years)					
0 – 1	221.63 (3.65)	233.58 (3.51)	591.55 (8.16)	619.21 (8.00)	806.31 (9.95)
1 – 3	819.99 (13.49)	1,191.79 (17.92)	1,371.12 (18.92)	1,672.86 (21.62)	2,251.52 (27.78)
3 – 5	1,279.76 (21.06)	1,549.06 (23.29)	1,611.70 (22.24)	1,321.62 (17.08)	1,377.57 (17.00)
5 – 7	1,467.49 (24.14)	1,192.30 (17.93)	1,200.08 (16.56)	1,370.19 (17.71)	1,465.08 (18.08)
7 and above	2,279.63 (37.51)	2,484.28 (37.35)	2,471.83 (34.11)	2,753.10 (35.58)	2,204.63 (27.20)
	9.96* (0.16)	Nil	Nil	Nil	Nil
Outstanding Public debt as on 31 March 2019					8,105.11

Figures in bracket represents percentage to total outstanding Public Debt

* Maturity profile not available due to non-receipt of terms and conditions from Ministry of Finance, New Delhi which was included in 2016-17 under 3-5 years

(Source: Finance Accounts of respective years)

⁸ Defined as the ratio of the debt redemption (Principal + Interest Payments) to total debt receipts and indicates the extent to which the debt receipts were used in debt redemption, indicating the net availability of borrowed funds.

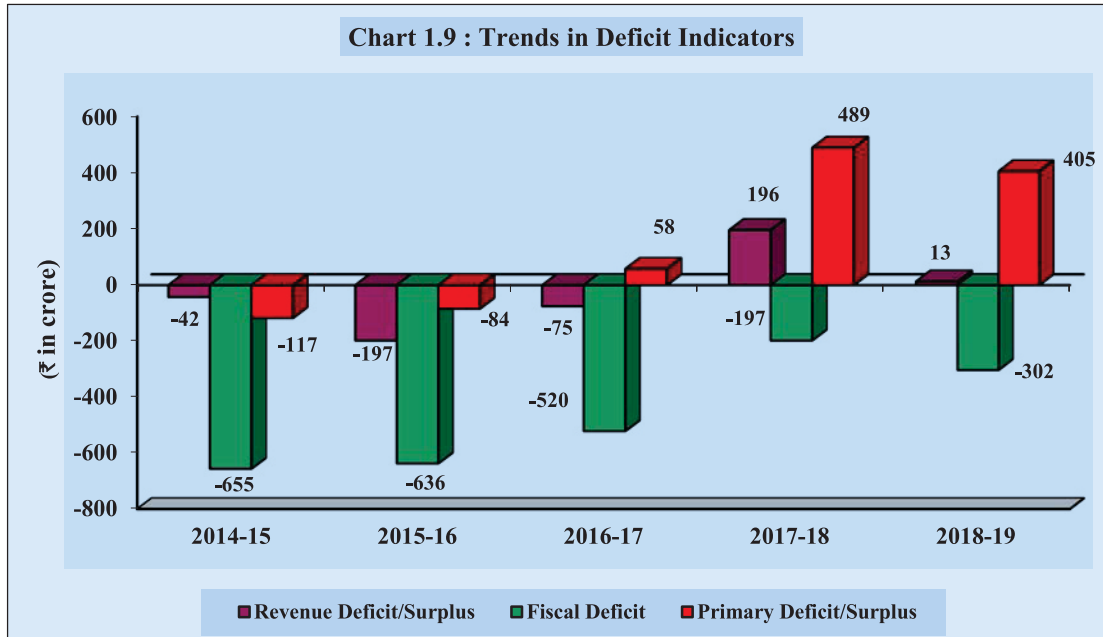
- The rate of growth of outstanding debt, which was at 9.36 *per cent* in 2014-15 decreased to 4.76 *per cent* in 2018-19.
- A declining trend in Debt-GSDP ratio can be considered as leading towards stability. UT's Debt-GSDP ratio was gradually decreasing from 2014-15 and stood at 22.11 *per cent* during 2018-19.
- The burden of interest payments which showed a declining trend during 2015-16 and 2016-17 after registering a spike (11.43 *per cent*) in 2017-18 again decreased and stood at 11.05 *per cent* of revenue receipts during 2018-19.
- The debt repayment to debt receipts which was 27.32 *per cent* in 2016-17 steeply increased to 53.72 *per cent* in 2017-18 and further increased to 63.46 *per cent* in 2018-19.
- The net debt available to UT Government steeply decreased to (-) ₹ 265.12 crore in 2018-19. This was mainly due to repayment of ₹ 633 crore as interest on public debt which was 62.86 *per cent* of ₹ 1,007 crore borrowings received during the year. The debt repaid during the year was ₹ 639 crore. The financial outgo on account of debt servicing thus impacted the finances of UT by increasing revenue expenditure due to high interest payments.
- The developmental works were also affected due to paucity of funds as seen from the actual capital expenditure (₹ 313 crore) which was lesser than the budget estimate of ₹ 439 crore by 28.70 *per cent*.
- The maturity profile of UT Government's Public debt indicates that nearly 72.80 *per cent* of the total Public debt was repayable within next seven years, which indicates a year-on-year increase in its repayment burden.

1.11 Fiscal imbalances

Three key fiscal parameters - revenue, fiscal and primary deficits - indicate the extent of overall fiscal soundness or the imbalances in the finances of UT Government during a specified period. The deficit in the Government accounts represents the gap between its receipts and expenditure. The nature of deficit was an indicator of the prudence of fiscal management of the Government. Further, the ways in which the deficit was financed and the resources were applied, were important pointers to its fiscal health. This section presents the trends, nature, magnitude and manner of financing these deficits.

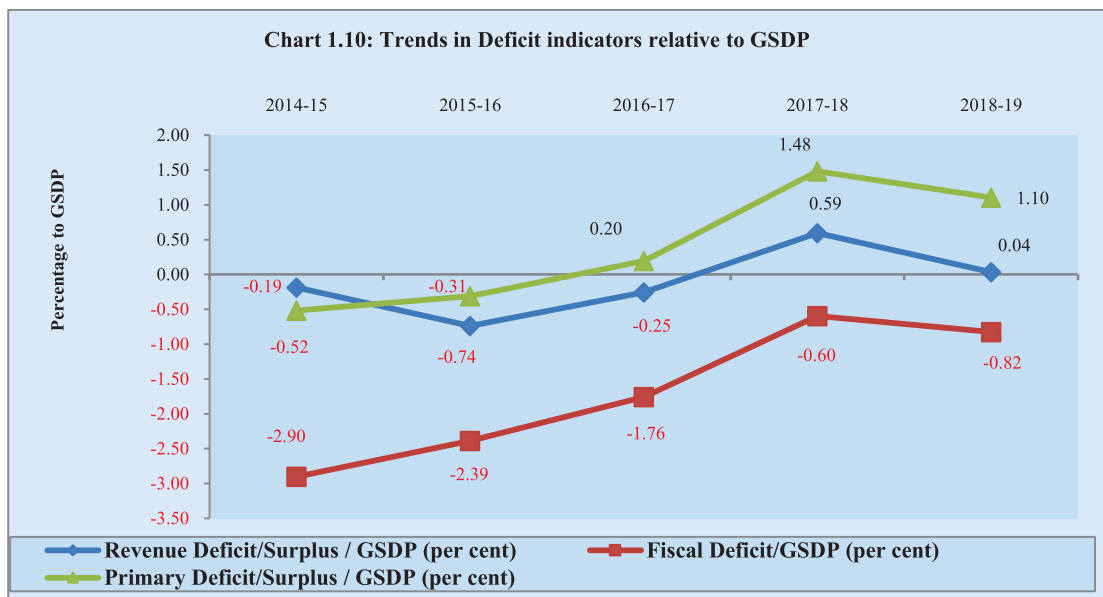
1.11.1 Trends in deficits

Charts 1.9 and **1.10** present the trends in deficit indicators over the period 2014-15 to 2018-19.



(Source: Finance Accounts of respective years)

Chart 1.10 below depicts the trends in deficit indicators relative to GSDP of UT of Puducherry for the period from 2014-15 to 2018-19.



(Source: Finance Accounts of respective years)

Revenue deficit indicates the excess of revenue expenditure over revenue receipts. The revenue surplus of ₹ 196 crore during 2017-18, decreased to a revenue surplus of ₹ 13 crore in 2018-19. The fiscal deficit increased from ₹ 197 crore in 2017-18 to ₹ 302 crore in 2018-19. The primary surplus of ₹ 489 crore in 2017-18 decreased to ₹ 405 crore in 2018-19.

1.11.2 Composition of fiscal deficit and its financing pattern

The financing pattern of the fiscal deficit has undergone a compositional shift as reflected in **Table 1.26**.

Table 1.26: Components of fiscal deficit and its financing pattern

(₹ in crore)

Sl. No.	Particulars	2014-15	2015-16	2016-17	2017-18	2018-19
Split up of fiscal deficit		655	636	520	197	302
1	Revenue Deficit(-)/ Surplus(+)	(-) 42	(-) 197	(-) 75	(+) 196	(+) 13
2	Net Capital Expenditure	614	439	447	394	313
3	Net Loans and Advances	1	--	2	1	2
Financing pattern of fiscal deficit*						
1	Market Borrowings	566	591	651	554	519
2	Loans from GOI	(-) 46	(-) 18	(-) 54	(-) 64	(-) 151
3	Small Savings, Provident Funds etc.	51	39	64	46	25
4	Deposits and Advances	(-) 34	129	(-) 94	(-) 16	(-) 26
5	Suspense and Miscellaneous	(-) 25	(-) 85	(-) 37	405	(-) 551
6	Remittances	50	(-) 7	5	3	(-) 5
7	Reserve Funds	96	1	2	10	Nil
	Total	658	650	537	938	(-) 189
8	Overall Surplus/Deficit (cash balance)	3	14	17	741	(-) 491

* All these figures were net of disbursements/outflows during the year
(Source: Finance Accounts of respective years)

The fiscal deficit increased by ₹ 105 crore during 2018-19, which was due to decrease in revenue surplus by ₹ 183 crore. The increase in fiscal deficit, along with marginal increase (₹ 21 crore) in interest payments, led to a drop in the primary surplus of ₹ 405 crore during 2018-19 when compared to the previous year's primary surplus of ₹ 489 crore.

1.11.3 Quality of Deficit/Surplus

The bifurcation of the primary deficit/surplus as shown in **Table 1.27** indicated the extent to which the deficit/surplus was on account of either enhancement in capital expenditure which was desirable or reduction in capital expenditure which was an obstacle to improve the productive capacity of UT's economy.

Table 1.27: Primary Deficit/Surplus - Bifurcation of Factors

(₹ in crore)

Year	Revenue Receipts	Recovery of Loans and Advances	Non-debt receipts (Revenue Receipts + Recovery of Loans and Advances)	Primary Revenue Expenditure	Capital Expenditure	Loans and Advances disbursed	Primary Expenditure	Primary Revenue Deficit (-) / Surplus (+)	Primary Deficit (-) / Surplus (+)
(1)	(2)	(3)	(4) (2+3)	(5)	(6)	(7)	(8) (5+6+7)	(9) (2-5)	(10) (4-8)
2014-15	4,758	2	4,760	4,262	614	1	4,877	496	(-) 117
2015-16	5,088	2	5,090	4,734	439	1	5,174	354	(-) 84
2016-17	5,383	2	5,385	4,880	447	-	5,327	503	58
2017-18	6,003	1	6,004	5,121	394	0	5,515	882	489
2018-19	6,400	1	6,401	5,680	313	3	5,996	720	405

(Source: Finance Accounts of respective years)

The non-debt receipts increased by ₹ 397 crore from ₹ 6,004 crore in 2017-18 to ₹ 6,401 crore in 2018-19, and was sufficient to meet the primary expenditure.

1.12 Follow up

Separate Report on UT Finances is being prepared from the year 2008-09 onwards and presented to UT Legislature. The Public Accounts Committee had discussed the reports till the year 2013-14.

1.13 Conclusion

Fiscal status: Union Territory of Puducherry had achieved revenue surplus (₹ 13 crore) during 2018-19 as against the target of revenue deficit of (₹ 2 crore) in the fiscal roadmap which was due to increase in tax revenue under Goods and Services Tax. The ratio of fiscal deficit to GSDP (0.82 *per cent*) is above the targets of fiscal roadmap (1.28 *per cent*) and budget estimates of 2018-19 (1.20 *per cent*). UT's Debt-GSDP ratio decreased from 23.47 *per cent* in 2017-18 to 22.11 *per cent* in 2018-19.

Revenue receipts: Revenue receipts increased by 6.61 *per cent* in 2018-19 over the previous year. Buoyancy of revenue receipts with reference to GSDP decreased from 1.01 in 2017-18 to 0.59 in 2018-19.

High proportion of Revenue expenditure in total expenditure: The Revenue expenditure of ₹ 6,387 crore during 2018-19 constituted 95.29 *per cent* of total expenditure. The committed expenditure such as salaries, pension and interest payments constituted 55 *per cent* of revenue expenditure.

Enhanced development expenditure: Development expenditure increased by ₹ 292 crore from ₹ 4,235 crore in 2017-18 to ₹ 4,527 crore in 2018-19. However, development expenditure, as a percentage of aggregate expenditure, remained constant at 68 when compared to previous year.

Adequacy of expenditure: The ratio of aggregate expenditure as a percentage of GSDP declined from 24 in 2014-15 to 18 in 2018-19. However, in respect of General Category States, it remained constant at 16 *per cent* in 2014-15 and 2018-19.

Low return on investments: As on 31 March 2019, Government invested ₹ 1,034 crore in 12 PSUs and 359 Co-operative Institutions. Though the average rate of interest on UT Government's borrowings was 7.88 *per cent*, the average rate of return on investments was 0.01 *per cent* during 2018-19. The PSUs did not finalise their accounts, which ranged between one and eight years as at the end of 31 March 2019.

High ratio of fiscal liabilities to GSDP: The outstanding fiscal liabilities increased from ₹ 7,030 crore in 2014-15 to ₹ 9,144 crore in 2018-19. The fiscal liabilities represented about 24.95 *per cent* of GSDP in 2018-19.

Maturity Profile: The maturity profile of UT Government's Public debt indicated that nearly 72.80 *per cent* of the total Public debt was repayable within the next seven years.

CHAPTER II

FINANCIAL MANAGEMENT AND BUDGETARY CONTROL

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FINANCIAL MANAGEMENT AND BUDGETARY CONTROL

2.1 Introduction

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. Audit of appropriations seeks to ascertain whether the expenditure actually incurred under various grants was within the authorisation given under the Appropriation Acts and whether the expenditure required to be charged under the provisions of the Government of Union Territories Act, 1963, was so charged. It also ascertains whether the expenditure so incurred was in conformity with the law, relevant rules and regulations and instructions.

2.2 Summary of Appropriation Accounts

The summarised position of actual expenditure during 2018-19 against 49 grants/appropriations is 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 ¹	Saving (-)/ Excess (+)	Amount surrendered	Amount surrendered on 31 March 2019	Percentage of savings surrendered during the year
Voted	I Revenue	5,712.81	360.14	6,072.95	5,710.54	(-) 362.41	42.46	42.46	11.70
	II Capital	449.35	29.12	478.47	307.59	(-) 170.88	33.70	33.70	19.38
	III Loans and Advances	0.50	0.00	0.50	0.08	(-) 0.42	0.42	0.42	100.00
Total - Voted		6,162.66	389.26	6,551.92	6,018.21	(-) 533.71	76.58	76.58	14.35
Charged	IV Revenue	744.19	1.21	745.40	740.06	(-) 5.34	5.11	5.11	95.69
	V Capital	11.15	15.21	26.36	26.24	(-) 0.12	0.00	0.00	..
	VI Public Debt-Repayment	612.00	27.00	639.00	638.69	(-) 0.31	0.00	0.00	..
Total - Charged		1,367.34	43.42	1,410.76	1,404.99	(-) 5.77	5.11	5.11	88.72
Grant total		7,530.00	432.68	7,962.68	7,423.20	(-) 539.48	81.69	81.69	15.14

(Source: Appropriation Accounts and Budget documents for 2018-19)

¹ Excludes recoveries shown as reduction of expenditure

- The overall savings of ₹ 539.48 crore worked out to 6.78 per cent of total provision including supplementary provision made against the respective grants in 2018-19.
- A savings of ₹ 367.74 crore occurred in 31 grants and 15 appropriations under Revenue section, ₹ 174 crore occurred in 17 grants and 11 appropriations under Capital section and ₹ 0.73 crore occurred in two grants under Loan section.

As against the original provision of ₹ 7,530 crore, an expenditure of only ₹ 7,423.20 crore was incurred resulting in overall savings of ₹ 539.48 crore. Further, only ₹ 81.69 crore was surrendered on the last day of the financial year without being made available to Finance Department for re-appropriation for some other purpose. It is evident that Financial Department could not exercise due prudence at the time of projection of supplementary grants.

2.3 Financial accountability and budget management

2.3.1 Appropriations vis-à-vis allocative priorities

During 2018-19, there was savings of ₹459.71 crore in 16 grants under capital and revenue heads, exceeding ₹ 10 crore in each case. This was 85.21 per cent of total savings of ₹ 539.48 crore. The savings ranged between 2 per cent to 100 per cent as indicated in Table 2.2.

Table 2.2: List of grants with savings of ₹ 10 crore or more

(₹ in crore)							
Sl. No.	Name of the Grant	Original	Supplementary	Total	Expenditure	Savings	Percentage
Revenue-Voted							
1	06 - Revenue and Food	217.48	17.59	235.07	208.91	26.16	11.13
2	10 - District Administration	235.84	16.81	252.65	213.19	39.47	15.62
3	15 - Retirement Benefits	875.00	70.93	945.93	872.29	73.64	7.78
4	16 - Public Works	260.50	0.00	260.50	242.36	18.14	6.96
5	17 - Education	841.35	56.08	897.43	867.63	29.80	3.32
6	18 - Medical	528.64	49.04	577.68	561.91	15.77	2.73
7	21 - Social Welfare	661.58	0.00	661.58	628.59	32.99	4.99
8	24 - Agriculture	95.25	3.96	99.21	85.64	13.57	13.67
9	27 - Community Development	108.19	0.00	108.19	79.27	28.92	26.74
10	29 - Electricity	1,255.04	119.69	1,374.73	1,341.54	33.19	2.41
Total		5,078.88	334.10	5,412.98	5,101.32	311.66	5.76

Sl. No.	Name of the Grant	Original	Supple- mentary	Total	Expenditure	Savings	Percentage
Capital-Voted							
11	09 - secretariat	21.06	0.00	21.06	0.00	21.06	100.00
12	16 - Public Works	207.15	0.00	207.15	163.00	44.15	221.31
13	19 - Information and Publicity	41.37	0.00	41.37	23.27	18.10	43.76
14	29 - Electricity	68.63	9.81	78.44	56.69	21.75	27.73
15	30 - Ports and Pilotage	24.37	6.94	31.31	13.27	18.04	57.60
16	32 - Building Programmes	62.82	1.99	64.81	39.86	24.95	38.50
Total		425.41	18.73	444.14	296.09	148.05	33.33
Grant total		5,504.29	352.83	5,857.12	5,397.41	459.71	7.85

(Source: Appropriation Accounts for 2018-19)

It was noticed that in 134 cases (sub heads), savings exceeded ₹ 50 lakh in each case and by more than 20 per cent of the total provision (**Appendix 2.1**), wherein out of total provision of ₹ 708.63 crore, ₹ 432.73 crore was the savings. Further, no expenditure was incurred in 48 cases out of the 134 cases, against the provision of ₹ 133.35 crore.

2.3.2 Persistent savings

In 27 grants, during the last five years, there were persistent savings of more than ₹ 10 lakh as indicated in **Table 2.3**.

Table 2.3: List of grants having persistent savings of more than ₹ 10 lakh during 2014-19

(₹ in crore)

Sl. No.	Number and name of the Grant		Amount of savings				
			2014-15	2015-16	2016-17	2017-18	2018-19
(A) Revenue - Voted							
1	01	Legislative Assembly	2.36	2.86	1.72	0.44	0.82
2	03	Council of Ministers	0.75	0.10	3.72	2.66	0.37
3	06	Revenue and Food	12.57	26.56	83.01	26.64	26.16
4	08	Transport	0.83	1.14	1.73	4.98	0.19
5	09	Secretariat	5.88	24.92	24.60	13.32	8.09
6	10	District Administration	202.92	98.09	52.05	11.67	39.47
7	11	Treasury and Accounts Administration	0.43	0.46	0.28	0.15	0.16
8	12	Police	8.44	15.09	13.77	10.25	5.81
9	13	Jails	0.65	4.17	0.77	0.23	0.54
10	16	Public Works	4.73	20.69	14.23	9.50	18.14

Sl. No.	Number and name of the Grant		Amount of savings				
			2014-15	2015-16	2016-17	2017-18	2018-19
11	17	Education	12.70	140.81	90.90	93.85	29.79
12	18	Medical	2.05	74.01	23.84	11.39	15.77
13	19	Information and Publicity	4.62	7.37	9.40	8.60	5.17
14	20	Labour and Employment	2.38	4.66	1.05	3.55	6.24
15	21	Social Welfare	10.84	31.13	29.30	79.07	32.99
16	22	Co-operative	0.15	2.76	11.41	15.80	3.92
17	23	Statistics	1.00	1.30	0.56	1.42	0.75
18	24	Agriculture	45.33	33.30	22.93	29.27	13.56
19	25	Animal Husbandry	2.70	8.11	5.91	3.81	1.90
20	26	Fisheries	1.88	0.83	1.84	3.64	7.68
21	27	Community Development	19.40	20.81	17.96	12.32	28.93
22	28	Industries	0.62	5.78	6.97	12.74	5.37
23	29	Electricity	189.98	60.76	11.07	0.80	33.20
24	32	Building Programmes	4.92	7.42	7.02	2.84	1.52
Total (A)			538.13	593.13	436.04	358.94	286.54
(B) Capital – Voted							
25	16	Public Works	32.77	83.94	168.32	109.63	44.15
26	29	Electricity	16.89	48.38	4.35	9.32	21.75
27	30	Ports and Pilotage	4.98	7.94	0.83	3.09	18.03
28	31	Loans to Government Servants	0.97	0.69	0.73	0.79	0.42
29	32	Building Programmes	31.23	53.45	59.56	39.10	24.95
Total (B)			86.84	194.4	233.79	161.93	109.30
(C) Capital – Charged							
30	33	Public Debt	31.62	51.25	16.94	149.59	0.31
Total (C)			31.62	51.25	16.94	149.59	0.31
Grant Total (A + B + C)			656.59	838.78	686.77	670.46	396.15

(Source: Appropriation Accounts of respective years)

Budgetary requirement and appropriation of funds should be based on the anticipated requirement for the year. Out of 33 grants, savings of more than ₹ 10 lakh was noticed persistently under 27 grants in the last five years. Finance Department should review the reasons for non-utilisation of the provisions under various schemes and take steps to make more judicious provisions in future.

2.3.3 Unnecessary Supplementary provision

Supplementary provision of ₹ 10 lakh or more in each case aggregating ₹ 28.39 crore obtained in 18 sub heads/cases during the year 2018-19 was

unwarranted as the expenditure incurred was within the original provision as detailed in **Appendix 2.2**.

2.3.4 Excessive/unnecessary re-appropriation of funds

During 2018-19, re-appropriation order was issued on 31 March 2019 for ₹ 353.49 crore which dilutes the process of budgeting and expenditure control. It implies that re-appropriation orders were proposed *ex post facto* without necessary provision in the respective heads.

The re-appropriations made proved unnecessary or excessive in 146 sub heads as the expenditure incurred under these heads was within the original allocations, as indicated in **Appendix 2.3 Part A**. In 28 re-appropriation cases, there was no expenditure at all resulting in saving of ₹ 2.61 crore. Re-appropriations also resulted in expenditure of ₹ 8.33 crore in 17 cases where there was no provision at all, as indicated in **Appendix 2.3 Part B**.

2.3.5 Substantial surrenders

Substantial surrenders (cases where more than 50 *per cent* of the total provision exceeding ₹ 10 lakh were surrendered) were made in 10 sub heads on account of either non-implementation or slow implementation of the schemes/programmes (**Appendix 2.4**). Out of the total provision of ₹ 71.48 crore in these sub heads, ₹ 58.82 crore (82.29 *per cent*) was surrendered and in respect of five sub heads, entire provision (₹ 22.87 crore) was surrendered.

2.3.6 Anticipated savings not surrendered

Out of total savings of ₹ 539.48 crore, an amount of ₹ 81.69 crore was surrendered on 31 March 2019. It was noticed that in respect of 22 grants/appropriations, with saving of ₹ 510.43 crore (saving of ₹ one crore and above), ₹ 452.66 crore (83.91 *per cent* of total savings) was not surrendered, details of which are given in **Appendix 2.5**. This indicated inadequate financial control, blocking of funds and non-utilisation of funds for other development purposes, since surrenders were made on the last day of the financial year.

2.3.7 Rush of expenditure

According to Rule 62 (3) of the General Financial Rules (GFR), 2017, rush of expenditure particularly in the closing months of the financial year should be avoided. Contrary to this, in respect of six sub heads listed in **Appendix 2.6**, expenditure exceeding ₹ 10 lakh and by more than 50 *per cent* of the total expenditure for the year was incurred in March 2019.

Audit observed that in respect of six sub heads, out of the total expenditure of ₹ 8.07 crore, ₹ 5.51 crore (68.28 per cent) was incurred during the last quarter of 2018-19. Out of the expenditure incurred in the last quarter, ₹ 4.57 crore (82.94 per cent) alone was spent in March 2019. Uniform flow of expenditure, which was a primary requirement of budgetary control mechanism and sound financial management was not maintained.

2.3.8 Expenditure on Centrally Sponsored Schemes

The total provision under Centrally Sponsored Schemes after re-appropriation stood at ₹ 420.84 crore in 120 sub heads. Out of this, in respect of 79 sub heads, in which there was provision of ₹ 378.92 crore, ₹ 254.99 crore (67.29 per cent) only was spent. It was noticed that the expenditure was less than 50 per cent of the provision in respect of 32 sub heads. Despite a provision of ₹ 41.92 crore under 41 sub heads, no expenditure was incurred.

2.4 Comment on budgetary control

A review of the budgetary procedure and control of expenditure followed in in Grant Number 21 - Social Welfare revealed the following:

2.4.1 Allocation and Expenditure

A summary of actual expenditure *vis-à-vis* original/supplementary provisions made under Grant No. 21 during the year 2018-19 is given in **Table 2.4**.

Table 2.4: Details of Budget Provision and Actual Expenditure under Grant No. 21

(₹ in crore)

	Nature of expenditure	Original	Supplementary	Total	Expenditure	Savings(-)/Excess (+)	Percentage of savings	Amount surrendered
Voted	I Revenue	661.58	0.00	661.58	628.59	(-) 32.99	4.99	1.94
	II Capital	3.00	0.01	3.01	3.00	(-) 0.01	0.33	0.00
Total Voted (A)		664.58	0.01	664.59	631.59	(-) 33.00	4.97	1.94
Charged	IV Revenue	0.00*	0.20	0.20	0.20	(-) 0.00
	V Capital	0.00**	2.08	2.08	2.08	(-) 0.00
Total Charged (B)		0.00	2.28	2.28	2.28	(-) 0.00	..	.
Grant Total (A+B)		664.59	2.29	666.88	633.87	(-) 33.00	(-) 4.95	1.94

* ₹ 3,000 only. ** ₹ 1,000 given as token provision.

(Source: Appropriation Accounts for the year 2018-19)

2.4.1.1 Savings/Surrenders

Observations based on test check of records related to the surrender of funds are given in **Table 2.5** below:

Table 2.5: Particulars of savings/surrenders under certain schemes in Grant No. 21
(₹ in crore)

Sl. No.	Name of the scheme (Head of Account)	Provision	Actual Expenditure	Savings/Surrender
1	Free supply of rice to all disabled persons 2235.02.101.16 (01) & (02) and 2235.02.789.16 (01) & (02)	3.05	0.35	2.70
2	Old Age and Widow Pension 2235.60.102.01	256.41	254.40	2.01
Total		259.46	254.75	4.71

(Source: Appropriation Accounts for the year 2018-19)

Under the scheme of ‘Free supply of rice to all disabled persons’, against the provision of ₹ 3.05 crore, only ₹ 0.35 crore was utilised as the Department’s proposal for procurement of rice under nomination system for an amount of ₹ 2.69 crore forwarded (February 2019) to Government was returned by the Finance Department (March 2019) with instructions to get approval of the Chief Vigilance Officer (CVO) as the purchase involved more than ₹ 10 lakh. The CVO in turn instructed (April 2019) the Department to follow tender system in procurement process. Thus, seeking budget provision and failing to follow tender system as per extant rules resulted in savings of ₹ 2.70 crore and its consequent surrender.

Similarly, under the scheme of “Old Age and Widow Pension, against the provision of ₹ 256.41 crore, only ₹ 254.40 crore was utilised and ₹ 2.01 crore was not utilised due to non- finalization of new beneficiaries, though the decision to include 10,000 new beneficiaries under the scheme (existing beneficiaries: 1,44,547) was taken during the budget session 2018-19 itself. At the close of the year, payment was made to only 2,800 new beneficiaries who were identified and distributed pension books. Non-identification/delay in identification of beneficiaries resulted in surrender of ₹ two crore.

2.4.1.2 Rush of expenditure

According to Rule 62(3) of GFR 2017, rush of expenditure particularly in the closing months of the financial year should be avoided and it is regarded as a breach of Financial Propriety. As per GOI instructions (September 2013), balanced pace of expenditure not more than 33 *per cent* of Budget Estimate be spent in last quarter of the financial year and expenditure during March should be limited to 15 *per cent*. It was, however, seen that more than 15 *per cent* of the total expenditure was incurred in the month of March 2019 in four heads (**Table 2.6**). The percentage of expenditure incurred in the last quarter of the financial year ranged from 43 to 100 *per cent* indicating deficient Budgetary Control Mechanism.

Table 2.6 : Rush of expenditure in Grant Number 21 – Social Welfare Department

Sl. No.	Head of Account	Total Expenditure during the year (₹)	Expenditure incurred		Percentage of total expenditure	
			During the last quarter of the year (₹)	During March 2019 (₹)	During the last quarter of the year	During March 2019
1	03/277/06/02	25,34,401	11,23,502	2,72,824	44.33	10.76
2	03/190/06/01	91,00,000	40,00,000	40,00,000	43.96	43.96
3	03/789/06/02	2,72,507	2,15,265	2,15,265	78.99	78.99
4	03/789/07/01	4,97,500	4,97,500	4,97,500	100	100

(Source: Detailed Appropriation Accounts for the year 2018-19)

Rush of expenditure is considered imprudent as this could lead to compromising in-built controls in the rush to spend the provision and indicates poor expenditure control. Appropriate action may be taken to regulate the pace of expenditure.

2.5 Conclusion

- During 2018-19, expenditure of ₹ 7,423.20 crore was incurred against total grants and appropriations of ₹ 7,962.68 crore, resulting in overall savings of ₹ 539.48 crore (6.78 per cent).
- Out of total provision of ₹ 708.63 crore in 134 cases, savings exceeded ₹ 50 lakh in each case and also by more than 20 per cent of the total provision, resulting in overall savings of ₹ 432.73 crore.
- Out of these 134 cases, in 48 cases against the provision of ₹ 133.35 crore, no expenditure was incurred during 2018-19.
- There were persistent savings of more than ₹ 10 lakh in 27 grants during 2014-19. Supplementary provision of ₹ 10 lakh or more in each case aggregating ₹ 28.39 crore obtained in 18 sub heads/cases proved unnecessary.

2.6 Recommendations

- Efficient budgeting would enable the Government to ensure that excessive, unnecessary supplementary provision and substantial surrender are avoided.
- Appropriate action needs to be taken to regulate and systematise the procedure to avoid heavy expenditure in the closing month of the financial year.

CHAPTER III
FINANCIAL REPORTING

CHAPTER III

Financial Reporting

A sound internal financial reporting system and the availability of relevant and reliable information significantly contribute to efficient and effective governance. This Chapter provides an overview and status of UT Government's compliance with various financial rules, procedures and directives during the current year.

3.1 Delays in furnishing Utilisation Certificates

The financial rules¹ stipulate that where grants-in-aid are given for specific purposes, concerned departmental offices should obtain Utilisation Certificates (UCs) from grantees within 12 months of the closure of the financial year, which, after verification, should be forwarded to the Directorate of Accounts and Treasuries (DAT), to ensure that the funds have been utilised for intended purpose.

As of March 2019, UCs amounting to ₹ 331.93 crore in respect 601 cases were outstanding. Department-wise break-up of outstanding UCs and age-wise pendency in submission of UCs are given in **Appendix 3.1** and **Table 3.1** respectively.

Table 3.1: Age-wise arrears of Utilisation Certificates

Sl. No.	Range of delay in number of years	Utilisation Certificates outstanding	
		Number	Amount (₹ in crore)
1	More than 9 years	187	34.03
2	9-7	70	19.85
3	7-5	48	17.70
4	5-3	89	55.52
5	3-1	206	201.53
6	Less than one year	1	3.30
Total		601	331.93

(Source: Data furnished by the Director of Accounts and Treasuries)

- Out of 601 UCs, 187 UCs involving ₹ 34.03 crore (10.25 per cent) were pending for more than nine years.
- 118 UCs involving ₹ 37.55 crore (11.31 per cent) were pending for more than five years.

¹ Rule 238 of the General Financial Rules, 2017

- 295 UCs involving ₹ 257.05 crore (77.44 per cent) were pending for periods ranging from five years to one year.

Pendency of 438 UCs for an aggregate amount of ₹ 256.82 crore pertained to departments of Adi-Dravidar Welfare, Local Administration and Town and Country Planning.

Non-receipt of UCs indicated that the Departments failed to comply with the rules to ensure accountability of the agencies that received Government funds. Pendency in submission of UCs is fraught with the risk of fraud and misappropriation of funds.

3.2 Non-submission of accounts

In order to identify the institutions, which attract audit under Sections 14 and 15 of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971, the Government/Heads of the Department are required to furnish to the Principal Accountant General (General and Social Sector Audit) every year, detailed information about the financial assistance given to various institutions, the purposes for which the assistance was given and the total expenditure of these institutions.

The audit of accounts of 71 autonomous bodies is conducted under Sections 14/15 of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971. The audit of accounts of two autonomous bodies/authorities in UT of Puducherry is conducted under Section 19 (2) of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971.

The details of the accounts which were due 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 Autonomous Bodies/Authorities

Sl. No.	Pendency in number of years	Number of the Bodies/Authorities
1	More than five years	15
2	5-3	03
3	3-1	27
Total		45

(Source: Compiled from the information furnished by the Heads of Department)

Due to non-submission of annual accounts by autonomous bodies/ authorities, the utilisation of Government grants for the intended purposes could not be ensured. Non-submission of accounts violates Rule 236 of General Financial Rules, 2017. The delay in finalisation and submission of accounts would hamper audit in assuring the legislature that the grants were being utilised for the intended objective.

3.3 Non-adjustment of Temporary Advances

The Drawing and Disbursing Officers (DDOs) draw temporary advances for the purpose of meeting contingent and miscellaneous expenditure either on the authority of standing orders or specific sanctions of UT Government. According to Rule 323 of the General Financial Rules, 2017, adjustment bills along with balances, if any, should be submitted by the Government servants within 15 days of the drawal of advances, failing which, the advances/balances would be recovered from the next salary of the Government servants.

As of 31 March 2019, advances aggregating ₹ 118.39 crore were pending adjustment as per the records of the Director of Accounts and Treasuries, Puducherry. Age-wise analysis of the pending advances is given in **Table 3.3**.

Table 3.3: Age-wise analysis of pending advances

Sl. No	Pendency	Number of advances	Amount
			(₹ in crore)
1	More than 10 years	240	11.84
2	More than five years but less than 10 years	236	18.19
3	More than one year but less than five years	427	24.85
4	Less than one year	694	63.51
Total		1,597	118.39

(Source: Data furnished by the Director of Accounts and Treasuries)

The pendency in respect of 240 advances involving ₹ 11.84 crore for more than 10 years indicated laxity on the part of the departments in enforcing the provisions regarding adjustment of the advances. Non-adjustment of advances within prescribed time breaches financial discipline and entails risk of misappropriation of public money and unhealthy practices.

3.4 Misappropriation, loss, theft and defalcation

Rule 33 and 34 of the General Financial Rules, 2017, stipulate that Heads of offices should report any loss or shortage of public moneys and property, due to misappropriation, loss, theft and defalcation to the next higher authority as well as to the Statutory Audit Officer.

The Departments of UT Government reported 317 cases of misappropriation, loss and defalcation upto March 2019, involving Government money amounting to ₹ 27.74 crore, on which final action was pending. The Department-wise break-up of the pending cases and the nature of these cases were given in **Appendix 3.3**. The Electricity Department accounted for large number of cases (255) involving an amount of ₹ 26.55 crore. The age-profile of the pending cases and the number of cases pending in each category – theft and misappropriation/loss are summarised in **Table 3.4**.

Table 3.4: Profile of misappropriation, loss, defalcation

Age-Profile of the pending cases			Nature of the pending cases		
Range in years	Number of cases	Amount involved (₹ in lakh)	Nature of the cases	Number of cases	Amount involved (₹ in lakh)
More than 25	29	0.92	Misappropriation	12	99.65
20-25	82	6.93			
15-20	99	6.08			
10-15	47	336.44	Theft/Loss of material	305	2,674.00
5 - 10	28	2,388.27			
0 - 5	32	35.01			
Total	317	2,773.65	Total	317	2,773.65

(Source: Compiled from the information furnished by the Heads of Department)

In respect of all the above 317 cases of misappropriation, theft/loss of materials, FIRs were lodged, but results of the investigations are awaited. The reasons for outstanding cases of misappropriation, loss and defalcation are given in **Table 3.5**.

Table 3.5: Reasons for outstanding cases of misappropriation, loss, defalcation

Reasons for the pendency		Number of cases	Amount (₹ in lakh)
(i)	Awaiting departmental and criminal investigation	286	127.76
(ii)	Departmental actions initiated but not finalised	4	0.95
(iii)	Awaiting orders for recovery or write-off	13	30.14
(iv)	Pending in Courts of Law	14	2,614.80
Total		317	2,773.65

(Source: Compiled from the information furnished by the Heads of Department)

While 14 cases involving ₹ 26.15 crore were pending in Courts of Law, 303 cases involving ₹ 1.59 crore were pending finalisation in various Departments.

3.5 Conclusion

- There was pendency in furnishing of UCs by various grantee institutions in respect of Grants-in-aid of ₹ 331.93 crore. The pendency ranged from more than nine years to one year.
- As of March 2019, 45 Autonomous Bodies/Authorities did not submit their annual accounts due for the period upto 2017-18 to the Principal Accountant General (General & Social Sector Audit).
- Temporary advances aggregating to ₹ 118.39 crore, were pending adjustment by Drawing and Disbursing Officers.

- The Departments of UT Government reported 317 cases of misappropriation, loss, theft and defalcation upto March 2019 involving Government money of ₹ 27.74 crore. Final action on these cases was pending for periods ranging between more than 25 years and one year.

3.6 Recommendations

- The Departments releasing grants should ensure collection of UCs for the grants released before releasing subsequent grants to the grantee institutions.
- Government should expedite completion of departmental action as warranted and exercise more checks to prevent or reduce recurrence of misappropriation, loss, theft and defalcation cases.

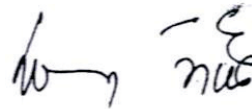
Chennai,
The 24 July 2020



(DEVIKA NAYAR)
Principal Accountant General
(Audit - I)

Countersigned

New Delhi,
The 28 July 2020



(RAJIV MEHRISHI)
Comptroller and Auditor General of India

Appendices

Appendix 1.1
(Reference: Page 1)

Part A: Profile of Union Territory of Puducherry

Sl. No.	Particulars	Figures
	A. General Data	
1	Area	490 sq.km.
	Population	
2	a. As per 2001 Census	9.74 lakh
	b. 2011 Census	12.48 lakh
3(a)	Density of Population (as per 2001 census) (All India Density = 325 persons per sq.km.)	2,034 persons per sq.km.
(b)	Density of Population (as per 2011 census) (All India Density = 382 persons per sq.km.)	2,547 persons per sq.km.
4	Population below poverty line (All India Average = 21.90 per cent)	7.70 per cent
5(a)	Literacy (as per 2001 census) (All India Average = 64.80 per cent)	81.24 per cent
(b)	Literacy (as per 2011 census) (All India Average = 73 per cent)	85.85 per cent
6	Infant mortality (per 1,000 live births) (All India Average = 33 per 1,000 live births)	10 per 1,000 live births
7	Life Expectancy at birth (All India Average = 68.7 years)	69 years
8	Gross State Domestic Product (GSDP) 2018-19 at current prices	₹ 36,656 crore
9	Per capita GSDP CAGR (2011-12 to 2018-19)	8.97 per cent
10	Per capita GDP CAGR (2011-12 to 2018-19) All India	10.40 per cent
11	GSDP CAGR (2011-12 to 2018-19)	11.77 per cent
12	GSDP CAGR (2011-12 to 2018-19) All India	11.70 per cent
13	Population growth (2009-19)	28.74 per cent
14	Population growth (2009-19) All India	12.84 per cent

B. Financial data					
Particulars		Figures (in per cent)			
CAGR*		2009-10 to 2017-18		2017-18 to 2018-19	
		General Category States	Union Territory of Puducherry	General Category States	Union Territory of Puducherry
a	of Revenue Receipts	15.03	9.80	12.77	6.61
b	of Tax Revenue	14.84	15.80	12.72	13.61
c	of Non-Tax Revenue	9.88	9.96	19.78	15.28
d	of Total Expenditure	14.20	7.59	12.73	8.10
e	of Capital Expenditure	13.53	0.82	11.93	(-) 20.56
f	of Revenue Expenditure on Education	13.44	6.40	9.38	12.68
g	of Revenue Expenditure on Health	16.50	7.75	11.09	13.31
h	of Salary and wages	11.72	8.08	11.03	7.50
i	of Pension	16.12	12.58	14.31	16.35

*Compound Annual Growth Rate

(Source: Financial data is based on information furnished by the Director of Accounts and Treasuries, Puducherry, BPL (Report of the Expert Group (Rangarajan) to review the methodology for measurement of poverty, Planning Commission (June 2014)), Life Expectancy at birth (Economic Survey indicators for 2010-11 as shown in Economic Survey of 2012-13), Infant mortality rate (SRS Bulletin of September 2015) and socio-economic indicators provided by Directorate of Economics and Statistics, Puducherry, Projected Population for calculation of per capita GSDP - Report of the Technical group on Population projections constituted by the National Commission on Population Table 14)

Appendix 1.1
(Reference: Paragraph 1.1; Page 2)

Part B: Structure and Form of Government Accounts

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

Part I: Consolidated Fund: Receipts from revenues, loans and recoveries of loan and expenditure incurred with the authorisation from the Legislature shall form one consolidated fund entitled 'the Consolidated Fund of UT'.

Part II: Contingency Fund: Contingency Fund of UT established under Section 48(1) of the Government of the Union Territories Act, 1963 is in the nature of an imprest placed at the disposal of the Lieutenant 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 relating to 'Debt' (other than those included in Part I), 'Deposits', 'Advances', 'Remittances' and 'Suspense' are recorded in the Public Account and are not subject to vote by UT Legislature.

Appendix 1.1
(Reference: Paragraph 1.1; Page 2)

Part C: Layout of Finance Accounts

Statement	Title	Layout
Volume I		
Statement No.1	Statement of Financial Position	Cumulative figures of assets and liabilities of the Government, as they stand at the end of the year, are depicted in the Statement. The assets are valued at historical cost. The assets comprise Financial Assets and Physical Assets. The latter are shown against “(i) Capital Expenditure and (ii) Other Capital Expenditure” in this Statement.
Statement No.2	Statement of Receipts and Disbursements	This is a summarised Statement showing all receipts and disbursements of the Government during the year in all the three parts in which Government account is kept, namely, Consolidated Fund, Contingency Fund and Public Account. Further, within Consolidated Fund, receipts and expenditure on revenue and capital account are depicted distinctly.
Statement No.3	Statement of Receipts (Consolidated Fund)	This Statement comprises revenue and capital receipts and receipts from borrowings of the Government consisting of loans from the Government of India, other institutions, market loans raised by the Government and recoveries on account of loans and advances made by the Government.
Statement No.4	Statement of Expenditure (Consolidated Fund)	This Statement not only gives expenditure by function (activity) but also summarises expenditure by nature of activity (objects of expenditure).
Statement No.5	Statement of Progressive Capital expenditure	This Statement details progressive capital expenditure by functions, the aggregate of which is depicted in Statement No. 1.
Statement No.6	Statement of Borrowings and other Liabilities	Borrowings of the Government comprise market loans raised by it (internal debt) and Loans and Advances received from the Government of India. Both these together form the public debt of the Union Territory Government. In addition, this summary statement depicts ‘other liabilities’ which are the balances under various sectors in the Public Account. In respect of the latter, the Government as a trustee or custodian of the funds. Hence, these constitute liabilities of the Government. The Statement also contains an Explanatory Note, <i>i.e.</i> , a note on the quantum of net interest charges met from Revenue Receipts.

Statement	Title	Layout
Statement No.7	Statement of Loans and Advances given by the Government	The loans and advances given by the Union Territory Government are depicted in Statement No. 1 and recoveries, disbursements feature in Statement Nos. 2, 3 and 4. Here, loans and advances are summarised sector and loanee group-wise. This is followed by a note on the recoveries in arrear in respect of loans, details of which are maintained by the Union Territory departments.
Statement No.8	Statement of Investments of the Government	The summarised position of Government Investment in the share capital of different concerns is depicted in this statement for the current and previous year.
Statement No.9	Statement of Guarantees given by the Government	Sector-wise summarised statement of Guarantees given by the Union Territory Government for repayment of principal and interest on loans raised during the year and sums guaranteed outstanding as at the end of the year are presented in this statement.
Statement No.10	Statement of Grants-in-aid given by the Government	This statement has been presented grantee institutions group-wise. It includes a note on grants given in kind also.
Statement No.11	Statement of Voted and Charged Expenditure	This Statement presents details of voted and charged expenditure of the Government.
Statement No.12	Statement on Sources and Application of funds for expenditure other than on Revenue Account	The capital and other expenditure (other than on revenue account) and the sources of fund for the expenditure are depicted in this Statement.
Statement No.13	Summary of balances under Consolidated Fund, Contingency Fund and Public Account	This Statement assists in providing the accuracy of the accounts.
Volume II		
Statement No.14	Detailed Statement of Revenue and Capital Receipts by minor heads	This Statement presents the revenue and capital receipts of the Government in detail.
Statement No.15	Detailed Statement of Revenue Expenditure by minor heads	This Statement presents the details of revenue expenditure of the Government in detail. Non-Plan and Plan figures are depicted separately and a comparison with the figures for the previous year are available.

Statement	Title	Layout
Statement No.16	Detailed Statement of Capital Expenditure	This Statement presents the details of capital expenditure of the Government in detail. Non-Plan and Plan figures are depicted separately and a comparison with the figures for the previous year are available. Cumulative capital expenditure upto the end of the year is also depicted.
Statement No.17	Detailed Statement on Borrowings and other Liabilities	Details of borrowings (market loans raised by the Government and Loans etc., from GOI) by minor heads, the maturity and repayment profile of all loans is provided in this Statement. This is the detailed Statement corresponding to Statement No. 6.
Statement No.18	Detailed Statement on Loans and Advances made by Government	The details of loans and advances given by the Government, the changes in loan balances, loans written off, interest received on loans etc., are presented in this Statement. It also presents plan loans separately. This is the detailed Statement corresponding to Statement No. 7.
Statement No.19	Detailed Statement of Investments of the Government	The position of Government Investment in the share capital of different concerns is depicted in this Statement. Details include type of shares held, face value, dividend received etc.
Statement No.20	Detailed statement of Guarantees given by the Government	Guarantees given by the Union Territory Government for repayment of loans, etc., raised by Statutory Corporations, Government Companies, Local Bodies and other institutions during the year and sums guaranteed outstanding as at the end of the year are presented in this Statement.
Statement No.21	Detailed Statement on Contingency Fund and Public Account transactions	The Statement shows changes in Contingency Fund during the year, the appropriations to the Fund, expenditure, amount recouped etc. It also depicts the transactions in Public Account in detail.
Statement No.22	Detailed Statement on Investments of Earmarked Funds	This Statement shows the details of investment out of Reserve Funds in Public Account.

Appendix 1.2 (Reference: Paragraph 1.1; Page 2)

Methodology adopted for the assessment of Fiscal position

Assuming that GSDP is the good indicator of the performance of the Union Territory's economy, major fiscal aggregates like tax and non-tax revenue, revenue and capital expenditure, internal debt and revenue and fiscal deficits have been presented as percentage to the Gross State Domestic Product (GSDP) at current market prices. The buoyancy co-efficients for relevant fiscal variables with reference to the base represented by GSDP have also been worked out to assess as to whether the mobilisation of resources, pattern of expenditure etc., are keeping pace with the change in the base or these fiscal aggregates are also affected by factors other than GSDP.

The trends in GSDP for the last five years are indicated below:

Trends in Gross State Domestic Product (GSDP)

	2014-15	2015-16	2016-17	2017-18	2018-19
Gross State Domestic Product (₹ in crore)	22,574	26,617	29,573	32,962	36,656
Growth rate of GSDP (in percentage)	3.22	17.91	11.11	11.46	11.21

Source: Directorate of Economics and Statistics, Government of Puducherry

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
Revenue Deficit	Revenue Receipt – Revenue Expenditure
Fiscal Deficit	Revenue Expenditure + Capital Expenditure + Net Loans and Advances – Revenue Receipts – Miscellaneous Capital Receipts
Primary Deficit	Fiscal Deficit – Interest payments
Weighted Interest Rate (Average interest paid by UT)	$\text{Interest payment} / [(\text{Amount of previous year's Fiscal Liabilities} + \text{Current year's Fiscal Liabilities}) / 2] * 100$
GSDP	GSDP is defined as the total income of the State or the market value of goods and services produced using labour and all other factors of production
Balance from Current Revenue (BCR)	Revenue Receipts minus all Plan grants (under Major Head 1601 – 02, 03, 04) and Non-Plan revenue expenditure excluding debit under 2048 – Appropriation for Reduction or Avoidance of Debt

Appendix 1.3
(Reference: Paragraphs 1.1, 1.3 and 1.9.2; Pages 2, 6 and 23)

Time series data on the Union Territory Government finances

(₹ in crore)

	2014-15	2015-16	2016-17	2017-18	2018-19
(1)	(2)	(3)	(4)	(5)	(6)
<i>Part A. Receipts</i>					
1. Revenue Receipts	4,758 (74)	5,088 (74)	5,383 (76)	6,003 (77)	6,400 (78)
(i) Tax Revenue	1,993 (42)	2,260 (44)	2,401(45)	2,806 (47)	3,188 (50)
Goods and Services Tax (GST)	Nil	Nil	Nil	852	1,499
Taxes on Agricultural Income	Nil	Nil	Nil	Nil	Nil
Taxes on Sales, Trade, etc.	1,313	1,439	1,576	1,008	632
State Excise	545	674	671	770	850
Taxes on Vehicles	59	69	87	104	114
Stamp Duty and Registration Fees	75	76	66	71	92
Land Revenue	1	2	1	1	1
Taxes on Goods and Passengers	Nil	Nil	Nil	Nil	Nil
(ii) Non-Tax Revenue	1,300 (27)	1,138 (22)	1,245 (23)	1,374 (23)	1,584 (25)
(iii) State's share of Union taxes and duties	Nil	Nil	Nil	Nil	Nil
(iv) Grants-in-aid from Government of India	1,465 (31)	1,690 (33)	1,737 (32)	1,823 (30)	1,628 (25)
2. Miscellaneous Capital Receipts	Nil	Nil	Nil	Nil	Nil
3. Recoveries of Loans and Advances	2	2	2	1	1
4. Total Revenue and Non-debt capital receipts (1+2+3)	4,760	5,090	5,385	6,004	6,401
5. Public Debt Receipts	704 (11)	741 (11)	820 (12)	1,061(14)	1,007 (12)
External Debt	-	-	-	-	50
Internal Debt and Market Loan	614	642	748	989	957
Net transactions under Ways and Means Advances and Overdrafts	Nil	Nil	Nil	Nil	Nil
Loans and Advances from Government of India	90	99	72	72	Nil
6. Total Receipts in the Consolidated Fund (4+5)	5,464	5,831	6,205	7,065	7,408
7. Contingency Fund Receipts	Nil	Nil	Nil	Nil	Nil
8. Public Account Receipts	982 (15)	1,015 (15)	845 (12)	717 (9)	778 (10)
9. Total Receipts of UT (6+7+8)	6,446	6,846	7,050	7,782	8,186

	2014-15	2015-16	2016-17	2017-18	2018-19
(1)	(2)	(3)	(4)	(5)	(6)
Part B. Expenditure/Disbursement					
10. Revenue Expenditure	4,800 (74)	5,285 (77)	5,458 (79)	5,807 (82)	6,387 (74)
(i) Plan	1,554 (32)	1,668 (32)	1,644 (30)	1,659 (29)	6,387 (100)
(ii) Non-Plan	3,246 (68)	3,617 (68)	3,814 (70)	4,148 (71)	Nil
(iii) General Services (including interest payments)	1,417	1,469	1,639	1,874	2,154
(iv) Social Services	1,831	2,199	2,129	2,235	2,401
(v) Economic Services	1,544	1,611	1,684	1,694	1,832
(vi) Grants-in-aid and Contributions	8	6	6	4	Nil
11. Capital Expenditure	614 (10)	439 (6)	447 (6)	394 (6)	313 (4)
(i) Plan	601 (98)	444 (101)	440 (98)	388 (98)	313 (100)
(ii) Non-Plan	13(2)	(-) 5 (-1) [#]	7 (2)	6(2)	Nil
(iii) General Services	87	83	85	88	19
(iv) Social Services	313	134	121	107	126
(v) Economic Services	214	223	241	199	168
12. Disbursement of Loans and Advances	1	1	Nil	Nil	3
13. Total (10+11+12)	5,415	5,725	5,905	6,201	6,703
14. Repayments of Public Debt	183 (3)	169 (2)	224 (3)	570 (8)	639 (7)
External debt
Internal Debt (excluding Ways and Means Advances and Overdrafts)	48	52	98	434	488
Net transactions under Ways and Means Advances and Overdraft	Nil	Nil	Nil	Nil	Nil
Loans and Advances from Government of India	135	117	126	136	151
15. Appropriation to Contingency Fund	Nil	Nil	Nil	Nil	Nil
16. Total disbursement out of Consolidated Fund (13+14+15)	5,598	5,894	6,129	6,771	7,342
17. Contingency Fund disbursements	Nil	Nil	Nil	Nil	Nil
18. Public Account disbursements	845 (13)	938 (14)	800 (12)	269(4)	1,335 (15)
19. Total disbursement by UT (16+17+18)	6,443	6,832	6,929	7,040	8,677
Part C. Deficits					
20. Revenue Deficit(-)/Revenue Surplus (+) (1-10)	(-) 42	(-) 197	(-) 75	196	13

[#] Minus expenditure is due to value of issue of stock more than the value of purchase

	2014-15	2015-16	2016-17	2017-18	2018-19
(1)	(2)	(3)	(4)	(5)	(6)
21. Fiscal Deficit (-)/Fiscal Surplus (+) (4-13)	(-) 655	(-) 635	(-) 520	(-) 197	(-) 302
22. Primary Deficit (-)/ Surplus (+) (21+23)	(-) 117	(-) 83	58	489	405
<i>Part D. Other data</i>					
23. Interest Payments (included in revenue expenditure)	538	552	578	686	707
24. Financial Assistance to local bodies etc.	661	716	669	660	748
25. Ways and Means Advances/Overdraft availed (days)	Nil	Nil	Nil	Nil	Nil
Ways and Means Advances availed (days)	Nil	Nil	Nil	Nil	Nil
Overdraft availed (days)	Nil	Nil	Nil	Nil	Nil
26. Interest on Ways and Means Advances/Overdraft	Nil	Nil	Nil	Nil	Nil
27. Gross State Domestic Product (GSDP)	22,574	26,617	29,573	32,962	36,656
28. Outstanding Fiscal liabilities (year-end)	7,030	7,754	8,299	8,799	9,144
29. Outstanding guarantees (year-end) (including interest)	29	45	45	51	51
30. Maximum amount guaranteed (year-end)	38	56	56	63	63
31. Number of incomplete projects	12	14	14	12	30
32. Capital blocked in incomplete projects	20.14	78.58	75.71	76.96	184.49
<i>Part E: Fiscal Health Indicators</i>					
I Resource Mobilisation					
Own Tax revenue/GSDP	0.09	0.08	0.08	0.09	0.09
Own Non-Tax Revenue/GSDP	0.06	0.04	0.04	0.04	0.04
Central Transfers/GSDP	Nil	Nil	Nil	Nil	Nil
II Expenditure Management					
Total Expenditure/GSDP	0.24	0.21	0.20	0.19	0.18
Total Expenditure/Revenue Receipts	1.14	1.13	1.10	1.03	1.05
Revenue Expenditure/Total Expenditure	0.89	0.92	0.92	0.94	0.95
Expenditure on Social Services/Total Expenditure	0.34	0.38	0.36	0.36	0.36
Expenditure on Economic Services/Total Expenditure	0.29	0.28	0.29	0.27	0.27
Capital Expenditure/Total Expenditure	0.11	0.08	0.08	0.06	0.05
Capital Expenditure on Social and Economic Services/Total Expenditure	0.10	0.06	0.06	0.05	0.04

	2014-15	2015-16	2016-17	2017-18	2018-19
(1)	(2)	(3)	(4)	(5)	(6)
III Management of Fiscal Imbalances					
Revenue deficit (surplus)/GSDP	(-) 0.002	(-) 0.007	(-) 0.003	0.006	0.000
Fiscal deficit/GSDP	(-) 0.029	(-) 0.024	(-) 0.018	(-) 0.006	-0.008
Primary Deficit (surplus) /GSDP	(-) 0.005	(-) 0.003	0.002	0.015	0.011
Revenue Deficit/Fiscal Deficit	0.064	0.310	0.144	(-)0.995	-0.043
Primary Revenue Balance/GSDP	0.022	0.013	0.017	0.027	0.020
IV Management of Fiscal Liabilities					
Fiscal Liabilities/GSDP	0.31	0.29	0.28	0.27	0.25
Fiscal Liabilities/RR	1.48	1.52	1.54	1.47	1.43
Primary deficit vis-à-vis quantum spread	(-) 0.12	(-) 0.45	0.17	2.93	1.38
Debt Redemption (Principal +Interest)/ Total Debt Receipts	0.96	0.93	0.96	1.12	1.18
V Other Fiscal Health Indicators					
Return on Investment (₹ in crore)	1.63	3.93	Nil	0.09	0.09
Balance from Current Revenue (₹ in crore)	641	589	573	1,470	..*
Financial Assets/Liabilities	0.86	0.85	0.85	0.89	0.89
Revenue Expenditure /Revenue Receipts	101	104	101	97	100

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

- * Could not be derived for 2018-19 as one of the inputs for calculating Balance from Current Revenue viz., Non-Plan revenue expenditure is not ascertainable consequent on merger of Plan and Non-Plan classification in Budget and Accounts.

Appendix 1.4
(Reference: Paragraph 1.1.1; Page 2)

Part A: Abstract of Receipts and Disbursements for the year 2018-19

(₹ in crore)

Receipts				Disbursements							
2017-18		Section-A: Revenue	2018-19	2017-18			Non-Plan	Plan	Total	2018-19	
6,002.67	I	Revenue receipts	6,400.41	5,806.66	I	Revenue expenditure				6,386.87	
2,805.55		Tax revenue	3,188.75	1,874.25		General services		2,154.11	2,154.11		
				2,234.80		Social Services		2,400.43	2,400.43		
1,373.73		Non-tax revenue	1,583.89	749.39		Education, Sports, Art and Culture		843.70	843.70		
				496.15		Health and Family Welfare		562.35	562.35		
Nil		State's share of Union Taxes	Nil	280.07		Water Supply, Sanitation, Housing and Urban Development		276.30	276.30		
1,823.39		Grants-in-aid from GOI	1,627.77	4.63		Information and Broadcasting		4.16	4.16		
27.70		Non-Plan grants	5.00	127.13		Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes		135.93	135.93		
11.64		Grants for UT Plan Schemes	0.00	30.21		Labour and Labour Welfare		33.32	33.32		
				544.03		Social Welfare and Nutrition		541.48	541.48		
383.06		Grants for Central and Centrally Sponsored Plan Schemes	151.78	3.19		Others		3.19	3.19		
				1,693.59		Economic Services-		1,832.33	1,832.33		
1,400.99		Other Transfer/Grants to State/UT with Legislature	1,470.99	288.36		Agriculture and Allied Activities		312.84	312.84		
				43.16		Rural Development		84.78	84.78		
				7.30		Special Areas Programmes		14.66	14.66		
				24.20		Irrigation and Flood Control		22.59	22.59		
				1,213.76		Energy		1,337.59	1,337.59		
				43.02		Industry and Minerals		36.38	36.38		
				27.10		Transport		33.10	33.10		
				3.49		Science, Technology and Environment		1.91	1.91		
				43.20		General Economic Services		-11.52	-11.52		
				4.02		Grants-in-aid and Contributions-		0.00	0.00		
Nil	II	Revenue Deficit carried over to Section B		196.01	II	Revenue Surplus carried over to Section B				13.54	
6,002.67		Total	6,400.41	6,002.67		Total				6,400.41	

Receipts				Disbursements							
		Section-B : Others									
1,370.21	III	Opening Cash balance including Permanent Advances and Cash Balance Investment		2,111.89	Nil	III	Opening Overdraft from Reserve Bank of India				Nil
Nil	IV	Miscellaneous Capital Receipts		Nil	394.39	IV	Capital Expenditure-				313.05
					88.14		General Services		18.92	18.92	
					107.26		Social Services-		126.49	126.49	
					12.15		Education, Sports, Art and Culture		10.17	10.17	
					8.11		Health and Family Welfare		17.12	17.12	
					84.15		Water Supply, Sanitation, Housing and Urban Development		94.80	94.80	
					Nil		Information and Broadcasting		0.00	0.00	
					1.38		Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes		3.36	3.36	
					1.18		Social Welfare and Nutrition		0.59	0.59	
					0.29		Others		0.45	0.45	
					198.99		Economic Services-		167.64	167.64	
					5.44		Agriculture and Allied Activities		2.28	2.28	
					Nil		Rural Development		0.00	0.00	
					Nil		Special Areas Programmes		0.00	0.00	
					30.22		Irrigation and Flood Control		19.86	19.86	
					72.52		Energy		39.87	39.87	
					2.00		Industry and Minerals		2.55	2.55	
					64.83		Transport		60.37	60.37	
					23.98		General Economic Services		42.71	42.71	
1.35	V	Recoveries of Loans and Advances-		0.91	0.21	V	Loans and Advances disbursed-				3.08
Nil		From Power Projects	0.00		Nil		For Power Projects		0.00	0.00	
0.21		From Government Servants	0.71		0.21		To Government Servants		0.08	0.08	
1.14		From Others	0.20		Nil		To Others		3.00	3.00	

Union Territory Finances Audit Report for the year ended 31 March 2019

Receipts					Disbursements						
196.01	VI	Revenue Surplus brought down		13.54		VI	Revenue Deficit brought down				
1,060.71	VII	Public debt receipts-		1006.81	570.00	VII	Repayment of Public debt-				638.69
Nil		External debt	49.61		Nil		External debt		0.00	0.00	
988.71		Internal debt	957.20		433.94		Internal debt		487.47	487.47	
Nil		Net transactions under Ways and Means Advances	0.00		Nil		Net transactions under Ways and Means Advances		0.00	0.00	
Nil		Net transactions under Overdraft	0.00		136.06		Repayment of Loans and Advances to Central Government		151.22	151.22	
72.00		Loans and Advances from Central Government	0.00								
Nil	VIII	Appropriation to Contingency Fund	Nil		Nil	VIII	Appropriation to Contingency Fund				Nil
Nil	IX	Amount transferred to Contingency Fund	Nil		Nil	IX	Expenditure from Contingency Fund				Nil
717.32	X	Public Account receipts-		777.92	269.11	X	Public Account disbursements-				1,334.97
328.36		Small Savings and Provident Funds	320.08		282.31		Small Savings and Provident Funds			294.60	
10.00		Reserve Funds	30.00		Nil		Reserve Funds			29.84	
(-) 63.59		Suspense and Miscellaneous	-31.96		(-) 468.30		Suspense and Miscellaneous			518.84	
289.37		Remittance	332.74		286.28		Remittance			338.17	
153.18		Deposits and Advances	127.06		168.82		Deposits and Advances			153.52	
Nil	XI	Closing Overdraft from Reserve Bank of India	Nil		2,111.89	XI	Cash Balance at end				1,621.28
					Nil		Cash in Treasuries and Local Remittances			Nil	
					0.15		Deposits with Reserve Bank			0.15	
					2.15		Departmental Cash Balance including permanent advances			2.22	
					2,109.59		Cash Balance Investment including investment of earmarked funds			1618.91	
9,348.27		Total		10,311.48	9,348.27		Total				10,311.48

Appendix 1.4
(Reference: Paragraph 1.9.1; Page 23)

**Part B: Summarised financial position of the Government
of Union Territory of Puducherry as on 31 March 2019**

(₹ in crore)

As on 31 March 2018	Liabilities	As on 31 March 2019	
(1)	(2)	(3)	
	External Debt -		49.61
	Loan from Government of France	49.61	
6,016.27	Internal Debt -		6,486.00
5,055.44	Market Loans bearing interest	5,530.01	
0.00	Market Loans not bearing interest	0.00	
0.00	Loans from Life Insurance Corporation of India	955.99	
960.83	Loans from other Institutions	0.00	
0.00	Ways and Means Advances	0.00	
0.00	Overdrafts from Reserve Bank of India	0.00	
1,720.72	Loans and Advances from Central Government -		1,569.50
0.00	Pre 1984-85 Loans	0.00	
1,531.08	Non-Plan Loans	1,379.86	
189.20	Loans for UT Plan Schemes	189.20	
0.00	Loans for Central Plan Schemes	0.00	
0.44	Centrally Sponsored Schemes	0.44	
0.00	Other Transfer/Grants to State/UT with Legislature	0.00	
0.50	Contingency Fund		0.50
648.68	Small Savings, Provident Funds, etc.		674.16
497.89	Deposits		471.38
232.02	Reserve Funds		232.17
160.40	Remittance Balances		154.97
382.40	Suspense and Miscellaneous Balances		-168.38
9,658.88	Total		9,469.91

As on 31 March 2018	Assets	As on 31 March 2019	
6,447.14	Gross Capital Outlay on Fixed Assets -		6,760.19
1,027.79	Investments in shares of Companies, Corporations, etc.	1,033.70	
5,419.35	Other Capital Outlay	5,726.49	
8.11	Loans and Advances -		10.29
0.00	Loans for Power Projects	0.00	
7.60	Other Development Loans	10.42	
0.51	Loans to Government servants and Miscellaneous loans	-0.13	
316.95	Reserve Fund Investments		338.35
0.68	Advances		0.63
1,794.94	Cash -		1,282.93
0.00	Cash in Treasuries	0.00	
0.15	Deposits with Reserve Bank	0.15	
2.15	Departmental Cash Balance including Permanent Advances	2.22	
1,792.64	Cash Balance Investments	1,280.56	
1,091.06	Deficit on Government Account -		1,077.52
0.00	(i) Revenue deficit of the current year	0.00	
0.00	(ii) Miscellaneous Deficit	0.00	
1,091.06	Accumulated deficit at the beginning of the year	1,077.52	
0.00	Less: Proforma dropping	0.00	
9,658.88	Total		9,469.91

Explanatory Notes for Appendices 1.3 and 1.4

The abridged accounts in the foregoing statements have to be read with comments and explanations in the Finance Accounts. Government accounts being mainly on cash basis, the deficit on Government account, as shown in **Appendix 1.4**, indicates the position on cash basis, as opposed to accrual basis in commercial accounting. Consequently, items payable or receivable or items like depreciation or variation in stock figures, etc., do not figure in the accounts. Suspense and Miscellaneous balances include cheques issued but not paid, payments made on behalf of UT and other pending settlements, etc.

Appendix 2.1
(Reference: Paragraph 2.3.1; Page 35)

Cases where savings were more than ₹ 50 lakh and 20 per cent of total provision

(₹ in lakh)

Sl. No.	Grant No.	Heads of Account					Provision	Expenditure	Savings
(1)	(2)	(3)					(4)	(5)	(6)
1	05	2015	00	102	01	01	160.98	110.73	50.25
2	06	2029	00	101	07	01	83.00	0.00	83.00
3	06	3456	00	001	01	01	517.36	409.62	107.74
4	06	3456	00	190	01	01	50.85	0.00	50.85
5	06	3456	00	800	10	01	51.97	0.00	51.97
6	06	4408	01	190	01	01	540.00	0.00	540.00
7	08	5055	00	800	03	01	135.00	0.00	135.00
8	09	3451	00	090	07	01	878.55	0.00	878.55
9	09	4070	00	800	02	01	2,106.45	0.00	2,106.45
10	10	2053	00	101	01	01	421.00	309.85	111.15
11	10	2216	80	800	02	01	126.00	55.27	70.73
12	10	2216	80	800	04	01	515.00	304.78	210.22
13	10	2216	80	800	14	01	750.00	200.00	550.00
14	10	2216	80	800	19	01	2,651.32	1,572.63	1,078.69
15	10	2216	80	800	19	04	200.00	66.60	133.40
16	10	2216	80	800	23	02	188.50	135.00	53.50
17	10	2217	01	789	01	01	59.50	0.00	59.50
18	10	2217	80	191	17	01	579.00	0.00	579.00
19	10	2217	80	800	08	01	200.00	0.00	200.00
20	10	2217	80	800	09	01	262.00	164.00	98.00
21	10	2501	04	105	01	01	75.00	17.69	57.31
22	10	2515	00	789	09	02	100.00	33.00	67.00
23	10	3425	60	800	07	01	432.50	171.09	261.41
24	10	3475	00	108	03	01	297.00	0.00	297.00

Sl. No.	Grant No.	Heads of Account					Provision	Expenditure	Savings
(1)	(2)	(3)					(4)	(5)	(6)
25	10	3604	00	200	03	01	75.00	0.00	75.00
26	12	2055	00	003	01	01	162.75	0.00	162.75
27	12	2055	00	115	03	01	57.33	0.00	57.33
28	12	2055	00	115	05	01	150.08	0.00	150.08
29	12	4055	00	207	03	01	276.92	0.00	276.92
30	12	4055	00	800	01	01	338.48	122.55	215.93
31	12	4070	00	800	03	01	200.00	0.00	200.00
32	15	2071	01	115	01	07	8,300.00	3,407.68	4,892.32
33	16	2702	02	190	01	01	99.00	0.00	99.00
34	16	3054	80	001	01	04	281.31	211.23	70.08
35	16	4059	01	051	10	01	1,000.00	289.46	710.54
36	16	4059	01	051	10	02	834.57	559.72	274.85
37	16	4059	01	800	02	01	605.00	234.05	370.95
38	16	4059	01	800	02	02	100.00	0.00	100.00
39	16	4059	01	800	03	01	100.00	17.48	82.52
40	16	4215	01	101	06	01	75.00	0.00	75.00
41	16	4215	01	800	03	01	3,075.00	2,163.24	911.76
42	16	4702	00	800	02	02	100.00	0.00	100.00
43	16	4711	03	800	04	01	885.00	155.67	729.33
44	16	4711	03	800	04	02	500.00	0.00	500.00
45	16	4711	03	800	04	03	100.00	0.00	100.00
46	16	5054	04	800	01	03	170.00	0.00	170.00
47	16	5054	04	800	05	01	1,200.00	230.52	969.48
48	16	5054	04	800	05	02	300.00	5.62	294.38
49	16	5054	04	800	09	01	2,400.00	1,528.98	871.02
50	17	2202	01	800	04	01	519.93	411.24	108.69
51	17	2202	02	105	01	01	195.00	47.68	147.32
52	17	2202	03	107	06	07	5,000.00	3,391.33	1,608.67

Sl. No.	Grant No.	Heads of Account					Provision	Expenditure	Savings
(1)	(2)	(3)					(4)	(5)	(6)
53	17	2202	80	003	01	01	214.82	0.00	214.82
54	17	2202	80	800	08	01	164.97	80.96	84.01
55	17	2202	80	800	10	01	133.24	78.15	55.09
56	17	2203	00	789	07	02	70.00	0.00	70.00
57	17	2205	00	107	08	01	73.00	14.00	59.00
58	17	2236	02	102	05	02	234.00	148.12	85.88
59	18	2210	05	105	11	03	250.00	0.00	250.00
60	18	2210	05	105	11	04	250.00	0.00	250.00
61	18	2210	05	789	02	01	250.00	0.00	250.00
62	18	2210	80	800	03	01	175.00	0.00	175.00
63	18	2210	80	800	14	07	600.00	0.00	600.00
64	18	2211	00	001	01	01	220.25	73.97	146.28
65	18	2211	00	101	02	01	447.50	229.47	218.03
66	19	3452	80	800	30	01	450.00	50.44	399.56
67	19	5452	01	800	04	01	813.69	261.18	552.51
68	19	5452	01	800	05	01	1,661.68	518.77	1,142.91
69	19	5452	80	800	05	01	335.00	220.00	115.00
70	20	2230	03	800	02	01	338.47	59.92	278.55
71	21	2225	01	277	17	01	400.48	214.99	185.49
72	21	2225	01	789	23	01	1,191.01	722.69	468.32
73	21	2225	01	789	27	02	300.00	147.07	152.93
74	21	2225	01	789	31	01	100.01	0.00	100.01
75	21	2225	01	789	32	02	255.00	156.42	98.58
76	21	2225	01	789	35	02	300.01	215.95	84.06
77	21	2225	01	789	35	04	105.00	46.50	58.50
78	21	2225	01	800	02	01	75.00	0.50	74.50
79	21	2235	02	101	14	01	86.55	25.10	61.45
80	21	2235	02	101	16	01	82.03	22.70	59.33

Sl. No.	Grant No.	Heads of Account					Provision	Expenditure	Savings
(1)	(2)	(3)					(4)	(5)	(6)
81	21	2235	02	102	10	01	1,007.63	393.92	613.71
82	21	2235	02	102	10	02	204.28	75.97	128.31
83	21	2235	02	102	20	01	148.44	50.03	98.41
84	21	2235	02	103	06	01	327.00	161.47	165.53
85	21	2235	02	103	18	01	72.51	6.05	66.46
86	21	2235	02	103	21	01	261.00	0.00	261.00
87	21	2235	02	103	24	01	60.00	0.00	60.00
88	21	4225	01	789	01	01	299.99	0.00	299.99
89	22	2401	00	195	01	01	82.00	0.00	82.00
90	22	2852	08	201	01	01	95.50	0.00	95.50
91	22	4425	00	107	04	01	500.00	0.00	500.00
92	22	4851	00	195	02	01	100.00	0.00	100.00
93	24	2401	00	102	01	02	327.53	246.63	80.90
94	24	2401	00	102	03	01	100.00	20.00	80.00
95	24	2401	00	105	04	01	62.69	12.56	50.13
96	24	2401	00	109	07	01	135.00	0.00	135.00
97	24	2401	00	113	03	01	73.06	8.67	64.39
98	24	2401	00	800	11	01	98.50	0.00	98.50
99	24	2401	00	800	16	01	65.00	0.00	65.00
100	24	2401	00	800	17	01	218.50	163.00	55.50
101	24	2402	00	102	02	01	62.62	4.60	58.02
102	24	2702	02	001	03	01	490.82	361.02	129.80
103	25	2403	00	800	09	01	64.83	11.02	53.81
104	26	2405	00	800	01	02	101.61	25.00	76.61
105	26	4405	00	104	02	01	189.74	0.00	189.74
106	27	2505	02	101	01	01	2,150.00	70.29	2,079.71
107	27	2505	02	101	02	01	650.00	298.71	351.29
108	27	2505	02	101	07	01	100.00	0.00	100.00

Sl. No.	Grant No.	Heads of Account					Provision	Expenditure	Savings
(1)	(2)	(3)					(4)	(5)	(6)
109	27	2505	02	789	01	01	194.80	98.34	96.46
110	28	2851	00	800	06	01	200.00	71.66	128.34
111	28	2852	08	202	03	01	433.00	279.00	154.00
112	29	2801	05	800	04	01	348.70	144.69	204.01
113	29	2801	05	800	05	01	179.10	92.93	86.17
114	29	2801	05	800	06	01	135.10	0.10	135.00
115	29	2801	80	800	02	01	266.00	0.00	266.00
116	29	3425	60	004	01	01	67.00	10.87	56.13
117	29	4801	05	799	01	01	1,885.40	1418.93	466.47
118	29	4801	05	800	47	01	230.00	121.98	108.02
119	29	4801	05	800	48	01	608.55	335.55	273.00
120	29	4801	05	800	54	01	2500.00	899.43	1600.57
121	30	5051	02	200	09	01	1,800.00	0.00	1,800.00
122	32	4070	00	800	01	01	100.00	48.50	51.50
123	32	4202	01	800	02	01	125.00	19.94	105.06
124	32	4202	01	800	02	02	250.00	19.99	230.01
125	32	4202	01	800	02	03	125.00	0.00	125.00
126	32	4235	02	101	02	01	249.16	1.25	247.91
127	32	4405	00	104	01	04	284.85	127.63	157.22
128	32	5452	01	800	28	01	425.00	15.10	409.90
129	32	5452	01	800	28	03	250.00	11.38	238.62
130	32	5452	01	800	28	04	500.00	155.52	344.48
131	32	5452	01	800	49	04	700.00	524.12	175.88
132	33	2049	01	200	02	07	2,500.00	1,554.65	945.35
133	33	2049	01	305	01	07	200.00	115.63	84.37
134	33	2049	05	105	02	07	200.00	0.00	200.00
Total							70,862.97	27,589.72	43,273.25

Appendix 2.2
(Reference: Paragraph 2.3.3; Page 37)

Unnecessary Supplementary Provision

(₹ in lakh)

Sl. No	Grant No.	Heads of Account					Original	Supplementary	Total	Expenditure
1	06	2408	01	102	08	01	10,800.00	1,058.89	11,858.89	10,663.05
2	06	4408	01	190	01	01	0.00	540.00	540.00	0.00
3	12	4055	00	207	03	01	219.67	57.25	276.92	0.00
4	12	4055	00	800	01	01	173.33	165.15	338.48	122.55
5	17	2204	00	102	07	01	20.79	18.00	38.79	20.78
6	17	2236	02	102	05	01	658.54	55.00	713.54	652.41
7	18	4210	01	110	02	01	75.98	19.67	95.65	68.94
8	19	3452	80	800	30	01	350.00	100.00	450.00	50.44
9	20	2230	03	101	28	01	0.00	50.00	50.00	0.00
10	20	2230	03	789	16	01	0.00	13.02	13.02	0.00
11	22	2852	08	201	01	01	0.00	95.50	95.50	0.00
12	24	2401	00	109	07	01	50.00	85.00	135.00	0.00
13	24	2401	00	800	16	01	0.00	65.00	65.00	0.00
14	24	2415	01	277	02	02	1,312.50	20.94	1,333.44	1,300.00
15	25	2403	00	800	09	01	36.11	28.72	64.83	11.02
16	26	4405	00	104	02	01	0.00	189.74	189.74	0.00
17	29	2801	05	001	02	01	15.00	10.80	25.80	12.77
18	29	2801	80	800	02	01	0.00	266.00	266.00	0.00
Total							13,711.92	2,838.68	16,550.60	12,901.95

Appendix 2.3
(Reference: Paragraph 2.3.4; Page 37)

Part A: Excessive/unnecessary re-appropriation of funds

(₹ in lakh)

Sl. No	Grant No.	Heads of Account					Provision	Re-appropriation	Total	Expenditure	Savings
(1)	(2)	(3)					(4)	(5)	(6)	(7)	(8)
1	06	2039	00	001	01	01	854.20	13.41	867.61	835.01	32.60
2	06	2235	60	101	01	04	20.00	20.05	40.05	15.75	24.30
3	06	2408	01	102	08	01	11,858.89	272.36	12,131.25	10,663.05	1,468.20
4	06	2408	01	789	02	01	2,300.00	236.00	2,536.00	1,888.63	647.37
5	06	3456	00	800	11	01	0.00	26.14	26.14	0.00	26.14
6	06	3475	00	106	01	01	54.10	2.49	56.59	52.31	4.28
7	06	4408	01	190	01	01	540.00	10.00	550.00	0.00	550.00
8	09	3451	00	090	03	01	351.26	22.27	373.53	345.42	28.11
9	10	2053	00	093	02	03	67.00	3.00	70.00	65.98	4.02
10	10	2053	00	800	01	01	1.00	2.00	3.00	0.00	3.00
11	10	2216	80	789	11	01	702.00	304.20	1,006.20	681.60	324.60
12	10	2216	80	789	11	02	90.00	21.60	111.60	90.00	21.60
13	10	2216	80	789	11	04	0.00	12.00	12.00	0.00	12.00
14	10	2216	80	800	04	01	515.00	276.49	791.49	304.78	486.71
15	10	2216	80	800	04	02	100.00	59.40	159.40	99.40	60.00
16	10	2216	80	800	19	04	200.00	20.20	220.20	66.60	153.60
17	10	2217	01	191	01	01	203.00	51.61	254.61	168.41	86.20
18	10	2217	80	001	07	02	56.50	5.00	61.50	54.81	6.69
19	10	2250	00	103	01	01	192.99	53.55	246.54	169.71	76.83
20	12	2055	00	104	01	01	3,370.00	10.18	3,380.18	3,349.51	30.67
21	12	2055	00	109	01	01	5,184.45	15.78	5,200.23	5,178.71	21.52
22	12	2070	00	108	03	04	63.91	2.57	66.48	61.49	4.99
23	12	2070	00	108	08	01	5.00	1.32	6.32	4.04	2.28
24	12	4055	00	207	03	01	276.92	1.35	278.27	0.00	278.27

Union Territory Finances Audit Report for the year ended 31 March 2019

Sl. No	Grant No.	Heads of Account					Provision	Re-appropriation	Total	Expenditure	Savings
(1)	(2)	(3)					(4)	(5)	(6)	(7)	(8)
25	14	2058	00	001	03	01	15.00	2.00	17.00	13.26	3.74
26	14	2058	00	103	01	01	2,026.19	50.06	2,076.25	2,018.87	57.38
27	14	2058	00	103	02	01	212.01	14.59	226.60	211.69	14.91
28	15	2071	01	102	01	07	14,025.00	1,267.81	15,292.81	13,231.59	2,061.22
29	15	2071	01	104	01	07	12,092.81	407.19	12,500.00	10,718.35	1,781.65
30	15	2071	01	117	01	07	6,000.00	400.00	6,400.00	5,849.45	550.55
31	16	2059	01	053	03	01	7.47	1.53	9.00	4.87	4.14
32	16	2059	80	001	05	01	31.60	16.57	48.17	30.68	17.49
33	16	2215	01	101	02	02	16.50	3.50	20.00	13.27	6.73
34	16	2702	02	001	02	01	608.70	7.84	616.54	591.13	25.41
35	16	2702	02	001	02	04	32.50	6.12	38.62	31.38	7.24
36	16	3054	04	789	03	04	5.00	70.00	75.00	4.64	70.36
37	16	3054	80	001	01	01	1,486.95	12.74	1,499.69	1,477.54	22.15
38	16	5054	04	800	05	02	300.00	200.00	500.00	5.62	494.38
39	16	5054	04	800	09	01	2,400.00	130.00	2,530.00	1,528.98	1,001.02
40	17	2202	01	108	01	01	768.56	77.16	845.72	750.64	95.08
41	17	2202	01	800	01	01	17,210.50	27.26	17,237.76	17,173.47	64.29
42	17	2202	01	800	10	01	534.01	11.00	545.01	517.76	27.25
43	17	2202	02	105	01	01	195.00	9.75	204.75	47.68	157.07
44	17	2202	02	105	04	01	131.60	8.40	140.00	103.93	36.07
45	17	2202	02	109	17	03	1,030.90	4.30	1,035.20	1,020.99	14.21
46	17	2202	03	103	29	02	693.87	9.32	703.19	676.71	26.48
47	17	2202	03	103	30	01	1,366.00	36.50	1,402.50	1,344.62	57.88
48	17	2202	03	103	30	02	205.00	15.95	220.95	204.50	16.45
49	17	2202	80	003	01	01	214.82	10.74	225.56	0.00	225.56
50	17	2202	80	800	08	01	164.97	8.25	173.22	80.96	92.26
51	17	2202	80	800	10	01	133.24	1.06	134.30	78.15	56.15
52	17	2203	00	001	02	01	218.10	2.75	220.85	193.11	27.74

Sl. No	Grant No.	Heads of Account					Provision	Re-appropriation	Total	Expenditure	Savings
(1)	(2)	(3)					(4)	(5)	(6)	(7)	(8)
53	17	2203	00	105	10	01	2,422.00	58.75	2,480.75	2,391.60	89.15
54	17	2204	00	102	07	01	38.79	21.41	60.20	20.78	39.42
55	17	2205	00	789	05	01	25.89	2.92	28.81	20.29	8.52
56	17	2236	02	102	03	01	682.49	1.45	683.94	681.91	2.03
57	18	2210	02	101	01	03	48.00	2.67	50.67	47.46	3.21
58	18	2210	02	101	03	01	31.50	1.62	33.12	31.36	1.76
59	18	2211	00	101	03	01	200.00	66.70	266.70	167.37	99.33
60	18	4210	01	110	02	01	95.65	44.65	140.30	68.94	71.36
61	19	2075	00	800	01	01	101.00	5.00	106.00	99.87	6.13
62	19	2220	60	101	01	01	169.40	23.95	193.35	138.75	54.60
63	19	5452	01	800	04	01	813.69	160.51	974.20	261.18	713.02
64	20	2230	01	102	01	01	228.07	2.22	230.29	228.07	2.22
65	20	2230	01	103	10	01	110.00	35.25	145.25	110.00	35.25
66	20	2230	01	112	01	01	0.00	1.80	1.80	0.00	1.80
67	20	2230	01	789	04	01	40.00	27.61	67.61	40.00	27.61
68	20	2230	03	101	14	01	16.78	1.12	17.90	13.04	4.86
69	20	2230	03	101	28	01	50.00	97.00	147.00	0.00	147.00
70	20	2230	03	789	16	01	13.02	14.98	28.00	0.00	28.00
71	20	4250	00	201	06	01	1.50	1.63	3.13	1.12	2.01
72	21	2225	01	277	06	02	4.00	2.51	6.51	0.00	6.51
73	21	2225	01	277	17	01	400.48	19.99	420.47	214.99	205.48
74	21	2225	01	789	23	02	433.11	4.83	437.94	416.26	21.68
75	21	2225	01	789	36	01	44.00	30.60	74.60	35.22	39.38
76	21	2225	03	190	05	01	40.00	10.00	50.00	33.17	16.84
77	21	2225	03	277	06	04	43.10	1.32	44.42	41.37	3.05
78	21	2225	03	277	08	01	105.33	12.28	117.61	63.16	54.46
79	21	2225	03	800	04	01	30.00	5.95	35.95	29.78	6.17
80	21	2225	03	800	04	04	0.00	12.00	12.00	0.00	12.00

Union Territory Finances Audit Report for the year ended 31 March 2019

Sl. No	Grant No.	Heads of Account					Provision	Re-appropriation	Total	Expenditure	Savings
(1)	(2)	(3)					(4)	(5)	(6)	(7)	(8)
81	21	2225	80	800	03	04	5.00	2.50	7.50	1.50	6.00
82	21	2235	02	101	04	01	200.53	11.35	211.88	190.82	21.06
83	21	2235	02	101	06	01	4.50	2.00	6.50	4.44	2.06
84	21	2235	02	101	16	01	82.03	117.97	200.00	22.70	177.30
85	21	2235	02	101	16	02	5.00	34.63	39.63	4.18	35.45
86	21	2235	02	101	35	02	20.00	2.00	22.00	18.30	3.70
87	21	2235	02	101	37	01	27.80	30.20	58.00	27.63	30.37
88	21	2235	02	101	38	01	84.50	2.16	86.66	83.61	3.05
89	21	2235	02	102	10	04	12.00	5.89	17.89	9.54	8.35
90	21	2235	02	102	23	01	94.42	116.27	210.69	93.97	116.72
91	21	2235	02	102	23	02	23.69	19.21	42.90	6.16	36.74
92	21	2235	02	102	23	03	4.08	10.00	14.08	1.74	12.34
93	21	2235	02	102	23	04	4.08	10.00	14.08	2.46	11.62
94	21	2235	02	102	26	02	2.00	1.25	3.25	1.54	1.71
95	21	2235	02	103	15	04	0.57	1.01	1.58	0.00	1.58
96	21	2235	02	103	18	04	8.95	4.75	13.70	0.00	13.70
97	21	2235	02	103	22	01	9.05	11.02	20.07	0.00	20.07
98	21	2235	02	103	25	01	92.00	8.00	100.00	64.00	36.00
99	21	2235	02	789	16	01	23.00	32.86	55.86	6.21	49.65
100	21	2235	60	102	01	01	19,666.61	85.94	19,752.55	19,574.96	177.59
101	21	2236	02	101	01	04	13.00	8.41	21.41	8.64	12.77
102	22	2425	00	108	01	04	0.00	3.80	3.80	0.00	3.80
103	22	2852	08	195	01	01	276.35	84.38	360.73	276.35	84.38
104	22	2852	08	195	01	02	114.24	15.29	129.53	109.24	20.29
105	22	2852	08	195	01	04	80.01	5.15	85.16	70.01	15.15
106	22	2852	08	201	01	01	95.50	4.50	100.00	0.00	100.00
107	24	2401	00	102	01	02	327.53	8.30	335.83	246.63	89.20
108	24	2401	00	105	02	01	109.00	2.00	111.00	107.75	3.25

Sl. No	Grant No.	Heads of Account					Provision	Re-appropriation	Total	Expenditure	Savings
(1)	(2)	(3)					(4)	(5)	(6)	(7)	(8)
109	24	2401	00	105	04	02	6.28	43.72	50.00	0.00	50.00
110	24	2401	00	108	01	01	36.42	6.38	42.80	14.76	28.04
111	24	2401	00	119	07	01	200.00	9.13	209.13	198.67	10.46
112	24	2401	00	789	15	01	0.00	8.74	8.74	0.00	8.74
113	24	2401	00	789	15	02	0.00	6.26	6.26	0.00	6.26
114	24	2401	00	789	16	01	0.00	13.00	13.00	0.00	13.00
115	24	2401	00	800	16	02	0.00	46.94	46.94	0.00	46.94
116	24	2402	00	102	02	01	62.62	12.87	75.49	4.60	70.89
117	24	2406	01	102	05	01	9.10	2.71	11.81	7.97	3.84
118	24	2406	01	102	09	01	50.00	50.00	100.00	0.00	100.00
119	24	2415	01	277	01	01	422.00	24.41	446.41	417.42	28.99
120	24	2415	01	277	02	02	1,333.44	21.46	1,354.90	1,300.00	54.90
121	24	2435	01	101	05	01	300.80	25.24	326.04	266.66	59.38
122	24	2435	01	101	05	02	66.69	10.64	77.33	53.63	23.70
123	25	2403	00	001	01	01	74.70	2.86	77.56	59.56	18.00
124	25	2403	00	001	05	01	39.85	2.64	42.49	39.33	3.16
125	25	2403	00	101	08	02	59.65	2.98	62.63	58.75	3.88
126	25	2403	00	789	02	02	10.00	2.75	12.75	6.54	6.21
127	25	2403	00	800	09	01	64.83	6.47	71.30	11.02	60.28
128	26	2405	00	800	19	01	1,022.85	56.62	1,079.47	908.98	170.49
129	26	2405	00	800	20	01	1,486.34	120.78	1,607.12	1,444.29	162.83
130	27	2505	02	101	04	01	3,589.24	25.00	3,614.24	3,589.24	25.00
131	27	2505	02	101	08	01	1.00	69.00	70.00	0.00	70.00
132	27	2505	02	789	03	01	0.00	30.00	30.00	0.00	30.00
133	27	2515	00	102	06	01	2,000.00	300.00	2,300.00	1,835.00	465.00
134	27	2515	00	800	09	01	1.00	125.00	126.00	0.00	126.00
135	28	2851	00	003	01	01	70.63	18.43	89.06	64.58	24.48
136	28	2851	00	789	01	04	2.00	2.94	4.94	1.86	3.08

Sl. No	Grant No.	Heads of Account					Provision	Re-appropriation	Total	Expenditure	Savings
(1)	(2)	(3)					(4)	(5)	(6)	(7)	(8)
137	28	2851	00	800	11	01	32.25	4.75	37.00	31.38	5.62
138	29	2049	60	101	01	01	445.00	1.20	446.20	406.13	40.07
139	29	2801	05	800	01	01	1,08,196.00	315.41	1,08,511.41	1,05,464.96	3,046.45
140	32	2230	02	101	01	02	0.00	3.70	3.70	0.00	3.70
141	32	2403	00	800	04	01	10.00	5.00	15.00	5.25	9.75
142	32	4055	00	211	01	01	225.00	5.00	230.00	218.50	11.50
143	32	4225	01	789	01	02	0.00	50.00	50.00	0.00	50.00
144	32	4405	00	800	01	01	0.46	1.28	1.74	0.00	1.74
145	32	5452	01	800	29	01	0.00	47.00	47.00	0.00	47.00
146	33	6003	00	109	01	07	7,417.00	5.32	7,422.32	7,397.47	24.85
Total							2,43,940.91	7,052.55	2,50,993.46	2,31,913.67	19,079.79

Appendix 2.3
(Reference: Paragraph 2.3.4; Page 37)

Part B: Re-appropriation of funds without any provision

(₹ in lakh)

Sl. No	Grant No.	Heads of Account					Provision	Re-appropriation	Total	Expenditure	Savings
1	02	2012	03	090	02	01	0.00	44.57	44.57	44.56	0.01
2	10	2216	80	800	19	03	0.00	76.20	76.20	54.00	22.20
3	10	2217	80	191	18	01	0.00	400.00	400.00	400.00	0.00
4	10	2217	80	800	10	02	0.00	0.40	0.40	0.40	0.00
5	16	2216	01	700	05	01	0.00	10.00	10.00	9.00	1.00
6	16	4059	01	051	13	01	0.00	26.36	26.36	26.35	0.01
7	16	4215	01	101	04	01	0.00	17.20	17.20	17.20	0.00
8	16	5054	04	789	01	02	0.00	15.00	15.00	15.00	0.00
9	16	5054	04	789	02	02	0.00	38.00	38.00	36.25	1.75
10	18	2210	80	800	17	01	0.00	1.60	1.60	1.60	0.00
11	18	2211	00	001	04	01	0.00	43.20	43.20	39.59	3.61
12	18	2211	00	101	03	02	0.00	27.63	27.63	27.61	0.02
13	18	2211	00	101	03	03	0.00	7.48	7.48	7.45	0.03
14	18	2211	00	101	03	04	0.00	6.28	6.28	6.04	0.24
15	21	2235	02	103	28	01	0.00	88.07	88.07	88.07	0.00
16	24	2401	00	800	18	02	0.00	39.33	39.33	38.25	1.08
17	32	4210	05	105	01	02	0.00	35.00	35.00	21.81	13.19
Total							0.00	876.32	876.32	833.19	43.13

Appendix 2.4
(Reference: Paragraph 2.3.5; Page 37)

Cases of substantial surrenders made during 2018-19

(₹ in lakh)

Sl. No.	Grant No.	Heads of Account					Provision	Surrender
1	02	2012	03	090	02	01	40.00	40.00
2	09	3451	00	090	07	01	878.55	722.56
3	09	4070	00	800	02	01	2,106.45	2,106.45
4	12	2055	00	115	05	01	150.08	108.67
5	19	5452	01	800	05	01	1,661.68	1,004.17
6	25	4403	00	101	01	01	11.00	11.00
7	27	2505	02	101	01	01	2,150.00	1,747.38
8	27	2505	02	101	07	01	100.00	100
9	31	7610	00	201	01	07	30.00	30.00
10	31	7610	00	204	02	07	20.00	12.00
Total							7,147.76	5,882.23

Appendix 2.5
(Reference: Paragraph 2.3.6; Page 37)

Cases where savings of more than ₹ one crore were not surrendered fully

(₹ in crore)

Sl. No.	Grant No.	Description	Savings	Amount surrendered	Amount not surrendered
Revenue					
1	06	Revenue and Food	26.16	0.00	26.16
2	09	Secretariat	8.09	7.23	0.86
3	10	District Administration	39.51	0.00	39.51
4	12	Police	5.82	1.09	4.73
5	15	Retirement Benefits	73.64	0.00	73.64
6	16	Public Works	18.15	11.33	6.82
7	17	Education	29.79	0.00	29.79
8	18	Medical	15.85	0.08	15.77
9	19	Information and Publicity	5.17	0.00	5.17
10	20	Labour and Employment	6.24	0.00	6.24
11	21	Social Welfare	32.99	1.94	31.06
12	22	Co-operation	3.92	0.00	3.92
13	24	Agriculture	13.56	0.00	13.56
14	25	Animal Husbandry	1.90	0.00	1.90
15	26	Fisheries	7.68	0.00	7.68
16	27	Community Development	28.93	18.47	10.45
17	28	Industries	5.37	0.37	5.00
18	29	Electricity	33.33	0.00	33.33
19	32	Building Programmes	1.52	0.00	1.52
20	33	Public Debt	5.01	5.00	0.01
Total - Revenue			362.63	45.49	317.13

Sl. No.	Grant No.	Description	Savings	Amount surrendered	Amount not surrendered
Capital					
21	06	Revenue and Food	5.50	0.00	5.50
22	08	Transport	1.35	0.00	1.35
23	12	Police	6.90	0.00	6.90
24	16	Public Works	44.17	2.24	41.94
25	19	Information and Publicity	18.10	10.04	8.06
26	22	Co-operation	5.05	0.00	5.05
27	26	Fisheries	1.90	0.00	1.90
28	29	Electricity	21.75	0.00	21.75
29	30	Ports and Pilotage	18.03	0.00	18.03
30	32	Building Programmes	25.05	0.00	25.05
Total - Capital			147.80	12.28	135.53
Grand Total			510.43	57.77	452.66

Appendix 2.6
(Reference: Paragraph 2.3.7; Page 37)

**Details of rush of expenditure during last quarter of the year and
during March 2019**

Sl. No.	Grant No.	Head of Account	Total expenditure during the year (₹)	Expenditure incurred (₹)		Percentage to total expenditure	
				During last quarter of the year	During March 2019	During last quarter of the year	During March 2019
1	04	2014 00 105 04 01	58,77,693	35,77,190	35,03,840	60.86	59.61
2	12	2055 00 001 05 04	15,26,000	13,98,273	13,72,594	91.63	89.95
3	17	2202 80 001 07 04	63,03,306	39,48,336	39,12,394	62.64	62.07
4	26	2405 00 101 01 02	68,17,932	44,90,327	41,07,650	65.86	60.25
5		2405 00 120 01 01	1,94,02,997	1,17,11,771	1,01,25,674	60.36	52.19
6		2405 00 800 01 01	4,07,59,016	2,99,76,617	2,26,42,205	73.55	55.55
Total			8,06,86,944	5,51,02,514	4,56,64,357		

Appendix 3.1
(Reference: Paragraph 3.1; Page 41)

Details of outstanding Utilisation Certificates

Sl. No.	Department	Number of certificates outstanding	Amount (₹ in lakh)
1	Adi-Dravidar Welfare	148	6,622.24
2	Agriculture	25	842.13
3	Animal Husbandry and Animal Welfare	5	411.24
4	Art and Culture	1	7.37
5	Civil Supplies and Consumer Affairs	15	919.94
6	Co-operative Societies	20	695.27
7	Fisheries and Fishermen Welfare	18	122.15
8	Health and Family Welfare Services	5	1,175.00
9	Higher and Technical Education	18	1,267.95
10	Industries and Commerce	4	286.42
11	Information Technology	2	2.52
12	Labour	3	13.92
13	Local Administration	185	14,958.52
14	Rural Development	5	46.70
15	School Education	3	300.32
16	Science, Technology and Environment	1	11.62
17	Social Welfare	7	27.72
18	Tourism	5	1,151.92
19	Town and Country Planning	105	4,100.80
20	Transport	1	100.00
21	Welfare of Backward Classes and Minorities	2	7.86
22	Women and Child Development	23	121.21
Total		601	33,192.82

Appendix 3.2
(Reference: Paragraph 3.2; Page 42)

List of Autonomous Bodies/Authorities from whom accounts were not received

Sl. No.	Name of the Autonomous Body/Authority	Year for which accounts were due
1	Puducherry Municipality, Puducherry	2008-09 to 2017-18
2	Oulgaret Municipality, Puducherry	2008-09 to 2017-18
3	Karaikal Municipality, Karaikal	2008-09 to 2017-18
4	Ariankuppam Commune Panchayat, Puducherry	2008-09 to 2017-18
5	Villianur Commune Panchayat, Puducherry	2008-09 to 2017-18
6	Bahour Commune Panchayat, Puducherry	2008-09 to 2017-18
7	Mannadipet Commune Panchayat, Puducherry	2008-09 to 2017-18
8	Nettapakkam Commune Panchayat, Puducherry	2008-09 to 2017-18
9	Neravy Commune Panchayat, Karaikal	2008-09 to 2017-18
10	Kottucherry Commune Panchayat, Karaikal	2008-09 to 2017-18
11	Thirunallar Commune Panchayat, Karaikal	2008-09 to 2017-18
12	Nedungadu Commune Panchayat, Karaikal	2008-09 to 2017-18
13	Mahe Municipality, Mahe	2008-09 to 2017-18
14	Yanam Municipality, Yanam	2008-09 to 2017-18
15	Thirumalairayanpattinam Commune Panchayat, Karaikal	2008-09 to 2017-18
16	Women's Polytechnic College, Puducherry	2017-18
17	Indira Gandhi College of Arts and Science, Kadhirkamam, Puducherry	2017-18
18	Perunthalaivar Kamarajar Arts College, Kalitheerthalkuppam, Puducherry	2017-18
19	Building and Other Construction Workers' Welfare Board, Puducherry	2014-15 to 2017-18
20	Karaikal Polytechnic College, Karaikal	2017-18
21	Dr.B.R. Ambedkar Polytechnic College, Yanam	2016-17 and 2017-18
22	PONLAIT, Puducherry	2014-15 to 2017-18

Sl. No.	Name of the Autonomous Body/Authority	Year for which accounts were due
23	Krishi Vigyan Kendra, Karaikal	2017-18
24	Puducherry Coastal Zone Management Authority	2014-15 to 2017-18
25	Pondicherry State Sports Council, Puducherry	2017-18
26	Pandit Jawaharlal Nehru College of Agriculture and Research Institute (PAJANCOA), Karaikal	2017-18
27	District Rural Development Agency, Puducherry	2017-18
28	Pondicherry Institute of Hotel Management, Puducherry	2017-18
29	Pondicherry Khadi and Village Industries Board, Puducherry	2016-17 and 2017-18
30	SPINCO, Puducherry	2016-17 and 2017-18
31	Pondicherry Market Committee, Puducherry	2016-17 and 2017-18
32	Pondicherry Cooperative Sugar Mills, Lingareddipalayam, Puducherry	2016-17 and 2017-18
33	Indhra Gandhi Polytechnic College, Mahe	2017-18
34	Karaikal Market Committee, Karaikal	2017-18
35	Pondicherry Institute of Post-Matric Education (PIPMATE), Puducherry.	2017-18
36	Perunthalaivar Kamarajar Medcial College, Society, Puducherry	2017-18
37	Pondicherry Society for Education (PONSHE), Puducherry	2017-18
38	Mother Theresa Institute of Health Science Society, Puducherry	2017-18
39	Pondicherry Housing Board, Puducherry	2017-18
40	Mahatma Gandhi Post-Graduate Institute of Dental Sciences, Gorimedu, Puducherry	2017-18
41	District Institute of Education and Training, Puducherry	2017-18
42	Women's Polytechnic College, Karaikal	2017-18
43	Pondicherry State Social Welfare Advisory Board, Puducherry	2017-18
44	Puducherry Seed Certification Agency, Puducherry	2017-18
45	Krishi Vigyan Kendra, Puducherry	2017-18

Appendix 3.3
(Reference: Paragraph 3.4; Page 43)

**Department/category-wise pending cases of
misappropriation, loss, theft and defalcation of Government material**

Sl. No.	Name of the Department	Theft and Loss cases		Misappropriation/ Loss of Government Material		Total	
		Number of cases	Amount	Number of cases	Amount	Number of cases	Amount
			(₹ in lakh)		(₹ in lakh)		(₹ in lakh)
1	Adi-Dravidar Welfare	3	3.23	1	0.43	4	3.66
2	Agriculture	6	1.89	2	8.15	8	10.04
3	Animal Husbandry	4	0.16	1	41.57	5	41.73
4	Art and Culture	3	0.37	Nil	Nil	3	0.37
5	Education	8	2.26	3	43.81	11	46.07
6	Electricity	254	2,654.63	1	0.18	255	2,654.81
7	Health and Family Welfare	12	1.52	Nil	Nil	12	1.52
8	Information Technology	1	1.15	Nil	Nil	1	1.15
9	Labour	3	1.27	Nil	Nil	3	1.27
10	Local Administration	5	2.04	1	0.47	6	2.51
11	Police	Nil	Nil	2	0.50	2	0.50
12	Public Works	1	0.20	2	5.01	3	5.21
13	Revenue	2	0.84	Nil	Nil	2	0.84
14	Tourism	1	0.22	Nil	Nil	1	0.22
15	Women and Child Development	1	3.75	Nil	Nil	1	3.75
	Total	304	2,673.53	13	100.12	317	2,773.65

Glossary of terms and abbreviations used in the Report

Terms	Description
GSDP	GSDP is defined as the total income of the Union Territory or the market value of goods and services produced using labour and all other factors of production at current prices.
Buoyancy ratio	Buoyancy ratio indicates the elasticity or degree of responsiveness of a fiscal variable with respect to a given change in the base variable. 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 <i>per cent</i> .
Core Public Goods and Merit goods	Core public goods are goods which all citizens enjoy in common in the sense that each individual's consumption of such a good leads to no subtractions from any other individual's consumption of that good, e.g., enforcement of law and order, security and protection of rights, pollution free air and other environmental goods, road infrastructure etc., Merit 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 some concept of need, rather than the ability and willingness to pay to the Government and therefore wishes to encourage their consumption. Examples of such goods include the provision of free or subsidised food for the poor to support nutrition, delivery of health services to improve quality of life and reduce morbidity, providing basic education to all, drinking water and sanitation etc.
Development expenditure	Broadly, the Social and Economic Services constitute development expenditure, while expenditure on General Services is treated as non-development expenditure.
Average interest rate	Average interest rate is defined as the percentage of interest payment made to average financial liabilities of the State during the year i.e., $(\text{sum of opening and closing balances of fiscal liabilities} / 2) \times 100$

Terms	Description
Debt sustainability	Debt sustainability is defined as the ability of the Union Territory to maintain a constant debt-GSDP ratio over a period of time and also embodies the concern about the ability to service its debt. It also refers to the sufficiency of liquid assets to meet current or committed obligations and the capacity to keep a balance between the costs of additional borrowings and the returns from such borrowings.
Primary expenditure	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.

Abbreviations	Full form
BCR	Balance from Current Revenue
BE	Budget Estimate
BPL	Below Poverty Line
CAGR	Compound Annual Growth Rate
CVO	Chief Vigilance Officer
DAT	Directorate of Accounts and Treasuries
DDOs	Drawing and Disbursing Officers
ES	Economic Services
FD	Fiscal Deficit
FRBM Act	Fiscal Responsibility and Budget Management Act
GDP	Gross Domestic Product
GFR	General Financial Rules
GIA	Grants-in-aid
GOI	Government of India
GSDP	Gross State Domestic Product
GST	Goods and Services Tax
PAJANCOA	Pandit Jawaharlal Nehru College of Agriculture and Research Institute
PD	Primary Deficit
PIPMATE	Pondicherry Institute of Post-Matric Education
PONSHE	Pondicherry Society for Education
PSU	Public Sector Undertakings
RBI	Reserve Bank of India
RD	Revenue Deficit
ROG	Rate of Growth
RR	Revenue Receipts
SS	Social Services
UCs	Utilisation Certificates
UT	Union Territory

