



सत्यमेव जयते

State Finances Audit Report of the Comptroller and Auditor General of India

for the year ended 31 March 2019



लोकहितार्थं सत्यनिष्ठा
Dedicated to Truth in Public Interest



Government of Uttar Pradesh
Report No. 2 of the year 2020

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Comptroller and Auditor General of India
for the year ended 31 March 2019**

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PREFACE

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

2. Chapters I and II of this Report contain audit observations on matters arising from examination of Finance Accounts and Appropriation Accounts respectively of the State Government for the year ended 31 March 2019. Information has also been obtained from the Government of Uttar Pradesh, wherever necessary.

3. Chapter III on 'Financial Reporting' provides an overview and status of the State Government's compliance with various rules, procedures and directives relating to financial reporting during the current year.

4. The Reports containing the findings of Performance Audits and audit of transactions in various Departments and observations arising out of audit of Statutory Corporations, Boards and Government Companies and the Report containing observations on Revenue Receipts are presented separately.

The audit has been conducted in conformity with Auditing Standards issued by the Comptroller and Auditor General of India.

EXECUTIVE SUMMARY

This Report on the finances of the Government of Uttar Pradesh (GoUP) intends to assess the financial performance of the State during 2018-19 and to provide the State Legislature with inputs based on audit analysis of financial data. In order to put this analysis in a proper perspective, a broad comparison of targets envisaged by the Uttar Pradesh Fiscal Responsibility and Budget Management (UPFRBM) (Amendment) Act, 2016, the Fourteenth Finance Commission (FFC) Report and the Budget Estimates of 2018-19 have been attempted. The Report is structured in three Chapters.

Chapter-I is based on the audit of the Finance Accounts and makes an assessment of the fiscal position of GoUP as on 31 March 2019. It provides an insight into trends in expenditure on interest payments, salaries and wages, pensions and debt management.

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

Chapter-III is an inventory of the GoUP's compliance to various reporting requirements and financial rules.

Audit Findings

Fiscal situation of the State

The State has achieved revenue surplus of ₹ 28,250 crore during the year 2018-19, but the same is overstated by ₹ 13,419 crore. Further, the fiscal deficit (₹ 35,203 crore) of the State increased by 26.58 *per cent* as compared to 2017-18. The ratio of fiscal deficit to GSDP was within the targets as set in the budget estimates/Medium Term Fiscal Restructuring Policy (MTFRP), 2018, UPFRBM (Amendment) Act and FFC. However, the ratio of total outstanding debt to GSDP was above the targets set in the budget estimates/ MTFRP, UPFRBM (Amendment) Act and FFC.

During the years 2014-15 to 2018-19, the fiscal deficit was dominantly financed by market borrowings. However, there was scope for reducing market borrowings for financing fiscal deficit and consequent burden of interest on internal debt keeping in view the increase in investments held under cash balance investment account during 2015-16 (₹ 601 crore) to 2018-19 (₹ 15,525 crore). Further, the share of Reserve Fund in financing fiscal deficit consistently increased during 2015-16 (₹ 2,561 crore) to 2018-19 (₹ 13,545 crore) mainly due to significant appropriation from revenue account to sinking fund without actual investment of balances under sinking fund.

(Paragraphs 1.3 and 1.3.1)

Primary Deficit declined from (-) 1.35 *per cent* of GSDP in 2014-15 to (-) 0.20 *per cent* of GSDP in 2018-19. The improvement in Primary Deficit during the years 2014-15 to

2018-19 was mainly due to increase in revenue receipts. Further, there was concomitant contraction in Capital Expenditure relative to GSDP from 5.27 *per cent* (2014-15) to 4.05 *per cent* (2018-19).

(Paragraph 1.3.2)

Budget Estimates and Actuals

Revenue receipts grew by ₹ 51,203 crore (18 *per cent*) over 2017-18 receipts, which was lower (₹ 18,641 crore) than the budget estimates. The shortfall in revenue receipts vis-a-vis budget estimates were due to less receipt of grants-in-aid from Government of India (GoI) and less collection of own tax revenue as compared to budget estimates.

Revenue expenditure increased by ₹ 35,504 crore (13 *per cent*) over 2017-18, which was lower (₹ 19,792 crore) than the budget estimates. Further, Capital expenditure increased by ₹ 23,375 crore (60 *per cent*) over 2017-18, which was lower (₹ 11,781 crore) than the budget estimates.

Recommendation: *The Finance Department should rationalise the budget preparation exercise, so that gaps between the budget estimate and actuals are bridged.*

(Paragraphs 1.2 and 1.3.3)

Resource mobilisation

The revenue receipt of ₹ 3,29,978 crore during 2018-19 included ₹ 1,50,223 crore from State's own revenue and ₹ 1,79,755 crore received from GoI. Own-tax revenue (₹1,20,122) of the State increased by 23 *per cent* as compared to 2017-18 mainly due to increase in State Goods and Service Tax (SGST), State Excise and Stamp and Registration Fee.

(Paragraphs 1.4.1 and 1.4.1.1)

Revenue expenditure (₹ 3,01,728 crore) continued to be the dominant component of the total expenditure and its share increased from 75.61 *per cent* (2014-15) to 81.44 *per cent* (2018-19). Committed expenditure (₹ 1,81,444 crore) on salary and wages, pensions, interest payments, subsidies was 55 *per cent* of revenue receipt.

(Paragraphs 1.5.1.1 and 1.5.1.2)

Capital expenditure (₹ 62,463 crore) increased by 60 *per cent* during 2018-19 as compared to 2017-18 when there was significant reduction in capital expenditure (44 *per cent*) mainly due to substantial budget provision for farm loan waiver. Despite growth during 2018-19, capital expenditure could not attain the 2016-17 level, whereas revenue expenditure grew by 28 *per cent* between 2016-17 and 2018-19.

(Paragraph 1.5.1.4)

Defined Contribution Pension Scheme (National Pension System)

State Government did not discharge its statutory liability as it failed to contribute ₹ 981.17 crore as its matching share under Defined Contribution Pension Scheme during the year 2018-19. Out of total collected contribution of ₹ 3,456.79 crore (employees'

contribution and Government contribution) under Defined Contribution Pension Scheme during the year 2018-19, ₹ 153.25 crore was not deposited by the State Government with the designated authority. Thus, there was a short transfer of ₹ 1,134.42 crore (₹ 981.17 crore + ₹ 153.25 crore) to the designated authority during 2018-19 for further investment as per the provision of the Scheme. Thus, the current liability stands deferred to future year(s). Further, the State Government has created uncertainty in respect of benefits due to the employees/avoidable financial liability to the Government in future, and, thus, leading to possible failure of the scheme itself.

Recommendation: *The State Government should ensure that employees' deductions are fully deducted, fully matched by Government contributions and fully transferred to the designated fund manager through NSDL in a timely manner.*

(Paragraph 1.5.1.3)

Investments and Returns and Loans advanced

During 2014-19, the State Government has incurred a notional loss of ₹ 29,896 crore on return on investment on account of difference between the Government's borrowing cost and the return on investment in Public Sector Undertakings. Also, the State Government has incurred a notional loss of ₹ 1,340 crore on account of difference in the interest received on the loans advanced and that the Government incurred on its borrowings.

Recommendation: *The State Government should rationalise its investments and loans advanced to various entities in such a way that the return on investment and loans at least matches the Government borrowing costs.*

(Paragraphs 1.6.3 and 1.6.5)

Sinking Fund

The Twelfth Finance Commission (XII FC) recommended creation of Consolidated Sinking Fund (CSF) for amortisation of outstanding liabilities by the State Governments. CSF is administered by Reserve Bank of India. The State Government, however, has not set up the CSF (subsuming the existing Fund).

During 2018-19, the State Government appropriated ₹ 26,404 crore from Revenue Account (Major Head 2048 - Appropriation for reduction or avoidance of Debt) to Sinking Fund (Major Head 8222) under Public Account by book transfer. Out of this fund, an amount of ₹ 12,693 crore, equivalent to repayment of market loans, was transferred and credited to revenue receipts (under Major Head 0075-Miscellaneous General Services) under the Consolidated Fund without involving any cash outflow from Sinking Fund. The transfer of balances from the Sinking Fund (₹ 12,693 crore) to the revenue receipt head was not in consonance with the procedure prescribed for transfer of Sinking Fund balances, which resulted in overstatement of the revenue surplus by ₹ 12,693 crore.

Recommendation: *The State Government may consider accepting the recommendation of the XII FC and create a Consolidated Sinking Fund to be invested by RBI. Further, the transfers out of the fund are not to be treated as Revenue Receipts and the amount*

equivalent to loan repaid should be transferred from Sinking Fund to Major Head 8680 on redemption of debt. The State Government should ensure that the Fund balances are actually invested and are not mere book entries.

(Paragraph 1.7.2.1)

State Disaster Response Fund (SDRF)

Contrary to GoI guidelines that the SDRF should be operated under the category “Reserve Funds bearing Interest”, State Government operates its SDRF under the category “Reserve Funds not bearing Interest”. Further, the balances in the Fund are not invested as laid down in the SDRF guidelines. The State Government had not credited interest of ₹ 106.22 crore for the year 2018-19 on un-invested balances of the Fund.

The State Government received ₹ 157.23 crore from NDRF during the year 2018-19 which was booked under MH 1601- Grants-in-aid from Central Government and treated as receipt. However, this amount was not transferred to the State’s SDRF account during the year 2018-19. As a result, the revenue surplus of the State Government was also overstated and fiscal deficit understated by ₹ 157.23 crore.

Recommendation: *The State Government should transfer the SDRF balances to MH 8121- General and Other Reserve Funds under the category “Reserve Funds bearing Interest” and remit to the Fund accrued interest as per SDRF guidelines. The State Government is also required to invest the fund balances in the manner prescribed in the guidelines.*

(Paragraph 1.7.2.3)

Contingent Liabilities – Status of Guarantees

For the purpose of redemption of guarantees, the State Government was required to create a Guarantee Redemption Fund as per the recommendations of Twelfth Finance Commission. However, State Government has not created a Guarantee Redemption Fund. Under the RBI Guidelines 2013, it was required to make minimum annual contributions of ₹453.91 crore (0.5 per cent of outstanding guarantee of ₹ 90,781.57 crore at the beginning of the year 2018-19) which was not done. This had the impact of overstating the revenue surplus and understating the fiscal deficit by ₹ 453.91 crore.

The State Government issued guarantees in respect of 23 institutions, of which 21 institutions were exempted from payment of guarantee fee. It was noticed that receivable guarantee fee (₹ 10.46 crore) from two institutions were not received during 2018-19.

Recommendation: *The State Government should create and operate the guarantee redemption fund as per the guidelines of XII FC. State Government should also ensure that guarantee fees are realised promptly. The Government should stop financial support to the institutions which have not paid the guarantee fees and/or are also in arrears of accounts.*

(Paragraph 1.7.3.2)

Excess expenditure requiring regularisation

There was an excess disbursement of ₹ 1,539.44 crore over the authorisation made by the State Legislature under four grants and four appropriations during the financial year 2018-19. Excess disbursements of ₹ 30,985.81 crore under 98 grants and 42 appropriations pertaining to the years 2005-06 to 2017-18 are yet to be regularised by the State Legislature. This is in violation of Articles 204 and 205 of the Constitution which provides that no money shall be withdrawn from the Consolidated Fund except under appropriation made by Law by the State Legislature. This vitiates the system of budgetary and financial control and encourages financial indiscipline in management of public resources.

Recommendation: *The State Government should ensure that all the existing cases of excess expenditure are placed before the State Legislature for regularisation at the earliest.*

(Paragraph 2.2.1)

Savings

Savings of ₹ 90,038.26 crore occurred in 65 cases relating to 46 grants/ appropriations exceeding ₹ 100 crore in each case. Further, out of above 65 cases, there were 18 cases, where savings exceeds ₹ 1,000 crore in each case. In 28 cases involving 22 grants, there were persistent savings (₹ 100 crore and above) each year during 2014-15 to 2018-19. The savings under these grants ranged between ₹ 101.54 crore and ₹ 14,921.22 crore during the year 2018-19.

Recommendation: *The Finance Department should review the reasons for non-utilisation of the provisions under various schemes and take steps to make more judicious provisions in future years.*

(Paragraph 2.2.2)

Advances from the Contingency Fund

During the year 2018-19, ₹ 396.29 crore was disbursed, out of which only ₹ 66.57 crore was recouped and remaining ₹ 329.72 crore unrecouped. As on 31 March 2019, the amount of ₹ 629.72 crore drawn from the Contingency Fund remained unrecouped, which included unrecouped balances of ₹ 300 crore of 2016-17. Non-recoupage of this advance was reported in the Audit Report No. 1 of 2018 and Audit Report No. 3 of 2019.

Recommendation: *The State Government should take action on recommendation made in Para 2.2.9 of the State Finances Audit Report No. 3 of 2019 and ensure timely recoupage of advances taken from the Contingency Fund.*

(Paragraph 2.2.9)

Personal Ledger/ Personal Deposit (PD) Accounts

Under the Uttar Pradesh Personal Ledger Account (PLA) Rules 1998, if there is no transaction in any PLA/PD accounts for three years, the PLA/PD Account would be closed after transfer of the balance, if any, to the corresponding head of account. The

State Government had also directed (January 2018 and March 2018) all Departments to close all PLA/PD Accounts remaining inoperative for more than three years. Audit observed that the amounts lying under inoperative PLA/PD Accounts reduced after the issue of the State Government orders (January 2018 and March 2018). However, an amount of ₹ 22.77 crore was parked in 416 PLA/PD Accounts as on 31 March 2019.

(Paragraph 3.1)

Non-submission of Utilisation Certificates

As on 31 March 2019, a total of 63,366 Utilisation Certificates (UCs) for non-recurring grants-in-aid involving ₹ 23,832.12 crore released during the financial years 2001-02 to 2017-18 (September 2017) were due but remained outstanding. Therefore, there is no assurance that the amount of ₹ 23,832.12 crore has actually been incurred for the purpose for which it was sanctioned/authorized by the Legislature. High pendency of UCs was fraught with the risk of misappropriation of funds and fraud. In this context, the State Government has also issued directions to all Department for submission of UCs and the status of submission of UCs was improved.

***Recommendation:** The State Government should prescribe a timeframe within which administrative departments releasing grants collect UCs pending beyond the time stipulated in the sanction orders and all pendencies are reviewed before release of fresh grants to defaulting grantees.*

(Paragraph 3.2)

Building and Other Construction Workers (BOCW) Welfare Cess

BOCW Board has not finalised its accounts since inception, the authenticity of receipts and expenditure of the Board could not be ascertained in Audit.

The State Government issued (August 2013 and September 2016) orders to deposit the receipts of cess collected by the concerned officials into the Nationalised Bank account being operated by the Board for this purpose. The orders to transfer the cess directly to the bank account without bringing it into the Consolidated Fund of the State violates the provision of Article 266 (1) of the Constitution of India. Consequently, it is not ascertainable from the Accounts of State Government how much money was collected by the Cess Assessment Officers and Cess Collectors on account of cess, fee etc. and how much money was transferred to the Board.

As per the provisional data made available by the Board, the expenditure incurred by the Board for welfare of workers against available funds ranged from only three to seven *per cent* and covered just six to 15 *per cent* of the registered workers.

***Recommendation:** The U.P. BOCW Welfare Board should fulfil its mandate of improving the working conditions of building and other construction workers and providing adequate financial assistance to them. The State Government should also review its orders to transfer the cess directly to the bank account of the Board instead of the Consolidated Fund of the State.*

(Paragraph 3.7)

Transfer of additional stamp duty to Development Authorities

State Government has not opened a distinct sub-head to account for the additional stamp duty, in the absence of which, it is not clear how much money was received by the Government on account of two *per cent* additional stamp duty under the Uttar Pradesh Urban Planning and Development Act, 1973 and whether all the moneys received were transferred to the concerned Municipal Corporations/Municipalities/Parishads/Development Authorities in specified proportions.

Further, the Government while determining the procedure (September 2013) for distribution of the additional two *per cent* stamp duty, ordered transfer of 25 *per cent* of the amount collected to a Dedicated Urban Transport Fund which was against the provisions of the Uttar Pradesh Urban and Development Act, 1973.

Recommendation: *The State Government should ensure that the accounts fully and transparently capture the receipts and transfer of the additional stamp duty to the authorities/municipalities etc. as specified under the U.P. Urban Planning and Development Act. State Government should also review the order authorising transfer of 25 per cent of the additional stamp duty to a Dedicated Urban Transport Fund which is not provided under the Act.*

(Paragraph 3.8)

Delay in Finalisation of accounts of PSUs/Corporations

The accounts of 60 working PSUs/ Corporations (225 accounts) and 42 non-working PSUs/ Corporations (658 accounts) were in arrears of one to 37 years. State Government provided budgetary support of ₹ 5,036.61 crore to 22 working Public Sector Undertakings up to 31 March 2019 (equity: ₹ 1,552.38 crore, loans: ₹ 996.52 crore, capital grants: ₹ 1,748.52 crore, other grants: ₹ 665.57 crore and subsidies: ₹ 73.62 crore) and guarantees of ₹ 4,460.64 crore during the period for which their accounts were in arrears. These PSUs have not finalized their accounts for the last 1 to 15 years in gross violation of the provisions of the Companies Act. Due to non-finalisation of accounts, the Comptroller and Auditor General of India was unable to discharge his responsibilities with regard to certification of accounts of these PSUs as required under CAG's DPC Act, 1971 and the Companies Act.

Recommendation: *The Finance Department should review the cases of all PSUs that are in arrears of accounts and ensure that the accounts are made current within a reasonable period.*

(Paragraph 3.11)

Dividend not declared

Contrary to the State Government's policy that all profit earning PSUs should pay a minimum return of five *per cent* on the paid-up share capital contributed by the State Government, six profit earning PSUs did not declare dividend of ₹ 602.93 crore, out of which ₹ 602.48 crore relates to Uttar Pradesh Rajya Vidyut Utpadan Nigam Limited.

Recommendation: *The State Government should ensure that the profit earning PSUs invariably deposit the specified dividend into the Government account at the close of the year.*

(Paragraph 3.12)

Opaqueness in accounts

During the year 2018-19, under various revenue and capital Major Heads of accounts, the minor head 800 was operated. Minor head 800 relating to Other Receipts and Other Expenditure is intended to be operated only when the appropriate minor head has not been provided in the accounts. During 2018-19, receipts of ₹ 24,190.25 crore and expenditure of ₹ 38,022.97 crore under various Major Heads of accounts, was recorded under minor head 800-Other Receipts/Expenditure under different Major Heads. The fact that such substantial proportion of the receipts and expenditure under the concerned Major Head are booked under minor head 800 renders the accounts opaque and impacts transparency.

Recommendation: *The Finance Department should, in consultation with the Accountant General (A&E), conduct a comprehensive review of all items presently appearing under minor head 800 and ensure that all such receipts and expenditure are in future booked under the appropriate heads of account and further, if required, appropriate heads of accounts may be opened.*

(Paragraph 3.14)

Apportionment of balances as on reorganisation of the State

The State Government was yet (since November 2000) to apportion ₹ 8,757.37 crore under the Deposits and Advances between the successor States of Uttar Pradesh and Uttarakhand.

Recommendation: *The State Government should expedite the apportionment of balances under Deposits and Advances (₹ 8,757.37 crore) between the two successor States.*

(Paragraph 3.15)



FINANCES OF THE GOVERNMENT

1

FINANCES OF THE GOVERNMENT

This chapter provides an audit perspective on the finances of the State Government during 2018-19 and analyses changes in major fiscal aggregates relative to 2017-18 keeping in view overall trends during the preceding five years.

The analysis is based on details contained in the Finance Accounts of the Government of Uttar Pradesh (State Government). The profile of the State is given in *Appendix 1.1*.

1.1 Gross State Domestic Product (GSDP)¹

The trends in annual growth of Gross Domestic Product (GDP) of India and GSDP of the State at current prices and constant prices (Base year: 2011-12) are given in **Table 1.1**.

Table 1.1: GDP of India and GSDP of the State

Particulars	2014-15	2015-16	2016-17	2017-18	2018-19
GDP of India at current prices (₹ in crore)	1,24,67,959	1,37,71,874	1,53,62,386	1,70,95,005	1,90,10,164
Growth rate of GDP (in per cent)	10.99	10.46	11.55	11.28	11.20
GSDP of the State at current prices (₹ in crore)	10,11,790	11,37,210	12,48,374	13,76,324	15,42,432
Growth rate of GSDP at current prices (in per cent)	7.60	12.40	9.78	10.25	12.07
GSDP of the State at constant prices (₹ in crore)	8,34,432	9,07,700	9,74,073	10,42,113	11,09,408
Growth rate of GSDP at constant prices (in per cent)	4.03	8.78	7.31	6.99	6.46

(Source: GDP/GSDP figures issued by Ministry of Statistics and Programme Implementation, Government of India (MoSPI, GoI) dated 01.08.2019)

The structure of the Government Accounts is explained in *Part A* and the layout of the Finance Accounts in *Part B* of *Appendix 1.2*.

1.2 Summary of fiscal transactions

Summary of fiscal transactions of the State Government during the years 2014-15 to 2018-19 is depicted in **Table 1.2** and **Table 1.3**. Details of the receipts and disbursements as well as the overall fiscal position during 2017-18 and 2018-19 are given in *Appendix 1.3*.

¹ GDP and GSDP are the market value of all officially recognised final goods and services produced within the Country and the State respectively in a given period of time and are an important indicator of the Country and State's economy.

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Table 1.2: Summary of Receipts during 2014-19

(₹ in crore)						
Particulars	2014-15	2015-16	2016-17	2017-18	2018-19	Percentage increase/decrease in 2018-19 with respect to 2017-18
Section A: Revenue						
Revenue Receipts	1,93,422	2,27,076	2,56,875	2,78,775	3,29,978	18.37
Own Tax Revenue (OTR)	74,172	81,106	85,966	97,393	1,20,122	23.34
OTR/RR (<i>per cent</i>)	38.35	35.72	33.47	34.94	36.40	-
Non-Tax Revenue (NTR)	19,935	23,135	28,944	19,795	30,101	52.06
NTR/RR (<i>per cent</i>)	10.31	10.19	11.27	7.10	9.12	-
Share of Union Taxes/Duties	66,623	90,974	1,09,428	1,20,939	1,36,766	13.09
Grants from GoI	32,692	31,861	32,537	40,648	42,989	5.76
Section B: Capital and Others						
Miscellaneous Receipts under Capital Section	0.00	0.00	0.00	0.00	0.00	-
Recoveries of Loans and Advances	262	726	259	236	5,313	2151.27
Public Debt Receipts	35,520	74,514	67,685	47,417	51,595	8.81
Inter-State Settlement (Net)	0.00	0.00	0.00	0.00	0.00	
Contingency Fund	1	201	173	258	230	(-10.85)
Public Account Receipts	2,30,199	2,65,972	3,06,406	3,20,471	3,80,994	18.89
Opening Cash Balance ²	4,066	(-) 356	(-) 157	944	11,481	1116.21
Total	4,63,470	5,68,133	6,31,241	6,48,101	7,79,591	-

(Source: Finance Accounts of the respective years)

There was overall increase of ₹ 51,203 crore in the revenue receipts during 2018-19 as compared to 2017-18. The State's own resources (tax and non-tax) grew by ₹ 33,035 crore (28.19 *per cent*) whereas the receipts from Government of India (GoI) increased by ₹ 18,168 crore (11.24 *per cent*). Financial resources of the State are further analysed in **Para 1.4**.

² In Tables 1.2 and 1.3, the opening and closing cash balances during 2017-18 and 2018-19 include investment of earmarked fund, whereas in the preceding years' reports the cash balances excluding the investment of earmarked fund were exhibited.

Table 1.3: Summary of Expenditure during 2014-19

(₹ in crore)

Particulars	2014-15	2015-16	2016-17	2017-18	2018-19	Percentage increase/decrease in 2018-19 with respect to 2017-18
Section A: Revenue						
Revenue Expenditure	1,71,027	2,12,736	2,36,592	2,66,224	3,01,728	13.34
General Services	64,305	72,228	88,255	1,05,782	1,31,057	23.89
Social Services	60,906	82,487	91,861	84,252	91,312	8.38
Economic Services	34,885	47,881	45,834	64,635	67,259	4.06
Grants-in-aid and Contributions	10,931	10,140	10,642	11,555	12,100	4.72
Section B: Capital and Others						
Capital Expenditure	53,297	64,423	69,789	39,088	62,463	59.80
Loans and Advances disbursed	1,873	9,118	6,741	1,509	6,303	317.69
Repayment of Public Debt	9,411	17,673	20,303	15,002	20,717	38.09
Inter-State Settlement (Net)	0.00	0.00	0.00	0.00	0.00	-
Contingency Fund disbursements	203	44	349	413	396	(-) 4.12
Public Account Disbursements	2,28,014	2,64,294	2,96,523	3,14,384	3,61,072	14.85
Closing Cash Balance	-356	-157	944	11,481	26,912	134.40
Total	4,63,469	5,68,131	6,31,241	6,48,101	7,79,591	-

(Source: Finance Accounts of the respective years)

The trends of revenue receipts (RR) / revenue expenditure (RE) / capital expenditure (CE) relative to GSDP at current as well as constant prices are presented in **Table 1.4**.

Table 1.4: Trends in RR/ RE/ CE relative to GSDP

Particulars	2014-15	2015-16	2016-17	2017-18	2018-19
Revenue Receipts relative to GSDP					
RR at current prices (₹ in crore)	1,93,422	2,27,076	2,56,875	2,78,775	3,29,978
Rate of growth of RR at current prices (<i>per cent</i>)	14.99	17.40	13.12	8.53	18.37
RR at constant prices (₹ in crore)	1,59,523	1,81,255	2,00,440	2,11,088	2,37,353
Rate of growth of RR at constant prices (<i>per cent</i>)	11.18	13.62	10.58	5.31	12.44
RR/GSDP at current as well as constant prices (<i>per cent</i>)	19.12	19.97	20.58	20.25	21.39
Revenue Expenditure relative to GSDP					
RE at current prices (₹ in crore)	1,71,027	2,12,736	2,36,592	2,66,224	3,01,728
Rate of growth of RE at current prices (<i>per cent</i>)	8.14	24.39	11.21	12.52	13.34
RE at constant prices (₹ in crore)	1,41,053	1,69,808	1,84,613	2,01,585	2,17,033
Rate of growth of RE at constant prices (<i>per cent</i>)	4.57	20.39	8.72	9.19	7.66
RE/GSDP at current as well as constant prices (<i>per cent</i>)	16.90	18.71	18.95	19.34	19.56

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Particulars	2014-15	2015-16	2016-17	2017-18	2018-19
Capital Expenditure relative to GSDP					
CE at current prices (₹ in crore)	53,297	64,423	69,789	39,088	62,463
Rate of growth of CE at current prices (<i>per cent</i>)	62.18	20.88	8.33	(-) 43.99	59.80
CE at constant prices (₹ in crore)	43,956	51,423	54,456	29,597	44,930
Rate of growth of CE at constant prices (<i>per cent</i>)	56.81	16.99	5.90	(-) 45.65	51.81
CE/GSDP at current as well as constant prices (<i>per cent</i>)	5.27	5.67	5.59	2.84	4.05

Revenue receipts as well as revenue expenditure relative to GSDP increased between 2014-15 and 2018-19. However, capital expenditure fluctuated as a *per cent* of GSDP. Despite growth of capital expenditure during 2018-19 as compared to 2017-18, there was overall contraction in capital expenditure relative to GSDP from 5.27 *per cent* (2014-15) to 4.05 *per cent* (2018-19).

1.3 Review of the fiscal situation

Table 1.5 depicts the performance of the State during 2018-19 under key fiscal indicators provided in the recommendations of the Fourteenth Finance Commission (XIV FC), the Uttar Pradesh Fiscal Responsibility and Budget Management (UPFRBM) Act, budget estimates as well as Medium Term Fiscal Restructuring Policy (MTFRP), 2018 laid under UPFRBM Act.

Table 1.5: Performance of the State during 2018-19

Key fiscal indicators	Targets set by the XIV FC	Targets as per UPFRBM Act	Targets as per Budget Estimates/ MTFRP	Actuals
Revenue deficit (-) /surplus (+) (₹ in crore)	Nil deficit	Nil deficit	27,099	(+)28,250
Fiscal deficit (-) / GSDP (<i>per cent</i>)	3.25	Not more than three <i>per cent</i>	2.96	2.28
Ratio of total outstanding debt to GSDP (<i>per cent</i>)	32.03	30.50	29.80	33.59

(Source: Budget documents of the State Government, Report of Fourteenth Finance Commission, UPFRBM Act, 2004 and UPFRBM (Amendment) Act, 2016)

During 2018-19, the ratio of fiscal deficit to GSDP was within the targets as set in the budget estimates/ MTFRP, UPFRBM Act and Fourteenth Finance Commission. However, the fiscal deficit (₹ 35,203 crore) of the State increased by 26.58 *per cent* as compared to 2017-18. The ratio of total outstanding debt to GSDP is above the targets set in the budget estimates/ MTFRP, UPFRBM Act and Fourteenth Finance Commission.

Though the State has achieved revenue surplus of ₹ 28,250 crore, the same is overstated by ₹ 13,419 crore. Similarly, the fiscal deficit (₹ 35,203 crore) was also understated by ₹ 13,411 crore as detailed in **Para 3.6**.

1.3.1 Composition and financing of Fiscal Deficit

Fiscal deficit represents the total financing the State requires (predominantly by drawing on its cash and investment balances with the RBI and by borrowing) to meet the excess of the revenue and capital expenditure

(including loans and advances) over revenue and non-debt capital receipts. The financing pattern of fiscal deficit is reflected in **Table 1.6**.

Table 1.6: Component and financing of Fiscal Deficit

		(₹ in crore)				
Particulars		2014-15	2015-16	2016-17	2017-18	2018-19
Fiscal deficit (1 to 3)* (figures in brackets indicate <i>per cent</i> to GSDP)		(-) 32,513 (3.21)	(-) 58,475 (5.14)	(-) 55,988 (4.48)	(-) 27,810 (2.02)	(-) 35,203 (2.28)
1	Revenue Surplus	(+) 22,394	(+)14,340	(+) 20,283	(+) 12,552	(+)28,250
2	Net Capital Expenditure ³	(-) 53,297	(-) 64,423	(-) 69,789	(-) 39,088	(-)62,463
3	Net Loans and Advances ⁴	(-) 1,610	(-) 8,392	(-) 6,482	(-) 1,274	(-)990

*The fiscal deficit in this table includes the expenditure on UDAY during 2015-16 and 2016-17 so as to match the figures in Finance Accounts given in the financing pattern. As per the guidelines of UDAY, the debt taken over by the State under UDAY would not be counted against the fiscal deficit limit of the State. The fiscal deficit after excluding UDAY expenditure was ₹ 34,143 crore and ₹ 41,187 crore during 2015-16 and 2016-17 respectively.

Financing pattern [#] of fiscal deficit						
Particulars		2014-15	2015-16	2016-17	2017-18	2018-19
1	Market Borrowings	13,513	25,301	36,904	37,178	33,307
2	Loans from GoI	(-) 875	(-) 803	(-)409	(-)438	(-)832
3	Special Securities issued to NSSF	6,325	4,339	(-)4,532	(-)4,643	(-)4,872
4	Loans from Financial Institutions	7,146	28,005	15,441	317	3,276
5	Small Savings, PF etc.	1,686	1,534	1,619	2,530	3,646
6	Deposits and Advances	1,050	(-) 1,543	(-)301	1,414	2,196
7	Reserve Fund	(-)2,695	2,561	7,225	8,265	13,545
8	Suspense and miscellaneous	535	(-) 677	592	(-)2,215	223
9	Remittances	1,608	(-) 197	748	(-)3,906	313
10	Investments	4,569	(-)601	(-)972	(-)8,991	(-)15,525
11	Others ⁵	(-)349	556	(-)327	(-)1,701	(-)74
Total		32,513	58,475	55,988	27,810	35,203

#All figures are net of disbursements/outflows during the year.

(Source: Finance Accounts of the respective years)

During the years 2014-15 to 2018-19, the fiscal deficit was dominantly financed by market borrowings⁶. However, there was scope for reducing market borrowings for financing fiscal deficit keeping in view the increase⁷ in investments held under cash balance investment account during 2015-16 (₹ 601 crore) to 2018-19 (₹ 15,525 crore). Further, the share of Reserve Fund in financing fiscal deficit consistently increased during 2015-16 (₹ 2,561 crore) to 2018-19 (₹ 13,545 crore) mainly due to significant appropriation

³ Net Capital Expenditure = Capital Receipt *minus* Capital Expenditure; minus figure indicate that the capital expenditure was more than the capital receipt during the year.

⁴ Net Loans and advances = Recoveries of Loans and Advances *minus* disbursement of loans and advances; minus figure indicate that disbursement of loans and advances was more than the recovery during the year.

⁵ Transactions under Contingency Fund, Cash Balances and Bond.

⁶ Net increase in loan from financial institutions during 2015-16 was mainly due to loan of ₹ 29,602 crore raised by the State Government from issue of Bonds under UDAY counterbalanced by decrease in other loans from financial institution.

⁷ Minus figures under investment represents increase in closing balance of investment as compared to opening balance during the year.

from revenue account to sinking fund without actual investment of balances under sinking fund, as discussed in **Para 1.7.2.1**.

1.3.2 Quality of Deficit/Surplus

The decomposition of primary deficit⁸ into primary revenue deficit⁹, capital expenditure and loans and advances, as well as the ratio of revenue deficit to fiscal deficit, as given in **Table 1.7**, indicates the quality of deficit in the State's finances.

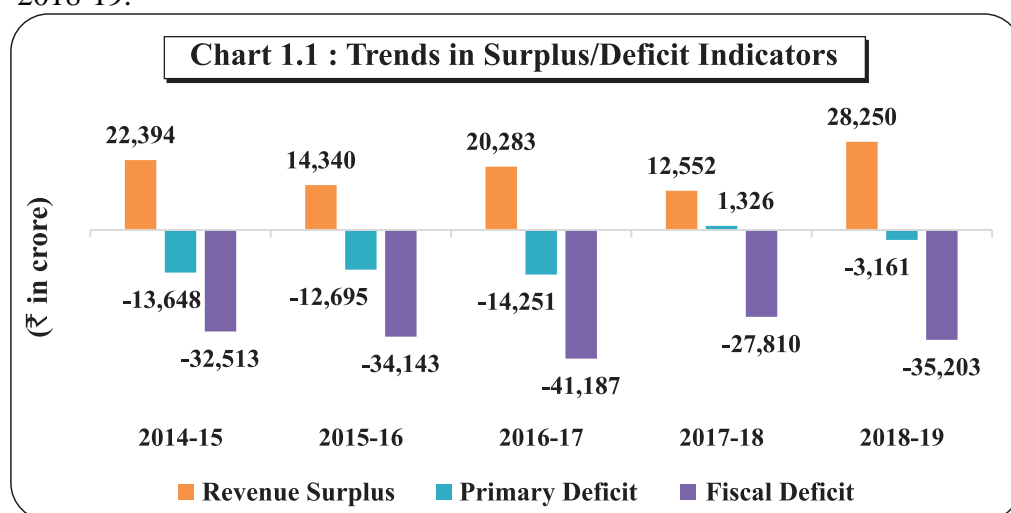
Table 1.7: Primary Deficit/Surplus

(₹ in crore)

Year	Non-debt Receipts	Primary Revenue Expenditure	Capital Expenditure	Loans and Advances	Primary Expenditure	Primary Revenue deficit (-)/surplus (+)	Primary deficit (-)/surplus (+)
1	2	3	4	5	6 (3+4+5)	7 (2-3)	8 (2-6)
2014-15	1,93,684	1,52,162	53,297	1,873	2,07,332	(+41,522)	(-)13,648
2015-16	2,27,802	1,91,288	64,423	9,118	2,64,829	(+35,514)	(-)37,027
2016-17	2,57,134	2,09,656	69,789	6,741	2,86,186	(+47,478)	(-)29,052
2017-18	2,79,011	2,37,088	39,088	1,509	2,77,685	(+41,923)	(+)1,326
2018-19	3,35,291	2,69,686	62,463	6,303	3,38,452	(+65,605)	(-)3,161

(Source: Finance Accounts of the respective years)

During 2018-19, non-debt receipts were not sufficient to meet primary expenditure resulting in primary deficit of ₹ 3,161 crore. Primary deficit had a fluctuating trend, however, it declined from (-) 1.35 *per cent* of GSDP in 2014-15 to (-) 0.20 *per cent* of GSDP in 2018-19. The improvement in primary deficit during the years 2014-15 to 2018-19 was mainly due to increase in revenue receipts. However, there was concomitant reduction in capital expenditure. **Chart 1.1** present the trends in key fiscal parameters – revenue surplus, primary deficit and fiscal deficit over the period 2014-15 to 2018-19.



(The fiscal deficit and primary deficit in **Chart 1.1** exclude the expenditure on UDAY during 2015-16 and 2016-17, as the debt taken over by the State under UDAY would not be counted against the fiscal deficit limit of the State. In **Table 1.7**, the corresponding figures of primary deficit includes the expenditure on UDAY so as to match the figures in Finance Accounts.)

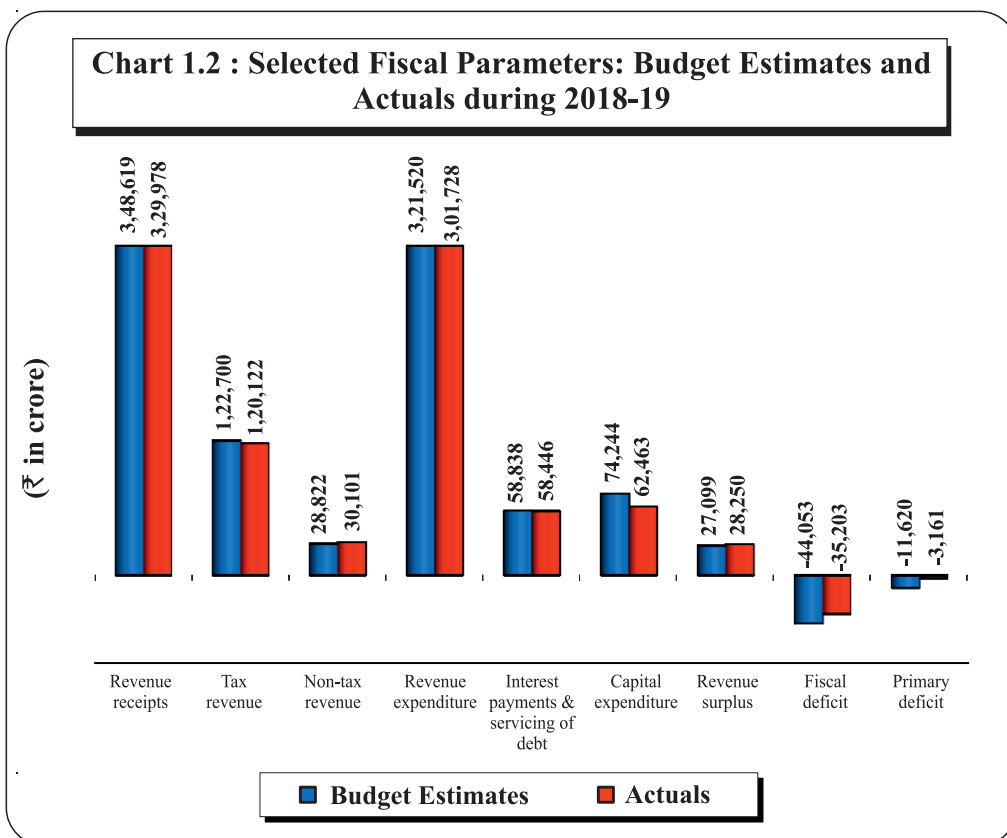
⁸ Primary deficit is fiscal deficit excluding interest payments.

⁹ Primary revenue deficit is the gap between non-interest revenue expenditure of the State and its non-debt receipts and indicates the extent to which the non-debt receipts are sufficient to meet the primary expenditure incurred under revenue account.

1.3.3 Budget Estimates and Actuals

Shortfalls of actual receipts and expenditure against budget estimates, either due to unanticipated and unforeseen events or under/over estimation of expenditure or revenue at the stage of budget preparation, adversely impacts the desired fiscal objectives.

Actuals *vis-à-vis* budget estimates of selected fiscal parameters for 2018-19 are shown in **Chart 1.2** and **Appendix 1.4**.



(Source: Budget documents and Finance Accounts 2018-19)

- Shortfalls in revenue receipts (₹ 18,641 crore) *vis-à-vis* estimates were due to less receipts of grants-in-aid from GoI (₹ 20,561 crore) and own tax revenue (₹ 2,578 crore) as compared to budget estimates, though there was more receipts under share of Union taxes and duties (₹ 3,218 crore) and non-tax revenue (₹ 1,279 crore).
- Shortfalls in own tax revenue (₹ 2,578 crore) *vis-à-vis* estimates were mainly under State Goods and Services Taxes (₹ 3,314 crore) followed by stamps and registration fee (₹ 2,267 crore) and taxes on vehicles (₹ 471 crore) counterbalanced by excess receipts under taxes on sales, trade etc. (₹ 1,720 crore) and taxes and duty on electricity (₹ 978 crore) and State excise (₹ 927 crore).
- The major shortfalls in revenue expenditure (₹ 19,792 crore) were in Social Services (₹ 19,352 crore) and General Services (₹ 5,187 crore)

counterbalanced by excess expenditure (₹ 4,834 crore) under Economic Services.

- Decrease in capital expenditure by ₹ 11,781 crore was due to decrease mainly under Social Services by ₹ 11,855 crore and General Services by ₹ 958 crore which was counterbalanced by excess expenditure of ₹ 1,033 crore under Economic Services.

Recommendation: The Finance Department should rationalise the budget preparation exercise, so that gaps between the budget estimate and actuals are bridged.

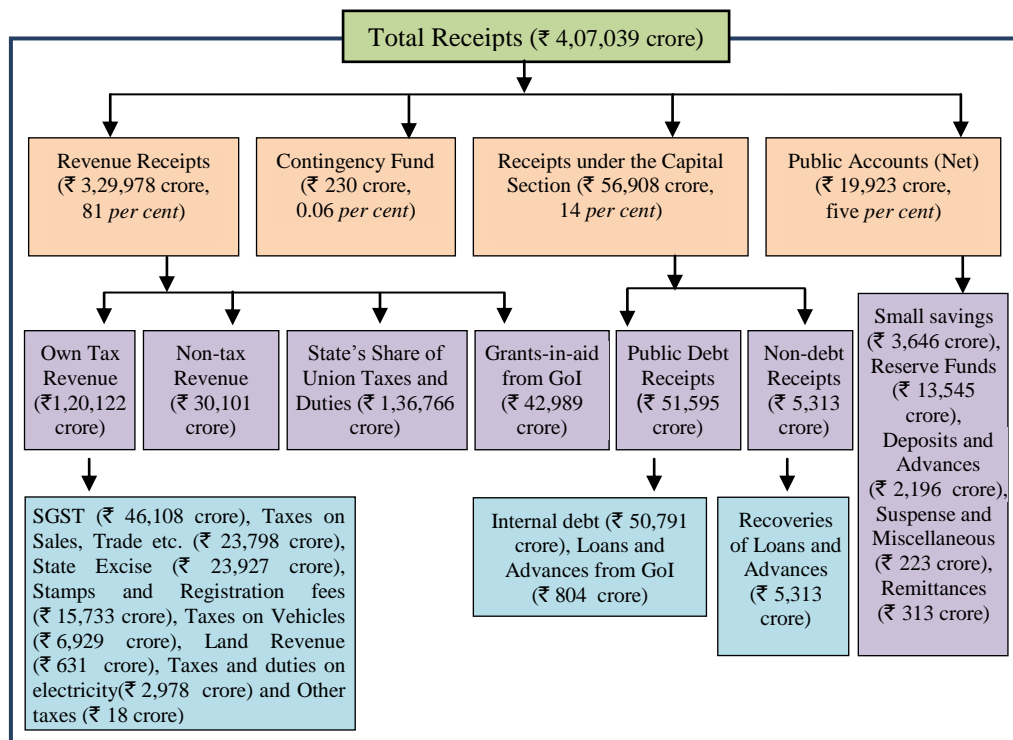
1.4 Financial Resources of the State

Resources of the State as per Annual Finance Accounts

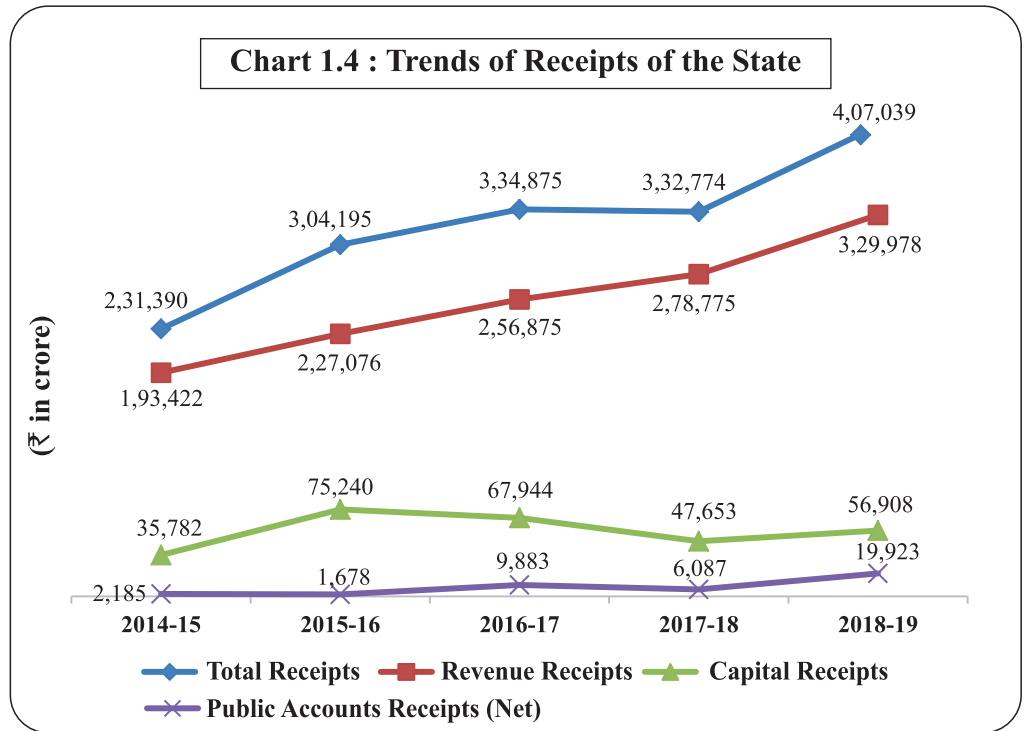
Revenue receipts consist of own tax revenues, non-tax revenues, State's share of Union taxes and duties and grants-in-aid from Government of India (GoI). Receipts under capital section comprise miscellaneous capital receipts under the capital section such as proceeds from disinvestments, recoveries of 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 balances in Public Accounts.

Chart 1.3 depicts the composition of aggregate receipts during the year and **Chart 1.4** represents the trends of various components of receipts during 2014-19.

Chart 1.3: Composition of aggregate receipts during 2018-19



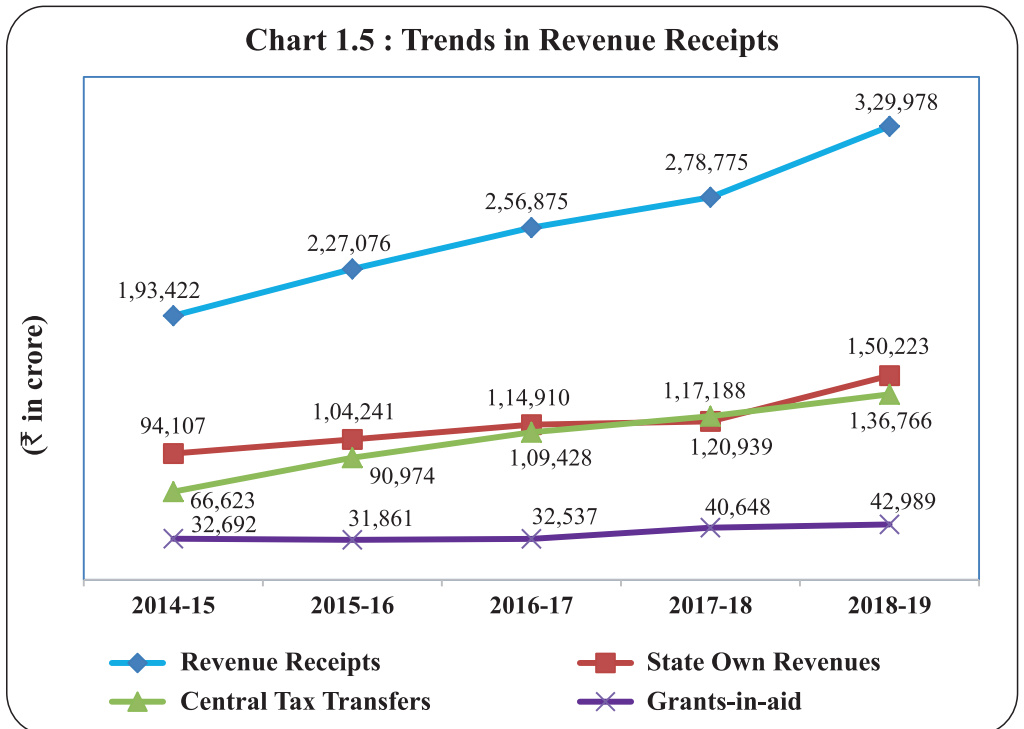
(Source: Finance Accounts 2018-19)



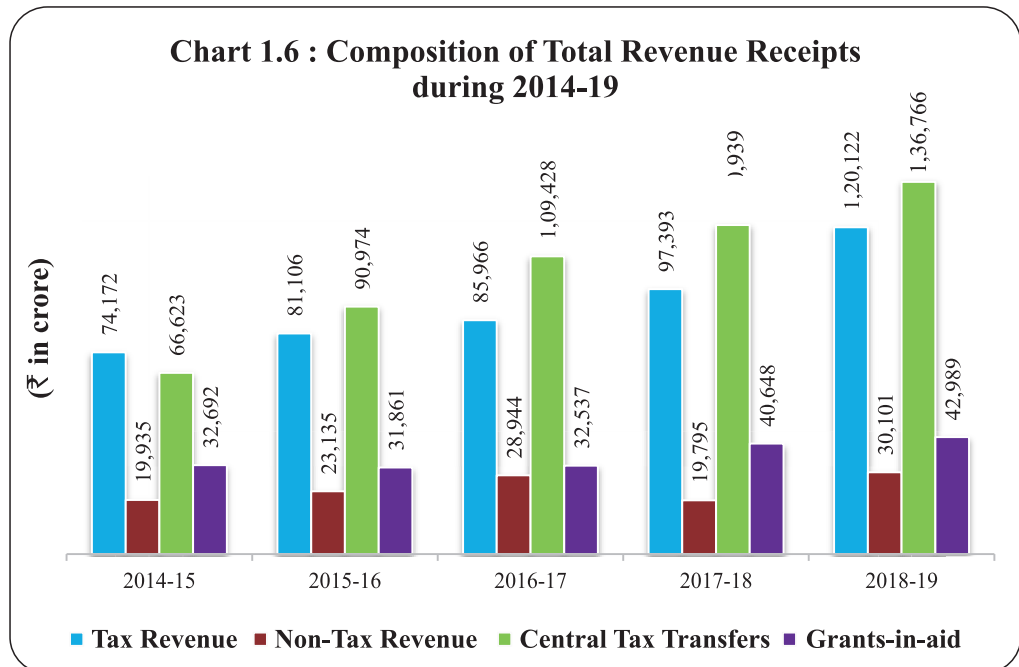
(Source: Finance Accounts of the respective years)

1.4.1 Revenue Receipts

Statement 14 of the Finance Accounts gives details of the revenue receipts of the Government. The trends and composition of revenue receipts during 2014-19 are presented in *Appendix 1.5* and also depicted in **Chart 1.5** and **Chart 1.6** respectively.



(Source: Finance Accounts of the respective years)



(Source: Finance Accounts of the respective years)

The revenue receipts of ₹ 3,29,978 crore during 2018-19 include ₹ 1,50,223 crore from the State's own (tax/non-tax) revenue and ₹ 1,79,755 crore received from GoI. These are further analysed in the succeeding paragraphs.

1.4.1.1 State's Own Resources

The State's performance in mobilisation of resources is assessed in terms of own tax revenue and non-tax revenue, not including the State's share in Central taxes and grants-in-aid which is based on the recommendations of the Finance Commission.

Details of collections of own tax revenue and non-tax revenue for 2014-19 are presented in **Appendix 1.6**. Own tax revenues increased by ₹ 45,950 crore (61.95 per cent) from ₹ 74,172 crore in 2014-15 to ₹ 1,20,122 crore in 2018-19.

The own tax and non-tax revenue of the State for 2018-19 vis-à-vis budget projections are given in **Table 1.8**.

Table 1.8: Actuals of Own Tax and Non-tax Revenue for 2018-19 vis-à-vis Budget Estimates

(₹ in crore)		
Particulars	Budget Estimates	Actuals
Own Tax Revenue	1,22,700	1,20,122
Non-Tax Revenue	28,822	30,101
Total	1,51,522	1,50,223

(Source: Budget documents and Finance Accounts 2018-19)

Own Tax Revenue

Details of own tax revenue during 2014-19 are given in **Table 1.9**.

Table 1.9: Components of own tax revenue

Particulars	(₹ in crore)					Variation (per cent) during 2018-19 over 2017-18
	2014-15	2015-16	2016-17	2017-18	2018-19	
Taxes on sales, trade etc.	42,934 (58)	47,692 (59)	51,883 (60)	31,113 (32)	23,798 (20)	(-) 23.51
State Goods and Service Tax (SGST)	-	-	-	25,374 (26)	46,108 (38)	81.71
State excise	13,483 (18)	14,084 (17)	14,274 (17)	17,320 (18)	23,927 (20)	38.15
Taxes on vehicles	3,797 (5)	4,410 (5)	5,148 (6)	6,404 (7)	6,929 (6)	8.20
Stamps and registration fees	11,803 (16)	12,404 (15)	11,564 (13)	13,398 (14)	15,733 (13)	17.43
Land revenue	527 (1)	505 (1)	760 (1)	1,336 (1)	631 (1)	(-)52.77
Taxes and duties on Electricity	1,085 (1)	1,338 (2)	1,556 (2)	2,124 (2)	2,978 (2)	40.21
Other taxes ¹⁰	543 (1)	673 (1)	781 (1)	324 (0)	18 (0)	(-) 94.44
Total	74,172	81,106	85,966	97,393	1,20,122	23.34
GSDP (at current price)	10,11,790	11,37,210	12,48,374	13,76,324	15,42,432	12.07
Own tax revenue as per cent of GSDP	7.33	7.13	6.89	7.08	7.79	-

(Source: Finance Accounts of the respective years)

(Figures in brackets are percentage of collection to total)

- The overall growth of 23.34 per cent in own-tax revenue during 2018-19 was mainly due to increase in State Excise (₹ 6,607 crore), Stamps and Registration Fees (₹ 2,335 crore) and Taxes and Duties on Electricity (₹ 854 crore).
- Increase in State Excise was mainly due to increase in receipts due to sale of country spirit (₹ 2,722 crore), malt liquor (₹ 1,475 crore) and foreign liquor and spirits (₹ 2,660 crore). The State Government had also increased the processing fee, renewal fee for retailers and Minimum Guaranteed Quantity of country liquor, etc. under the State Excise Policy for the year 2018-19.
- The State Government had revised the circle rates of land. The receipts under Stamp and Registration fee increased due to more receipts on account of sale of non-judicial stamps.
- Taxes on Sales, Trade etc. decreased by ₹ 7,315 crore during 2018-19 in comparison to the previous year, as this tax was subsumed in Goods and

¹⁰ Other taxes include taxes on goods and passengers, taxes on hotel receipt, entertainment tax, betting tax, taxes on advertisement exhibited in cinema theaters, etc. The reduction is mainly on account of subsuming of these taxes under Goods and Service Tax (GST) since July 2017.

Services Tax (GST) which was implemented from 1 July 2017. State GST (SGST) collection during the year in comparison to the previous year increased by ₹ 20,734 crore.

- Increase in receipts under Taxes and Duties on Electricity was due to more collection on account of consumption and sale of electricity.

Non-tax Revenue

Details of receipts from non-tax revenues during 2014-19 are given in **Table 1.10**.

Table 1.10: Non-tax revenue and its major components

Particulars	(₹ in crore)					Variation (per cent) during 2018-19 over 2017-18
	2014-15	2015-16	2016-17	2017-18	2018-19	
Non-ferrous Mining and Metallurgical Industries	1,029(5)	1,222(5)	1,548(5)	3,259(16)	3,165(11)	(-2.88)
Power	966(5)	1,322(6)	2,939(10)	4,696(24)	5,735(19)	22.13
Interest receipts	2,303(12)	633(3)	1,165(4)	1,093(6)	1,712(6)	56.63
Misc. General Services	6,400(32)	4,949(21)	4,460(15)	4,841(24)	13,678(45)	182.54
Medium Irrigation	326(1)	557(3)	652(2)	834(4)	778(3)	(-6.71)
Education, Sports, Art and Culture	5,799(29)	10,652(46)	14,092(49)	432(2)	381(1)	(-11.81)
Other non-tax receipts	3,112(16)	3,800(16)	4,088(15)	4,640(24)	4,652(15)	0.26
Total	19,935	23,135	28,944	19,795	30,101	52.06

(Source: Finance Accounts of the respective years) (Figures in brackets are percentage of collection to total)

There was an overall increase of 52.06 *per cent* in non-tax receipts amounting to ₹ 10,306 crore during 2018-19 over 2017-18. The increase was mainly on account of interest receipts (more interest realised from investment of cash balances and loans to sugar mills) and more amount booked as receipts from Sinking Fund from ₹ 4,422 crore in 2017-18 to ₹ 12,693 crore under miscellaneous general services during 2018-19. The transfer of balances from Sinking Fund was inconsistent with the prescribed accounting procedure and over stated revenue surplus during the year, as detailed in **Para 1.7.2.1**.

1.4.1.2 Grants- in-aid from GoI

The State Government receives grants-in-aid and share of Union taxes and duties, based on the recommendations of the Finance Commission. Details of GoI grants are given in **Table 1.11**.

Table 1.11: Grants-in-aid from Government of India

Particulars (sub major head)	2014-15	2015-16	2016-17	2017-18	2018-19
Non plan grants (01)	6,809	8,274	9,335	-	-
Grants for State plan schemes (02)	6,577	1,933	232	-	-
Grants for Central plan schemes (03)	17	16	56	-	-
Grants for Centrally sponsored plan schemes (04)	19,289	21,638	22,914	-	-
Grants for Centrally sponsored schemes (06)	-	-	-	27,731	31,250
Finance Commission Grants (07)	-	-	-	8,849	9,318
Other Transfer/Grants (08)	-	-	-	4,068	2,421
Total grants	32,692	31,861	32,537	40,648	42,989
Percentage of increase/ decrease over previous year	45.91	(-) 2.54	2.12	24.93	5.76
Revenue receipts	1,93,422	2,27,076	2,56,875	2,78,775	3,29,978
Total grants as a percentage of revenue receipts	16.90	14.03	12.67	14.58	13.03

(Source: Finance Accounts of the respective years)

State Government received grants-in-aid under sub-major heads¹¹ – Grants for Centrally Sponsored Schemes (₹ 31,250 crore), Finance Commission Grants (₹ 9,318 crore) and Other transfer/grants (₹ 2,421 crore) during 2018-19. There was an increase in grants-in-aid by ₹ 2,341 crore in 2018-19 (₹ 42,989 crore) over the previous year (₹ 40,648 crore). The increases in grants-in aid were mainly due to more receipts of grants for Urban Development, Primary Education and Food and Civil Supplies Department counterbalanced by less receipt of compensation for loss of revenue arising out of implementation of GST.

1.4.1.3 Central Tax Transfers

The GoI transfers the share of the State Government in Union Taxes and Duties such as Income Tax, Service Tax, Union Excise Duties etc. (also Central Goods and Service Tax and Integrated Goods and Service Tax since 2017-18). The trends in these Central tax transfers during 2014-19 are given in Table 1.12.

Table 1.12: Central Tax Transfers

Particulars	(₹ in crore)				
	2014-15	2015-16	2016-17	2017-18	2018-19
Total Central Tax Transfers	66,623	90,974	1,09,428	1,20,939	1,36,766
Central Goods and Services Tax (CGST)	-	-	-	1,718	33,757
Integrated Goods and Services Tax (IGST)	-	-	-	12,212	2,694
Service Tax	9,822	15,682	17,515	13,719	1,252
Taxes on income other than Corporation Tax	16,614	19,815	24,394	31,280	35,028
Union Excise Duties	6,084	12,206	17,241	12,761	6,442

¹¹ After merger of plan and non-plan expenditure, sub-heads 'Non-plan grants (01)', 'Grants for State plan schemes (02)', 'Grants for Central plan schemes (03)', 'Grants for Centrally sponsored plan schemes (04)' were discontinued with effect from 1 April 2017.

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Particulars	2014-15	2015-16	2016-17	2017-18	2018-19
Corporation Tax	23,265	28,603	35,099	37,043	47,563
Taxes on wealth	63	08	81	(-)2	17
Customs	10,775	14,587	15,098	12,208	9,695
Other taxes and duties on commodities and services	0	73	0	0	70
Other taxes on income and expenditure	0.56	0.69	0.02	0	248

(Source: Finance Accounts of the respective years)

In 2018-19, out of total Central tax transfer of ₹ 1,36,766 crore, ₹ 36,451 crore was on account of IGST and CGST. The overall increase in the Central tax transfers was ₹ 15,827 crore (13 per cent) as compared to the previous year.

1.4.1.4 Goods and Services Tax (GST)

The State Government implemented the Goods and Services Tax (GST) Act, which became effective from 1 July 2017. Under GST (Compensation to States) Act, 2017, the Central Government will compensate the States for loss of revenue arising on account of implementation of GST for a period of five years. A base year (2015-16) revenue figure of taxes subsumed under GST was finalised under GST Act. The projected revenue for any year in a State was to be calculated by applying the projected growth rate (14 per cent per annum) over the base year revenue of that State.

Revenue figure under GST for the year 2018-19 has been depicted in the Finance Accounts as per nature of receipts i.e. State Goods and Services Tax (SGST), Input Tax Credit Cross Utilization of SGST and IGST (Integrated Goods and Services Tax), Apportionment of IGST-transfer-in of Tax Component of SGST and Advance apportionment from IGST. In case of Uttar Pradesh, the revenue from subsumed taxes was ₹ 33,359 crore during the base year (2015-16). Thus, projected revenue for the year 2018-19 in accordance with the base year figure was ₹ 49,428 crore against which SGST amounting to ₹ 46,108 crore was collected. This amount was inclusive of ₹ 5,424 crore received from the GoI as provisional/advance settlement of IGST. State Government also received compensation of ₹ 308 crore from GoI for loss of revenue arising out of implementation of GST.

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

1.4.1.5 Arrears of revenue

Arrears of revenue as on 31 March 2019 in respect of some principal heads of revenue amounted to ₹ 30,177.09 crore, of which ₹ 13,129.57 crore was

outstanding for more than five years. Details as provided by the Departments are given in **Table 1.13**.

Table 1.13: Arrears of revenue

(₹ in crore)

Sl. No.	Head of revenue	Name of Department	Total amount outstanding as on 31 March 2019	Amount outstanding for more than five years
1.	Commercial Taxes	Sales Tax Department	28,987.75	12,668.82
2.	Entertainment Tax	Entertainment and Betting Tax Department	480.04	10.12
3.	State Excise	Excise Department	54.57	51.41
4.	Stamps and Registration fee	Stamps and Registration Department	654.73	399.22
Total			30,177.09	13,129.57

(Source: Concerned Departments)

Recommendation: The Finance Department should evolve a mechanism whereby arrears of revenue are expeditiously collected.

1.4.1.6 Cost of collection

Details of collection and cost thereof in respect of major revenue receipts during 2018-19 are given in **Table 1.14**.

Table 1.14: Cost of collection

Particulars	Gross collection	Expenditure on collection	Percentage of cost of collection to gross collection	All India average of previous year
	(₹ in crore)			
Taxes on SGST and sales, trade etc.	69,906	750	1.07	0.69
Stamps duty and registration fees	15,733	163	1.04	2.96
State excise	23,927	188	0.79	1.83
Taxes on vehicles	6,929	164	2.37	2.61

(Source: Information provided by concerned Departments and Finance Accounts)

Though the cost of collection of state excise, taxes on vehicles and stamps duty and registration fees were lower than the all-India average of the preceding year, the cost of collection of taxes on sales, trade etc. and SGST was nearly one and a half times as high as the all India average.

Recommendation: The Finance Department and the Commercial Taxes Department should analyse why the cost of collection of SGST and taxes on sales trade etc. is nearly one and a half times as high as the all India average and introduce measures to reduce the cost of collection.

1.4.2 Receipts under Capital Section

Trends of receipts under the Capital section during 2014-19 are given in **Table 1.15**.

Table 1.15: Trends in receipts under Capital Section

Sources of State's Receipts under Capital Section	(₹ in crore)				
	2014-15	2015-16	2016-17	2017-18	2018-19
Receipts under Capital section	35,782	75,240	67,944	47,653	56,908
Recovery of loans and advances	262	726	259	236	5,313
Public debt receipts	35,520	74,514	67,685	47,417	51,595
Rate of growth of non-debt receipts under the capital section (<i>per cent</i>)	(-) 56	177	(-) 64	(-) 9	2151
Rate of growth of debt receipts under the capital section (<i>per cent</i>)	138	110	(-) 9	(-) 30	9

(Source: Finance Accounts of the respective years)

Out of total public debt receipts of ₹ 51,595 crore, ₹ 804 crore was loans and advances from the GoI and remaining ₹ 50,791 crore was internal debt of the State Government.

Out of total recovery of loans and advances of ₹ 5,313 crore, ₹ 4,892 crore was recovered from U.P. State Electricity Board (loan given for construction of inter-State transmission lines) and ₹ 101 crore was recovered from Government servants.

1.4.2.1 Receipts from internal debt of the State Government

Details of debt receipts from internal sources during 2014-15 to 2018-19 are given in Table 1.16.

Table 1.16: Receipts from internal debt of the State Government

Particulars	(₹ in crore)				
	2014-15	2015-16	2016-17	2017-18	2018-19
Market loans	17,500	30,000	41,050	41,600	46,000
Ways and Means Advances from RBI	1,732	4,499	8,695	2,933	00
Loans from financial institutions	7,176	31,669	16,909	1,781	4,791
Special Securities issued to National Small Savings Fund	8,626	7,752	0	0	0
Total	35,034	73,920	66,654	46,314	50,791
Percentage of receipt of internal debt to total public debt and other liabilities receipts	49.03	65.12	58.90	51.43	44.75

(Source: Finance Accounts of the respective years)

Internal debt receipts increased by ₹ 4,477 crore (10 *per cent*) from ₹ 46,314 crore (2017-18) to ₹ 50,791 crore in 2018-19 due to an increase in market loans and loans from financial institutions.

During the year 2018-19, debt receipts from financial institutions had increased from ₹ 1,781 crore (2017-18) to ₹ 4,791 crore due to increase in quantum of loans mainly raised from National Bank for Agricultural and Rural Development (NABARD) by ₹ 3,133 crore and National Co-operative Development Corporation (NCDC) by ₹ nine crore which was counterbalanced by decrease in loans raised from Rural Electrification

Corporation Limited by ₹ 132 crore. The impact of borrowings at a higher rate of interest than investments by the State is discussed in **Para 1.6.5**.

1.4.2.2 Loans and advances from GoI

Details of loans and advances received by the State Government from GoI during 2014-19 are given in **Table 1.17**.

Table 1.17: Loans and advances from GoI

Particulars	(₹ in crore)				
	2014-15	2015-16	2016-17	2017-18	2018-19
Loans and advances from GoI	486	594	1,031	1,103	804

(Source: Finance Accounts of the respective years)

Less debt receipt under loans and advances from GoI (₹ 299 crore) during 2018-19 was due to less addition to back-to-back loans on externally aided projects as compared to previous year.

1.4.3 Public accounts receipts

Receipts and disbursements under small savings, provident funds and reserve funds etc., which do not form a part of the Consolidated Fund, are kept in Public Accounts set up under Article 266(2) of the Constitution of India and are not subject to vote by the Legislature. Here, the Government acts as a banker or trustee. The status of receipts and disbursement under Public Accounts are shown in **Statement-21** of the Finance Accounts and the details of Public Accounts (Net) are given in **Table 1.18**.

Table 1.18: Status of Public Accounts (Net)

Resources under various heads	(₹ in crore)				
	2014-15	2015-16	2016-17	2017-18	2018-19
Public Accounts (Net)	2,185	1,678	9,883	6,088	19,923
A. Small savings, provident fund etc.	1,686	1,534	1,619	2,530	3,646
B. Reserve funds	(-) 2,694	2,561	7,225	8,265	13,545
C. Deposits and advances	1,050	(-) 1,543	(-) 301	1,414	2,196
D. Suspense and miscellaneous	535	(-) 677	592	(-) 2,215	223
E. Remittances	1,608	(-) 197	748	(-) 3,906	313

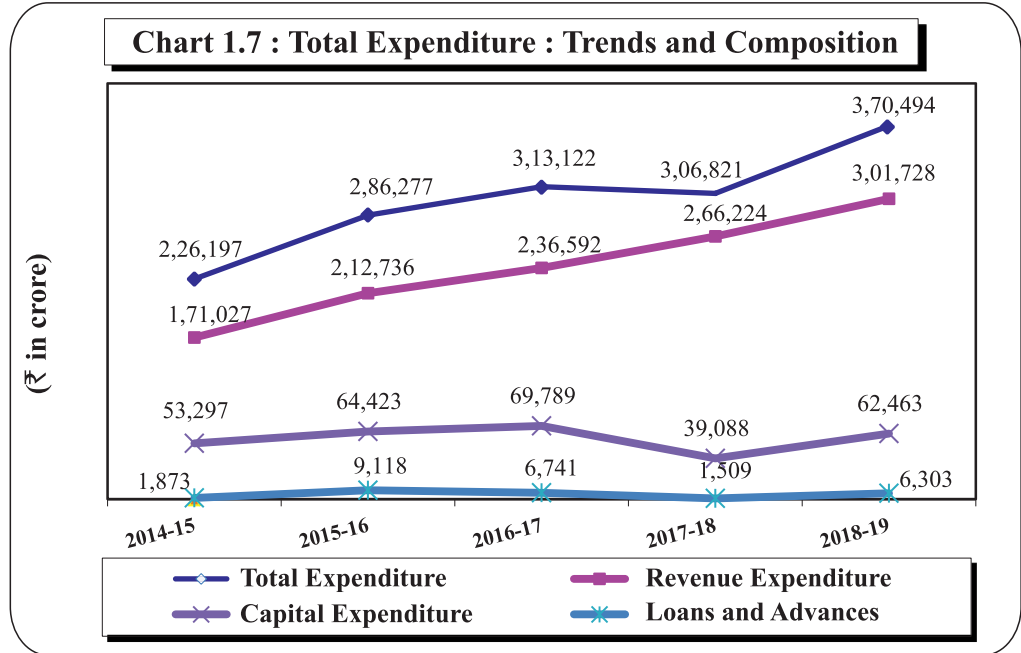
(Source: Finance Accounts of the respective years)

The impact of transactions under Reserve Funds are discussed in **Para 1.7.2**.

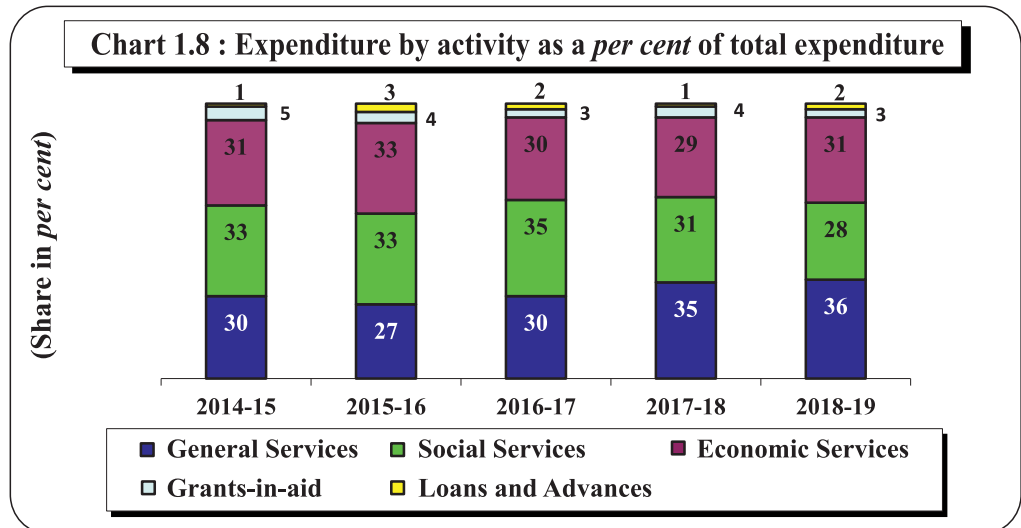
1.5 Application of resources

1.5.1 Growth and composition of expenditure

Chart 1.7 and **Chart 1.8** present the trends and composition of total expenditure during 2014-19 respectively.



(Source: Finance Accounts of the respective years)



(Source: Finance Accounts of the respective years)

1.5.1.1 Revenue expenditure

Revenue expenditure continued to be the dominant component of the total expenditure and its share increased from 75.61 per cent (2014-15) to 81.44 per cent (2018-19). Details of revenue expenditure are given in **Table 1.19**.

Table 1.19: Details of Revenue Expenditure

Particulars	₹ in crore				
	2014-15	2015-16	2016-17	2017-18	2018-19
Revenue expenditure	1,71,027	2,12,736	2,36,592	2,66,224	3,01,728
Rate of growth of revenue expenditure (in per cent)	8.14	24.39	11.21	12.52	13.34

(Source: Finance Accounts of the respective years)

There was an overall increase of ₹ 35,504 crore (13 per cent) in revenue expenditure of 2018-19 over 2017-18. The increases during 2018-19 were

mainly under other rural development programme¹² (₹ 8,578 crore), power department¹³ (₹ 8,149 crore), pension and other retirement benefits¹⁴ (₹ 5,547 crore), police¹⁵ (₹ 2,386 crore), urban development¹⁶ (₹ 1,386 crore) and social security and welfare¹⁷ (₹ 1,758 crore). The decrease over previous year was mainly under crop husbandry¹⁸ (₹ 15,548 crore).

1.5.1.2 Committed expenditure

Committed expenditure of the Government under revenue head mainly consists of interest payments (₹ 32,042 crore), expenditure on salaries and wages (₹ 91,325 crore), pensions (₹ 44,024 crore) and subsidies (₹ 14,053 crore). Trends of committed expenditure during 2014-19 are presented in Table 1.20.

Table 1.20: Trends in Components of Committed Expenditure

Components of Committed Expenditure	2014-15	2015-16	2016-17	2017-18	2018-19	
					BE	Actuals
Salaries* and wages, of which	62,147 (32)	74,439 (33)	85,416 (33)	85,076 (31)	1,03,264	91,325 (28)
Non-Plan	51,195	58,537	66,424			
Plan **	10,952	15,902	18,992			
Interest payments	18,865 (10)	21,448 (9)	26,936 (11)	29,136 (10)	32,434	32,042 (10)
Expenditure on pensions	22,305 (11)	24,150 (11)	28,227 (11)	38,476 (14)	45,495	44,024 (13)
Subsidies	7,661 (4)	7,691 (3)	8,045 (3)	9,284 (3)	11,564	14,053 (4)
Total committed expenditure	1,10,978 (57)	1,27,728 (56)	1,48,624 (58)	1,61,972 (58)	1,92,757	1,81,444 (55)
Figures in parentheses indicate percentage to Revenue Receipts. *Includes salaries paid out of Grants-in-aid. **Distinction of plan and non-plan are merged since 2017-18.						

(Source: Finance Accounts and data compiled by the Accountant General (A&E) of respected years)

Committed expenditure (₹ 1,81,444 crore), which was 55 per cent of revenue receipt (₹ 3,29,978 crore) during 2018-19, constituted a major component of revenue expenditure and consumed 60 per cent of the revenue expenditure (₹ 3,01,728 crore).

¹² Increase was mainly due to more expenditure under Panchayati Raj development programme (₹ 5,905 crore) and special component plan for Scheduled Castes (₹ 2,049 crore)

¹³ Increase was mainly due to assistance to PSUs (₹ 4,892 crore) and other miscellaneous expenditure relating to transmission and distribution of power (₹ 3,257 crore).

¹⁴ Increases were mainly due to growth in expenditure on superannuation and retirement allowance (₹ 1,544 crore), family pension (₹ 507 crore) etc. though there is decrease under commuted value of pension (₹ 986 crore) and gratuities (₹ 297 crore) respectively.

¹⁵ Increases were mainly due to growth in expenditure on district police (₹ 1,805 crore), special police (₹ 203 crore) and expenditure relating to police functions (₹ 143 crore).

¹⁶ Increase was mainly due to more expenditure on construction under urban development schemes (₹ 988 crore), special component plan to Scheduled Castes (₹ 370 crore), assistance to corporation/boards etc (₹ 229 crore).

¹⁷ Increases were mainly due to more expenditure on child welfare (₹ 1,564 crore) and special component plan for Scheduled Castes (₹ 323 crore).

¹⁸ Decrease was mainly due to incurring less expenditure on scheme of small/ marginal farmers and agricultural labors (₹ 15,250 crore) special component plan for Scheduled Castes under crop husbandry (₹ 2,110 crore).

1.5.1.3 Defined Contribution Pension Scheme (National Pension System)

State Government employees recruited on or after 1 April 2005 are covered under the Defined Contribution Pension Scheme (DCPS/NPS). It is also applicable to the new entrants of Government aided educational institutions and autonomous bodies financed by the Government as well. In terms of the Scheme, the government employees contribute 10 *per cent* of basic pay and dearness allowance, which is matched by the State Government and the entire amount is transferred to the designated fund manager through the National Securities Depository Limited (NSDL)/Trustee Bank. As per the procedure prescribed by the Government of Uttar Pradesh, both the contributions are to be initially credited to the Public Account under the concerned head 8342-Other Deposit-117 DCPS for Government employees or 120-Miscellaneous Deposits for Government aided educational institutions and autonomous bodies. Thereafter, the entire amount of contribution for a month is to be transferred to the Trustee Bank by the following month.

The State Government however, did not follow the above procedure in entirety. In respect of government employees and aided educational institutions employees, the State Government incurred expenditure of ₹ 1,768.40 crore as government contribution (₹ 1,221.40 crore for government employees and ₹ 547.00 crore for aided educational institutions employees) under the head 2071-01-117- Government Contribution for DCPS during the year 2018-19. As against this, an amount of ₹ 1,237.81 crore only (₹ 1,215.17 crore for government employees and ₹ 22.64 crore for aided educational institution employees) was transferred by the State Government during 2018-19 as government contribution under the major head 8342-Other Deposit. As stated in the Finance Accounts, the reason for this non-transfer was not furnished by the Government. Thus, government contribution amounting to ₹ 530.59 crore, though booked as revenue expenditure in the Accounts, was not transferred by the State Government to the designated major head 8342 for DCPS during 2018-19.

State Finances Audit Report for the year ended 31 March 2018 (Report No. 3 of the year 2019) has reported short transfer of ₹ 1,379.95 crore under DCPS by the State Government to the designated authority as on 31 March 2018.

Receipts and disbursements under the major head 8342-Other Deposits revealed that the State Government transferred government contribution of ₹ 1,237.81 crore under DCPS during 2018-19 as against employees' contribution¹⁹ of ₹ 2,218.98 crore. Thus, the State Government did not discharge its statutory liability as it failed to contribute ₹ 981.17 crore as its matching share under DCPS during the year 2018-19. Further, out of total collected contribution of ₹ 3,456.79 crore (employees' contribution and Government contribution) during the year 2018-19, ₹ 153.25 crore was not deposited by the State Government with the designated authority. Thus, there was a short transfer of ₹ 1,134.42 crore (₹ 981.17 crore + ₹ 153.25 crore) to the designated authority during 2018-19 for further investment as per the provision of the Scheme. Thus, the current liability stands deferred to future

¹⁹ Employees of State Government, Government aided institution and Autonomous Bodies

year(s). Further, the State Government has created uncertainty in respect of benefits due to the employees/avoidable financial liability to the Government in future, and, thus, leading to possible failure of the scheme itself.

Recommendation: *The State Government should ensure that employees' deductions are fully deducted, fully matched by Government contributions and fully transferred to the designated fund manager through NSDL in a timely manner.*

1.5.1.4 Capital expenditure

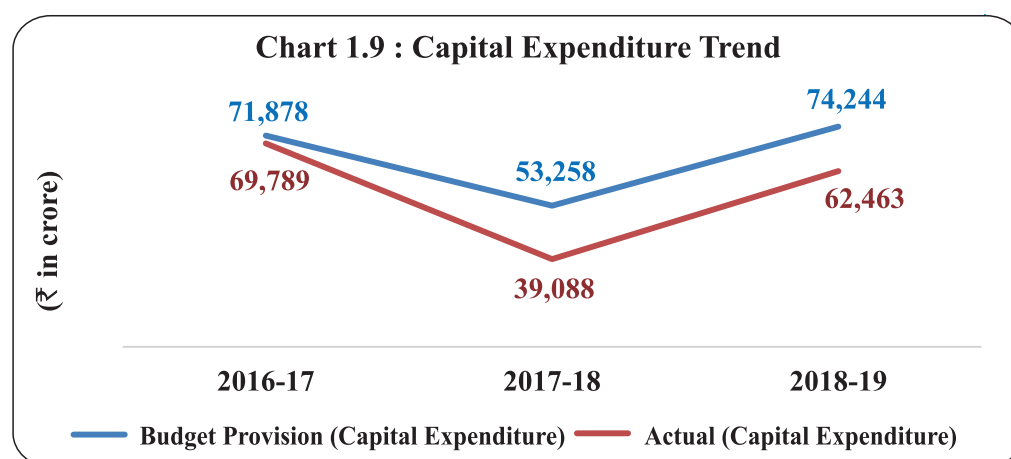
Details of capital expenditure are given in **Table 1.21**.

Table 1.21: Details of Capital Expenditure

Particulars	(₹ in crore)				
	2014-15	2015-16	2016-17	2017-18	2018-19
Capital expenditure	53,297	64,423	69,789	39,088	62,463
Rate of growth of Capital expenditure (in per cent)	62.18	20.88	8.33	(-) 43.99	59.80
Capital expenditure as a percentage of GSDP at current prices (in per cent)	5.27	5.67	5.59	2.84	4.05

(Source: Finance Accounts of the respective years)

Capital expenditure increased by 60 per cent during 2018-19 as compared to 2017-18 when there was significant reduction in capital expenditure by 44 per cent mainly due to substantial budget provision for farm loan waiver. Despite growth during 2018-19, capital expenditure could not attain the 2016-17 level, whereas revenue expenditure grew by 28 per cent between 2016-17 and 2018-19. **Chart 1.9** depicts the trend of budget provisions for capital expenditure and actual capital expenditure thereagainst during 2016-17 to 2018-19.



Out of total capital expenditure of ₹ 62,463 crore during 2018-19, the State Government made an investment of ₹ 13,753 crore in Public Sector Undertakings (PSUs), Statutory Corporations and Cooperative Societies, of which ₹ 13,409 crore was invested as share capital in Power Sector PSUs for speedy rural electrification programmes, strengthening of distribution and transmission network, energising of private tubewells in rural areas, Deen Dayal Upadhyay Gram Jyoti Yojna, Saubhagya scheme, etc. Other major

areas included an expenditure of ₹ 19,816 crore on roads and bridges, ₹ 3,789 crore on major irrigation, ₹ 3,407 crore on other rural development programmes, ₹ 2,597 crore on Pradhan Mantri Awas Yojana (Rural), ₹ 2,370 crore on food storage and warehousing, ₹ 2,222 crore on water supply and sanitation, ₹ 2,134 crore on civil aviation and ₹ 2,054 crore on medical and public health.

1.5.2 Quality of expenditure

1.5.2.1 Adequacy of Public Expenditure

The fiscal priorities of the State Government with regard to development expenditure, social services expenditure, economic services expenditure and capital expenditure during 2014-15 and 2018-19 as compared with General Category States is given in **Table 1.22**.

Table 1.22: Fiscal Priorities of the State during 2014-15 and 2018-19

Fiscal Priority (Percentage to GSDP)		AE/ GSDP	DE [#] / AE	SSE/ AE	ESE/ AE	CE/ AE	Education/ AE	Health/ AE
2014-15	Average (Ratio) General Category States*	15.99	68.51	36.15	32.36	14.02	16.54	4.92
	Uttar Pradesh	22.36	64.86	32.89	31.97	23.56	15.62	5.29
2018-19	Average (Ratio) General Category States*	16.05	67.04	36.59	30.45	14.28	14.99	5.07
	Uttar Pradesh	24.02	60.39	27.63	32.76	16.86	13.13	4.89

(in per cent)

AE: Aggregate Expenditure; DE: Development Expenditure; SSE: Social Services Expenditure; ESE: Economic Services Expenditure; CE: Capital Expenditure.
*** For Goa, 2018-19 figures are based on revised estimates.**
#Development expenditure includes Development Revenue Expenditure, Development Capital Expenditure and Loans and Advances disbursed.

During 2018-19, the ratios of development expenditure, expenditure on education, health and expenditure on social services to aggregate expenditure were less than the average of the General Category States. The decline in ratio of capital expenditure as well as social services expenditure in 2018-19 as compared to 2014-15 was on account of the lower rate of increase in the capital expenditure (17 per cent) and social services expenditure (38 per cent) as compared to the increase in the aggregate expenditure (64 per cent) during the period 2014-19.

1.5.2.2 Efficiency of expenditure use

Details of capital and revenue expenditure on maintenance of social and economic services are given in **Table 1.23**.

Table 1.23: Efficiency of expenditure use in selected social and economic services

Social/Economic infrastructure	2017-18			2018-19		
	Ratio of CE to TE	Revenue expenditure (₹ in crore)		Ratio of CE to TE	Revenue expenditure (₹ in crore)	
		S&W	O&M		S&W	O&M
Total (SS)	12.08	50,533	393	10.34	52,903	266
Total (ES)	27.31	11,544	4,567	39.92	12,554	4,308
Total (SS+ES)	19.46	62,077	4,960	26.39	65,457	4,574
Major components of Social Services (SS)						
Education	1.99	40,757	13	2.04	42,136	16
Health and Family Welfare	12.49	8,050	152	12.48	8,836	151
Water Supply, Sanitation, Housing and Urban Development	52.63	159	204	40.11	169	77
Major components of Economic Services (ES)						
Agriculture and Allied Activities	5.55	3,228	22	19.52	3,496	37
Irrigation and Flood Control	30.80	2,840	2,205	44.96	3,014	2,039
Power and Energy	53.72	38	00	45.65	41	00
Transport	66.87	120	2,323	82.92	128	2,220
TE: Total Expenditure; CE: Capital Expenditure; S&W: Salaries and Wages; O&M: Operations and Maintenance.						

(Source: Finance Accounts and voucher level computerisation data of AG (A&E) for 2017-18 and 2018-19)

1.5.2.3 Development and non-development expenditure

All expenditure relating to revenue head, capital outlay and loans and advances are categorised into social services, economic services and general services. Broadly, social and economic services constitute development expenditure, while expenditure on general services is treated as non-development expenditure.

The rate of growth of development and non-development expenditure of the Government during 2014-19 are given in **Table 1.24**.

Table 1.24: Development and Non-Development Expenditure

Particulars	₹ in crore				
	2014-15	2015-16	2016-17	2017-18	2018-19
Revenue expenditure	1,71,027	2,12,736	2,36,592	2,66,224	3,01,728
Capital expenditure	53,297	64,423	69,789	39,088	62,463
Loans and advances	1,873	9,118	6,741	1,509	6,303
Total expenditure	2,26,197	2,86,277	3,13,122	3,06,821	3,70,494
Development expenditure	1,46,705	1,98,456	2,08,290	1,86,578	2,23,744
Rate of growth of development expenditure (<i>per cent</i>)	25	35	05	(-10)	20
Non-development expenditure	79,492	87,821	1,04,832	1,20,243	1,46,750
Rate of growth of non-development expenditure (<i>per cent</i>)	6	10	19	15	22

(Source: Finance Accounts of the respective years)

1.6 Government expenditure and investments

1.6.1 Financial results of irrigation works

The Thirteenth and Fourteenth Finance Commissions had prescribed cost recovery rates of irrigation projects (revenue receipts as compared to revenue expenditure) for assessing the commercial viability of these projects. The position of cost recovery of irrigation projects in the State for the period 2014-19 is depicted in **Table 1.25**.

Table 1.25: Cost recovery position of irrigation projects

Year	Revenue expenditure	Revenue receipts	Cost recovery assessment of XIII FC(2010-15)/XIV FC (2015-20)	Revenue receipts to revenue expenditure	Gap in cost recovery
	₹ in crore		In per cent		
2014-15	5,009	397	75	8	67
2015-16	4,891	651	35	13	22
2016-17	5,230	782	35	15	20
2017-18	6,706	953	35	14	21
2018-19	6,534	908	35	14	21

(Source: Finance Accounts of the respective years and Reports of Thirteenth and Fourteenth Finance Commission)

The gap in cost recovery during 2017-18 and 2018-19 increased by one *per cent* as compared to 2016-17. However, there is scope for further improvement in comparison to the recommendations of the Fourteenth Finance Commission.

Recommendation: *The State Government may initiate measures to further improve cost recovery on irrigation projects.*

1.6.2 Incomplete Projects

Blocking of funds on incomplete works impinge negatively on the quality of expenditure. The details of incomplete projects as given in the Finance Accounts is summarised in **Table 1.26**.

Table 1.26: Department-wise profile of incomplete projects as on 31 March 2019

Department	No. of incomplete projects	Initial estimated cost	No. of projects for which costs were revised	Estimated cost of project for which costs were revised	
				Initial estimated cost (₹ in crore)	Revised estimated cost (₹ in crore)
Public Works Department (Roads & Bridges)	568	11,805	16	374	494
Irrigation Department	24	411	02	36	38
Total	592	12,216	18	410	532

(Source: Appendix IX of Finance Accounts 2018-19)

Out of total 592 incomplete projects, the estimated cost was revised for only 18 projects (overall increase of estimated cost by 30 *per cent*). Since the State Government has not evaluated the cost of remaining incomplete projects, the funds required to complete these projects could not be ascertained.

Recommendation: The Finance Department and the concerned departments may re-evaluate the cost of all incomplete projects and evolve a mechanism to ensure timely completion of projects.

1.6.3 Investments and Returns

The position of return on investments during 2014-19 is given in **Table 1.27**.

Table 1.27: Return on investments

Investment/return/cost of borrowings	2014-15	2015-16	2016-17	2017-18	2018-19
Investment at the end of the year ²⁰ (₹ in crore)	58,606	84,357	96,400	1,04,779	1,18,532
Returns (₹ in crore)	8.08	42.66	86.34	30.84	175.48
Returns (<i>per cent</i>)	0.01	0.05	0.09	0.03	0.15
Average rate of interest on Government borrowings ²¹ (<i>per cent</i>)	6.40	6.35	6.82	6.54	6.50
Difference between interest rate on Government borrowings and interest received on returns (<i>per cent</i>)	6.39	6.30	6.73	6.51	6.35
Notional loss due to difference between interest rate of Government borrowings and return on investments (₹ in crore)	3,745	5,315	6,488	6,821	7,527

(Source: Finance Accounts of the respective years)

Over the past five years, the State Government has incurred a notional loss of ₹ 29,896 crore on return on investment on account of difference between the Government's borrowing cost and the return on investment in share capital and debenture of different concerns.

1.6.4 Public Private Partnership Projects

The Pradeshiya Industrial & Investment Corporation of U.P. Ltd (PICUP)²² had informed details of 60 Public Private Partnership (PPP) projects involving ₹ 91,609.13 crore (**Annexure-G of Finance Accounts Volume-1**) to the Accountant General (A&E), where developers were selected.

1.6.5 Loans and Advances by State Government

In addition to investments in co-operative societies, corporations and companies, State Government has also been providing loans and advances to many of these institutions/organisations, including loans and advances to Government servants. Details are given in **Table 1.28**.

²⁰ In Statutory Corporations, Government Companies, Co-operative Societies and Banks.

²¹ Interest payment / [(Amount of previous year's Fiscal Liabilities + Current year's Fiscal Liabilities)/2]*100

²² PICUP is a State Government financial institution.

Table 1.28: Interest receipts on loans and advances by State Government

Particulars	₹ in crore)				
	2014-15	2015-16	2016-17	2017-18	2018-19
Opening balance of loans and advances	12,456	14,067	22,459	28,447	29,720
Amount advanced during the year	1,873	9,118	6,741	1,509	6,303
Amount repaid during the year	262	726	259	236	5,313
Closing balance of loans and advances	14,067	22,459	28,447	29,720	30,710
Net addition of loans and advances	1,611	8,392	5,988	1,273	990
Interest receipts	14	26	566	606	624
Interest receipts as <i>per cent</i> to outstanding Loans and Advances ²³	0.11	0.14	2.22	2.08	2.07
Average rate of interest on Government borrowings ²⁴ (<i>per cent</i>)	6.40	6.35	6.82	6.54	6.50
Difference between interest rate on Government borrowings and interest received on loans (<i>per cent</i>)	6.29	6.21	4.60	4.46	4.43
Notional loss on loan advanced during the year due to the difference between interest rate of loans disbursed and interest received on Government borrowings (₹ in crore)	118	566	310	67	279

(Source: Finance Accounts of the respective years)

Out of total amount repaid during the year (₹ 5,313 crore), ₹ 4,892 crore (92 *per cent*) was repaid by the Power department. Over the past five years the State Government has incurred a notional loss of ₹ 1,340 crore towards interest on account of difference in the interest received on the loans advanced and that the Government incurred on its borrowings.

Details of loans and advances made by the Government are detailed in **Section-1** of **Statement-18** of Finance Accounts and details of entities that were in arrears of repayment of loans are detailed in **Section-2** of **Statement-18** of Finance Accounts.

Recommendation: *The State Government should rationalise its investments and loans advanced to various entities in such a way that the return on investment and loans at least matches the Government borrowing costs.*

1.6.6 Cash Balances and Investment of Cash Balances

Details of cash balance and investment of cash balance is given in **Table 1.29**.

Table 1.29: Cash balances and investment of cash balances

Particulars	₹ in crore)	
	Opening balance as on 01 April 2018	Closing balance as on 31 March 2019
(a) General cash balances		
Cash in Treasuries	00	00
Deposits with Reserve Bank	265.21	171.10
Remittances in Transit- local	00	00
Total	265.21	171.10

²³ Interest received / [(Opening balance + Closing balance of Loans and Advance)/2]*100.

²⁴ Interest payment / [(Amount of previous year's Fiscal Liabilities + Current year's Fiscal Liabilities)/2]*100.

Particulars	Opening balance as on 01 April 2018	Closing balance as on 31 March 2019
Investment held in Cash Balance Investment Account	11,159.38	26,684.36
Total (a)	11,424.59	26,855.46
(b) Other cash balances and investments		
Cash with Departmental Officers viz., Public Works Departmental Officers, Forest Departmental Officers, District Collectors	10.87	10.96
Permanent Advances for contingency expenditure with Departmental Officers	0.49	0.49
Investment of Earmarked Funds	45.20	45.20
Total (b)	56.56	56.65
Grand Total (a) + (b)	11,481.15	26,912.11

(Source: Finance Accounts 2018-19)

During 2018-19, the opening balance of investment held in cash balance investment accounts was ₹ 11,159.38 crore. Treasury Bills and Long Term Government of India Securities amounting to ₹ 5,44,061.14 crore and ₹ 79.67 crore respectively were purchased and these instruments amounting to ₹ 5,28,532.26 crore and ₹ 83.57 crore respectively were sold, leaving a balance of ₹ 26,684.36 crore in the account at the end of the year. The amounts of ₹ 1,070.23 crore and ₹ 18.33 crore were received as interest on investment under Treasury Bills and Long Term Government of India's Securities respectively.

Under the Cash Balance Investment Account, the transactions of the State Government in investing in Treasury bills of Central Government had consistently increased from ₹ 1,43,679 crore during 2015-16 to ₹ 5,44,061 crore during 2018-19. The cash surplus increased during the last three years from ₹ 888 crore (31 March 2017) to ₹ 26,855 crore (31 March 2019), while at the same time the State Government resorted to market borrowings of ₹ 46,000 crore to finance the fiscal deficit during the year 2018-19. Thus, there was scope for reducing the quantum of market borrowings and consequent burden of interest on internal debt by utilising the surplus cash balance.

1.6.7 Variation in Cash Balance

As per the Certificate of confirmation of balances issued by Reserve Bank of India, the State had a credit balance of ₹ 122.02 crore while the closing cash balance of the State for the month of March 2019 as certified by the Accountant General (A&E) was ₹ 171.10 crore. Thus, there was a difference of ₹ 49.08 crore including the previous years' balances, between the cash balance of the State Government, as worked out by the Accountant General (A&E) and as reported by the Reserve Bank of India (as on 31.03.2019), which was under reconciliation.

The State Government stated (July 2020) that the necessary instructions had been issued to the treasuries for reconciliation of variation in cash balance and they were in the process of reconciling the difference.

1.7 Assets and Liabilities

1.7.1 Growth and Composition of Assets and Liabilities

While the Government accounting system does not provide for comprehensive accounting of fixed assets like land and buildings owned by the Government, these can be derived from the accounting of financial liabilities and assets created out of expenditure incurred. *Appendix 1.7* gives an abstract of such liabilities and assets, as on 31 March 2019, compared with the corresponding position on 31 March 2018. While the liabilities consist mainly of internal borrowings, loans and advances from GoI, and receipts from public accounts and reserve funds, the assets comprise mainly of capital outlay and loans and advances given by the State Government and the cash balances.

1.7.2 Transactions under Reserve Funds

During the year 2018-19, the State Government made a net transfer of ₹ 13,545 crore to various Reserve Funds under Public Accounts of the State, which have been created for specific purposes. Details are given in *Appendix 1.8* and summarised in **Table 1.30**.

Table 1.30: Position of Reserve Funds during 2018-19

(₹ in crore)					
10	Head of accounts	Opening balance as on 1 April 2018	Receipts during 2018-19	Disbursements during 2018-19	Closing balance as on 31 March 2019
(a) Reserve Funds bearing interest					
1	8115-Depreciation/ Renewal Reserve Fund <i>Investment</i>	0.00 44.42	0.00 0.00	0.00 0.00	0.00 44.42
Total (a) <i>Investment</i>		0.00 44.42	0.00 0.00	0.00 0.00	0.00 44.42
(b) Reserve Funds not bearing interest					
1	8222-Sinking Fund	57,469.62	26,403.95	12,693.33	71,180.24
2	8223-Famine Relief Fund <i>Investment</i>	0.00 0.78	0.00 0.00	0.00 0.00	0.00 0.78
3	8225-Roads and Bridges Fund	(-)321.46	3,000.00	2,949.53	(-)270.99
4	8226-Depreciation/ Renewal Reserve Fund	(-)7.99	0.00	0.00	(-)7.99
5	8229-Development and Welfare Funds	962.80	0.20	191.24	771.76
6	8235-General and Other Reserve Funds	1,177.10	692.95	718.30	1,151.75
Total (b) <i>Investment</i>		59,280.07 0.78	30,097.10 0.00	16,552.40 0.00	72,824.77 0.78
Grand Total <i>Investment</i>		59,280.07 45.20	30,097.10 0.00	16,552.40 0.00	72,824.77 45.20

(Source: Finance Accounts 2018-19)

Out of 35 reserve funds as on 31 March 2019, 14 were operative having balance of ₹ 72,804 crore and 21 inoperative funds having balances of ₹ 21 crore (including 18 funds with zero balance). During the year 2018-19, the State Government made a net transfer of ₹ 13,544.70 crore to various Reserve Funds. All these transactions were in the nature of book adjustments.

No investment of reserve funds was made, except in respect of two inoperative reserve funds against which an amount of ₹ 45.20 crore under MH 8115- Depreciation Reserve Fund (₹ 44.42 crore) and MH 8223- Famine Relief Fund (₹ 0.78 crore) was invested decades ago. Further, there were negative balances under 8225-Roads and Bridges Fund and 8226-Depreciation/Renewal Reserve Fund, which need regularisation by way of appropriation from the Consolidated Fund. Detailed analysis of some reserve fund transactions is discussed in subsequent paragraphs.

1.7.2.1 Sinking Fund

Creation of Consolidated Sinking Fund

The Twelfth Finance Commission (XII FC) recommended creation of Consolidated Sinking Fund (CSF) for amortisation of outstanding liabilities²⁵ by the State Governments. The guidelines of the Reserve Bank of India (RBI), which is responsible for administering the CSF, stipulate a minimum annual contribution of 0.5 *per cent* of outstanding liabilities at the end of the previous financial year. The State Government, however, has not set up the CSF (subsuming the existing Fund) as recommended by XII FC.

Operation of existing Sinking Fund

During 2018-19, the State Government appropriated ₹ 26,404 crore from Revenue Account (Major Head 2048 - Appropriation for reduction or avoidance of Debt) to Sinking Fund (Major Head 8222) under Public Account by book transfer. Further, out of this fund, an amount of ₹ 12,693 crore, equivalent to repayment of market loans during 2018-19, was transferred and credited to revenue receipts (under Major Head 0075-Miscellaneous General Services) under the Consolidated Fund without involving any cash outflow from Sinking Fund. The transfer of balances from Sinking Fund to revenue receipt head was not in consonance with the procedure prescribed under the List of Major and Minor Heads of Account of Union and States. As per the prescribed procedure, on maturity of the loan, the amount equivalent to loan repaid should be transferred from Sinking Fund (Major Head 8222) and credited to the head '8680-Miscellaneous Government Account-101-Ledger Balance adjustment account'.

The transfer of ₹ 12,693 crore from the Sinking Fund to the Revenue Account overstated the revenue surplus of the year. The overstatement of revenue surplus due to such transfer had been reported in previous State Finances Audit Reports; however, the incorrect accounting practice persisted.

The transactions of the State Government against the Sinking Fund were only book entries and do not represent actual movement of cash. There was no investment against the closing balance of ₹ 71,180 crore in the Sinking Fund as on 31 March 2019.

Recommendation: *The State Government may consider accepting the recommendation of the XII FC and create a Consolidated Sinking Fund to be*

²⁵ Defined as comprising Internal Debt and Public Account liabilities of the State Government.

invested by RBI. Further, the transfers out of the fund are not to be treated as Revenue Receipts and the amount equivalent to loan repaid should be transferred from Sinking Fund to Major Head 8680 on redemption of debt. The State Government should ensure that the Fund balances are actually invested and are not mere book entries.

1.7.2.2 State Road Fund

State Government established (January 2000)²⁶ ‘State Road Fund’ (SRF) for maintenance, renewal, strengthening and construction of roads, which is kept under Reserve Fund not bearing interest, MH 8225-Roads and Bridges Fund-02-101-State Road and Bridges Fund-01-SRF. Under SRF Rules, resources for this fund are arranged by imposing enhanced sales tax on diesel and petrol from 16 to 20 per cent and from 14 to 20 per cent respectively and the additional amount so realised is to be assigned to SRF to the extent considered appropriate by the State Government.

During 2018-19, the State Government made provision of ₹ 1,500 crore under MH 3054 and ₹ 1,500 crore under MH 5054 relating to revenue and capital expenditure respectively on SRF and transferred these amounts to the Reserve Fund MH 8225- Roads and Bridges Fund. Against the total amount of ₹ 3,000 crore, ₹ 2,949.53 crore was disbursed from SRF and booked as deduct entries under MH 3054 and MH 5054 respectively. Audit noticed that the State Government was making such identical transfers and reverse transfers between MH 3054/5054 and MH 8225-Roads and Bridges Fund for many years.

Further, the Fund had a negative balance of (-) ₹ 270.99 crore at the end of March 2019, indicating excess of disbursement over available balances. This negative figure has been appearing from the accounts of 2014-15 onwards.

Recommendation: *The Finance Department should examine the need to maintain Reserve Fund on Road and Bridges under MH 8225-Roads and Bridges Fund and also immediately regularise the negative balance under Road and Bridges Fund.*

1.7.2.3 State Disaster Response Fund (SDRF)

Non-accounting of SDRF as interest bearing Reserve Fund

Government of India (GoI) replaced the erstwhile Calamity Relief Fund with the State Disaster Response Fund (SDRF) with effect from 1 April 2010. The guidelines of SDRF stipulate the following:

- The Fund should be operated under the category “Reserve Fund bearing Interest” below Major Head-8121-General and Other Reserve Funds-122-State Disaster Response Funds.
- The State Government shall pay interest to the SDRF at the interest applicable to overdrafts under Overdraft Regulation Guidelines of the RBI.

It was observed, however, that the State Government operates its SDRF under the category “Reserve Funds not bearing Interest” below Major Head 8235-

²⁶ SRF was abolished in March 2009 but reinstated in January 2013 retrospectively from March 2009 and expenditure for capital nature works was also allowed.

General and Other Reserve Funds-111- State Disaster Response Funds. The balances in the Fund are also not invested in the manner specified by the GoI under the SDRF guidelines.

During the year 2018-19, an amount of ₹ 390.51 crore has been contributed to the Fund, of which ₹ 292.88 crore was contributed by the Central Government and ₹ 97.63 crore by the State Government in the ratio of 75:25. Besides, an amount of ₹ 58.58 crore being arrears of Central share and ₹ 5.86 crore as State share (in the ratio 90:10) was also contributed to the Fund.

In terms of Para 4 of the guidelines of SDRF, the State Government is required to pay interest to SDRF at the rate applicable to overdraft under overdraft regulation guidelines of RBI on a half yearly basis. At the beginning of 2018-19, the SDRF had a balance of ₹ 999.95 crore. Therefore, total interest of ₹ 106.22 crore on this balance (computed on six monthly basis at the average rate of interest of 8.25 per cent on overdraft) was required to be paid by the State Government during 2018-19. However, the State Government has not credited to SDRF any interest on un-invested balances of the Fund as per the terms of the guidelines.

In terms of the National Disaster Response Fund (NDRF) guidelines (July 2015), the Government of India provides additional assistance to the States from NDRF which does not require State's share, when natural calamities require expenditure in excess of the balances available under SDRF. As per Para 11.3 and 11.4 of the guidelines, the State Governments would make suitable budget provisions on the expenditure side of their budget under the head 2245-80-103, and the actual expenditure out of NDRF should be booked thereunder. Direct expenditure by the State Government from the Public Account should not be made.

The State Government received ₹ 157.23 crore from NDRF during the year 2018-19 which was booked under MH 1601- Grants-in-aid from Central Government and was treated as receipt. However, no budget provision was made nor was any expenditure booked under Major Head 2245-80-103- Assistance from NDRF during the year as per the prescribed procedure. Thus, the grants-in-aid of ₹ 157.23 crore received from NDRF was not transferred to the State's SDRF account during the year 2018-19. As a result, the revenue surplus of the State Government was also overstated and fiscal deficit understated by ₹ 157.23 crore.

Recommendation: *The State Government should transfer the SDRF balances to MH 8121- General and Other Reserve Funds under the category "Reserve Funds bearing Interest" and remit to the Fund accrued interest as per SDRF guidelines. The State Government is also required to invest the fund balances in the manner prescribed in the guidelines.*

1.7.3 Contingent Liabilities – Status of Guarantees

1.7.3.1 Guarantee Redemption Fund

For the purpose of redemption of guarantees, the State Government was required to create a Guarantee Redemption Fund as per the recommendations of Twelfth Finance Commission. However, State Government has not created

a Guarantee Redemption Fund. Under the RBI Guidelines 2013, it was required to make minimum annual contributions of ₹ 453.91 crore (0.5 per cent of outstanding guarantee of ₹ 90,781.57 crore²⁷ at the beginning of the year 2018-19) which was not done. This had the impact of overstating the revenue surplus and understating the fiscal deficit by ₹ 453.91 crore.

As per **Statement-9** of the Finance Accounts, the maximum amount for which guarantees were given by the Government and those outstanding for the last three years is given in **Table 1.31**.

Table 1.31: Guarantees given by the Government

Particulars	₹ in crore)		
	2016-17	2017-18	2018-19
Maximum amount guaranteed (Principal)	66,702	74,303	90,662
Total revenue receipts	2,56,875	2,78,775	3,29,978
Outstanding amount of guarantees at the end of the year	55,825	74,841	1,10,032
Percentage of maximum amount guaranteed to total revenue receipts	25.97	26.65	27.48

(Source: Finance Accounts of the respective years)

The composition of the maximum amount guaranteed was towards: four power sector entities (₹ 62,702 crore), two co-operative departments (₹ 4,083 crore), and 17 institutions of other sectors (₹ 23,877 crore).

1.7.3.2 Guarantee Fee

The State Government issued guarantees in respect of 23 institutions, of which 21 institutions were exempted from payment of guarantee fee. It was noticed that receivable guarantee fee (₹ 10.46 crore) from two institutions, viz., Pradeshiya Industrial and Investment Corporation of Uttar Pradesh (₹ 0.72 crore) and U.P. Rajya Vidyut Utpadan Nigam Limited (₹ 9.74 crore), were not received during 2018-19.

Recommendation: *The State Government should create and operate the guarantee redemption fund as per the guidelines of XII FC. State Government should also ensure that guarantee fees are realised promptly. The Government should stop financial support to the institutions which have not paid the guarantee fees and/or are also in arrears of accounts.*

1.8 Debt Management

1.8.1 Composition of fiscal liabilities of the State Government

The composition of fiscal liabilities of the State Government during 2014-15 to 2018-19 was as detailed in **Table 1.32**.

²⁷ There was a difference of ₹ 15,940.35 crore between outstanding guarantee at the end of 2017-18 (₹ 74,841.22 crore) and that at the beginning of 2018-19 (₹ 90,781.57 crore), which was under reconciliation.

Table 1.32: Composition of fiscal liabilities of the State Government

Nature of Borrowings	Balances (₹ in crore)				
	31 March 2015	31 March 2016	31 March 2017	31 March 2018	31 March 2019
(A) Public Debt					
Internal Debt of the State Government ²⁸	1,83,192	2,40,836	2,88,627	3,21,479	3,53,190
Loans and Advances from GoI	14,462	13,658	13,250	12,812	11,980
Total (A)	1,97,654	2,54,494	3,01,877	3,34,291	3,65,170
(B) Other Public Account Liabilities					
Small Savings, Provident Fund	45,121	46,655	48,238	50,768	54,413
Reserve Funds	41,230	43,790	51,015	59,280	72,824
Deposits	23,855	22,312	22,094	23,503	25,688
Total (B)	1,10,206	1,12,757	1,21,347	1,33,551	1,52,925
Total Debt stock of the State Government²⁹	3,07,860	3,67,251	4,23,224	4,67,842	5,18,095

(Source: Finance Accounts of respective years)

During the years 2014-15 to 2018-19, the total debt stock of the Government increased from ₹ 2,81,709 crore (1 April 2014) to ₹ 5,18,096 crore (31 March 2019). Maturity profile of public debt is detailed in **Table 1.33**.

Table 1.33: Maturity Profile of Public Debt

Maturity Year	(₹ in crore)			
	Internal Debt	Loans and Advances from GoI	Total	Per cent
2019-20	23,703	1,576	25,279	6.92
2020-21	23,074	1,598	24,672	6.76
2021-22	27,026	1,606	28,632	7.84
2022-23	20,378	1,606	21,984	6.02
2023-24	18,533	1,622	20,155	5.52
2024-25	27,631	559	28,190	7.72
2025-26	38,813	410	39,223	10.74
2026-27	48,509	393	48,902	13.39
2027-28	48,866	391	49,257	13.49
2028-29	53,012	368	53,380	14.62
2029-30 onwards	22,539	2,245	24,784	6.79
Under reconciliation with the State Government	1,106	(-) 394	712	0.19
Total	3,53,190	11,980	3,65,170	100.00

(Source: Finance Accounts 2018-19)

²⁸ Internal debt consists of market loans and loans from Financial Institutions, viz., Life Insurance Corporations of India, General Insurances Corporations of India, National Bank for Agriculture and Rural Development, National Co-operative Development Corporation and other institutions.

²⁹ In Table 1.32, debt stock during 2015-16 and 2016-17 includes borrowings on account of Ujjwal Discom Assurance Yojana (UDAY) so as to match Finance Accounts figures. The debt stocks excluding UDAY borrowings were ₹ 3,42,920 crore (2015-16) and ₹ 4,08,422 crore (2016-17), which have been taken for computing debt sustainability and other fiscal parameters for 2015-16 and 2016-17.

The maturity profile of public debt revealed that the redemption pressure was likely to rise from the year 2024-25 and would reach a peak in the year 2028-29 due to maturity of Uttar Pradesh Government stock.

1.8.2 Net availability of borrowed funds

Details of net availability of funds on account of receipts and repayments under public debt and public account liabilities during 2014-19 are given in **Table 1.34**.

Table 1.34: Net available fund on account of public debt and other obligations

Particulars	₹ in crore)				
	2014-15	2015-16	2016-17	2017-18	2018-19
Receipts under public debt and other liabilities	71,455	1,13,502	1,13,172	90,052	1,13,504
Repayments (principal and interest) under public debt and other liabilities	64,103	75,557	84,034	74,570	95,293
Net funds available	7,352	37,945	29,138	15,482	18,211
Percentage of net funds available to receipts under public debt	10.29	33.43	25.75	17.19	16.04

(Source: Finance Accounts of the respective years)

As evident from **Table 1.34**, 83.96 *per cent* of borrowed funds were used for discharging existing liabilities during 2018-19 and could not be used for capital formation/development activities of the State.

1.8.3 Debt Sustainability

Fiscal liabilities are considered sustainable if the government is able to service the stock of these liabilities over the foreseeable future and the debt-GSDP ratio does not grow to unmanageable proportions. The Domar model is one of the models for analysis of public debts, which lays down that the debt GDP ratio is likely to be stable if the rate of growth of the economy exceeds the rate of interest on the debt. **Table 1.35** provides the Domar sustainability condition:

Table 1.35: Debt sustainability criteria under Domar model

g-r (g: real economic growth rate; r: real interest rate), called Domar gap	s<0 (primary deficit)	s>0 (primary surplus)
g-r > 0 (strong economic growth)	Public debt as a percentage of GSDP tends towards a stable value and is therefore, sustainable. Depending on the stock of debt, it will either increase or decrease in time to reach a stable level greater than zero.	Public debt as a percentage of GSDP should converge to a stable level less than zero leading to public savings.
g-r < 0 (slow economic growth)	Public debt as a percentage of GSDP will increase indefinitely, without converging to a stable level	Undefined situation

Applying the Domar analysis to Uttar Pradesh showed that fiscal liabilities should converge to a stable level, as shown in the following **Table 1.36**.

Table 1.36: Sustainability of debt stock of the State during 2014-19

Year	Real economic growth (g)	Real interest rate (r)	Domar gap (g-r)	Primary deficit (-) / Surplus (+)
	<i>(in per cent)</i>			<i>(₹ in crore)</i>
2014-15	4.03	0.47	3.56	(-) 13,648
2015-16	8.78	2.28	6.50	(-) 12,695
2016-17	7.31	2.50	4.81	(-) 14,251
2017-18	6.99	4.19	2.80	(+) 1,326
2018-19	6.46	2.72	3.74	(-) 3,161

- Real economic growth rate has been calculated for real GSDP i.e. at constant prices.
- Real interest rate is calculated as average interest rate on fiscal liabilities minus inflation. Average inflation has been computed with reference to current series (2012) monthly inflation rates for Uttar Pradesh available on the website of MoSPI. Average inflation rates for the State worked out to 5.93 *per cent* (2014-15), 4.07 *per cent* (2015-16), 4.32 *per cent* (2016-17), 2.35 *per cent* (2017-18) and 3.78 *per cent* (2018-19).

In the initial three years (2014-15 to 2016-17), there was primary deficit which got converted into primary surplus in the year 2017-18 but again turned into primary deficit in the year 2018-19. The Domar gap (g-r) was positive during the entire period from 2014-15 to 2018-19. In view of the debt sustainability conditions under Domar model as detailed in **Table 1.35**, the fiscal liabilities of the State Government satisfied the condition of debt sustainability ($g-r > 0$). It is, however, noteworthy that the Domar gap (g-r) has not been registering a stable or steadily rising trend. The Domar gap should further be viewed with the fact that 74.2 *per cent* of internal debt³⁰ was borrowed at interest rates of more than eight *per cent* (real interest rate of 4.22 *per cent*) against average real interest rate of 2.72 *per cent* during 2018-19. Moreover, other factors such as public account liabilities, force majeure events and/or any other un-inventoried losses of revenue also have to be reckoned in assessing the debt sustainability/stability of the State³¹.

Fiscal Deficit and Debt Sustainability

In the above context of fiscal sustainability, the Thirteenth Finance Commission defined debt sustainability in terms of debt-GDP ratio and also in terms of interest payments relative to revenue receipts. The Fourteenth Finance Commission (FFC) recommended for fiscal consolidation for the Central and State Government and provided limits for fiscal deficit and debt stock as a percentage of GSDP. In view of recommendations of the FFC, Government of Uttar Pradesh amended (March 2016) the FRBM Act, 2004. The UP FRBM (Amendment) Act, 2016 provided to maintain fiscal deficit at not more than three *per cent* of the estimated GSDP in each of the years 2015-16 to 2019-20. The amended FRBM Act further provided to maintain total debt stock at not more than 31 *per cent* (during 2015-16 and 2016-17) and 30.50 *per cent* (during 2017-18 and 2018-19) and 30 *per cent* (during 2019-20) of the estimated GSDP.

³⁰ Internal debt constitutes 68.2 *per cent* of fiscal liabilities.

³¹ As these cannot be determined statistically, they have not been factored in the analysis.

The status of debt stock vis-à-vis the FFC targets and FRBM targets were as provided in **Table 1.37**.

Table 1.37: Debt sustainability – FRBM indicator based analysis

Year	Fiscal Deficit to GSDP (in per cent)		Debt stock to GSDP (in per cent)		Interest Payment to Revenue Receipts (in per cent)	
	FRBM target	Achievement	FRBM target	Achievement	FFC targets	Achievement
2015-16	3	3.00	31.00	30.15	9.55	9.45
2016-17	3	3.30	31.00	32.72	8.93	10.48
2017-18	3	2.02	30.50	33.99	8.36	10.45
2018-19	3	2.28	30.50	33.59	7.85	9.71

(Source: Finance Accounts of the respective years, UP FRBM (Amendment) Act 2016 and Fourteenth Finance Commission Report)

The State Government was able to contain the fiscal deficit below the FRBM targets during the last two years - 2017-18 and 2018-19. However, the debt to GSDP ratio was not within the FRBM targets, besides it spiked from 32.72 per cent to 33.59 per cent during 2016-2019. The targets for ratio of interest payment to revenue receipts (burden of interest payment) were not achieved, though it declined from 10.48 per cent (2016-17) to 9.71 per cent (2018-19). Thus, despite achieving the targets for fiscal deficit to GSDP, the movements in interest payment and fiscal liabilities relative to GSDP do not seem to be on the path anticipated by the FFC and FRBM for fiscal consolidation at the targeted level by the year 2019-20.



FINANCIAL MANAGEMENT AND BUDGETARY CONTROL

2

FINANCIAL MANAGEMENT AND BUDGETARY CONTROL

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

2.1 Summary of Appropriation Accounts

As per para 141 of Uttar Pradesh Budget Manual (UPBM), all final savings must be surrendered by Controlling Officers to the Finance Department by 25 March. Officers making belated surrenders, when savings could reasonably have been foreseen and surrendered earlier, will be held responsible if the Finance Department is not able to accept such surrender.

The summarised position of actual expenditure during 2018-19 against the provision made under 93 grants/appropriations is given in **Table 2.1**.

Table 2.1: Summarised position of Actual Expenditure, against provision

Nature of expenditure		Total Grant/ Appropriation	Actual Expenditure	Savings(-) /Excess(+)	Amount surrendered	Amount surrendered on 31 March 2019	Percentage of savings surrendered by 31 March 2019
1		2	3	4	5	6	Col.5/ Col.4
Voted	I-Revenue	2,98,990.78	2,47,287.30	(-) 51,703.48	2,131.57	2,131.57	4.12
	II -Capital	1,02,445.21	76,489.69	(-) 25,955.52	1,656.85	1,656.85	6.38
	III-Loans and Advances	7,724.35	6,302.64	(-) 1,421.71	0.40	0.40	0.03
Total Voted		4,09,160.34	3,30,079.63	(-) 79,080.71	3,788.82	3,788.82	4.79
Charged	IV-Revenue	59,408.58	58,975.52	(-) 433.06	10.12	10.12	2.34
	V- Capital	20.44	12.74	(-) 7.70	0.00	0.00	0.00
	VI- Public Debt- Repayment	30,546.75	20,716.61	(-) 9,830.14	1.77	1.77	0.02
Total Charged		89,975.77	79,704.87	(-) 10,270.90	11.89	11.89	0.12
Grand Total		4,99,136.11	4,09,784.50	(-) 89,351.61	3,800.71	3,800.71	4.25
Note: Figures of actual expenditure includes recoveries adjusted as reduction of expenditure under voted revenue expenditure (₹ 4,534.86 crore) and voted capital expenditure (₹ 14,039.02 crore).							

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

Overall savings of ₹ 89,351.61 crore was the result of savings of ₹ 92,349.08 crore in 126 cases of grants/appropriations under revenue section and 79 cases of grants/appropriations under capital section including loan section (public

debt-repayments), offset by excess of ₹ 2,997.47 crore in four grants /appropriations under revenue section and six grants/appropriations under capital section.

The fact that as much as 96 *per cent* savings (amounting to ₹ 85,550.90 crore) was allowed to lapse at the end of the year and the remaining savings of ₹ 3,800.71 crore (four *per cent*) was surrendered on the last day of the financial year 2018-19 without being made available to the Finance Department for re-appropriation for other purposes makes it evident that the Finance Department exercised very little financial control.

Recommendation: *The Finance Department should monitor trend of expenditure by Departmental Controlling Officers, so that funds are not retained unnecessarily and are surrendered at the earliest, without resorting to last minute surrenders and lapse of allocations.*

2.2 Financial Accountability and Budget Management

2.2.1 Excess Expenditure requiring regularisation

There was an excess disbursement of ₹ 1,539.44 crore over the authorisation made by the State Legislature under four grants and four appropriations during the financial year 2018-19 (**Appendix 2.1 A**). Excess disbursements of ₹ 30,985.81 crore under 98 grants and 42 appropriations pertaining to the years 2005-06 to 2017-18 are yet to be regularised by the State Legislature (**Appendix 2.1 B**). This is in violation of Articles 204 and 205 of the Constitution which provides that no money shall be withdrawn from the Consolidated Fund except under appropriation made by Law by the State Legislature. This vitiates the system of budgetary and financial control and encourages financial indiscipline in management of public resources.

The excess expenditure over the authorisation and non-regularisation of excess expenditure have been regularly reported in previous Audit Reports, however, the cases of excess expenditure pertaining to the years 2005-06 to 2017-18 were yet to be placed before State Legislature for regularisation.

Recommendation: *The State Government should ensure that all the existing cases of excess expenditure are placed before the State Legislature for regularisation at the earliest.*

2.2.2 Savings

Savings of ₹ 90,038.26 crore occurred in 65 cases relating to 46 grants/appropriations exceeding ₹ 100 crore in each case as detailed in **Appendix 2.2**.

Further, out of above 65 cases, there were 18 cases, where savings exceeds ₹ 1,000 crore in each case. In nine out of these 18 cases, savings exceed ₹ 1,000 crore during 2017-18 also as detailed in **Table 2.2**.

Table 2.2: Grants indicating savings more than ₹ 1,000 crore during 2017-18 and 2018-19

Sl. No.	Grant No.	Name of the grant	Savings during	
			2017-18	2018-19
1.	13	Agriculture and Other Allied Departments (Rural Development) - Capital Voted	5,179.06	9,278.13
2.	14	Agriculture and Other Allied Departments (Panchayati Raj) - Revenue Voted	1,080.89	4,330.63
3.	37	Urban Development Department - Revenue Voted	5,574.84	3,451.60
4.	48	Minorities Welfare Department - Revenue Voted	1,088.19	1,034.01
5.	49	Women and Child Welfare Department - Revenue Voted	2,247.92	2,464.72
6.	61	Finance Department (Debt Services and Other Expenditure) - Capital Charged	6,973.52	9,810.15
7.	71	Education Department (Primary Education) - Revenue Voted	17,493.77	14,921.22
8.	83	Social Welfare Department (Special Component Plan for Scheduled Castes) - Revenue Voted	5,573.74	4,085.46
9.		Social Welfare Department (Special Component Plan for Scheduled Castes) - Capital Voted	1,637.34	4,136.73

(Source: Appropriation Accounts 2017-18 and 2018-19)

It was further noticed that in 28 cases involving 22 grants, there were persistent savings (₹ 100 crore and above) each year during 2014-15 to 2018-19, as detailed in *Appendix 2.3*. The savings under these grants ranged between ₹ 101.54 crore and ₹ 14,921.22 crore during the year 2018-19. Large savings is indicative of poor budgeting or shortfall in performance or both, in respect of concerned scheme being implemented by the Department.

Recommendation: *The Finance Department should review the reasons for non-utilisation of the provisions under various schemes and take steps to make more judicious provisions in future years.*

2.2.3 Unnecessary/inadequate supplementary provision

As per para 162 (i) of UPBM, a supplementary grant or appropriation is required when the amount included in a grant or appropriation authorised by the Appropriation Act is found to be insufficient for the year.

During 2018-19, in 44 cases, supplementary provisions amounting to ₹ 9,032.89 crore (₹ one crore or more in each case) proved unnecessary as the expenditure was not even up to the level of the original provision as detailed in *Appendix 2.4*.

2.2.4 Excess/ unnecessary re-appropriation of funds

As per para 147 of UPBM, expenditure under each unit of appropriation is kept within the amount originally provided under that unit of appropriation. Despite re-appropriation, there was savings of ₹ 2,143.94 crore in 137 sub-heads involving 42 grants and excess of ₹ 130.48 crore in 36 sub-heads involving 24 grants indicating injudicious re-appropriation without assessing actual requirements (*Appendix 2.5*).

2.2.5 Substantial surrenders

During 2018-19, substantial surrenders (50 *per cent* or more of the total provision) amounting to ₹ 1,873.39 crore (86 *per cent* of total provision of ₹ 2,189.52 crore) were made in 143 sub-heads, which included 100 *per cent* surrenders in 70 schemes/programmes (₹ 368.04 crore) as detailed in *Appendix 2.6*. Such substantial surrenders indicated that either the budgeting was done without due prudence or there were serious slippages in programme implementation.

2.2.6 Surrender in excess of actual savings

In three cases involving three grants (₹ 50 lakh or more in each case) as against savings of ₹ 1,168.01 crore, ₹ 1,180.62 crore was surrendered resulting in excess surrender of ₹ 12.61 crore during 2018-19 as detailed in *Appendix 2.7*. Such surrenders in excess of actual savings indicated that the departments did not exercise adequate budgetary controls by watching flow of expenditure through monthly expenditure statements.

Recommendation: The Government should ensure that excessive, unnecessary supplementary provisions and injudicious surrenders are avoided.

2.2.7 Anticipated savings not surrendered

As per paras 139 and 141 of UPBM, spending departments are required to surrender grants/appropriations or portion thereof to the Finance Department as and when savings are anticipated. All final savings must be surrendered to the Finance Department by 25 March. Savings so resumed will be re-allotted by the Finance Department, if necessary, when dealing with applications for re-appropriations or supplementary grants or appropriations.

At the end of 2018-19, though savings of ₹ 65,875.33 crore occurred in 89 cases of grants/ appropriations, no part of it was surrendered by the spending departments (*Appendix 2.8*).

Similarly, out of savings of ₹ 89,675.44 crore in 124 cases (savings of ₹ one crore and above in each case), an amount of ₹ 88,557.72 crore (99 *per cent*) was not surrendered (*Appendix 2.9*). This is indicative of inadequate financial control and resultant blocking of funds.

2.2.8 Misclassification of expenditure

Revenue expenditure is recurring in nature and is intended to be met from Revenue Receipts. Further, as per Indian Government Accounting Standard (IGAS-2), expenditure on Grants-in-Aid is recorded as revenue expenditure in the books of the grantor and as revenue receipt in the books of recipient. Capital Expenditure is defined as expenditure incurred with the object of increasing concrete assets of a material and permanent character, or of reducing recurring liabilities.

However, during the year, the State Government made budget provisions and booked 'minor construction works' amounting to ₹ 69.94 crore, 'maintenance of vehicle and purchase of petrol etc' amounting to ₹ 0.03 crore, 'maintenance of computer, purchase of related stationery' amounting to ₹ 0.01 crore under Capital section, whereas it should be booked as revenue expenditure. On the

other hand, expenditure of ₹ 61.03 crore for 'purchase of staff car/ vehicle for office use' was booked under Revenue section instead of under Capital section.

The State Government stated (July 2019) that purchase of new vehicle only should be provided under Capital section and arrangement for replacement of old vehicle should be booked under Revenue section. The Government's view was not acceptable as replacement of old vehicle amounts to enhancing the useful life of the asset, hence the expenditure incurred was capital in nature

2.2.9 Advances from the Contingency Fund

Under the provisions of U.P. Contingency Fund Act, 1950, State Government maintains Contingency Fund with a corpus amount of ₹ 600 crore. As per the Uttar Pradesh Contingency Fund Rules, 1962, advances from the Fund shall be made only to meet unforeseen and emergent expenditure, pending its authorisation by the Legislature following which it is recouped.

As on 31 March 2019, an amount of ₹ 629.72 crore drawn from the Contingency Fund remained unrecouped, which included unrecouped balances of ₹ 300 crore of 2016-17. During the year 2018-19, ₹ 396.29 crore was disbursed, out of which only ₹ 66.57 crore was recouped and the remaining sum of ₹ 329.72 crore was unrecouped.

Out of unrecouped amount of ₹ 329.72 crore, advance of ₹ 89.72 crore was drawn for capital outlay on forestry and wild life under Grant No. 60- Forest Department (soil work under social forestry, plantation and establishment of new nursery) and ₹ 240 crore was drawn for repayment of loan of NABARD under Grant No. 18-Agriculture and Other Allied Departments (Co-operative), which were to be recouped through the supplementary budget provision in due time. Audit observed that the expenditure for which contingency fund were drawn could have been anticipated and included in the budget for authorisation by the Legislature.

It was further observed that the State Government had drawn advance of ₹ 300 crore during the year 2016-17 for payment of salary and pensionary benefits to the employees of U.P. Jal Nigam, which was to be recouped by provision of fund under Grant No. 37- Urban Development Department. Non-recoupage of this advance was reported in Audit Report No. 1 of 2018 and Audit Report No. 3 of 2019. However, State Government had not recouped this amount to the Contingency Fund till 31 March 2019. As a result, Contingency Fund had an adverse balance of (-) ₹ 29.72 crore. This was in violation of the Contingency Fund Rules which provides that no order sanctioning the advance shall be issued unless the Finance Department is satisfied that balance in the fund is sufficient for the advance to be made.

Recommendation: *The State Government should take action on recommendation made in Para 2.2.9 of the State Finances Audit Report No. 3 of 2019 and ensure timely recoupage of advances taken from the Contingency Fund.*



FINANCIAL REPORTING AND COMMENTS ON ACCOUNTS



Financial Reporting and Comments on Accounts

This Chapter provides an overview and status of the State Government's compliance with various financial rules, procedures and directives during the current year.

3.1 Personal Ledger/ Personal Deposit Accounts

Article 202 of the Constitution of India provides for legislative financial control over public expenditure through the annual financial statement/Budget. Under the List of Major and Minor Heads of Accounts of Union and States, Personal Deposits are of the nature of deposits not bearing interest opened under 8443-Civil Deposits-106-Personal Deposits. As per para 4 of Uttar Pradesh Personal Ledger Account Rules 1998, the State Government is authorised to open Personal Ledger Account (PLA)/Personal Deposit (PD) accounts for specific purposes in consultation with the Accountant General. Designated Administrators are authorised to operate these PLA/PD accounts by transfer of funds from the Consolidated Fund of the State. Besides PLAs may also be opened for Universities and other similar educational institutions, Municipal Corporations and Local Bodies under different deposits head.

Operation of PLA/PD Accounts

Audit noticed that PLA/PD Accounts were also being operated by the State Government under different heads of accounts other than the head, i.e., MH- 8443 - Civil Deposits-106 – Personal Deposits. Out of balance of ₹ 4,347.89 crore in 1,070 PLA/PD Accounts as on 31 March 2019, ₹ 2,455.52 crore pertained to 28 PLA/PD Accounts under Major Head-8342-Other Deposits-120-Miscellaneous Deposits and ₹ 995.24 crore pertained to 392 PLA/PD Accounts under MH 8448-Deposits of Local Funds-120-Other Funds.

The State Government stated (July 2020) that the PLA/PD Accounts being operated under other than Major Head '8443-106' were very old and the practice of opening new PLA/PD Accounts has been stopped since March 2018. However, the fact remains that some PLA/PD Accounts were being maintained under other than designated head of accounts '8443 - Civil Deposits-106 – Personal Deposits'.

Reconciliation of PLA/PD Accounts

Out of 77 treasuries operating the PLA/ PD accounts of the State, only 34 treasuries have reconciled the accounts maintained by them during the year

2018-19. The status of reconciliation of the remaining 43 treasuries has not been made available by the respective treasuries.

The State Government stated (July 2020) that necessary instructions had been issued to the treasuries for reconciliation of PLA/PD Accounts.

Inoperative PLA/PD Accounts

Under the Uttar Pradesh Personal Ledger Account Rules 1998, if there is no transaction in any PLA/PD accounts for three years, the treasury officer would make a written request to the competent authority for closure of such account, and if no reply was received within three months, the PLA/PD Account would be closed after transfer of the balance, if any, to the corresponding head of account on the advice of Accountant General. Non-compliance to this codal provision were reported in State Finances Audit Reports for the year ended 31 March 2017 and 31 March 2018.

Audit observed that, in contravention of the codal provisions, an amount of ₹ 22.77 crore was irregularly parked in 416 PLA/PD Accounts as on 31 March 2019, despite these PLA/PD Accounts remaining inoperative for more than three years.

The State Government stated (July 2020) that orders were issued in March 2018 to stop the practice of keeping money under Personal Ledger Account (PLA) after withdrawal from Consolidated Fund. Similarly, directions were issued in January 2018 to all Departments for closing all PLA Accounts remaining in-operative for more than three years. As a result, an amount of ₹ 493.46 crore was deposited in the Consolidated Fund between January 2018 and January 2020 and further efforts were being made for depositing the remaining amount lying in the inoperative PLAs.

Audit observed that the amounts lying under inoperative PLAs/PD Accounts reduced after issue of the State Government orders (January 2018 and March 2018). However, further efforts were required to identify and close all inoperative PLAs/PD Accounts, since not transferring the unspent balances lying in such PLAs/PD Accounts to the Consolidated Fund of the State before the closure of the financial year entails the risk of misuse of public funds, fraud and misappropriation.

3.2 Non-submission of Utilisation Certificates

The financial rules stipulate that where grants-in-aid are given for specific purposes, the concerned departmental offices should obtain Utilisation Certificates (UCs) from recipients, which, after verification, should be forwarded to the Accountant General (A&E), to ensure that the funds have been utilised for the intended purpose. In respect of grants-in-aid which are

expected to be utilised during the next 12 months from the date of sanction, the competent authority should furnish to the Accountant General the requisite UCs not later than 18 months from the date of sanction of the grant.

As on 31 March 2019, a total of 63,366 Utilisation Certificates (UCs) for non-recurring grants-in-aid involving ₹ 23,832.12 crore released during the financial years 2001-02 to 2017-18 (September 2017) were due but remained outstanding. Therefore, there is no assurance that the amount of ₹ 23,832.12 crore has actually been incurred for the purpose for which it was sanctioned/authorised by the Legislature. High pendency of UCs was fraught with the risk of misappropriation of funds and fraud. The details are given in **Table 3.1**.

Table 3.1: Outstanding Utilisation Certificates

Period	Number of Utilisation Certificates awaited	Amount (₹ in crore)
Up to 2016-17	62,903	21,799.65
2017-18	463	2,032.47
2018-19	Nil#	Nil
Total	63,366	23,832.12

(Source: Finance Accounts 2018-19)

(# UCs for grants-in-aid released during 2018-19 would be outstanding after 18 months of respective dates of sanction)

Major cases of non-submission of UCs pertain to Social Welfare Department (Special Component Plan for Scheduled Castes), Urban Development Department, Education Department and Agriculture Department, as summarised in **Table 3.2**.

Table 3.2: List of Departments, where UCs were outstanding

Sl. No.	Name of the Department	Number of UCs awaited	Amount Outstanding (₹ in crore)	Percentage of amount of outstanding UCs
1	Social Welfare Department (Special Component Plan for Scheduled Castes)	9,627	5,963.09	25.02
2	Urban Development Department	4,886	5,811.87	24.39
3	Education Department (Basic Education)	6,609	4,197.80	17.61
4	Education Department (Secondary Education)	4,456	1,750.99	7.35
5	Agriculture and Other Allied Department (Panchayati Raj)	2,072	1,736.66	7.29
6	Agriculture and Other Allied Department (Rural Development)	3,910	1,099.94	4.62

(Source: Finance Accounts 2018-19)

The State Government stated (July 2020) that the concerned Departments were responsible for submission of UCs to the Accountant General and necessary

directions in this context were issued to all Departments from time to time. As a result, the number of pending UCs had reduced from 63,366 (as on 31 March 2019) to 45,685 (as on 31 March 2020) and action was being taken for submission for remaining UCs.

The fact remains that despite improvement in submission of UCs, a large number of UCs were still awaited.

Recommendation: The State Government should prescribe a timeframe within which administrative departments releasing grants collect UCs pending beyond the time stipulated in the sanction orders and all pendencies are reviewed before release of fresh grants to defaulting grantees.

3.3 Outstanding Detailed Contingent Bills

The financial rules require that advances drawn through Abstract Contingent (AC) bills are adjusted promptly through Detailed Contingent (DC) bills. It was, however, observed that 3,178 AC bills of ₹ 19.08 crore were lying unadjusted as on 31 March 2019, as per details given in **Table 3.3**. Prolonged non-submission of supporting DC bills renders the expenditure under AC bills opaque.

Table 3.3: Outstanding Abstract Contingent Bills

Year	Number of pending DC bills	Amount (₹ in crore)
Up to 2016-17	3,088	16.52
2017-18	27	0.30
2018-19	63	2.26
Total	3,178	19.08

(Source: Finance Accounts 2018-19)

Majority of the DC Bills were awaited from the Departments listed in **Table 3.4**.

Table 3.4: List of Department where DC bills were pending

Sl. No.	Name of the Department	Number of pending DC bills	Amount Outstanding (₹ in crore)	Percentage of amount of outstanding DCs bill
1	Secretariat Administration Department	128	7.05	36.95
2	Personnel Department (Training and Other Expenditure)	04	1.98	10.38
3	Education Department (Secondary Education)	435	1.27	6.66
4	Public Works Department (Estate Directorate)	645	1.20	6.29

(Source: Finance Accounts 2018-19)

The State Government stated (July 2020) that instructions were issued to the concerned departments from time to time for adjustment of AC bills and the pendency of DC bills was reduced to 1,330 bills as on 31 March 2020 for which necessary action was being taken for adjustment.

The fact remains that non-submission of DC bills within the prescribed time not only breaches financial discipline and but also increases the possibility of wastage/misappropriation/malfeasance, etc.

Recommendation: *The Finance Department should ensure that all controlling officers adjust in a time bound manner, all AC bills pending beyond the prescribed period, and also ensure that AC bills are not drawn merely to avoid lapse of budget.*

3.4 Non-maintenance/ Incomplete Cash Books

The Cash Book is a primary record of financial transactions of receipts and disbursements which is required to be maintained mandatorily in each office to ensure proper receipt and custody of Government money. Non-maintenance/improper maintenance of Cash Book not only impacts the accuracy and completeness of accounts but is also a red flag for probable fraud, misappropriation and embezzlement of Government funds.

The reports of the C&AG submitted to the State Legislature and individual inspection reports of the Accountant General issued to various departments have flagged many instances of non-maintenance/improper maintenance of Cash Books by various entities under the State Government. Some instances noticed in recent audits are listed at **Appendix 3.1**. These cases were noticed during the test audit of 534 entities audited during April 2019 to December 2019, however, such cases may also occur in other entities. The Finance Department may, therefore, like to internally examine the position in case of other DDOs with a view to ensure that the essential records are maintained.

Recommendation: *The Finance Department should ensure that all departments and subordinate entities of State Government maintain Cash Books in the manner prescribed in the financial rules.*

3.5 Non-transfer of amounts to the Central Road Fund

The list of Major and Minor Heads prescribes the accounting procedure relating to the Central Road Fund (CRF). In terms of this procedure, such grants received from GoI are credited in the State Accounts to the Major Head '1601- Grants-in-aid from Central Government'. These amounts are credited to major head '8449- Other Deposits-Subventions from Central Road Fund', by per contra debit to the major head '3054-Roads and Bridges' or any other appropriate head of account concerned, from where expenditure on maintenance and repairs of roads and bridges is to be set off.

The State Government, however, failed to transfer the sum of ₹ 655.91 crore received as CRF grant from the Government of India in 2018-19 to the Public Account and though expenditure of ₹ 4,302.40 crore was incurred against maintenance and repairs of roads and bridges, it could not be ascertained how

much of the GoI release of ₹ 655.91 crore was utilised for the intended purposes.

Due to non-accounting of CRF as per the prescribed accounting procedure, there was opaqueness in actual utilisation of grants received from GoI for the Central Road Fund.

3.6 Impact on Revenue Surplus and Fiscal Deficit

The impact of incorrect booking/accounting of expenditure and revenue, as depicted in the Finance Accounts 2018-19, resulted in a net overstatement of revenue surplus by ₹ 13,418.64 crore. Further, fiscal deficit was also understated to the tune of ₹ 13,410.69 crore as is given in **Table 3.5**.

Table 3.5: Impact on Revenue Surplus and Fiscal Deficit as per State Accounts

(₹ in crore)

Item	Impact on Revenue Surplus		Impact on Fiscal Deficit	
	Over-statement of Revenue Surplus	Under-statement of Revenue Surplus	Over-statement of Fiscal Deficit	Under-statement of Fiscal Deficit
Expenditure on minor construction works, maintenance of vehicle, purchase of petrol etc. and maintenance of computer and purchase of related stationery booked under Capital Section instead of Revenue <i>(Para no. 1(v) of Notes to Account, Volume-I Finance Accounts)</i>	68.98	..	..	..
Expenditure on purchase of staff car/vehicle for office use booked under Revenue Section instead of Capital <i>(Para no. 1(v) of Notes to Account, Volume-I Finance Accounts)</i>	..	61.03	..	..
Non-Contribution to Guarantee Redemption Fund. <i>(Para no. 3(ii) of Notes to Account, Volume-I Finance Accounts)</i>	453.91	..	..	453.91
Amount transferred as Revenue Receipts to Consolidated Fund from Sinking Fund <i>(Para no. 3(v)(a) of Notes to Account, Volume-I Finance Accounts)</i>	12,693.33	..	..	12,693.33
Non-transfer of NDRF grant <i>(Para no. 3(v)(b) of Notes to Account, Volume-I Finance Accounts)</i>	157.23	..	..	157.23
Non-payment of interest on Reserve Funds balances (State Disaster Response Fund) <i>(Para no. 3(v)(b) of Notes to Account, Volume-I Finance Accounts)</i>	106.22	..	..	106.22
Total	13,479.67	61.03	-	13,410.69

(Source: Finance Accounts 2018-19)

In view of the above, the revenue surplus and fiscal deficit of the State which was ₹ 28,250 crore and ₹ 35,203 crore would actually be ₹ 14,831 crore and ₹ 48,614 crore respectively.

3.7 Building and Other Construction Workers Welfare Cess

The Building and Other Construction Workers (BOCW) Welfare Cess Act, 1996 and the BOCW (Regulation of Employment and Conditions of Service) Act, 1996 covers establishments employing ten or more building workers in any building or other construction work. The Acts, *inter alia*, provide for constitution of Welfare Boards with the aim of improving the working conditions of workers and to provide financial aid to them, and to augment the resources of the Welfare Boards through the levy and collection of cess on the cost of construction works. Accordingly, the State Government created (November 2009) the U.P. BOCW Welfare Board and in terms of the Cess Act, levies cess at the rate of one *per cent*. The U.P. BOCW Rules, 2009 provides for collection of registration fee of ₹ 50 and annual membership fee of ₹ 50 from registered workers. In this connection, the findings of Audit are given below.

3.7.1 Accounting of Cess

U.P. BOCW Welfare Board has not finalised its accounts since its constitution (November 2009). Details of receipts and utilisation of cess over the past five years (2014-19), as provided by the Board, are given in **Table 3.6**.

Table 3.6: Financial status of registration charges, cess realised and utilisation

Year	Opening balance	Receipts				Total funds available	Expenditure	Closing balance
		Registration fee and annual membership fee	Labour cess		Interest on deposits			
			Received in board account	From treasury (State Govt.)				
2014-15	1,322.87	28.59	500.44	9.25	97.07	1,958.22	127.63	1,830.59
2015-16	1,830.59	14.55	686.81	0	128.37	2,660.32	202.41	2,457.91
2016-17	2,457.91	13.00	829.60	10.00	162.23	3,472.74	277.78	3,194.96
2017-18	3,194.96	10.54	789.79	36.96	214.36	4,246.61	324.14	3,922.47
2018-19	3,922.47	7.42	891.31	9.99	247.85	5,079.04	193.85	4,885.19

(Source: Secretary, BOCW) (Provisional data)

Since the Board has not prepared accounts since inception, the authenticity of receipts and expenditure could not be ascertained in Audit. The State Government appointed (September 2010) the officers of 16 Departments as Cess Assessment Officer and Cess Collectors. The State Government issued (August 2013 and September 2016) orders to deposit the receipts of cess collected by the concerned officials into the nationalised bank account being operated by the Board for this purpose. The orders to transfer the cess directly to the bank account without bringing it into the Consolidated Fund of the State violates the provision of Article 266 (1) of the Constitution of India.

Consequently, it is not ascertainable from the accounts of the State Government as to how much money was collected by the Cess Assessment Officers and Cess Collectors on account of cess, fee etc. and how much money was transferred to the Board.

3.7.2 Utilisation of Labour cess

The State Government notified various schemes/activities, viz., maternity benefits, pension, advances for purchase/construction of houses, funeral assistance, medical assistance, cash awards for meritorious students, financial assistance for education/marriage of children of beneficiaries, etc., for welfare of the construction workers from the BOCW Welfare Fund. Details of expenditure on these schemes during 2014-19 are given in **Table 3.7**.

Table 3.7: Expenditure on schemes against allotment and available fund

Year	Available funds (₹ in crore)	Scheme Operated		Actual expenditure on scheme (₹ in crore)	Registered workers at the end of the year	Workers covered	Percentage		
		No.	Allotted by BOCWB (₹ in crore)				Workers covered	Funds utilised against allotment	Funds utilised against availability
2014-15	1,958.22	22	457.90	105.96	19,58,544	2,14,121	10.93	23.14	5.41
2015-16	2,660.32	21	605.61	141.82	27,41,452	2,77,909	10.14	23.42	5.33
2016-17	3,472.74	23	752.83	249.88	34,27,104	5,16,851	15.08	33.19	7.20
2017-18	4,246.61	18	514.06	282.57	42,08,744	3,50,384	8.33	54.97	6.65
2018-19	5,079.04	21	361.75	174.45	48,56,323	2,69,500	5.55	48.22	3.43

(Source: Secretary, BOCW) (Provisional data)

As seen from the table, the expenditure incurred by the Board for welfare of workers against available funds ranged from only three to seven *per cent* and covered just six to 15 *per cent* of the registered workers. The Board stated (December 2019) that the ongoing welfare schemes were revised in view of the Model Welfare Scheme for BOCW circulated by GoI in September 2018 due to which there was less utilisation of fund during 2018-19.

Recommendation: *The U.P. BOCW Welfare Board should fulfil its mandate of improving the working conditions of building and other construction workers and providing adequate financial assistance to them. The State Government should also review its orders to transfer the cess directly to the bank account of the Board instead of the Consolidated Fund of the State.*

3.8 Transfer of additional stamp duty to Development Authorities

The Uttar Pradesh Urban Planning and Development Act, 1973 provides for collection of additional stamp duty by the Stamps and Registration Department, which is thereafter, to be transferred to the development

authority, Uttar Pradesh Avas Evam Vikas Parishad, Municipal Corporations/ Municipalities in specified proportions.

The amount of realised stamp duty and additional stamp duty are accounted for under the Major Head 0030-Stamps and Registration Fees, 02-Stamps Non-Judicial, 102-Sale of Stamps. However, no distinct sub head has been opened by the State Government for accounting of the additional stamp duty in the absence of which, it is not clear how much money was received by the Government on account of two *per cent* additional stamp duty and whether all the moneys received were transferred to the concerned municipal corporations/municipalities/parishads/development authorities in specified proportions.

As regards the transfer of funds to development authorities/municipalities, it was noticed that the Government was booking expenditure in respect of transferred additional stamp duty under the Major Head 3475-800-03 instead of MH 2216-Housing or 2217-Urban Development as the case may be.

The State Government issued orders (April 2017) stipulating that Housing and Urban Planning Department (Account) would release money to all Authorities for implementation of schemes approved by the Housing and Urban Planning Department (HUPD). During 2018-19, against the budget provision of ₹ 200 crore, no amount was transferred to the Authorities/boards for the intended purposes. Housing and Urban Planning Department stated (January 2020) that the amount could not be transferred as the approval of Finance Department was not received.

Further, the Government while determining the procedure (September 2013) for distribution of the additional two *per cent* stamp duty, ordered transfer of 25 *per cent* of the amount collected to a Dedicated Urban Transport Fund (DUTF) which was against the provisions of the Act. As per the provisions of the Act, the additional amount of two *per cent* stamp duty collected was to be allocated to the development authority, Uttar Pradesh Avas Evam Vikas Parishad, municipal corporations/municipalities and therefore transferring 25 *per cent* of the fund to Dedicated Urban Transport Fund was irregular. It was noticed that the Government had been constantly making provisions towards the DUTF fund from the year 2014-15 onwards. The provisions made and expenditure on this account are detailed in **Table 3.8**.

Table 3.8: Details of provision/ expenditure for Dedicated Urban Transport Fund

(₹ in crore)			
Year	Provision	Expenditure	
2014-15	300	285	
2015-16	434	430	
2016-17	375	00	
2017-18	375	00	
2018-19	150	00	

(Source: Appropriation Accounts of the respective years)

Urban Planning Department surrendered (March 2019) entire provision of ₹ 150 crore under DUTF during 2018-19 stating that the amount could not be incurred due to non-receipt of financial sanction.

Recommendation: The State Government should ensure that the accounts fully and transparently capture the receipts and transfer of the additional stamp duty to the authorities/municipalities etc. as specified under the U.P. Urban Planning and Development Act. State Government should also review the order authorising transfer of 25 per cent of the additional stamp duty to a Dedicated Urban Transport Fund which is not provided under the Act.

3.9 Reporting of cases of defalcation or losses of Government money

The State Government reported 135 cases of defalcation or losses of Government money involving ₹ 9.31 crore on which final action was pending as on 31 March 2019. First Information Reports were lodged in 101 out of 135 cases. The department-wise break up of pending cases and their age-wise analysis is given in *Appendix 3.2*. The nature of these cases is given in *Appendix 3.3*. The nature and age profile of the pending cases given in the appendices are summarised in **Table 3.9**.

Table 3.9: Profile of pending cases

Age-profile of the pending cases			Nature of the pending cases		
Years ranging	Number of cases	Amount involved (₹ in lakh)	Nature of the cases	Number of cases	Amount involved (₹ in lakh)
0 – 5	0	0	Theft	62	33.21
5 – 10	21	400.77	Misappropriation	09	111.95
10 – 15	18	49.51	Losses	23	171.78
15 – 20	13	78.27	Defalcation	41	613.84
20 – 25	32	13.87	Total	135	930.78
Above 25	51	388.36			
Total	135	930.78			

(Source: Records of concerned Departments)

Out of total pending 136 cases (as on 31 March 2018) involving ₹ 935.22 lakh, one case of ₹ 4.44 lakh was settled/written off (*Appendix 3.4*) during 2018-19 and therefore a total of 135 cases involving ₹ 930.78 lakh was pending as on March 2019. The reasons for pendency, as reported by the departments, are listed in **Table 3.10**.

Table 3.10: Reasons for pending cases

Reasons for the delay/outstanding cases		Number of cases	Amount (₹ in lakh)
1.	Awaiting departmental and criminal investigation	27	189.67
2.	Departmental action initiated but not finalised	72	536.62
3.	Criminal proceedings finalised but action on recoveries pending	1	4.14
4.	Awaiting orders for recovery or write off	9	6.40
5.	Pending in Courts of Law	26	193.95
Total		135	930.78

(Source: Records of concerned Departments)

Recommendation: *The Government should expedite completion of departmental action as warranted, and strengthen internal control systems to prevent/reduce recurrence of such cases.*

3.10 Proforma Accounts of Departmental Commercial Undertakings

Departmental Commercial Undertakings are required to finalise proforma annual accounts in the prescribed format and submit the same to the Accountant General for audit within three months of closure of accounts. However, out of the nine departmental commercial undertakings in the State, three had not finalised their accounts for many years (*Appendix 3.5*).

3.11 Delay in finalisation of accounts of PSUs/Corporations

Financial statements of Companies for each financial year are to be finalised within six months from the end of the relevant financial year, i.e., 30 September under Section 166 and 210 of the Companies Act, 1956. Similar provisions also exist under Section 96(1) read with Section 129(2) of the Companies Act 2013. Failure to do so may attract penal provisions under section 129(7) of the Companies Act, 2013³², which stipulates that every officer of the defaulting company responsible for non-compliance shall be punishable with imprisonment for a term which may extend to one year or with fine which shall not be less than fifty thousand rupees but which may extend to five lakh rupees, or with both. The accounts of statutory corporations are required to be finalised, audited and presented to the Legislature as per the provisions of their respective Acts.

In violation of the above provisions, more than 92 *per cent* of the Public Sector Undertakings (PSUs) in Uttar Pradesh are in arrears of accounts, as detailed in **Table 3.11**.

³² Earlier under section 210(5) of the Companies Act 1956 which stipulated that if any person, being a director of the company, fails to take reasonable steps to comply with the provisions of this section, shall be punishable for each offence with imprisonment for a term which may extend to six months, or with fine which may extend to ten thousand rupees or with both.

Table 3.11: Age-wise arrears of Annual Accounts of PSUs

Sl. No.	Particulars	Working	Non-working	Total
1	Number of PSUs	64	46	110
2(a)	Number of PSUs/Corporations having accounts in arrears	60	42	102
2(b)	Number of accounts in arrears	225	658	883
3(a)	Number of PSUs/Corporations with arrears of less than 5 years	42	11	53
3(b)	Number of accounts arrears in above PSUs	75	25	100
4(a)	Number of PSUs/Corporations with accounts in arrears for 5 to 10 years	13	7	20
4(b)	Number of accounts arrears in above PSUs/ Corporations	91	50	141
5(a)	Number of PSUs/Corporations with accounts in arrears for 10 years and above	5	24	29
5(b)	Number of accounts arrears in above PSUs/Corporations	59	583	642
6	Extent of arrears of accounts (in years)	1 to 15	1 to 37	1 to 37

(Source: Latest finalised accounts of the PSUs up to 30 September 2019)

The situation depicted above indicates failure of the concerned administrative departments and specifically of the Finance Department to ensure that the defaulting Companies and Corporations comply with the relevant Acts. Further, the State Government provided budgetary support of ₹ 5,036.61 crore to 22 working Public Sector Undertakings up to 31 March 2019 (equity: ₹ 1,552.38 crore, loans: ₹ 996.52 crore, capital grants: ₹ 1,748.52 crore, other grants: ₹ 665.57 crore and subsidies: ₹ 73.62 crore) and guarantees of ₹ 4,460.64 crore during the period for which their accounts were in arrears (**Appendix 3.6**). These Public Sector Undertakings have not finalised their accounts for the last 1 to 15 years in gross violation of the provisions of the Companies Act. Due to non-finalisation of accounts, the Comptroller and Auditor General of India was unable to discharge his responsibilities with regard to certification of accounts of these PSUs as required under CAG's DPC Act, 1971 and the Companies Act.

Audit noticed that even in the absence of accounts to judge the genuineness of demands for financial support from these PSUs, the Finance Department had regularly provided budgetary support to these PSUs by way of infusion of equity, loans and Grants-in-aid/subsidies. State Government had provided budgetary support of ₹ 6,339.54 crore and guarantees of ₹ 4,460.64 crore to 22 working Companies/Statutory Corporation whose accounts up to 2017-18 were not received during 2018-19, as detailed in **Appendix 3.6**. Thus, State Government needs to see if this is value-for-money expenditure.

Recommendation: *The Finance Department should review the cases of all PSUs that are in arrears of accounts and ensure that the accounts are made current within a reasonable period.*

3.12 Dividend not declared

The State Government had formulated (October 2002) a dividend policy under which all profit earning PSUs are required to pay a minimum dividend of five per cent on the paid-up share capital contributed by the State Government. Accordingly, 17 PSUs were required to declare dividend of ₹ 611.22 crore based on their last finalised accounts (**Appendix 3.7**). However, only 11 PSUs declared dividend of ₹ 8.29 crore. The remaining six profit earning PSUs did not declare dividend of ₹ 602.93 crore, out of which ₹ 602.48 crore relates to Uttar Pradesh Rajya Vidyut Utpadan Nigam Limited.

Recommendation: *The State Government should ensure that the profit earning PSUs invariably deposit the specified dividend into the Government account at the close of the year.*

3.13 Unreconciled Equities/Loans

The figures in respect of equity and loans outstanding as per records of the Investee Organisation/State PSUs should agree with the figures appearing in the Finance Accounts of the State. As of 31 March 2019, the Government had invested a total of ₹ 1,18,532 crore in various entities³³. However, the amount as per the books of accounts of the investee organisations was ₹ 1,24,808 crore. The difference of ₹ 6,276 crore require reconciliation.

Further, as per Finance Accounts 2018-19, the loan amount of ₹ 1,998.72 crore out of the total loan of ₹ 30,709.56 crore was not reconciled by the recipient loanees with the Government account during the year 2018-19.

Recommendation: *The Finance Department and the concerned administrative departments should work closely with the Accountant General (A&E) to reconcile the differences in records and accounts relating to the State Government investments, loans, and guarantees extended to State PSUs.*

3.14 Opaqueness in accounts

Minor head 800 relating to Other Receipts and Other Expenditure is intended to be operated only when the appropriate minor head has not been provided in

³³ Government Companies (₹ 1,15,283 crore), Co-operatives (₹ 2,247 crore), Statutory Corporations (₹ 956 crore) and Banks (₹ 58 crore)- details of investment amounting to ₹ 12 crore are under reconciliation.

the accounts. Routine operation of minor head 800 is to be discouraged, since it renders the accounts opaque.

Scrutiny revealed that during the year 2018-19, under various revenue and capital Major Heads of accounts, the minor head 800 was operated. Thus, on the expenditure side, ₹ 38,022.97 crore, constituting 10.44 *per cent* of total expenditure (revenue and capital) was recorded under minor head 800-Other Expenditure under different Major Heads.

Similarly, ₹ 24,190.25 crore (constituting 7.33 *per cent* of the total revenue receipts) under various revenue Major Heads of accounts, was recorded under minor head 800-Other Receipts under different Major Heads.

Instances where a substantial proportion (50 *per cent* or more of the total receipts/expenditure under the concerned Major Head) of receipts/expenditure were classified under minor head 800 - Other Receipts/Expenditure are given as **Annexure B and C of Notes to Accounts (Finance Accounts Volume-I)**.

The issue has been continuously reported in previous reports of the C&AG. As compared to the year 2017-18, the omnibus booking under minor head 800 – other receipts during the year 2018-19 increased from 6.59 *per cent* to 7.33 *per cent* of total revenue receipts, whereas under minor head 800- other expenditure increased from 8.90 *per cent* to 10.44 *per cent* of total expenditure. The fact that such substantial proportion of the receipts and expenditure under the concerned Major Head are booked under minor head 800 is a cause for serious concern since it severely impacts transparency.

Recommendation: *The Finance Department should, in consultation with the Accountant General (A&E), conduct a comprehensive review of all items presently appearing under minor head 800 and ensure that all such receipts and expenditure are in future booked under the appropriate heads of account and further, if required, appropriate heads of accounts may be opened.*

3.15 Apportionment of balances on reorganisation of the State

Even after two decades of reorganisation of the composite State of Uttar Pradesh with effect from 9 November 2000, balances amounting to ₹ 8,757.37 crore representing balances under the Deposits and Advances (MH 8336-Civil Deposits to MH 8550-Civil Advances) remain to be apportioned between the successor States of Uttar Pradesh and Uttarakhand.

Recommendation: *The State Government should expedite the apportionment of balances under Deposits and Advances (₹ 8,757.37 crore) between the two successor States.*

3.16 Follow up

Separate Report on State Finances is being prepared from the year 2008-09 onwards and presented to the State Legislature. The Public Accounts Committee is yet to discuss these reports.

ALLAHABAD
THE 01 AUGUST 2020

(SARIT JAJA)

Principal Accountant General (Audit-I)
Uttar Pradesh

COUNTERSIGNED

NEW DELHI
THE 4th August, 2020

(RAJIV MEHRISHI)

Comptroller and Auditor General of India

APPENDICES

Appendix 1.1 State Profile

(Reference: Profile of the State; Page 1)

A. General Data			
Sl. No.	Particulars		Figures
1	Area		2,40,928 Sq. Km.
2	Population		
	a.	As per 2011 Census	19.98 crore
	b.	2019	23.01 crore
3	a.	Density of Population (as per 2001 Census) (All India Density = 325 persons per Sq. Km)	690 persons per Sq. Km.
	b.	Density of Population ¹ (as per 2011 Census) (All India Density = 382 persons per Sq. Km)	829 persons per Sq. Km.
4	Population below poverty line ² (BPL) (2011-12) (All India Average = 21.9 per cent)		29.4 per cent
5	a.	Literacy (as per 2001 Census) (All India Average = 64.80 per cent)	56.27 per cent
	b.	Literacy ³ (as per 2011 Census) (All India Average = 73 per cent)	67.7 per cent
6	Infant mortality rate ⁴ (2017) (per 1000 live births) (All India Average = 33 per 1000 live births)		41 per 1000 live births
7	Life Expectancy at birth ⁵ (2012-16) (All India Average = 68.7 years)		64.8 years
8	Gross State Domestic Product (GSDP) at current prices		₹ 15,42,432 crore
9	Per capita GSDP CAGR (2011-12 to 2018-19)	Uttar Pradesh	9.73 per cent
		General Category States	10.99 per cent
10	GSDP ⁶ CAGR (2011-12 to 2018-19)	Uttar Pradesh	11.41 per cent
		General Category States	12.23 per cent
11	Decadal Population Growth ⁷ (2009 to 2019)	Uttar Pradesh	17.50 per cent
		General Category States	12.46 per cent

¹ Ministry of Statistics and Programme Implementation (MoSPI), GoI website Table 2.3 Statistical Year Book 2018

² Economic Survey 2018-19, Vol.II, Page A 168-A 169 of Table 9.8

³ Economic Survey 2018-19, Vol.II, Page A 164 of Table 9.4

⁴ Economic Survey 2018-19, Vol.II, Page A 160 of Table 9.1

⁵ Economic Survey 2018-19, Vol.II, Page A 160 of Table 9.1

⁶ GSDP and per capita GSDP as released by MoSPI on August 01, 2019. Figures for the year 2018-19 are not given for certain States such as Arunachal Pradesh, Assam, Gujarat, Jammu & Kashmir, Kerala, Maharashtra, Manipur, Meghalaya, Mizoram, Nagaland and Tripura, GSDP figures for these States have been obtained from respective Principal Accountants General/Accountants General.

⁷ Population projections for India and States 2001-2026 Table-14 (page 104 to 115).

B. Financial Data					
Sl. No.	Particulars	Figures (in <i>per cent</i>)			
	CAGR	2009-10 to 2017-18		2017-18 to 2018-19	
		General Category States	Uttar Pradesh	General Category States	Uttar Pradesh
12	a. Revenue Receipts	15.03	14.19	12.77	18.37
	b. Own Tax Revenue	14.84	14.11	12.72	23.34
	c. Own Non Tax Revenue	9.88	4.80	19.78	52.06
	d. Total Expenditure	14.20	13.00	12.73	20.75
	e. Capital Expenditure	13.53	5.70	11.93	59.80
	f. Revenue Expenditure on Education	13.44	13.99	9.38	3.29
	g. Revenue Expenditure on Health	16.50	15.17	11.09	7.11
	h. Salary and Wages	11.72	12.62	11.03	7.35
	i. Pension	16.12	16.85	14.31	14.42

(Source: Financial data is based on figures in respective Finance Accounts)

Appendix 1.2

Structure and Form of Government Accounts and Layout of Finance Accounts

(Reference: Paragraph 1.1; Page 1)

Part A: Structure and form of Government Accounts	
<p>Structure of Government Accounts: The accounts of the State Government are kept in three parts: (i) Consolidated Fund, (ii) Contingency Fund and (iii) Public Accounts.</p>	
<p>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 form one consolidated fund titled 'The Consolidated Fund of State' established under Article 266 (1) of the Constitution of India.</p>	
<p>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.</p>	
<p>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.</p>	
Part B: Layout of Finance Accounts	
<p>The Finance Accounts have been divided into two volumes. Volume I presents the Financial Statements of the Government in the form of commonly understood summarised form while the details are presented in Volume II. Volume I contains the certificates of the Comptroller and Auditor General of India, 13 summary statements as given below and notes to accounts including accounting policy.</p>	
Volume I	
Statement No.	
1	Statement on Financial Position
2	Statement on Receipts and Disbursements with Annexure A of Cash Balances and Investment of Cash Balances
3	Statement on Receipts (Consolidated Fund)
4	Statement on Expenditure (Consolidated Fund)
5	Statement on Progressive Capital Expenditure
6	Statement on Borrowings and Other Liabilities
7	Statement on Loans and Advances given by the Government
8	Statement on Investments of the Government
9	Statement on Guarantees given by the Government
10	Statement on Grants-in-aid given by the Government
11	Statement on Voted and Charged Expenditure
12	Statement on Sources and Application of funds for expenditure other than on revenue account
13	Summary of Balances under Consolidated Fund, Contingency Fund and Public Account

Volume II	
Part I	
14	Detailed Statement on Revenue and Capital Receipts by minor heads
15	Detailed Statement on Revenue Expenditure by minor heads
16	Detailed Statement on Capital Expenditure by minor heads and sub-heads
17	Detailed Statement on Borrowings and Other Liabilities
18	Detailed Statement on Loans and Advances given by the State Government
19	Detailed Statement on Investments of the Government
20	Detailed Statement on Guarantees given by the Government
21	Detailed Statement on Contingency Fund and Other Public Account transactions
22	Detailed Statement on Investments of Earmarked Balances
Part II (Appendices)	
Appendix I	Comparative Expenditure on Salary
Appendix II	Comparative Expenditure on Subsidy
Appendix III	Grants-in-aid/ Assistance given by the State Government (Institution-wise and Scheme-wise)
Appendix IV	Details of Externally Aided Projects
Appendix V	Expenditure on Schemes A. Central Schemes (Centrally Sponsored Schemes and Central Schemes) B. State Schemes
Appendix VI	Direct Transfer of Central Scheme Funds to Implementing Agencies in the State (Funds routed outside State Budget) (Un-audited Figures)
Appendix VII	Acceptance and Reconciliation of balances (as depicted in Statements 18 and 21)
Appendix VIII	Financial Results of Irrigation Schemes
Appendix IX	Commitments of the Government - List of Incomplete Capital Works
Appendix X	Maintenance Expenditure with segregation of Salary and Non-Salary portion
Appendix XI	Major policy decisions of the Government during the year or New Schemes proposed in the Budget
Appendix XII	Committed Liabilities of the Government
Appendix XIII	Re-organisation of the States- Items for which allocation of balances between/ among the States has not been finalised

Appendix 1.3
Abstract of receipts and disbursements for the year 2018-19
(Reference: Paragraph 1.2; Page 1)

(₹ in crore)

		Receipts		Disbursements			
2017-18			2018-19	2017-18			2018-19
Part A							
2,78,775.45	I	Revenue Receipts	3,29,977.51	2,66,223.52	I	Revenue Expenditure	3,01,727.96
97,393.00		Tax Revenue	1,20,121.86	1,05,781.67		General Services	1,31,057.25
				84,251.68		Social Services	91,311.73
19,794.86		Non-tax Revenue	30,100.71	46,140.89		Education, Sports, Art and Culture	47,657.37
				14,792.46		Health and Family Welfare	15,842.66
1,20,939.14		State's Share of Union Taxes	1,36,766.46	6,504.18		Water Supply, Sanitation, Housing and Urban Development	8,707.75
				338.93		Information and Broadcasting	360.70
				4,686.84		Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	5,210.79
				880.39		Labour and Labour Welfare	1,005.78
				10,803.71		Social Welfare and Nutrition	12,413.31
				104.28		Others	113.37
0.00		External Grants Assistance	0.00	64,634.76		Economic Services	67,258.59
27,730.91		Grants-in-aid for centrally sponsored schemes	31,249.93	27,265.39		Agriculture and Allied Activities	12,128.99
				17,086.30		Rural Development	25,908.70
8,849.23		Finance Commission Grants	9,317.81	72.61		Special Areas Programme	45.72
				6,980.61		Irrigation and Flood control	6,769.73
				7,161.54		Energy	15,352.15
				1,308.40		Industry and Minerals	2,024.90
				4,125.24		Transport	4,532.36
4,068.31		Other transfer/ grants to State	2,420.74	56.17		Science, Technology and Environment	65.67
				578.50		General Economic Services	430.37
				11,555.41		Grants-in-aid & Contributions	12,100.39
2,78,775.45		Total	3,29,977.51	2,66,223.52		Total	3,01,727.96
Nil	II	Revenue deficit carried over to Part B	Nil	12,551.93	II	Revenue Surplus carried over to Part B	28,249.55
2,78,775.45		Total	3,29,977.51	2,78,775.45		Total	3,29,977.51
Part B							
943.91	III	Opening Cash balance including Permanent Advances & Cash Balance	11,481.15	-	III	Opening Overdraft from Reserve Bank of India	-

State Finances Audit Report for the year ended 31 March 2019

		Receipts		Disbursements			
2017-18		2018-19	2017-18		2018-19		2018-19
		Investment					
-	IV	Miscellaneous Capital receipts	-	39,087.97	IV	Capital Outlay	62,463.41
				2,775.78		General Services	3,419.43
				11,625.13		Social Services	10,589.12
				938.27		Education, Sports, Art and Culture	992.38
				2,111.98		Health and Family Welfare	2,259.68
				7,576.16		Water Supply, Sanitation, Housing and Urban Development	6,138.77
				275.53		Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	131.95
				421.05		Social Welfare and Nutrition	413.10
				302.14		Others	653.24
				24,687.06		Economic Services	48,454.86
				1,614.43		-Agriculture and Allied Activities	2,948.27
				2,313.12		-Rural Development	3,406.72
				591.16		-Special Areas Programmes	698.31
				3,107.33		-Irrigation and Flood Control	5,530.79
				8,312.88		-Energy	13,411.87
				69.39		-Industry and Minerals	37.14
				8,324.75		-Transport	21,999.90
				354.00		-General Economic Services	421.86
				0.00		Science Technology and Environment	0.00
235.77	V	Recoveries of Loans and Advances	5,313.39	1,509.29	V	Loans and Advances disbursed	6,302.64
0.00		-From Power Projects	4,891.72	0.00		-For Power Projects	615.45
101.81		-From Govt. Servants	100.50	88.42		-To Government Servants	95.52
133.96		-From Others	321.17	1,420.87		-To Others	5,591.67
12,551.93	VI	Revenue Surplus brought down	28,249.55	-	VI	Revenue Deficit brought down	-
47,416.56	VII	Public Debt Receipts-	51,595.26	15,002.10	VII	Repayment of Public Debt	20,716.61
43,380.45		-Internal debt other than Ways and Means Advances and overdrafts	50,790.95	10,528.18		-Internal debt other than Ways and Means Advances and Overdrafts	19,080.08
2,932.95		Ways and Means Advances	0.00	2,932.95		- Ways and Means Advances	0.00
-		- Net transactions under overdraft	-	-		- Net transactions under overdraft	-
1,103.16		-Loans and Advances from Central Government	804.31	1,540.97		-Repayment of Loans and Advances to Central Government	1,636.53

		Receipts		Disbursements			
2017-18			2018-19	2017-18			2018-19
-	VIII	Appropriation from Contingency Fund	-	-	VIII	Appropriation to Contingency Fund	-
258.04	IX	Amount transferred to Contingency Fund	229.65	413.00	IX	Expenditure from Contingency Fund	396.29
3,20,471.07	X	Public Account Receipts	3,80,993.97	3,14,383.77	X	Public Account Disbursements	3,61,071.91
11,718.07		-Small Savings & Provident Funds	13,467.37	9,187.94		-Small Savings & Provident Funds	9,821.78
15,267.53		-Reserve Funds	30,097.10	7,002.81		-Reserve Funds	16,552.40
2,48,680.18		-Suspense & Miscellaneous	2,75,286.80	2,50,894.80		-Suspense and Miscellaneous	2,75,064.04
28,928.93		-Remittances	43,512.65	32,835.24		-Remittances	43,199.98
15,876.36		-Deposits & Advances	18,630.05	14,462.98		-Deposits and Advances	16,433.71
-	XI	Closing Overdraft from RBI	-	11,481.15	XI	Cash Balance at end	26,912.11
				0.00		-Cash in Treasuries and Local Remittances	0.00
				265.21		-Deposits with Reserve Bank	171.10
				11.36		-Departmental Cash Balance including permanent Advances	11.45
				11,159.38		-Cash Balance Investment Account	26,684.36
				45.20		-Investment of Earmarked Fund	45.20
6,60,652.73		Total	8,07,840.48	6,60,652.73		Total	8,07,840.48

Appendix 1.4

Budget Estimates, Actual Receipts and Expenditure for 2018-19

(Reference: Paragraph 1.3.3; Page 7)

(₹ in crore)

Particulars	Budget Estimates	Actuals	Increase/ Decrease (-) (3-2)	Increase/ Decrease(-) in per cent
1	2	3	4	5
Revenue Receipts of which	3,48,619.37	3,29,977.51	-18,641.86	-5.35
Own Tax Revenue	1,22,700.00	1,20,121.86	-2,578.14	-2.10
State Goods and Services Tax	49,422.00	46,108.03	-3,313.97	-6.71
Taxes on Sales, Trade etc.	22,078.00	23,797.84	1,719.84	7.79
State Excise	23,000.00	23,926.66	926.66	4.03
Taxes on Vehicles	7,400.00	6,929.34	-470.66	-6.36
Stamps and Registration Fees	18,000.00	15,733.03	-2,266.97	-12.59
Taxes and duties on Electricity	2,000.00	2,978.22	978.22	48.91
Land Revenue	800.00	631.24	-168.76	-21.10
Other Taxes	0.00	17.50	17.50	-
Own Non Tax Revenue	28,821.66	30,100.71	1,279.05	4.44
Interest Receipts	843.60	1,712.44	868.84	102.99
Miscellaneous General Services	12,758.33	13,677.57	919.24	7.21
Non-ferrous Mining and Metallurgical Industries	4,000.00	3,165.44	-834.56	-20.86
Other Non-Tax Revenue	11,219.73	11,545.26	325.53	2.90
Share of Union Taxes and Duties	1,33,548.40	1,36,766.46	3,218.06	2.41
Grants-in-aid from GOI	63,549.31	42,988.48	-20,560.83	-32.35
Revenue Expenditure of which	3,21,520.27	3,01,727.96	-19,792.31	-6.16
General Services	1,36,244.33	1,31,057.25	-5,187.08	-3.81
Administrative services	23,324.28	21,658.14	-1,666.14	-7.14
Pension and Miscellaneous General Services	45,542.89	43,678.97	-1,863.92	-4.09
Interest Payments & Servicing of Debt	58,837.70	58,446.04	-391.66	-0.67
Fiscal Services	4,844.50	4,296.29	-548.21	-11.32
Organs of State	3,694.96	2,977.81	-717.15	-19.41
Social Services	1,10,663.85	91,311.73	-19,352.12	-17.49
Education, Sports, Art and Culture	55,161.09	47,657.37	-7,503.72	-13.60
Social Welfare and Nutrition	17,105.06	12,413.31	-4,691.75	-27.43
Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	5,602.40	5,210.79	-391.61	-6.99
Health and Family Welfare	18,887.54	15,842.66	-3,044.88	-16.12
Water Supply, Sanitation, Housing and Urban Development	12,131.30	8,707.75	-3,423.55	-28.22
Information and Broadcasting	384.98	360.70	-24.28	-6.31
Labour and Labour Welfare	1,261.06	1,005.78	-255.28	-20.24
Others	130.42	113.37	-17.05	-13.07
Economic Services	62,424.57	67,258.59	4,834.02	7.74
Agriculture and Allied Services	13,050.45	12,128.99	-921.46	-7.06
Rural Development	19,864.92	25,908.70	6,043.78	30.42
Special Area Programme	159.25	45.72	-113.53	-71.29
Irrigation & Flood Control	7,994.62	6,769.73	-1,224.89	-15.32
Energy	12,908.09	15,352.15	2,444.06	18.93
Industry & Minerals	3,172.70	2,024.90	-1,147.8	-36.18
Transport	4,431.09	4,532.36	101.27	2.29
Science, Technology and Environment	69.66	65.67	-3.99	-5.73

Particulars	Budget Estimates	Actuals	Increase/ Decrease (-) (3-2)	Increase/ Decrease(-) in per cent
General Economic Services	773.79	430.37	-343.42	-44.38
Grants-in-aid and Contributions	12,187.52	12,100.39	-87.13	-0.71
Capital expenditure of which	74,243.61	62,463.41	-11,780.20	-15.87
General Services	4,377.59	3,419.43	-958.16	-21.89
Social Services	22,443.92	10,589.12	-11,854.80	-52.82
Education, Sports, Art and Culture	2,073.08	992.38	-1,080.70	-52.13
Health and Family Welfare	2,757.33	2,259.68	-497.65	-18.05
Water Supply, Sanitation, Housing and Urban Development	15,714.09	6,138.77	-9,575.32	-60.93
Welfare of Scheduled Caste, Scheduled Tribe and Other Backward Classes	252.75	131.95	-120.80	-47.79
Social Welfare & Nutrition	915.09	413.10	-501.99	-54.86
Other Social Services	731.58	653.24	-78.34	-10.71
Economic Services	47,422.11	48,454.86	1,035.75	2.18
Agriculture and Allied Services	817.21	2,948.27	2,131.06	260.77
Rural Development	3,621.85	3,406.72	-215.13	-5.94
Special Area Programme	854.41	698.31	-156.10	-18.27
Irrigation & Flood Control	7,979.59	5,530.79	-2,448.80	-30.69
Energy	12,981.86	13,411.87	430.01	3.31
Industries and Minerals	63.80	37.14	-26.66	-41.79
Transport	20,542.46	21,999.90	1,457.44	7.09
Science, Technology and Environment	0.00	0.00	0.00	0.00
General Economic Services	560.93	421.86	-139.07	-24.79
Revenue Surplus (+)/Deficits (-)	(+)27,099.10	(+)28,249.55	1,150.45	4.25
Fiscal Deficits (-)	(-)44,053.32	(-)35,203.11	8,850.21 (less than Budget Estimates)	-20.09
Primary Surplus (+)/Deficits (-)	(-)11,619.57	(-)3,161.02	8,458.55 (less than Budget Estimates)	-72.80

Appendix 1.5

Time series data on the State Government Finances

(Reference: Paragraph 1.4.1; Page 9)

(₹ in crore)

	2014-15	2015-16	2016-17	2017-18	2018-19
PART A – RECEIPTS					
1. Revenue Receipts	1,93,422	2,27,076	2,56,875	2,78,775	3,29,978
(i) Own Tax Revenue	74,172(38)	81,106(36)	85,966(33)	97,393(35)	1,20,122(36)
SGST	-	-	-	25,374(26)	46,108(38)
Taxes on Sales, Trade, etc.	42,934(58)	47,692(59)	51,883(60)	31,113(32)	23,798(20)
State Excise	13,483(18)	14,084(17)	14,274(17)	17,320(18)	23,927(20)
Taxes on Vehicles	3,797(5)	4,410(5)	5,148(6)	6,404(7)	6,929(6)
Stamps and Registration fees	11,803(16)	12,404(15)	11,564(13)	13,398(14)	15,733(13)
Land Revenue	527(1)	505(1)	760(1)	1,336(1)	631(1)
Taxes and duties on Electricity	1,085 (1)	1,338 (2)	1,556 (2)	2,124 (2)	2,978 (2)
Other Taxes	543 (1)	673 (1)	781(1)	324(0.33)	18(0.01)
(ii) Non Tax Revenue	19,935(10)	23,135(10)	28,944(11)	19,795(7)	30,101(9)
(iii) State's Share of Union Taxes and Duties	66,623(35)	90,974(40)	1,09,428(43)	1,20,939(43)	1,36,766(42)
(iv) Grants-in-aid from GoI	32,692(17)	31,861(14)	32,537(13)	40,648(15)	42,989(13)
2. Miscellaneous Capital Receipts	-	-	-	-	-
3. Recoveries of Loans and Advances	262	726	259	236	5,313
4. Total Revenue and Non debt Capital Receipts (1+2+3)	1,93,684	2,27,802	2,57,134	2,79,011	3,35,291
5. Public Debt Receipts	35,520	74,514	67,685	47,417	51,595
Internal Debt (excluding Ways and Means Advances and Overdrafts)	33,302(94)	69,421(93)	57,959(86)	43,381(92)	50,791(98)
Transactions under Ways and Means Advances and Overdrafts	1,732(5)	4,499(6)	8,695(13)	2,933(6)	0
Loans and Advances from GoI	486(1)	594(1)	1,031(1)	1,103(2)	804(2)
6. Total Receipts in the Consolidated Fund(4+5)	2,29,204	3,02,316	3,24,819	3,26,428	3,86,886
7. Contingency Fund Receipts	1	201	173	258	230
8. Public Account Receipts	2,30,199	2,65,972	3,06,406	3,20,471	3,80,994
9. Total Receipts of the State (6+7+8)	4,59,404	5,68,489	6,31,398	6,47,157	7,68,110
PART B - EXPENDITURE/ DISBURSEMENT					
10. Revenue Expenditure	1,71,027(76)	2,12,736(74)	2,36,592(76)	2,66,224(87)	3,01,728(81)
Plan	33,262(19)	43,251(20)	49,706(21)		
Non Plan	1,37,765(81)	1,69,485(80)	1,86,886(79)		
General Services (including interest payments)	64,305(38)	72,228(34)	88,255(37)	1,05,782(40)	1,31,057(44)
Social Services	60,906(36)	82,487(39)	91,861(39)	84,252(32)	91,312(30)
Economic Services	34,885(20)	47,881(22)	45,834(19)	64,635(24)	67,259(22)
Grants-in-aid and contributions	10,931(6)	10,140(5)	10,642(5)	11,555(4)	12,100(4)
11. Capital Expenditure	53,297(23)	64,423(23)	69,789(22)	39,088(13)	62,463(17)
Plan	44,416(83)	49,045(76)	60,573(87)		
Non Plan	8,881(17)	15,378(24)	9,216(13)		
General Services	4,009(7)	5,259(8)	5,727(8)	2,776(7)	3,419(5)

	2014-15	2015-16	2016-17	2017-18	2018-19
Social Services	12,755(24)	11,707(18)	17,151(25)	11,625(30)	10,589(17)
Economic Services	36,534(69)	47,457(74)	46,911(67)	24,687(63)	48,455(78)
12. Disbursement of Loans and Advances	1,873(1)	9,118(3)	6,741(2)	1,509(0)	6,303(2)
13. Total Expenditure (10+11+12)	2,26,197	2,86,277	3,13,122	3,06,821	3,70,494
14. Repayments of Public Debt	9,411	17,673	20,303	15,002	20,717
Internal Debt (excluding Ways and Means Advances and Overdrafts)	8,051(86)	10,045(57)	10,168(50)	10,528(70)	19,080(92)
Transactions under Ways and Means Advances and Overdraft	0	6,231(35)	8,695(43)	2,933(20)	0
Loans and Advances from Government of India	1,360(14)	1,397(8)	1,440(7)	1,541(10)	1,637(8)
15. Appropriation to Contingency Fund	-	-	-	-	-
16. Total Disbursement out of Consolidated Fund (Total Expenditure) (13+14+15)	2,35,608	3,03,950	3,33,425	3,21,823	3,91,211
17. Contingency Fund disbursements	203	44	349	413	396
18. Public Account disbursements	2,28,014	2,64,294	2,96,523	3,14,384	3,61,072
19. Total disbursement by the State (16+17+18)	4,63,825	5,68,288	6,30,297	6,36,620	7,52,679
PART C. DEFICITS					
20. Revenue Deficit(-)/Revenue Surplus(+) (1-10)	(+) 22,394	(+) 14,340	(+)20,283	(+)12,552⁸	(+)28,250
21. Fiscal Deficit (-)/Fiscal Surplus (+)(4-13)	(-) 32,513	(-) 58,475	(-)55,988	(-)27,810	(-)35,203
22. Primary Deficit (21+23)	(-) 13,648	(-) 37,027	(-)29,052	(+)1,326	(-)3,161
PART D. OTHER DATA					
23. Interest Payments (included in revenue expenditure)	18,865	21,448	26,936	29,136	32,042
24. Grants-in-aid to local bodies, Public Sector Undertakings, Non-Government Organisations, etc.	52,241	77,069	82,378	92,221	91,764
25. Ways and Means Advances/ Overdraft availed (days)	-	14	-	5	-
Ways and Means Advances availed (days)	-	14	-	5	-
Overdraft availed (days)	-	-	-	-	-
26. Interest on Ways and Means Advances/ Overdraft	-	-	-	-	-
27 Gross State Domestic Product (GSDP) at current prices	10,11,790	11,37,210	12,48,374	13,76,324	15,42,432
28 Outstanding Fiscal liabilities (year end)	3,07,859	3,67,252	4,23,224	4,67,842	5,18,096
29. Outstanding guarantees (year end) (including interest)	70,740	57,618	55,825	74,841	1,10,032
30. Maximum amount guaranteed (year end)	78,023	78,826	66,702	74,303	90,662

⁸ Revenue receipts ₹ 2,78,775.45 crore – revenue expenditure ₹ 2,66,223.52 crore= ₹ 12,551.93 crore

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31. Number of incomplete projects	545	924	611	1,065	592
32. Capital blocked in incomplete projects	7,714	14,407	12,987	11,195	7,109
PART E. FISCAL HEALTH INDICATORS					
I Resource Mobilisation					
Tax Revenue/GSDP(<i>per cent</i>)	7.33	7.13	6.89	7.08	7.79
Non-Tax Revenue/GSDP (<i>per cent</i>)	1.97	2.03	2.32	1.44	1.95
Central Transfers/GSDP(<i>per cent</i>)	6.58	8.00	8.77	8.79	8.87
II Expenditure Management					
Total Expenditure/GSDP (<i>per cent</i>)	22.36	25.17	25.08	22.29	24.02
Total Expenditure/Revenue Receipts(<i>per cent</i>)	116.94	126.07	121.90	110.06	112.28
Revenue Expenditure/Total Expenditure(<i>per cent</i>)	75.61	74.31	75.56	86.77	81.44
Expenditure on Social Services/ Total Expenditure (<i>per cent</i>)	33	33	35	31	28
Expenditure on Economic Services/ Total Expenditure(<i>per cent</i>)	32	33	30	29	33
Capital Expenditure/Total Expenditure(<i>per cent</i>)	24	23	22	13	17
Capital Expenditure on Social and Economic Services/Total Expenditure(<i>per cent</i>)	22	21	20	12	16
III Management of Fiscal Imbalances					
Revenue Deficit (Surplus)/GSDP (<i>per cent</i>)	(+)2.21	(+)1.26	(+)1.62	(+)0.91	(+) 1.83
Fiscal Deficit/GSDP* (<i>per cent</i>)	(-)3.21	(-)3.00	(-)3.30	(-)2.02	(-)2.28
Primary Deficit (Surplus) /GSDP (<i>per cent</i>)	(-)1.35	(-)3.26	(-)2.33	(+)0.10	(-)0.20
IV Management of Fiscal Liabilities					
Fiscal Liabilities/GSDP*(<i>per cent</i>)	30.43	30.15	32.72	33.99	33.59
Fiscal Liabilities/RR*(<i>per cent</i>)	159	151	159	168	157
V Other Fiscal Health Indicators					
Return on Investment (₹ in crore)	8.08	42.66	86.34	30.84	175.48
Financial Assets/Liabilities	0.97	1.02	1.06	1.08	1.12

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

* Computation for 2015-16 and 2016-17 exclude UDAY borrowings.

Appendix 1.6

Collection of Own Tax/Non-tax Revenue during 2014-19

(Reference: Paragraph 1.4.1.1; Page 10)

(A) Own Tax Revenue during 2014-19

(₹ in crore)

Heads	2014-15	2015-16	2016-17	2017-18	2018-19	
					Budget Estimate	Actuals
State Goods and Service Tax	-	-	-	25,374	49,422	46,108
Taxes on Sales, Trade etc.	42,934	47,692	51,883	31,113	22,078	23,798
State Excise	13,483	14,084	14,274	17,320	23,000	23,927
Taxes on Vehicles	3,797	4,410	5,148	6,404	7,400	6,929
Stamp and Registration Fees	11,803	12,404	11,564	13,398	18,000	15,733
Land Revenue	527	505	760	1,336	800	631
Taxes and duties on Electricity	1,085	1,338	1,556	2,124	2,000	2,978
Other taxes	543	673	781	324	00	18
Total A	74,172	81,106	85,966	97,393	1,22,700	1,20,122

(B) Non-Tax Revenue during 2014-19

(₹ in crore)

Heads	2014-15	2015-16	2016-17	2017-18	2018-19	
					Budget Estimate	Actuals
Interest Receipts, Dividend and Profits	2,310	676	1,251	1,124	852	1,888
General Services	7,122	6,114	5,994	6,806	13,805	15,366
Social Services	6,514	11,264	14,653	1,571	972	872
Economic Services	3,988	5,081	7,046	10,294	13,193	11,975
Total B	19,935	23,135	28,944	19,795	28,822	30,101
Grand Total (A + B)	94,107	1,04,241	1,14,910	1,17,188	1,51,522	1,50,223

Appendix 1.7

Summarised financial position of the Government as on 31 March 2019

(Reference: Paragraph 1.7.1; Page 28)

(₹ in crore)

As on 31.03.2018			As on 31.03.2019
Liabilities			
3,21,479.05	Internal Debt		3,53,189.92
2,02,050.31	Market Loans bearing interest	2,35,356.98	
3.08	Market Loans not bearing interest	3.08	
1.61	Loans from Life Insurance Corporation of India	1.03	
1,19,424.05	Loans from Other Institutions	1,17,828.83	
0.00	Ways and Means Advances	0.00	
0.00	Overdrafts from Reserve Bank of India	0.00	
12,811.82	Loans and Advances from Central Government		11,979.59
9.94	Pre 1984-85 Loans	9.94	
0.27	Non-Plan Loans and Loans for Centrally Sponsored Schemes	0.09	
12,789.99	Loans for State Plan Schemes	11,968.13	
0.00	Loans for Central Plan Schemes	0.00	
10.19	Loans for Centrally Sponsored Plan Schemes	0.00	
1.43	Ways and Means Advances	1.43	
600.00	Contingency Fund (Corpus)		600.00
50,767.76	Small Savings, Provident Funds, etc.		54,413.34
23,503.49	Deposits		25,687.88
59,280.07	Reserve Funds		72,824.77
0.00	Remittance Balances		0.00
36,443.29	Surplus in Government Account		64,692.86
23,891.36	(i) Accumulated surplus at the beginning of the year	36,443.29	
12,551.93	(ii) Add: Revenue Surplus of the current year	28,249.56	
5,04,885.48	Total		5,83,388.36
Assets			
4,59,403.68	Gross Capital Outlay on Fixed Assets		5,21,867.09
1,04,778.71	Investments in shares of Companies, Corporations, etc.	1,18,531.56	
3,54,624.97	Other Capital Outlay	4,03,335.53	
463.08	Contingency Fund (unrecouped)		629.73
29,720.31	Loans and Advances		30,709.56
11,713.87	Loans for Power Projects	7,437.60	
17,805.12	Other Development Loans	23,075.63	
201.32	Loans to Government servants and Miscellaneous loans	196.33	
45.20	Reserve Fund Investments		45.20
87.29	Advances with Departmental Officers		75.34
3,304.21	Suspense and Miscellaneous Balances		3,081.44
425.76	Remittance Balances		113.09

As on 31.03.2018			As on 31.03.2019
11,435.95	Cash		26,866.91
0.00	Cash in Treasuries and Local Remittances	0.00	
265.21	Deposits with Reserve Bank	171.10	
10.87	Departmental Cash Balance	10.96	
0.49	Permanent Advances	0.49	
11,159.38	Cash Balance Investments	26,684.36	
5,04,885.48	Total		5,83,388.36

Explanatory Notes for Appendices 1.3 and 1.7

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 1.7**, 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 ₹ 49.08 crore between the figures reflected in the Accounts and that intimated by the Reserve Bank of India under “Deposits with Reserve Bank”.

Appendix 1.8
Details of Reserve Funds
(Reference: Paragraph 1.7.2; Page 28)

(₹ in lakh)

Particulars	Opening Balance	Receipt	Disbursement	Closing Balance
2016-17				
Reserve Funds				
Reserve Fund bearing Interest				
8115-Depreciation/Renewal Reserve Fund	(-) 4,441.57	0.00	0.00	(-) 4,441.57
105-Depreciation Reserve Fund-Investment Account	(-) 4,441.57	0.00	0.00	(-) 4,441.57
8121-General and other Reserve Fund	0.00	0.00	0.00	0.00
102-Development Fund for Agricultural Purposes	(-) 6.19	0.00	0.00	(-) 6.19
111-Contingency Reserve Fund-Electricity	6.19	0.00	0.00	6.19
Total	(-) 4,441.57	0.00	0.00	(-) 4,441.57
Reserve Fund not bearing Interest				
8222-Sinking Fund	43,03,264.53	10,77,235.00	4,14,560.80	49,65,938.73
01-Appropriation for Reduction or avoidance of debt 101-Sinking Funds	43,03,264.53	10,77,235.00	4,14,560.80	49,65,938.73
8223-Famine Relief Fund	(-) 78.01	0.00	0.00	(-) 78.01
102-Famine Relief Fund Investment Account	(-) 78.01	0.00	0.00	(-) 78.01
8225-Roads and Bridges Fund	(-) 32,146.49	4,40,000.00	4,40,000.00	(-) 32,146.49
101-State Roads and Bridges Fund	(-) 32,146.49	4,40,000.00	4,40,000.00	(-) 32,146.49
8226-Depreciation/Renewal Reserve Funds	(-) 799.03	0.00	0.00	(-) 799.03
102-Depreciation Reserve fund of Government Non-commercial Departments	(-) 799.03	0.00	0.00	(-) 799.03
8229-Development and Welfare Funds	67,607.18	2,50,000.00	2,28,775.63	88,831.55
101-Development Funds For Educational Purposes	4,335.41	0.00	0.00	4,335.41
105-Sugar Development Funds	1,560.58	0.00	0.00	1,560.58
106-Industrial Development Funds	1,222.38	0.00	0.00	1,222.38
109-Cooperative Development Funds	0.01	0.00	0.00	0.01
200-Other Development and Welfare Funds	60,488.80	2,50,000.00	2,28,775.63	81,713.17
8235-General and other Reserve Funds	41,105.98	2,33,344.64	1,94,740.64	79,709.98
101-General Reserve Funds of Government commercial Departments/Undertakings	1,377.47	5,089.33	0.00	6,466.80
103-Religious And Charitable Endowment Fund	33.79	0.03	0.00	33.82
107-Ethyl Alcohol Storage Facilities Fund	0.52	(-)0.52	0.00	0.00
111-State Disaster Response Fund	26,440.48	2,28,255.80	1,93,483.67	61,212.61
200-Other Funds	13,253.72	0.00	1,256.97	11,996.75
Total	43,78,954.16	20,00,579.64	12,78,077.07	51,01,456.73
Grand Total	43,74,512.59	20,00,579.64	12,78,077.07	50,97,015.16
2017-18				
Reserve Funds				
Reserve Fund bearing Interest				
8115-Depreciation/Renewal Reserve Fund	(-) 4,441.57	0.00	0.00	(-) 4,441.57
105-Depreciation Reserve Fund-Investment Account	(-) 4,441.57	0.00	0.00	(-) 4,441.57

Particulars	Opening Balance	Receipt	Disbursement	Closing Balance
8121-General and other Reserve Fund	0.00	0.00	0.00	0.00
102-Development Fund for Agricultural Purposes	(-) 6.19	0.00	(-) 6.19	00
111-Contingency Reserve Fund-Electricity	6.19	0.00	6.19	00
Total	(-) 4,441.57	0.00	0.00	(-) 4,441.57
Reserve Fund not bearing Interest				
8222-Sinking Fund	49,65,938.73	12,23,222.60	4,42,200.00	57,46,961.33
01-Appropriation for Reduction or avoidance of debt 101-Sinking Funds	49,65,938.73	12,23,222.60	4,42,200.00	57,46,961.33
8223-Famine Relief Fund	(-) 78.01	0.00	0.00	(-) 78.01
102-Famine Relief Fund Investment Account	(-) 78.01	0.00	0.00	(-) 78.01
8225-Roads and Bridges Fund	(-) 32,146.49	2,00,000.00	2,00,000.00	(-) 32,146.49
101-State Roads and Bridges Fund	(-) 32,146.49	2,00,000.00	2,00,000.00	(-) 32,146.49
8226-Depreciation/Renewal Reserve Funds	(-) 799.03	0.00	0.00	(-) 799.03
102-Depreciation Reserve Fund of Government Non-commercial Departments	(-) 799.03	0.00	0.00	(-) 799.03
8229-Development and Welfare Funds	88,831.55	21,844.32	14,395.46	96,280.41
101-Development Funds for Educational Purposes	4,335.41	0.00	0.00	4,335.41
105-Sugar Development Funds	1,560.58	(-)1,000.00	560.58	0.00
106-Industrial Development Funds	1,222.38	(-)47.63	0.00	1,174.75
109-Cooperative Development Funds	0.01	0.00	0.00	0.01
200-Other Development and Welfare Funds	81,713.17	22,891.95	13,834.88	90,770.24
8235-General and other Reserve Funds	79,709.98	81,686.03	43,685.91	1,17,710.10
101-General Reserve Funds of Government Commercial Departments/Undertakings	6,466.80	(-)4,285.27	0.00	2,181.53
103-Religious and Charitable Endowment Fund	33.82	(-)33.82	0.00	0.00
111-State Disaster Response Fund	61,212.61	81,063.27	41,280.89	1,00,994.99
200-Other Funds	11,996.75	4,941.85	2,405.02	14,533.58
Total	51,01,456.73	15,26,752.95	7,00,281.37	59,27,928.31
Grand Total	50,97,015.16	15,26,752.95	7,00,281.37	59,23,486.74
2018-19				
Reserve Funds				
Reserve Fund bearing Interest				
8115-Depreciation/Renewal Reserve Fund	(-) 4,441.57	0.00	0.00	(-) 4,441.57
105-Depreciation Reserve Fund-Investment Account	(-) 4,441.57	0.00	0.00	(-) 4,441.57
Total	(-) 4,441.57	0.00	0.00	(-) 4,441.57
Reserve Fund not bearing Interest				
8222-Sinking Fund	57,46,961.33	26,40,395.00	12,69,333.00	71,18,023.33
01-Appropriation for Reduction or avoidance of debt 101-Sinking Funds	57,46,961.33	26,40,395.00	12,69,333.00	71,18,023.33
8223-Famine Relief Fund	(-) 78.01	0.00	0.00	(-) 78.01
102-Famine Relief Fund Investment Account	(-) 78.01	0.00	0.00	(-) 78.01
8225-Roads and Bridges Fund	(-) 32,146.49	3,00,000.00	2,94,953.19	(-) 27,099.68
101-State Roads and Bridges Fund	(-) 32,146.49	3,00,000.00	2,94,953.19	(-) 27,099.68
8226-Depreciation/Renewal Reserve Funds	(-) 799.03	0.00	0.00	(-) 799.03
102-Depreciation Reserve fund of Government Non-commercial Departments	(-) 799.03	0.00	0.00	(-) 799.03

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Particulars	Opening Balance	Receipt	Disbursement	Closing Balance
8229-Development and Welfare Funds	96,280.41	20.00	19,123.77	77,176.64
101-Development Funds For Educational Purposes	4,335.41	0.00	98.70	4,236.71
106-Industrial Development Funds	1,174.75	0.00	0.00	1,174.75
109-Cooperative Development Funds	0.01	0.00	0.00	0.01
200-Other Development and Welfare Funds	90,770.24	20.00	19,025.07	71,765.17
8235-General and other Reserve Funds	1,17,710.10	69,295.31	71,829.76	1,15,175.65
101-General Reserve Funds of Government commercial Departments/Undertakings	2,181.53	5,138.36	0.00	7,319.89
111-State Disaster Response Fund (including ₹1,000 lakh as balance of State Mitigation Fund)	1,00,994.99	61,756.95	66,058.27	96,693.67
200-Other Funds	14,533.58	2,400.00	5,771.49	11,162.09
Total	59,27,928.31	30,09,710.31	16,55,239.72	72,82,398.90
Grand Total	59,23,486.74	30,09,710.31	16,55,239.72	72,77,957.33

Appendix 2.1

Excess expenditure requiring regularisation

(Reference: Paragraph 2.2.1; Page 38)

(A) Excess expenditure requiring regularisation during 2018-19

(₹ in lakh)

Sl. No.	Number and name of grant/appropriation	Total grant/appropriation	Expenditure	Excess expenditure	Adjustment of amounts during the year	Excess expenditure requiring regularisation
1	2	3	4	5	6	7
Revenue – Voted						
1.	57- Public Works Department (Communications-Bridges)	12,450.00	15,611.54	3,161.54	1,419.23	1,742.31
	Total	12,450.00	15,611.54	3,161.54	1,419.23	1,742.31
Revenue - Charged						
2.	52-Revenue Department (Board of Revenue and Other Expenditure)	22.50	33.05	10.55	0.00	10.55
	Total	22.50	33.05	10.55	0.00	10.55
Capital – Voted						
3.	55- Public Works Department (Buildings)	6,660.94	15,156.03	8,495.09	612.99	7,882.10
4.	57-Public Works Department (Communications-Bridges)	1,57,232.00	1,72,974.54	15,742.54	15,724.96	17.58
5.	58-Public Works Department (Communications-Roads)	12,32,672.00	14,80,102.38	2,47,430.38	1,03,464.43	1,43,965.95
	Total	13,96,564.94	16,68,232.95	2,71,668.01	1,19,802.38	1,51,865.63
Capital – Charged						
6.	10-Agriculture and Other Allied Departments (Horticultural and Sericulture Development)	8.86	158.23	149.37	0.00	149.37
7.	21-Food and Civil Supplies Department	0.50	154.29	153.79	0.00	153.79
8.	55- Public Works Department (Buildings)	25.35	47.34	21.99	0.00	21.99
	Total	34.71	359.86	325.15	0.00	325.15
	Grand Total	14,09,072.15	16,84,237.40	2,75,165.25	1,21,221.61	1,53,943.64

(Source: Appropriation Accounts 2018-19)

(B) Excess expenditure relating to previous years requiring regularisation

(₹ in crore)

Sl. No.	Year	Number of grants/ appropriations	Details of grants/ appropriations	Amounts of excess
1.	2005-06	23- Grants 4- Appropriations	Revenue Voted- 8,12,53,55,57,58,72; Capital Voted-15,16,18,23, 33, 34,37,38,40, 55,56, 57,58,73,75,96; Revenue Charged-1,52; Capital Charged-52,55;	869.05
2.	2006-07	18-Grants 6-Appropriations	Revenue Voted-9,13,55,58,61,62,73,91,95; Capital Voted-3,16,31, 37, 55,57,58,89,96; Revenue Charged-2,3,10,52,62,89;	2,484.47
3.	2007-08	12-Grants 2-Appropriations	Revenue Voted-51,55,57,58,62; Capital Voted-13,16,55,58,63,83,96; Revenue Charged-51,66	3,610.65
4.	2008-09	5-Grants 1-Appropriation	Revenue Voted-62,96; Capital Voted-55,58,96; Revenue Charged-52;	3,399.42
5.	2009-10	6-Grants 6-Appropriations	Revenue Voted-58; Capital Voted-1,16,55,58,59; Revenue Charged-3,10,16,48,52,66;	1,250.16
6.	2010-11	6-Grants 4-Appropriations	Revenue Voted-30,51,91; Capital Voted-10,55,58; Revenue Charged-10,23,61,82;	1,702.62
7.	2011-12	6-Grants 6-Appropriations	Revenue Voted-21,62,91; Capital Voted-1,55,58; Revenue Charged-13,18,23,61,62,82;	1,889.66
8.	2012-13	4-Grants 3-Appropriations	Revenue Voted-51,57; Capital Voted-55,58; Revenue Charged-55,62,89;	2,380.23
9.	2013-14	2- Grants 1- Appropriation	Capital Voted - 55, 58; Capital Charged - 52;	2,608.18
10.	2014-15	7- Grants 1- Appropriation	Revenue Voted - 57,91; Capital Voted -1,40,55,57,58; Revenue Charged - 13;	2,225.32
11.	2015-16	4- Grants 4- Appropriations	Capital Voted - 55,57,58,87; Revenue Charged - 2,23,52,62;	1,566.71
12.	2016-17	3- Grants 2- Appropriations	Capital Voted - 55,58,87; Revenue Charged - 89; Capital Charged - 61;	5,662.17
13.	2017-18	2- Grants 2- Appropriations	Revenue Voted- 62 Capital voted-55 Revenue Charged-91 Capital Charged-58	1,337.17
Total				30,985.81

(Source: Appropriation Accounts of the respective years)

Appendix 2.2

Savings of ₹ 100 crore or more under each grant/appropriation

(Reference: Paragraph 2.2.2; Page 38)

(₹ in crore)

Sl. No.	Grant No.	Name of the Grant/ Appropriation	Provision			Expenditure	Savings
			Original	Supplementary	Total		
Revenue - Voted							
1.	2	Housing Department	486.87	0.00	486.87	195.07	291.80
2	3	Industries Department (Small Industry and Export Promotion)	555.90	0.00	555.90	319.77	236.13
3	7	Industries Department (Heavy and Medium Industries)	2,122.45	100.00	2,222.45	792.03	1,430.42
4	10	Agriculture and other Allied Departments (Horticultural and Sericulture Development)	620.65	0.50	621.15	488.94	132.21
5	11	Agriculture and other Allied Departments (Agriculture)	7,448.21	1,387.20	8,835.41	7,946.64	888.77
6	12	Agriculture and other Allied Departments (Land Development and Water Resources)	324.08	0.00	324.08	126.28	197.80
7	13	Agriculture and other Allied Departments (Rural Development)	3,278.28	138.78	3,417.06	2,841.26	575.80
8	14	Agriculture and Other Allied Departments (Panchayati Raj)	14,093.78	8,931.19	23,024.97	18,694.34	4,330.63
9	15	Agriculture and other Allied Departments (Animal Husbandry)	1,530.35	13.52	1,543.87	1,233.12	310.75
10	26	Home Department (Police)	16,487.41	726.27	17,213.68	16,839.61	374.07
11	31	Medical Department (Medical Education and Training)	3,163.37	0.05	3,163.42	2,718.30	445.12
12	32	Medical Department (Allopathy)	7,026.57	0.01	7,026.58	5,744.39	1,282.19
13	33	Medical Department (Ayurvedic and Unani)	1,060.82	8.00	1,068.82	731.89	336.93
14	35	Medical Department (Family Welfare)	5,303.67	0.00	5,303.67	4,584.48	719.19
15	36	Medical Department (Public Health)	733.21	0.00	733.21	548.65	184.56
16	37	Urban Development Department	10,994.41	60.00	11,054.41	7,602.81	3,451.60
17	38	Civil Aviation Department	198.42	0.00	198.42	53.82	144.60
18	40	Planning Department	320.52	3.15	323.67	200.99	122.68

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Sl. No.	Grant No.	Name of the Grant/ Appropriation	Provision			Expenditure	Savings
			Original	Supplementary	Total		
19	41	Election Department	493.23	0.00	493.23	233.29	259.94
20	42	Judicial Department	2,175.20	44.37	2,219.57	1,745.69	473.88
21	48	Minorities Welfare Department	2,252.45	0.00	2,252.45	1,218.44	1,034.01
22	49	Women and Child Welfare Department	7,282.26	831.28	8,113.54	5,648.82	2,464.72
23	50	Revenue Department (District Administration)	997.74	0.00	997.74	838.93	158.81
24	51	Revenue Department (Relief on Account of Natural Calamities)	1,649.97	301.00	1,950.97	580.05	1,370.92
25	52	Revenue Department (Board of Revenue and other Expenditure)	3,519.60	0.00	3,519.60	3,051.26	468.34
26	54	Public Works Department (Establishment)	2,478.18	6.20	2,484.38	715.28	1,769.10
27	60	Forest Department	793.66	2.70	796.36	608.02	188.34
28	62	Finance Department (Superannuation Allowances and Pensions)	44,592.13	3,031.89	47,624.02	43,443.27	4,180.75
29	63	Finance Department (Treasury and Accounts Administration)	306.27	10.00	316.27	-160.66	476.93
30	69	Vocational Education Department	664.37	0.00	664.37	562.84	101.53
31	71	Education Department (Primary Education)	49,952.83	0.00	49,952.83	35,031.61	14,921.22
32	72	Education Department (Secondary Education)	9,334.72	5.54	9,340.26	8,960.44	379.82
33	73	Education Department (Higher Education)	2,530.82	973.84	3,504.66	2,743.27	761.39
34	78	Secretariat Administration Department	997.37	0.00	997.37	850.58	146.79
35	80	Social Welfare Department (Social Welfare and Welfare of Scheduled Castes)	4,554.94	0.00	4,554.94	3,778.25	776.69
36	81	Social Welfare Department (Tribal Welfare)	325.03	538.40	863.43	644.41	219.02
37	83	Social Welfare Department (Special Component Plan for Scheduled Castes)	15,347.83	2,341.35	17,689.18	13,603.72	4,085.46
38	94	Irrigation Department (Works)	3,030.12	0.00	3,030.12	2,900.97	129.15
39	95	Irrigation Department (Establishment)	4,259.90	0.00	4,259.90	3,353.76	906.14
Total			2,33,287.59	19,455.24	2,52,742.83	2,02,014.63	50,728.20

Sl. No.	Grant No.	Name of the Grant/ Appropriation	Provision			Expenditure	Savings
			Original	Supplementary	Total		
Revenue –Charged							
40	61	Finance Department (Debt Services & other Expenditure)	54,226.90	0.01	54,226.91	53,910.42	316.49
		Total	54,226.90	0.01	54,226.91	53,910.42	316.49
Capital -Voted							
41	2	Housing Department	1,136.34	5.00	1,141.34	785.62	355.72
42	9	Power Department	10,504.31	9,383.93	19,888.24	11,852.56	8,035.68
43	11	Agriculture and other Allied Departments (Agriculture)	605.83	0.00	605.83	360.11	245.72
44	13	Agriculture and other Allied Departments (Rural Development)	16,454.12	668.10	17,122.22	7,844.09	9,278.13
45	21	Food and Civil Supplies Department	12,091.25	0.00	12,091.25	11,899.74	191.51
46	24	Cane Development Department (Sugar Industry)	867.00	5,035.00	5,902.00	4,741.06	1,160.94
47	25	Home Department (Jails)	384.94	0.00	384.94	244.92	140.02
48	26	Home Department (Police)	647.81	284.27	932.08	698.08	234.00
49	31	Medical Department (Medical Education and Training)	1,574.66	20.55	1,595.21	1,413.26	181.95
50	32	Medical Department (Allopathy)	667.92	0.00	667.92	463.05	204.87
51	37	Urban Development Department	2,489.11	920.00	3,409.11	2,403.55	1,005.56
52	38	Civil Aviation Department	1,002.00	1,305.00	2,307.00	2,133.60	173.40
53	40	Planning Department	1,513.46	759.75	2,273.21	2,022.20	251.01
54	42	Judicial Department	1,458.51	77.15	1,535.66	552.43	983.23
55	44	Tourism Department	560.93	30.00	590.93	424.13	166.80
56	48	Minorities Welfare Department	504.54	0.00	504.54	190.00	314.54
57	49	Women and Child Welfare Department	199.01	40.00	239.01	103.48	135.53
58	60	Forest Department	207.87	101.34	309.21	203.31	105.90
59	71	Education Department (Primary Education)	581.56	0.00	581.56	241.48	340.08
60	72	Education Department (Secondary Education)	369.51	25.00	394.51	122.89	271.62
61	73	Education Department (Higher Education)	276.18	25.36	301.54	168.87	132.67
62	79	Social Welfare Department (Empowerment of the Handicapped and Welfare	165.74	5.00	170.74	56.44	114.30

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Sl. No.	Grant No.	Name of the Grant/ Appropriation	Provision			Expenditure	Savings
			Original	Supplementary	Total		
		of Backward Classes)					
63	83	Social Welfare Department (Special Component Plan for Scheduled Castes)	9,140.95	63.15	9,204.10	5,067.37	4,136.73
64	94	Irrigation Department (Works)	6,995.01	0.00	6,995.01	5,971.49	1,023.52
		Total	70,398.56	18,748.60	89,147.16	59,963.73	29,183.43
Capital Charged							
65	61	Finance Department (Debt Services & other Expenditure)	30,463.33	0.01	30,463.34	20,653.20	9,810.14
		Total	30,463.33	0.01	30,463.34	20,653.20	9,810.14
		Grand Total	3,88,376.38	38,203.86	4,26,580.24	3,36,541.98	90,038.26

Appendix 2.3
Grants with persistent savings
(Reference: Paragraph 2.2.2; Page 39)

(₹ in crore)

Sl. No.	Grant No.	Name of the Grant	Amount of Savings				
			2014-15	2015-16	2016-17	2017-18	2018-19
Revenue – Voted							
1.	11	Agriculture and other Allied Departments (Agriculture)	425.39	438.74	828.58	14,633.26	888.77
2.	13	Agriculture and other Allied Departments (Rural Development)	399.75	208.61	302.86	573.19	575.80
3.	26	Home Department (Police)	994.09	1,346.41	886.34	1,215.29	374.07
4.	32	Medical Department (Allopathy)	672.14	938.53	1,088.42	867.16	1,282.19
5.	33	Medical Department (Ayurvedic and Unani)	105.53	148.01	240.85	228.86	336.93
6.	35	Medical Department (Family Welfare)	210.71	1,404.12	1,263.58	858.14	719.19
7.	36	Medical Department (Public Health)	190.08	244.50	281.31	100.12	184.56
8.	37	Urban Development Department	2,762.12	1,390.72	2,751.47	5,574.84	3,451.59
9.	42	Judicial Department	330.65	329.12	432.26	482.06	473.88
10.	48	Minorities Welfare Department	815.40	852.81	973.77	1,088.19	1,034.01
11.	49	Women and Child Welfare Department	370.04	1,058.88	1,106.73	2,247.92	2,464.72
12.	51	Revenue Department (Relief on Account of Natural Calamities)	205.51	1,318.61	4,132.50	816.86	1,370.92
13.	52	Revenue Department (Board of Revenue and other expenditure)	337.40	456.79	599.42	416.46	468.34
14.	54	Public Works Department (Establishment)	1,265.68	1,384.03	1,778.37	996.61	1,769.10
15.	69	Vocational Education Department	169.83	181.79	123.86	185.31	101.54
16.	71	Education Department (Primary Education)	4,390.54	3,229.85	2,414.62	17,493.77	14,921.22
17.	72	Education Department (Secondary Education)	787.75	918.15	394.06	620.44	379.82
18.	73	Education Department (Higher Education)	422.39	278.80	460.29	451.39	761.39
19.	80	Social Welfare Department (Social Welfare and Welfare of Scheduled Castes)	1,612.85	667.45	386.58	702.80	776.69
20.	83	Social Welfare Department (Special Component Plan for Scheduled Castes)	2,509.94	2,306.78	1,704.21	5,573.74	4,085.46
21.	94	Irrigation Department (Works)	745.95	766.33	102.54	162.39	129.15
22.	95	Irrigation Department (Establishment)	739.30	933.97	1,180.41	701.41	906.14
Total			20,463.04	20,803.00	23,433.03	55,990.21	37,455.48

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Sl. No.	Grant No.	Name of the Grant	Amount of Savings				
			2014-15	2015-16	2016-17	2017-18	2018-19
Capital – Voted							
23.	11	Agriculture and other Allied Departments (Agriculture)	286.17	533.67	432.83	297.74	245.72
24.	13	Agriculture and other Allied Departments (Rural Development)	2,017.90	1,669.11	3,300.96	5,179.06	9,278.13
25.	42	Judicial Department	153.89	241.77	581.42	855.26	983.23
26.	48	Minorities Welfare Department	640.44	635.44	345.00	106.53	314.54
27.	72	Education Department (Secondary Education)	356.71	616.56	236.07	167.25	271.62
28.	83	Social Welfare Department (Special Component Plan for Scheduled Castes)	1,634.76	1,357.70	2,477.98	1,637.34	4,136.73
Total			5,089.87	5,054.25	7,374.26	8,243.18	15,229.97
Grand Total			25,552.91	25,857.25	30,807.29	64,233.39	52,685.45

Appendix 2.4
Cases where supplementary provision
(₹ one crore or more in each case) proved unnecessary

(Reference: Paragraph 2.2.3; Page 39)

(₹ in crore)

Sl. No.	Grant No.	Name of the Grant/ Appropriation	Original Provision	Actual Expenditure	Supplementary Provision	Savings out of Original Provision
Revenue – Voted						
1.	1	Excise Department	215.64	214.79	3.00	0.85
2.	7	Industries Department (Heavy and Medium Industries)	2,122.45	792.03	100.00	1,330.42
3.	13	Agriculture and other Allied Departments (Rural Development)	3,278.28	2,841.26	138.79	437.02
4.	15	Agriculture and other Allied Departments (Animal Husbandry)	1,530.35	1,233.12	13.52	297.23
5.	16	Agriculture and Other Allied Departments (Dairy Development)	92.39	78.87	5.00	13.52
6.	33	Medical Department (Ayurvedic and Unani)	1,060.82	731.89	8.00	328.93
7.	34	Medical Department (Homoeopathy)	404.80	359.99	2.00	44.81
8.	37	Urban Development Department	10,994.41	7,602.81	60.00	3,391.60
9.	40	Planning Department	320.52	200.99	3.16	119.53
10.	42	Judicial Department	2,175.20	1,745.69	44.37	429.51
11.	45	Environment Department	6.47	5.96	5.00	0.51
12.	47	Technical Education Department	410.25	385.26	1.81	24.99
13.	49	Women and Child Welfare Department	7,282.26	5,648.82	831.28	1,633.44
14.	51	Revenue Department (Relief on Account of Natural Calamities)	1,649.97	580.05	301.00	1,069.92
15.	54	Public Works Department (Establishment)	2,478.18	715.28	6.21	1,762.90
16.	60	Forest Department	793.66	608.03	2.70	185.63
17.	62	Finance Department (Superannuation Allowances and Pensions)	44,592.13	43,443.28	3,031.90	1,148.85
18.	63	Finance Department (Treasury and Accounts Administration)	306.27	(-) 160.66	10.00	466.93
19.	65	Finance Department (Audit, Small Savings, etc.)	313.50	250.03	5.00	63.47
20.	72	Education Department (Secondary Education)	9,334.72	8,960.44	5.54	374.28
21.	75	Education Department (State Council of Educational Research and Training)	156.51	117.18	6.63	39.33
22.	83	Social Welfare Department (Special Component Plan for Scheduled Castes)	15,347.83	13,603.72	2,341.35	1,744.11

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Sl. No.	Grant No.	Name of the Grant/ Appropriation	Original Provision	Actual Expenditure	Supplementary Provision	Savings out of Original Provision
23.	86	Information Department	383.38	358.48	10.00	24.90
24.	92	Culture Department	79.72	62.57	1.27	17.15
Total			1,05,329.71	90,379.88	6,937.53	14,949.83
Capital – Voted						
25.	2	Housing Department	1,136.34	785.62	5.00	350.72
26.	10	Agriculture and other Allied Departments (Horticultural and Sericulture Development)	6.91	6.37	7.50	0.54
27.	13	Agriculture and other Allied Departments (Rural Development)	16,454.12	7,844.09	668.10	8,610.03
28.	14	Agriculture and Other Allied Departments (Panchayati Raj)	133.82	119.93	8.00	13.89
29.	15	Agriculture and other Allied Departments (Animal Husbandry)	157.70	136.05	34.93	21.65
30.	31	Medical Department (Medical Education and Training)	1,574.67	1,413.26	20.55	161.41
31.	33	Medical Department (Ayurvedic and Unani)	36.63	36.47	4.99	0.16
32.	37	Urban Development Department	2,489.11	2,403.55	920.00	85.56
33.	42	Judicial Department	1,458.51	552.44	77.15	906.07
34.	44	Tourism Department	560.93	424.13	30.00	136.80
35.	49	Women and Child Welfare Department	199.01	103.48	40.00	95.53
36.	60	Forest Department	207.87	203.31	101.34	4.56
37.	72	Education Department (Secondary Education)	369.51	122.89	25.00	246.62
38.	73	Education Department (Higher Education)	276.18	168.87	25.36	107.31
39.	78	Secretariat Administration Department	34.37	28.93	4.89	5.44
40.	79	Social Welfare Department (Empowerment of the Handicapped and Welfare of Backward Classes)	165.74	56.44	5.00	109.30
41.	81	Social Welfare Department (Tribal Welfare)	84.40	40.15	29.40	44.25
42.	83	Social Welfare Department (Special Component Plan for Scheduled Castes)	9,140.95	5,067.37	63.15	4,073.58
43.	86	Information Department	22.47	19.97	11.00	2.50
44.	92	Culture Department	77.81	46.22	14.00	31.59
Total			34,587.05	19,579.54	2,095.36	15,007.51
Grand Total			1,39,916.76	1,09,959.42	9,032.89	29,957.34

Appendix 2.5

Excess/unnecessary re-appropriation of funds

(Reference: Paragraph 2.2.4; Page 39)

(₹ in lakh)

SL. No.	Grant No.	Name of the Grant	Head of Account	Re-appropriation	Excess	Savings
1.	1	Excise Department	2039-001-05	319.65	0.00	60.83
2.			2216-700-03	3.94	0.00	8.61
3.			2039-001-03	165.12	71.72	0.00
4.	3	Industries Department (Small Industry and Export Promotion)	2852-001-03	1,500.00	0.00	941.27
5.	5	Industries Department (Handloom and Village Industries)	2851-001-03	8.34	0.00	0.37
6.	7	Industries Department (Heavy and Medium Industries)	2852-800-16	4,995.46	0.00	5,418.73
7.	8	Industries Department (Printing and Stationery)	2058-001-03	950.00	0.00	67.64
8.	10	Agriculture and other Allied Departments (Horticultural and Sericulture Development)	2415-004-06	8.49	1.12	0.00
9.			2851-107-06	5.27	0.00	8.50
10.			2401-001-03	69.03	20.76	0.00
11.			2401-001-05	79.32	9.99	0.00
12.	11	Agriculture and other Allied Departments (Agriculture)	2402-102-03	5,961.52	0.00	1,827.92
13.			2401-103-03	1,717.25	80.09	0.00
14.			2401-105-03	35.93	0.00	1.77
15.			2401-109-03	1,055.96	387.42	0.00
16.			2415-120-08	156.00	0.00	26.00
17.	13	Agriculture and other Allied Departments (Rural Development)	2515-001-03	32.46	0.00	253.35
18.			2515-001-04	23.50	0.00	82.60
19.			2515-102-03	200.00	0.00	8,777.65
20.			2515-102-06	461.53	0.00	76.91
21.	14	Agriculture and other Allied Departments (Panchayati Raj)	2070-800-03	124.50	26.85	0.00
22.			2070-800-05	11.50	0.00	2.19
23.			2070-800-06	20.00	64.14	0.00
24.	15	Agriculture and other Allied Departments (Animal Husbandry)	2403-103-07	1,246.82	0.00	6.90
25.			2403-106-03	450.61	0.00	188.88
26.			4403-800-04	4,760.00	0.00	8,160.00
27.	17	Agriculture and other Allied Departments (Fisheries)	2405-101-01	799.20	7.26	0.00
28.	21	Food and Civil Supplies Department	2075-800-04	155.57	0.22	0.00
29.	22	Sports Department	2204-001-03	155.00	46.05	0.00
30.			2204-104-13	420.00	0.25	0.00
31.	23	Cane Development Department (Cane)	2401-108-04	21.00	0.00	2,478.19
32.	25	Home Department (Jails)	2056-001-03	175.33	0.00	427.20

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SL. No.	Grant No.	Name of the Grant	Head of Account	Re-appropriation	Excess	Savings
33.			2056-102-03	47.90	0.00	2.57
34.			2056-800-03	0.23	10.26	0.00
35.			4070-800-08-17	181.00	0.00	181.34
36.			4070-800-16	26.15	0.00	3.35
37.			2055-001-03	210.00	0.00	96.41
38.			2055-003-04	5,337.47	0.00	4,763.44
39.			2055-101-03	251.40	0.00	2,239.79
40.			2055-101-04	885.25	0.00	4,337.97
41.			2055-104-03	110.00	0.00	871.47
42.			2055-104-07	19.30	0.00	251.66
43.			2055-111-03	1.00	0.00	4,483.84
44.			2055-113-04	35.00	0.00	406.87
45.	26	Home Department (Police)	2055-114-03	5,007.00	0.00	154.04
46.			2055-800-16	4,372.00	0.00	702.91
47.			2070-108-03	150.25	0.00	1,815.42
48.			2245-80-102-03	96.00	0.00	371.42
49.			2055-108-03	1,215.25	704.84	0.00
50.			2055-109-03	1,441.51	0.00	19,386.38
51.			2055-109-07	50.00	1,529.88	0.00
52.			2055-109-13	13,717.29	4,243.18	0.00
53.			4055-207-03	1,293.41	0.00	61.29
54.	28	Home Department (Political Pension and other Expenditure)	2235-800-03	172.67	0.00	562.74
55.			2251-200-03	55.94	0.00	31.38
56.			2012-03-090-03	49.55	0.00	175.36
57.			2012-103-03	1.10	0.00	282.85
58.			2012-105-03	0.89	0.00	18.01
59.	29	Confidential Department (Governor's Secretariat)	2012-108-03	11.00	0.00	11.27
60.			2012-800-03	17.99	0.00	32.99
61.			2012-106-03	3.00	1.00	0.00
62.			2012-106-04	7.00	0.00	3.78
63.			2012-107-03	5.00	0.00	2.20
64.			2210-02-101-03	7.00	0.00	1,129.83
65.	33	Medical Department (Ayurvedic and Unani)	2210-101-04	75.00	0.00	224.94
66.			2210-02-103-03	44.65	0.00	32.69
67.			2210-05-101-03	31.73	0.00	331.36
68.			2210-05-103-03	4.60	0.00	246.48
69.			2210-102-04	30.00	0.00	384.98
70.	34	Medical Department (Homoeopathy)	2210-04-102-03	272.50	0.00	4,083.77
71.			2210-05-102-03	1,047.93	222.71	0.00
72.	36	Medical Department (Public Health)	2210-06-001-04	2,100.00	0.00	435.95
73.	39	Language Department	2202-05-102-08	2.25	0.00	8.25

SL. No.	Grant No.	Name of the Grant	Head of Account	Re-appropriation	Excess	Savings
74.	40	Planning Department	2575-02-800-04	11,017.40	0.00	7,124.71
75.			2575-06-800-04	68.60	1.79	0.00
76.			3454-001-03	99.69	0.00	1.95
77.			4575-800-04	30,000.00	0.00	13,698.01
78.			4575-06-102-03	151.08	20.02	0.00
79.	41	Election Department	2015-103-05	487.32	0.00	1,305.24
80.			2015-106-03	1,039.95	0.00	68.87
81.			2015-106-04	8.48	0.00	0.72
82.	42	Judicial Department	2014-105-03	188.21	0.00	18,927.12
83.			2014-102-12	75.00	0.00	40.92
84.			2014-110-03	27.32	0.00	18.03
85.			2014-114-03	94.35	230.60	0.00
86.	43	Transport Department	3055-800-03	148.50	0.00	149.50
87.			3055-800-05	410.75	0.00	903.74
88.			2059-01-051-03	22.00	13.66	0.00
89.	44	Tourism Department	3452-80-104-08	103.50	0.00	7.92
90.	45	Environment Department	3435-04-001-03	82.52	0.00	2.43
91.	47	Technical Education Department	2203-112-08	42.15	0.00	42.15
92.			2203-112-15	27.49	0.00	27.49
93.			2203-104-20	14.97	0.00	2.86
94.	48	Minorities Welfare Department	2250-800-03	224.79	0.00	10.46
95.	52	Revenue Department (Board of Revenue and other Expenditure)	2029-103-07	3,336.45	0.00	5,997.24
96.			2029-103-08	2,190.37	0.00	982.71
97.			2052-099-03	174.00	0.00	368.10
98.			2235-60-110-05	10.00	365.00	0.00
99.	55	Public Works Department (Buildings)	4059-051-21	493.89	213.84	0.00
100.	59	Public Works Department (Estate Directorate)	2052-090-03	6.00	0.00	1,187.70
101.			2059-01-053-08	4.06	0.00	5.06
102.			2059-60-053-03	32.00	0.00	14.94
103.			2059-60-053-05	5.77	0.00	153.03
104.			2216-01-700-09	96.91	0.00	29.99
105.			2013-800-03	50.00	0.00	4.09
106.			2059-60-053-04	50.00	101.40	0.00
107.			4059-01-051-05	218.03	0.00	133.66
108.			4059-80-051-07	138.60	0.00	15.87
109.	60	Forest Department	2406-02-110-01	156.91	514.37	0.00
110.			4406-01-102-05	595.28	0.00	6,198.12
111.	61	Finance Department (Debt Services and other expenditure)	2049-04-101-03	80.55	0.00	80.54
112.			2049-200-05	4,236.00	1,761.76	0.00

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SL. No.	Grant No.	Name of the Grant	Head of Account	Re-appropriation	Excess	Savings
113.			2049-04-101-05	2,633.64	80.34	0.00
114.			6004-02-101-03	8.95	0.00	27,617.68
115.			6004-800-03	18,978.77	0.00	28,978.77
116.	71	Education Department (Primary Education)	2202-01-001-03	125.00	0.00	29.95
117.	72	Education Department (Secondary Education)	2202-107-14	73.50	466.30	0.00
118.			2204-102-04	796.92	3.51	0.00
119.	75	Education Department (State Council of Educational Research and Training)	2202-003-10	3.67	19.61	0.00
120.	76	Labour Department (Labour Welfare)	2210-01-102-04	1.00	0.00	11.22
121.			2230-01-001-03	30.89	0.00	34.93
122.			2230-101-04	128.50	0.00	266.85
123.			2230-102-03	14.79	0.00	252.21
124.			2230-103-01	148.20	0.00	1,023.00
125.			2230-103-03	5.51	0.00	88.20
126.			2230-103-04	24.26	0.00	148.41
127.			2230-800-03	1.63	0.00	60.71
128.			2210-01-102-06	261.83	285.72	0.00
129.	78	Secretariat Administration Department	2013-101-03	294.94	0.00	213.16
130.			2013-101-04	20.00	0.00	9.34
131.			2052-090-11	1,231.61	0.00	76.90
132.			2013-104-03	40.00	0.00	2.34
133.			2220-60-800-03	66.00	0.00	3.74
134.			4059-01-051-03	90.05	0.00	200.30
135.			4216-01-700-03	8.00	0.00	0.66
136.	79	Social Welfare Department (Empowerment of the Handicapped and Welfare of Backward Classes)	2225-03-277-01	3,413.00	0.00	0.06
137.			2235-02-101-06	43.02	0.00	5.35
138.			2235-02-101-14	103.46	0.00	136.74
139.			2235-02-101-03	175.00	246.52	0.00
140.			2235-02-101-07	805.00	884.30	0.00
141.			2235-02-101-31	177.87	0.00	3.06
142.			2235-02-101-32	180.00	0.00	0.95
143.	83	Social Welfare Department (Special Component Plan for Scheduled Castes)	2401-789-02	550.20	0.00	4,715.82
144.			2402-789-03	1,036.52	0.00	299.18
145.	86	Information Department	2220-60-001-03	83.36	0.00	163.02
146.			2220-101-05	4.00	0.00	103.22
147.			2220-102-03	1.00	0.00	222.19
148.			2220-106-03	4.00	0.00	461.54
149.	88	Institutional Finance Department (Directorate)	2052-091-06	3.21	0.00	57.70
150.	89	Institutional Finance	2040-800-03	1,430.00	0.00	3,304.94

SL. No.	Grant No.	Name of the Grant	Head of Account	Re-appropriation	Excess	Savings
		Department (Commercial Tax)				
151.	91	Institutional Finance Department (Stamps and Registration)	2030-03-001-04	200.00	0.00	1,487.57
152.	94	Irrigation Department (Works)	2700-08-101-03	75.00	0.00	28.44
153.			2701-07-101-03	25.00	0.00	30.05
154.			2711-01-103-03	130.00	0.00	19.89
155.			2700-05-101-03	50.00	0.00	0.45
156.			2701-16-101-03	20.00	0.00	2.00
157.			2701-17-101-03	20.00	0.00	0.55
158.			4700-04-051-10	95.00	0.00	651.05
159.			4700-05-051-10	150.00	0.00	2,410.76
160.			4700-06-051-10	200.00	0.00	165.63
161.			4700-08-051-10	293.00	0.00	2,209.30
162.			4700-14-051-11	650.00	0.00	620.59
163.			4700-19-051-10	300.00	0.00	101.44
164.			4700-20-051-10	1,000.00	0.00	348.56
165.			4700-21-051-01	8,000.00	0.00	797.46
166.			4701-05-051-10	100.00	0.00	228.89
167.			4701-34-051-10	2,500.00	0.00	48.68
168.			4701-85-051-09	44.91	0.00	23.30
169.			4711-103-09	10,440.00	0.00	2,265.15
170.			4700-18-051-01	6,000.00	304.62	0.00
171.			4700-97-051-10	4,521.09	0.00	2.61
172.	4701-93-051-16	202.33	106.83	0.00		
173.	95	Irrigation Department (Establishment)	2701-02-001-08	12.00	0.00	12.00
Total				1,88,710.03	13,047.93	2,14,394.19

Appendix 2.6

Substantial surrenders made during 2018-19

(Reference: Paragraph 2.2.5; Page 40)

(₹ in lakh)

Sl. No.	Grant No.	Name of Grant	Name of Scheme (Head of Account)	Provision	Amount Surrendered	Surrender in per cent
1.	1	Excise Department	2039-001-04- District Executive Establishment	20.00	18.92	95
2.	10	Agriculture and other Allied Departments (Horticultural and Sericulture Development)	2401-108-09-Market Intervention Scheme for profitability value of potato	50.00	50.00	100
3.			2401-119-03- Nursery	3,419.22	2,475.48	72
4.			2401-119-01- Centrally Sponsored Schemes	500.00	463.19	93
5.	13	Agriculture and other Allied Departments (Rural Development)	2702-80-800-10- GIS mapping	48.40	43.45	90
6.			2702-80-800-12-Collective Mini Green Tubewell Scheme	504.91	504.91	100
7.			4515-800-04-Re-imbursement of G.S.T. on works executed from Vidhayak Nidhi	20,160.00	13,413.61	67
8.			4702-102-09-Construction of ground water recharging Checkdam (Financed by NABARD)	61.00	37.60	62
9.			4702-102-10-Promotion of water resources (Financed by NABARD)	16.00	16.00	100
10.	14	Agriculture and other Allied Departments (Panchayati Raj)	2070-800-04-Awards and Training to winners in rural sports at National Level	5.00	5.00	100
11.	17	Agriculture and other Allied Departments (Fisheries)	2405-800-02-National Scheme of Welfare of Fishermen	15.45	9.25	60
12.			2405-800-05-Operation of State level and Regional Training Centres	21.30	11.92	56
13.			2405-800-12-Fishermen Welfare Fund	2500	2500	100
14.			2405-101-04-Fisheries Development Programme	450.98	233.19	52
15.			2405-001-03-Establishment	5.00	5.00	100
16.	18	Agriculture and other Allied Departments (Co-Operative)	2425-107-03-Computerisation in Preliminary Agriculture Co-operative Societies	3,096.00	3,096.00	100
17.	21	Food and Civil Supplies Department	2408-01-001-02- F.P.S. Automation and D.B.T. Scheme	100.00	94.62	95
18.	22	Sports Department	2204-104-29-Organization of National and International level sports competitions	5.00	5.00	100
19.			2204-104-36-Eklavya Sports Fund	2,500.00	1,879.82	75
20.			4202-03-800-04-Sports College, Fatehpur	200.00	126.65	63

Sl. No.	Grant No.	Name of Grant	Name of Scheme (Head of Account)	Provision	Amount Surrendered	Surrender in per cent
21.			4202-03-800-10-Sports College, Saharanpur	1,000.00	1,000.00	100
22.			4202-03-800-74-Development of international level facilities for Wrestling, Kabaddi, Weightlifting-Hall, Volleyball, Basketball and Boxing in Western Uttar Pradesh	100.00	100.00	100
23.			4202-03-800-87-For promoting sports and sports related activities	500.00	400.00	80
24.	38	Civil Aviation Department	3053-01-800-02- Viability Gap Funding under Regional Connectivity Scheme	500.00	320.07	64
25.			3053-01-800-03-Uttar Pradesh Civil Aviation Promotion Scheme, 2017 and Regional Connectivity Scheme	15,000.00	13,947.63	93
26.	39	Language Department	2202-03-104-07-Grant to Uttar Pradesh Sanskrit Institute for awarding Sanskrit Scholars	40.00	20.00	50
27.			2202-05-102-09- Establishment of Bhojpuri Academy	22.70	20.45	90
28.	44	Tourism Department	3452-80-800-11-Organisation of Hazrat Amir Khusro Mahotsav in Patiyali-Kasganj	5.00	5.00	100
29.			3452-80-800-14-Incentive to tourism units under Tourism Policy-2018	7,000.00	6,390.00	91
30.			5452-80-104-01-Central Sponsored Schemes	7,000.00	4,118.00	60
31.			5452-80-104-13-Schemes of Chitrakoot District	100.01	100.01	100
32.			5452-80-104-30-Construction of Taj Orientation Centre	300.00	205.67	69
33.			5452-80-104-34-Development of Water Sports in Ramgarh Tal situated Gorakhpur	2,500.00	2,500.00	100
34.			5452-80-104-36- Tourism Development of Vindhyachal	1,000.00	949.40	95
35.			5452-80-104-38- Tourism Development of Naimisharanya situated in Sitapur	500.00	274.05	55
36.			5452-80-104-42- Development of tourism infrastructure facilities in Mathura by Uttar Pradesh Brij Pilgrimage Development Board	10,000.00	5,612.09	56
37.			5452-80-104-44- Development of Bateshwar – Agra and other places in memory of Hon'ble Atal Bihari Bajpayee	1,000.00	909.82	91
38.			5452-80-800-41- Integrated development of main tourism places in Garhmukteshwar situated in Hapur	2,000.00	1,199.11	60
39.	45	Environment Department	3435-03-003-04- Environmental Research and Implementation Programme	10.00	10.00	100

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Sl. No.	Grant No.	Name of Grant	Name of Scheme (Head of Account)	Provision	Amount Surrendered	Surrender in per cent
40.			3435-04-001-06- Logistic support and remuneration of monitoring committee organised by Hon'ble N.G.T.	500.00	447.72	90
41.			3435-04-103-01- Central Plan/Centrally Sponsored Schemes	50.00	50.00	100
42.	47	Technical Education Deptment	2203-112-20- Appellate Authority	59.28	29.98	51
43.			4202-02-105-01- Centrally Sponsored Schemes	2,800.00	2,179.60	78
44.			4202-02-105-13- Engineering College Kannauj	800.00	800.00	100
45.			4202-02-105-16- Harcourt Butler Technical University, Kanpur	900.00	551.28	61
46.			4202-02-105-20- Establishment of Engineering college in District Pratapgarh	300.00	300.00	100
47.	53	National Integration Department	2070-800-01- Central Plan/Centrally Sponsored Schemes	60.00	48.00	80
48.			2070-800-03- Grant to Maulana Azad Mecorial Academy	15.00	7.50	50
49.			2070-800-06-Facilities admissible to Vice-President of State Integration Council	6.40	6.40	100
50.			2070-800-08-Organisation of National Integration and Communal Harmony Programmes on the Birthday of Great Personalities	26.25	16.28	62
51.			2070-800-09-Expenditure on District Integration Committees	15.00	9.43	63
52.			2070-800-13-Incentive for Inter-religion marriages (Cash award) (State Share 100%)-	10.00	8.00	80
53.	68	Legislative Assembly Secretariat	7610-201-03-Housing loan to members/ex-members of State Legislative Assembly	20.00	20.00	100
54.			7610-202-03-Loans for purchase of vehicles to members/ex-members of State Legislative Assembly	20.00	20.00	100
55.	69	Vocational Education Department	2230-03-003-01-Centrally Sponsored Schemes	601.00	601.00	100
56.			2230-03-101-01-Centrally Sponsored Schemes	75.00	75.00	100
57.			2230-03-102-03-Apprenticeship Training Scheme	217.82	115.36	53
58.			2230-03-800-04- E-connectivity in Government Industrial Training Institutes	100.00	100.00	100
59.			4250-203-01-Centrally Sponsored Schemes	610.00	400.00	66

Sl. No.	Grant No.	Name of Grant	Name of Scheme (Head of Account)	Provision	Amount Surrendered	Surrender in per cent
60.			4250-203-03-Establishment of Government Industrial Training Institutes in Minority dominated development blocks and other areas	1,800.00	1,192.51	66
61.			4250-203-11-Craftsmen Training Scheme	10.00	8.01	80
62.			4250-203-13- Strengthening and renovation of Building of Directorate of Employment and Training	300.00	300.00	100
63.			4250-203-14- Opening of additional occupation/unit in Government Industrial Training Institute	4,500.00	3,580.52	80
64.	70	Science and Technology Department	2810-60-800-07- Energy conservation and encouragement of non-conventional energy	3,000.00	1,500.00	50
65.			2810-60-800-09- Establishment of R.O. Water Plant based on solar energy for provision of drinking water in arsenic areas in the district Bahraich	100.00	50.00	50
66.			4810-102-04-Encouragement Scheme for Electricity Production based on Solar Energy Sources	1,000.00	730.74	73
67.	72	Education Department (Secondary Education)	2202-02-107-09-Provision of additional scholarships at Madhyamik Level (Class 9 to 12)	7.19	6.14	85
68.			2202-02-107-11-National Scholarships to talented Students of Rural Areas of Secondary level (Class 9-10)	6.00	5.53	92
69.			2202-02-109-01- Centrally Sponsored Schemes	1,500.00	1,500.00	100
70.			2202-02-110-01- Centrally Sponsored Schemes	1,608.00	1,608.00	100
71.			2202-02-110-05- Educational tour of teachers of aided Higher Secondary Schools	5.00	5.00	100
72.			2202-02-110-08-Provision for honorarium to subject experts of Non-Government Higher Secondary Schools	50.00	34.35	69
73.			2202-02-110-11-Non-recurring grant for establishment of girls schools by private management system for unserved development blocks	10.00	10.00	100
74.			2202-02-110-12-Non-recurring grant for establishment of girls schools by private management system in another Nyay Panchayat of Served Development Block of one girls schools (District Plan)	50.00	30.00	60
75.			2202-02-800-01- Centrally Sponsored Schemes	1,600.00	1,600.00	100

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Sl. No.	Grant No.	Name of Grant	Name of Scheme (Head of Account)	Provision	Amount Surrendered	Surrender in per cent
76.			2202-02-800-03-Contribution of State Government to Group Insurance Scheme in Non-Government Secondary Schools	23.76	23.76	100
77.			2202-05-103-03- Government Sanskrit Schools	52.02	30.85	59
78.			2202-05-200-03-Teaching of foreign language in non-government higher secondary schools	5.60	5.60	100
79.			2202-05-200-04- Teaching of foreign language in government higher secondary schools	5.60	5.60	100
80.			2205-105-04- Deveopment of Policy and Methods of Library	24.53	20.06	82
81.			2205-105-06- Grant to Public Libraries	10.00	10.00	100
82.			4202-01-202-01-Centrally Sponsored Schemes	29,693.82	26,364.29	89
83.			4202-01-202-15-Central State Library	10.00	5.00	50
84.			4202-01-202-16- Present District Government Library	50.00	39.89	80
85.			4202-01-202-18-Purchase of e-books/Establishment of e-library	500.00	480.19	96
86.			4202-01-202-23-Uttar Pradesh Sainik Schools	10.00	10.00	100
87.			4202-04-105-03 Construction of buildings of Government District Libraries	275.00	260.62	95
88.	73	Education Department (Higher Education)	2071-01-117-04-Contribution in Tier-I account for teaching/non-teaching staff of State Universities	5,000.00	4,007.40	80
89.			2202-03-102-26- Siddhartha University, Kapilvastu, Siddarthnagar	263.08	174.91	66
90.			2202-03-102-32-Grant for Inter University Youth Festival	20.00	20.00	100
91.			2202-03-102-33-Grant for organization of Inter University Sports Competition	20.00	20.00	100
92.			2202-03-102-48-Establishment of Employment Bureau/Guidance Cell/Placement Cell	40.00	40.00	100
93.			2202-03-104-06-Seminar and Symposium in Aided Colleges of the State	20.00	17.30	87
94.			2202-03- 104-07-Grant for opening of Degree Colleges in unserved areas by Private Management System/ Institution in the State	1,000.00	1,000.00	100
95.			2202-03-800-02- National Higher Education Campaign	556.36	556.36	100
96.			2202-03-800-12-Transparent on line arrangement of recognised degree colleges and universities	50.00	50.00	100

Sl. No.	Grant No.	Name of Grant	Name of Scheme (Head of Account)	Provision	Amount Surrendered	Surrender in per cent
97.			2202-03-800-13-Research and Development in degree colleges/universities of the State	400.00	400.00	100
98.			2202-03-800-17-Ahilyabai Kanya Free Education Scheme	2,112.00	2,112.00	100
99.			2202-03-800-18-Wi-fi facilities in all colleges, universities	5,000.00	5,000.00	100
100.			2202-03-800-19-Chancellor Award in Universities/Institutions	16.90	16.90	100
101.			2202-03-800-20-Establishment of Centre of Excellence in memory of Hon'ble Atal Bihari Bajpayee at D.A.V. College, Kanpur	500.00	500.00	100
102.			2204-102-01-Centrally Sponsored Schemes	1,545.95	1,503.53	97
103.			2204-102-03-Grants for programmes financed from Students Welfare Fund	10.00	10.00	100
104.			2204-800-03- Ek Bharat Shreshtha Bharat	30.00	30.00	100
105.			2071-01-117-03-Contribution in Tier-I Account for Teaching/Non-teaching staff in aided Degreee Colleges by State Government	5,000.00	4,556.47	91
106.			4202-01-203-09-Construction, Extension and Electrification of building of Government Degree Colleges	500.00	300.00	60
107.			4202-01-203-10- Purchase of e-Books/Establishment of e-Library	10.00	10.00	100
108.			4202-01-203-11- Sampurnanand Sanskrit University, Varanasi	366.50	321.49	88
109.			4202-01-203-12-Establishment of State University in Ballia	500.00	255.08	51
110.			4202-01-203-18- Dr. Ram Manohar Lohiya National Law University, Lucknow	526.00	526.00	100
111.			4202-01-203-30- Siddharth University, Kapilvastu Siddharthnagar	1,969.75	1,969.75	100
112.	74	Home Department (Home Guards)	4070-800-01-Centrally Sponsored Schemes	409.47	350.04	85
113.			4070-800-08- Construction of building of Divisional Training Centres	1,500.00	1,500.00	100
114.	75	Educational Department (State Council of Educational Research and Training)	2071-01-117-03- Contribution in Tier I account opened under New Pension Scheme to employees of Non-Government Training Institutes	10.00	10.00	100
115.			4202-01-201-01- Centrally Sponsored Schemes	1,038.01	1,038.01	100
116.	81	Social Welfare Department (Tribal Welfare)	2202-03-796-01- Centrally Sponsored Schemes	57.25	57.25	100

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Sl. No.	Grant No.	Name of Grant	Name of Scheme (Head of Account)	Provision	Amount Surrendered	Surrender in per cent		
117.	83	Social Welfare Department (Special Component Plan for Scheduled Castes)	2202-03-789-01- Centrally Sponsored Scheme	114.50	114.50	100		
118.			2202-80-789-01- Centrally Sponsored Scheme	3,907.37	2,623.64	67		
119.			2406-01-789-01- Centrally Sponsored Schemes	93.74	79.34	85		
120.			4202-01-789-04- Establishment of University in District Siddharthnagar	525.00	525.00	100		
121.			4202-02-789-01- Centrally Sponsored Schemes	402.00	246.90	61		
122.			4202-02-789-09- Engineering College, Kannauj	160.00	160.00	100		
123.			4202-02-789-14- Harcourt Butler Technological University, Kanpur	200.00	112.82	56		
124.			4202-02-789-16- Construction of Hostels in Engineering College	300.00	212.64	71		
125.			4202-02-789-18- Engineering College, Pratapgarh	100.00	100.00	100		
126.			4250-789-03- Provincial Staff Training and Research Centre in Industrial Training Institute, Aliganj, Lucknow	400.00	400.00	100		
127.			4406-01-789-04- National Forestry Programme (CCL System) (C 60/S 40-C+S)	29.41	16.08	55		
128.			4515-789-01- Centrally Sponsored Schemes	44,285.00	44,100.00	99		
129.			92	Culture Department	2205-101-09- Grant for development of Kathak Kendra, Lucknow	64.15	34.53	54
130.					2205-102-03- Pension of distinguished persons honoured with Yash Bharti Samman and Padam Award	500.00	500.00	100
131.	2205-102-09- Monthly Pension to Old artists, writers	150.00			86.40	58		
132.			2205-800-11- Education to Art and Culture, video recording of Folk Traditions, Financial Assistance Scheme for eligible students and old aged artists	25.00	25.00	100		
133.			2205-800-15- Grant to folk artists for musical instruments	100.00	100.00	100		
134.			2205-800-16- Establishment of Culture Club	100.00	100.00	100		
135.			4202-04-104-03- State Records	6.00	6.00	100		
136.			4202-04-106-09- Construction of statues of great persons	10.00	8.50	85		
137.			4202-800-01- Centrally Sponsored Schemes	1,400.00	1,400.00	100		
138.			4202-800-06- Arrangement of land and construction of new premises of Bhat Khande Music Institute cum University	100.00	100.00	100		

Sl. No.	Grant No.	Name of Grant	Name of Scheme (Head of Account)	Provision	Amount Surrendered	Surrender in per cent
139.			4202-800-10- Construction of multi-purpose cultural complex center in District Gautam Buddha Nagar	60.00	60.00	100
140.			4202-800-16- Establishment of International Ram Leela Complex in Ayodhya, Faizabad	500.00	500.00	100
141.			4202-800-33- Construction of Archival Gallery in the premises of Uttar Pradesh Rajkiya Abilekhagar Lucknow	400.00	202.44	51
142.			4202-800-42- Mammoth memory bhawan, library and other structure in birth place Garkola-Unnao of Pt. Suryakant Tripathi Nirala Ji	500.00	500.00	100
143.			4202-800-45- Memory complex for organising cultural programmes in memory of Hon'ble Atal Bihari Bajpayee	400.00	400.00	100
Total				2,18,951.68 or 2,189.52 crore	1,87,339.40 or 1,873.39 crore	

Appendix 2.7
Surrenders in excess of actual savings (₹ 50 lakh or more)
(Reference: Paragraph 2.2.6; Page 40)

(₹ in crore)

Sl. No.	Grant No.	Name of Grant	Total Grant	Savings	Amount Surrendered	Surrender in excess
Revenue- Voted						
1.	47	Technical Education Department	412.06	26.80	29.20	2.40
2.	72	Education Department (Secondary Education)	9,340.26	379.82	383.01	3.19
3.	73	Education Department (Higher Education)	3,504.66	761.39	768.41	7.02
Total			13,256.98	1,168.01	1,180.62	12.61

Appendix 2.8

Grants /appropriations where savings occurred but were not surrendered

(Reference: Paragraph 2.2.7; Page 40)

(₹ in crore)

Sl. No.	Grant No.	Name of Grant/ Appropriation	Saving	
			Revenue	Capital
I- Grants				
1.	2	Housing Department-	291.80	355.72
2.	3	Industries Department (Small Industry and Export Promotion)	236.13	10.27
3.	4	Industries Department (Mines and Minerals)	4.91	0.62
4.	5	Industries Department (Handloom and Village Industries)	34.32	0.00
5.	7	Industries Department (Heavy and Medium Industries)	1,430.42	98.75
6.	8	Industries Department (Printing and Stationery)	8.17	0.01
7.	9	Power Department	0.45	8,035.68
8.	11	Agriculture and other Allied Departments (Agriculture)	888.77	245.72
9.	12	Agriculture and other Allied Departments (Land Development and Water Resources)	197.80	0.00
10.	15	Agriculture and other Allied Departments (Animal Husbandry)	310.75	56.59
11.	16	Agriculture and Other Allied Departments (Dairy Development)	18.52	38.00
12.	19	Personnel Department (Training and other Expenditure)	1.69	19.43
13.	20	Personnel Department (Public Service Commission)	7.74	0.00
14.	23	Cane Development Department (Cane)	26.84	1.07
15.	24	Cane Development Department (Sugar Industry)	26.42	1,160.94
16.	25	Home Department (Jails)	62.44	140.02
17.	26	Home Department (Police)	374.07	234.00
18.	27	Home Department (Civil Defence)	2.35	0.00
19.	28	Home Department (Political Pension and other expenditure)	19.36	0.30
20.	30	Confidential Department (Revenue Special Intelligence Directorate and other Expenditure)	0.03	0.00
21.	31	Medical Department (Medical Education and Training)	445.12	181.95
22.	32	Medical Department (Allopathy)	1,282.19	204.87
23.	33	Medical Department (Ayurvedic and Unani)	336.93	5.15
24.	34	Medical Department (Homoeopathy)	46.81	0.01
25.	35	Medical Department (Family Welfare)	719.19	0.17
26.	36	Medical Department (Public Health)	184.56	4.37
27.	37	Urban Development Department	3,451.60	1,005.56
28.	40	Planning Department	0.00	251.01
29.	41	Election Department	259.94	2.09
30.	42	Judicial Department	473.88	983.23
31.	43	Transport Department	51.02	10.03
32.	46	Administrative Reforms Department	2.08	0.00
33.	48	Minorities Welfare Department	1,034.01	314.54

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Sl. No.	Grant No.	Name of Grant/ Appropriation	Saving	
			Revenue	Capital
34.	49	Women and Child Welfare Department	2,464.72	135.53
35.	50	Revenue Department (District Administration)	158.81	16.68
36.	51	Revenue Department (Relief on Account of Natural Calamities)	1,370.92	14.43
37.	52	Revenue Department (Board of Revenue and other Expenditure)	468.34	51.18
38.	54	Public Works Department (Establishment)	1,769.10	0.00
39.	56	Public Works Department (Special Area Programme)	0.00	4.73
40.	59	Public Works Department (Estate Directorate)	25.19	42.45
41.	60	Forest Department	188.34	105.90
42.	61	Finance Department (Debt Services & other Expenditure)	95.35	57.97
43.	62	Finance Department (Superannuation Allowances and Pensions)	4,180.75	94.48
44.	65	Finance Department (Audit, Small Savings, etc.)	68.47	0.10
45.	67	Legislative Council Secretariat	11.81	1.67
46.	71	Education Department (Primary Education)	14,921.22	340.08
47.	76	Labour Department (Labour Welfare)	36.02	0.14
48.	77	Labour Department (Employment)	18.39	0.03
49.	78	Secretariat Administration Department	146.79	10.33
50.	79	Social Welfare Department (Empowerment of the Handicapped and Welfare of Backward Classes)	6.93	114.30
51.	80	Social Welfare Department (Social Welfare and Welfare of Scheduled Castes)	776.69	0.00
52.	84	General Administration Department	0.00	8.01
53.	85	Public Enterprises Department	0.23	0.00
54.	86	Information Department	34.90	13.50
55.	87	Soldiers' Welfare Department	10.33	0.04
56.	88	Institutional Finance Department (Directorate)	31.59	4.10
57.	89	Institutional Finance Department (Commercial Tax)	93.70	13.36
58.	90	Institutional Finance Department	20.49	0.00
59.	91	Institutional Finance Department (Stamps and Registration)	32.91	0.00
60.	94	Irrigation Department (Works)	129.15	1,023.52
61.	95	Irrigation Department (Establishment)	906.14	0.00
Total			40,197.59	15,412.63
II – Appropriations				
62.	3	Industries Department (Small Industry and Export Promotion)	0.06	0.00
63.	9	Power Department	9.37	18.14
64.	10	Agriculture and other Allied Departments (Horticultural and Sericulture Development)	0.00	1.49
65.	11	Agriculture and other Allied Departments (Agriculture)	0.19	0.00
66.	13	Agriculture and other Allied Departments (Rural Development)	0.04	0.00
67.	15	Agriculture and other Allied Departments (Animal Husbandry)	0.14	0.00
68.	20	Personnel Department (Public Service Commission)	0.00	0.10
69.	21	Food and Civil Supplies Department	0.00	1.54
70.	23	Cane Development Department (Cane)	0.02	0.00

Sl. No.	Grant No.	Name of Grant/ Appropriation	Saving	
			Revenue	Capital
71.	25	Home Department (Jails)	0.05	0.00
72.	26	Home Department (Police)	0.09	0.00
73.	29	Confidential Department (Governor's Secretariat)	5.63	0.00
74.	32	Medical Department (Allopathy)	0.02	0.00
75.	35	Medical Department (Family Welfare)	0.14	0.00
76.	36	Medical Department (Public Health)	0.02	0.00
77.	42	Judicial Department	7.97	5.00
78.	48	Minorities Welfare Department	0.01	0.00
79.	50	Revenue Department (District Administration)	0.03	0.00
80.	52	Revenue Department (Board of Revenue and other Expenditure)	0.11	0.08
81.	54	Public Works Department (Establishment)	0.04	0.00
82.	58	Public Works Department (Communications-Roads)	0.05	2.09
83.	60	Forest Department	0.14	0.00
84.	61	Finance Department (Debt Services & other Expenditure)	316.49	9,810.15
85.	62	Finance Department (Superannuation Allowances and Pensions)	15.97	0.00
86.	67	Legislative Council Secretariat	0.52	0.00
87.	89	Institutional Finance Department (Commercial Tax)	65.30	0.00
88.	94	Irrigation Department (Works)	0.00	3.77
89.	95	Irrigation Department (Establishment)	0.35	0.00
Total			422.75	9,842.36
Grand Total			40,620.34	25,254.99
Total of Revenue and Capital			65,875.33	

Appendix 2.9
Savings of ₹ one crore and above not surrendered
(Reference: Paragraph 2.2.7; Page 40)

(₹ in crore)

Sl. No.	Grant No.	Name of Grant/Appropriation	Savings	Surrender	Savings, not Surrendered
Revenue – Voted					
1.	2	Housing Department-	291.80	0.00	291.80
2.	3	Industries Department (Small Industry and Export Promotion)	236.13	0.00	236.13
3.	4	Industries Department (Mines and Minerals)	4.91	0.00	4.91
4.	5	Industries Department (Handloom and Village Industries)	34.32	0.00	34.32
5.	7	Industries Department (Heavy and Medium Industries)	1,430.42	0.00	1,430.42
6.	8	Industries Department (Printing and Stationery)	8.17	0.00	8.17
7.	10	Agriculture and other Allied Departments (Horticultural and Sericulture Development)	132.21	124.96	7.25
8.	11	Agriculture and other Allied Departments (Agriculture)	888.77	0.00	888.77
9.	12	Agriculture and other Allied Departments (Land Development and Water Resources)	197.80	0.00	197.80
10.	13	Agriculture and other Allied Departments (Rural Development)	575.80	49.69	526.11
11.	14	Agriculture and Other Allied Departments (Panchayati Raj)	4,330.63	10.44	4,320.19
12.	15	Agriculture and other Allied Departments (Animal Husbandry)	310.75	0.00	310.75
13.	16	Agriculture and Other Allied Departments (Dairy Development)	18.52	0.00	18.52
14.	18	Agriculture and other Allied Departments (Cooperative)	56.69	53.87	2.82
15.	19	Personnel Department (Training and other Expenditure)	1.69	0.00	1.69
16.	20	Personnel Department (Public Service Commission)	7.74	0.00	7.74
17.	21	Food and Civil Supplies Department	61.39	38.14	23.25
18.	23	Cane Development Department (Cane)	26.84	0.00	26.84
19.	24	Cane Development Department (Sugar Industry)	26.42	0.00	26.42
20.	25	Home Department (Jails)	62.44	0.00	62.44
21.	26	Home Department (Police)	374.07	0.00	374.07
22.	27	Home Department (Civil Defence)	2.35	0.00	2.35
23.	28	Home Department (Political Pension and other expenditure)	19.36	0.00	19.36
24.	31	Medical Department (Medical Education and Training)	445.12	0.00	445.12
25.	32	Medical Department (Allopathy)	1,282.19	0.00	1,282.19
26.	33	Medical Department (Ayurvedic and Unani)	336.93	0.00	336.93
27.	34	Medical Department (Homoeopathy)	46.81	0.00	46.81

Sl. No.	Grant No.	Name of Grant/Appropriation	Savings	Surrender	Savings, not Surrendered
28.	35	Medical Department (Family Welfare)	719.19	0.00	719.19
29.	36	Medical Department (Public Health)	184.56	0.00	184.56
30.	37	Urban Development Department	3,451.60	0.00	3,451.60
31.	39	Language Department	9.76	6.14	3.62
32.	40	Planning Department	122.68	3.45	119.23
33.	41	Election Department	259.94	0.00	259.94
34.	42	Judicial Department	473.88	0.00	473.88
35.	43	Transport Department	51.02	0.00	51.02
36.	46	Administrative Reforms Department	2.08	0.00	2.08
37.	48	Minorities Welfare Department	1,034.01	0.00	1,034.01
38.	49	Women and Child Welfare Department	2,464.72	0.00	2,464.72
39.	50	Revenue Department (District Administration)	158.81	0.00	158.81
40.	51	Revenue Department (Relief on Account of Natural Calamities)	1,370.92	0.00	1,370.92
41.	52	Revenue Department (Board of Revenue and other Expenditure)	468.34	0.00	468.34
42.	54	Public Works Department (Establishment)	1,769.10	0.00	1,769.10
43.	59	Public Works Department (Estate Directorate)	25.19	0.00	25.19
44.	60	Forest Department	188.34	0.00	188.34
45.	61	Finance Department (Debt Services & other Expenditure)	95.35	0.00	95.35
46.	62	Finance Department (Superannuation Allowances and Pensions)	4,180.75	0.00	4,180.75
47.	63	Finance Department (Treasury and Accounts Administration)	476.93	88.11	388.82
48.	65	Finance Department (Audit, Small Savings, etc.)	68.47	0.00	68.47
49.	67	Legislative Council Secretariat	11.81	0.00	11.81
50.	70	Science and Technology Department	23.66	18.38	5.28
51.	71	Education Department (Primary Education)	14,921.22	0.00	14,921.22
52.	76	Labour Department (Labour Welfare)	36.02	0.00	36.02
53.	77	Labour Department (Employment)	18.39	0.00	18.39
54.	78	Secretariat Administration Department	146.79	0.00	146.79
55.	79	Social Welfare Department (Empowerment of the Handicapped and Welfare of Backward Classes)	6.93	0.00	6.93
56.	80	Social Welfare Department (Social Welfare and Welfare of Scheduled Castes)	776.69	0.00	776.69
57.	81	Social Welfare Department (Tribal Welfare)	219.02	1.71	217.31
58.	83	Social Welfare Department (Special Component Plan for Scheduled Castes)	4,085.46	36.94	4,048.52
59.	84	General Administration Department	3.29	0.00	3.29
60.	86	Information Department	34.90	0.00	34.90
61.	87	Soldiers' Welfare Department	10.33	0.00	10.33
62.	88	Institutional Finance Department (Directorate)	31.59	0.00	31.59

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Sl. No.	Grant No.	Name of Grant/Appropriation	Savings	Surrender	Savings, not Surrendered
63.	89	Institutional Finance Department (Commercial Tax)	93.70	0.00	93.70
64.	90	Institutional Finance Department (Entertainment and Betting Tax)	20.49	0.00	20.49
65.	91	Institutional Finance Department (Stamps and Registration)	32.91	0.00	32.91
66.	94	Irrigation Department (Works)	129.15	0.00	129.15
67.	95	Irrigation Department (Establishment)	906.14	0.00	906.14
Total			50,294.40	431.83	49,862.57
Capital – Voted					
68.	2	Housing Department-	355.72	0.00	355.72
69.	3	Industries Department (Small Industry and Export Promotion)	10.27	0.00	10.27
70.	7	Industries Department (Heavy and Medium Industries)	98.75	0.00	98.75
71.	9	Power Department	8,035.68	0.00	8,035.68
72.	10	Agriculture and other Allied Departments (Horticultural and Sericulture Development)	8.04	4.66	3.38
73.	11	Agriculture and other Allied Departments (Agriculture)	245.72	0.00	245.72
74.	13	Agriculture and other Allied Departments (Rural Development)	9,278.13	141.06	9,137.07
75.	14	Agriculture and Other Allied Departments (Panchayati Raj)	21.89	0.02	21.87
76.	15	Agriculture and other Allied Departments (Animal Husbandry)	56.59	0.00	56.59
77.	16	Agriculture and Other Allied Departments (Dairy Development)	38.00	0.00	38.00
78.	19	Personnel Department (Training and other Expenditure)	19.43	0.00	19.43
79.	21	Food and Civil Supplies Department	191.51	54.14	137.37
80.	23	Cane Development Department (Cane)	1.07	0.00	1.07
81.	24	Cane Development Department (Sugar Industry)	1,160.94	0.00	1,160.94
82.	25	Home Department (Jails)	140.02	0.00	140.02
83.	26	Home Department (Police)	234.00	0.00	234.00
84.	31	Medical Department (Medical Education and Training)	181.95	0.00	181.95
85.	32	Medical Department (Allopathy)	204.87	0.00	204.87
86.	33	Medical Department (Ayurvedic and Unani)	5.15	0.00	5.15
87.	36	Medical Department (Public Health)	4.37	0.00	4.37
88.	37	Urban Development Department	1,005.56	0.00	1,005.56
89.	40	Planning Department	251.01	0.00	251.01
90.	41	Election Department	2.09	0.00	2.09
91.	42	Judicial Department	983.23	0.00	983.23
92.	43	Transport Department	10.03	0.00	10.03
93.	48	Minorities Welfare Department	314.54	0.00	314.54
94.	49	Women and Child Welfare Department	135.53	0.00	135.53
95.	50	Revenue Department (District Administration)	16.68	0.00	16.68

Sl. No.	Grant No.	Name of Grant/Appropriation	Savings	Surrender	Savings, not Surrendered
96.	51	Revenue Department (Relief on Account of Natural Calamities)	14.43	0.00	14.43
97.	52	Revenue Department (Board of Revenue and other Expenditure)	51.18	0.00	51.18
98.	56	Public Works Department (Special Area Programme)	4.73	0.00	4.73
99.	59	Public Works Department (Estate Directorate)	42.45	0.00	42.45
100.	60	Forest Department	105.90	0.00	105.90
101.	61	Finance Department (Debt Services & other Expenditure)	57.97	0.00	57.97
102.	62	Finance Department (Superannuation Allowances and Pensions)	94.48	0.00	94.48
103.	67	Legislative Council Secretariat	1.67	0.00	1.67
104.	71	Education Department (Primary Education)	340.08	0.00	340.08
105.	78	Secretariat Administration Department	10.33	0.00	10.33
106.	79	Social Welfare Department (Empowerment of the Handicapped and Welfare of Backward Classes)	114.30	0.00	114.30
107.	81	Social Welfare Department (Tribal Welfare)	73.65	4.39	69.26
108.	83	Social Welfare Department (Special Component Plan for Scheduled Castes)	4,136.73	481.62	3,655.11
109.	84	General Administration Department	8.01	0.00	8.01
110.	86	Information Department	13.50	0.00	13.50
111.	88	Institutional Finance Department (Directorate)	4.10	0.00	4.10
112.	89	Institutional Finance Department (Commercial Tax)	13.36	0.00	13.36
113.	94	Irrigation Department (Works)	1,023.52	0.00	1,023.52
Total			29,121.16	685.89	28,435.27
Revenue Charged					
114.	9	Power Department	9.37	0.00	9.37
115.	29	Confidential Department (Governor's Secretariat)	5.63	0.00	5.63
116.	42	Judicial Department	7.97	0.00	7.97
117.	61	Finance Department (Debt Services & other Expenditure)	316.49	0.00	316.49
118.	62	Finance Department (Superannuation Allowances and Pensions)	15.97	0.00	15.97
119.	89	Institutional Finance Department (Commercial Tax)	65.30	0.00	65.30
Total			420.73	0.00	420.73
Capital Charged					
120.	9	Power Department	18.14	0.00	18.14
121.	42	Judicial Department	5.00	0.00	5.00
122.	58	Public Works Department (Communications-Roads)	2.09	0.00	2.09
123.	61	Finance Department (Debt Services & other Expenditure)	9,810.15	0.00	9,810.15
124.	94	Irrigation Department (Works)	3.77	0.00	3.77
Total			9,839.15	0.00	9,839.15
Grand total			89,675.44	1,117.72	88,557.72

Appendix 3.1 Non-maintenance/Incomplete Cash Books

(Reference: Paragraph 3.4; Page 47)

Sl. No.	Audit Inspection Report (AIR) No.	Name of Unit	Period of non-maintenance/ incomplete cash book	Amount not entered in Cash book
1.	09/2019-20	Office of District Inspector of School, Shamli	04/2015 to 03/2019	159.73
2.	08/2019-20	Office of District Inspector of School, Hapur	04/2013 to 03/2019	293.10
3.	10/2019-20	Office of District Inspector of School, J.P.Nagar	09/2016 to 03/2019	149.04
4.	11/2019-20	Office of District Inspector of School, Bagpat	04/2016 to 03/2019	274.22
5.	12/2019-20	Office of District Inspector of School, Sambhal	05/2014 to 03/2019	204.50
6.	38/2019-20	Finance and Accounts Office (FAO), Secondary Education, Amroha	11/2017 to 03/2019	19.82
7.	60/2019-20	FAO, Secondary Education Basti	04/2017 to 03/2019	28.09
8.	22/2019-20	Office of District Inspector of School, Chandauli	04/2015 to 03/2019	206.25
9.	21/2019-20	Office of District Inspector of School, Kanpur Dehat	04/2016 to 03/2019	191.99
10.	35/2019-20	Office of District Inspector of School, Kaushambi	04/2014 to 03/2019	206.26
11.	36/2019-20	FAO, Secondary Education, Kaushambi	04/2014 to 03/2019	21.86
12.	40/2019-20	FAO, Secondary Education, Sambhal	04/2017 to 03/2019	12.68
13.	57/2019-20	FAO, Secondary Education, Fatehpur	04/2016 to 03/2019	37.29
14.	41/2019-20	Office of District Youth Welfare, Sambhal	04/2014 to 03/2019	1.74
15.	01/2019-20	FAO, Primary Education, Hapur	07/2016 to 03/2019	365.78
16.	82/2019-20	FAO, Primary Education, Gonda	09/2018 to 03/2019	406.79
17.	87/2019-20	FAO, Primary Education, Orai, Jalaun	10/2018 to 03/2019	203.31
18.	11/2019-20	Government Polytechnic, Bijnor	04/2014 to 03/2019	19.80
19.	85/2019-20	District Education and Training Institute, Ghazipur	07/2011 to 03/2019	8.44
20.	15/2019-20	Office of Jail Superintendent, Sonbhadra	01/2017 to 03/2019	9.32
21.	20/2019-20	Office of Administrative Officer Consolidation, Mainpuri	04/2014 to 03/2019	33.24
22.	22/2019-20	Office of District Judge, Ghaziabad	04/2013 to 03/2019	148.25
23.	30/2019-20	Office of District Judge, Varanasi	04/2015 to 03/2019	105.87
24.	26/2019-20	Office of Chief Veterinary Officer, Mathura	11/2018 to 03/2019	7.10
25.	28/2019-20	Office of District Supply Officer, Hardoi	03/2015 to 03/2019	10.16
26.	56/2019-20	Office of District Food Marketing Officer, Sitapur	04/2017 to 03/2019	6.32
27.	95/2019-20	Office of District Food Marketing Officer, Kanpur Dehat	04/2014 to 03/2019	9.71
28.	105/2019-20	Office of District Supply Officer, Varanasi	04/2015 to 03/2019	1.47
29.	64/2019-20	Office of Regional Senior Accounts Officer (Food), Moradabad	04/2013 to 03/2019	42.35

Appendix 3.2

Department-wise/duration-wise break-up of pending cases (cases where final action was pending at the end of March 2019)

(Reference: Paragraph 3.9; Page 52)

(figures in bracket indicate ₹ in lakh)

Sl. No	Name of Department	Up to 5 years	5 to 10 years	10 to 15 years	15 to 20 years	20 to 25 years	Above 25 years	Total no. of cases
1.	Agriculture	-	-	2(7.44)	-	-	1(0.18)	3(7.62)
2.	Animal Husbandry	-	-	-	2(3.46)	6(1.18)	8(1.91)	16(6.55)
3.	Co-operative	-	-	-	-	2(1.45)	-	2(1.45)
4.	Education	-	7(166.16)	-	1(5.00)	-	-	8(171.16)
5.	Fisheries	-	1(1.01)	-	-	-	2(1.60)	3(2.61)
6.	Food and Civil Supplies	-	-	1(3.06)	-	-	8(25.72)	9(28.78)
7.	Irrigation	-	6(110.96)	10(0.56)	5(3.60)	20(5.91)	-	41(121.03)
8.	Judiciary	-	-	-	1(4.44)	-	-	1(4.44)
9.	Land Acquisition	-	-	-	-	-	3(331.78)	3(331.78)
10.	Medical, Health and Family Welfare	-	-	-	-	1(3.87)	10(12.02)	11(15.89)
11.	Police	-	2(4.00)	-	-	-	4(4.10)	6(8.10)
12.	PAC	-	-	-	1(47.48)	-	1(0.51)	2(47.99)
13.	Public Works	-	4(111.96)	4(34.86)	1(0.98)	-	-	9(147.80)
14.	Revenue	-	1(6.68)	-	1(1.72)	-	3(6.09)	5(14.49)
15.	Rural Development	-	-	-	-	2(1.21)	7(2.07)	9(3.28)
16.	Social Welfare	-	-	-	-	1(0.25)	2(0.70)	3(0.95)
17.	Technical Education	-	-	-	1(11.59)	-	-	1(11.59)
18.	Weight and Measurement	-	-	-	-	-	1(1.01)	1(1.01)
19.	Horticulture	-	-	1(3.59)	-	-	-	1(3.59)
20.	Finance	-	-	-	-	-	1(0.67)	1(0.67)
Total		-	21(400.77)	18(49.51)	13(78.27)	32(13.87)	51(388.36)	135(930.78)

Appendix 3.3

Department-wise/category-wise details of loss to Government due to theft, misappropriation, losses and defalcation

(Reference: Paragraph 3.9; Page 52)

(₹ in lakh)

Sl. No.	Name of Department	Theft cases		Misappropriation cases		Cases of Loss of the Government material		Defalcation cases		Total	
		Number of Cases	Amount	Number of Cases	Amount	Number of Cases	Amount	Number of Cases	Amount	Number of Cases	Amount
1.	Agriculture	-	-	1	5.45	2	2.17	-	-	3	7.62
2.	Animal Husbandry	11	1.78	-	-	3	1.55	2	3.22	16	6.55
3.	Co-operative	1	1.28	-	-	-	-	1	0.17	2	1.45
4.	Education	3	6.60	2	59.41	-	-	3	105.15	8	171.16
5.	Fisheries	-	-	-	-	1	1.23	2	1.38	3	2.61
6.	Food and Civil Supplies	-	-	-	-	4	10.15	5	18.63	9	28.78
7.	Irrigation	33	15.84	3	29.72	3	5.28	2	70.19	41	121.03
8.	Judiciary	-	-	-	-	-	-	1	4.44	1	4.44
9.	Land Acquisition	-	-	2	5.78	-	-	1	326.00	3	331.78
10.	Medical, Health and Family Welfare	6	4.13	-	-	1	1.09	4	10.67	11	15.89
11.	Police	-	-	-	-	2	4.00	4	4.10	6	8.10
12.	PAC	-	-	-	-	-	-	2	47.99	2	47.99
13.	PWD	3	1.63	-	-	6	146.17	-	-	9	147.80
14.	Revenue	-	-	-	-	-	-	5	14.49	5	14.49
15.	Rural Development	4	0.94	-	-	1	0.14	4	2.20	9	3.28
16.	Social Welfare	-	-	-	-	-	-	3	0.95	3	0.95
17.	Technical Education	-	-	1	11.59	-	-	-	-	1	11.59
18.	Weight and Measurement	1	1.01	-	-	-	-	-	-	1	1.01
19.	Horticulture	-	-	-	-	-	-	1	3.59	1	3.59
20.	Finance	-	-	-	-	-	-	1	0.67	1	0.67
Total		62	33.21	9	111.95	23	171.78	41	613.84	135	930.78

Appendix 3.4

Department-wise details of cases settled/written off during 2018-19

(Reference: Paragraph 3.9; Page 52)

(₹ in lakh)

Sl. No.	Name of Department	Authority	Brief Particulars	No. of case	Amount
1	Social Welfare Department, District Pilibhit	Government of Uttar Pradesh	Embezzlement under Rashtriya Parivarik Labh Yojna and excess payment of salary	1	4.44
Total					4.44

Appendix 3.5
Statement of finalisation of accounts and investments in
Departmental Commercial Undertakings

(Reference: Paragraph 3.10; Page 53)

Sl. No.	Name of the undertaking	Accounts finalised up to	Investment as per the last account finalised (₹ in crore)
Irrigation Department			
1.	Irrigation Workshop Division, Kanpur	2018-19	2.76
2.	Irrigation Workshop Division, Jhansi	2018-19	14.08
3.	Irrigation Workshop Division, Bareilly	2018-19	10.61
4.	Irrigation Workshop Division, Meerut	2018-19	5.69
5.	Irrigation Workshop Division, Gorakhpur	2018-19	0.97
6.	Irrigation Workshop Division, Allahabad	2018-19	4.86
Food and Civil Supplies Department			
7.	Food Commissioner and CAO	2013-14	3,490.22
Animal Husbandry Department			
8.	Dy. Director, Animal Husbandry Farms Corporation	2015-16	32.61
Health Department			
9.	Dy. Director, State Ayurvedic & Unani Medicine Department	1987-88	Not available
Total			3,561.80

Appendix 3.6
Investments made by the State Government in Working PSUs whose accounts were in
arrears upto 30.09.2019

(Reference: Paragraph 3.11; Page 54)

(₹ in crore)

Sl. No.	Name of PSU	Period upto which Accounts finalised	Period for which Accounts are in arrears	Paid up capital as per latest finalized Accounts	Budgetary support/guarantees given by State Government during the period for which accounts of the PSUs are in arrears					
					Equity	Loans	Capital Grant	Other Grant	Subsidy	Guarantee
1.	Uttar Pradesh Scheduled Caste Finance and Development Corporation Limited	2015-16	2016-17 to 2018-19	230.42	3.75	0.00	0.00	0.00	73.62	0.00
2.	Uttar Pradesh Mahila Kalyan Nigam Limited	2013-14	2014-15 to 2018-19	5.19	0.00	0.00	0.00	15.14	0.00	0.00
3.	Uttar Pradesh Waqf Vikas Nigam Limited	2003-04	2004-05 to 2018-19	5.25	4.75	0.00	0.00	0.00	0.00	0.00
4.	Uttar Pradesh Beej Vikas Nigam Limited	2014-15	2015-16 to 2018-19	6.92	0.00	0.00	12.95	0.00	0.00	0.00
5.	Jhansi Smart City Limited	2015-16	2016-17 to 2018-19	0.00	0.00	0.00	33.00	3.00	0.00	0.00
6.	Uttar Pradesh State Agro Industrial Corporation Limited	2010-11	2011-12 to 2018-19	46.30	12.02	0.00	0.00	0.00	0.00	0.00
7.	The Pradeshiya Industrial and Investment Corporation of U P Limited	2016-17	2017-18 to 2018-19	135.58	0.00	237.37	0.00	0.00	0.00	0.00
8.	Uttar Pradesh State Bridge Corporation Limited	2015-16	2016-17 to 2018-19	15.00	0.00	0.00	0.00	0.00	0.00	1,000.00
9.	Uttar Pradesh State Spinning Company Limited	2016-17	2017-18 to 2018-19	93.24	0.00	11.15	0.00	0.00	0.00	0.00
10.	Uttar Pradesh State Sugar Corporation Limited	2014-15	2015-16 to 2018-19	1,648.31	0.00	743.00	0.00	0.00	0.00	133.96
11.	Uttar Pradesh Development Systems Corporation Limited	2016-17	2017-18 to 2018-19	1.00	0.00	0.00	0.00	2.00	0.00	0.00
12.	U.P. Handicrafts & Marketing Development Corporation Limited	2007-08	2008-09 to 2018-19	7.24	0.00	5.00	0.00	2.68	0.00	0.00
13.	Uttar Pradesh Bhumi Sudhar Nigam	2015-16	2016-17 to 2018-19	1.50	0.00	0.00	0.00	130.00	0.00	0.00

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Sl. No.	Name of PSU	Period upto which Accounts finalised	Period for which Accounts are in arrears	Paid up capital as per latest finalized Accounts	Budgetary support/guarantees given by State Government during the period for which accounts of the PSUs are in arrears					
					Equity	Loans	Capital Grant	Other Grant	Subsidy	Guarantee
14.	Lucknow City Transport Services Limited	2008-09	2009-10 to 2018-19	0.00	17.84	0.00	21.52	51.73	0.00	0.00
15.	Meerut City Transport Services Limited	2010-11	2011-12 to 2018-19	0.05	0.00	0.00	0.00	17.12	0.00	0.00
16.	Allahabad City Transport Services Limited	2017-18 [#]	2018-19	4.91	0.00	0.00	0.00	19.17	0.00	0.00
17.	Kanpur City Transport Services Limited	2009-10	2010-11 to 2018-19	0.00	0.05	0.00	0.00	47.42	0.00	0.00
18.	Varanasi City Transport Services Limited	2009-10	2010-11 to 2018-19	0.00	0.05	0.00	0.00	20.68	0.00	0.00
19.	Uttar Pradesh Jal Vidyut Utpadan Nigam Limited (UPRVUNL)	2017-18 [#]	2018-19	10,796.79	1,508.76	0.00	0.00	0.00	0.00	3,326.68
20.	UP Power Transmission Corporation Limited (UPPTCL)	2017-18 [#]	2018-19 ^{##}	12,494.42	1,565.65	0.00	0.00	0.00	95.78	0.00
21.	Uttar Pradesh Matsya Vikas Nigam Limited	2015-16	2016-17 to 2018-19	1.07	0.00	0.00	1.31	3.29	0.00	0.00
22.	Uttar Pradesh Jal Nigam	2016-17	2017-18 to 2018-19	0.00	0.00	0.00	1,679.74	0.00	0.00	0.00
23.	Uttar Pradesh Medical supplies Corporation Limited	Incorporated in March 2018	2018-19	2.66	5.16	0.00	0.00	353.34	0.00	0.00
Grand Total				25,495.85	3,118.03	996.52	1,748.52	665.57	169.40	4,460.64
Total budgetary support to PSUs whose accounts (up to 2017-18) were not available during 2018-19 (Grand total minus Sl. No. 23)					3,112.87	996.52	1,748.52	312.23	169.40	4,460.64
Total budgetary support to PSUs whose accounts were in arrear as on May 2020 (Grand total minus Sl. No. 20)					1,552.38	996.52	1,748.52	665.57	73.62	4,460.64

The Accounts of 2017-18 in respect of these PSUs were received after the financial year 2018-19.

The Accounts for the year 2018-19 was received in October 2019.

Appendix 3.7

Dividend from profit earning PSUs

(Reference: Paragraph 3.12; Page 55)

(₹ in crore)

Sl. No.	Name of the Company	Period of accounts	Net Profit	Accumulated Profit	Paid Up Capital (State Government)	Dividend to be declared	Dividend declared
1	Uttar Pradesh Rajya Vidyut Utpadan Nigam Limited	2018-19	123.75	1,173.67	12,049.55	602.48	0.00
2	Uttar Pradesh Food and Essential Commodities Corporation Limited	2010-11	10.86	51.37	5.50	0.28	0.25
3	Uttar Pradesh Mahila Kalyan Nigam Limited	2013-14	0.36	2.07	5.19	0.26	0.00
4	U.P. Projects Corporation Limited	2016-17	24.62	110.77	6.40	0.32	0.64
5	Uttar Pradesh State Industrial Development Corporation Limited	2013-14	95.22	573.43	24.08	1.20	1.20
6	Uttar Pradesh Rajkiya Nirman Nigam Limited	2013-14	82.47	882.96	1.00	0.05	0.20
7	Uttar Pradesh State Construction & Infrastructure Development Corporation Limited (formerly known as Uttar Pradesh Samaj Kalyan Nirman Nigam Limited)	2016-17	1.62	73.16	0.15	0.01	0.02
8	Uttar Pradesh State Bridge Corporation Limited	2015-16	24.13	182.21	15.00	0.75	3.61
9	Uttar Pradesh Electronics Corporation Limited	2016-17	0.89	6.18	87.66	4.38	0.09
10	Uttar Pradesh Development Systems Corporation Limited	2016-17	4.35	11.02	1.00	0.05	0.05
11	Uttar Pradesh Purva Sainik Kalyan Nigam Limited	2017-18	49.08	267.13	0.43	0.02	0.02
12	Uttar Pradesh Matsya Vikas Nigam Limited	2015-16	0.11	5.36	1.07	0.05	0.05
13	Uttar Pradesh Export Promotion Council	2018-19	0.62	1.06	0.05	0.003	0.00
14	Uttar Pradesh State Warehousing Corporation	2016-17	45.65	500.00	13.00	0.65	2.16
15	Uttar Pradesh Bundelkhand Vikas Nigam Limited	2010-11	0.09	0.01	1.23	0.06	0.00
16	Shreeton India Limited	2017-18	0.51	3.48	7.12	0.36	0.00
17	Uttar Pradesh Small Industries Corporation Limited	2008-09	9.97	0.50	5.96	0.30	0.00
Total			474.30	3,844.38	12,224.39	611.22	8.29

Appendix 4
Glossary (Additional Data)
Basis of Calculation

Terms	Basis of Calculation
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	$\text{Interest payment} / [(\text{Amount of previous year's Fiscal Liabilities} + \text{Current year's Fiscal Liabilities}) / 2] * 100$
Interest received as <i>per cent</i> to Loans Outstanding	$\text{Interest Received} / [(\text{Opening balance} + \text{Closing balance of Loans and Advances}) / 2] * 100$
Revenue Deficit	Revenue Receipts – Revenue Expenditure
Fiscal Deficit	Revenue Expenditure + Capital Expenditure + Net Loans and Advances – Revenue Receipts – Miscellaneous Capital Receipts
Primary Deficit	Fiscal Deficit – Interest Payments

Explanation of Terms

Terms	Explanation
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.
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.
Development expenditure	The analysis of expenditure data is disaggregated into development and non-development expenditure. All expenditure relating to Revenue Account, Capital Outlay and Loans and Advances is categorised into social services, economic services and general services. Broadly, the social and economic services constitute development expenditure, while expenditure on general services is treated as non-development expenditure.
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 stabilisation	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.
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.
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.
Primary revenue expenditure	Primary revenue expenditure means revenue expenditure excluding interest payments.
Primary expenditure	Primary revenue expenditure plus capital expenditure plus loan and advances
Primary Revenue Deficit/ Surplus	Non-debt receipt minus primary revenue expenditure
Primary Deficit/ Surplus	Fiscal deficit minus interest payments gives primary deficit. It can be interpreted as the excess of non-interest expenditure of the Government over its revenue receipts and non-debt capital receipts.

Terms	Explanation
Public Accounts Committee	A Committee constituted by the Legislative Assembly for the examination of the reports of the Comptroller and Auditor General of India relating to the appropriation accounts of the State, the annual financial accounts of the State or such other accounts or financial matters as are laid before it or which the Committee deems necessary to scrutinise.
Re-appropriation	Means the transfer of funds from one Primary unit of appropriation to another such unit.
Sinking Fund	A Fund into which the Government sets aside money over time in order to retire its debt.
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.

Acronyms

Acronyms	Full Form
AC Bill	Abstract Contingent Bill
AE	Aggregate Expenditure
CAG	Comptroller and Auditor General of India
CAGR	Compound Annual Growth Rate
CE	Capital Expenditure
CSF	Consolidated Sinking Fund
DC Bill	Detailed Contingent Bill
FRBM Act	Fiscal Responsibility and Budget Management Act
GDP	Gross Domestic Product
GoI	Government of India
GSDP	Gross State Domestic Product
GST	Goods and Services Tax
IGST	Integrated Goods and Services Tax
MH	Major Head
MTFRP	Mid Term Fiscal Restructuring Policy
NDRF	National Disaster Response Fund
NTR	Non-tax Receipts
OTR	Own Tax Revenue
PAC	Public Accounts Committee
PD Account	Personal Deposit Account
PSU	Public Sector Undertakings
RE	Revenue Expenditure
RR	Revenue Receipts
SDRF	State Disaster Response Fund
SGST	State Goods and Services Tax
UC	Utilisation Certificate
UDAY	Ujwal Discom Assurance Yojana