

Report of the
Comptroller and Auditor
General of India
on
STATE FINANCES
For the year ended 31 March 2009

SNO-944 (done)

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କର୍ମକ୍ରମରେ ରଖାଯାଇଛି
ବିଜ୍ଞାନୀୟ ଭାବରେ
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श्री गणेशाय नमः



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Preface

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

Chapters 1 and 2 of this Report respectively contain Audit observations on matters arising from examination of Finance Accounts and Appropriation Accounts of the State Government for the year ended 31 March 2009. Information has also been obtained from the Government of Orissa, wherever necessary. Chapter 3 on 'Financial Reporting' provides an overview and status of the State Government's compliance with various financial rules, procedures and directives during the current year.

The Reports containing the findings of performance and compliance audits in various departments and observations arising out of audit of Statutory Corporations, Boards and Government Companies and the Report containing observations on Revenue Receipts are presented separately.





Executive Summary

Background

In June 2005, Orissa Government responded to the Twelfth Finance Commission's recommendation by legislating its "Fiscal Responsibilities and Budget Management Act (FRBM)." It sets out a reform agenda through fiscal correction path in the medium term with the long-term goal of securing growth stability for its economy. The State Government's commitment to carry forward these reforms is largely reflected in their policy initiatives announced in the budget subsequently. While the benefits of FRBM legislation have been realized to a great extent already, in terms of reduction in major deficit indicators etc, several other policy measures and institutional reform will have to be undertaken to enable building up of the much needed 'fiscal space' for improving the quality of public expenditure and to promote fiscal stability. Fiscal indicators alone, however, do not give the 'big picture' of the status of financial management including cash management for the benefit of the State and other stakeholders.

The Comptroller and Auditor General's civil audit reports step in to fill this gap. C&AG's reports have been commenting upon the Government's finances for over three years since the FRBM legislation and have published three reports already. Since these comments formed part of the civil audit report, it was felt that the audit findings on State finances remained camouflaged in the large body of audit findings on compliance and performance audits. The obvious fallout of this well-intentioned but all-inclusive reporting was that the financial management portion of these findings did not receive proper attention. In recognition of the need to bring State finances to center-stage once again, a stand-alone report on State Government finances is considered an appropriate audit response to this challenge. Accordingly, from the report year 2009 onwards, C&AG has decided to bring out a separate volume titled "Report on State Finances."

The report

Based on the audited accounts of the Government of Orissa for the year ending March 2009, this report provides an analytical review of the Annual Accounts of the State Government. The report is structured in three Chapters.

Chapter 1 is based on the audit of Finance Accounts and makes an assessment of Orissa Government's fiscal position as at 31 March 2009. It provides an insight into trends in committed

expenditure, borrowing pattern besides a brief account of central funds transferred directly to the State implementing agencies through off-budget route.

Chapter 2 is based on audit of Appropriation Accounts and it gives the grant-by-grant description of appropriations and the manner in which the allocated resources were managed by the service delivery departments.

Chapter 3 is an inventory of Government's compliance with various reporting requirements and financial rules. The report also has an appendage of additional data collated from several sources in support of the findings. Appendix 4.1 at the end gives a glossary of selected terms related to State economy, as used in this report.

Audit findings and recommendations

Return to fiscal correction

Built upon early gains in achieving deficit targets, the government continued to consolidate the same in the current year (2008-09) despite an overall slump in the economy in the country as a whole and pressure on the committed expenditure due to implementation of the Sixth Pay Commission award and higher food subsidy costs due to introduction of Rupees two a kilo of rice for certain segment of the population. Given the robustness of the economy, the State can still achieve the FRBM targets with a concerted effort through better tax compliance, reductions in tax-collection costs, focusing on regaining revenue arrears (para 1.3.3) and by pruning unproductive expenditure. The State also needs to ensure that the Government of India releases all grants due to it by timely fulfillment of all conditionalities / pre-requisites (para 1.3).

Greater priority to capital expenditure

The State may consider reprioritising its outlays, in view of the fact that its capital expenditure-aggregate expenditure ratio is lower than the average for all the States (Table 1.13).

Adequate thrust to development and social sector expenditure

The per capita development expenditure and per capita social sector expenditure in Orissa is much lower than the national average even though the state is spending adequate amounts compared to the rest of the country (Table 1.13). This calls for a serious introspection on whether the capacity of the State to utilize expenditure for developmental and social outcomes can be improved by better design of schemes, reducing administration costs, timely implementation, closer monitoring

etc. Cost and time overruns of incomplete projects (para 1.6.2) are inevitable by-products of weak control systems. The State can work towards further improvements in this area so that people derive envisaged benefits in the quickest possible time. Outcome budgeting should be able to mitigate this weakness.

Need for emphasis on Outcome Budgeting

The State Government has done well in establishing an institutional mechanism on fiscal transparency and accountability as evident from the State's Fiscal Correction Path and year-on-year presentation of Fiscal Strategy Policy Statement and Medium Term Fiscal Plan along with certain actionable fiscal indicators to the State Legislature. However, the Government's critical part of fiscal reforms did not include outcome budgets during 2005-09 as recommended by the Twelfth Finance Commission (Para 4.61). Thus, the issues of economy, efficiency and effectiveness were not taken into consideration while preparing the budgets to evaluate whether the same outcomes can be achieved at lower costs and the same costs can produce better results and the budgets are delivering the intended outcomes to the stakeholders.

Review of Government investments

The average return on Government's investments in Statutory Corporations, Rural Banks, Joint Stock Companies and Co-operatives was very meager except for one Government company (Orissa Mining Corporation) in the last two years since 2007-08 (para 1.6.3). This is obviously an unsustainable proposition. The State Government should therefore hasten to seek better value for money in investments as otherwise high-cost borrowed funds will continue to burden investments with low financial return.

Prudent cash management

The State Government maintained more than the minimum cash balance (Rs 1.28 crore) including the cash balance investment with the Reserve Bank of India. One option for prudent financial management would be to maintain optimum cash balances and use the surpluses to settle some of the high cost bonds.

Debt sustainability

The Government consistently maintained reducing trend in the Fiscal-GSDP ratio from over 42 *per cent* in 2006-07 to around 32 *per cent* in 2008-09 indicating a tendency towards debt stabilization which would eventually improve the debt sustainability of the State. During 2008-09, the fiscal liabilities of the state increased by Rs 643 crore to Rs 39168 crore over the

previous year but remained below 160 *per cent* of the Revenue Receipts as against the prescribed 300 *per cent* in State's FRBM Act.

Oversight of funds transferred directly from the GoI to the State implementing agencies

Funds flowing directly to the implementing agencies through off-budget routing inhibits FRBM requirements of transparency and therefore bypass accountability. There is no single agency monitoring its use and there is no readily available data on the amounts actually spent in any particular year on major flagship and other important schemes. A system has to be urgently put in place to ensure proper accounting of these funds and the updated information should be validated by the State Government as well as the Accountant General (A&E).

As indicated above, several of the TFC recommendations viz. deficit indicators, introduction of VAT, Contributory Pension Scheme, Guarantee Redemption Fund, Consolidated Sinking Fund for debt redemption etc. have been successfully implemented by the State Government. In order to ensure that the State remains firmly on the fiscal correction path, the following areas of concern need to be adequately addressed - greater priority has to be given to capital expenditure and asset creation in the state so as to bring the state at par with other states of the country; salaries will have to be contained within the 35 *per cent* ceiling recommended by the TFC (at present it is 41 *per cent*); Outcome Budgeting should be introduced in order to ensure value for money; improved cost-recovery from irrigation projects, better returns from State Commercial Undertakings and prudent cash management - all these, if effectively addressed will enable the State to improve its fiscal and financial management in the years to come.

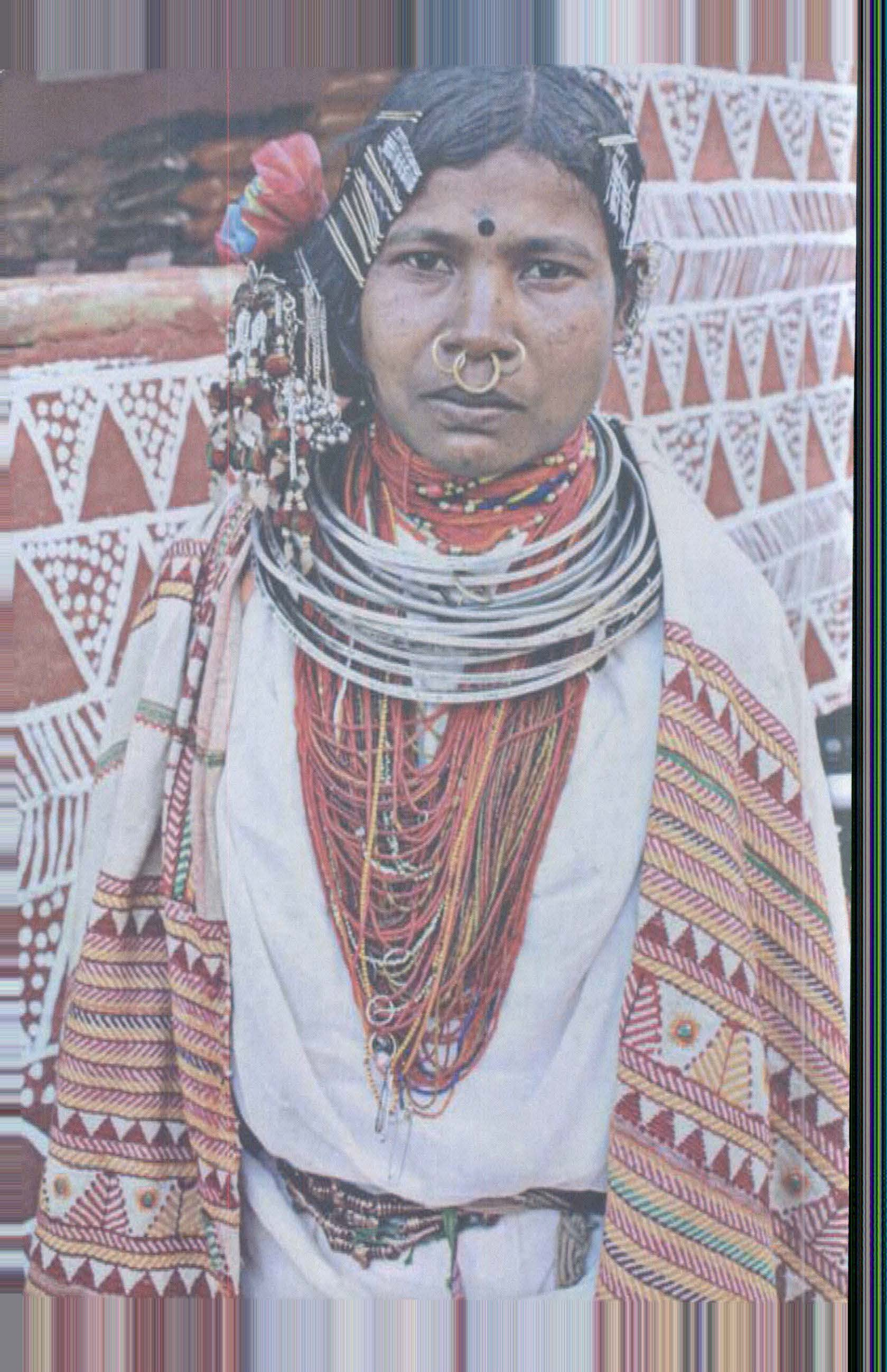
Financial Management and Budgetary Control

During 2008-09, there was overall savings of Rs 9312.05 crore as a result of savings of Rs 9313.13 crore offset by excess of Rs 1.08 crore in two grants under Revenue Section and one grant under Capital Section which needs regularization under Article 205 of the Constitution of India (Para 2.2 and 2.3.7). The savings were mainly due to slow programme implementation. There were instances of savings exceeding Rs 10 crore in 12 grants which included huge savings of Rs 4832.16 crore in seven cases under five grants (Para 2.3.1). There were persistent savings ranging from nine to 74 *per cent* in 10 grants during 2004-09 (Para 2.3.2). There were also instances of excess expenditure and expenditure without provision of funds, unnecessary/excessive/inadequate supplementary provision, substantial surrenders, surrender of savings and non surrender

of anticipated savings and rush of expenditure during the current year. Detailed bills were not submitted against large amount of advances drawn on abstract contingent bills (Para 2.4.1). Besides, large amounts were lying unspent in Personal Deposit Accounts at the end of the current year. Budgetary controls should be strictly observed to avoid such deficiencies in financial management. Last minute fund releases and issue of re-appropriation / surrender statement should be avoided.

Financial reporting

State Government's compliance with various rules, procedures and directives was unsatisfactory as evident from delays in furnishing utilization certificates against the grants from various grantee institutions. Delays were also noticed in submission of annual accounts by some autonomous bodies and departmental undertakings. There were instances of embezzlements, losses and misappropriations which were pending for settlement. Departmental enquiries in such cases should be expedited to bring the defaulters to book. Internal controls in all the organizations should be strengthened to prevent such cases in future.



MAIN REPORT



Finances of the State Government

This chapter provides a broad perspective of the finances of the State Government of Orissa during 2008-09 and analyses critical changes in the major fiscal aggregates relative to the previous year keeping in view the overall trends during the last five years. The structure of Government Account and the layout of Finance Accounts are shown in **Box 1.1** (page 2).

1.1 Summary of Current Year's Fiscal Transactions

Table 1.1 presents the summary of the State Government's fiscal transactions during the current year (2008-09) vis-à-vis the previous year while **Appendix-1.3** provides details of receipts and disbursements as well as overall fiscal position during the current year.

Table 1.1 Summary of Current Year's Fiscal Operations (Rupees in crore)

Receipt			Disbursement				
	2007-08	2008-09		2007-08	2008-09		
Section A	Total	Total	Section A	Total	Non Plan	Plan	Total
Revenue receipts*	21967.19	24610.01	Revenue expenditure	17723.27	15882.09	5308.03	21190.12
Tax revenue	6856.09	7995.20	General services	7227.21	6908.95	52.92	6961.87
Non-tax revenue	2653.58	3176.15	Social services	6416.51	5686.41	2598.00	8284.41
Share of Union Taxes/ Duties	7846.50	8279.96	Economic services	3728.65	2893.97	2657.11	5551.08
Grants from Government of India	4611.02	5158.70	Grants-in-aid and Contributions	350.90	392.76	--	392.76
Section B			Section B				
Misc. Capital Receipts	--	--	Capital Outlay	2843.41	208.54	3570.63	3779.17
Recoveries of Loans and Advances	355.30	236.21	Loans and Advances disbursed	432.68	155.47	55.50	210.97
Public Debt receipts**	506.90	1151.66	Repayment of Public Debt*	1844.97	--	--	1492.61
Contingency Fund	165.01	301.34	Contingency Fund	51.34	--	--	261.07
Public Account receipts	10297.41	11833.90	Public Account disbursements	8971.58	--	--	10895.52
Opening Cash Balance	7961.23	9385.79	Closing Cash Balance	9385.79	--	--	9689.45
Total	41253.04	47518.91		41253.04			47518.91

Source: Finance Accounts for the respective years.

- * Does not include Rs 4343.94 crore directly transferred to Non Government Organisations / Voluntary Organisations in Orissa by Government of India (GoI)
- ** Excluding net transactions under ways and means advances and overdraft.



Box 1.1

Structure and Form of Government Account

Part A: Structure and Form of Government Account

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

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

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

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

PART B: Layout of Finance Accounts

Statement No.	About
1	Presents the summary of transactions of the State Government – receipts and expenditure, revenue and capital, public debt receipts and disbursements etc. in the Consolidated Fund, Contingency Fund and Public Account of the State.
2	Contains the summarized statement of capital outlay showing progressive expenditure to the end of 2008-09.
3	Gives financial results of irrigation works, their revenue receipts, working expenses and maintenance charges, capital outlay, net profit or loss, etc.
4	Indicates the summary of debt position of the State which includes borrowing from internal debt, Government of India, other obligations and servicing of debt.
5	Gives the summary of loans and advances given by the State Government during the year repayments made, recoveries in arrears etc.
6	Gives the summary of guarantees given by the Government for repayment of loans etc. raised by the statutory corporations, local bodies and other institutions.
7	Gives the summary of cash balances and investments made out of such balances.
8	Depicts the summary of balances under Consolidated Fund, Contingency Fund and Public Account as on 31 March 2009.
9	Shows the revenue and expenditure under different heads for the year 2008-09 as a percentage of total revenue/expenditure.
10	Indicates the distribution between the charged and voted expenditure incurred during the year.
11	Indicates the detailed account of revenue receipts by minor heads
12	Provides accounts of revenue expenditure by minor heads under non-plan and plan separately and capital expenditure by major head wise.
13	Depicts the detailed capital expenditure incurred during and to the end of 2008-09.
14	Shows the details of investment of the State Government in statutory corporations, Government companies, other joint stock companies, co-operative banks and societies etc up to the end of 2008-09.
15	Depicts the capital and other expenditure to the end of 2008-09 and the principal sources from which the funds were provided for that expenditure.
16	Gives the detailed account of receipts disbursements and balances under heads of account relating to Debt, Contingency Fund and Public Account
17	Presents detailed account of debt and other interest bearing obligations of the Government of Orissa.
18	Provides the detailed account of loans and advances given by the Government of Orissa, the amount of loan repaid during the year, the balance as on 31 March 2009.
19	Gives the details of earmarked balances of reserve funds.

Following are the significant changes in receipts and expenditure/ disbursements during 2008-09

- Revenue Receipts increased by 12 *per cent* (Rs 2643 crore) in 2008-09 over previous year. The increase was mainly contributed by own tax Revenue: 16.6 *per cent* (Rs 1139 crore), Non tax Revenue : 20 *per cent* (Rs 522 crore), State's share of Union Taxes and Duties : 5.5 *per cent* (Rs 433 crore) and Grants- in-aid from Gol : 11.9 *per cent* (Rs 547 crore).
- However, the Non-Tax revenue included non-cash receipt of Rs 381.90 crore towards interest relief and debt waiver by the Gol under Debt Consolidation and Relief Facility.
- Total expenditure increased by Rs 4181 crore (20 *per cent*) during 2008-09 over the previous year of which increase in Revenue expenditure was Rs 3467 crore (19.6 *per cent*) and the capital expenditure including loans and advances disbursed increased by Rs 714 crore (22 *per cent*).
- Public debt receipts increased by Rs 645 crore (127 *per cent*) while public debt disbursements come down by Rs 352 crore (19 *per cent*) resulting in a net increase of Rs 293 crore (58 *per cent*) in public debt receipts during 2008-09.
- Public account receipts increased by Rs 1537 crore (15 *per cent*) mainly due to increase in Remittances (Rs 1304 crore), Deposits and Advances (Rs 669 crore) and decrease in reserve fund (Rs 499 crore). Public account disbursements on the other hand increased by Rs 1925 crore (21.4 *per cent*) mainly due to increase under Remittances (Rs 1355 crore), Deposits and Advances (Rs 176 crore).
- The corpus of Contingency Fund has been increased by Rs 250 crore from Rs 150 crore in 2007-08 to Rs 400 crore during the current year.
- Cash balance of the State increased by Rs 304 crore from Rs 9385.79 crore in 2007-08 to Rs 9689.45 crore during the current year mainly because of increase in cash balance investment by Rs 469.27 crore, increase in Departmental cash balance by Rs 8.70 crore and decrease in deposit with Reserve Bank of India by Rs 174.31 crore.
- The actual realisation of tax revenue and Non-tax revenue during 2008-09 was higher than the normative assessment of Twelfth Finance Commission (TFC) as well as the projection made in Fiscal Correction Path (FCP) / Medium Term Fiscal Plan (MTFP). The fiscal targets of the FRBM Act, 2005 of the State are at **Box 1.2**(Page-4).

Box 1.2

Orissa Fiscal Responsibility and Budget Management (FRBM) Act, 2005

The State Government has enacted the Fiscal Responsibility and Budget Management (FRBM) Act, 2005 to ensure prudent and improved fiscal management and to maintain fiscal stability in the State. The Act envisages progressive elimination of revenue deficit, reduction in fiscal deficit and debt management consistent with fiscal sustainability, greater fiscal transparency in fiscal operations of the Government and conduct of fiscal policy in a medium term framework and matters connected therewith or thereto. To give effect to the fiscal management principles as laid down in the Act, the rules framed there-under prescribed the following fiscal targets for the State Government:

- a) Reduce Revenue deficit to 'NIL' within a period of five financial years ending on the 31 day of March 2009.
- b) Reduce fiscal deficit by 1.5 *per cent* of GSDP in each of the financial years beginning on the 1 April 2004 so as to bring it down to not more than three *per cent* of the estimated gross State domestic product within a period of five financial years ending on the 31 day of March 2009 in the manner consistent with the goal.
- c) Generate a primary surplus of over three per cent of GSDP by the year ending 31 March 2008.
- d) Other important monitorable targets would be :
 - the ratio of salary to State's own revenue is to be reduced to 80 *per cent* by the year ending 31 March 2008;
 - the ratio of non-interest committed revenue expenditure to State's own and Mandated revenue was to be reduced to 55 *per cent* by the year ending 31 March 2008; and
 - the ratio of revenue deficit to revenue receipt was to be reduced to zero *per cent* by the year ending 31 March 2009.
- e) In order to bring the debt stock to a sustainable level, interest payment as a percentage of revenue receipt to be limited from 18 to 25 *per cent*.
- f) Total Debt stock should be limited to 300 *per cent* of the total Revenue Receipt of the State by the year ending 2007-08.
- g) The Act however provides that the revenue deficit and the fiscal deficit may exceed the specified limits on account of unforeseen circumstances or natural calamity to the extent of actual fiscal cost that can be attributed to the natural calamities.

The State Government had also developed its own Fiscal Correction Path (FCP) indicating the milestones of outcome indicators for the period 2004-05 to 2009-10 (Appendix-1.1). The FCP envisaged inter alia to almost double the State's own revenue from Rs 4396.28 crore in the base year (2003-04) to Rs 8529.02 crore in 2009-10; reduce the share of committed expenditure in the form of salaries, pensions and interest payments from 84 *per cent* of total revenue receipts in base year to 60 *per cent* in 2009-10; consistently reduce the general subsidy from Rs 231 crore to Rs 60 crore and eliminate the power subsidy during the period.

As prescribed in the Act, the State Government has laid Fiscal Policy Strategy (FPS) statement relating to taxation, expenditure, borrowings, lendings, investments, strategic priorities and measures for restructuring the State finances for the ensuing year and Medium Term Fiscal Plan (MTFP) based on current fiscal trends and policy initiatives undertaken by the Government and assumptions for achieving them along with the budget before the legislature during 2008-09.

- In compliance with Section 8 (2) of Act, the Finance Minister convened review meetings (January 2009) wherein inter alia the trends in receipts and expenditure for 2008-09 vis-à-vis the targets laid down in the Budget and other Fiscal Statements placed in the legislature were reviewed and expressed concern regarding the slow growth rate in collection of tax revenue and advised Departments to accelerate the pace of Plan expenditure and full utilisation of their budgetary provisions. *However, the provisions were not utilised fully and savings of Rs 7952 crore and Rs 1360 crore under Revenue and Capital sections respectively were noticed (Para 2.2).*

It may be because of unanticipated and unforeseen events or under or over estimation of expenditure or revenue at the budget stage etc. Actual realization of revenue and its disbursement however, depends on a variety of factors, some internal and others external. Chart 1.1 and Table 1.2 presents the budget estimates and actuals for some important fiscal parameters

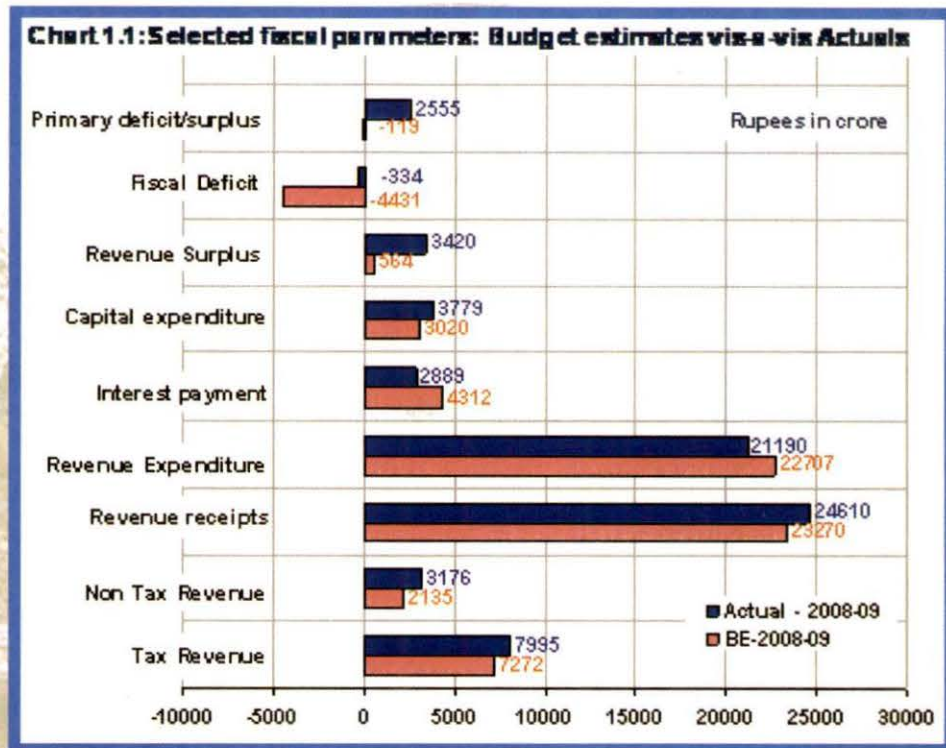


Table 1.2: Variation in Budget Estimates and Actuals

Variation	Budget Estimate	Actual	Increase (+) /Decrease (-)	Percentage increase (+) / decrease (-)
Tax Revenue	7272	7995	(+)723	(+)10
Non-Tax Revenue	2135	3176	(+)1041	(+)49
Revenue Receipts	23270	24610	(+)1340	(+)6
Revenue Expenditure	22707	21190	(-)1517	(-)7
Capital Expenditure	3020	3779	(+)759	(+)25
Revenue Surplus	564	3420	(+)2856	(+)506
Fiscal Deficit(-)/Surplus(+)	(-)4431	(-)334	(+)4097	(+)92
Primary Deficit(-) / Surplus (+)	(-)119	2555	(+)2674	(+)2247

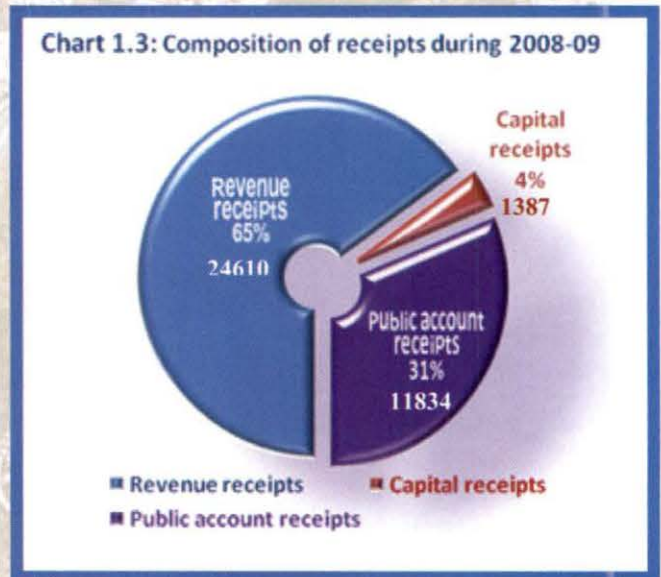
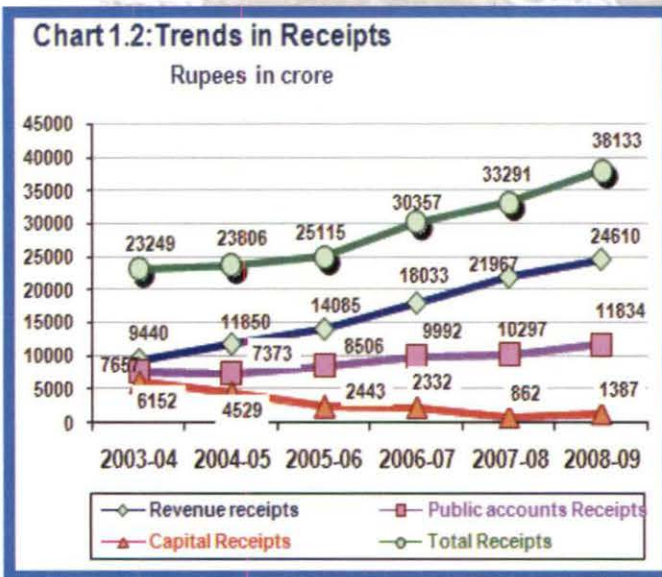
Source: Orissa Budget at a Glance 2008-09 and Finance Accounts (2008-09)

While revenue expenditure registered a relatively small decrease of seven *per cent* against budget estimates, capital expenditure increased by 25 *per cent* over budget provision. However, Capital Expenditure planned at the beginning of the year is worrisome in a State like Orissa where the same is lower than the national average (as explained in detail in para 1.5.1). Variation in Revenue surplus by over 500 *per cent* and Fiscal Deficit by 92 *per cent* and a huge variation in primary surplus was observed.

1.2 Resources of the State

1.2.1 Resources of the State

Revenue and capital are the two streams of receipts that constitute the resources of the State Government. Revenue receipts consist of tax revenues, non-tax revenues, State's share of union taxes and duties and grants-in-aid from the Government of India (GoI). Capital receipts comprise miscellaneous capital receipts such as proceeds from disinvestments, recoveries of loans and advances, debt receipts from internal sources (market loans, borrowings from financial institutions/commercial banks) and loans and advances from GoI as well as accruals from Public Account. **Table 1.1** presents the receipts and disbursements of the State during the current year as recorded in its Annual Finance Accounts while **Chart 1.2** depicts the trends in various components of the receipts of the State during 2002-08. **Chart 1.3** depicts the composition of resources of the State during the current year.



Total receipts increased by 60 per cent from Rs 23806 crore in 2004-05 to Rs 38133 crore in 2008-09, of which increase of Revenue Receipts was by 107 per cent from Rs 11850 crore to Rs 24610 crore during the period. The share of Revenue Receipts as percentage of total receipts increased steadily from 50 per cent in 2004-05 to 65 per cent in 2008-09. The share of capital receipts witnessed a steep fall from 19 per cent in 2004-05 to only four per cent in 2008-09 mainly due to consistent reduction in public debt receipts during the period. The percentage share of Public Account Receipts hovered around 31 per cent during the period. The rate of growth of Revenue Receipts varied from 26 per cent in 2004-05 to 12.03 per cent in 2008-09. Revenue Buoyancy Ratio also varied from 1.567 in 2004-05 to 0.816 in 2008-09.

1.2.2 Funds Transferred to State Implementing Agencies outside the State Budgets

The Central Government has been transferring a sizeable quantum of funds directly to the State Implementing Agencies¹ for the implementation of various Central schemes / programmes and externally aided projects in social and economic sectors recognized as critical. As these funds are not routed through the State Budget / State Treasury System, Annual Finance Accounts do not capture the flow of these funds and to that extent, State's receipts and expenditure as well as other fiscal variables / parameters derived from them are underestimated. To present a holistic picture on availability of aggregate resources, funds directly transferred to State Implementing Agencies are shown below:

Table 1.3: Funds Transferred Directly to State Implementing Agencies
(Rupees in crore)

Implementing Agency / Department in the State	Programme / Scheme	2007-08	2008-09
		Central Share	Central Share
(A) Central Plan and Centrally sponsored plan schemes			
Fisheries and Animal Resources Department	Project for cattle & buffalo breeding	5.97	3.00
Agriculture	Drought Prone Area Programme	23.93	12.69
	Integrated Watershed Development Programme	17.94	12.27
	National horticulture mission and other programmes	38.12	0.00
	Others	13.42	8.88
Tourism and Culture Department	Development of Mahanadi river heritage as tourist circuit.	5.68	0.00
	Others	26.43	21.58
Textile and Handloom Department	Catalytic development programme	0.63	0.07
	Marketing promotion Programme	0.30	0.67
	Others	0.10	0.00
Panchayatiraj	Indira Awas Yojana	196.33	467.78
	SGRY	56.66	0.00
	NREGS	565.38	878.44
	SGSY	91.45	130.28
	DRDA Administration	15.54	20.80
School & Mass Education	National Programme for Girls in Elementary Education	22.41	9.84
	Sarva Sikhya Abhiyan	584.82	456.21
	Kasturba Gandhi Balika Vidyalaya and Others	21.81	24.77
Home	POLNET under the scheme Modernisation of State Police forces	33.10	32.38
Information Technology	Different programmes	3.87	2.30
Commerce and Transport	Model HVM Driver Training and Road Safety Research Institute	2.00	0.00
	National Rural Health Mission	107.43	123.44
Health and Family Welfare	Routine Immunization Programme	4.75	1.54
	MNGOs Scheme	2.90	0.00
	Reproductive & Child Health , Phase-II	108.85	111.24
	IPPI	5.74	11.91
Rural Development	Prime Ministers Grameena Sadak Yojna	546.83	731.63
	Total Sanitation Campaign	52.12	14.18
	Swajaldhara	0.60	0.71
	Others	3.00	0.00
Planning and Co ordination	MPLAD Scheme	57.00	30.00

¹ See Terms and Glossary at Appendix 4.1 (page 124-128).

Finances of the State Government

Implementing Agency / Department in the State	Programme / Scheme	2007-08	2008-09
		Central Share	Central Share
Science and Technology	Remote Village Electrification	2.56	3.11
	Other programmes	3.09	3.04
Housing and Urban Development	SJSRY	10.99	0.00
	Sewerage collection and treatment system for Puri town	5.83	7.00
	Others	0.50	0.38
Forest and Environment	National afforestation programme	22.34	7.65
	Other programmes	3.72	5.71
Industries	ASIDE scheme	8.92	7.92
	Other programmes	0.78	0.45
Energy	RGGVY	176.80	836.74
Cooperation	Implementation of financial package for revival of short credit Cooperative society.	279.97	313.72
Sub Total (A)		3130.61	4292.33
(B) Externally aided projects through Gol			
Health and Family Welfare	Revised National Tuberculosis Control Programme (DANIDA)	8.00	6.82
	National Blindness Control Programme	2.23	10.67
	National AIDS Control Project - Phase - II (DFID)	3.45	5.00
	National AIDS Control Project - Phase - II (World Bank)	6.70	7.78
	National Leprosy Eradication Programme (World Bank)	0.50	1.82
	EMCP / IMCP / NVBDCP (WHO)	14.76	6.43
Agriculture	Western Orissa Rural Livelihood Project (DFID)	20.32	0
School and Mass Education	District Primary Education Programme - Phase II (DFID)	39.60	5.51
Science and Technology	Women Scientist Scheme (DST)	0.03	0.06
	Clean Development Management (UNDP)	0.04	0
	Rural Mathematics Talent Search Programme (NBHM)	0.10	0
	Guest Facility Scheme (Gol)	0	0.05
	Interactive Mathematics Training Camp (NBHM)	0.04	0
	Ph.D in Mathematics (CSIR)	0.01	0
	Purchase of library Books (NBHM, Gol)	0.05	0.03
Planning and Coordination	Gol - UNDP Strengthening State Plans for Human Development (UNDP)	0.67	0
	Support from UNDP for implementation of public private partnerships (UNDP)	0.06	0.08
Forest and environment	Crab fattening in Chilika Lagoon (UNDP)	0.08	0
	Bio diversity conservation through community participation in the State of Orissa (UNDP)	0.02	0.47
Information Technology	Orissa modernisation of Government Initiative (DFID)	1.20	1.79
General Administration	Orissa Modernising Initiative (OMGI)	1.21	5.10
Sub Total (B)		99.07	51.61
Grand Total (A+B)		3229.68	4343.94

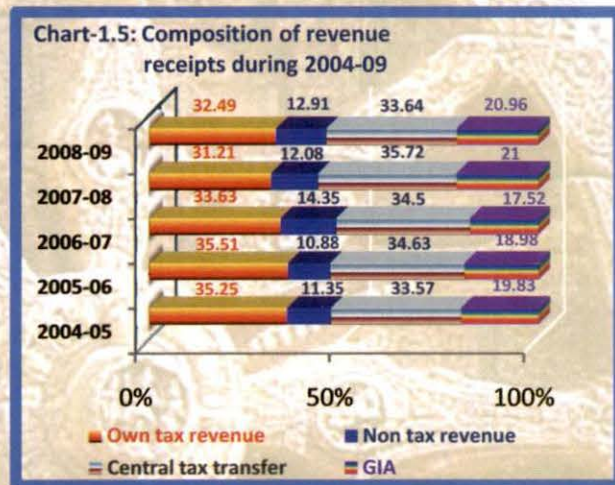
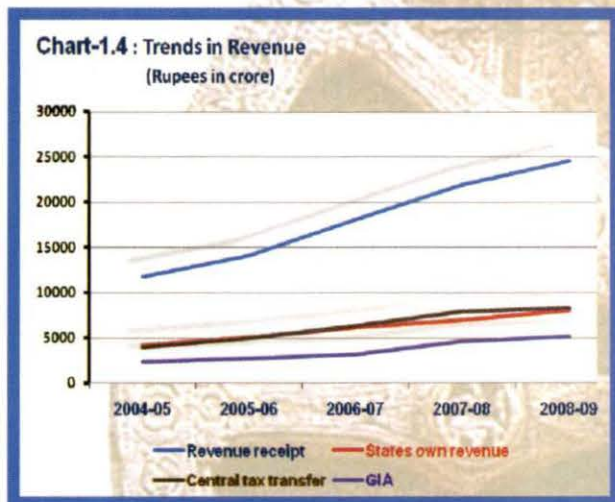
Source: Orissa Budget at a glance 2009-10

Government of India transferred Grants-in-aid of Rs 3229.68 crore during 2007-08 and Rs 4343.94 crore during 2008-09 directly to the implementing agencies for implementation of various Centrally Sponsored Plan schemes. This includes larger Gol transfers by Rs 271.45 crore under IAY scheme, Rs 313.06 crore (NREGS), Rs 184.80 crore (PMGSY) and Rs 659.94 crore (RGGY) during the year reflecting fiscal stimulus of the Union Government which aided the State Government to reduce the adverse impact of the slow down on the economy. The above receipts aided the State Government in augmenting the Revenue receipts to Rs 25197 crore in 2007-08

(15 per cent) and Rs 28954 crore in 2008-09 (18 per cent). Consolidated data on actual expenditure under these schemes / programmes was not readily available.

1.3 Revenue Receipts

Statement 11 of the Finance Accounts depicts the revenue receipts of the Government. The revenue receipts consist of its own tax and non-tax revenues, central tax transfers and grants-in-aid from Gol. The trends and composition of revenue receipts over the period 2004-09 are shown in *Appendix 1.2* and also depicted in **Chart 1.4** and **1.5** respectively.



Revenue receipt showed progressive increase from Rs 11850 crore in 2004-05 to Rs 24610 crore in 2008-09. On an average 46 per cent of Revenue came from States own resources and the balance was from Gol in the form of States share of taxes and grants in aid. An increase of Rs 1139 crore (17 per cent) in own tax revenue, Rs 522 crore in non-tax revenue (20 per cent), Rs 433 crore (six per cent) in State's share in Union taxes and Rs 547 crore (12 per cent) in Gol's grants-in-aid resulted in a steep increase of Rs 2643 crore in Revenue Receipts during 2008-09.

The trends in revenue receipts relative to GSDP are presented in Table 1.4 below:

Table 1.4: Trends in Revenue Receipts relative to GSDP *

	2004-05	2005-06	2006-07	2007-08	2008-09
Gross State Domestic Product (GSDP) (Rupees in crore)	71428	78953(P)	93374(Q)	106466(A)	122165
Revenue Receipts (RR) (Rupees in crore) **	11850	14085	18033	21967	24610
Rate of growth of RR (per cent)	25.53	18.86	28.03	21.82	12.03

	2004-05	2005-06	2006-07	2007-08	2008-09
R R/GSDP (<i>per cent</i>)	16.59	17.84	19.31	20.63	20.14
Buoyancy Ratios²					
Revenue Buoyancy with respect to GSDP	1.567	1.790	1.535	1.556	0.816
State's Own Tax Buoyancy with respect to GSDP	1.627	1.875	1.163	0.930	1.127
Revenue Buoyancy with reference to State's own taxes	0.95	0.95	1.32	1.67	0.72

* **GSDP source**:- Directorate of Economics and Statistics , Government of Orissa

** Do not include Government of India funds transferred to NGOs/VOs in the State.

P: Provisional estimate , Q: Quick estimate, A: Advance estimate

Revenue Buoyancy fluctuated widely from 1.567 to 1.790 during the period 2004-05 to 2008-09. For every one *per cent* increase in GSDP, there was an increase in Revenue receipts by 0.8 *per cent* in 2008-09. In the previous two fiscal years viz., 2006-07 and 2007-08, the rate of growth of Revenue Receipts was higher than rate growth of GSDP. Central tax transfers increased by Rs 433 crore over previous years and constituted 34 *per cent* of revenue receipts during 2008-09. The increase was mainly under Corporate Tax (Rs 224.74 crore), Customs (Rs 99.67 crore) and Service Tax (Rs 111.03 crore) counter balanced by decrease in Union Excise duties (Rs 35.45 crore). The Grants-in-aid from Gol increased (Rs 547 crore) from Rs 4611 crore in 2007-08 to Rs 5158 crore in 2008-09. The increase was under Grants for State plan schemes (Rs 401 crore), Central Plan schemes (Rs 3.79 crore) and Centrally sponsored schemes (Rs 53.42 crore). The Grants for State plan schemes increased mainly due to more receipt of Block grants (Rs 389.21 crore). Besides, as per recommendation of Twelfth Finance Commission (TFC) the Gol released Rs 813.66 crore during 2008-09 under non-plan Grants (Table 1.5). The release of such grants vis-à-vis the recommendation of TFC for the following purposes during 2008-09 was as below:

Table 1.5 : Release of TFC grants by Gol

Purpose	(Rupees in crore)		
	Amount recommended by TFC	Amount released by Gol	Shortfall in release
Top up Grants for Education sector under major head 2202	70.22	35.11	35.11
Top up Grants under major head 2210 and 2211	43.28	21.64	21.64
Maintenance of Roads and Bridges	368.77	368.77	0.00
Maintenance of Public Buildings	97.29	48.64	48.65

² 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 *per cent*.

Maintenance of Forests	15.00	15.00	0.00
Calamity Relief Fund	246.73	324.50	(-) 77.77
Total	841.29	813.66	27.63

Source: Finance Accounts 2008-09

Note: This does not include amounts recommended for Local Bodies and amount received there against.

There was a shortfall in release of grants by Gol under (i) Education (Rs 35.11 crore), Health sector (Rs 21.64 crore) and Maintenance of Public Buildings (Rs 48.65 crore). Certain conditionalities are attached to release of amounts under these grants - if these conditions are not met the full amount is not released by Gol.

1.3.1 State's Own Resources

The gross collection in respect of major taxes and duties as well as the components of non-tax receipts vis-à-vis budget estimates, the expenditure incurred on their collection and the *percentage* of such expenditure to the gross collection during the years from 2006-07 to 2008-09 along with the respective all India average are presented in *Appendix-1.5*

The own Tax Revenue (Rs 7995 crore) during 2008-09 increased by 16.6 *per cent* over the previous year (Rs 6856 crore). Taxes on sales trade etc. was the main source of State's own tax revenue which contributed 60 *per cent* (Rs 4803 crore) followed by State Excise eight *per cent* (Rs 660 crore), Taxes on Goods and Passengers eight *per cent* (Rs 638 crore), Taxes on vehicles seven *per cent* (Rs 524 crore), Stamps and and Registration fee six *per cent* (Rs 496 crore) and taxes and duties on electricity five *per cent* (Rs 365 crore) and Land Revenue four *per cent* (Rs 348 crore).

The Non Tax Revenue which constituted 13 *per cent* of total Revenue Receipt increased by Rs 533 crore over previous year. The increase was mainly under Non-Ferrous Mining and Metallurgy Industries (Rs 254.54 crore), Forestry and Wild Life (Rs 56.63 crore), Interest Receipts (Rs 84.28 crore) and Dividends and Profit (Rs 111.92 crore). However, after adjusting credit entry on account of debt relief given by Gol under DCRF (Rs 381.90 crore), the net availability of funds on account of Non-tax Revenue was only Rs 2794 crore during 2008-09.

The mobilization of Own Tax Revenue (OTR) and Own Non Tax Revenue (ONTR) during 2008-09 (Table 1.6) exceeded the normative assessment of TFC and State Government in its FCP and MTFP as below:

Table 1.6 Mobilisation of OTR and ONTR

	Assessment made by TFC	Assessment made by State Government in		Actuals
		(Rupees in crore)		
		FCP	MTFP	
State's own Tax Revenue	6332	6322	7672	7995
State's own Non-Tax Revenue	1747	1307	2613	3176

1.3.2 Loss of Revenue due to Evasion of Taxes, Write off/Waivers and Refunds

Cases of under assessment of taxes and short levy of tax/surcharge/interest/penalty, incorrect grant of exemption, incorrect computation of taxable turn over, application of incorrect rate of taxes etc, are depicted in Table 1.7

Table: 1.7. Cases of under assessment and short levy of revenue for the year 2008-09

Nature of receipts and Name of the Department	No of cases	Amount (Rupees in crore)
Sales tax/VAT/Entry Tax (Finance)	340	310.61
Tax on Motor Vehicles (Transport)	177339	75.24
(A) Land Revenue (Revenue and Disaster Management)	17994	122.51
(B)Stamp Duty and Registration Fees (Revenue and Disaster Management)	57147	311.96
Profession Tax(Finance)	16597	14.00
State Excise(Excise)	410	13.29
Forest Receipt (Forest and Environment)	3314	3.69
Mining receipts (Steel and Mines)	188	202.52
Other departmental receipts	5754	448.87
Total	279083	1502.69

Source: C& AG's Audit Report (Revenue Receipt) 2008-09.

Such cases have increased from 2.42 lakh involving Rs 1186.59 crore in 2006-07 to 2.79 lakh cases amounting to Rs 1502.69 crore during 2008-09. Timely and proper collection of these amounts would have resulted in increased revenue receipts of the State which could in turn have reduced the fiscal deficit partially.

1.3.3 Revenue Arrears

Arrears of revenue pending recovery as at the end of 31 March 2009 worked out to Rs 5460.92 crore, out of which Rs 971.95 crore relates to more than five year old. However year wise analysis of arrears was not available. Department-wise status of the significant cases of arrears of revenue during the year 2008-09 is given in Table 1.8. Lack of proper action by the Department resulted in accumulated arrears of revenue though the State experienced fiscal deficit during 2008-09.

Table:1.8: Cases of arrears of revenue during the year 2008-09

SI No.	Name of the Department	Nature of Revenue	Amount of Arrears as on 31March 2009	Arrears more than five years old	(Rupees in crore)
					Remarks
1.	Finance	(i) Sales Tax / VAT	3,588.57	928.27	The various stages of Arrear are Show cause & penalty and the recoveries stayed by Departmental authorities and Courts.

Sl No.	Name of the Department	Nature of Revenue	Amount of Arrears as on 31 March 2009	Arrears more than five years old	Remarks
		(ii) Entertainment Tax	6.56	5.11	
		(iii) Entry Tax	110.57	17.44	
		(iv) Profession Tax	0.67	0.01	
		Guarantee fee	0.45	NA	Reason not available
		Audit fee	1.04	NA	Reason not available
2.	Revenue and Disaster Management	Land Revenue	30.45	NA	Arrears on account of Rent, Cess, Nistar cess, sairat etc
3.	General Administration	Rent	8.37	3.09	Arrears on account of Non residential buildings, residential Buildings, Boards, Corporations, Certificate cases and the recoveries stayed by Departmental authorities and courts
4.	Forest and Environment	Forest Receipts	81.24	NA	Arrears due from OFDC, TDCC, Forest contractors etc.
5.	Water Resources	Water rates	154.24	NA	Arrears due from Industrial and Irrigation water rate.
6.	Home	Police receipts	39.59	10.80	Reason not available
7.	Energy		1,025.51	NA	Due to certificate proceedings and litigation pending in various judicial authorities.
8.	Commerce and Transport	Taxes on vehicles	129.01	NA	Due to certificate proceedings and litigation pending in various judicial authorities etc..
		Stationery and printing	0.86	0.08	Reason not available
9.	Excise	State Excise	21.01	NA	Due to certificate proceedings, disputes and litigation pending with various judicial authorities etc.
10.	Mining	Mining receipt	113.31	7.15	Due to certificate proceedings and litigation pending in various judicial authorities etc.
11.		Interest	141.15	NA	Reason not available
12.	Industries	Dividend receipt	0.14	NA	Reason not available
		Miscellaneous General service receipts	7.90	NA	Reason not available
		Village and small industries	0.28	NA	Reason not available
		Total	5,460.92	971.95	

Source: C & AG's Audit Report (Revenue Receipt) 2008-09. NA : Not Available

For commercial viability of Irrigation projects, the TFC recommended (para 6.23) cost recovery of maintenance expenditure at the rates of 50 per cent in 2005-06, 60 per cent in 2006-07, 70 per cent in 2007-08 and 80 per cent in 2008-09 for the purpose of projection and revenues. The position of revenue receipts vis-à-vis the maintenance expenditure (Table 1.9) of irrigation projects during 2005-09 in the State was as below:

Table 1.9 : Cost recovery of Maintenance Expenditure

(Rupees in crore)

Year	Expenditure incurred under the Major Head of Account				Revenue receipt under the Major Head of Account				Shortfall in cost of recovery at prescribed rates
	2700 Major Irrigation	2701 Medium Irrigation	2702 Minor Irrigation	Total	0700 Major Irrigation	0701 Irrigation Medium	0702 Minor Irrigation	Total	
2005-06	94.67	11.95	81.62	188.24	-	39.02	4.81	43.83	50.29
2006-07	105.83	18.08	72.81	196.72	1.51	48.24	4.46	54.21	63.82
2007-08	128.36	43.12	256.50	427.98	1.75	41.97	4.96	48.68	250.91
2008-09	84.49	45.89	152.36	282.74	1.85	45.56	5.32	52.73	173.46
Total									538.48

Source: Finance Accounts of the respective years

There was shortfall in recovery of maintenance cost at prescribed rates in all the years during 2005-09 which aggregated to Rs 538.48 crore.

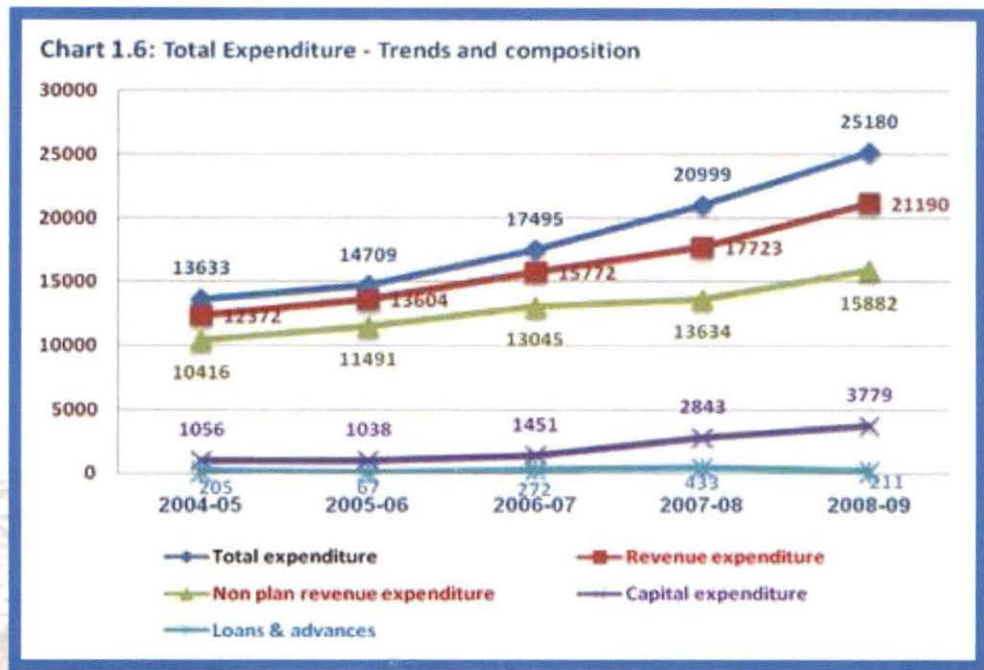
▶ 1.4 Application of Resources

Analysis of the allocation of expenditure at the State Government level assumes significance since major expenditure responsibilities are entrusted with them. Within the framework of fiscal responsibility legislations, there are budgetary constraints in raising public expenditure financed by deficit or borrowings.

It is therefore important to ensure that the ongoing fiscal correction and consolidation process at the State level is not at the cost of expenditure, especially expenditure diverted towards development and social sectors.

1.4.1 Growth and Composition of Expenditure

Chart 1.6 presents the trends in total expenditure over a period of five years (2004-09) and its composition both in terms of 'economic classification' and 'expenditure by activities' is depicted respectively in Charts 1.7 and 1.8.



The total Expenditure of the State which includes, Revenue Expenditure, Capital Expenditure and Loans and Advances increased at an average growth rate of 55.43 *per cent* from Rs 13633 crore in 2004-05 to Rs 25180 crore in 2008-09. The increase of Rs 4181 crore in total expenditure in 2008-09 over the previous year was on account of an increase in revenue expenditure by Rs 3467 crore and Rs 936 crore in Capital Expenditure together with a decline of Rs 222 crore in disbursement of Loans and Advances. However, the total expenditure was 20.6 *per cent* of GSDP during 2008-09 which exceeded Twelfth Finance Commission's normative assessment of 16.3 *per cent* for the year.

Chart 1.7 : Total Expenditure : Trends in share of its components

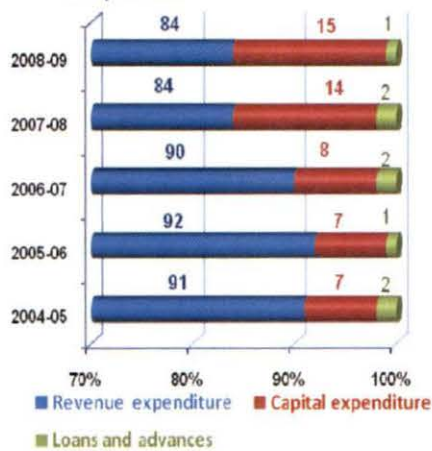
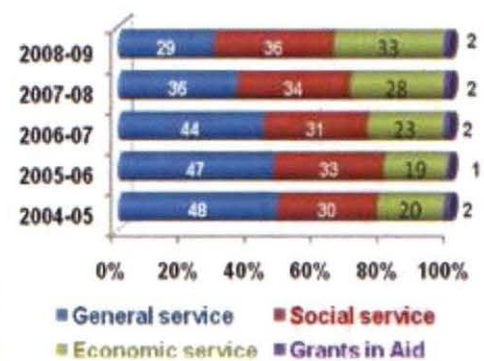


Chart-1.8: Total Expenditure : "Trends by Activities"



Total Expenditure (TE) consisted of expenditure on General Services including Interest Payments, Social and Economic Services, Grants-in-Aid and Loans and Advances. The movement of relative shares of the component of expenditure indicated in Chart 1.8 showed that while the

combined shares of Social Services and Economic Services increased from 50 *per cent* in 2004-05 to 69 *per cent* in 2008-09 in total expenditure, the increase was set off by decrease in the respective share of General Service and of Loans and Advances.

Revenue Expenditure (RE) is incurred to maintain the current level of services and payment of the past obligation and as such does not result in any addition to the State's infrastructure and service network. Revenue expenditure had a predominant share of 91 *per cent* in 2004-05 to 84 *per cent* in 2007-09 of total expenditure. During 2008-09, it increased (19.5 *per cent*) from Rs 17723 crore in 2007-08 to Rs 21190 crore in 2008-09. As against TFC's normative assessment of 13.3 *per cent* of GSDP, it constituted 17.3 *per cent* during the current year. Besides, it also exceeded State Government's FCP norm (Rs 17385 crore) by 22 *per cent*. However, the Revenue Expenditure remained within the Budget Estimate of Rs 22707 crore during the year.

Non-Plan Revenue Expenditure (NPRE) as a proportion of Revenue expenditure, increased from Rs 10416 crore in 2004-05 to Rs 15882 crore (52 *per cent*) in 2008-09. Out of the total increase of Rs 3467 crore in Revenue Expenditure during the current year, increase in NPRE contributed 65 *per cent* (Rs 2248 crore) and remaining Rs 1219 crore (35 *per cent*) was the Plan Revenue Expenditure (PRE). The increase in NPRE during the current year was mainly on Education, Sports and Culture (Rs 953 crore) and Agriculture and Allied Activities (Rs 652 crore). However during the current year, NPRE has exceeded the assessment made by the State Government in FCP by six *per cent* as against the TFC's normative assessment of 11 *per cent* but it remained within the Budget Estimate (Rs 17339 crore) for 2008-09 (Table 1.10) below.

Table 1.10 : Comparative assessments of RE and NPRE

	(Per cent of GSDP)			
	Assessment made by TFC	Assessment made by Government in FCP	Budget Estimate for 2008-09	Actual in 2008-09
Revenue Expenditure	13.3	14.23	18.58	17.3
NPRE	11.67	12.25	14.19	13

Note: Absolute amounts converted into percentage of GSDP (Rs 122615) for 2008-09.

The ratio of NPRE to Total Expenditure contributed 63 *per cent* of total expenditure of the State during 2008-09 as a result of which its ratio with Revenue Expenditure consistently declined from 84 *per cent* in 2004-05 to 75 *per cent* in the current year indicating reduction in current years consumption.

Capital Expenditure (CE) as proportion of Total Expenditure ranged from seven *per cent* (Rs 1056 crore) in 2004-05 to Rs 3779 crore (15 *per cent*) in 2008-09. Capital Expenditure showed an increase of 33 *per cent* during 2008-09 over the previous year mainly on account of

increase in expenditure on (i) Water Supply, Sanitation (Rs 272 crore), (ii) Transport and Communication (Rs 421 crore) on state high ways, district and other roads under State plan, (iii) Investment in General Financial and Trading Institution (Rs 56 crore) and (iv) Tourism (Rs 38 crore). The CE was in line with the TFC's norm of three *per cent* of GSDP during 2008-09.

1.4.2 Committed Expenditure

The committed expenditure of the State Government on revenue account mainly consists of interest payments, expenditure on salaries and wages, pensions and subsidies. Table 1.11 and Chart 1.9 present the trends in the expenditure on these components during 2004-09.

Table-1.11: Components of Committed Expenditure

	2004-05	2005-06	2006-07	2007-08	2008-09	
					BE	Actuals
Salaries* & Wages , Of which	3778 (32)	4002 (28)	4028 (22)	4582 (21)	6267	6524 (27)
Non-Plan Head	3552	3774	3816	4333	5786	6220
Plan Head**	226	228	212	249	481	304
Interest Payments	3332 (28)	3697 (26)	3188 (18)	3169 (14)	4312	2889 (12)
Expenditure on Pensions	1260 (11)	1339 (10)	1485 (9)	1801 (8)	2796	2075 (8)
Subsidies	94 (0.8)	83 (0.6)	170 (0.9)	148 (0.7)	168	743 (3.02)
Other Components	Nil	Nil	Nil	Nil	Nil	Nil
Total	8464	9121	8871	9700	13543	12231

Figures in the parentheses indicate *percentage* to Revenue Receipts

* also includes the salaries paid out of grants-in-aid,

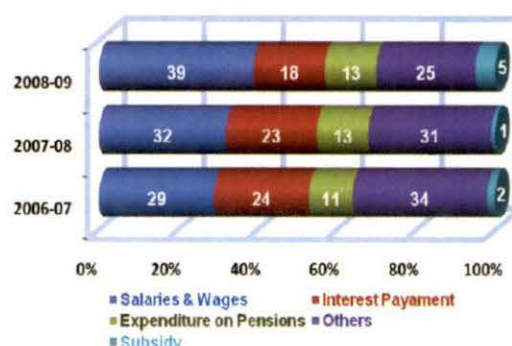
** also includes the salaries and wages paid under Centrally Sponsored Schemes.

Source: Finance Accounts 2008-09 and Budget at a glance 2009-10

Salaries

The expenditure on salaries increased from Rs 4582 crore in 2007-08 to Rs 6524 crore in 2008-09 accounting for nearly 27 *per cent* of revenue receipt and 41 *per cent* of the NPRE of the State Government during the year. This was due to implementation of the recommendation of Sixth Pay Commission for State Government employees leading to substantial increase in expenditure on salary and pensions during the year.

Chart 1.9 : Share of committed expenditure in Non-plan Revenue Expenditure during 2006-09
(Value in Labels in percentage)



Expenditure on salaries as a percentage of revenue expenditure net of interest payments and pension amounted to 40.21 *per cent* which exceeded the TFC's projection of 35 *per cent* during 2008-09 and was 31 *per cent* of State's FCP projection of Rs 4967.25 crore.

Interest Payments

The major source of borrowing was Market loans at the interest rate varying from *six per cent* to 13 *per cent*. The interest payment during the current year (Rs 2889 crore) decreased moderately by Rs 280 crore over the previous year (Rs 3169 crore) and remained lower than the projection made in FCP (Rs 3578 crore) and TFC and Budget Estimates (Rs 4312 crore) for the year 2008-09. A decline of Rs 280 crore in interest payment in 2008-09 was mainly on account of interest rate relief and consolidation and re-scheduling of GoI loans as well as due to debt waiver received by the state Government linked to its fiscal performance. During 2008-09 the ratio of interest payment to total Revenue receipt was 12 *per cent* which was much lower than the projection of 16 *per cent* in MTFP, 20 *per cent* in FCP and 15 *per cent* in TFC for 2008-09.

Pensions

The pension payment during the current year increased by Rs 274 crore over the previous year mainly on account of finalisation of pension revision cases and grant of dearness relief and due to implementation of Sixth Pay Commission for the State Government employees. The State Government did not estimate yearly pension *liabilities* on actuarial basis. The pension payment during the current year increased by Rs 274 crore over previous year³ but it remained lower than the projection made by TFC (Rs 2340 crore) and MTFP (Rs 2796 crore) and was well within the 80 *per cent* of own revenue as prescribed in the State's FRBM Act, 2005.

The Government introduced a Contributory Pension Scheme for employees recruited on or after 1 January 2005. This will help in managing the future pension liability.

Subsidies

The State Government has been giving subsidies to various corporations/ companies as well as to individuals in the form of food subsidy etc. The State Government in its MTFP for 2007-08, aimed to rationalize general subsidy and reduce their overall volume gradually at a rate of 10 *per cent* per annum beginning from 2005-06. The MTFP for 2008-09 indicated that a provision food subsidy of Rs 36.71 crore has been made for the year as per the recommendation of TFC. However, the expenditure on subsidies increased from Rs 148 crore in 2007-08 to Rs 743 crore (over 400 *per cent*) in 2008-09 which included food subsidy of Rs 569 crore and other subsidies under Social Welfare

³ There are 259734 numbers of different categories of State Pensioners drawing pensions

(Rs 62.15 crore), Agriculture and Allied Activities (Rs 50.27 crore) Cooperation (Rs 46.52 crore), Irrigation and Flood Control (Rs 28 crore), Industry and Minerals (Rs 32 crore). Thus, it seems that the Government is unlikely to meet the projections of MTFP by 2009-10.

The ratio of non-interest committed revenue expenditure to State's own and Mandated Revenue (State's share in central taxes) was 48 *per cent* which was within 55 *per cent* prescribed in the State's FRBM Act, 2005.

1.4.3 Financial Assistance by State Government to local bodies and other institutions

The quantum of assistance provided by way of grants and loans to local bodies and others during the current year relative to the previous years is presented in the Table 1.12 below:

Table 1.12: Financial Assistance to Local Bodies etc.

	(Rupees in crore)				
	2004-05	2005-06	2006-07	2007-08	2008-09
Educational Institutions (Aided Schools, Aided Colleges, Universities, etc.)	384	538	489	467	355
Municipal Corporations and Municipalities	44	95	48	483	487
Zilla Parishads and Other Panchayati Raj Institutions	134	231	1510	1535	2388
Development Agencies	303	409	400	256	278
Other Institutions (Autonomous bodies)	198	510	972	1117	1914
Total	1063	1783	3419	3858	5422
Assistance as per percentage of RE	9	13	22	22	26

Source: Finance Accounts for respective years

The grants and loans extended to local bodies and other Institutions with inter year variations increased by 41 *per cent* from Rs 3858.84 crore in 2007-08 to Rs 5422.05 crore in 2008-09. The share of grants and loans to the revenue expenditure increased from 22 *per cent* in 2007-08 to 26 *per cent* in the current year. Another important trend was that the share of financial assistance to Zilla Parishads and other Panchayati Raj institutions increased by Rs 853 crore over previous year. This also included an enhanced receipt of Rs 213 crore (on the recommendation of TFC) against the receipt of Rs 126 crore in 2007-08. The share of other institutions also increased to Rs 1914 crore during the current year against Rs 1117 crore in 2007-08. However, the share of assistance to Educational Institutions decreased by Rs 112 crore as compared to the previous year.

▶ 1.5 Quality of Expenditure

The availability of better infrastructure in the social, educational and health sector in the State generally reflects the quality of its expenditure. The improvement in the quality of expenditure basically involves three aspects, viz., adequacy of the expenditure (i.e. adequate

provisions for providing public services); efficiency of expenditure use and the effectiveness (assessment of outlay-outcome relationships for selected services).

1.5.1 Adequacy of Public Expenditure

The expenditure responsibilities relating to social sector and economic infrastructure are largely assigned to the State Governments. Enhancing human development levels requires the States to step up their expenditure on key social services like, education and health etc. The low level of spending on any sector by a particular State may be either due to low fiscal priority attached by the State Government or on account of the low fiscal capacity of the State Government or both. A State has low fiscal priority (ratio of expenditure category to aggregate expenditure) in a particular sector if the expenditure in that sector as a proportion of Aggregate Expenditure is below the national average. A State has low fiscal capacity if the State's per capita expenditure for a particular category is below the national average even after having a fiscal priority that is more than or equal to the national average. Table 1.13 analyses the fiscal priority and fiscal capacity of the State Government with regard to development expenditure, social sector expenditure and capital expenditure during the current year.

Table 1.13: Fiscal Priority and Fiscal capacity of the State in 2005-06 and 2008-09

Fiscal Priority by the State	AE/GSDP	DE/AE	SSE/AE	CE/AE
All States/National Average* (2005-06)	19.50	61.44	30.41	14.1
Orissa's Average (Ratio) (2005-06)	23.21	52.23	32.61	7.06
All States/ National Average *(Ratio)2008-09	19.16	67.86	33.90	16.87
Orissa's Average (Ratio) * (2008-09)	20.61	69.71	36.57	15.01
Fiscal Capacity of the State	DE [#]	SSE	CE	
All States Average per capita expenditure (2005-06)	3010	1490	692	
Orissa's per capita expenditure (Amount in Rupees) (2005-06)	1990	1243	269	
Adjusted Per Capita** Expenditure (Amount in Rs) (2005-06)	2341	NR	539	
All States' Average per capita expenditure in (2008-09)	5030	2520	1254	
Orissa's per capita expenditure (Amount in Rupees) in 2008-09	4410	2314	950	
Adjusted per capita ** expenditure (Amount in Rupees) in 2008-09	NR	NR	1068	

* As *percentage* to GSDP

** Calculated as per the methodology explained in the *Box 1.3*

AE: Aggregate Expenditure DE: Development Expenditure SSE: Social Sector Expenditure

CE: Capital Expenditure

Development expenditure includes Development Revenue expenditure, Development capital expenditure and Loans & Advance disbursed.

NR: No adjustment required due to adequacy of fiscal priority

Source (1) GSDP- Bureau of Statistics of Government of Orissa

(2) Population figures were taken from projection 2001, 2026 of Registrar General & Census Commissioner, India.

(3) Population of Orissa 3.86 crore in 2005-06 and 3.98 crore in 2008-09

In Table 1.13 on comparison of Fiscal priority given to different categories of expenditure and fiscal capacity of Orissa in 2005-06 (the first year of award period of the Twelfth Finance Commission) and the current year 2008-09, it shows that Orissa Government gave adequate fiscal priority to Aggregate Expenditure (AE) and Social Sector Expenditure (SSE) in 2005-06 while in case of Development

Expenditure (DE) and Capital Expenditure (CE) Orissa has a lower expenditure than the national average. In 2008-09, however there was adequate priority for all categories of expenditure compared to national average except in case of capital expenditure where CE/AE ratio was less than the national average.

2005-06

It was observed that per capita expenditure of DE, SSE and CE in 2005-06 for Orissa, was lower than the national average. Since the DE/CE and CE/AE ratio in 2005-06 was much lower for Orissa compared to the national average, following the methodology (Box 1.3 at page 22) per capita expenditure for DE & SSE was adjusted. In spite of the adjustment, the per capita expenditure on DE & SSE remained lower than the national averages. This indicates that even if the State gives adequate fiscal priority, it does not have the required capacity to achieve per capita expenditure at par with the national average for all categories of expenditure.

2008-09

Table 1.13 also shows that the ratio of aggregate expenditure to GSDP for Orissa (20.61 *per cent*) is higher than the all the States/ National Average (19.16 *per cent*). This means that on an average for 2008-09 also other states are spending a lower proportion of their GSDP annually. Similarly, for the current year the ratio of development expenditure and social sector expenditure as a proportion of aggregate expenditure for Orissa is also higher than the respective national averages. This indicates that the State is giving adequate fiscal priority to these categories of expenditure compared to other States. In the case of Capital expenditure however, in 2008-09 Orissa has a lower expenditure than the national average and there is a need to give greater fiscal priority to capital expenditure.

Despite the State giving adequate fiscal priority to DE and SSE in 2008-09, it is observed that the per capita expenditure in Orissa in these two categories is lower than the national average (Rs 4410 as against Rs 5030 and Rs 2314 as against Rs 2520 respectively). This means that the absorptive capacity⁴ of the State to utilize funds is low and systems have to be improved so that the per capita expenditure improves. In the case of capital expenditure, since the State is spending lower than the national average, an effort was made to adjust the CE in order to make an effective comparison with other states. Using the same methodology as above for calculating adjusted expenditure, the adjusted per capita expenditure on CE (Rs 1068) would be lower than the national average (Rs 1254). This indicates that even if the quantum of Capital Expenditure is raised, the absorptive

⁴ Absorptive capacity refers to the State's ability to implement a developmental scheme in such a way that with given resources, there is maximum benefit to the people. This is usually achieved when the design of schemes are well planned with a careful risk mitigation strategy in place, low administrative costs, operation, maintenance, monitoring and control mechanisms are in place etc., so that it is possible to effectively achieve targeted outcomes.

capacity in the State is low in Capital expenditure as well as all other categories of expenditure discussed in this para.

Box 1.3

Methodology Adopted for the Assessment of Fiscal Position

For working out the fiscal capacity of the State Governments, the following methodology given in Twelfth Finance Commission report has been adopted.

Step 1: Calculate the national average of AE-GSDP and CE/DE/SSE-AE.

Step 2: Based on the national average of AE-GSDP ratio, derive the aggregate expenditure so that no State is having a ratio AE-GSDP less than the national average, i.e., if

$$\begin{aligned} \text{AE/GSDP} &= x \\ \text{AE} &= x * \text{GSDP} \dots\dots\dots(1) \end{aligned}$$

where x is the national average of AE-GSDP ratio.

Wherever the States are having AE-GSDP ratio higher than national average, no adjustments were made. Wherever this ratio was less than average, it was made equal to the national average.

Step 3: Based on the national average of DE-AE, SSE-AE and CE-AE, derive the respective DE, SSE and CE, so that no State is having these ratios less than national average, i.e., if

$$\begin{aligned} \text{DE/AE} &= y \\ \text{DE} &= y * \text{AE} \dots\dots\dots(2) \end{aligned}$$

where y is the national average of DE-AE ratio

Substituting (1) in (2), we get

$$\text{DE} = y * x * \text{GSDP} \dots\dots\dots(3)$$

Wherever the States are having DE-AE, SSE-AE and CE-AE ratio higher than national average, no adjustments have been made. Wherever these ratios were less than average, it was made equal to the national average.

Step 4: Based on the derived DE, SSE and CE as per equation (3), respective per capita expenditure was calculated, i.e.,

$$\text{PCDE} = \text{DE}/\text{P} \dots\dots\dots(4)$$

where PCDE is the per capita development expenditure and P is the population.

Substituting (3) in (4), we get

$$\text{PDE} = (y * x * \text{GSDP})/\text{P} \dots\dots\dots(5)$$

Equation (5) provides the adjusted per capita expenditure. If the adjusted per capita expenditure is less than the national average of per capita expenditure, then the States' low level of spending is due to the low fiscal capacity. This gives a picture of actual level of expenditure when all the State Governments are attaching fiscal priority to these sectors equivalent to the national average.

1.5.2 Efficiency of Expenditure use

In view of the importance of public expenditure on development heads from the point of view of social and economic development, it is important for the State Governments to take appropriate expenditure rationalization measures and lay emphasis on provision of core public and merit goods⁵. Apart from improving the allocation towards development expenditure⁶, particularly in view of the fiscal space being created on account of decline in debt servicing in recent years, the efficiency of expenditure use is also reflected by the ratio of capital expenditure to total expenditure (and/or GSDP) and proportion of revenue expenditure being spent on operation and maintenance of the existing social and economic services. The higher the ratio of these components to total expenditure (and/or GSDP), the better would be the quality of expenditure. While Table 1.14 presents the trends in development expenditure relative to the aggregate expenditure of the State during the current year vis-à-vis budgeted and the previous years, Table 1.15 provides the details of capital expenditure and the components of revenue expenditure incurred on the maintenance of the selected social and economic services.

Table-1.14: Development Expenditure

Components of Development Expenditure	2004-05	2005-06	2006-07	2007-08	(Rupees in crore)	
					2008-09 (BE)	2008-09 (Actuals)
Development Expenditure (a to c)						
a. Development Revenue Expenditure	5734 (42)	6631 (45)	7997 (46)	10145 (48)	15116* (54)	13835 (55)
b. Development Capital Expenditure	1027 (7.5)	985 (7)	1328 (8)	2711 (13)	2886* (10)	3595 (14)
c. Development Loans and Advances	86 (0.6)	17.81 (0.12)	138 (0.79)	301 (1.43)	NA	122 (0.5)

Figures in parentheses indicate *percentage* to aggregate expenditure; NA:- Not available

*Source:- Orissa Budget at a Glance 2009-10

Development Revenue and Capital expenditure shows increasing trend since 2006-07. During 2008-09, Development Revenue expenditure increased in absolute terms by Rs 3690 crore and as a percentage of Aggregate Expenditure by 36 *per cent* and development capital expenditure increased in absolute terms by Rs 884 crore and as a percentage of Aggregate Expenditure by 33 *per cent* over the previous year.

⁵ Core public goods are 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 our rights; pollution free air and other environmental goods and road infrastructure etc. Merit goods are commodities that the public sector provides free or at subsidized rates because an individual or society should have them on the basis of some concept of need, rather than ability and willingness to pay the government and therefore wishes to encourage their consumption. Examples of such goods include the provision of free or subsidized 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.

⁶ The analysis of expenditure data is disaggregated into development and non development expenditure. All expenditure relating to Revenue Account, Capital Outlay and Loans and Advances is categorized into social services, economic services and general services. Broadly, the social and economic services constitute development expenditure, while expenditure on general services is treated as non-development expenditure.

However, expenditure on Development loans and advances showed decreasing trend since 2006-07. The increase in development revenue expenditure during 2008-09 over the previous year was mainly due to increase under Education (Rs 1214 crore), Health and Family Welfare (Rs 796 crore), Agriculture (Rs 950 crore) and Transport (Rs 141 crore). As far as Development Capital Expenditure is concerned there was a sharp increase in 2007-08 when DE/AE was 13 *per cent*. However, only a marginal increase to 14 *per cent* was observed in 2008-09. The increase in capital expenditure during 2008-09 over the last year was mainly due to increase under Water Supply and Sanitation (Rs 282 crore), Energy (Rs 23.05 crore) and Transport (Rs 410 crore).

Table 1.15 –Efficiency of Expenditure Use in Selected Social and Economic Services

(In per cent)

Social / Economic Infrastructure	2007-08			2008-09		
	Ratio of CE to TE	In RE, the share of		Ratio of CE to TE	In RE, the share of	
		S &W	O&M		S&W	O &M
Social Services (SS)						
General Education	0.18	61.49	NA.	0.02	64.74	NA
Health and Family Welfare	2.73	69.53	NA.	0.16	72.74	NA
Water Supplies, Sanitation & Housing & Urban Development	36.68	5.36	98.89	8.80	9.27	98.93
Total (SS)	8.87	42.74	2.00	10.03	47.10	1.76
Economic Services (ES)						
Agriculture & Allied Activities	5.18	47.18	NA.	0.72	30.84	NA
Irrigation and Flood Control	75.68	29.11	16.44	18.47	21.09	18.79
Power & Energy	0.00	0.97	NA.	0.28	0.90	NA
Transport	42.76	0.45	NA.	11.85	0.35	NA
Total (ES)	35.03	20.53	2.00	32.48	17.67	1.88
Total (SS+ES)	20.61	34.58	2.00	20.62	35.28	1.81

TE: Total Expenditure; CE: Capital Expenditure; RE: Revenue Expenditure; S&W: Salaries and Wages; O&M: Operations & Maintenance. O&M figures are not available in General Education, Health and Family Welfare, Water Supplies & Sanitation, Agriculture & Allied Activities, Power & Energy and Transport Departments.

Source: Finance Accounts of Government of Orissa

Access to basic education, health services and drinking water and sanitation facilities are strong indicators of socio economic progress. Further, expenditure on Economic services includes all such services that promote directly and indirectly productive capacity within the State by improving the quality of human resources. Therefore, it is pertinent to make an assessment with regard to expansion and efficient provision of these services in the State. Table 1.15 summarizes percentage of expenditure under different components of economic and social services sector incurred by the State Government in expanding and maintaining social and economic services in the State during 2007-08 and 2008-09.

The expenditure on Social Services during 2008-09 (Rs 9208 crore) constituted 37 *per cent* of total expenditure (Rs 25180 crore) has increased by 30 *per cent* from Rs 7059 crore in 2007-08 and was 52 *per cent* of development expenditure (Rs 17552 crore). Operation and

maintenance expenditure decreased by 3.52 *per cent* indicating that revenue expenditure on salaries continued to share a dominant proportion of revenue expenditure on Social Services. The Capital Expenditure on Social Services relative to the total expenditure showed a marginal increase (0.92 *per cent*) over the previous year. The revenue expenditure on Social service of Rs 8284 crore during the current year registered a significant increase of Rs 1868 crore (29 *per cent*) over the previous year's Rs 6416 crore.

Recognizing the need to improve the quality of education and health services, TFC recommended that the salary expenditure under Education and Health & Family Welfare should increase only by six and five *per cent* respectively while non salary expenditure should increase by 30 *per cent* per annum during the award period. It was observed that salary component of Education and Health & Family Welfare registered moderate growth rate of 3.25 *per cent* and 3.21 *per cent* respectively.

The expenditure on Economic Services includes all such expenditure that promotes directly or indirectly, productive capacity within the State's economy. During 2008-09, total expenditure under Economic services (Rs 8222 crore) increased by 41 *per cent* over previous year of Rs 5796 crore. This is because of increase in Capital expenditure by 29 *per cent* and Revenue expenditure by 48 *per cent*. The expenditure on total economic services (Rs 8222 crore) accounted for 33 *per cent* of total expenditure and 47 *per cent* of development expenditure. The ratio of capital expenditure to total expenditure under Power and Transport sector increased with respect to previous year indicating Government's commitment to improve the infrastructure of power supply and transportation. However, the fact that ratio of CE/TE on Irrigation and Agriculture sector decreased over that of previous year needs attention. Agriculture and Allied Activities, Irrigation and Flood Control, Energy and Transport consumed 74 *per cent* of total economic services.

1.5.3 Effectiveness of the Expenditure, i.e., Outlay-Outcome Relationship

Besides, stepping up the expenditure on key social and economic services, enhancing human development requires the State to improve the delivery mechanism to obtain the desired outcomes. The State Government is expected to relate expenditure to outcomes in terms of quality, reach and the impact of government expenditure. Details of outcome of the Central as well as State Government flagship programmes under implementation in the State is given at **Appendix 1.6**. Audit findings on review of the implementation of two key programmes are discussed in brief below:

Implementation of NREGS and NHM

Performance audit on Implementation of NREGS aimed at providing 100 days of guaranteed wage employment in a year to every rural household revealed that employment generation was not commensurate with the funds utilized. Cases of mismanagement of scheme funds, execution of road works unfit to provide all weather access and serious irregularities in execution of works and payment of wages. delayed/underpayment of wages were noticed. Adoption of faulty procedures such as original muster roll not forming expenditure document, utilization of machines displacing labour, execution of works through contractors/middleman in the guise of village labour leader/ Junior Engineers / Panchayat Executive Officers etc. led to many instances of corruption in payment of wages by showing engagement of bogus persons, Government employees, and members of well to do families who did not work, fictitious engagement of same person in same / different works two to five times on the same day, payment of wages at the higher rates without reflecting the same in job cards of beneficiaries etc. were noticed. Joint physical inspection of assets created revealed works of poor quality in many cases. Beneficiary interview disclosed that the labourer were not aware of their rights and privileges under the scheme. The required inspection, monitoring, social audit and grievance redressal activities were almost absent. The scheme also failed to arrest migration of rural workforce and create productive durable assets.

National Horticulture Mission (NHM) aimed at providing holistic growth of Horticulture sector through enhanced horticulture production, establishment of new nurseries, rejuvenation of old orchards, integrated pest management, post harvest management and establishing market network etc. Review of implementation of National Horticulture Mission in the State during the period 2005-09 revealed low spending efficiency at implementing agencies level, diversion of funds, non-collection of token money from beneficiaries, misutilisation of scheme funds and unfruitful expenditure due to poor maintenance of plantations, instances of misappropriation of funds, absence of appropriate internal controls at various stages coupled with poor monitoring and supervision affected the implementation of the scheme .

These are discussed in detail in Chapter 2 of Audit Report (Civil) for the year ended 31 March 2009 presented separately.

▶ 1.6 Financial Analysis of Government Expenditure and Investments

In the post-FRBM framework, the State is expected to keep its fiscal deficit not only at low levels but also meet its capital expenditure/investment (including loans and advances) requirements. In addition, in a transition to complete dependence on market based resources, the State Government needs to initiate measures to earn adequate return on its investments and recover its cost of borrowed

funds rather than bearing the same on its budget in the form of implicit subsidy and take requisite steps to infuse transparency in financial operations. This section presents the broad financial analysis of investments and other capital expenditure undertaken by the Government during the current year vis-à-vis previous years.

1.6.1 Financial Results of Irrigation Works

The financial results of 57 Irrigation projects (12-Major and 45-Medium projects) with a capital expenditure of Rs 3226.27 crore at the end of March 2009 showed that no revenue was realized from these projects during 2008-09 against the direct working expenses of Rs 117.90 crore. After meeting the working and maintenance expenditure (Rs 118.39 crore) and interest charges (Rs 218.82 crore), the scheme suffered a net loss of Rs 337.21 crore.

1.6.2 Incomplete projects

The department-wise information pertaining to incomplete time overrun projects as on 31 March 2009 is given in Table 1.16 as per the information furnished to audit by the concerned Departments.

Table 1.16: Department-wise Profile of Incomplete Projects

(Rupees in crore)					
Department	No. of Incomplete Projects	Initial Budgeted Cost	Revised Total Cost of Projects	Cost Over Runs	Cumulative Actual Expenditure as on 31.3.2009
Industries	2	42.29	42.29	--	36.61
Sports and Youth Affairs	4	9.86	9.86	--	6.41
Water Resources	18	94.54	121.10	26.56	50.75
Works	3	14.05	14.05	--	10.73
Rural development	8	18.89	20.34	1.45	2.99
Tourism	6	45.02	45.02	--	29.28
Total	41	224.65	252.66	28.01	136.77

Source : Details supplied by the respective Departments of Government of Orissa.

The delay in completion in respect of 26 projects has resulted in a cost overrun of Rs 28.01 crore at the close of the current year. These projects were lying incomplete due to non-availability of adequate funds and required lands. The amount blocked in these projects was 54 per cent of the cumulative outlay of the State and due to their non-completion within stipulated time frame not only the benefits to be accrued to the society are delayed but the cost to the exchequer also increased due to time overruns involved in their completion.

1.6.3 Investment and returns

As of 31 March 2009, Government had invested Rs 1771.20 crore in Statutory Corporations, Rural Banks, Joint Stock Companies and

Co-operatives (Table 1.17). The average return on this investment was 8.54 *per cent* in the last three years while the Government paid an average interest rate of 8.18 *per cent* to 7.44 *per cent* on its borrowings during 2006-2009. The actual return earned on the Government investments reflects wide fluctuations during 2006-07 to 2008-09. This indicated injudicious investment of borrowed funds in unviable institutions/organizations.

Table-1.17: Return on Investment

Year	(Rupees in crore)				
	2004-05	2005-06	2006-07	2007-08	2008-09
Investment at the end of the year	1610.41	1637.09	1652.14	1681.95	1771.20
Return	69.15	120.59	49.39	140.93	252.85
Percentage of return	4.29	7.39	2.99	8.38	14.27
Average rate of interest on Government borrowing	9.51	9.92	8.18	8.13	7.44
Difference between interest rate and return	5.22	2.53	5.19	(-)0.25	(-)6.83

Source : Finance Accounts of Government of Orissa for respective years

The investment of State Government at the end of 2008-09 included Rs 1415.69 crore in 83 Public Sector Undertakings comprising 80 Government Companies (Rs 1217.42 crore) and three Statutory Corporations (Rs 198.27 crore). However, dividend of Rs 252.82 crore was declared by two Companies (Orissa Mining Corporation Limited: Rs 252.51 crore and Orissa State Cashew Development Corporation Limited : Rs 31 lakh) and Co-operative Societies (Orissa State Co-operative Development Bank : Rs 2.06 lakh and other co-operatives : Rs 0.44 lakh) during 2008-09. The Grid Corporation with accumulated loss of Rs 1028.14 crore as of 2004-05, Orissa State Road Transport Corporation (Rs 233.92 crore) as of 2003-04, Orissa State Financial Corporation (Rs 383.80 crore) as of 2004-05 were among the major loss making PSUs in the State which constituted about 81 *per cent* of the total accumulated commercial losses (Rs 2034.80 crore) by the Government Companies and Corporations.

1.6.4 Departmentally run commercial activities

Activities of quasi-commercial nature are also performed by certain Government departments. The department-wise position of the investment made by the Government up to the year for which pro-forma accounts are finalized, net profits/loss as well as return on capital invested in these undertakings are given in *Appendix 1.7*. It is observed that:

- An amount of Rs 70.09 lakh had been invested by the State Government in Nationalisation of Kendu Leaf trade operated by Chief Conservator (KL), Orissa at the end of financial year up to which their accounts were finalized.

- The accumulated losses of the departmentally run activities is Rs 1.03 crore as against the total investment of Rs 70.09 lakh.

1.6.5 Loans and advances by State Government

In addition to investments in Co-operative societies, Corporation and Companies, Government has also been providing loans and advances to many of these institutions/ organizations. The Loans and Advances by the State Government increased from Rs 3325 crore in 2006-07 to Rs 3403 crore in 2007-08 and decreased to Rs 3378 crore in 2008-09. Major portion of loans advanced during 2008-09 was to General Education (Rs 1.10 crore), Urban Housing (Rs 2.00 crore), Rural Housing (Rs 52.52 crore), Textile (Rs 18.82 crore), Sugar (Cooperative Sugar Mills Rs 3.37 crore) and Orissa State Financial Corporation (Rs 41.90 crore). Table 1.18 presents the outstanding loans and advances as on 31 March 2009, interest receipts vis-à-vis interest payments during the last three years.

Table 1.18: Average Interest Received on Loans Advanced by the State Government

Quantum of Loans/Interest Receipts/ Cost of Borrowings	(Rupees in crore)		
	2006-07	2007-08	2008-09
Opening Balance	3339	3325	3403
Amount advanced during the year	272	433	211
Amount repaid during the year	286	355	236
Closing Balance	3325	3403	3378
<i>Of which</i> outstanding balance for which terms and conditions have been settled			
Net addition	(-)14	+78	(-)25
Interest Receipts	103	114	80
Interest receipts as <i>per cent</i> to outstanding Loans and advances	3.10	3.35	2.37
Interest payments as <i>per cent</i> to outstanding fiscal liabilities of the State Government.	8.08	8.23	7.38
Difference between interest payments and interest receipts (<i>per cent</i>)	(-)4.98	(-)4.88	(-)5.01

Source : Finance Accounts of Government of Orissa for respective years

The recovery of loans of Rs 236 crore during 2008-09 fell short by Rs 10.80 crore as projected in the MTFP 2008-09. Interest receipts to outstanding loans was 2.37 *per cent* during 2008-09 which was lower than the TFC's recommendation of gradual increase to seven *per cent* by the end of award period (2005-10).

1.6.6 Cash Balances and Investment of Cash balances

Table 1.19 depicts the cash balances and investments made by the State Government out of cash balances during the year.

Table-1.19: Cash Balances and Investment of Cash balances

(Rupees in crore)

Particulars	As on 1 April 2008	As on 31 March 2009	Increase(+)/ Decrease(-)
Cash Balances			
Investments from Cash Balances (a to d)	5824.62	6333.14	+508.52
a. Gov Treasury Bills	5794.42	6299.47	+505.05
b. Gov Securities	30.20	33.67	+3.47
c. Other Securities, if any	--	--	--
d. Other Investments	--	--	--
Funds-wise Break-up of Investment from Earmarked balances (a to c)	4352.39	4313.00	(-)39.39
a. Sinking Fund Investment	3833.00	3833.00	--
b. Guarantee Redemption Fund Investment	480.00	480.00	--
c. Calamity Relief Fund Investment	39.39	--	(-)39.39
Interest Realized	--	516.57	--

Source : Finance Accounts 2008-09

In line with the recommendation of the TFC, the State Government set up a sinking fund with effect from January 2003 for amortisation of market borrowing as well as other loans and debt obligations. The MTFP has made a projection for a provision of investment in the sinking fund at the rate of two *per cent* of the total outstanding debt at the end of each year. As on 31st March 2008, the investment in the sinking fund was Rs 3833 crore. No investment was made during 2008-09.

The efficiency of handling the cash balances by the State can also be assessed by monitoring the trends in monthly daily average of cash balances held by the State to meet its normal banking transactions. Table 1.20 presents the trends in monthly average daily cash balances and the investments in Auction Treasury Bills for the last three years (2006-09).

Table 1.20: Trends in Monthly Average Daily Cash Balances and the Investments in Auction Treasury Bills**

(Rupees in crore)

Month	Monthly Average Daily Cash Balances*			Investment in 14 days Treasury Bills**			Investment in Auction Treasury Bills**		
	2006-07	2007-08	2008-09	2006-07	2007-08	2008-09	2006-07	2007-08	2008-09
April	2157.25	2573.33	3320.71	4904.10	4817.41	7669.72	--	972.70	2929.20
May	2045.83	2002.68	2439.56	4285.63	4308.00	5176.30	485.55	490.70	1473.10
June	2078.83	1931.85	2173.14	4779.39	4024.05	4591.83	483.70	1964.60	490.65
July	2208.98	2088.00	2434.28	5267.95	5137.48	5780.24	--	--	2433.90
August	2444.38	2323.74	2182.03	5470.41	5419.16	4469.86	483.85	1446.75	1933.70
September	1783.65	1943.52	1640.43	4153.77	3509.95	3438.05	2098.04	1965.30	978.80
October	703.07	1488.25	2364.34	1707.84	3548.95	6230.06	--	982.90	2944.50
November	1040.36	1181.72	2163.08	2591.83	3357.22	4835.82	491.85	491.05	994.09
December	1086.44	1642.42	1901.87	2241.51	4354.35	4530.31	2265.56	981.80	1103.95
January	1128.06	2903.91	2890.31	3016.05	6577.64	7984.00	--	491.40	--
February	1190.14	2815.04	5859.10	2613.07	6387.02	12105.88	490.45	491.20	--
March	2244.24	4268.79	6951.09	7085.71	10324.03	14918.50	981.00	--	--
Average	1675.93	2263.60	3026.66	4009.77	5147.10	6810.88	648.33	856.53	1273.49

* Source: Finance Department, Government of Orissa.

** Source: Office of the AG(A&E), Orissa.

The State Government maintained more than the minimum cash balance (Rs 1.28 crore) including the cash balance investment with the Reserve Bank of India. One option for prudent financial management would be to maintain optimum cash balances and use the surpluses to settle some of the high cost bonds instead of investing the same in Reserve Bank of India Treasury Bills at low rates of interest.

▶ 1.7 Assets and Liabilities

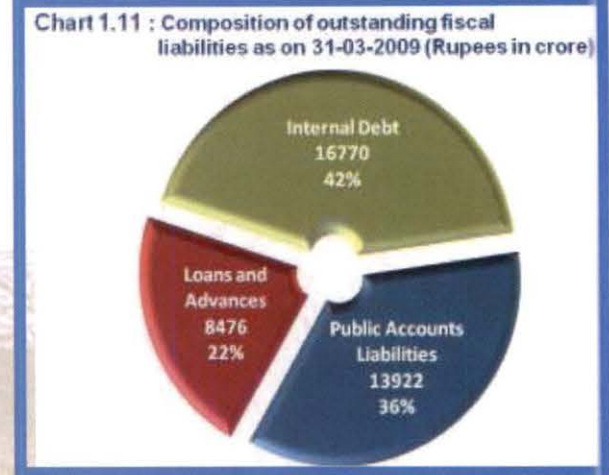
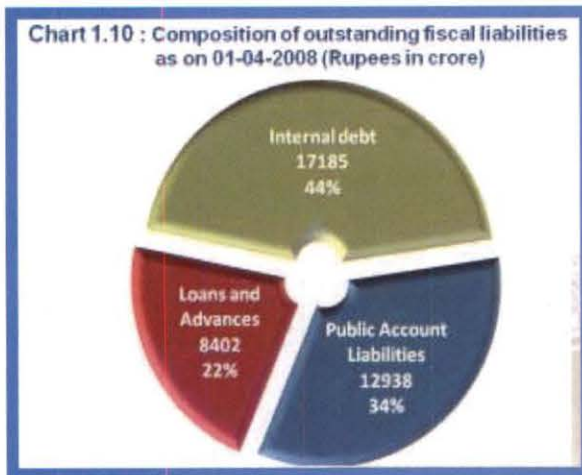
1.7.1 Growth and composition of Assets and Liabilities

In the existing Government accounting system, comprehensive accounting of fixed assets like land and buildings owned by the Government is not done. However, the Government Account do capture the financial liabilities of the Government and the assets created out of the expenditure incurred. *Appendix 1.4* gives an abstract of such liabilities and the assets as on 31 March 2009, compared with the corresponding position on 31 March 2008. The liabilities in this Appendix consist mainly of internal borrowings, loans and advances from the Gol, receipts from the Public Account and Reserve Funds and the assets comprise mainly the capital outlay and loans and advances given by the State Government and instruments in which surplus cash is invested.

After 2006-07, Government has accumulated huge cash balances and liquidated the past liabilities especially Gol loans and also made significant improvement in their fiscal balances owing to increase in its own receipts and the central transfers which helped the State Government in improving the asset-liability ratio during these years. During the recent years asset have increased substantially. However, the ratio of assets to liabilities remained at 84 *per cent* indicating that 16 *per cent* of liabilities still did not have an asset back-up in 2008-09 despite the Revenue surplus which the State has been experiencing since 2005-06 was not enough to wipe out the gap.

1.7.2 Fiscal Liabilities

The trends in outstanding fiscal liabilities of the State are presented in *Appendix 1.4*. However, the compositions of fiscal liabilities during the current year vis-à-vis the previous year are presented in **Chart 1.10** and **1.11**.



Fiscal liability as it stood on 1 April 2008 was Rs 38525 crore comprising internal debt of Rs 17185 crore (44 *per cent*), public accounts liability of Rs 12938 crore and loans and advance of Rs 8402 crore (22 *per cent*). However, it increased by Rs 643 crore to Rs 39168 crore as of 31 March 2009 comprising internal debt of Rs 16770 (42 *per cent*), public account of Rs 13922 crore (36 *per cent*) and Loans and Advances of Rs 8476 crore (22 *per cent*). The internal debt of Rs 16770 crore comprising of mainly market loan bearing interest Rs 7353.87 crore, loans from NABARD Rs 1109.64 crore and special securities issued to NSSF Rs 6822.27 crore. The Fiscal liabilities at the end of 2008-09 constituted 32 *per cent* of GSDP as against the TFC's recommendation of 28 *per cent*. However, the same was only 159 *per cent* of the revenue receipts of the State for 2008-09 as against the norm of 300 *per cent* prescribed in the State's FRBM Act, 2005.

1.7.3 Status of Guarantees - Contingent liabilities

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

As per Statement 6 of the Finance Accounts, the maximum amount for which guarantees were given by the State and outstanding guarantees for the last three years is given in Table-1.21.

Table 1.21: Guarantees given by the Government of Orissa

Guarantees	(Rupees in crore)		
	2006-07	2007-08	2008-09
Maximum amount guaranteed	8588.90	8586.90	8380.25
Outstanding amount of guarantees	2647.55	2168.43	1386.40
Percentage of maximum amount guaranteed to total revenue receipt	47.63	39.10	34.05
Criteria: Finance Department Resolution, dated 12 November 2002	11850.00	14085.00	18033.00

Source : Finance Accounts of Government of Orissa for respective years

Though no law has been enacted under Article 293 of the Constitution laying down the limit of such guarantee, an administrative limit has been imposed (November 2002) so that the total outstanding guarantee as on 1 day of April every year shall not exceed hundred *per cent* of the State's revenue receipts of the 2nd preceding year (as per the books of account maintained by Accountant General (A & E), Orissa).

The Government has set up a "Guarantee Redemption Fund" during 2002-03 to meet the contingent liabilities arising out of the total outstanding liabilities. As on 31 March 2009, Rs 480 crore has been invested in the Fund which comprised guarantee fee, special contribution and return earned on the funds invested.

Guarantees were given in respect of four statutory corporations, 26 Government companies, 46 Co-operative Banks and Societies and 86 Notified Area Councils, Municipality and Improvement Trusts. Maximum amount guaranteed and the amount outstanding against these bodies showed a reducing trend since 2006-07 as can be seen from the Table 1.21 above. Government in their resolution dated 19 March 2004 have issued instruction to the Public Sector Undertakings/Urban Local Bodies/Co-operative Societies etc., who have borrowed or intended to borrow against Government guarantees to open an Escrow Account in a Nationalised Bank. So far, 10 Escrow Accounts have been opened by 31 March 2009 out of 88 institutions.

Further, in consideration of the guarantee given by the Government, the institutions in some cases are required to pay guarantee commission at rates varying from 0.01 *per cent* to *one per cent*. However, out of 25 departments only six departments of the State Government have furnished the information till June 2009. The guarantee commission of Rs 3.34 crore was in arrear from Orissa Power Transmission Corporation Limited a Government company.

The State Government has also taken a number of steps to enhance the credibility of the State finances in the financial market. One such measure is discharging the State Government guarantees through one time settlement (OTS). So far, the State Government and various public sector undertakings, Co-operatives have paid Rs 666.87 crore under OTS schemes to discharge guarantee liabilities arising out of the default of loanee organizations

▶ 1.8 Debt Sustainability

Apart from the State Government debt magnitude, it is important to analyze various indicators that determine the debt sustainability⁷ of the

⁷ The Debt sustainability is defined as the ability of the State to maintain a constant debt-GDP ratio over a period of time and also embodies the concern about the ability to service its debt. Sustainability of debt therefore also refers to sufficiency of liquid assets to meet current or committed obligations and the capacity to keep balance between costs of additional borrowings

State. This section assesses the sustainability of debt of the State Government in terms of debt stabilization⁸; sufficiency of non-debt receipts⁹; net availability of borrowed funds¹⁰; interest burden payments (measured by interest payments to revenue receipts ratio) and maturity profile of State Government securities. **Table 1.22** analyzes the debt sustainability of the State according to these indicators for the period of three years beginning from 2006-07.

Table 1.22: Debt Sustainability: Indicators and Trends

(Rupees in crore)			
Indicators of Debt Sustainability	2006-07	2007-08	2008-09
Debt Stabilization (Quantum Spread + Primary Deficit)	4889	6816	5121
Sufficiency of Non-debt Receipts (Resource Gap)	+1089	+499	-1657
Net Availability of Borrowed Funds	(-)2395	(-)4109	(-)2772
Burden of Interest Payments (IP/RR Ratio)	0.18	0.14	0.12
Maturity Profile of State Debt (In Years)			
0 - 1	Not available	1438	1487
1 - 3		3184	3961
3 - 5		4660	4386
5 - 7		4484	4587
7 and above		11823	10526

Source: Maturity profile of the State debt obtained from AG (A&E)

Trends in fiscal variables indicating the progress towards the debt stabilisation reveals that during the last three year period 2006-09, quantum spread together with primary deficit consistently remained positive resulting in a continuous decline in debt/GSDP ratio from 42.27 in 2006-07 to 32.06 *per cent* (as against 30.74 *per cent* of TFC's projections in 2008-09. These trends indicate tendency towards the debt stabilization which would eventually improve the debt sustainability position of the State.

Another indicator for debt stability and its sustainability is the adequacy of incremental non-debt receipts of the State to cover the incremental interest liabilities and incremental primary expenditure. The trends in **Table 1.22** reveal that the incremental non-debt receipts of the State had been able to meet the incremental interest liabilities and

with returns from such borrowings. It means that rise in fiscal deficit should match with the increase in capacity to service the debt

⁸ A necessary condition for stability states that if the rate of growth of economy exceeds the interest rate or cost of public borrowings, the debt-GDP ratio is likely to be stable provided primary balances are either zero or positive or are moderately negative. Given the rate spread (GSDP growth rate – interest rate) and quantum spread (Debt rate spread), debt sustainability condition states that if quantum spread together with primary deficit is zero, debt-GSDP ratio would be constant or debt would stabilize eventually. On the other hand, if primary deficit together with quantum spread turns out to be negative, debt-GSDP ratio would be rising and in case it is positive, debt-GSDP ratio would eventually be falling.

⁹ Adequacy of incremental non-debt receipts of the State to cover the incremental interest liabilities and incremental primary expenditure. The debt sustainability could be significantly facilitated if the incremental non-debt receipts could meet the incremental interest burden and the incremental primary expenditure.

¹⁰ Defined as the ratio of the debt redemption (Principal + Interest Payments) to total debt receipts and indicates the extent to which the debt receipts are used in debt redemption indicating the net availability of borrowed funds.

incremental primary expenditure during the period 2006-08. The positive resource gap during 2006-07 and 2007-08 turned negative in the current year due to steep increase in non plan revenue expenditure by Rs 2248 crore and capital expenditure by Rs 936 crore when compared to the previous year. The negative resource gap weakens the capacity of the State to sustain the debt.

The debt sustainability of the State also depends on (i) the ratio of the debt redemption (Principal plus Interest Payments) to total debt receipts and (ii) application of available borrowed funds. The ratio of debt redemption to debt receipts indicates the extent to which the debt receipts are used in debt redemption indicating the net availability of borrowed funds. The solution to the Government debt problem lies in application of borrowed funds, i.e. they are (a) not being used for financing revenue expenditure and (b) being used efficiently and productively for capital expenditure which either provides returns directly or results in increased productivity of the economy in general which may result in increase in Government revenue.

During the current year, the Government repaid principal plus interest on account of internal debt of Rs 2566 crore; Government of India loans of Rs 1062 crore and also discharged other obligation of Rs 2426 crore, as a result of which payments exceeded the receipts during the year. During the recent years, the focus of the Government seems to be on discharging the past debt obligations both on account of principal and interest payments on loans raised from the market as well as from the Government of India.

The net fund available on account of internal debt and loans and advances from Government of India and other obligation providing interest and repayment varied from (-) 58.08 *per cent* in 2006-07 to (-) 84.51 *per cent* in 2008-09 . The State Government raised internal debt amounts of Rs 643 crore through NABARD and other Institutions (Rs 482 crore), Special securities issued NSSF (Rs 161 crore). Against these receipts, Government discharged past debt obligation (Principal plus interest) amounting to Rs 2566 crore resulting in negative net fund available under the debt account. During the current year, the Government repaid Gol loan including interest amounting to Rs 1062 crore and also discharged other obligation of Rs 2426 crore along with interest obligation, which were more than the total receipt resulting in negative net availability of funds during the year. The decreasing trend in the ratio of total debt receipts and debt redemption over the period indicate the State is progressing towards debt stabilization.

▶ 1.9 Fiscal Imbalances

Three key fiscal parameters - revenue, fiscal and primary deficits - indicate the extent of overall fiscal imbalances in the Finances of the State Government during a specified period. The deficit in the Government Account represents the gap between its receipts and

expenditure. The nature of deficit is an indicator of the prudence of fiscal management of the Government. Further, the ways in which the deficit is financed and the resources raised are applied are important pointers to its fiscal health. This section presents trends, nature, magnitude and the manner of financing these deficits and also the assessment of actual levels of revenue and fiscal deficits vis-à-vis targets set under FRBM Act/Rules for the financial year 2008-09.

1.9.1 Trends in Deficits

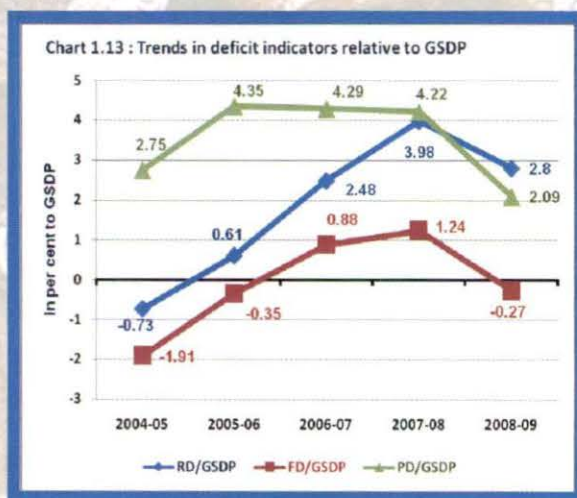
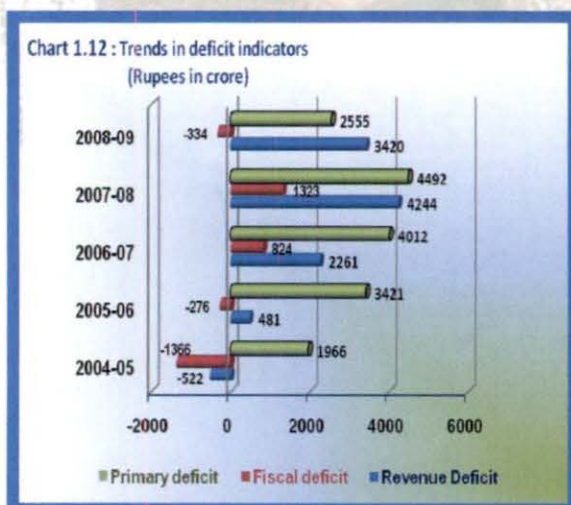
Table 1.23, Chart 1.12 and 1.13 presents the trends in deficit indicators over the period 2003-09.

Table 1.23: Deficits

Parameters	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
Revenue deficit (Rupees in crore)	(-) 1421	(-) 522	(+) 481	(+) 2261	(+) 4244	(+) 3420
Fiscal deficit (Rupees in crore)	(-) 3573	(-) 1366	(-) 276	(+) 824	(+) 1323	(-) 334
Primary deficit (Rupees in crore)	(-) 713	(+) 1966	(+) 3421	(+) 4012	(+) 4492	(+) 2555
RD/GSDP (per cent)	(-) 2.31	(-) 0.73	(+) 0.61	(+) 2.48	(+) 4.11	(+) 2.79
FD/GSDP (per cent)	(-) 5.82	(-) 1.91	(-) 0.35	(+) 0.90	(+) 1.28	(-) 0.27
PD/GSDP (per cent)	(-) 1.16	(+) 2.75	(+) 4.35	(+) 4.40	(+) 4.35	(+) 2.09
RD/FD (per cent)	(+) 39.77	(+) 38.21	NA	(+) 274.39	(+)320.78	NA

NA : Not applicable as there was a Revenue surplus

Source : Finance Accounts of Government of Orissa for respective years



Deficit in Government Account represents the gap between its receipts and expenditure. The nature of deficit is an indicator of the prudence of fiscal management by the Government. Further, the ways in which the deficit is financed and the resources raised are applied, are important pointers to its fiscal health.

Revenue surplus

Revenue account showed a deficit of Rs 522 crore in 2004-05 but turned into a surplus of Rs 481 crore in 2005-06. This surplus has steeply increased to Rs 4244 crore during 2007-08 and declined to

Rs 3420 crore during 2008-09. The decline in revenue surplus in the current year was due to increase in the revenue expenditure of Rs 3467 crore (20 *per cent*) and against an increase of revenue receipts of Rs 2643 crore (12 *per cent*). The increase in revenue expenditure was mainly due to rise in salary and pension costs of the Government on account of implementation of Sixth Pay Commission and increase in mandatory transfer to Local Bodies (Rs 857 crore) and assistance to other bodies (Rs 797 crore).

Fiscal deficit

The fiscal deficit, which comprises the total borrowing of the Government and its total resources gap consistently decreased from Rs 1366 crore in 2004-05 to Rs 276 crore in 2005-06 and formed into fiscal surplus in 2006-07 and 2007-08 and slipped back to fiscal deficit of Rs 334 crore during 2008-09.

Primary surplus

The primary surplus in the State of Rs 1966 crore in 2004-05 has increased to Rs 4492 crore in 2007-08 and decreased to Rs 2555 crore in 2008-09 was however, lower by Rs 1110 crore of 3 *per cent* of GSDP as prescribed in the State's FRBM Act, 2005.

1.9.2 Components of Fiscal Deficit and its Financing Pattern

The financing pattern of the fiscal deficit has undergone a compositional shift as reflected in the Table 1. 24.

Table 1.24: Components of Fiscal Deficit and its Financing Pattern

		(Rupees in crore)				
	Particulars	2004-05	2005-06	2006-07	2007-08	2008-09
Decomposition of Fiscal Deficit		(-)1366	(-) 276	824	1323	(-)334
1	Revenue surplus	(-)522	481	2261	4244	3420
2	Capital Expenditure	(-)1056	(-)1038	(-) 1451	(-) 2843	(-) 3779
3	Net Loans and Advances	212	281	14	(-)78	25
Financing Pattern of Fiscal Deficit*						
1	Market Borrowings	900	105	(-)788	(-) 874	(-)670
2	Loans from Gol	(-) 22	(-)543	(-)39	(-) 343	74
3	Special Securities Issued to NSSF	1318	1396	1036	(-)106	67
4	Loans from Financial Institutions	(-) 337	99	(-)14	(-)15	189
5	Small Savings, PF etc	559	1348	598	399	459
6	Reserve fund	(-)105	(-)180	271	(-) 85	(-)52
7	Deposits and Advances	(-) 234	149	(-)66	83	576
8	Suspense and Misc	(-)570	(-)1918	(-)1828	(-)1219	(-)522

	Particulars	2004-05	2005-06	2006-07	2007-08	2008-09
9	Remittances	0.00	4	(-)74	50	(-)1.00
10	Others	--				
11	Increase / decrease in cash Balance	(-)123	(-) 265	218	673	174
12	Net of OCF	(-)20	81	(-)138	114	40

*All these figures are net of disbursements/outflows during the year

Source : Finance Accounts of Government of Orissa for respective years

Decomposition of fiscal deficit/surplus shows fiscal surplus in 2006-07 turned into fiscal deficit in 2008-09 due to wide change in net capital expenditure (Rs 2328 crore). Fiscal deficit was primarily financed through loans from financial institutions, small savings and provident funds etc., deposits and advances and by reducing cash balances.

1.9.3 Quality of Deficit/Surplus

The ratio of revenue deficit to fiscal deficit and the decomposition of primary deficit into primary revenue deficit and capital expenditure (including loans and advances) would indicate the quality of deficit in the States' finances. The ratio of revenue deficit to fiscal deficit indicates the extent to which borrowed funds were used for current consumption. Further, persistently high ratio of revenue deficit to fiscal deficit also indicates that the asset base of the State was continuously shrinking and a part of borrowings (fiscal liabilities) were not having any asset backup. In the case of Orissa, there has been a revenue surplus since 2005-06. The bifurcation of the primary deficit (Table 1.25) would indicate the extent to which the deficit has been on account of enhancement in capital expenditure which may be desirable to improve the productive capacity of the State's economy.

Table 1.25: Primary deficit/Surplus - Bifurcation of factors

(Rupees in crore)

Year	Non-debt receipts	Primary Revenue Expenditure	Capital Expenditure	Loans and Advances	Primary Expenditure	Primary revenue deficit (-) /surplus (+)	Primary deficit (-) / surplus (+)
1	2	3	4	5	6 (3+4+5)	7 (3-6)	8 (2-6)
2004-05	12267	9040	1056	205	10301	(-)1261	1966
2005-06	14433	9907	1038	67	11012	(-)1105	3421
2006-07	18319	12584	1451	272	14307	(-)1723	4012
2007-08	22322	14554	2843	433	17830	(-)3276	4492
2008-09	24846	18301	3779	211	22291	(-)3990	2555

Source : Finance Accounts of Government of Orissa for respective years

The bifurcation of the factors resulting into primary deficit or surplus of the State during the period 2004-09 reveals that the State is experiencing primary surplus during these years. In other words, non-debt receipts of the State were enough to meet the primary

expenditure¹¹ requirements in the revenue account, rather left some receipts to meet the expenditure under the capital account.

1.9.4 State's Own Revenue and Deficit Correction

It is worthwhile to observe the extent to which the deficit correction is achieved by the State on account of improvement in its own resources which is an indicator of the durability of the correction in deficit indicators. Table 1.26 presents the change in revenue receipts of the State and the correction of the deficit during the last three years.

Table-1.26: Change in revenue Receipts and Correction of Deficit

Parameters	(Per cent of GSDP)			
	2006-07	2007-08	2008-09	
			BE	Actual
Revenue Receipts (a to d)				
a. State's Own Tax Revenue	6.50	6.44	5.95	6.54
b. State's Own Non- tax Revenue	2.77	2.49	6.35	2.60
c. State's Share in Central Taxes and Duties	6.66	7.37	6.75	6.78
d. Grants-in-Aid transferred by Gol	3.38	4.33	4.60	4.22
Revenue Expenditure	16.89	16.65	18.59	17.35
Revenue Deficit(-)/Surplus(+)	2.42	3.99	0.46	2.80
Fiscal Deficit(-)/Surplus(+)	0.88	1.24	3.63	(-)0.27

Source : Finance Accounts of Government of Orissa for respective years

State's own revenue (as percentage of GSDP) not only showed an increase over the previous year but also over the budget estimates. Revised estimate as a percentage of GSDP was contained below the level estimated in the budget. As a result, there was considerable positive variation in the revenue surplus as compared to budget estimate. In the case of fiscal deficit, however State had estimated a surplus of 3.63 *per cent* of GSDP but actually there was a deficit of 0.27 *per cent*.

▶ 1.10 Conclusion

The fiscal position of the State declined in current year with respect to previous year on account of decrease in rate of growth of revenue receipt at 12 *per cent* in 2008-09 in comparison to 22 *per cent* in 2007-08 and increase in rate of growth of revenue expenditure at 20 *per cent* in current year compared to 12 *per cent* in 2007-08. The actual realization of tax-revenue and non-tax revenue during 2008-09 was higher than the normative assessment of Twelfth Finance Commission (TFC) as well as the projection made in Fiscal Correction Path (FCP) / Medium Term Fiscal Plan (MTFP). Within the revenue

¹¹ 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.

receipts, the share of own revenue was only 45 *per cent* and the remaining constituted central transfers during the year. Besides, grants of Rs 4344 crore transferred by the Gol directly to the implementing agencies augmented the revenue receipts of the State Government by 17 *per cent* during the current year. As a percentage of total expenditure, revenue expenditure was 84 *per cent* and capital expenditure was only 15 *per cent* during the year. Capital expenditure as a percentage of aggregate expenditure was lower in Orissa when compared to All States average. Non-plan revenue expenditure had the predominant share of 75 *per cent* of the revenue expenditure. Salary expenditure, pension payments, interest payment and subsidies increased by 26 *per cent* during the year and constituted 58 *per cent* of total revenue expenditure during 2008-09. Expenditure on salaries as a percentage of revenue expenditure net of interest payments and pension exceeded the TFC's projection of 35 *per cent* due to implementation of Sixth Pay Commission. Subsidy costs showed a rise of over 400 *per cent* during 2008-09 over the previous year was far from the State's MTFP projection for the year. Interest receipts to outstanding loans were 2.37 *per cent* during 2008-09 as against the TFC's recommendation of gradual increase to seven *per cent* by the end of award period (2005-10).

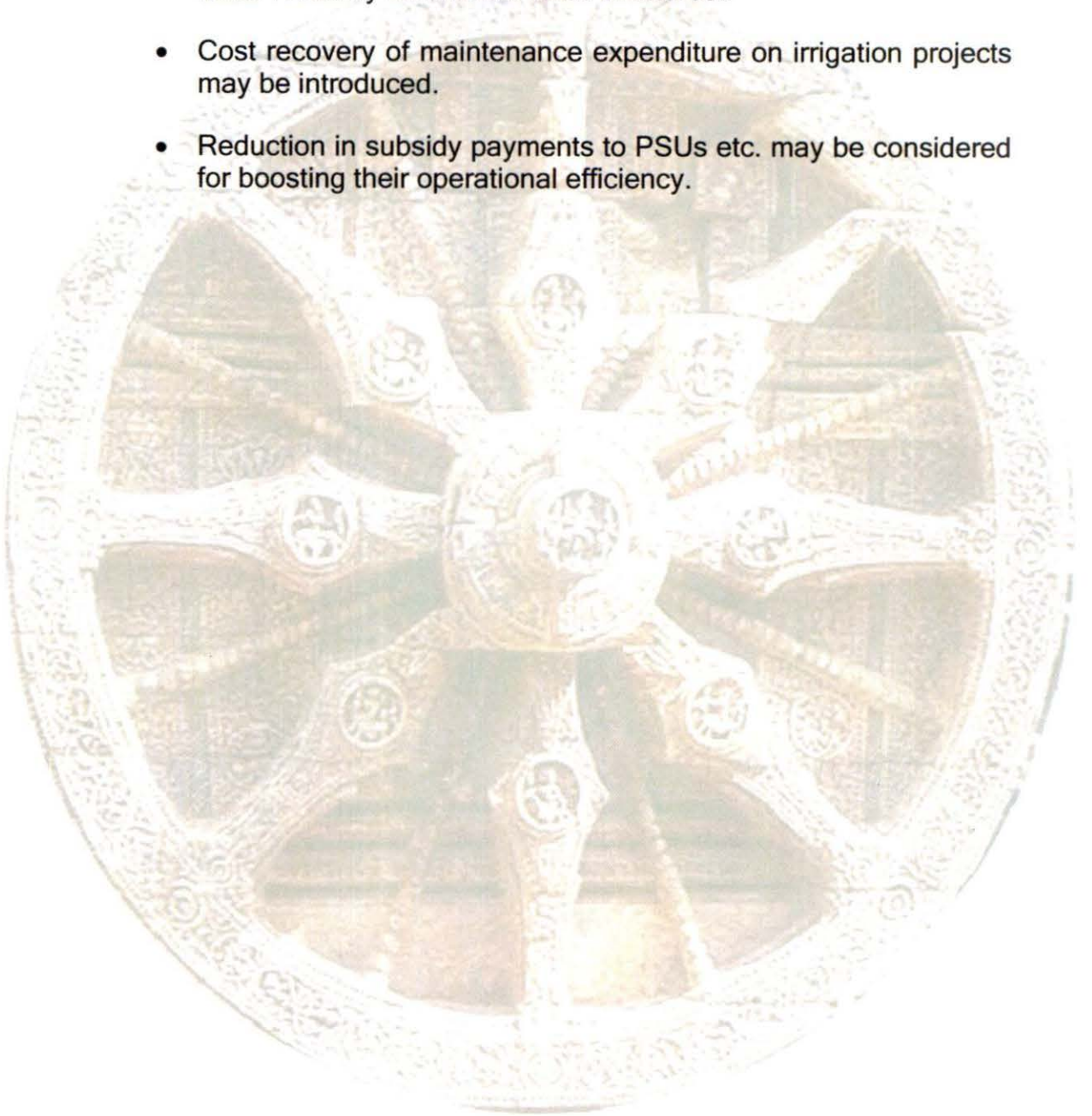
Although the State continued to achieve revenue surplus like it did in the previous three years; the overall fiscal position slipped to deficit in departure from the fiscal surplus achieved in the previous two years. The Fiscal liabilities at the end of 2008-09 constituted 32 *per cent* of GSDP as against the TFC's recommendation of 28 *per cent*. However, the State's continuous decline in debt/GSDP ratio from 43.30 in 2006-07 to 32.06 *per cent* in 2008-09 indicated tendency towards the debt stabilization of the State.

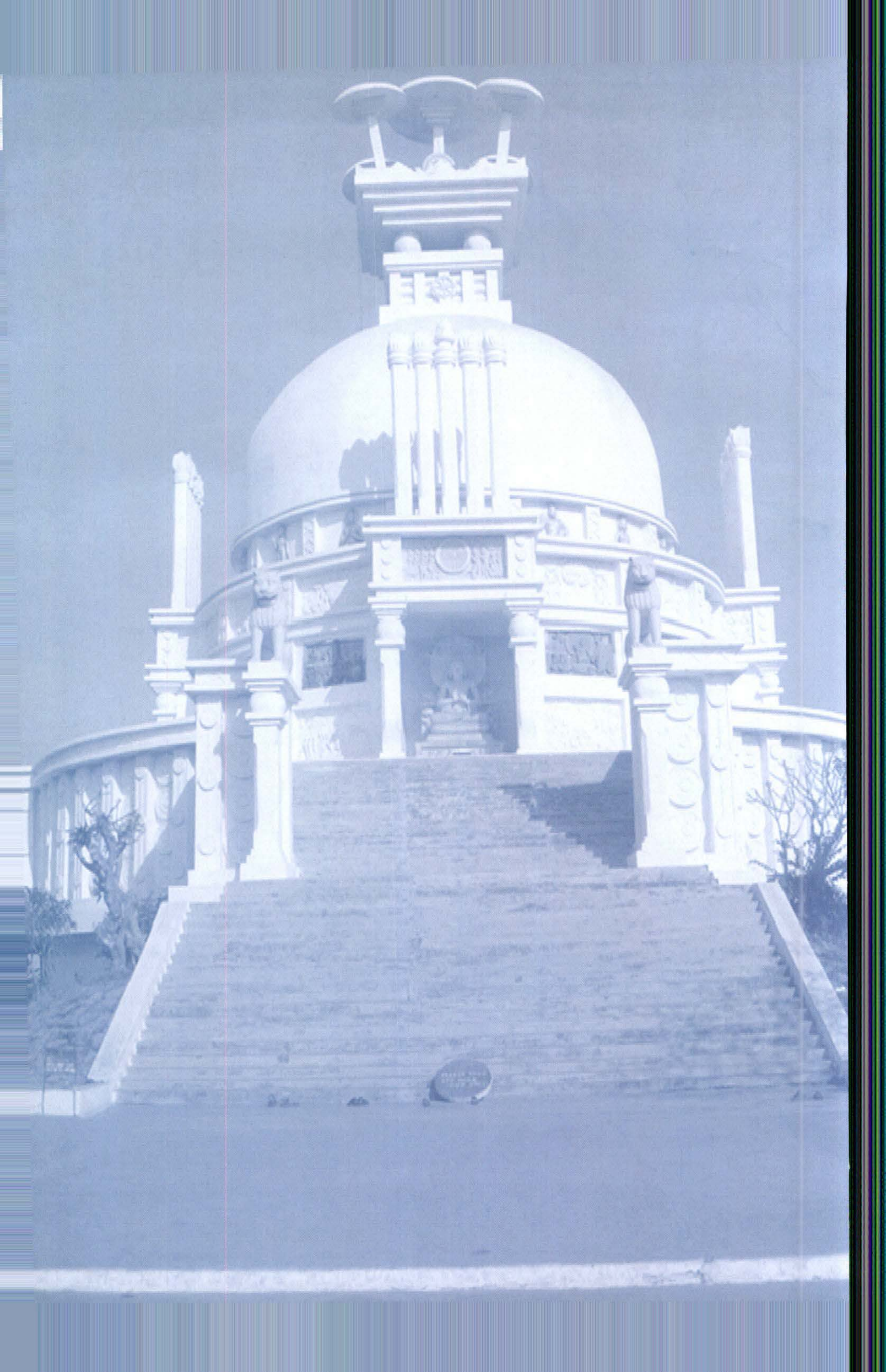
► 1.11 Recommendations

For achieving the fiscal reforms as recommended by the Twelfth Finance Commission, the State Government may take steps to bring about improvement in the following areas:

- State infrastructure may be strengthened for intake of higher Capital Expenditure for asset formation and sustained income generation.
- Contain the total expenditure to 16.3 *per cent* of the GSDP level.
- The revenue expenditure (17.3 *per cent* of GSDP) and non-plan revenue expenditure (13.6 *per cent* of GSDP) may be brought down to the level of 13.3 *per cent* and 11.67 *per cent* respectively and may be kept within the State's FCP norms.

- Expenditure on salaries as a percentage of revenue expenditure net of interest payments and pension require remedial measure to be within TFC's projection of 35 *per cent*.
- While maintaining an optimum cash balance with the Reserve Bank, the State may use the surpluses to settle some of the high cost bonds instead of investing the same in Reserve Bank of India Treasury Bills at low rates of interest.
- Cost recovery of maintenance expenditure on irrigation projects may be introduced.
- Reduction in subsidy payments to PSUs etc. may be considered for boosting their operational efficiency.





Financial Management and Budgetary Control

2.1 Introduction

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

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

2.2 Summary of Appropriation Accounts

The summarized position of actual expenditure during 2008-2009 against 42 grants/appropriations was as given in **Table 2.1**:

Table 2.1: Summarized position of actual expenditure vis-à-vis Original/supplementary provisions

(Rupees in crore)						
	Nature of expenditure	Original grant/ Appropriation	Supplementary grant/ appropriation	Total	Actual expenditure	Saving (-)/ Excess (+)
Voted	I Revenue	18558.02	5901.27	24459.29	18303.80	(-)6155.49
	II Capital	3252.68	1279.75*	4532.43	3839.11*	(-)693.32
	III Loans and Advances	329.24	79.24	408.48	210.97	(-)197.51
Total Voted		22139.94	7260.26	29400.20	22353.88	(-)7046.32

	Nature of expenditure	Original grant/ Appropriation	Supplementary grant/ appropriation	Total	Actual expenditure	Saving (-)/ Excess (+)
Charged	IV Revenue	4708.81	8.56	4717.37	2920.56	(-)1796.81
	V Capital	4.05	5.39	9.44	5.67	(-)3.77
	VI Public Debt- Repayment	1894.28	63.48	1957.76	1492.61	(-)465.15
Total Charged		6607.14	77.43	6684.57	4418.84	(-)2265.73
Appropriation to Contingency Fund (if any)			250.00	250.00	250.00	...
Grand Total		28747.08	7587.69	36334.77	27022.72	(-)9312.05

Source: Orissa Appropriation Act, 2008 & Appropriation and Finance Accounts 2008-09.

*Excludes Rs 250.00 Crore transferred to Orissa Contingency Fund which is shown separately.

The expenditure figures were gross figures without taking into account the recoveries adjusted in accounts as reduction of expenditure under Revenue heads (Rs 34.24 crore) and Capital heads (Rs 65.61 crore). The overall saving of Rs 9312.05 crore was the result of saving of Rs 9313.13 crore in 37 grants and two appropriation under Revenue Section, 21 grants and two appropriation under Capital Section and offset by excess of Rs 1.08 crore in two grants under Revenue Section and one grant under Capital Section.

The savings/excesses (Detailed Appropriation Accounts) were referred (30 July 2009) by the office of the Accountant General (A&E) to the Controlling Officers requesting them to explain the significant variations. However, specific reasons from them had not been received (October 2009).

2.3 Financial Accountability and Budget Management

2.3.1 Appropriation vis-à-vis Allocative Priorities

The outcome of the appropriation audit reveals that in 12 cases relating to 10 grants, savings exceeded Rs 10 crore in each case and by more than 20 per cent of total provision (*Appendix 2.1*). Against the total savings of Rs 4956.63 crore, savings of Rs 4832.16 crore (97.49 per cent)¹ occurred in seven cases relating to five grants as indicated in Table 2.2.

Table 2.2: List of Grants with savings of Rs 50 crore and above

(Rupees in crore)						
Sl. No.	No. and Name of the Grant	Original	Supplementary	Total	Actual Expenditure	Savings
Revenue-Voted						
1	3- Revenue and Disaster Management Department	1259.73	2098.80	3358.53	870.33	2488.20
2	5- Finance Department	3823.84	34.04	3857.88	2196.01	1661.87
3	12-Health and Family Welfare Department	1002.89	207.91	1210.80	897.23	313.57

¹ Exceeding Rs 50 crore in each case.

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Sl. No.	No. and Name of the Grant	Original	Supplementary	Total	Actual Expenditure	Savings
4	33-Fisheries and Animal Resources Development Department	194.92	84.26	279.18	223.31	55.86
Capital-Voted						
5	5- Finance Department	249.51	306.34	555.85	394.98	160.87
6	22-Forest and Environment Department	185.90	8.79	194.69	112.91	81.78
Revenue-Charged						
7	5-Finance Department	70.01	-	70.01	...	70.01
TOTAL		6786.80	2740.14	9526.94	4694.77	4832.16

Source : Appropriation Accounts for respective years

Specific reasons for excessive savings were not intimated by the Departments.

2.3.2 Persistent Savings

During 2008-09 in 10 grants, savings ranged from Rs 3.30 crore to Rs 2488.20 crore and also by nine *per cent* to 74 *per cent* of the total grant. The savings persisted in all the ten grants during 2004-09 as detailed in Table 2.3 below.

Table 2.3: List of Grants indicating Persistent Savings during 2004-09

		(Rupees in crore)				
		Amount of savings				
Sl. No.	Number and name of the grant	2004-05	2005-06	2006-07	2007-08	2008-09
Revenue-Voted						
1	3-Revenue	166.08 (17)	129.37 (13)	570.56 (33)	441.84 (35)	2488.20 (74)
2	5-Finance	403.14 (23)	473.05 (25)	455.92 (23)	323.42 (15)	1661.87 (43)
3	22-Forest and Environment	41.18 (32)	21.18 (17)	27.94 (16)	38.18 (14)	50.49 (14)
4	23-Agriculture	34.30 (12)	101.57 (29)	42.81 (14)	179.18 (32)	57.34 (9)
5	30-Energy	55.22 (55)	12.51 (24)	42.76 (56)	64.55 (26)	38.51 (12)
6	31-Textiles and Handloom	43.61 (69)	20.94 (40)	5.63 (10)	36.01 (46)	16.51 (23)
7	36-Women and Child Development	84.21 (17)	266.46 (32)	130.42 (15)	238.13 (18)	151.16 (9)
Capital-Voted						
1	01-Home	52.47 (70)	35.36 (44)	33.32 (39)	24.80 (25)	18.11 (13)
2	07-Works	53.44 (16)	87.20 (27)	296.82 (48)	210.31 (30)	195.82 (17)
3	33-Fisheries and Animal Resources	1.79 (92)	4.64 (94)	3.36 (63)	9.29 (95)	3.30 (73)

Source : Appropriation Accounts for respective years

As stated above, the reasons attributed to savings were of general nature and not specific.

2.3.3 Excess Expenditure

In eight grants, expenditure aggregating Rs 616.18 crore was more than Rs 10 crore (15 cases) which exceeded the approved provisions by Rupees two crore and more in each case and by more than 20 per cent of the total provisions. Details are given in *Appendix 2.2*.

2.3.4 Expenditure without Provision

As per the Budget Manual, expenditure should not be incurred on a scheme/service without provision of funds. However, expenditure of Rs 9.71 crore was incurred in two grants (three cases) without any provision in the original estimates/supplementary demand and without any re-appropriation orders to this effect as detailed in **Table 2.4**

Table 2.4: Expenditure incurred without provision during 2008-09

(Rupees in crore)			
Sl. No.	Number and Name of Grants/ Appropriations	Amount of Expenditure without provision	Reasons / Remarks
1	07-Works Department-(Revenue Voted)-2059-Public Works -State Plan-State Sector-80- General-800-Other Expenses-(16)1012-Other Expenses	0.07	Reasons for expenditure without provision were not intimated.
2	07-Works Department-(Capital Voted)-4202-Capital Outlay on Education Sports, Arts & Culture-Central Plan-State Sector-03- Sports and Youth Services-Sports stadia-789-Special Component Plan for Schedule Castes-(77)-0182- Construction of buildings.	0.02	Reasons for expenditure without provision were not intimated.
3	28-Rural Development Department (Revenue Voted)-2215-Water supply and Sanitation-State Plan-State Sector-01-Water Supply-(32)-1759-Rural Drinking Water Supply	9.62	Reasons for expenditure without provision were not intimated.
TOTAL		9.71	

Source : Appropriation Accounts 2008-09

2.3.5 Drawal of funds to avoid lapse of budget grant

According to the provisions of Orissa Treasury Code Volume I (Rule 242) and Orissa Budget Manual (Rule 141), no money should be drawn from the Treasury unless it is required for immediate disbursement. Besides, it is not permissible to draw money from treasury for keeping in banks or under Civil Deposit to prevent the lapse of budgetary grants. But as per Finance Accounts for the year 2008-09 of the State Government, the unspent opening balance of Rs 466.19 crore as on 1 April 2008 under 8443-Civil Deposits-800-Other Deposits increased to Rs 539.92 crore as at the close of 31 March 2009. The amounts drawn were neither fully spent for the specific purposes nor remitted to Government Account before closure of the financial year 2008-09.

2.3.6 Excess over provisions relating to previous years requiring regularization

As per Article 205 of the Constitution of India, it is mandatory for a State Government to get the excess over a grant/appropriation regularized by the State Legislature. Although no time limit for regularisation of expenditure has been prescribed under the Article, but the regularization of excess expenditure amounting to Rs 9098.83 crore for the years 1997-2008 was yet to be done as detailed in Table 2.5.

Table 2.5: Excess over provisions relating to previous years requiring regularization (Rupees in crore)

Year	Number of		Grant/ appropriation numbers	Amount of excess	Stage of consideration by Public Accounts Committee (PAC)
	Grants	Appropriations			
1997-98	6	2	3-Revenue, 5- Finance, 7- Works, 13-Housing and Urban Development, 15-Sports and Youth Services, 22-Forest and Environment, 6003-Internal Debt of the State Government and 6004-Loans	989.97	Under consideration of PAC.
1998-99	9	-	5-Finance, 6-Commerce, 7-Works, 8-Legislative Assembly, 12-Health and Family Welfare, 13-Housing and Urban Development, 24-Steel and Mines, 32-Tourism and Culture, 35-Public Enterprises	126.26	Under consideration of PAC. Tourism and Culture Department yet to render explanatory note to PAC for amount of Rs 0.13 crore.
1999-2000	11	1	1-Home, 5-Finance, 6-Commerce, 7-Works, 8-Orissa Legislative Assembly, 10-School and Mass Education, 17-Panchayati Raj, 20-Water Resources, 26-Excise, 28-Rural Development, 29-Parliamentary Affairs and 6003-Internal debt of the State Government	2658.52	Under consideration of PAC
2000-01	6	2	6-Commerce, 7-Works, 8-Orissa Legislative Assembly, 10-School and Mass Education, 20-Water Resources, 22-Forest and Environment, 6003- Internal Debt of the State Government, 6004-Loans and Advances from Central Government	2474.48	Under consideration of PAC except for Rs 2.82 crore relating to Commerce Department for which explanatory note awaited.
2001-02	3	1	15-Sports and Youth services, 20-Water resources, 28-Rural Development and 6004-Loans and Advances from Central Government	393.58	Under consideration of PAC
2002-03	3	2	8-Orissa Legislative Assembly, 15-Sports and Youth services, 20-Water Resources, 6003-Internal Debt of State Government and 6004-Loans and Advances from Central Government	2068.93	Under consideration of PAC
2003-04	2	-	13-Housing and Urban Development, 21-Transport	0.0025	Explanatory note awaited from the Departments.
2004-05	3	-	7-Works, 34-Co-operation and 38-Higher Education	9.94	Under consideration of PAC
2005-06	2	-	7-Works, 31-Textile and Handloom	0.06	Explanatory note awaited from the Textile and Handloom Department and Works Department.
2006-07	1	1	22-Forest and Environment 6004-Loans and Advances from Government of India	362.05	Explanatory note for Rs 15.91 crore awaited from the Forest and Environment Department.
2007-08	1	-	22-Forest and Environment (voted)	15.04	Explanatory note for Rs 15.04 crore awaited from the Forest and Environment Department.
TOTAL	47	9		9098.8325	

Source : Appropriation Accounts 2007-08 and Audit Reports for respective years.

2.3.7 Excess over Consolidated Fund of the State (CFS) during 2008-09 requiring regularization

Table 2.6 contains the summary of total excess in three grants amounting to Rs 1.08 crore over authorisation from the Consolidated Fund of the State (CFS) during 2008-09 and requires regularisation under Article 205 of the Constitution.

Table 2.6: Excess over provisions requiring regularization during 2008-09

(Rupees in crore)

Sl. No.		Number and title of grant/appropriation	Total grant/appropriation	Expenditure	Excess
Revenue (Voted)					
1	34	Expenditure relating to Co-operation Department.	152.29	153.34	1.05
Capital (Charged)					
2	28	Expenditure relating to Rural Development Department.	0.15	0.16	0.01
Revenue (Charged)					
3	08	Orissa Legislative Assembly	0.19	0.21	0.02
Total			152.63	153.71	1.08

Source : Appropriation Accounts 2008-09

No reasons for excess expenditure over authorization from the Consolidated Fund of the State were furnished by the concerned Departments.

2.3.8 Unnecessary/Excessive/Inadequate supplementary provision

Supplementary provision aggregating to Rs 2645.60 crore obtained in 13 cases, during the year 2008-09 proved unnecessary as the expenditure did not come up to the level of original provision as detailed in *Appendix 2.3*. Supplementary provision of Rs 137.34 crore proved insufficient by more than rupees one crore in 17 cases leaving an aggregate uncovered excess expenditure of Rs 83.03 crore (*Appendix 2.4*).

2.3.9 Excessive/unnecessary re-appropriation of funds

Re-appropriation is transfer of funds within a grant from one unit of appropriation, where savings are anticipated, to another unit where additional funds are needed. Re-appropriations proved excessive or insufficient and resulted in savings/excess of over Rs 10 lakh in 430 sub-heads, of which excess/saving was more than rupees one crore in 63 sub-heads (savings of Rs 451.27 crore in 44 sub-heads under 15 grants and excess of Rs 180.02 crore in 19 sub-heads under 11 grants)

as detailed in *Appendix 2.5*. The reasons of savings /excess were not intimated.

2.3.10 Unexplained re-appropriations

According to Rule 139 of Orissa Budget Manual, reasons for the additional expenditure and the savings should be explained in the re-appropriation statement and vague expressions should be avoided. Scrutiny of re-appropriation orders issued by the Finance Department revealed that in respect of 790 items out of 1186 (67 *per cent*), reasons given for additional provision/withdrawal of provision in re-appropriation orders were vague like "actual requirement", "based on latest assessment" and "restriction of expenditure" and no specific reasons were recorded.

2.3.11 Substantial surrenders

Substantial surrenders (involving more than 50 *per cent* of total provision) were made in respect of 331 sub-heads representing scheme/ programmes/ projects/ activities due to non-implementation or slow implementation thereof and provision of Rs 5895.48 crore (78 *per cent*) out of Rs 7539.33 crore was surrendered, including cent *per cent* surrenders in 160 schemes (Rs 879.03 crore). In 23 test-checked cases given in *Appendix 2.6*, cent *per cent* surrender was attributed to non release of Central share (eight cases), non receipt of contributions from beneficiaries (two cases), plan cut (four cases) and non implementation of UGC Scale of Pay (two cases). No reasons were assigned in remaining (seven) cases.

2.3.12 Surrender in excess of saving

As against savings of Rs 357.13 crore, the amount surrendered was Rs 362.02 crore resulting in excess surrender of Rs 4.89 crore. In nine cases, such excess was more in each case of surrender. Details are given in *Appendix 2.7*.

The surrenders indicate weak control over spending on activities for which provision(s) were made.

2.3.13 Anticipated savings not surrendered

As per Rule 146 of Orissa Budget Manual, the spending departments are required to surrender the grants/appropriations or portion thereof to the Finance Department as and when the savings are anticipated. At the close of the year 2008-09, there were, however, 25 grants in which savings noticed but no part of such saving was surrendered by the concerned departments. The amount involved in these cases was Rs 1382.84 crore (21 *per cent* of the total savings) (*Appendix 2.8*).

Similarly, of the total savings of Rs 6920.46 crore (i) Savings of rupees one crore and above in each grant/appropriation aggregated to Rs 2430.62 crore (35 *per cent* of total savings) in 23 grants (27cases) which were not surrendered; details are in *Appendix 2.9* and (ii) Surrender of funds in excess of Rs 10 crore in each case on the last

two working days of March 2009 in 44 cases aggregated to Rs 5428.43 crore (*Appendix 2.10*). These indicate inadequate financial control and non allocation of funds for intended development purposes, which contributed to huge revenue surplus.

2.3.14 Rush of expenditure

According to Rule 147 of Orissa Budget Manual, rush of expenditure in the closing month of the financial year should be avoided. Contrary to this, in respect of 66 sub-heads listed in *Appendix 2.11*, expenditure exceeding Rs 10 crore and also more than 50 *per cent* (in each case) of the total expenditure for the year was incurred in March 2009. Table 2.7 also represents the major heads where 100 *per cent* of expenditure was incurred during the last month of the financial year.

Table 2.7: Cases of rush of expenditure towards the end of the financial year 2008-09

(Rupees in crore)

Sl. No.	Major Head	Total expenditure during the year	Expenditure during March 2009	
			Amount	Percentage of total expenditure
1	3-2245-Relief on account of Natural Calamities.	531.53	531.53	100
2	7-5054-Capital Outlay on Roads and Bridges	125.86	125.86	100
3	10-2202-General Education	50.00	50.00	100
4	12-2210- Medical and Public Health	45.50	45.50	100
5	13-4215-Capital Outlay on Water Supply and Sanitation.	21.70	21.70	100
6	19-6885- Other Loans to Industries and Minerals	41.90	41.90	100
7	30-2801-Power	111.38	111.38	100
8	30-4801-Capital Outlay on Power Projects	23.06	23.06	100
9	38-2202-General Education	16.75	16.75	100
TOTAL		967.68	967.68	100

Source : Monthly Appropriation Reports for the month of March 2009 of AG(A&E)

Release of funds at the end of financial year does not give required time for proper execution of the planned activities during the year.

▶ 2.4 Non-reconciliation of departmental figures

2.4.1 Pendency in submission of Detailed Countersigned Contingent Bills against Abstract Contingent Bills

As per provisions of SR 260 and 261 of Orissa Treasury Code Vol. I (OTC) read with Rule 84 of the Orissa General Financial Rule (OGFR), every drawing officer has to certify in each Abstract Contingent (AC) bill that detailed bills for all contingent charges drawn by him prior to the first of the current month have been forwarded to the respective controlling officers for counter signature and transmission to the

Accountant General. The total amount of Detailed Countersigned Contingent (DCC) bills received during the period 2003-04 to 2008-2009 was only Rs 111.28 crore against the amount of AC bills of Rs 192.50 crore leading to an outstanding balance of DCC bills of Rs 81.22 crore as on 31 March 2009. Year wise details are given in Table 2.8.

Table 2.8: Pendency in submission of DCC Bills against AC Bills

(Rupees in crore)				
Year	Amount of AC bills	Amount of DCC bills outstanding	DCC bills as percentage of AC bills	No of outstanding AC bills
2003-04	38.91	14.10	36.23	7649
2004-05	24.57	5.65	22.99	2187
2005-06	14.48	1.80	12.43	1251
2006-07	39.51	10.64	26.93	1583
2007-08	23.31	5.65	24.24	2768
2008-09	51.72	43.37	83.87	6042
Total	192.50	81.21	42.18	21480

Source : Information furnished by AG(A&E).

Department-wise pending DCC bills for the years up to 2008-09 is detailed in Appendix 2.12. As the amount is already charged to the works / activities concerned, delayed adjustment of unspent balances may lead to booking of excess of cost than actual expenditure, temporary misappropriation of funds, amounts of unspent advances remaining out of Government account.

2.4.2 Un-reconciled expenditure

To enable Controlling Officers of Departments to monitor and progress of expenditure to keep it within the budget grants and also to ensure accuracy of their accounts, Orissa Budget Manual (Rule 133) and Orissa General Financial Rules (Rule 318) stipulate that expenditure recorded in their books be reconciled by them every month during the financial year with that recorded in the books of the Accountant General (A&E). Even though non-reconciliation of Departmental figures is being pointed out regularly in Audit Reports, lapses on the part of Controlling Officers in this regard continued to persist during 2008-09 also as eight Controlling Officers did not reconcile expenditure amounting to Rs 586.57 crore fully as of 30 March 2009, of which, amounts exceeding Rs 10 crore in each case remained un-reconciled during 2008-09 in respect of the following four Controlling Officers as given in Table 2.9.

Table 2.9: List of controlling officers where amounts exceeding Rs 10 crore in each case remained un-reconciled during 2008-2009

(Rupees in crore)

Sl. No.	Controlling Officers	Amount not reconciled
1.	Principal Secretary to Government, Commerce and Transport Department	10.21
2.	Commissioner-cum Secretary to Government, Women and Child Development Department	259.73
3.	Director, Vocational Education, Industries Department.	18.33
4.	Chief Engineer and Basin Manager, Budhabalanga, Subarnarekha and Baitarani Basin, Water Resources Department.	296.43

Source: Information furnished by AG (A&E).

2.5 Advances from Contingency Fund

The Contingency Fund of the State has been established under the Orissa Contingency Fund Act, 1967 in terms of provisions of Article 267 (2) and 283 (2) of the Constitution of India. Advances from the fund are to be made only for meeting expenditure of an unforeseen and emergent character, postponement of which, till its authorization by the Legislature, would be undesirable. The fund is in the nature of an imprest and required to be recouped by obtaining supplementary grants during the first session of Assembly immediately after the advance is sanctioned. Its corpus was enhanced (October 2008) from Rs 150 crore to Rs 400 crore. During 2008-09, advances of Rs 11.07 crore were sanctioned and withdrawn from the fund and Rs 51.34 crore was recouped leaving a further sum of Rs 24.15 crore relating to earlier period un-recouped upto the end of March, 2009 as detailed in Table 2.10.

Table 2.10: Un-recouped amount of the Contingent Fund of the State.

(Rupees in crore)

Period	Amount	Remarks
1998-1999	0.75	More than 5 years and less than 10 years
1999-2000	12.33	More than 5 years and less than 10 years
2008-2009	11.07	Below one year.
TOTAL	24.15	

Source : Information furnished by AG(A&E).

▶ 2.6 Personal Deposit Accounts

Note below Rule 141 read with sub-rule (3) of Orissa Budget Manual (OBM) provides that no money should be withdrawn from the treasury unless it is required for immediate use. Nor it is permissible to draw money from the treasury and then to place it in deposit in order to avoid lapse of allotment. If under any special circumstances money is drawn in advance (under the orders of competent authority), the unspent balance of the amount so drawn should be refunded to the treasury at earliest possible opportunity and in any case before the end of the financial year in which the amount was drawn. Further, according to the provisions of the Orissa Treasury Code, Volume I (Rule 423) Personal Deposit (PD) accounts remaining in-operative for three full financial years were to be closed automatically and the unspent balances were to be transferred to Government Account for which the Treasury Officers were to furnish detailed information to the Accountant General (A&E) immediately after 31 March of each financial year.

As per information furnished to Audit by the Director of Treasuries and Inspection, Orissa, all 918 PD accounts under 8443-Civil Deposits-106-Personal Deposit accounts under operation in the State were closed with unspent balances amounting to Rs 322.11 crore as of 31 March 2009 without being transferred back to the relevant service heads from which the same were originally provided. Besides, inspection of Treasuries by the Accountant General (A&E) during 2008-09 also revealed that in five Treasuries/Sub-Treasuries 28 PD accounts with balances of Rs 131.20 crore were kept idle continuously for more than three years as of 31 March 2008 without taking steps for their closure. The details are furnished in the *Appendix 2.13*.

▶ 2.7 Errors in budgeting process

2.7.1 Rush of Expenditure

As per Budget Manual, Controlling Officers are responsible for ensuring effective control over progressive expenditure and guard against rush of expenditure in the last month/quarter of the financial year. On scrutiny of records of Rural Development Department it was revealed that out of total expenditure of Rs 254.49 crore, Rs 186.63 crore (73.33 *per cent*) was incurred during last quarter (January-March 2009) of which Rs 155.44 crore (61.08 *per cent*) during the last month (March 2009) under six schemes/services.

2.7.2 Surrender of Entire Provision

Scrutiny of records of Rural Development Department revealed that the entire provision of Rs 1.35 crore made in the Budget Estimates

(2008-09) under Centrally Sponsored Plan towards Management Information System and Computerization was surrendered at the end of the financial year.

▶ 2.8 Outcome of review of selected grants

Review of the budget proposals, actual expenditure and fund management in respect of Tourism and Culture (Grant No. 32) and Women and Child Development (Grant No. 36) Departments revealed the following irregularities

2.8.1 Persistent savings

Persistent savings were noticed in Grant No. 32 (Tourism and Culture Department) both under revenue and capital during consecutive three years from 2006-07 to 2008-09. Total saving during these years under revenue account was Rs 4.19 crore and under capital account was Rs 2.42 crore.

2.8.2 Belated surrender

Orissa Budget Manual (Rule 144 and 146) provides that all anticipated savings should be surrendered immediately after these are foreseen and latest by 10 March of the financial year. However, in violation of these instructions, Rs 123.54 crore was surrendered by the two departments during 2008-09 (Tourism and Culture Department: Rs 2.64 crore and Women and Child Development Department: Rs 120.90 crore²) on 31 March 2009. Similarly, out of total savings of Rs 2.76 crore (Rs 1.66 crore in 2006-07 and Rs 1.10 crore in 2007-08), Rs 2.56 crore (Rs 1.45 crore in 2006-07 and Rs 1.11 crore in 2007-08) was also surrendered by Tourism and Culture Department on the last day of the financial year.

2.8.3 Persistent surrender of entire provision

Tourism and Culture Department surrendered the entire provision of Rs 194.20 lakh³ under "5452-Capital outlay on tourism (Centrally Sponsored Plan-State Sector)-01-Tourist infrastructure" and "2205 (Centrally Sponsored Plan-State Sector)-102-Promotion and Art and Culture" during 2006-07 to 2008-09. In Grant 36 (Women and Child Development Department), the entire provision of Rs 5.47 crore under "2236-Nutrition-State Plan-District Sector-0980-Nutrition for adolescent girls" and Rs 12 lakh under "2235-Social Security and Welfare-State Plan-District Sector-02-Social Welfare-101-Welfare of Handicapped" was surrendered during 2008-09.

² As per Appropriation Account, amount surrendered was Rs 120.90 crore where as Rs 121.81 crore was surrendered by Women and Child Development Department vide letter number W&CD 7820 dated 31 March 2009. The discrepancy has not been reconciled.

³ 2006-07: Rs 96.20 lakh, 2007-08:Rs 24.00 lakh and 2008-09: Rs 74.00 lakh

2.8.4 Non-utilisation of central assistance

The central plan scheme of "Development of tourist circuit Bhubaneswar -Puri-Chilika under Mega project" with project cost of Rs 35.78 crore⁴, was to be undertaken on cost sharing basis between the Government of India (GoI) and the State Government. The GoI sanctioned and directly released (08 June 2008) 50 per cent of the central share of Rs 15.11 crore in favour of Orissa Tourism Development Corporation Limited (OTDC), the executing agency, for utilization within 18 months i.e by 7 December 2009. However, the State share of Rs 2.78 crore was neither released by the State Government nor the executing agency commenced the work (October 2009). Besides, in two other projects⁵ under central plan scheme, despite sanction and direct receipt (November / December 2008) of central assistance of Rs 5.76 crore against the project cost of Rs 7.20 crore by the OTDC, the works were not commenced by the executing agency (October 2009). It was further noticed that Rs 66.15 crore⁶ was released to the executing agency during 2004-08 for execution of 14 schemes with project cost of Rs 85.96 crore⁷. However, it was noticed that Rs 21.88 crore was spent and balance Rs 44.27 crore remained unspent as of October 2009. Consequently, the works remained incomplete.

2.8.5 Huge Cash balances with Drawing and Disbursing Officers

The Orissa Budget Manual (Note below Rule 141) as well as the Orissa Treasury Code Volume I (Rule 242) prohibit drawal of funds without immediate requirement in order to avoid lapse of allotment. In case under any special circumstances, fund is drawn from the treasury in advance, the unspent balance should be refunded to the treasury at the earliest before the end of the concerned financial year. Mention was made (paragraph 4.5.6) in C&AG's Report (Civil) for year ended 31 March 2006 on Government of Orissa regarding irregular retention of Government money outside Government account by the Director of Culture (DC). Scrutiny of the cash book of DC revealed that the closing balance of Rs 5.13 crore in the cash book as on 31 March 2009 included 512 un-disbursed bank drafts (BDs) for Rs 2.58 crore of which 438 BDs for Rs 1.54 crore⁸ continued to remain un-disbursed (October 2009) to the payees for periods ranging from nine months to more than five years. Of the undisbursed BDs, 409 BDs for Rs 9.71 lakh remained un-disbursed for over five years due to non-availability of detailed whereabouts of the payees and the Directorate of Culture assured to credit the amount to the Government account, which was awaited (October 2009). Further, three drafts viz (i) one BD for

⁴ Central share : Rs 30.23 crore and State share: Rs 5.55 crore

⁵ "Development of Nandankanan-Khandagiri-Deras-Chandaka as a tourist circuit in Orissa": Rs 3.40 crore and "Development of Berhampur-Nuagarh-Kuadal-Nandini-Jhangibandha as tourist destination": Rs 3.79 crore

⁶ Release: Central assistance : Rs 56.21 crore and State share : Rs 9.94 crore

⁷ Project cost: Central share: Rs 73.04 crore and State share: Rs 12.92 crore

⁸ (i) 409 BDs for Rs 9.70 lakh (more than five years), (ii) 10 BDs for Rs 1.28 lakh (more than one year) and (iii) 19 BDs for Rs 1.43 crore (within one year).

Rs 27.5 lakh drawn in March 2009 in favour of Orissa Industrial Infrastructure Development Corporation and (ii) two drafts for rupees one crore drawn in March 2009 in favour of Director, Technical remained un-disbursed (October 2009) due to legal problem and non-receipt of Government decision.

2.8.6 Non-utilization of Twelfth Finance Commission Grant and its retention in current account with banks in shape of bank drafts

Twelfth Finance Commission (TFC) recommended grants of Rs 50 crore for the State of Orissa to be released during 2006-10 under "Heritage Conservation" for preservation and protection of historical monuments, archaeological sites, public libraries, museums and archives and also for improving the tourist infrastructure. During 2006-09, the State Government (Tourism & Culture Department) received TFC grants of Rs 37.50 crore⁹ out of which Rs 11.25 crore was placed with the Director, Tourism (2006-07 : Rs 1.75 crore, 2007-08 : Rs 5.75 crore and 2008-09 : Rs 3.75 crore) for spending during the years of sanction on important of tourist infrastructure. However, it was noticed that only Rs 2.20 crore was utilized for completion of seven projects and remaining Rs 9.05 crore left unutilized (October 2009).

Similarly, the balance Rs 26.25 crore relating to the Culture wing of the Department, the entire amount was drawn in shape of bank-draft and advanced to executing agencies¹⁰ with delays ranging from 18 to 337 days out of which Rs 19 crore was utilized leaving Rs 7.25 crore unutilized (October 2009). The unspent balance included Rs 5.52 crore paid to 29 District Collectors during 2006-07 for construction of Sanskruti Bhawan in the respective districts. However, such works with estimated cost of Rs 3.30 crore had not been commenced in 17 districts (October 2009).

Further, it was noticed that in violation of Gol instruction (November 2007) and decisions (March 2006) of High Level Monitoring Committee (HLMC) not to draw the grants without immediate requirement and not to keep the amount idle for more than 15 days, Rs 11.25 crore and Rs 26.25 crore were retained by the Directorate of Tourism and Directorate of Culture respectively in non-interest bearing current account with banks and in shape of bank drafts for the periods ranging from 18 to 337 days¹¹ and were released to executing agencies

⁹ 2006-07: Rs 12.50 crore (7 November 2006), 2007-08: Rs 12.50 crore (March 2008) and 2008-09: Rs 12.50 crore (November/ December 2008).

¹⁰ Rs 3.04 crore was drawn from current accounts within 15 days of receipt and was advanced to executing agencies and Rs 23.21 crore was drawn from current accounts after 18 to 337 days of receipt of funds and was advanced to executing agencies.

¹¹ **Tourism Department:** (i) Rs 1.75 crore received on 19 February 2007 was released to OTDC on 21 August 2007, (ii) Rs 2 crore received on 25 June 2008 was released to implementing agencies OTDC (Rs 1 crore on 30 September 2008) and IDCO (Rs one crore on 31 October 2008), (iii) Rs 3.75 crore for 2007-08 received on 25 June 2008 was released to OTDC on 27 May 2009 after retaining in current account for 337 days, (iv) Rs 3.75 crore for 2008-09 received on 20 January 2009 was released to OTDC on 27 May 2009 after retaining in current account for 128 days, **Culture Department:** Rs 23.21 crore out of Rs 26.25 crore was drawn during 7 November 2006 to 22 December 2008 and released to executing agencies after retaining in current account for 18 to 115 days

thereafter. As a result the opportunity to earn bank interest of Rs 45.69 lakh¹² by the State was lost.

▶ 2.9 Conclusion and Recommendations

- Although set procedure for Department wise reconciliation with AG (A&E) exists, the same was not being observed. The Chief Controlling Officers may ensure monthly reconciliation of expenditure with AG (A&E).
- Capital expenditure may be spread over evenly throughout the year so as to absorb the provisions and early formations of capital assets and also to avoid rush of expenditure at the end of Financial year.
- Adjustment of pending DC bills within stipulated period may be strictly ensured.
- Grant-in aid and central funds to be paid to executing agencies may be released within the shortest time gap in order to avoid parking of funds in PL account. The Chief Controlling Officers should ensure early regularization of excess/savings pertaining to previous period in order to close the accounts finally.

¹² Tourism: Rs 25.15 lakh, Culture: Rs 20.54 lakh



Financial Reporting

A sound internal financial reporting with relevant and reliable information significantly contributes to the efficient and effective governance by the State Government. The reports on compliance and controls, if effective and operational, assist the State Government to meet its basic stewardship responsibilities, including strategic planning and decision making. This Chapter provides an overview and status of the State Government on the compliance of various financial rules, procedures and directives during the current year.

▶ 3.1 Delay in furnishing Utilization Certificates

Financial Rules (OGFR, Rule-173) provide that for the grants in which conditions are attached to the utilization of the grants, Utilization Certificates (UCs) should be furnished by the Grantee institutions in duplicate in Form OGFR-7A so as to reach the Administrative Department by 1 June of the succeeding year. One copy of the certificate shall be retained in the Administrative Department and another copy shall be sent to Accountant General, Orissa, by 30 June of that year.

However, utilization certificates (UCs) due in respect of grants aggregating to Rs 2503.73 crore at the end of 2008-09 were in arrears in units audited during the year viz. Autonomous bodies (28), Urban Local Bodies (30) and Panchayati Raj Institutions (1329). The department-wise break-up of outstanding UCs is given in *Appendix 3.1* and *Appendix 3.2*. The huge pendency was mainly on account of non-adherence to the existing instruction for watching timely receipt of UCs and further release of grants by them as a matter of routine without insisting on UCs for earlier grants as stipulated in the sanction orders.

▶ **3.2 Non-submission / delay in submission of details of Grants/Loan paid**

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 Audit every year detailed information about the financial assistance given to various institutions, the purpose of assistance granted and the total expenditure of the institutions. Besides, Regulation on Audit and Accounts 2007 provides that Governments and heads of departments which sanction grants and/or loans to bodies or authorities shall furnish to the audit office by end of July every year a statement of such bodies and authorities to which grants and/or loans aggregating rupees ten lakh or more were paid during the preceding year indicating (a) the amount of assistance; (b) the purpose for which the assistance was sanctioned; and (c) the total expenditure of the body or authority. As of March 2009, no department of the Government has furnished such details for the year 2008-09.

▶ **3.3 Delays in Submission of Accounts/Audit Reports of Autonomous Bodies**

As many as 210 autonomous bodies under various sectors of the Government of Orissa have been identified to be audited by the Comptroller and Auditor General of India with regard to the verification of their transactions, operational activities and accounts, conducting regulatory compliance audit of all transactions, review of internal management and financial control, review of system and procedures etc. Of these, 44 bodies have been identified for issue of Separate Audit Reports as per provisions of respective legislation. However only 31 of such bodies viz., State Legal Services Authority (one) and District Legal Services Authority (30) in the State have rendered their accounts to Principal Accountant General (Civil Audit), Orissa during August 2009 and the audit of their accounts is in progress (October 2009). In remaining 13 cases, State Government orders formally entrusting the audit as per prescribed terms and conditions is still awaited.

▶ **3.4 Departmentally Managed Commercial Activities**

The departmentally managed commercial activities of certain Government departments performing activities of quasi-commercial nature are required to prepare proforma accounts in the prescribed

format annually showing the working results of financial operations so that the Government can assess their working. The finalised accounts of departmentally managed commercial and quasi-commercial activities reflect their overall financial health and efficiency in conducting their business. In the absence of timely finalisation of accounts, the investment of the Government remains outside the scrutiny of the Audit/State Legislature. Consequently, corrective measures, if any required, for ensuring accountability and improving efficiency cannot be taken in time. Besides, the delay in all likelihood may also open the system to risk of fraud and leakage of public money.

The Heads of Department in the Government are to ensure that these units prepare such accounts and submit the same to Accountant General for audit within a specified time frame. As of March 2009, there were 14 such undertakings and none had prepared accounts up to 2008-09. Out of 14, four undertakings/activities remained inoperative or closed. Their assets and liabilities were not fully disposed of or liquidated by the Government. The details about non-operation or closure were not available. In respect of two schemes viz. (i) purchase and distribution of quality seeds to cultivators and (ii) Poultry Development, Government had not prescribed the preparation of proforma accounts; only Personal Ledger Accounts were opened during 1977-78 and 1979-80 respectively. The Comptroller and Auditor General of India have repeatedly commented about the arrears in preparation of accounts in Audit Reports (Civil) but there is no improvement so far in preparation of proforma accounts by these undertakings. The department-wise position of arrears in preparation of pro forma accounts and investment made by the Government are given in *Appendix 3.3*.

▶ 3.5 Misappropriations, losses, defalcations etc.

The Orissa General Financial Rules (Rule 19) provided that any loss of money, departmental revenue, stores or other property held by or on behalf of Government should be immediately reported by the departmental officer concerned to his/her immediate superior officer as well as to the Accountant General (Audit) even when such loss has been made good by the party responsible for it, pending enquiry. As of June 2009, 1796 cases of misappropriation, defalcation etc. involving Government money of Rs 17.17 crore were received on which departmental enquiry was pending. The department-wise break up of pending cases and age-wise analysis is given in *Appendix 3.4* and nature of these cases is given in *Appendix 3.5*. The age-wise profile of the pending cases and the number of cases pending under each category of theft and misappropriation/loss as emerged from these appendices are summarized in *Table 3.1*

Table 3.1: Profile of misappropriations, losses, defalcations, etc.

Age Profile of the Pending Cases			Nature of the Pending Cases		
Range in years	Number of cases	Amount Involved (Rs in lakh)	Nature/Characteristics of the cases	Number of cases	Amount Involved (Rs in lakh)
0 - 5	57	273.28	Theft	811	428.81
5 - 10	144	309.11			
10 - 15	278	397.23	Misappropriation/Loss of material	985	1287.79
15 - 20	357	198.03			
20 - 25	243	66.11			
25 & above	717	472.84			
Total	1796	1716.60	Total Pending cases	1796	1716.60

145 cases of losses involving an amount of Rs 6.99 lakh written off during the year 2008-09 have been detailed in *Appendix 3.6*.

A further analysis indicates that the reasons for which the cases were outstanding could be classified, for example, in the categories listed in *Table 3.2*.

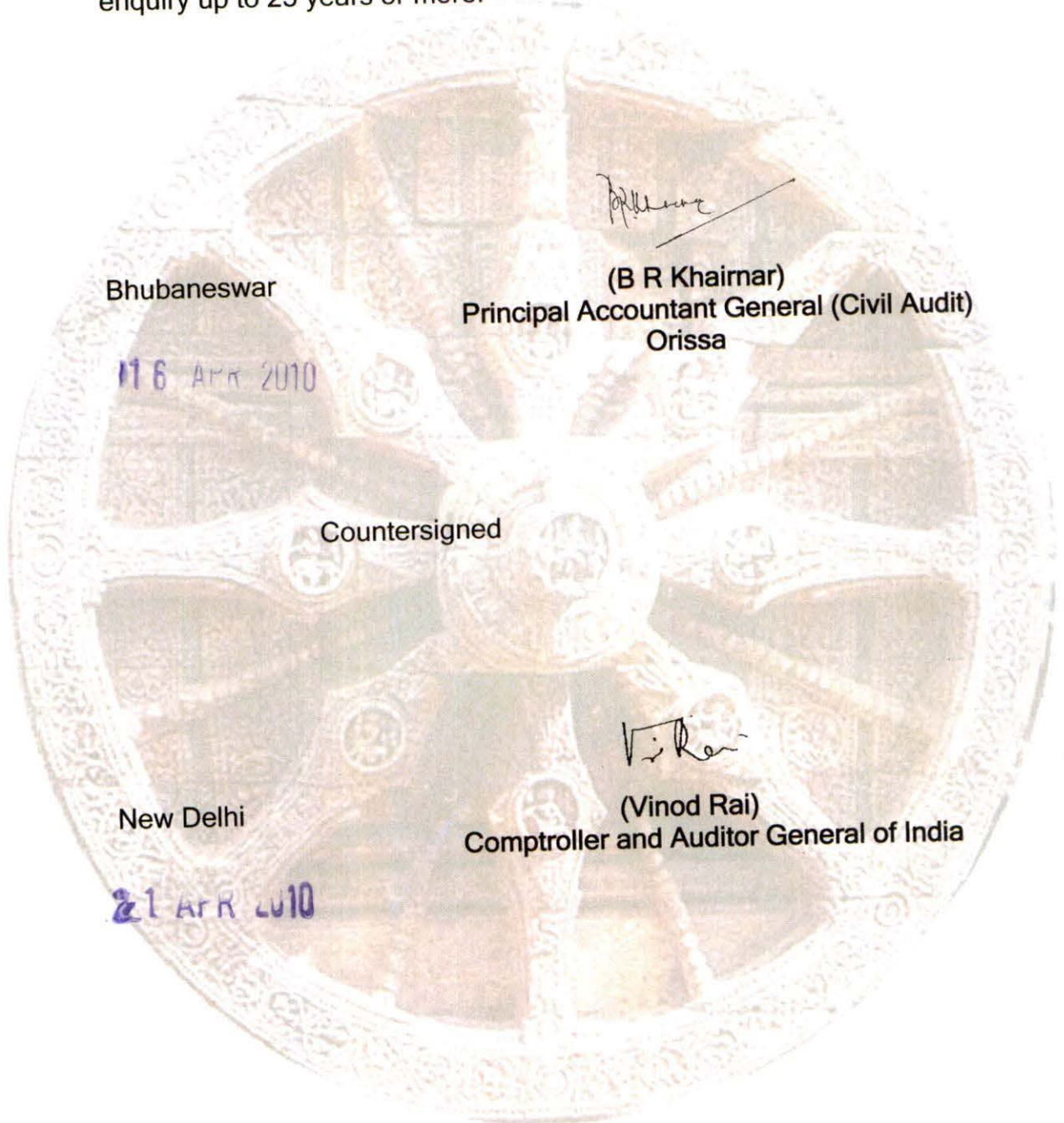
Table 3.2: Category wise cases of misappropriations, losses, defalcations etc. pending finalization

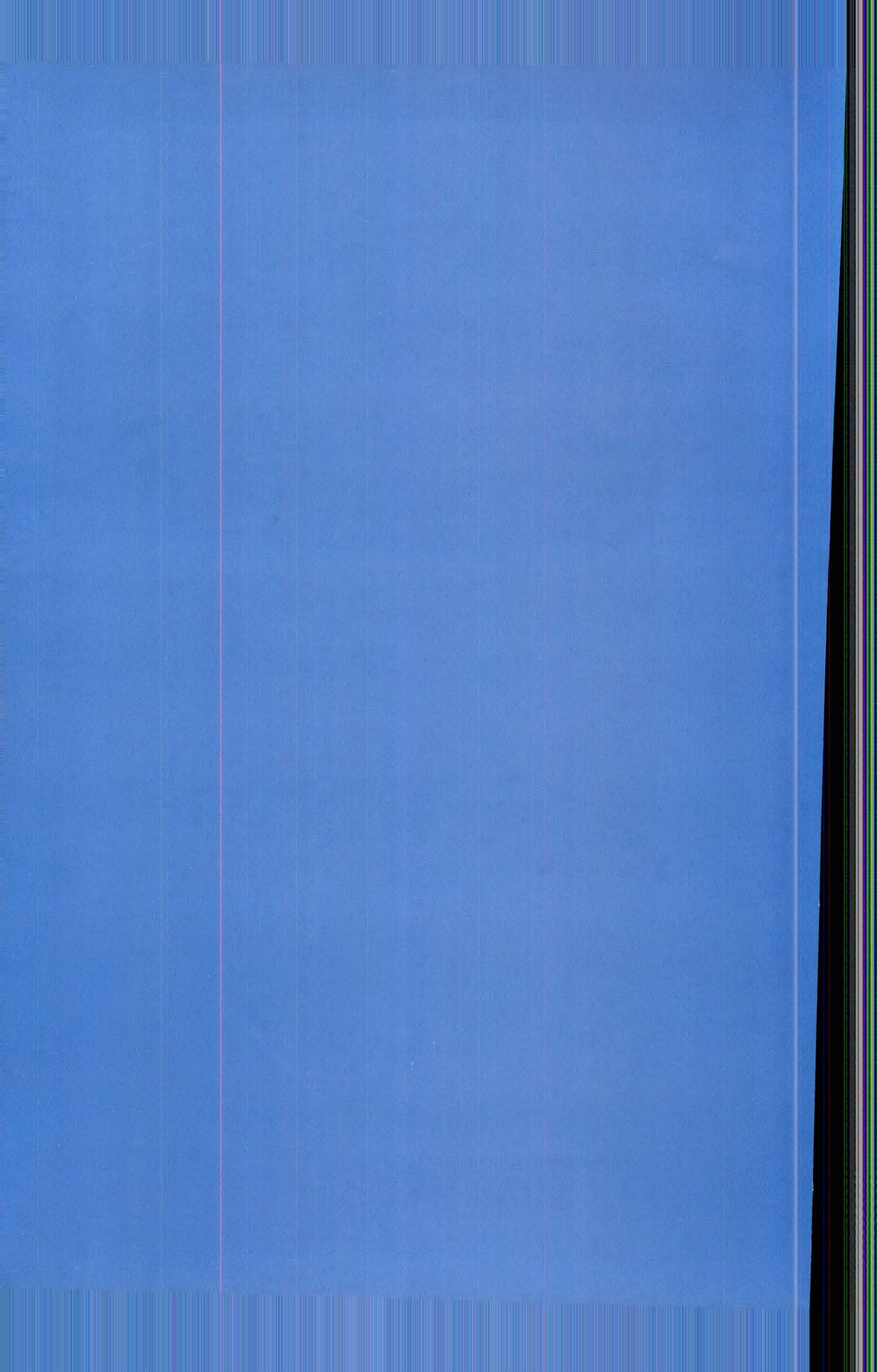
Reasons for the Delay/Outstanding Pending Cases		Number of Cases	Amount (Rs in lakh)
i	Awaiting departmental and criminal investigation	488	495.38
ii	Departmental action initiated but not finalised	623	708.04
iii	Criminal proceedings finalised but execution of certificate cases for the recovery of the amount pending	33	20.34
iv	Awaiting orders for recovery or write off	501	198.97
v	Pending in the courts of law	151	293.87
Total		1796	1716.60

▶ 3.6 Conclusions and Recommendations

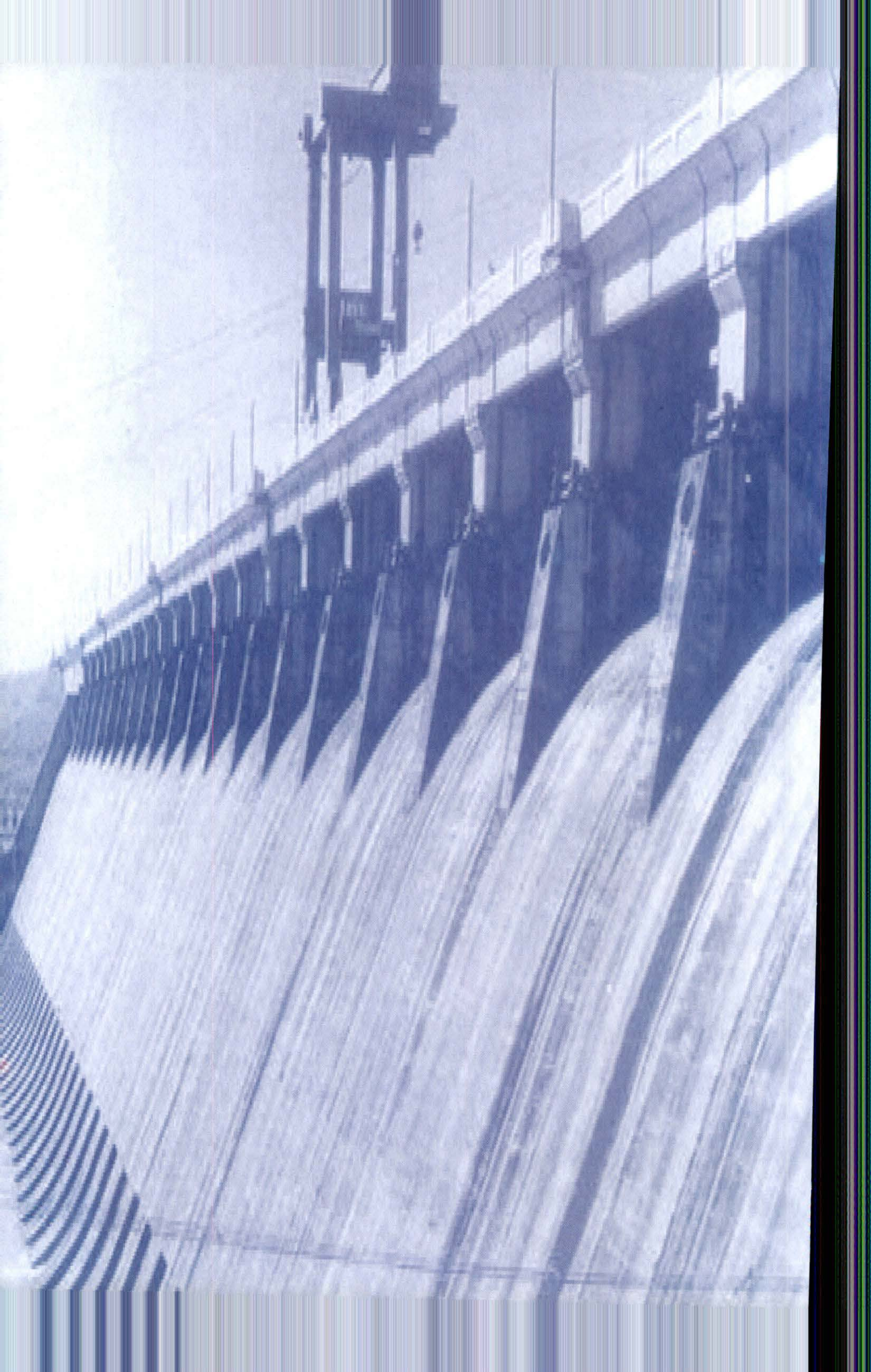
Audit of different Autonomous bodies, Panchayati Raj institutions and Urban Local Bodies during 2008-09 revealed that these bodies did not furnish Utilisation Certificates to the Administrative Departments by the stipulated date as required by the Orissa General Financial Rules. Administrative Departments did not furnish to the Principal Accountant General (Civil Audit) the information containing the list of bodies/authorities, to whom grants and/or loans was paid, the purpose

for which such assistance was paid and position of utilization of such assistance. Despite repeated comments in the earlier Audit Reports as many as 14 departmentally managed commercial entities did not prepare accounts up to 2008-09. As per reports of different departmental offices, 1796 cases of misappropriation, defalcation involving Government money of Rs 17.17 crore were pending for enquiry up to 25 years or more.





APPENDICES



Statement showing outcome Indicators of the States' Own Fiscal Correction Path

(Refer Box 1.2 at page 4)

(Rupees in crore)

Description	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10
	Base Year	Actual	Projection	Projection	Projection	Projection	Projection
1	2	3	4	5	6	7	8
A. STATE REVENUE ACCOUNT:							
1. Own Tax Revenue	3301.74	4176.70	4358.20	4933.48	5584.70	6321.88	7156.37
2. Own Non-tax Revenue	1094.54	1345.52	1161.26	1185.75	1245.04	1307.29	1372.65
3. Own Tax + Non-tax Revenue (1+2)	4396.28	5522.22	5519.46	6119.23	6829.74	7629.17	8529.02
4. Share in Central Taxes & Duties	3327.68	3977.56	4904.00	5089.45	5649.29	6270.71	6960.49
5. Plan Grants	1450.67		1810.32	2100.82	2300.97	2457.53	2631.86
6. Non-Plan Grants	265.61	2350.41	997.56	1045.76	1062.17	1079.94	1099.12
7. Total Central Transfer (4 to 6)*	5043.96	6327.97	7711.88	8236.03	9012.43	9808.18	10691.47
8. Total Revenue Receipts (3+7)	9440.24	11850.19	13231.34	14355.26	15842.17	17437.35	19220.49
9. Plan Expenditure	1643.58	1956.04	2165.99	1828.09	2280.38	2415.19	2643.69
10. Non-Plan Expenditure	9217.58	10416.45	11736.45	13025.22	13720.37	14969.37	16417.43
11. Salary Expenditure	3902.68	4189.03	4461.48	4639.03	4802.34	4967.26	5133.79
12. Pension	1158.37	1259.80	1757.73	1933.51	2126.86	2339.54	2573.50
13. Interest Payments	2860.28	3332.02	3360.79	3507.65	3643.55	3577.76	3773.33
14. Subsidies - General	230.89	93.35	91.39	82.25	74.02	66.62	59.96
15. Subsidies - Power	0.00	0.00	0.00	0.00	0.00	0.00	0.00
16. Total Revenue Expenditure (9+10)	10861.16	12372.49	13902.44	14853.31	16000.75	17384.56	19061.12
17. Salary + Interest + Pensions (11+12+13)	7921.33	8780.85	9580.00	10080.19	10572.75	10884.56	11480.62
18. As % of Revenue Receipts (17/8)	83.9%	74.1%	72.4%	70.2%	66.7%	62.4%	59.7%
19. Revenue Surplus/Deficit (8-16)	-1420.92	-522.30	-671.10	-498.05	-158.58	52.79	159.37
B. CONSOLIDATED REVENUE ACCOUNT:							
1. Power Sector loss/profit net of actual subsidy transfer		221.94	-259.70	-162.53	-115.77	-41.31	4.09
2. Increase in debtors during the year in power utility accounts (Increase(-))		244.01	136.76	83.61	69.86	47.20	29.98
3. Interest payment on off budget borrowings and SPV borrowings made by PSU/SPUs outside budget	12.27	13.37	14.07	12.82	7.22	6.68	6.68
4. Total (1 to 3)	12.27	479.32	-108.87	-66.10	-38.69	12.57	40.75
5. Consolidated Revenue Deficit (A.19 + B 4)	-1408.65	-42.98	-779.97	-564.15	-197.27	65.36	200.12
C. CONSOLIDATED DEBT:							
1. Outstanding debt and liability	31633.96	34051.18	37171.98	40406.23	43849.92	47450.23	51324.70
2. Total Outstanding guarantee of which (a) guarantee on account off budgeted borrowing and SPV borrowing	5264.87	3916.20	3857.33	3796.75	3743.55	3686.69	3636.69
D. CAPITAL ACCOUNT:	86.96	92.95	84.08	73.50	70.30	63.44	63.44
1. Capital Outlay	852.94	1055.55	1400.00	1827.43	1980.34	2455.00	2725.00
2. Disbursement of Loans and Advances	1572.01	205.09	95.00	90.00	86.00	80.00	75.00
3. Recovery of Loans and Advances	273.07	416.95	220.00	121.26	121.26	121.26	121.26
4. Other Capital Receipts	0.00	0.00	0.00	0.00	0.00	0.00	0.00
E. GROSS FISCAL DEFICIT (GFD)	-3572.80	-1366.00	-1946.10	-2294.22	-2103.67	-2360.95	-2519.37
GSDP at current prices	53830	57638	63402	69742	76716	84388	92827
Actual/Assumed Nominal Growth Rate (%)	21%	7%	10%	10%	10%	10%	10%

* Does not include funds transferred directly to NGOs / VOs in the State

(Rupees in crore)

	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009
Part A. Receipts					
1. Revenue Receipts	11850	14085	18033	21967	24610
(i) Tax Revenue	4177 (35)	5002 (35)	6065 (34)	6856 (31)	7995(32)
Taxes on Agricultural Income	Nil	Nil	NIL	NIL	NIL
Taxes on Sales, Trade, etc	2471 (59)	3012 (60)	3765 (62)	4118 (60)	4803(60)
State Excise	307 (8)	389 (8)	430 (7)	525 (7)	660(8)
Taxes on Vehicles	338 (8)	406 (8)	427 (7)	459 (7)	524(7)
Stamps and Registration fees	198 (5)	236 (5)	260 (4)	405 (6)	496(6)
Land Revenue	132 (3)	70 (1)	226 (4)	276 (4)	348(4)
Taxes on Goods and Passengers	385(9)	463(9)	574(9)	627(9)	638(8)
Other Taxes	346(8)	426(9)	383(6)	446(7)	526(7)
(ii) Non Tax Revenue	1345(11)	1532(11)	2588(14)	2654(12)	3176(13)
(iii) State's share of Union taxes and duties	3978 (34)	4877 (35)	6221 (34)	7847 (36)	8280(34)
(iv) Grants in aid from Government of India	2350 (20)	2674 (19)	3159 (18)	4611 (21)	5158(21)
2. Miscellaneous Capital Receipts	Nil	Nil	Nil	Nil	NIL
3. Recoveries of Loans and Advances	417	348	286	355	236
4. Total Revenue and Non debt capital receipts (1+2+3)	12267	14433	18319	22322	24846
5. Public Debt Receipts	4112	2095	2046	507	1152
Internal Debt (excluding Ways and Means Advances and Overdrafts)	2689	2105	1305	417	643
Net transactions under Ways and Means Advances and Overdrafts	Nil	Nil	Nil	Nil	--NIL
Loans and Advances from Government of India	1423	(-) 10	741	90	509
6. Total Receipts in the Consolidated Fund (4+5)	16379	16528	20365	22829	25998
7. Contingency Fund Receipts	54	81	--	165	301
8. Public Account Receipts	7373	8506	9992	10297	11834
9. Total Receipts of the State (6+7+8)	23806	25115	30357	33291	38133
Part B. Expenditure/Disbursement					
10. Revenue Expenditure	12372 (91)	13604 (92)	15772 (90)	17723 (84)	21190(84)
Plan	1956 (16)	2113 (16)	2727 (17)	4089 (23)	5308(25)
Non Plan	10416 (84)	11491 (84)	13045 (83)	13634 (77)	15882(75)
General Services (including interest payments)	6481 (53)	6826 (50)	7503 (47)	7227 (41)	6962(33)
Social Services	3980 (32)	4678 (35)	5221 (33)	6416 (36)	8284(39)

* Excludes funds transferred directly to NGOs / VOs in the State

Appendix 1.2

	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009
Economic Services	1753 (14)	1953 (14)	2776 (18)	3729 (21)	5551(26)
Grants-in-aid and contributions	158 (1)	147 (1)	272 (2)	351 (2)	393(2)
11. Capital Expenditure	1056 (8)	1038 (7)	1451 (8)	2843 (14)	3779(15)
Plan	1002(95)	963(93)	1340(92)	2656(93)	3570(94)
Non Plan	54(5)	75(7)	111(8)	187(7)	209(6)
General Services	29(3)	53(5)	64(4)	132(5)	185(5)
Social Services	76(7)	119(12)	220(15)	643(22)	924(24)
Economic Services	951(90)	866(83)	1168(81)	2068(73)	2671(71)
12. Disbursement of Loans and Advances	205 (1)	67 (1)	272 (2)	433 (2)	211(1)
13. Total (10+11+12)	13633	14709	17495	20999	25180
14. Repayments of Public Debt	2253	1038	1851	1845	1493
Internal Debt (excluding Ways and Means Advances and Overdrafts)	808	505	1072	1412	1059
Net transactions under Ways and Means Advances and Overdraft	Nil	Nil	Nil	Nil	NIL
Loans and Advances from Government of India	1445	533	779	433	434
15. Appropriation to Contingency Fund	Nil	Nil	Nil	Nil	250
16. Total disbursement out of Consolidated Fund (13+14+15)	15886	15747	19346	22844	26923
17. Contingency Fund disbursements	74	Nil	138	51	11
18. Public Account disbursements	6207	6003	7958	8971	10896
19. Total disbursement by the State (16+17+18)	22167	21750	27442	31866	37830
Part C. Deficits					
20. Revenue Deficit(-)/Revenue Surplus (+) (1-10)	(-) 522	(+) 481	+2261	(+) 4244	(+)3420
21. Fiscal Deficit (-)/Fiscal Surplus (+) (4-13)	(-) 1366	(-) 276	(+) 824	(+) 1323	(-)334
22. Primary Deficit (21+23)	(+) 1966	(+) 3421	(+) 4012	(+) 4492	(+)2555
Part D. Other data					
23. Interest Payments (included in revenue expenditure)	3332 (27)	3697 (27)	3188 (20)	3169 (18)	2889(14)
24. Financial Assistance to local bodies etc.,	1064	1783	3420	3859	5422
25. Ways and Means Advances/Overdraft availed (days)					
Ways and Means Advances availed (days)	1450 (99 days)	Nil/Nil	Nil/Nil	Nil/Nil	Nil/Nil
Overdraft availed (days)	Nil/Nil	Nil/Nil	Nil/Nil	Nil/Nil	Nil/Nil
26. Interest on Ways and Means Advances/ Overdraft	1.85/Nil	Nil/Nil	Nil/Nil	Nil/Nil	Nil/Nil

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

Appendix 1.2

	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009
27 Gross State Domestic Product (GSDP)	71428	78953(P)	93374 (Q)	106466 (A)	122165
28 Outstanding Fiscal liabilities (year end)	36093	38468	39466	38525	39168
29. Outstanding guarantees (year end) (including interest)	3823 + *	3496 +*	2648+*	2168+*	1386
30. Maximum amount guaranteed (year end)	9297	9252	8589	8586	8380
31. Number of incomplete projects	31	31	65	34	41
32. Capital blocked in incomplete projects	5108	5458	6437	102	137
Part E: Fiscal Health Indicators					
I Resource Mobilization					
Own Tax revenue/GSDP	5.84	6.37	6.65	6.64	6.54
Own Non-Tax Revenue/GSDP	1.88	1.95	2.84	2.57	2.60
Central Transfers/GSDP	5.57	6.21	6.82	7.60	6.787
II Expenditure Management					
Total Expenditure/GSDP	0.191	0.186	0.186	0.197	0.206
Total Expenditure/Revenue Receipts	115.05	104.43	97.02	95.59	102.32
Revenue Expenditure/Total Expenditure	90.75	92.49	90.15	84.40	84.15
Expenditure on Social Services/Total Expenditure	0.30	0.33	0.31	0.34	0.37
Expenditure on Economic Services/Total Expenditure	32.69	19.16	22.54	27.61	32.65
Capital Expenditure/Total Expenditure	7.74	7.06	8.29	13.54	15.01
Capital Expenditure on Social and Economic Services/Total Expenditure.	7.53	6.70	7.93	12.91	14.28
III Management of Fiscal Imbalances					
Revenue deficit (surplus)/GSDP	(-)0.731	0.609	2.421	3.986	2.799
Fiscal deficit/GSDP	(-)1.912	(-)0.351	0.88	1.243	(-)0.47
Primary Deficit (surplus) /GSDP	2.752	4.333	4.297	4.219	1.88
Revenue Deficit/Fiscal Deficit	38.21	(-)174.28	274.39	320.79	(-)17.07
Primary Revenue Balance/GSDP					
IV Management of Fiscal Liabilities					
Fiscal Liabilities/GSDP	50.53	48.72	42.27	36.19	32.06
Fiscal Liabilities/RR	304.58	273.11	218.85	175.38	159.15
Primary deficit vis-à-vis quantum spread					
Debt Redemption (Principal +Interest)/ Total Debt Receipts					
V Other Fiscal Health Indicators					
Return on Investment	4.29	7.39	2.97	8.38	14.27
Balance from Current Revenue (Rs in crore)	(-)1517	(-)5342	4403	5574	4811
Financial Assets/Liabilities	0.55	0.59	0.67	0.77	0.84

P-Provisional Estimates, Q- Quick Estimates, A- Advanced Estimates
* Figures of interest not furnished by Government .

Appendix 1.3

Abstract of Receipt and Disbursement for the year 2008-09

(Refer Paragraph 1.1 at Page 1)

(Rupees in crore)

	Receipts		2008-09	2007-2008	Disbursements	Non-Plan	Plan	Total	2008-09
Section-A: Revenue									
21967.19	I.Revenue receipts		24610.01	17723.27	I.Revenue expenditure-	15882.09	5308.03		21190.12
6856.09	-Tax revenue	7995.20		7227.21	General services	6908.95	52.92	6961.87	
				6416.51	Social Services-	5686.41	2598.00	8284.41	
2653.58	-Non-tax revenue	3176.15		3260.22	-Education, Sports, Art and Culture	3531.43	966.30	4497.73	
				726.21	-Health and Family Welfare	689.64	232.27	921.91	
7846.50	-State's share of Union Taxes	8279.96		718.69	-Water Supply, Sanitation, Housing and Urban Development	306.27	239.33	545.60	
				15.33	-Information and Broadcasting	17.02	7.55	24.57	
1152.47	-Non-Plan grants	1242.00		486.76	-Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	260.91	312.59	573.50	
2231.59	-Grants for State Plan Schemes	2632.53		54.17	-Labour and labour Welfare	37.86	5.31	43.17	
				1117.45	-Social Welfare and Nutrition	807.44	824.38	1631.82	
1226.96	-Grants for Central and Centrally sponsored Plan Schemes	1284.17		37.68	-Others	35.85	10.26	46.11	
				3728.65	Economic Services-	2893.97	2657.11	5551.08	
				890.33	-Agriculture and Allied Activities	1157.94	682.86	1840.80	
				861.13	-Rural Development	329.60	895.93	1225.53	
				----	-Special Areas Programmes	----	----	---	
				454.01	-Irrigation and Flood control	415.80	140.77	556.57	
				189.98	-Energy	5.66	275.93	281.59	
				131.87	-Industry and Minerals	73.44	102.46	175.90	
				754.33	-Transport	830.26	65.60	895.86	
				18.44	-Science, Technology and Environment	3.78	28.94	32.59	

Appendix 1.3

	Receipts		2008-09	2007-2008	Disbursements	Non-Plan	Plan	Total	2008-09
				428.56	-General Economic Services	77.48	464.62	542.10	
				350.90	Grants-in-aid and Contributions-	392.76	--	392.76	
					Total	3286.72	2657.11	5943.83	
----	II.Revenue deficit carried over to Section B :Others	--	----	4243.92	II.Revenue Surplus carried over				3419.89
7961.23	III.Opening Cash balance including Permanent Advances and Cash Balance Investment		9385.79		III.Opening Overdraft from Reserve Bank of India				--
Nil	IV.Miscellaneous Capital receipts		Nil	2843.41	IV.Capital Outlay-	208.54	3570.63		3779.17
				132.36	General Services-	68.79	116.15	184.94	
				643.27	Social Services-			923.62	
				5.79	-Education, Sports, Art and Culture	---	3.35	3.35	
				20.38	-Health and Family Welfare	--	14.91	14.91	
				528.47	-Water Supply, Sanitation, Housing and Urban Development	21.48	788.79	810.27	
				---	-Information and Broadcasting	--	---	---	
				88.63	-Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	--	92.59	92.59	
				--	-Social Welfare and Nutrition	---	---	---	
				---	-Others		2.50	2.50	
				2067.78	Economic Services-	118.27	2552.34	2670.61	
				49.31	-Agriculture and Allied Activities	34.48	24.84	59.32	
				--	-Rural Development	--	---	---	
				--	-Special Areas Programmes	---	---	---	
				1412.63	-Irrigation and Flood Control	---	1518.73	1518.73	

Appendix 1.3

	Receipts		2008-09	2007-2008	Disbursements	Non-Plan	Plan	Total	2008-09
				--	-Energy	-	23.05	23.05	
				30.45	-Industry and Minerals		0.10	0.10	
				563.63	-Transport	83.65	890.50	974.15	
				11.77	-General Economic Services	0.14	95.12	95.26	
355.30	V.Recoveries of Loans and Advances-		236.21	432.68	V.Loans and Advances disbursed-	155.47	55.50		210.97
110.29	-From Power Projects	110.29		---	-For Power Projects	--	---	--	
53.21	-From Government Servants	30.78		22.39	-To Government Servants			29.04	
191.80	-From Others	95.14		410.29	-To Others			181.93	
4243.92	VI.Revenue Surplus brought down		3419.89		VI.Revenue Deficit brought down	--	---	---	
506.90	VII.Public debt receipts-		1151.66	1844.97	VII.Repayment of Public debt-				1492.61
	-External debt		Nil	Nil	-External debt			Nil	
417.05	-Internal debt other than Ways and Means Advances and overdrafts	643.18		1411.81	-Internal debt other than Ways and Means Advances and Overdrafts			1058.61	
---	Net transactions under Ways and Means Advances		--	--	- Net transactions under Ways and Means Advances			---	
--	- Net transactions under overdraft		---	---	-Net transactions under overdraft			---	
89.95	-Loans and Advances from Central Government	508.48		433.16	-Repayment of Loans and Advances to Central Government			434.30	
Nil	VIII.Appropriation to Contingency Fund		--	Nil	VII.Appropriation to Contingency Fund				250.00
165.01	IX.Amount transferred to Contingency Fund		301.34	51.34	IX.Expenditure from Contingency Fund				11.07
10297.41	X.Public Account receipts-		11833.90	8971.58	X.Public Account disbursements-				10895.52
2104.40	-Small Savings and Provident Funds	2129.70		1704.54	-Small Savings and Provident Funds			1670.93	

Appendix 1.3

	Receipts		2008-09	2007-2008	Disbursements	Non-Plan	Plan	Total	2008-09
1031.99	-Reserve Funds	533.00		288.42	-Reserve Funds			624.31	
-18.73	-Suspense and Miscellaneous	17.71		68.20	-Suspense and Miscellaneous			22.33	
4612.82	-Remittances	5917.25		4562.80	-Remittances			5918.13	
2566.93	-Deposits and Advances	3236.24		2484.02	-Deposits and Advances			2659.82	
Nil	XI.Closing Overdraft from Reserve Bank of India	Nil		9385.79	XI.Cash Balance at end-				9689.45
				--	Cash in Treasuries and Local Remittances			----	
				-839.21	Deposits with Reserve Bank			-1013.52	
				46.30	Departmental Cash Balance including permanent Advances			55.00	
				10178.70	Cash Balance Investment			10647.97	
45496.96	Total		50938.80	45496.96	Total				50938.80

Summarized financial position of the Assets and Liabilities of the Government of Orissa as on 31 March 2009

(Refer Paragraph 1.7 at Page 31)

		(Rupees in crore)	
As on 31.03.2008	Liabilities		As on 31.03.2009
17185.28	Internal Debt -		16770.15
8024.09	Market Loans bearing interest	7353.87	
0.19	Market Loans not bearing interest	0.14	
18.56	Loans from Life Insurance Corporation of India	15.60	
9142.44	Loans from other Institutions	9400.54	
	Ways and Means Advances	Nil	
	Overdrafts from Reserve Bank of India	Nil	
8401.92	Loans and Advances from Central Government -		8476.11
54.55	Pre 1984-85 Loans	52.93	
37.70	Non-Plan Loans	36.82	
8206.53	Loans for State Plan Schemes	8293.38	
27.39	Loans for Central Plan Schemes	24.01	
75.75	Loans for Centrally Sponsored Plan Schemes	68.97	
85.58	Contingency Fund		375.85
10726.56	Small Savings, Provident Funds, etc.		11185.32
2138.03	Deposits		2714.56
4425.94	Reserve Funds Advances		4334.63
17.69	Suspense and Miscellaneous Balances		13.05
698.12	Miscellaneous Capital Receipts		698.12
43679.12			44567.79
	Assets		
20615.60	Gross Capital Outlay on Fixed Assets -		24394.76
1681.95	Investments in shares of Companies, Corporations, etc.	1771.20	
18933.65	Other Capital Outlay	22623.56	
3402.47	Loans and Advances -		3377.21
2053.37	Loans for Power Projects	1943.07	
895.95	Other Development Loans	991.35	
453.15	Loans to Government servants and Miscellaneous loans	442.79	
9.06	Advances		9.18
56.91	Remittance Balances		57.79
9385.79	Cash -		9689.45
	Cash in Treasuries and Local Remittances	-----	
-839.21	Deposits with Reserve Bank	-1013.52	

Appendix 1.4

As on 31.03.2008	Assets		As on 31.03.2009
46.30	Departmental Cash Balance including	55.00	
	Permanent Advances		
1.79	Security Deposits	1.82	
4352.29	Investment of Earmarked Funds	4313.00	
5824.62	Cash Balance Investments	6333.15	
10209.29	Deficit on Government Account -		7039.40
4243.92	(i) Less Revenue Surplus of the current year	3419.89	
	(ii) Appropriation to Contingency Fund	250.00	
14453.21	Accumulated deficit at the beginning of the year	10209.29	
43679.12			44567.79

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 the State and other pending settlements, etc. There was a difference of Rs 4.28 crore (Net debit) between the figures reflected in the Accounts and that intimated by the Reserve Bank of India under "Deposits with Reserve Bank" after reconciliation and adjustment a balance of net debit of Rs 10.09 lakh which was under reconciliation (June 2009).

Statement showing Gross collection and Expenditure on collection for the year 2008-09

(Refer Paragraph 1.3.1 at Page 11)

(Rupees in crore)

Head of Revenue	year	Gross collection	Expenditure on collection	Percentage of expenditure to gross collection	All India average percentage for the year 2007-08.
Sales Tax/ VAT	2006-07	4439.01	26.59	0.60	0.83
	2007-08	4863.36	30.11	0.62	
	2008-09	5601.22	44.45	1.79	
Taxes on vehicles	2006-07	426.54	12.25	2.87	2.58
	2007-08	459.42	14.71	3.2	
	2008-09	524.43	32.59	6.21	
State Excise	2006-07	430.07	15.28	3.55	3.27
	2007-08	524.93	17.54	3.34	
	2008-09	660.07	24.76	3.75	
Stamp Duty and registration fees.	2006-07	260.49	10.92	4.19	2.09
	2007-08	404.76	11.81	2.92	
	2008-09	495.66	15.23	30.7	

Statement showing Outlay-Outcome relationship during the financial year 2008-09

(Refer Paragraph 1.5.3 at Page 25)

Sl No	Programme/ Scheme	Financial Outlays and Expenditure (Rs in crore)			Physical Achievement/Outcome of the Programme			
		Year	Outlay Budgeted/Allocated	Actual expenditure	Performance Indicator	Unit of Measurement	Physical Targets	Achievement/ Outcome
I. Government of India's Flagship Programmes								
1.	NREGS	2006-07	855.78	733.47	House hold provided with 100 days of employment in a year.	Number of house hold	Demand driven No of Target set	1,54,118 (11 Percent of House hold demanded Work)
		2007-08	622..29	690..59				43673 (3.4 Percent of House hold demanded Work)
		2008-09	969..93	553..22				37405(3.45 percent of House hold demanded Work)
II. State Government's Flagship programmes								
1	Madhubabu Pension Scheme	2008-09	218.02 (NP) & 72.00(SP)	218.02	No of Beneficiaries	Nos	908400	908400
				72.00	No of Beneficiaries	Nos	300000	300000
2	Biju KBK Yojana	2008-09	120.00	20.19	(i) Bijli (ii)Sadak (iii)Pani	(i)No. of villages. (ii)No of small culverts etc. (iii) No of drinking water supply units	101 1298 720	Nil 463 361
3	Biju Gramya Jyoti	2008-09	157.00	1.94	Rural Electrification of Villages and Habitations	No of Villages	4614	159

(Rs in lakh)

Sl. No.	Name of the Undertaking	Period of accounts	Mean Govt capital	Block assets at depreciated cost	Depreciation provided during the Year	Turnover	Net profit/ Loss	Interest on Capital	Total return (9+10)	%age Return on capital
1	2	4	5	6	7	8	9	10	11	12
1	Nationalization of Kendu Leaf trade operated by CCF (KL)Orissa	2001-02	70.09	53.48	N.A	156.85	(-)102.53	4.91	(-)97.62	(-)139.281

* Of the two Undertakings, Orissa Govt press has not submitted a/cs till date.

Appendix 2.1

Statement of various grants / appropriations where saving was more than Rs 10 crore each and more than 20 per cent of the total provision

(Refer Paragraph 2.3.1 at Page 44)

(Rupees in crore)

Sl. No.	Grant No	Name of the Grant/Appropriation	Total Grant/ Appropriation	Savings	Percentage
(1)	(2)	(3)	(4)	(5)	(6)
1	3	Revenue and Disaster Management Department (Revenue Voted)	3358.53	2488.20	74.08
2	5	Finance Department (Revenue Voted)	3857.88	1661.87	43.07
3	5	Finance Department (Revenue Charged)	70.01	70.01	100.00
4	5	Finance Department (Capital Voted)	555.85	160.87	28.94
5	11	ST & SC Dev Department and Minorities and Backward classes (Capital Voted)	123.53	30.93	25.03
6	12	Health and Family Welfare (Revenue Voted)	1210.80	313.57	25.89
7	14	Labour and Employment (Revenue Voted)	89.07	43.56	48.90
8	22	Forest and Environment (Capital Voted)	194.69	81.78	42.00
9	27	Science and Technology (Revenue Voted)	45.41	21.32	46.95
10	30	Energy Department (Capital Voted)	35.21	12.15	34.51
11	31	Textiles and Handloom (Revenue Voted)	71.11	16.51	23.21
12	33	Fisheries and Animal Resources Development (Revenue Voted)	279.18	55.86	20.01
Total			9891.27	4956.63	50.11

Appendix 2.2

Statement showing various grants / appropriations where Expenditure was more than Rs 10 crore and exceeded the approved provision by Rs 2 crore and more than 20 per cent of the total provision

(Refer Paragraph 2.3.3 at Page 46)

(Rupees in crore)

Sl. No.	Grant Number	Name of the Grant/Appropriation	Total Grant/ Appropriation	Expenditure	Amount of Excess Expenditure	Percentage of Excess Expenditure
(1)	(2)	(3)	(4)	(5)	(6)	(7)
		Scheduled Tribes, Scheduled Castes Development Department and Minority and Backward Classes Development Department				
1	11	2225-Welfare of Scheduled Caste, Schedules Tribe and Other Backward Classes-01-Welfare of Scheduled Castes-277-Education-1009-Other Educational facilities (Revenue-Voted)	19.03	24.36	5.33	28.00
2	11	2225-Welfare of Scheduled Caste, Schedules Tribe and Other Backward Classes -02-Welfare of Scheduled Tribes-277-Education-1009-Other Educational facilities (Revenue-Voted)	46.91	86.89	39.98	85.22
		Planning & Co-ordination Department				
3	16	3451-Secretariate Economic services-State Plan-State Sector-789- Special Component Plan for Scheduled Castes-1860-Biju KBK Yojana (Revenue-Voted)	17.06	25.07	8.01	46.95
4	16	3451-Secretariate Economic services- State Plan-District Sector -796-Tribal Area Sub Plan-1860-Biju KBK Yojana (Revenue-Voted)	12.32	20.33	8.01	65.02
		Panchayati Raj Department				
5	17	2505-Rural Employment-State Plan - District Sector-60-Other programme-789- Special Component Plan for Scheduled Castes -2112- Mo Kudia (Revenue- Voted)	16.53	21.15	4.62	27.95
		Water Resources Department				
6	20	2711-Flood control and Drainage-02-Anti-sea Erosion Project-800-Other Expenditure- 0851-Maintenance & Repair (Revenue-Voted)	9.33	11.35	2.02	21.65
7	20	4701-Capital outlay on Medium Irrigation- State Plan-State Sector -59-Titlagarh Irrigation Project Commercial-789- Special Component Plan for Scheduled Castes -2160-Accelerated Irrigation Benefit Programme (AIBP)	8.31	19.33	11.02	132.61

Appendix 2.2

Sl. No.	Grant Number	Name of the Grant/Appropriation	Total Grant/ Appropriation	Expenditure	Amount of Excess Expenditure	Percentage of Excess Expenditure
(1)	(2)	(3)	(4)	(5)	(6)	(7)
		(Capital- Voted)				
8	20	4701-Capital outlay on Medium Irrigation- State Plan-State Sector - 96-Pipeline project under Accelerated Irrigation Benefit Programme commercial-800-Other expr-2160- Accelerated Irrigation Benefit Programme (AIBP) (Capital -Voted)	9.54	28.26	18.72	196.23
9	20	4711-Capital outlay on Flood control Projects- State Plan-State Sector -03-Drainage-103- Civil works-1610-Constn and Renovation of Drainage sluice (Capital-Voted)	8.00	15.08	7.08	88.50
10	20	2700-Major Irrigation- 02-Delta Irrigation scheme stage-1 project commercial-101-Maintenance & Repair-0851-Maintenance & Repair (Revenue- Voted)	10.16	12.80	2.64	25.98
		Forest and Environment Department				
11	22	2406-Forestry and wild life- State Plan-State Sector -01-Forestry-796-Tribal Area Sub Plan-1004-OFSD Project {EAP, JBIC (Japan) Assisted} (Revenue- Voted)	37.29	60.64	23.35	62.62
		Rural Development Department				
12	28	2215-Water supply & sanitation- 01-Water supply-799-Suspense-1431-Suspense (Revenue- Voted)	3.00	19.11	16.11	537.00
13	28	3054-Road & Bridges-Non Plan-04-Dist and Other Raod-337-Road work-1230-Rural Roads (Revenue-Voted)	117.61	142.65	25.04	21.29
		Energy Department				
14	30	2801-Power- State Plan-State Sector -06-Rural Electirfcation-800- Other expenditure-2153-Rajiv Gandhi Gramin Vidyuti Karan Yojana (Revenue-Voted)	82.13	111.38	29.25	35.61
		Information Technology Department				
15	37	2852-Industries- State Plan-District Sector -07-Telecommincation & Electronic Industries-202-Electronics- 0776-Implementation of e-Governance Projects as per the National e-Goverance programme-One time ACA (Revenue-Voted)	12.73	17.78	5.05	39.68
		TOTAL	409.95	616.18	206.23	50.31

Appendix 2.3

Statement showing cases where supplementary provision (Rs 10 lakh or more in each case) proved unnecessary

(Refer Paragraph 2.3.8 at Page 48)

(Rupees in thousand)

Sl No	Number and Name of the Grant	Original Provision	Actual expenditure	Savings out of Original provision	Supplementary provision
A Revenue (Charged)					
	Nil	Nil	Nil	Nil	Nil
Total for Charged		Nil	Nil	Nil	Nil
A Revenue (Voted)					
1	3-Revenue & Disaster Management	12,59,72,70	8,70,33,12	3,89,39,58	20,98,80,62
2	5-Finance	38,23,83,70	21,96,00,79	16,27,82,91	34,04,09
3	7-Works	6,37,48,23	5,98,74,48	38,73,75	55,91,05
4	12-Health & Family Welfare	10,02,89,04	8,97,22,74	1,05,66,30	2,07,90,83
5	16-Planning & Co-ordination	5,02,90,87	4,93,68,99	9,21,88	7,38,98
6	27-Science & Technology	43,69,35	24,09,49	19,59,86	1,71,99
7	29-Parliamentary Affair Department	13,07,89	11,70,28	1,37,61	2,32,35
8	31-Textiles & Handloom	61,17,26	54,59,60	6,57,66	9,93,56
9	36-Women & Child Development Department	15,02,71,30	15,02,40,97	30,33	1,50,85,62
Total for Voted		88,47,50,34	66,48,80,46	21,98,69,88	25,68,89,09
Total for Revenue		88,47,50,34	66,48,80,46	21,98,69,88	25,68,89,09
B Capital					
1	22-Forest & Environment	1,85,89,72	1,12,91,18	72,98,54	8,79,69
2	33-Fisheries & Animal Resources Development	3,61,87	1,22,00	2,39,87	90,00
3	34-Co-operation	13,26,01	10,03,80	3,22,21	3,52,21
4	6003-Internal debt of the state	14,58,69,34	10,58,30,88	4,00,38,46	63,48,56
Total-capital		16,61,46,94	11,82,47,86	4,78,99,08	76,70,46
Grand Total		1,05,08,97,28	78,31,28,32	26,77,68,96	26,45,59,55

Appendix 2.4

Statement of various grants/appropriation where supplementary provision proved insufficient by more than Rs 1 crore each

(Refer Paragraph 2.3.8 at Page 48)

(Rupees in crore)								
Sl. No.	Grant Number	Name of the Grants and Appropriation	Original Provision	Supplementary provision	Re-appropriation	Total	Expenditure	Excess
1	01	Home Department 4059-Capital Outlay on Public Works-State Plan-State Sector-60-Other Buildings-051-Construction-0182-Construction of Buildings (Capital-Voted)	5.59	4.37	0	9.96	12.82	2.86
2	01	4216-Capital outlay on Housing-State Plan-District Sector-01-Govt Residential Buildings-796-Tribal Areas Sub Plan-0182-Construction of Buildings (Capital-Voted)	2.97	0.19	0	3.16	5.35	2.19
3	07	Works Department 2216-Housing-Non Plan-05-General pool accommodation-053-Maintenance & Repairs-0848-Maintenance & Repair of Govt Residential Buildings(Revenue-Voted)	54.63	8.11	- 0.67	62.07	64.90	2.83
4	07	3054-Roads & Bridges-Non-plan-03-State Highways-337-Road Works-0850-Maintenance & Repairs of Roads under Chief Engineer (R&B) (Revenue-Voted)	31.50	1.23	0	32.73	35.67	2.94
5	07	3054- Roads & Bridges -Non-Plan-04-District & other Roads-337-Road Works-0865-Maintenance & Repairs of major District Roads & other Roads under Chief Engineer (R&B) (Revenue-Voted)	215.63	3.18	- 29.50	189.31	195.45	6.14
6	07	4059-Capital outlay on Public works-Non-Plan-01-Office Buildings-051-Construction-0182-Construction & Building (Capital-Voted)	14.46	4.96	- 5.79	13.63	15.25	1.62
7	07	5054-Capital outlay on Roads & Bridges-State Plan-State sector-04-District & other Roads-800-Other expenditures-1219-Road work under Road Development programme (Capital-Voted)	7.88	80.00	- 9.30	78.58	80.77	2.19
8	09	Foods Supplies & Consumer Welfare Department 3475-Other General Economic services-Central Plan-State Sector-106-Regulation of Weight and Measures- 0618-Headquarters Organization (Revenue-Voted)	0	0.45	0	0.45	2.20	1.75
9	10	School & Mass Education Department 2202-General Education-Non-Plan-01-Elementary Education-104-Inspection-0534-General (Revenue-Voted)	33.12	13.75	- 1.40	45.47	46.85	1.38

Appendix 2.4

Sl. No.	Grant Number	Name of the Grants and Appropriation	Original Provision	Supplementary provision	Re-appropriation	Total	Expenditure	Excess
10	10	2202- General Education- State Plan-District sector-02-Secondary education-789-Special Component plan for Scheduled Castes-0984-Non-Government High schools (Revenue - Voted)	10.15	4.70	0	14.85	17.84	2.99
11	11	Scheduled Tribe & Scheduled Caste Development Department and Minorities & Backward classes Development Department 2225-Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes -01-welfare of Scheduled Castes-277-Education-1009-Other Education Facilities (Revenue-Voted)	18.81	0.75	- 0.53	19.03	24.36	5.33
12	11	2225- Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes -02-Welfare of Scheduled Tribes-277-Education-1009-Other Education Facilities (Revenue-Voted)	46.44	1.09	- 0.62	46.91	86.89	39.98
13	11	2225- Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes-State Plan-State Sector-02-Welfare of Scheduled Tribes-794- Special central assistance for Tribal sub-plan (Revenue-Voted)	40.00	3.00	- 1.70	41.30	42.93	1.63
14	12	Health & Family welfare Department 2210-Medical and Public Health-Non-plan-03-Rural Health Services-Allopathy-110-Hospitals and Dispensaries-1016-Other Hospitals(Revenue- Voted)	27.54	10.86	- 7.83	30.57	31.72	1.15
15	13	Housing and Urban Development Department 4215-Capital outlay on Water supply and sanitation -State Plan-State Sector-02-Sewerage & sanitation-106- sewerage services-2137-Urban sewerage scheme for GA Department under State capital project (Capital-Voted)	0.80	0.70	0	1.50	3.19	1.69
16	13	4215- Capital outlay on Water supply and sanitation -State Plan-District sector-01-water supply-796-Tribal Area Sub Plan-0674-Implementation of water supply scheme for urban poor in KBK district KLTAP (Capital-Voted)	3.84	0	0.11	3.95	5.45	1.50
17	15	Sports and Youth Services 2204- Sports and Youth Services - State Plan-District sector-103-Youth welfare programme for non-students-0569-Grants and Assistance (Revenue-Voted)	0	0	- 0.97	- 0.97	3.89	4.86
Total			513.36	137.34	-58.20	592.50	675.53	83.03

Appendix 2.5

Statement showing excess / unnecessary / insufficient re-appropriation of funds

(Refer Paragraph 2.3.9 at Page 48)

(Rupees in lakh)

Sl. No.	Grant No.	Description	Re-appropriation	Final Excess Saving
1	1	2055-Police-NP-001-Direction & Admn-1712-Introduction of Commissionerate system in twin cities of Cuttack and Bhubaneswar	- 683.99	- 159.
2	3	2245-Relief on account of Natural calamity-NP-01-Droughts-105-Veterinary cares-0894-Medical cover for animals	339.96	- 300.
3	3	2245- Relief on account of Natural calamity NP-01-Droughts-104-Supply of fodder-0481-Feeding programme	750.52	-710.
4	3	2245- Relief on account of Natural calamity -NP-80-General-800-Other expenditure -1183-Relief Expenditure met from National Calamity Contingency Fund.	- 90114.43	- 233.
5	4	2014-Administration of Justice-NP-105-Civil and Sessions court-0145-Civil and session court	- 204.20	- 472.
6	7	2059-Public works-NP-80-General-001-Direction and Administration-0442-Executive Engineer, R&B Establishment	- 321.96	- 518.
7	7	2059- Public works -NP-80-General -052-Machinery and equipment-1221-R&B Organisation	- 92.59	- 233.
8	10	2202- General Education -01-Elementary Education -101-Government primary schools-0556-Government upper primary schools	- 1169.28	- 525.
9	10	2202- General Education -02-Secondary Education-109-Government secondary schools-1261-secondary schools	- 1895.20	- 974.
10	11	2225-Welfare of Scheduled Castes and Scheduled Tribes and other Other Backward Classes-NP-01-Welfare of Scheduled Castes-277-Education-1274-Sevashrams	-125.19	-914.
11	11	2225-Welfare of Scheduled Castes and Scheduled Tribes and other Other Backward Classes -02-Welfare of Scheduled Tribes-277-Education-0633-High Schools	- 182.04	- 669.
12	11	2225-Welfare of Scheduled Castes and Scheduled Tribes and other Other Backward Classes -02- Welfare of Scheduled Tribes -277-Education-1009-Other Educational facilities	- 30.10	- 387.
13	11	2225- Welfare of Scheduled Castes and Scheduled Tribes and other Other Backward Classes -Central Plan- District Sector-01-Welfare of SCs-277-Education-1009-Other educational facilities	- 103.05	- 251.
14	11	2225- Welfare of Scheduled Castes and Scheduled Tribes and other Other Backward Classes -Central Plan- District Sector -02-Welfare of Scheduled Tribes-277- Education -1009 Other educational facilities	- 242.76	- 273.
15	12	2210-Medical and Public Health-01-Urban Health Services-Allopathy -110-Hospitals and Dispensaries-1016-Other Hospitals	- 1247.00	- 933.
16	12	2210- Medical and Public Health -03-Rural Health services (Allopathy)-103-Primary Health centre-1092-Primary Health centre	- 2780.09	- 147.
17	12	2210- Medical and Public Health -01- Urban Health Services-Allopathy -110-Hospitals and Dispensaries-1016-Other Hospitals	- 356.31	- 229.

Appendix 2.5

Sl. No.	Grant No.	Description	Re-appropriation	Final Excess(+)/ Saving(-)
18	13	2217-Urban Development-State Plan-District Sector-05-Other Urban Development schemes-191-Assistance to Municipal corporations-1840-National Urban renewal mission (NURM)	- 309.51	- 355.80
19	15	2204-Sports and Youth Services-Centrally sponsored Plan-District Sector-103-Youth Welfare Programmes for Non-students-0569-Grants and Assistances	- 443.25	- 291.75
20	17	2501-Special Programmes for Rural Development -01-Integrated Rural Development Programme-001-Direction & Admn-1706-Strengthening of Block organizations (Under the award of second state Finance commission)	- 439.57	- 724.27
21	20	2700-Major Irrigation-80-General-800-Other Expenditure-1848-Maintenance of Critical Major Irrigation Project	94.67	-313.89
22	20	2705-Command Area Development-Centrally Sponsored Plan-State Sector-001-Ayacut Development-0594-Grants in Aid to Command Area Development Authority for construction of field channels	54.56	-467.04
23	20	4700-Capital outlay on Major Irrigation-16-lower Suktal Irrigation Project Commercial-789-Special Component Plan for Scheduled Castes-2160-Accelerated Irrigation Benefit Programme.	-821.60	-285.59
24	20	4701-Capital outlay on Medium Irrigation-53-Ret Irrigation Project Commercial-796-Tribal Area Sub Plan-2160- Accelerated Irrigation Benefit Programme	-2010.70	-1418.13
25	20	4701-Capital outlay on Medium Irrigation-59-Titlagarh Irrigation Project-Commercial 800-Other Expenditure-2160- Accelerated Irrigation Benefit Programme	-320.82	-1106.41
26	20	4701-Capital outlay on Medium Irrigation-62-Hadua Irrigation Project-commercial 789- Special Component Plan for Scheduled Castes -2161-Rural Infrastructural Dev. Fund	-407.70	-708.39
27	20	4711-Capital outlay on Flood Control Project -03-Drainage-796-Tribal Area Sub Plan -1610-Construction and renovation of Drainage sluice	600.00	-660.61
28	21	2041-Taxes on vehicles-State Plan-State Sector-796-Tribal Area Sub Plan-1497-Transport Commissioner and State Transport Authority-Establishment	-3.73	-239.00
29	22	2406-Forestry and Wild life-01-Forestry-101-Forest Conservation, Development and Regeneration-.0484-Field Establishment (Division Office)	-1274.39	-235.79
30	22	2406-Forestry and Wild life-01-Forestry-800-Other Expenditure.-0167-Compensatory Afforestation in the project area	-1.59	-598.41
31	28	2215-Water Supply and Sanitation- 01-Water Supply-102-Rural Water supply programme-0851-Maintenance and repairs	-18.49	-205.97
32	28	2215-Water Supply and Sanitation-01-Water supply-796-Tribal Area Sub Plan-1759-Rural Drinking water supply	-76.06	-943.97
33	28	2215-Water Supply and Sanitation-Centrally Sponsored Plan-State Sector-01-Water supply-102-Rural water supply programmes-0007-Accelerated rural water supply programme.	-62.32	-2061.68
34	28	4059-Capital outlay on Public works-State Plan-State Sector-01-Office Buildings-051-Construction-2149-construction of building-Revenue and Disaster Management Department.	-910.60	-367.67
35	28	4059-Capital outlay on Public works-State Plan-District Sector-01-Office Buildings-051-Construction-2148-construction of building Rural dev. Department.	-24.63	-254.95

Appendix 2.5

Sl. No.	Grant No.	Description	Re-appropriation	Final Excess(Saving)
36	28	4215-Capital outlay on Water Supply and sanitation-State Plan-District Sector-01-Water Supply-796-Tribal Area Sub Plan-2150-ARWSP-Submission Activities.	-246.36	-447.8
37	36	2202-General Education-State Plan-State Sector-01-Elementary Education-112-National Programme of Nutritional support to Primary Education-0900-Mid Day Meals	-1230.51	-1819.0
38	36	2202-General Education -State Plan-State Sector -01-Elementary Education-789- Special Component Plan for Scheduled Castes -0900-Mid Day Meals	-348.65	-477.1
39	36	2202-General Education -State Plan-State Sector-01-Elementary Education-796- Tribal Area Sub Plan -0900-Mid Day Meals	-471.70	-683.1
40	36	2235-Social Security and welfare-NP-02-Social Welfare-001-Direction and Administration-0325-Dist Social Welfare Organization	-106.81	-384.8
41	36	2235-Social Security and Welfare-State Plan-District Sector-02-Social Welfare-102-Child Welfare-0731-Integrated Child Development Scheme.	-0.09	-423.2
42	36	2235- Social Security and Welfare -State Plan-District Sector-60-Other Social Security and Welfare Programmes-102-Pension under Social Security Scheme-2097-Madhubabu Pension for Destitute.	-99.21	-2906.
43	36	2236-Nutrition-State Plan-State Sector-02-Distribution of nutritious food and beverages-796-Tribal Area Sub Plan-1423-Supplementary nutrition Programmes.	-87.97	-264.4
44	36	2236-Nutrition- State Plan-State Sector-02-Distribution of nutritious food and beverages-796-Tribal Area Sub Plan-2162-Special Plan for KBK Districts.	-200.86	-228.4
				-45126
45	3	2245-Relief on account of Natural Calamities-02-Floods, Cyclone etc-104-Supply of fodder-0481-Feeding Programme.	-1.00	710.5
46	7	2216-Housing -05- General Pool Accommodation-053-Maintenance & Repair-0848-Maintenance & Repair of Govt Residential Buildings	- 66.79	282.0
47	7	3054-Roads & Bridges-04-District and Other Road-337-Road works-0865-Maintenance & Repair of Major Dist Road & Other road under Chief Engineer R&B	- 2950.40	613.7
48	10	2202-Genral Education-01-Elementary Education-104-Inspection-0534-General	- 140.17	139.0
49	11	2225- Welfare of Scheduled Castes and Scheduled Tribes and other Other Backward Classes -02-Welfare of Scheduled Tribes-277-Education-1009-Other Educational facilities	- 61.92	3997.
50	12	2210-Medical and Public Health-03-Rural Health Services- Allopathy-110-Hospitals and Dispensaries-1016-Other Hospitals.	- 783.32	116.7
51	12	2210- Medical and Public Health -State Plan-State Sector-01-Urban Health services-Allppathy-789-SCP for SCs-1800-DFID assisted Health Sector Development	- 892.56	518.6
52	15	2204- Sports & Youth services-State Plan-District Sector-103-Youth welfare programme for Non-students-0569-Grants and Assistance	- 97.25	486.2
53	20	2711-Flood Control and drainge-02-Anti Sea Erosion project-800-Other Expenditure-0851-Maintenance and Repair	-0.01	201.7

Appendix 2.5

Sl. No.	Grant No.	Description	Re-appropriation	Final Excess(+)/ Saving(-)
54	20	4700-Capital outlay on Major Irrigation-16-Lower Suktal Irrigation Project Commercial-800-Other Expenditure-2160- Accelerated Irrigation Benefit Programme	1102.74	283.92
55	20	4701-Capital outlay on Medium Irrigation-59-Titlagarh Irrigation Project Commercial -789-Special Component Plan for SCs-2160-Accelerated Irrigation Benefit Programme	315.89	1101.58
56	20	4701-Capital outlay on Medium Irrigation-62-Hadua Irrigation Project- Commercial 800-Other Expenditure-2161-Rural Infrastructural Development Fund	-45.30	724.36
57	20	4701-Capital outlay on Medium Irrigation-State Plan-State Sector-96-Pipeline Projects under AIBP - Commercial-800-Other Expenditure-2160- Accelerated Irrigation Benefit Programme	-2402.38	1872.84
58	20	4711-Capital outlay on Flood Control Project- State Plan-State Sector -03-Drainage-103-Civil Works-1610-Construction and renovation of Drainage sluice	700.00	708.46
59	21	2041-Taxes on vehicles- State Plan-State Sector- 001-Direction and Admnistration-1497-Transport Commission and State Transports Authority	60.00	366.16
60	28	4215-Capital outlay on Water Supply and sanitation-Centrally sponsored Plan-District Sector-01-water supply-102-rural water supply-2150-ARWSP-submission Activities	-1996.93	396.56
61	30	2801-Power -State Plan-State Sector-06-Rural Electrification-800-Other Expenditure-2153-Rajiv Gandhi Grameen Vidyuti Karan Yojana.	-141.50	2925.00
62	36	2235-Social Security and welfare-02-Social Welfare-60-Other Social Security and welfare Programme-102-Pension on Social Security Scheme-2097-Madhubabu Pension for Destitute.	-3.87	2284.51
63	36	2235-Social Security and Welfare-State Plan-District Sector-60-Other Social Security and Welfare Progamme-796- Tribal Area Sub Plan -2097-Madhubabu Pension for Destitute.	-2.18	272.91
				18002.21

Appendix 2.6

Statement showing results of review of substantial surrenders made during the year

(Refer Paragraph 2.3.11 at Page 49)

Sl.No.	Number and title of Grant	Name of the scheme (Head of Account)	Amount of Surrender (Rupees in lakh)	Percentage of Surrender
1	03-Revenue & Disaster Management	2029-Land Revenue-Central Plan-District Sector-102-Survey & Settlement Operations-0172-Computerisation of land records (voted) <i>Surrender of entire provision was attributed to non-release of fund by Govt of India</i>	590.00	100
2	03-Revenue & Disaster Management	2245-Relief on account of Natural Calamities-01-Drought-800-Other Expenditure-1018-Other items (voted)	959.10	100
3	03-Revenue & Disaster Management	2245-Relief on account of Natural Calamities - 01-Drought-800- Other Expenditure -1021-Other Relief Measures (voted) <i>Entire provision of Rs.959.10 lakh and Rs.1120.03(SI 2 & 3) lakh was surrendered without assigning any reason.</i>	1120.03	100
4	03-Revenue & Disaster Management	2245-Relief on account of Natural Calamities - 01-Drought-80-General-800- Other Expenditure -0836-Lump Provision for Other Works. <i>Specific reasons for surrender of the entire provision during December 2008 have not been intimated.</i>	45104.43	100
5	05-Finance	2075-Miscellaneous General Services-01-Civil-797-Transfer to/from Reserve funds/Deposits A/c-0602-Guarantee Resumption funds (charged) <i>Specific reasons for surrender of the entire provision during December 2008 have not been intimated.</i>	7000.00	100
6	05-Finance	2071-Pensions and Other Retirement Benefits-01-Civil-101-Superannuation and retirement allowances-1551-Voluntary Separation scheme for NMR/DLR <i>The above amount was surrendered attributing to less requirement</i>	1930.00	100
7	10-School & Mass Education	2202-General Education-State Plan-State Sector-02-Secondary Education-800-Other Expenditure-2104-SUCCESS-Universalisation of Secondary Education <i>Surrender entire amount was attributed to non-release of central share</i>	500.00	100

Appendix 2.6

Sl.No.	Number and title of Grant	Name of the scheme (Head of Account)	Amount of Surrender (Rupees in lakh)	Percentage of Surrender
8	10-School & Mass Education	2202-General Education-Centrally Sponsored Plan-State Sector-02-Secondary Education-800-Other expenditure-2110-Implementation of Information and Communication Technology Programme. <i>The entire amount was surrendered without assigning any Specific reason</i>	1500.00	100
9	11-ST & SC Development Department and Minorities and Backward Classes Development Department	4225-Capital outlay on welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes-01-Welfare of Scheduled Castes-277-Education-0649-Hostels <i>The entire amount was surrendered without assigning any reason</i>	667.00	100
10	11-ST & SC Development Department and Minorities and Backward Classes Development Department	4225-Capital Outlay on Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes-State Plan -District Sector-03-Welfare of Backward Classes-277-Education-0649-Hostels <i>Surrender of entire provision was attributed to non-receipt of central share.</i>	498.51	100
11	13-Housing & Urban Dev Dept	4215-Capital Outlay on Water Supply and Sanitation-State Plan -State Sector-02-Sewerage and Sanitation-106-Sewerage Services-2138-EAP assisted by JBIC, Japan for Integrated Sewerage and Sanitation Project for Bhubaneswar and Cuttack <i>The entire provision was surrendered attributing to plan cut</i>	2700.00	100
12	16-Planning & Co-ordination	3451- Secretariate Economic Services-State Plan-State Sector-092-Other Offices-2157-Advance Training of Officer from Technical Services in Institutions of International Repute. <i>Surrender of entire provision was attributed to non finalisation of project proposal.</i>	300.00	100
13	16-Planning & Co-ordination	3451-Secretariate Economic Services-State Plan-State Sector-102-District Planning Machinery-1935-other Development programme <i>The entire amount was surrendered without assigning any reason</i>	1068.00	100
14	20-Water Resources	4702-Capital Outlay on Minor Irrigation-State Plan-District Sector-796-Tribal Area Sub Plan-1886-Orissa Community Tanks Management Project (EAP) <i>The entire provision was surrendered due to non-collection of contributions from pani panchayats or farmers</i>	1191.00	100
15	20-Water Resources	4702-Capital Outlay on Minor Irrigation-State Plan -District Sector-789-Special Component Plan for Scheduled Castes-1886-Orissa Community Tanks Management Project (EAP) <i>The entire provision was surrendered due to non-collection of contributions from pani panchayats or farmers</i>	1000.00	100

Appendix 2.6

Sl.No.	Number and title of Grant	Name of the scheme (Head of Account)	Amount of Surrender (Rupees in lakh)	Percentage of Surrender
16	27-Science & Technology	2810-Non-conventional Sources of Energy-Centrally Sponsored Plan-State Sector-60-Others-789-Special Component plan for Scheduled Castes-1826-Remote Village Electrification through non-conventional Sources of Energy	625.27	100
<i>The entire amount was surrendered attributing to non-receipt of central share directs by REDA</i>				
17	27-Science & Technology	2810-Non-conventional Sources of Energy-Centrally Sponsored Plan-State Sector-60-Others-796-Tribal Area Sub Plan-1826-Remote Village Electrification Through non-conventional Source of Energy	754.35	100
<i>The entire provision was surrendered attributing to non-receipt of central share directs by REDA</i>				
18	30-Energy	2801-Power-State Plan-State Sector-05-Transmission and Distribution-789- Special Component Plan for Scheduled Castes -2152-Accelerated Power Development Reform Programme	577.90	100
19	30-Energy	2801-Power-State Plan-State Sector-05-Transmission and Distribution-796- Tribal Area Sub Plan -2152- Accelerated Power Development Reform Programme	637.55	100
20	30-Energy	2801-Power-State Plan-State Sector-05-Transmission and Distribution-800 Other Expenditure-2152- Accelerated Power Development Reform Programme	2304.55	100
<i>Surrender of entire provision (577.90, 637.55, 2304.55) was attributed to non-receipt of central Assistance under APDRP scheme</i>				
21	38-Higher Education	2202-General Education -State Plan-State Sector-03-Universities and Higher Education-104-Assistance to Non-Government Colleges and Institutes-2172-New eligible non Government Colleges	1226.80	100
<i>Surrender of entire provision was attributed to non implementation of revised UGC Scales of pay to Non Government College Teachers.</i>				
22	38-Higher Education	2202-General Education -State Plan-State Sector-03-Universities and Higher Education-789- Special Component Plan for Scheduled Castes-2172-New Eligible non Government Colleges	330.60	100
<i>Surrender of entire provision was attributed to non implementation of revised UGC Scales of pay to College Teachers.</i>				
23	38-Higher Education	2202-General Education -State Plan-State Sector-03-Universities and Higher Education-796- Tribal Area Sub Plan -2172-New eligible non Government Colleges	442.60	100
<i>Surrender of entire provision was attributed to based on actual requirement.</i>				

Appendix 2.7

Statement showing surrenders in excess of actual savings (Rs 50 lakh or more)

(Refer Paragraph 2.3.12 at Page 49)

(Rupees in crore)

Sl. No.	Number and name of the grant/ appropriation	Total grant/ appropriation	Saving	Amount surrendered	Amount surrendered in excess
Revenue - Charged					
1	29-Parliamentary Affairs Department	4.40	0.47	0.68	0.21
Revenue - Voted					
1	15-Sports & Youth Services Department	35.56	6.95	7.03	0.08
2	24-Steel & Mines Department	34.85	7.55	7.80	0.25
3	29-Parliamentary Affairs Department	15.40	3.70	3.80	0.10
4	31-Textiles and Handloom Department	71.11	16.51	16.53	0.02
5	33-Fisheries & Animal Resources Development Department	279.17	55.86	56.34	0.48
6	34-Co-operation Department	152.28	1.05	4.24	3.19
Capital - Voted					
1	28-Rural Development Department	868.47	104.17	104.72	0.55
2	05-Finance Department	555.85	160.87	160.88	0.01
Loans - Voted					
	-NIL-				
	Total	2017.09	357.13	362.02	4.89

Appendix 2.8

Statement showing various grants/appropriations in which savings occurred but no part of which had been surrendered

(Refer Paragraph 2.3.13 at Page 49)

(Rupees in crore)

Sl.No.	Grant Number	Number and Name of grant/appropriation	Saving
1	01-Home	2059-Public Works-01-Office Building-053-Maintenance and Repair-0851-Maintenance & Repair	9.00
2	01-Home	2216-Housing-05-General Pool Accomodation-053-Maintenance and Repair -0848- Maintenance & Repair of Govt Residential Buildings	7.00
3	01-Home	4059- Capital outlay Public Works -Centrally Sponsored Plan-State Sector-60-Other Buildings-051-Construction-0182-Construction of Buildings	2.87
4	01-Home	4216-Capital Outlay on Housing-State Plan-District Sector-01- Govt Residential Buildings -700-Other Housing-0182-Construction of Buildings	2.83
5	03-Revenue & Disaster Management	2245-Relief on account of Natural Calamities- -01-Drought-104-Supply of Fodder-0481-Feeding programme	7.11
6	03-Revenue & Disaster Management	2245- Relief on account of Natural Calamities -01-Drought-105-Veterinary Care-0894-Medical covers for Animals	3.00
7	03-Revenue & Disaster Management	2245- Relief on account of Natural Calamities- 05-Calamity Relief Fund-101-Transfer to Reserve Fund and Deposit accounts CRF-0570-Grants and contributions	901.00
8	05-Finance	2030-Stamps and Registration- 02-Stamps Non-Judicial-102-Expenses on Sale of Stamps-1906-Expenses on sale of stamps- Non-judicial	3.50
9	06-Commerce	5056-Capital outlay on Inland and Water Transport-Centrally Sponsored Plan-State Sector-101-Landing facilities-0274-Development of Inland Water transports sector in the state	1.43
10	07-Works	3054-Roads and Bridges-State Plan State Sector-80-General-797-Transfer to/from Reserve Funds/Deposit accounts-1361-State Road fund	58.25
11	07-Works	4202-Capital Outlay on Education, Sports, Art and Culture-Central Plan-State Sector-01-General Education-202-Secondary Education-0182-Construction of buildings	2.27
12	07-Works	4216-Capital Outlay on Housing-State Plan-State Sector-01-Govt. Residential Buildings-106-General Pool Accomodation-2213-Construction of building of H&FW Department	2.00
13	07-Works	5054-Capital Outlay on Roads and Bridges-State Plan-State Sector -03-State Highways-789-SCP for Scheduled Castes-0197-Construction of Roads	2.75
14	07-Works	5054- Capital Outlay on Roads and Bridges- State Plan-State Sector -03- State Highways -796-Tribal Area Sub Plan-1998-Orissa State Roads Project Rehabilitation and Re-settlement	1.27
15	07-Works	5054- Capital Outlay on Roads and Bridges- State Plan-State Sector -04-Dist and Other Roads-800-Other Expenditure-2161-Rural Infrastructure Development Fund	2.11
16	09-Food Supplies & Consumer Welfare	3475-Other General Economic Services- State Plan-State Sector -106-Regulation of Weights and Measures-2181-Strengthening of Legal Metrology	1.76
17	10-School & Mass Edn	2202-General Education- State Plan-District Sector -02-Secondary Education-110-0984-Non-Govt High school	2.24

Appendix 2.8

Sl.No.	Grant Number	Number and Name of grant/appropriation	Saving
18	12-Health & Family welfare	2210-Medical and Public Health-NP-01-Urban Health Services- Allopathy-800-Other Expenditure-0570-Grants and Contributions.	1.50
19	12-Health & Family welfare	2210- Medical and Public Health-NP-06-Public Health-104-Drug Control-1901-Top up grants recommended by 12 th Finance Commission (Headquarters DC organization)	1.06
20	12-Health & Family welfare	2210- Medical and Public Health-State Plan-State Sector -06-Public Health-104- Drug Control -0622-Headquarters Drug Control Organization	2.35
21	12-Health & Family welfare	2210- Medical and Public Health- Central Plan-State Sector -01-Urban Health Services- Allopathy -200-Other Health Schemes-1447-TB control programme	2.00
22	12-Health & Family welfare	2210- Medical and Public Health- Central Plan-District Sector -06-Public Health-101-Prevention and Control of Diseases-0957-National Malaria Eradication Programme	29.16
23	13-Housing & Urban Development	4215-Capital Outlay on Water Supply and Sanitation- State Plan-State Sector -02-Swerege and Sanitation-106-Swerege Services-2250-Construction of work design, drawing and execution of gated structure in Khannagar link Channel at Cuttack	1.52
24	14-Labour & Employment	2230-Labour and Employment- State Plan-District Sector -01-Labour-001-Direction and Administration-2242-Rastriya Swasthya Bima Yojana	9.50
25	14-Labour & Employment	2230- Labour and Employment -Centrally Sponsored Plan-District Sector-01-Labour-001- Direction and Administration-2242- Rastriya Swasthya Bima Yojana	30.00
26	15-State Sports and Youth services	2204-Sports and Youth Services-001-Directon and Administration-0862-Maintenance of Studios. Gymnacia, Swimming Pool & Play field etc.	0.02
27	16-Planning & co-rdination	3451-Secretariat Economic Service- State Plan-State Sector -796-Tribal Area Sub Plan-1860-Biju KBK Yojana	8.01
28	16-Planning & co-ordination	3451- Secretariat Economic Service- State Plan-District Sector -789-SCP for Scheduled Castes-1860-Biju KBK Yojana	8.01
29	17-Panchayati Raj	2505-Rural employment- State Plan-District Sector -60-Other programme-789-SCP for Scheduled Castes -1872-National Rural Employment Guarantee scheme	8.10
30	17-Panchayati Raj	2505-Rural employment- State Plan-District Sector -60-Other programme-796- Tribal Area Sub Plan -2112- <i>Mokudia</i>	5.03
31	19-Industries Department	2851-Village and Small Industries-105- Khadi and Village Industries -1005-Orissa Khadi and Village Industries Board	0.82
32	20-Water Resources	2700-Major Irrigation-07-Potteru Irrigation Project Commercial-101-Maintenance & Repair-0851- Maintenance & Repair	0.72
33	20-Water Resources	2700- Major Irrigation -12-Upper Kolab Irrigation Project Commercial-101- Maintenance & Repair- 0239-Dam and Appurtenant work-Maintenance	8.44
34	20-Water Resources	2700- Major Irrigation -80-General-001-Direction and Administration-0244-Deduct transfer of Estt. charges on percentage basis	1.48
35	20-Water Resources	2700 -Major Irrigation -80-General-052-Machinery and Equipment-0244- Deduct transfer of Estt charge on percentage basis	3.84
36	20-Water Resources	2700- Major Irrigation 80-General-800-Other Expenditure-1848-Maintenance of Critical Measures Irrigation projects	3.14
37	20-Water Resources	2705-Command Area Development-Centrally Sponsored Plan-State Sector-001-Ayacut Development-0594-Grants-in-aid to Command Development Authority for construction of Field channels	4.67
38	20-Water Resources	3054-Roads and Bridges-NP-80-General-800-Other Expenditure-1790-Maintenance of Roads & Bridge under-12	1.35

Appendix 2.8

Sl.No.	Grant Number	Number and Name of grant/appropriation	Saving
		FC award	
39	20-Water Resources	3451-Secretariat Economic Services-NP-090-Secretariat-1556-Water Resources Department	1.36
40	20-Water Resources	4700-Capital Outlay on Major Irrigation- State Plan-State Sector -15-Lower Indra Irrigation Project Commercial-001-2160-Accelerated Irrigation Benefit Programme	1.37
41	20-Water Resources	4700- Capital Outlay on Major Irrigation- State Plan-State Sector -15- Lower Indra Irrigation Project Commercial -789-SCP for Scheduled Castes-2160- Accelerated Irrigation Benefit Programme	4.74
42	20-Water Resources	4700- Capital Outlay on Major Irrigation-State Plan-State Sector -19-Rengali Irrigation Project Commercial-799-Suspense-2160- Accelerated Irrigation Benefit Programme	1.28
43	20-Water Resources	4700- Capital Outlay on Major Irrigation-State Plan-State Sector -19- Rengali Irrigation Project Commercial -800-Other Expenditure-2176-JBIC Assisted Rengali irrigation project(EAP) phase-1	2.19
44	20-Water Resources	4700- Capital Outlay on Major Irrigation-State Plan-State Sector -20-Subarnarekha Irrigation Project Commercial-799-Suspense-2160- Accelerated Irrigation Benefit Programme	1.70
45	20-Water Resources	4700- Capital Outlay on Major Irrigation-State Plan-State Sector -80-General-190-Assistance to Public Sector and Other undertakings-1276-Share Capital Investment	2.00
46	20-Water Resources	4701- Capital Outlay on Medium Irrigation-State Plan-State Sector -43-Bagh Barrage Irrigation Project Commercial -789-SCP for Scheduled Castes -2161-RIDF	2.38
47	20-Water Resources	4701- Capital Outlay on Medium Irrigation-State Plan-State Sector -46-Chheligada Irrigation Project Commercial -789-SCP for Scheduled Castes -2160- Accelerated Irrigation Benefit Programme	1.30
48	20-Water Resources	4701- Capital Outlay on Medium Irrigation-State Plan-State Sector -51-Manajore Irrigation Project Commercial -800-Other Expenditure-2160- Accelerated Irrigation Benefit Programme	1.10
49	20-Water Resources	4701- Capital Outlay on Medium Irrigation-State Plan-State Sector -54-Rukura Irrigation Project Commercial 796-TASP-2160- Accelerated Irrigation Benefit Programme	6.59
50	20-Water Resources	4701- Capital Outlay on Medium Irrigation-State Plan-State Sector -80-General-800-Other Expenditure-1012-Other expenditure	23.23
51	20-Water Resources	4701- Capital Outlay on Medium Irrigation-State Plan-State Sector -97-Other Pipeline Project Commercial-796-TASP-2161-RIDF	1.11
52	20-Water Resources	4711-Capital Outlay on Flood Control Projects- State Plan-State Sector -03-Drainage-789-SCP for Scheduled Castes-1610-Construction and Renovation of Drainage sluice	2.24
53	20-Water Resources	4711- Capital Outlay on Flood Control Projects- State Plan-State Sector -03- Drainage -796-TASP-1610- Construction and Renovation of Drainage Sluice	6.61
54	20-Water Resources	4711- Capital Outlay on Flood Control Projects-Centrally Sponsored Plan-State Sector-01-Flood Control-103-Civil Works-2223-Flood Management Programme	13.31
55	20-Water Resources	4711- Capital Outlay on Flood Control Projects-Centrally Sponsored Plan-State Sector-01-Flood Control-796-TASP-2223-Flood Management Programme.	7.83
56	20-Water Resources	4711- Capital Outlay on Flood Control Projects-Centrally Sponsored Plan-State Sector-03-Drainage-103-Civil Works-2223-Flood Management Programme	30.72
57	20-Water Resources	4711- Capital Outlay on Flood Control Project -Centrally Sponsored Plan-State Sector-03-Drainage-789- SCP for Scheduled Castes 2223-Flood Management Programme	4.86

Appendix 2.8

Sl.No.	Grant Number	Number and Name of grant/appropriation	Saving
58	20-Water Resources	4711- Capital Outlay on Flood Control Projects- Centrally Sponsored Plan-State Sector-03-Drainage -796-TASP-2223-Flood Management Programme	15.75
59	21-Transport Department	2041- Taxes on Vehicles-State Plan-State Sector -789- SCP for Scheduled Castes -1497-Tranport commissioner and State Transport Authority-Establishment	1.81
60	22-Forest & Environment Department	2406-Forestry and Wild Life- State Plan-State Sector -01-Forestry-102-Social and Farm Forestry-1004-Orissa Forest Sector Development Project (EAP) JBIC Japan Assisted	14.84
61	22-Forest & Environment Department	2406- Forestry and Wild Life-State Plan-State Sector -01-Forestry-789- SCP for Scheduled Castes -1004- Orissa Forest Sector Development Project (EAP) JBIC Japan Assisted	10.78
62	22-Forest & Environment Department	4406-Capital Outlay on Forestry and Wild Life- State Plan-District Sector -01-Forestry-796-TASP-2162-Special Plan for KBK Districts.	1.65
63	23-Agriculture	2401-Crop Husbandry -NP-103-Seeds-1047-Personal ledger A/c for Purchase and Distribution of Seeds, Fertilizers etc	5.98
64	27-Science & Technology	3425-Other Scientific Research- State Plan-State Sector -60-Others-200-Assistance to Other Scientific Bodies-0261-Development of Bio-technology	2.00
65	28-Rural Development	3054-Roads and Bridges-NP-04-District and Other Roads-337-Road Works-2232-Maintenance of Roads in Kandhmal Dist	10.00
66	28-Rural Development	5054-Capital Outlay on Roads and Bridges -State Plan-District Sector -04- District and Other Roads -789- SCP for Scheduled Castes -0906-Minimum needs Programme Constituency-wise Allocation	1.85
67	28-Rural Development	5054- Capital Outlay on Roads and Bridges - State Plan-District Sector -04- District and Other Roads -789- SCP for Scheduled Castes -2161 -RIDF	4.14
68	30-Energy	2801-Power- State- Plan-State Sector -06-Rural Electrification-789- SCP for Scheduled Castes -2153-Rajb Gandhi Gramya Bidyutikaran Yojana	13.00
69	30-Energy	2801- Power -State- Plan-State Sector -06- Rural Electrification 796-TASP-2055-Biju Gramya Jyoti	4.26
70	30-Energy	2801- Power- State -Plan-State Sector -06- Rural Electrification -796-TASP-2153- Rajib Gandhi Gramya Bidyutikaran Yojana	16.25
71	34-Co-operation	4425-Capital Outlay on Co-operation- State Plan-State Sector -00-107-Investment in Credit Cooperative-1276-Share Capital Investment	3.61
72	34-Co-operation	4425- Capital Outlay on Co-operation-State Plan-State Sector -00-796-TASP-1276-Share Capital Investment	1.83
73	36-Women & Child Development	2235-Social Security and Welfare- State Plan-State Sector -02-Social Welfare-103-Womens Welfare-0571-Grants and Subsidies	3.33
74	37-Information and Technology	2852-Industries- State Plan-State Sector -07-Telecommunication and Electronic Industries-202-Electronics-2234-Development of Infocity-II -IT-SEZ	1.50
75	37-Information and Technology	2852- Industries-State Plan-State Sector -07-Telecommunication and Electronic Industries-789- SCP for Scheduled Castes -0776-Implementation of e-Governance Project as per the National e-Governance Programme-one time ACA	2.47
76	37-Information and Technology	2852- Industries-State Plan-State Sector -07-Telecommunication and Electronic Industries -796-TASP-0776-Implementation of e-Governance Project as per the National e-Governance Programme-one time ACA	2.58
77	38-Higher Education	2202-General Education-NP-03-University and Higher Education-102-Assistance to Universities-1247-Sambalpur University	2.22

Appendix 2.8

Sl.No.	Grant Number	Number and Name of grant/appropriation	Saving
78	38-Higher Education	2202- General Education -03- University and Higher Education-104-Assistance to Non-Government Colleges and Institutes-2090-Non-Govt Colleges transferred from State Plan during 2008-09	1.97
79	38-Higher Education	2202- General Education State Plan-State Sector -03- University and Higher Education-789 SCP for Scheduled Castes -0986-New eligible non-Govt College notified in 2004	1.08
80	38-Higher Education	2202- General Education- State Plan-State Sector -03- University and Higher Education-796-TASP-0986- New eligible non-Govt College notified in 2004	2.41
TOTAL			1382.84

Appendix 2.9

Statement showing details of saving of Rs 1 crore and above not surrendered

(Refer Paragraph 2.3.13 at Page 49)

(Rupees in crore)				
Sl. No.	Number and Name of Grants/Appropriation	Saving	Surrender	Saving which remained to be surrendered
1	2	3	4	5
1	01-Home Department (Revenue Voted)	141.86	118.65	23.21
2	03- Revenue & Disaster Management Department (Revenue Voted)	2488.20	962.71	1525.49
3	04- Law Department (Revenue Voted)	9.48	4.66	4.82
4	05-Finance Department (Revenue Voted)	1661.87	1658.49	3.38
5	06- Commerce Department (Capital Voted)	1.50	0.07	1.43
6	07-Works Department (Revenue Voted)	94.65	12.25	82.40
7	07-Works Department (Capital voted)	195.82	185.51	10.31
8	09-Food Supplies & Consumer Welfare Department (Revenue Voted)	3.94	2.90	1.04
9	10-School & Mass Education Department (Revenue Voted)	425.77	156.59	269.18
10	11-ST, SC Development and Minorities Development Department (Revenue voted)	74.78	39.78	35.00
11	12-Health & Family Welfare Department (Revenue Voted)	313.57	245.38	68.19
12	13-Housing & Urban Development Department (Revenue Voted)	60.29	49.09	11.20
13	14-Labour & Employment Department (Revenue Voted)	43.56	3.76	39.80
14	17- Panchayati Raj Department (Revenue Voted)	133.58	111.10	22.48
15	20-Water Resources Department (Revenue Voted)	103.34	88.56	14.78
16	20-Water Resources Department (Capital Voted)	242.05	114.57	127.48
17	20-Water Resources Department (Capital charged)	2.77	1.19	1.58
18	21-Transport Department (Revenue Voted)	3.32	1.62	1.70
19	22-Forest & Environment Department(Revenue Voted)	50.49	38.61	11.88
20	22-Forest & Environment Department(Capital voted)	81.78	3.33	78.45
21	23-Agriculture Department (Revenue Voted)	57.34	44.48	12.86
22	27-Science & Technology Department (Revenue Voted)	21.32	19.32	2.00
23	28-Rural Development Department (Revenue Voted)	64.54	25.45	39.09
24	32-Tourism & Culture Department (Revenue Voted)	2.98	1.78	1.20
25	34-Co-operation Department (Capital voted)	6.74	-	6.74
26	36-Women and Child Development Department (Revenue Voted)	151.16	120.90	30.26
27	38-Higher Education Department (Revenue Voted)	63.44	58.77	4.67
	Total	6500.14	4069.52	2430.62

Appendix 2.10

Statement showing cases of surrender of funds in excess of Rs 10 crore on 30 and 31 March 2009

(Refer Paragraph 2.3.13 at Page 49)

(Rupees in crore)

Sl. No.	Grant Number	Major Head	Total Provision	Amount of Surrender	Percentage of Total Provision
1	2	3	4	5	6
1	1	2014 - Administration of Justice	74.71	10.85	14.52
2	1	2055 - Police	951.98	89.65	9.42
3	1	2070 - Other Administrative Services	102.40	11.13	10.87
4	1	4055 - Capital Outlay on Police	25.00	17.49	69.96
5	3	2029 - Land Revenue	215.57	28.28	13.12
6	3	2245 - Relief on account of Natural calamities	2978.44	918.64	30.84
7	5	2071 - Pension and Other Retirement benefits	2810.82	736.74	26.21
8	5	7615 - Miscellaneous Loans	220.00	94.90	43.14
9	7	4059- Capital outlay on Public Works	72.12	14.17	19.65
10	7	4216- Capital outlay on Housing	48.24	11.71	24.27
11	7	5054- Capital outlay on Roads and Bridges	985.03	151.04	15.33
12	10	2202 - General Education	3754.46	149.35	3.98
13	11	2225 - Welfare of SCs,STs & OBCs	647.46	39.02	6.03
14	11	4225 - Capital outlay on Welfare of SCs,STs & OBCs	123.53	30.01	24.29
15	12	2210 - Medical and Public Health	1045.47	207.43	19.84
16	12	2211 - Family Welfare	154.74	36.73	23.74
17	13	2217 - Urban Development	175.41	43.15	24.60
18	13	4215 - Capital outlay on Water supply and Sanitation	150.05	31.36	20.90
19	17	2515 - Other Rural Dev. Programme.	878.91	103.74	11.80
20	19	2851 - Village and Small Industries	65.95	13.15	19.94
21	20	2700 - Major Irrigation	203.51	22.71	11.16
22	20	2702 - Minor Irrigation	235.33	58.78	24.98
23	20	4700 - Capital outlay on Major Irrigation	1004.59	23.20	2.31
24	20	4701 - Capital outlay on Medium Irrigation	462.60	38.79	8.39
25	20	4702 - Capital outlay on Minor Irrigation	142.72	50.28	35.23
26	22	2406 - Forestry and Wildlife	338.86	34.46	10.17
27	23	2401 - Crop Husbandry	505.93	42.01	8.30
28	27	2810 - Non Conventional	25.01	19.20	76.77

Appendix 2.10

Sl. No.	Grant Number	Major Head	Total Provision	Amount of Surrender	Percentage of Total Provision
1	2	3	4	5	6
		Sources of Energy			
29	28	2059 – Public Works	91.95	12.94	14.07
30	28	2215 - Water Supply and Sanitation	155.58	12.55	8.07
31	28	4059 - Capital outlay on Public Works	36.91	15.47	41.91
32	28	4215 - Capital outlay on Water Supply and Sanitation	671.26	78.82	11.74
33	30	2801 – Power	310.07	37.27	12.02
34	30	6801 – Loans for Power Project	35.20	12.15	34.52
35	31	2851- Village and Small Industries	69.74	16.42	23.54
36	33	2403 – Animal Husbandry	195.37	27.73	14.19
37	33	2405 – Fisheries	70.39	23.83	33.85
38	36	2202 –General Education	517.19	45.00	8.70
39	36	2235 – Social Security & Welfare	884.30	56.89	6.43
40	36	2236 – Nutrition	241.85	18.41	7.61
41	38	2202 –General Education	647.28	56.64	8.75
42	2048	2048 – Appropriation for reduction of avoidance of debt(charged).	300.07	300.00	99.98
43	2049	2049 – Interest payment	4312.30	1422.47	32.99
44	6003	6003 – Internal debt of the State Government	1522.18	263.87	17.34
Total			28460.48	5428.43	19.07

Appendix 2.11

Statement showing rush of expenditure

(Refer Paragraph 2.3.14 at Page 50)

Sl. No.	Grant Number	Head of account Scheme/Service	Expenditure incurred during Jan-March 2009	Expenditure incurred in March 2009	Total expenditure	(Rupees in crore)	
						Percentage of total expenditure incurred during	
						Jan-March 2009	March 2009
1	1	2015-Elections-00-104-Special Police-0784-Joint Election	24.83	24.58	24.93	99.60	98.60
2	1	2055-Police-00-800-Other Expenditure-1713-Special Organization for anti-naxal Operation	13.56	12.80	15.24	88.97	83.99
3	1	4059-Capital Outlay on Public Works-NP-60-Other Buildings-051-Construction-0182-Construction of Buildings	44.33	43.63	45.47	97.49	95.95
4	1	4059- Capital Outlay on Public Works-SP-DS-60- Other Buildings-051-Construction - 0182-Construction of Buildings	17.19	16.23	18.23	94.30	89.03
5	3	2245-Relief on account of Natural Calamities-NP-02-Floods, Cyclones etc.-193-Assistance to Nagar Panchayats/ NACs or equivalent thereof-0569-Grants and Assistance	47.07	32.26	52.04	90.45	61.99
6	3	2245- Relief on account of Natural Calamities NP-05-Calamity Relief Fund-101-Transfer to Reserve Fund and Deposit account-0570-Grants and Contributions	531.53	531.53	531.53	100	100
7	5	5465-Investment in General Financial and Trading Institutions-SP-SS-01-190-1276-Share Capital Investment	56.34	28.17	56.34	100	50
8	5	7615-Miscellaneous Loans-NP-00-200- Miscellaneous Loans--0825-Payment through one time Settlement of Guaranteed loans towards Principal only of State PSUs/ Corporations / Devp. Agencies and Other organisation	36.45	36.17	59.61	61.15	60.68
9	7	4059-Capital Outlay on Public Works-SP-SS-01-Office Buildings-051-Constructions-2199-Construction of Building of Works Department	16.00	13.54	19.17	83.46	70.63
10	7	4059- Capital Outlay on Public Works-SP-SS-01-Office Buildings-051-Constructions-2236-Construction of Building of GA Department. Under one time SCA	11.56	11.56	11.56	100	100
11	7	5054-Capital Outlay on Road and Bridges-SP-SS-01-National Highways-337-Road Works-2258-Special Repair of National Highways	12.67	12.67	13.36	94.84	94.84

Appendix 2.11

Sl. No.	Grant Number	Head of account Scheme/Service	Expenditure incurred during Jan-March 2009	Expenditure incurred in March 2009	Total expenditure	Percentage of total expenditure incurred during	
						Jan-March 2009	March 2009
12	7	5054- Capital Outlay on Road and Bridges-SP-SS -03-State Highways-789-SCP for Scheduled Castes-0197-Construction of Roads	18.91	13.24	21.07	89.75	62.84
13	7	5054- Capital Outlay on Road and Bridges-SP-SS -03-State Highways-789-SCP for Scheduled Castes -1994-Orissa State Roads Project	10.00	10.00	10.00	100	100
14	7	5054- Capital Outlay on Road and Bridges-SP-SS -03-State Highways-796-TASP-0197-Construction of Roads	69.35	69.35	69.35	100	100
15	7	5054- Capital Outlay on Road and Bridges -NP-04-Dist. and Other Roads-337-Road Works-0865-Mainainance and Repair of Major District Roads under Chief Engineer (Roads and Buildings)	25.92	18.25	34.85	74.38	52.37
16	7	5054- Capital Outlay on Road and Bridges -SP-SS-04-Dist and Other Roads-796-TASP-1581-Works Executed from Central Road Fund	95.94	94.77	99.85	96.08	94.91
17	7	5054- Capital Outlay on Road and Bridges -SP-SS-04-Dist and Other Roads-800-Other Expenditure-2029-Preparation of Detail Project Report and capacity Building	73.10	69.00	73.66	99.24	93.67
18	7	5054- Capital Outlay on Road and Bridges -SP-SS-04-Dist and Other Roads-800-Other Expenditure-2238-Special Plan from Planning Commission	56.51	56.51	56.51	100	100
19	10	2202-General Education-SP-SS-01- Elementary Education-800-Other Expenditure-2101-Implementation of Kasturaba Gandhi Balika Bidyalaya	13.80	13.80	25.80	53.49	53.49
20	10	2202- General Education-NP-02-Secondary Education-052-2202-TFC award for Education Sector	50.00	50.00	50.00	100	100
21	10	2202- General Education SP-DS-02- Secondary Education - 110-0984-Non Government High School	28.15	20.72	35.12	80.15	59
22	10	2202- General Education SP-DS-02- Secondary Education - 789-SCP for Scheduled Castes-0984-Non Govt. High schools	15.47	10.56	17.84	86.72	59.19
23	12	2210-Medical and Public Health-NP-01-Urban Health Services-Allopathy-001-Dir. and Administration-1719-Top-up grants recommended by 12 th F.C	18.99	18.06	19.01	99.89	95.00

Appendix 2.11

Sl. No.	Grant Number	Head of account Scheme/Service	Expenditure incurred during Jan-March 2009	Expenditure incurred in March 2009	Total expenditure	Percentage of total expenditure incurred during	
						Jan-March 2009	March 2009
24	12	2210 -Medical and Public Health -NP- 01-Urban Health Services-Allopathy-001-Dir. and Administration -1800-DFID assisted Health Sector Developments	33.00	33.00	33.00	100	100
25	12	2210- Medical and Public Health -SP-SS-01 Urban Health Services-Allopathy - 796-TASP-1800-DFID assisted Health Sector Developments	12.50	12.50	12.50	100	100
26	13	4215- Capital Outlay on Water Supply and Sanitation -SP-SS-01-Water Supply-101-Urban Water Supply-1561-Water Supply in Urban areas	15.00	13.45	18.74	80.04	71.77
27	13	4215-Capital Outlay on Water Supply and Sanitation-SP-SS-02-Sewerage and Sanitation-106-Sewerage Services-1774-States Specific needs Grants Recommended by 12 th F.C	21.70	21.70	21.70	100	100
28	17	2501-Special Programme for Rural Development-SP-DS-01-IRDP-001-Direction and Administration-1745-Targeted Rural initiative for Poverty Termination and Infrastructure	40.00	37.49	40.00	100	93.73
29	17	2505-Rural Employment-SP-DS-60-Other Programme-106-1872-NREGS	23.60	22.02	39.24	60.14	56.12
30	17	2505- Rural Employment-SP-DS-60-Other Programme -789-SCP for SCs-2112-Mo-Kudia	16.78	16.78	21.16	79.30	79.30
31	17	2505- Rural Employment-SP-DS-60-Other Programme -796-TASP-2112-Mo-Kudia	12.72	12.72	17.10	74.39	74.39
32	17	2505- Rural Employment-SP-DS-60-Other Programme -800-Other Expenditure-2112-Mo-Kudia	51.69	51.69	60.44	85.52	85.52
33	17	2515-Other Rural Development Programme-SP-DS-00-789-SCP for SCs-1877-Backward Region Grant Fund	41.42	38.56	41.42	100	93.10
34	17	2515- Other Rural Development Programme-SP-DS-00-796-TASP-1877-Backward Region Grant Fund	48.30	44.96	48.30	100	93.08
35	17	2515- Other Rural Development Programme-SP-DS-00-800-Other Expenditure-1877-Backward Region Grant Fund	138.12	130.62	138.12	100	94.57
36	17	4216-Capital Outlay on Housing-SP-DS-01-Govt. Residential Building-700-1913-Cluster Housing Scheme for Health Personnel at Block level	12.67	10.63	12.67	100	83.90
37	19	6885-Other Loans to Industries and Minerals-NP-01-800-Other Expenditure-0825-Loans and Advances	41.90	41.90	41.90	100	100

Appendix 2.11

Sl. No.	Grant Number	Head of account Scheme/Service	Expenditure incurred during Jan-March 2009	Expenditure incurred in March 2009	Total expenditure	Percentage of total expenditure incurred during	
						Jan-March 2009	March 2009
38	20	2701-Medium Irrigation-NP-80-General-800-Other Expenditure-1729-Maintenance of Critical Medium Irrigation Project	20.00	13.28	25.60	78.13	51.88
39	20	2702-Minor Irrigation-NP-03-Maintenance-102-Lift Irrigation Scheme-0571-Grants and Subsidies	15.13	10.84	15.55	97.30	69.71
40	20	4700-Capital Outlay on Major Irrigation-SP-SS-15-Lower Indra Irrigation Project-800-Other Expenditure-2160-AIBP	26.10	26.15	33.99	76.79	76.93
41	20	4700- Capital Outlay on Major Irrigation-SP-SS-16- Lower Suktal Irrigation Project Commercial-800-Other Expenditure -2160-AIBP	57.62	57.10	61.71	93.37	92.53
42	20	4700- Capital Outlay on Major Irrigation-SP-SS-19- Rengali Irrigation Project Commercial 789-SCP for SCs-2160-AIBP	30.11	23.57	30.70	98.08	76.78
43	20	4701- Capital Outlay on Medium Irrigation-SP-SS-47-796-TASP-2161-RIDF	21.33	11.69	22.97	92.86	50.89
44	20	4701- Capital Outlay on Medium Irrigation-SP-SS-51-Manajore Irrigation Project Commercial (AIBP)-789-SCP for SCs-2160-AIBP	14.40	14.40	15.81	91.08	91.08
45	20	4701- Capital Outlay on Medium Irrigation-SP-SS-58-Telengiri Irrigation Project Commercial -796-TASP-2160-AIBP	16.92	14.05	23.18	72.99	60.61
46	20	4701- Capital Outlay on Medium Irrigation-SP-SS-59-Titlagarh Irrigation Project Commercial -789- SCP for SCs -2160-AIBP	18.81	18.40	19.33	97.31	95.19
47	20	4701- Capital Outlay on Medium Irrigation-SP-SS-96-Pipeline Projects under AIBP Commercial-800-Other Expenditure-2160-AIBP	25.88	25.27	28.26	91.58	89.42
48	20	4711-Capital Outlay on Flood Control Project-03-Drainage-103-Civil Works-1610-Const. and Renovation of Drainage Sluice	12.70	11.50	14.95	84.95	76.92
49	22	2406-Forestry and Wild Life-01-Forestry-789-SCP for SCs-1004-OSFDP(EAP,JBIC Japan assisted)	11.46	11.46	21.00	54.57	54.57
50	23	2401-Crop Husbandary-SP-DS-00-800-Other Expenditure-2078-Popularisation of Agricultural Implements, Equipments and Diesel Pump Sets	13.38	13.38	15.01	89.14	89.14
51	28	2059-Public Work-01-Water Supply-053-Maintenance and Repair-0853- Maintenance of Building under Chief Engineer	28.85	22.17	41.69	69.20	53.18

Appendix 2.11

Sl. No.	Grant Number	Head of account Scheme/Service	Expenditure incurred during Jan-March 2009	Expenditure incurred in March 2009	Total expenditure	Percentage of total expenditure incurred during	
						Jan-March 2009	March 2009
52	28	2216-Housing-NP-05-General Pool Accomodation-053-Maintenance and Repair 0853-Maintenance of building under Chief Engg. Rural works	15.09	12.81	20.23	74.59	63.32
53	28	3054-Roads and Bridges-NP-04-District and Other Roads-337-Road Work-1230-Rural Works	104.63	84.62	150.60	69.48	56.19
54	28	3054- Roads and Bridges- NP-80-General-190-1230-Rural Roads	10.00	10.00	10.00	100	100
55	28	4215-Capital Outlay on Water Supply and Sanitation-SP-DS-01-Water Supply-102-Rural Water Supply-2150-ARWSP Submission Activities	11.72	11.79	12.79	91.63	92.18
56	28	5054-Capital Outlay on Road and Bridges-SP-DS-04-District and Other Roads-800-Other Expenditure-0906-Minimum needs Program Constitution wise Allocation	16.34	14.05	19.18	85.19	73.25
57	30	2801-Power-06-Rural Electrification-800-Other Expenditure-2153-Rajib Gandhi Gramin Viduiti Karan Yojana	111.38	111.38	111.38	100	100
58	30	4801-Capital Outlay on Power Projects-State Plan-State Sector-05-Transmission and Distribution-190-Investment in Public Sector and other Undertakings-2251-Implementation of Non-remunerative Transmission Project in Backward Districts	23.06	23.06	23.06	100	100
59	33	2403-Animal Husbandry-SP-SS-00-101-Veterinary Services and Animal Health-2161-RIDF	14.07	14.07	14.50	97.03	97.03
60	34	2425-Co-operation-SP-SS-00-107-Investment in Credit Co-operatives-0571-Grants and Subsidies	19.41	12.16	19.41	100	62.65
61	36	2235-Social Security and Welfare-SP-DS-02-Social Welfare-102-Child Welfare-0731- ICDS Scheme	17.12	16.90	18.03	94.95	93.73
62	36	2235- Social Security and Welfare -SP-DS-60-Other Social Security and Welfare Programme-101-Personal Accident Insurance Scheme for Poor Families-1045-Personal Accident Insurance Scheme for Poor Families	22.47	20.26	33.07	67.94	61.26
63	37	2852-Industries-SP-SS-07-Telecommunication and Electronics Industries-202-Electronics-0776-Implementation of e-Governance Projects as per the National e-Governance Program-one time ACA	13.18	13.18	17.78	74.13	74.13

Appendix 2.11

Sl. No.	Grant Number	Head of account Scheme/Service	Expenditure incurred during Jan-March 2009	Expenditure incurred in March 2009	Total expenditure	Percentage of total expenditure incurred during	
						Jan-March 2009	March 2009
64	38	2202-General Education-NP-03-Universities and Higher Education-052-2202- 12 th F.C award for Education Sector	16.75	16.75	16.75	100	100
65	2049	2049-Interest Payment -NP-(Charged)-03-Interest on Small Savings, Provident Fund etc.-104-Interest on Loans for Non Plan Schemes-0753-Interest on Unfunded Debt	297.00	297.00	297.01	100	100
66	6004	6004-Loans and Advances from Central Government-NP-(Charged)-02-Loans for State/UT Plan Scheme-105-0179-Cosolidated Loans	381.90	381.90	381.90	100	100
TOTAL			3183.88	3008.61	3422.27	93.03	87.91

Appendix 2.12

Statement showing pending DCC Bills for the years up to 2008-09

(Refer Paragraph 2.4.1 at Page 50)

(Rupees in lakh)			
Sl. No.	Department	Number of AC bills	Amount
1	2056-Home	18839	3112.46
2	2015-Home & Panchayati Raj	295	3319.63
3	2202-Education	1	0.03
4	2853-Steel & Mines	260	29.76
5	3054-Road & Bridges Works	1	8.04
6	3056-Commerce	1	0.12
7	2030-Finance	5	8.39
8	2039-Excise	3	0.05
9	2230-Labour & Employment	3	0.73
10	2251-ST & SC	1	0.15
11	2401-Planning & Co-ordination	1	0.05
12	2425-Co-operation	1	0.03
13	2435-Agriculture	1	0.01
14	2029-Land Revenue	3	0.86
15	2059-Public work	1	0.20
16	2235-Social security & welfare	4	0.32
17	2515-Other Rural Development project	2	0.09
18	4055-Capital outlay on Police	1	57.81
19	4059-Capital outlay on public work	3	251.18
20	2011-Paliamentary Affairs	1	3.00
21	2051-Public service commission	31	46.80
22	2052-Secretariat General services	20	94.57
23	2204-Sports & Youth Services	1038	390.79
24	2210-Medical & Public Health	2	13.07
25	2014-Administration of Justice	530	29.31
26	2055-Home Dept(Police)	5	398.22
27	2070-Other Administrative service	3	0.60
28	2211-Health & Family Welfare	423	351.45
29	2700-Major Irrigation	1	2.99
Total		21480	8121.21

Appendix 2.13

Statement showing non-closure of in-operative Personal Deposit Account

(Refer Paragraph 2.6 at Page 53)

					(Rupees in lakh)
Sl. No	IR No	Para No.	Name of the Treasury/Sub-Treasury	Name of the Administrator / DO last transaction	Balance as on 31 March 2008
1	2	3	4	5	6
1	27/08-09	3 (c)	District Treasury, Keonjhar	CSO, Keonjhar, 05.05.96	15.09
				H.M, B. N. High School, Anandpur, 13.08.96	0.18
2	29/08-09	4 (e)	Sub Treasury, Dhamanagar Bhadrak	H.M, Govt. High School, Dhamanagar, 10/03	0.59
3	28/08-09	6 (b)	Sub Treasury, Niali	H.M, Govt. High School, Ramiala, 11/04	0.20
4	100/08-09	6 (2)	Dist Treasury, Mayurbhanj, Baripada	H. M, Bahalda, High School, 24.03.97	0.02
				E. O, Collectorate, Mayurbhanj, 11.09.04	4.75
5	50/08-09	8	Special Treasury No-1, Bhubaneswar	Remained unutilized/ undisbursed under the P.D Accounts of 22 administrator	13099.00
TOTAL					13119.83 (Rs 131.20 Crore)

Appendix 3.1

Statement showing details of Utilisation Certificate (UCs) due at the end of 2008-09 from Autonomous Bodies/Local Bodies

(Refer Paragraph 3.1 at Page 59)

(A) Autonomous Bodies					
Sl. No.	Name of the Department	Name of the Body/Authority	Number of Body/ Authority	Year	Amount (Rupees in crore)
1.	Panchayati Raj Department	District Rural Development Agencies	13	2007-08	404.48
2.	Scheduled Tribes and Scheduled Caste Development Department	Integrated Tribal Development Agencies	9	2006-07 2007-08	25.46
3.	Higher Education Department	Berhampur University	1	2006-07	0.05
4.	Revenue & Disaster Management Department	Orissa State Disaster Mitigation Authority (OSDMA)	1	2006-07	14.47
5.	School and Mass Education Department	Orissa Primary Education Programme (OPEPA)	1	2007-08	347.67
6.	Industry Department	Biju Pattnaik University of Technology	1	2007-08	3.15
7.	Scheduled Tribes and Scheduled Caste Development Department	Orissa ST & SC Development Finance Cooperative Corporation	1	2007-08	20.69
8.	Science and Technology Department	Orissa Computer Application Centre	1	2007-08	78.00
Sub Total (A)			28		893.97

(B) Zilla Parisad and other Panchayati Raj Institutions					
Sl. No.	Name of the Department	Name of the Scheme	Number of PRIs	Year	Amount (Rupees in crore)
1.	Panchayati Raj Department	NREGS	Zilla Parisad-21	2007-08	20.14
				2008-09	487.12
2.	Panchayati Raj Department	SGRY	Panchayat Samiti-243	2007-08	15.77
				2008-09	130.28
3.	Panchayati Raj Department	IAY(N)	Gram Panchayat-1065	2007-08	26.90
				2008-09	106.91
4.	Panchayati Raj Department	BRGF		2008-09	4.18
5.	Panchayati Raj Department	TFC		2008-09	294.71
Sub Total (B)			1329		1086.01

(C) Urban Local Bodies (ULBs) Municipal Corporation / Municipalities / NAC					
Sl. No.	Name of the Department	Name of the Body/Authority	Number of ULBs	Year	Amount (Rupees in crore)
1.	Housing and Urban Development Department	Municipal Corpn/ Municipalities/ NACs	Municipal Corpn./ Municipalities -17 NACs-13	2006-07 2007-08 2008-09	63.78 226.70 233.27
Sub Total (C)			Total-30		523.75

Grand Total A+B+C = Rs 2503.73 crore

Appendix 3.2

Statement showing Scheme wise details of Utilization Certificates (UCs) wanting as at the end of 2008-09

(Refer Paragraph 3.1 at Page 59)

				(Rupees in Crore)
Sl. No.	Name of the Department	Name of the Scheme	Year	Amount (Rupees in crore)
1.	Panchayati Raj Department	NREGS	2007-08	20.14
			2008-09	487.12
		SGRY	2007-08	15.77
			2008-09	130.28
		IAY(N)	2007-08	26.90
			2008-09	106.91
		BRGF	2008-09	4.18
TFC	2008-09	294.71		
Total				1086.01

Appendix 3.3

Statement of Finalization of Accounts and the Government Investment in Departmentally managed Commercial Quasi-Commercial Activities

(Refer Paragraph 3.4 at Page 60)

Sl. No.	Name of the Activities/Schemes under the Department	No. of Activities/Schemes under the Department	Accounts Finalized up to	Investment as per the last accounts finalized (Rs in lakh)	Remarks/Reasons for Delay in Preparation of accounts
Department : Agriculture and Cooperation					
1	Cold Storage Plant, Kumarmunda	1	1972	11.97	Arrear of accounts for 37 years
2	Cold Storage Plant, Similiguda	1	1977	16.15	Arrear of accounts for 32 years
3	Cold Storage Plant, Paralakhemundi	1	1984	6.36	Arrear of accounts for 25 years
4	Cold Storage Plant, Bolangir	1	1994	7.92	Arrear of accounts for 15 years
5	Cold Storage Plant, Bhubaneswar	1	1975	17.89	Transferred (March 1979) to Orissa State Seeds Corporation Limited. Arrear of accounts for 5 years
6	Cold Storage Plant, Sambalpur	1	1971	Not available	Transferred (March 1979) to Orissa State Seeds Corporation Limited. Arrear of accounts for 9 years
7	Purchase and Distribution	1			Proforma not prescribed by Government
Department : Food Supplies and Consumer Welfare					
8	Grain purchase scheme	1	1977-78	NA	Transferred (September 1980) to Orissa State Seeds Corporation Limited. Arrear of accounts for four years.
Department : Commerce and Transport					
9	State Transport service	1	1972-73	NA	Transferred (May 1974) to Orissa State Road Transport Corporation. Arrear of accounts for three years.
Department : Fisheries and Animal Resources Development					
10	Poultry Development	1	--	NA	Proforma accounts not prescribed by the State Government
Inoperative/Closed Activities/Schemes					Year from which remained closed or inoperative
11	Grain Supply Scheme	1	--	--	1958-59
12	Scheme for trading in Iron Ore through Paradeep Port	1	--	--	1966-67
13	Cloth and Yarn Scheme	1	--	--	1954-55
14	Scheme for exploitation and Marketing of fish	1	--	--	1982-83

Appendix

3.4

Department wise / duration wise break-up of the cases of misappropriation, defalcations etc. (Cases where Final action was pending at the end of June 2009)

(Refer Paragraph 3.5 at Page 61)

(Rupees in lakh)

Sl. No.	Name of the Department	Up to 5 years 2004-05 to 2008-09		5 to 10 years 1999-00 to 2003-04		10 to 15 years 1994-95 to 1998-99		15 to 20 years 1989-90 to 1993-94		20 to 25 years 1984-85 to 1988-89		25 years to More from inception upto 1983-84		Total No. of Cases.	
		No of cases	Amount	No of cases	Amount	No of cases	Amount	No of cases	Amount	No of cases	Amount	No of cases	Amount	No of cases	Amount
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)
1	Finance	0	0.00	0	0.00	0	0.00	1	4.85	1	0.02	5	5.25	7	10.12
2	Revenue & DM	3	110.24	2	0.36	3	2.09	6	4.62	7	1.50	44	27.93	65	146.74
3	Excise	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	1	0.21	1	0.21
4	Law	1	2.21	2	0.90	2	2.81	7	3.67	0	0.00	2	1.97	14	11.56
5	Water Resources	17	6.95	47	138.31	51	19.11	82	30.28	64	13.99	172	51.21	433	259.85
6	Rural Development	9	61.24	9	4.70	23	7.44	25	17.48	19	3.06	14	3.58	99	97.50
7	Energy	0	0	0	0	2	226.39	3	1.28	1	0.01	4	16.44	10	244.12
8	Industry	2	12.84	3	6.31	3	0.71	2	2.53	0	0.00	0	0.00	10	22.39
9	ST & SC Development	1	2.01	1	0.95	0	0.00	3	1.05	3	0.20	23	3.95	31	8.16
10	Health & Family Welfare	1	0.03	2	4.52	4	1.22	10	36.38	3	4.26	12	9.94	32	56.35
11	General Administration	0	0.00	0	0.00	2	0.71	1	1.26	0	0.00	1	0.95	4	2.92
12	Works	4	3.28	23	28.51	26	31.26	23	5.78	30	3.37	58	120.88	164	193.08

Sl. No.	Name of the Department	Up to 5 years 2004-05 to 2008-09		5 to 10 years 1999-00 to 2003-04		10 to 15 years 1994-95 to 1998-99		15 to 20 years 1989-90 to 1993-94		20 to 25 years 1984-85 to 1988-89		25 years to More from inception upto 1983-84		Total No. of Cases.	
		No of cases	Amount	No of cases	Amount	No of cases	Amount	No of cases	Amount	No of cases	Amount	No of cases	Amount	No of cases	Amount
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)
13	Commerce & Transport	1	0.49	2	5.70	0	0	4	2.01	2	1.04	3	0.97	12	10.21
14	Education	2	3.29	4	26.04	5	9.34	7	7.21	10	2.96	28	17	56	65.84
15	Fisheries & ARD	1	0.31	1	0.15	6	2.73	7	1.59	3	3.62	13	68.33	31	76.73
16	Agriculture	7	44.15	10	19.26	19	12.06	17	8.33	10	4.49	55	17.81	118	106.10
17	Co-operation	0	0.00	0	0.00	1	0.94	2	3.25	0	0.00	0	0.00	3	4.19
18	Panchayati Raj	2	4.32	0	0.00	4	14.56	4	1.95	10	1.83	41	16.54	61	39.20
19	Home	0	0	0	0	1	12.7	1	0.5	2	3.29	2	0.59	6	17.08
20	Food Supplies & C W	0	0.00	0	0.00	0	0.00	1	0.10	0	0.00	2	2.94	3	3.04
21	Housing & Urban Dev	5	21.9	15	12.52	13	10.92	8	12.19	14	9.41	20	3.85	75	70.79
22	Labour & Employment	0	0.00	0	0.00	1	1.94	0	0.00	0	0.00	0	0.00	1	1.94
23	Information & Public Relation	0	0.00	11	0.95	19	2.19	57	5.19	31	2.19	0	0.00	118	10.52
24	Women & Child Development	0	0.00	0	0.00	1	0.29	3	3.01	0	0.00	1	0.14	5	3.44
25	Forest & Environment	1	0.02	12	59.93	92	37.82	83	43.52	33	10.87	216	102.36	437	254.52
	Total	57	273.28	144	309.11	278	397.23	357	198.03	243	66.11	717	472.84	1796	1716.60

Department/category wise details in respect of cases of loss to Government due to theft, misappropriation/loss of Government material

(Refer Paragraph 3.5 at Page 61)

(Rupees in lakh)

SI No	Name of Department	Theft Cases		Misappropriation/ Loss of Government Material		Total	
		Number of Cases	Amount	Number of Cases	Amount	Number of Cases	Amount
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1	Finance	0	0.00	7	10.12	7	10.12
2	Revenue & DM	9	4.17	56	142.57	65	146.74
3	Excise	0	0.00	1	0.21	1	0.21
4	Law	6	2.72	8	8.84	14	11.56
5	Water Resources	279	203.55	154	56.30	433	259.85
6	Rural Development	63	76.85	36	20.65	99	97.50
7	Energy	5	2.84	5	241.28	10	244.12
8	Industry	5	3.95	5	18.44	10	22.39
9	ST & SC Development	11	0.89	20	7.27	31	8.16
10	Health & Family Welfare	11	6.39	21	49.96	32	56.35
11	General Administration	2	0.71	2	2.21	4	2.92
12	Works	82	16.45	82	176.63	164	193.08
13	Commerce & Transport	5	6.9	7	3.31	12	10.21
14	Education	14	2.22	42	63.62	56	65.84
15	Fisheries	10	1.50	21	75.23	31	76.73
16	Agriculture	50	17.64	68	88.46	118	106.10

Appendix 3.5

SI No	Name of Department	Theft Cases		Misappropriation/ Loss of Government Material		Total	
		Number of Cases	Amount	Number of Cases	Amount	Number of Cases	Amount
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
17	Co-operation	1	0.71	2	3.48	3	4.19
18	Panchayati Raj	17	18.25	44	20.95	61	39.20
19	Home	0	0	6	17.08	6	17.08
20	Food Supplies & C W	1	0.10	2	2.94	3	3.04
21	Housing & Urban Dev	52	26.28	23	44.51	75	70.79
22	Labour & Employment	0	0.00	1	1.94	1	1.94
23	Information & Public Relation	111	8.56	7	1.96	118	10.52
24	Women & Child Development	1	0.03	4	3.41	5	3.44
25	Forest & Environment	76	28.1	361	226.42	437	254.52
Total		811	428.81	985	1287.79	1796	1716.60

Statement showing Department wise details of cases of Write-offs for 2008-09

(Refer Paragraph 3.5 at Page 61)

	Department	Authority Sanctioning write off	Brief Particulars of the Case	Case No.	Year	Amount (Rupees in lakh)
1.	Additional Principal Chief Conservator of Forest (KL) Orissa, Bhubaneswar	O.O No.164 dated 11.11.2008 of APCCF (KL) Orissa, Bhubaneswar	Fire in phadi house under DFO, Kalahandi, Bhawanipatna	6	1973-74	0.01
2.	-do-	-do-	Theft of Govt cash from Mr. P.K. Mohanty, Forest Ranger, Rampur Range, Bhawanipatna	7	1973-74	0.03
3.	-do-	-do-	Destruction of Kedopoli phadi house of Bargarh KL Division	9	1973-74	0.03
4.	-do-	-do-	Burning of phadi godown of Gandaberna of Kaniha range (unit No. 878)	14	1974-75	0.06
5.	-do-	-do-	Fire accident to phadi house, DFO (KL) Angul Division	17	1974-75	0.04
6.	-do-	-do-	Burning of Chalwonki phadi in Padampur south range under DFO (KL) Padampur	21	1974-75	0.04
7.	-do-	-do-	Theft of Govt cash in residence of Sri N.N. Krishian, Forestor under DFO (KL) Sambalpur Division	22	1974-75	0.01
8.	-do-	-do-	Fire accident of Karnikhuntia phadi house of Kesinga range, Bhawanipatna west	24	1975-76	0.04
9.	-do-	-do-	Fire accident in Dumairpada phadi house of unit No.57A of Bongomunda KL range Khariar Division	26	1975-76	0.04
10.	-do-	-do-	Loss of Govt property due to fire in Bhakta Mahulapani phadi house of Keonjhar KL Division	28	1975-76	0.02
11.	-do-	-do-	Loss of Govt property due to fire in Purunapani phadi house	29	1975-76	0.01
12.	-do-	-do-	Loss of Govt property due to fire towards the cost of construction Keonjhar (KL) Division	31	1975-76	0.01
13.	-do-	-do-	Theft of Govt money advanced to Sri R.C. Das, Range Officer, Naransinghpur	33	1975-76	0.05
14.	-do-	-do-	Fire accident of phadi house in Bhawanipatna range west	35	1975-76	0.05
15.	-do-	-do-	Theft of Govt cash from DFO (KL) Jharsuguda	40	1976-77	0.01
16.	-do-	-do-	Damage of of kendu leaf in Birsal phadi house of Kamakhyanagar	45	1976-77	0.03
17.	-do-	-do-	Fire accident in Salipada (Siletpada) phadi house in Boudh	46	1976-77	0.12
18.	-do-	-do-	Burning of phadi house in Bhawanipatna East Division now under DFO (KL), Titilagarh	50	1976-77	0.01
19.	-do-	-do-	Loss of Govt property due to theft in Rairakhhol (KL) Division	51	1976-77	0.06
20.	-do-	-do-	Burning of phadi in Bhawanipatna East Division	52	1976-77	0.01

Appendix 3.6

	Department	Authority Sanctioning write off	Brief Particulars of the Case	Case No.	Year	Amount (Rupees in lakh)
21.	-do-	-do-	Burning of kendu leaf godown at Pradhanpoli & Parnapur KL range, Sambalpur Division	54	1976-77	0.83
22.	-do-	-do-	Burning of Andheri phadi in Keonjhar Division	55	1976-77	0.03
23.	-do-	-do-	Fire accident of Dakikondal phadi house of Bhawanipatna West range unit.67	58	1976-77	0.01
24.	-do-	-do-	Misappropriation of Govt money by Sri A.V. Rao, Dy. Ranger (KL), Bhawanipatna East Division	60	1976-77	0.01
25.	-do-	-do-	Theft of Govt money from the O/o the Range officer (KL), Kegaon	62	1976-77	0.14
26.	-do-	-do-	Loss & Defalcation in Padapenipjadi in Sambalpur Division	64	1976-77	0.02
27.	-do-	-do-	Loss and damage in Raghudura phadi in Sambalpur Division in Sambalpur Division	65	1976-77	0.02
28.	-do-	-do-	Burning of Birsingharh phadi house in Sambalpur Division	66	1977-78	0.02
29.	-do-	-do-	Burning of Krishnagar phadi house in Sambalpur Division	67	1977-78	0.06
30.	-do-	-do-	Loss and defalcation in Khansal phadi in Sambalpur Division due to burning.	68	1977-78	0.05
31.	-do-	-do-	Burning of phadi by lightening on 20-5-77 evening in the O/o DFO (KL) Boudh	71	1977-78	0.05
32.	-do-	-do-	Fire accident in Sriabhal phadi (unit No.96) under Telkoi range of DFO Keonjhar Division	73	1977-78	0.06
33.	-do-	-do-	Fire accident in Radhamal phadi house (unit No.20) under DFO, Khariar	74	1977-78	0.01
34.	-do-	-do-	Burning of Sanpoch phadi house by lightning on 20-5-77 under DFO, Boudh Division	75	1977-78	0.02
35.	-do-	-do-	Fire accident in Gadagadhal phadi of Kantabanji range in unit No.57c(part) under DFO (KL), Khariar	76	1977-78	0.01
36.	-do-	-do-	Loss and Defalcation in Attabira range of Sambalpur Division	79	1977-78	0.00
37.	-do-	-do-	Fire accident of Karamtala phadi house in Saintala range in DFO Bhawanipatna west	80	1977-78	0.05
38.	-do-	-do-	Loss of public money by DFO (KL), Rourkela Division by defalcation	82	1977-78	0.05
39.	-do-	-do-	Burning of Batala phadi house in unit No.64A in Rupra Road range under DFO, Bhawanipatna East	83	1977-78	0.01
40.	-do-	-do-	Theft of 4 bags of kendu leaf equivalent to 2.4 quintals at DFO, Kuchinda	84	1977-78	0.01
41.	-do-	-do-	Loss and defalcation at Kudopali phadi at Sambalpur KL Division	85	1977-78	0.01
42.	-do-	-do-	Loss and defalcation at Jujumura central godown under Sambalpur KL Division	86	1977-78	0.02
43.	-do-	-do-	Burning of Bandhasai phadi under	87	1977-78	0.01

Appendix 3.6

	Department	Authority Sanctioning write off	Brief Particulars of the Case	Case No.	Year	Amount (Rupees in lakh)
			DFO (KL), Boudh			
44.	-do-	-do-	Loss of Govt property by theft in Ranapur central godown at Chaluni range and Mochibahal central godown under Rairakhol KL Division	88	1977-78	0.01
45.	-do-	-do-	Loss of Govt property due to theft in Rairakhol Division	91	1977-78	0.01
46.	-do-	-do-	Fire accident at Kumhari phadi in Saintala range unit No.57 under DFO (KL), Bhawanipatna west Division	93	1977-78	0.02
47.	-do-	-do-	Burning of Gandhigam circle office in unit No.70-A of Boudh KL Division	94	1978-79	0.01
48.	-do-	-do-	Fire accident at Bodamunda phadi house in Saintala range under DFO, Bhawanipatna west (unit No.57)	95	1978-79	0.06
49.	-do-	-do-	Burning of Jamunali phadi house under DFO (KL), Athamalik	97	1978-79	0.01
50.	-do-	-do-	Fire accident at Semal phadi house of Kantabanji range under DFO, Khariar Division	98	1978-79	0.02
51.	-do-	-do-	Loss and defalcation in Hatibari central godown in DFO (KL), Sambalpur	101	1978-79	0.01
52.	-do-	-do-	Burning of Donapal phadi at Branjal range unit No.84 in Angul Division	103	1978-79	0.04
53.	-do-	-do-	Theft of processed kendu leaf bags from Chatuni central godown under DFO (KL), Rairakhol Division	110	1978-79	0.01
54.	-do-	-do-	Damage of kendu leaf by elephant at Deojharan phadi house under DFO (KL), Sambalpur	111	1978-79	0.02
55.	-do-	-do-	Theft of processed kendu leaf bags from Dengapathar range from Charnal central godown on 26-1-79 (21 bags=12.60 qtls)	112	1978-79	0.02
56.	-do-	-do-	Burning of kendu leaf at Rangapadar phadi house under DFO (KL), Bhawanipatna East as reported by Titlagarh Division	113	1978-79	0.01
57.	-do-	-do-	Burning of KL phadi house (Sargiguda) under DFO (KL), Bhawanipatna East	114	1978-79	0.01
58.	-do-	-do-	Burning of phadi house at Ghantopali unit No. 58 D under DFO (KL), Bolangir	117	1979-80	0.05
59.	-do-	-do-	Burning of KL (Kinam) phadi house under DFO (KL), Bhawanipatna East	118	1979-80	0.01
60.	-do-	-do-	Burning of KL phadi house at Dumurguda in Madanpur Rampur range under DFO (KL), Bhawanipatna East	122	1979-80	0.03
61.	-do-	-do-	Burning of Bandhapari KL phadi house under DFO (KL), Bhawanipatna East	123	1979-80	0.04
62.	-do-	-do-	Burning of Laxmanpali phadi house in Loisingha KL range under DFO (KL), Bolangir	125	1979-80	0.05

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	Department	Authority Sanctioning write off	Brief Particulars of the Case	Case No.	Year	Amount (Rupees in lakh)
63.	-do-	-do-	Burning of Nuapanga phadi at Manmunda range	128	1979-80	0.07
64.	-do-	-do-	Fire in Bamur phadi house in Athamalik KL Division	129	1979-80	0.01
65.	-do-	-do-	Burning of Palaspat phadi in unit No.70 at Bamnsini KL range	131	1979-80	0.06
66.	-do-	-do-	Burning of Khasupali phadi house	133	1979-80	0.01
67.	-do-	-do-	Loss and defalcation in Hatibari central godown in DFO(KL), Sambalpur	134	1979-80	0.01
68.	-do-	-do-	Burning of Nuapanga phadi under DFO, KL, Boudh	135	1979-80	0.00
69.	-do-	-do-	Loss of Govt property in Titlagarh KL Division	143	1980-81	0.05
70.	-do-	-do-	Burning of Dangargarh KL phadi under Bhawanipatna KL range	146	1980-81	0.01
71.	-do-	-do-	Destruction of timbers by intentional flooring cut and collected departmentally for use in construction of central godown and range office-cum-store at Amarpalli	151	1981-82	0.03
72.	-do-	-do-	Loss of kendu leaf in Nuniapalli in front of Nuniapalli village LP school	153	1981-82	0.07
73.	-do-	-do-	Burning of Bodaingari phadi unit No.26 of Attabira range	154	1981-82	0.02
74.	-do-	-do-	Burnig of KL phadi house at Majhapara in Rajgangpur KL Range (unit No.78)	157	1981-82	0.05
75.	-do-	-do-	Burning of KL phadi house at Banchukupara in Rajgangpur KL range (unit No. 78)	158	1981-82	0.02
76.	-do-	-do-	Theft case of battery of Govt Jeep No.ORG-6592	161	1981-82	0.01
77.	-do-	-do-	Theft of processed kendu leaf bags from Barakata phadi from Attabira range	171	1981-82	0.07
78.	-do-	-do-	Loss due to fire in Taleipather phadi of Boinda range burnt on 24-5-81	173	1981-82	0.02
79.	-do-	-do-	Burning of Todibahal phadi in unit No. 69 (c) of Kantamal range	179	1982-83	0.05
80.	-do-	-do-	Govt cash stolen in the night of 19-5-82 in DFO (KL) Division, Boudh	180	1982-83	0.01
81.	-do-	-do-	Burning of kenduleaf phadi house at Kangalaitola under DFO Rourkela KL Division	182	1982-83	0.03
82.	-do-	-do-	Burning of Salepali phadi house under DFO, KL, Padampur Division	183	1982-83	0.04
83.	-do-	-do-	Burning of Dablong phadi house under DFO (KL), Bolangir	184	1982-83	0.06
84.	-do-	-do-	Theft of 14 bags of kenduleaf from Pardiapali phadi of Bahalpadar range un88der DFO, Rairakhhol	188	1982-83	0.00
85.	-do-	-do-	Theft of 6 bags and 2 bundles of kenduleaf from Amarpalli central godown of Bahalpadar under DFO, KL,Rairakhhol	189	1982-83	0.01

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	Department	Authority Sanctioning write off	Brief Particulars of the Case	Case No.	Year	Amount (Rupees in lakh)
86.	-do-	-do-	Burning of Baghilapada circle office in unit No.70 A under Boudh KL Division	191	1982-83	0.01
87.	-do-	-do-	Damage of kenduleaf and central godowns and phadi houses due to heavy rain from 28-8-82 to 30-8-82 in Patnagarh KL Division	192	1982-83	0.00
88.	-do-	-do-	Burning of Kuten KL phadi house of Kesinga KL range under DFO, KL, Bhawanipatna Division	195	1982-83	0.04
89.	-do-	-do-	Damage of Sripal phadi house due to heavy rain	199	1982-83	0.01
90.	-do-	-do-	Damage of kendu leaf and phadi houses due to incessant rain from 28-8-82 to 30-8-82 in Surgerbahala KL Range	201	1982-83	0.02
91.	-do-	-do-	Damage to building materials due to incessant rain from 28-8-82 to 30-8-82 in Dugripali KL range	202	1982-83	0.06
92.	-do-	-do-	Theft of Jangarmunda phadi godown in unit No.8 under DFO, Kuchinda KL Division	203	1982-83	0.03
93.	-do-	-do-	Burning of Badahira kenduleaf phadi house in unit No.87 B of Kaniha KL range under DFO, KL, Angul	204	1982-83	0.04
94.	-do-	-do-	Burning of Adhara phadi house on 21-2-80 under DFO (KL), Sambalpur	207	1982-83	0.03
95.	-do-	-do-	Burning of Bilaspur phadi house of unit No.47 A(P) of Jharbandha East KL range	210	1982-83	0.05
96.	-do-	-do-	Burning of Kolagaon phadi house of Dhama KL range	212	1982-83	0.04
97.	-do-	-do-	Burning of Gobindpur phadi house in Khaliapali KL range (unit No.59)	213	1982-83	0.03
98.	-do-	-do-	Theft of kenduleaf bags from Balsaspur phadi house under DFO, Rairakhol	220	1983-84	0.03
99.	-do-	-do-	Burning of Belmunda phadi house at Unit No.8 under DFO, Kuchinda in Bamra KL range	225	1983-84	0.03
100.	-do-	-do-	Burning of Kapadiha phadi house on 29-11-92 in unit No.99 under DFO (KL), Keonjhar Division	227	1983-84	0.06
101.	-do-	-do-	Theft of Govt property (2 wheels of Govt jeep No.OSS-5879 and tools from tool box)	230	1983-84	0.00
102.	-do-	-do-	Burning of Khaliapali phadi house of Bhatli range under DFO, Sambalpur	232	1983-84	0.05
103.	-do-	-do-	Burning of Khaliapali phadi house of Bhatli KL range under DFO, Sambalpur	233	1983-84	0.06
104.	-do-	-do-	Burning of Karlapata phadi house under DFO, KL, Bolangir	234	1983-84	0.04
105.	-do-	-do-	Burning of phadi house at Dakibandal under DFO (KL), Bhawanipatna KL Division	239	1984-85	0.04
106.	-do-	-do-	Burning of Dhusarbahal phadi house under DFO, KL, Padampur Dist:	240	1984-85	0.01

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	Department	Authority Sanctioning write off	Brief Particulars of the Case	Case No.	Year	Amount (Rupees in lakh)
			Bolangir			
107.	-do-	-do-	Burning of kenduleaf phadi house at Govindpur in Bonai KL range under DFO (KL), Rourkela Division	241	1984-85	0.01
108.	-do-	-do-	Burning of phadi house at Ghuriguda under DFO, KL, Kuchinda	243	1984-85	0.04
109.	-do-	-do-	Burning of phadi house at Boromunda under DFO, KL, Bolangir	244	1984-85	0.07
110.	-do-	-do-	Burning of kenduleaf phadi at Kudalpadar under Muniguda KL range	249	1984-85	0.01
111.	-do-	-do-	Burning of phadi house at Banujore in unit No.77A in Gundiadihi section of Kinjirkela KL range	254	1984-85	0.16
112.	-do-	-do-	Theft of kenduleaves at Gopalpali phadi (unit No.8A) under DFO (KL), Kuchinda	255	1985-86	0.03
113.	-do-	-do-	Fire accident of Deogaon kenduleaf phadi house of Tikrapada KL range under Titlagarh KL Division	261	1988-89	0.19
114.	-do-	-do-	Burning of Deogaon KL phadi house under Tikrapada KL Range	264	1988-89	0.25
115.	-do-	-do-	Burning of phadi house at Badibahal of Anjora of Narala KL range	265	1988-89	0.05
116.	-do-	-do-	Burning of KL phadi house at Arabi of Muniguda KL range	266	1988-89	0.05
117.	-do-	-do-	Fire accident in Deogaon phadi house under DFO, Titlagarh KL Division	282	1989-90	0.25
118.	-do-	-do-	Theft pf kenduleaf bags from Ahijharan phadi unit-86-B under Kamakhayanagar range under DFO Keonjhar KL Division	284	1989-90	0.02
119.	-do-	-do-	Theft of Government Jeep ORL 1896 from the portico of the Divison Office	286	1989-90	0.00
120.	-do-	-do-	Theft of 29 phal kenduleaf bags of 1989 crops from Bithoba Talkies central godown Khariar road of Tarbod Range under DFO, Khariar KL Division	287	1989-90	0.30
121.	-do-	-do-	Theft of 7 phal bags of 1990 crops from Khalna collection Centre under DFO, Khariar KL Division	288	1990-91	0.00
122.	-do-	-do-	Burning of Sindhugora phadi house of Ghatlapada range under DFO, KL Boudh	290	1990-91	0.05
123.	-do-	-do-	Burning of Pipalguda phadi house in Ladugaon KL range under DFO, KL Bhawanipatna Division	291	1990-91	0.05
124.	-do-	-do-	Burning of Kodapada 'A' phadi house of Parajanga range under DFO, KL, Keonjhar Division	292	1990-91	0.03
125.	-do-	-do-	Theft of Government money from Ambodoin central godown under DFO, Bhawanipatna KL Division	293	1990-91	0.04
126.	-do-	-do-	Theft of 400 kenduleaf kerries of Masankunda phadi house under DFO,	295	1990-91	0.01

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	Department	Authority Sanctioning write off	Brief Particulars of the Case	Case No.	Year	Amount (Rupees in lakh)
127.	-do-	-do-	KL , Khariar Division Theft of 6 bags of processed kenduleaf bags from Vernia phadi house of Parjanga KL range under DFO, Keonjhar Division	299	1990-91	0.04
128.	-do-	-do-	Burning of Khamar phadi house of Chhendipada KL range unit No.88 of Angul KL Division	301	1990-91	0.01
129.	-do-	-do-	Burning of Jamutjhula phadi house under DFO (KL) Division Titlagarh	313	1991-92	0.35
130.	-do-	-do-	Loss of Govt money by Sri Satyabadi Rout, Deputy ranger, subdisburser of Brajakota (KL) range under DFO KL Division, Angul	321	1991-92	0.30
131.	-do-	-do-	Burning of 6 bags of phadi at Sundergarh central godown under DFO, Rourkela KL Division	330	1992-93	0.01
132.	-do-	-do-	Burning of Brahmanipal phadi house of Ranjagola (KL) range of Angul KL Division	337	1992-93	0.01
133.	-do-	-do-	Theft of kenduleaves and one tarpoline from phadi godown of Deogaon Binding Centre of Balisankara KL range unit No.77A	351	1993-94	0.04
134.	-do-	-do-	Fire accident to Deogaon phadi house of Tikrapada KL range	372	1994-95	0.06
135.	-do-	-do-	Burning of Pendramal phadi house	376	1994-95	0.07
136.	-do-	-do-	Loss of four processed kenduleaf bags on 2-8-87	382	1995-96	0.03
137.	-do-	-do-	Loss of one processed kenduleaf bag on 5-8-87	383	1995-96	0.01
138.	-do-	-do-	Burning of Arapaju phadi house of Gochhapada (East) KL range on 21-12-96	395	1996-97	0.06
139.	-do-	-do-	Burning of phadi house at Sraki in Gochhapada (east) KL range	401	1997-98	0.07
140.	-do-	-do-	Burning of phadi house at Banardei	402	1997-98	0.05
141.	-do-	-do-	Burning of Badakheta phadi house of Purunagarh KL range	408	1997-98	0.01
142.	-do-	-do-	Fire accident of Nuadihi phadi unit No.76A of Rajamunda KL range	433	1998-99	0.07
143.	-do-	-do-	Burning of Sagarpossi phadi of Dhenkanal	437	1998-99	0.07
144.	-do-	-do-	Damage and burning of kenduleaves due to occurrence of heavy lightning and thunder on 5-5-2002 in Bhutiarbahal range Laxmanpur under Patnagarh KL Division	457	2002-03	0.05
145.	Finance	L.No.14382 dt. 28-8-08 of DTI(O)	Loss of Public money from Cuttack Treasury by fraudulent drawal of Political Pension	1365	1976-77	0.06
Total				145		6.99

Terms	Basis of calculation
Buoyancy of a parameter	Rate of Growth of the parameter/GSDP Growth Rate
Buoyancy of a parameter (X) With respect to another parameter (Y)	Rate of Growth of parameter (X)/ Rate of Growth of parameter (Y)
Rate of Growth (ROG)	$[(\text{Current year Amount} / \text{Previous year Amount}) - 1] * 100$
Development Expenditure	Social Services + Economic Services
Average interest paid by the State	Interest payment/[(Amount of previous year's Fiscal Liabilities + Current year's Fiscal Liabilities)/2]*100
Interest spread	GSDP growth - Average Interest Rate
Quantum spread	Debt stock * Interest spread
Interest received as <i>per cent</i> to Loans Outstanding	Interest Received [(Opening balance + Closing balance of Loans and Advances)/2]*100
Revenue Deficit	Revenue Receipt - Revenue Expenditure
Fiscal Deficit	Revenue Expenditure + Capital Expenditure + Net Loans and Advances - Revenue Receipts - Miscellaneous Capital Receipts
Primary Deficit	Fiscal Deficit - Interest payments
Balance from Current Revenue (BCR)	Revenue Receipts minus all Plan Grants and Non-Plan Revenue Expenditure excluding expenditure recorded under the major head 2048 - Appropriation for reduction of Avoidance of debt.
Debt sustainability	The Debt sustainability is defined as the ability of the State to maintain a constant debt-GSDP ratio over a period of time and also embodies the concern about the ability to service its debt. Sustainability of debt therefore also refers to sufficiency of liquid assets to meet current or committed obligations and the capacity to keep balance between costs of additional borrowings with returns from such borrowings. It means that rise in fiscal deficit should match with the increase in capacity to service the debt.
Debt stabilization	A necessary condition for stability states that if the rate of growth of economy exceeds the interest rate or cost of public borrowings, the debt-GSDP ratio is likely to be stable provided primary balances are either zero or positive or are moderately negative. Given the rate spread (GSDP growth rate - interest rate) and quantum spread (Debt*rate spread), debt sustainability condition states that if quantum spread together with primary deficit is zero, debt-GSDP ratio would be constant or debt would stabilize eventually. On the other hand, if primary deficit together with quantum spread turns out to be negative, debt-GSDP ratio would be rising and in case it is positive, debt-GSDP ratio would eventually be falling.
Sufficiency of non-debt receipts	Adequacy of incremental non-debt receipts of the State to cover the incremental interest liabilities and incremental primary expenditure. Debt sustainability could be significantly facilitated if the incremental non-debt receipts could meet the incremental interest burden and the incremental primary expenditure.

Appendix 4.1

Terms	Basis of calculation
Net availability of borrowed funds	Defined as the ratio of the debt redemption (Principal + Interest Payments) to total debt receipts and indicates the extent to which the debt receipts are used in debt redemption indicating the net availability of borrowed funds.
Appropriation Accounts	Appropriation Accounts present the total amount of funds (Original and Supplementary) authorised by the Legislative Assembly in the budget grants under each voted grants and charged appropriation vis-à-vis the actual expenditure incurred against each and the unspent provisions or excess under each grant or appropriation. Any expenditure in excess of the grants requires regularisation by the Legislature.
Autonomous bodies	Autonomous Bodies (usually registered Societies or Statutory Corporations) are set up whenever it is felt that certain functions need to be discharged outside the governmental set up with some amount of independence and flexibility without day-to-day interference of the Governmental machinery.
Committed expenditure	The committed expenditure of the State Government on revenue account mainly consists of interest payments, expenditure on salaries and wages, pensions and subsidies on which the present executive has limited control.
State implementing schemes	State Implementing Agency includes any Organisation/Institution including Non-Governmental Organisation which is authorised by the State Government to receive the funds from the Government of India for implementing specific programmes in the State, e.g. State Implementation Society for Sarva Siksha Aviyan and State Health Mission for National Rural Health Mission, etc.
Contingency Fund	Legislature Assembly has by law established a Contingency Fund in the nature of an imprest into which is paid from time to time such sums as may be determined by such law, and the said fund is placed at the disposal of the Governor to enable advances to be made by him out of it for the purpose of meeting unforeseen expenditure pending authorisation of such expenditure by Legislature Assembly by law under Article 115 or Article 116 of the Constitution.
Consolidated fund of the State	The fund constituted under Article 266 (1) of the Constitution of India into which all receipts, revenues and loans flow. All expenditure from the CFI is by appropriation: voted or charged. It consists of two main divisions namely Revenue Account (Revenue Receipts and Revenue Expenditure) and Capital Account (Public Debt and Loans, etc.).
Contingent liability	Contingent liabilities may or may not be incurred by an entity depending on the outcome of a future event such as a court case.
Sinking Fund	A Fund into which the government sets aside money over time, in order to retire its debt.

Appendix 4.1

Terms	Basis of calculation
Guarantee Redemption Fund	Guarantees are liabilities contingent on the Consolidated Fund of the State in case of default by the borrower for whom the guarantee has been extended. Government of Orissa have constituted a guaranteed redemption fund during the year 2002-2003 with the objective of meeting the payment obligations arising out of the default in discharging the debt servicing for the loans guaranteed by Government.
Escrow Account	In order to ensure fiscal discipline in public sector undertaking/Urban Local bodies/co-operative Institutions and State-owned Companies etc., and to ensure minimizing the default on payment of government guaranteed loans the Government in Finance Department vide their Resolution No.11311/F dated 19 March 2004 have issued instructions that all Public Sector Undertakings/ Urban Local bodies/ Co-operative Institutions and State-owned Companies etc. who have borrow against government guarantee will open an Escrow Account in a nationalized bank for timely repayment of guaranteed loans. The proceeds of this account shall first be utilized for payment of dues of the financial Institutions and it is only after meeting such payments that the surplus amount shall be diverted for other payments including salaries.
Internal Debt	Internal Debt comprises regular loans from the public in India, also termed 'Debt raised in India'. It is confined to loans credited to the Consolidated Fund.
Primary revenue expenditure	Primary revenue expenditure means revenue expenditure excluding interest payments.
Re-appropriation	Means the transfer of funds from one Primary unit of appropriation to another such unit.
Surrenders of unspent provision	Departments of the State Government are to surrender to the Finance Department, before the close of the financial year, all the anticipated unspent provisions noticed in the grants or appropriations controlled by them. The Finance Department is to communicate the acceptance of such surrenders, as are accepted by them to the Audit Officer and/or the Accounts Officer, as the case may be, before the close of the financial year.
Supplementary grants	If the amount authorised by any law made in accordance with the provisions of Article 114 of the Constitution to be expended for a particular service for the current financial year is found to be insufficient for the purpose of that year or when a need has arisen during the current financial year for the supplementary or additional expenditure upon some 'new service' not contemplated in the original budget for that year, Government is to obtain supplementary grants or appropriations in accordance with the provision of Article 115 (1) of the Constitution.
Suspense and Miscellaneous	Items of receipts and payments which cannot at once be taken to a final head of receipt or charge owing to lack of information as to their nature or for any other reasons, may be held temporarily under the major head "8658-Suspense Account" in the sector "L. Suspense and Miscellaneous" of the Accounts, (Footnotes under the

Appendix 4.1

Terms	Basis of calculation
	major head in the list of major/minor heads of account may be referred to for further guidance). A service receipt of which full particulars are not given must not be taken to the head "Suspense Account" but should be credited to the minor head "Other Receipt" under the revenue major head to which it appears to belong pending eventual transfer to the credit of the correct head on receipt of detailed particulars.
Public Accounts committee	A Committee constituted by the Legislative Assembly for the examination of the reports of the Comptroller and Auditor General of India relating to the appropriation accounts of the State, the annual financial accounts of the State or such other accounts or financial matters as are laid before it or which the Committee deems necessary to scrutinize.

Appendix 4.1

Acronyms	Full Form
AC	Abstract Contingency
AE	Aggregate Expenditure
BE	Budget Estimates
CE	Capital Expenditure
CAG	Comptroller and Auditor General of India
CE	Capital Expenditure
CFS	Consolidated Fund of the State
DCRF	Debt Consolidation and Relief Facility
DE	Development Expenditure
DRDA	District Rural Development Agency
FCP	Fiscal Correction Path
FRBM	Fiscal Responsibility and Budget Management
GoI	Government of India
GSDP	Gross state Domestic Product
IAY	Indira Awas Yojana
IP/RR	Interest Payment/ Revenue Receipt
MTFP	Medium Term Fiscal Plan
NREGS	National Rural employment Guarantee Scheme
NPRE	Non-Plan Revenue Expenditure
NHM	National Horticulture Mission
NABARD	National Bank For Agriculture and Rural Development
NSSF	National Small Savings Fund
O&M	Operation and Maintenance
OGFR	Orissa General Financial Rules
ONTR	Own Non Tax Revenue
OTR	Own Tax Revenue
OTS	One Time Settlement
OWDM	Orissa Watershed Development Mission
PCDE	Per Capita Development Expenditure
PIA	Project Implementing Agencies
PSU	Public Sector Units
PMGSY	Pradhan Mantri Gram Sadak Yojana.
RE	Revenue Expenditure
RR	Revenue Receipts
RGGY	Rajiv Gandhi Gram Vidut karan Yojana.
S&W	Salaries and Wages
SGRY	Sampoorna Gramin Rojgar Yojana
SGSY	Sampoorna Gramin Swaroggar Yojana
SJSRY	Swarna Jayanti Sahari Rojgar Yojana
SSE	Social Sector Expenditure
TE	Total Expenditure
TFC	Twelfth Finance Commission
UC	Utilization Certificates
VAT	Value Added Tax