

PREFACE

1. This Report has been prepared for submission to the Governor under Article 151 of the Constitution.
2. Chapters I and II of this Report contain Audit findings on issues arising from examination of Finance Accounts and Appropriation Accounts respectively of the State Government for the year ended 31 March 2011.
3. Chapter III on 'Financial Reporting' provides an overview and status of the State Government's compliance with various financial rules, procedures and directives issued during the current year.
4. Audit observations on matters arising from performance audit and audit of transactions in various departments, audit of Revenue Receipts and Statutory Corporations, Boards and Government Companies for the year ended 31 March 2011 are included in separate Reports.
5. The audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

Executive Summary

This Report on the Finances of the Government of Assam is being brought out with a view to assess objectively the financial performance of the State during the year 2010-11. The aim of this Report is to provide the State Government with timely inputs based on actual data so that there is a better insight into both well performing as well as ill performing schemes/programmes of the Government. In order to give a perspective to the analysis, an effort has been made to compare the achievements with the targets envisaged by the State Government in Fiscal Responsibility and Budget Management Act, 2005 as well as in the Budget estimates of 2010-11.

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

Based on the audited accounts of the Government of Assam for the year ending March 2011, this report provides an analytical review of the Annual Accounts of the State Government. The report is structured in three Chapters.

Chapter I is based on the audit of Finance Accounts and makes an assessment of the Government's fiscal position as on 31 March 2011. It provides an insight into trends in committed expenditure, borrowing pattern besides a brief account of Central funds transferred directly to the State implementing agencies through off-budget route.

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

Chapter III is an inventory of Government's compliance with various reporting requirements and financial rules. This chapter also provides details on non-submission of annual accounts and also delays in placement of Separate Audit Reports in the Legislature by the Autonomous Bodies. Besides, the cases of misappropriation and losses that indicate inadequacy of controls in the Government departments are also detailed in this chapter.

The fiscal position of the State viewed in terms of key fiscal parameters – revenue surplus, fiscal deficit and primary deficit etc. indicated that except 2009-10, the State had maintained revenue surplus during the last five year period ending 2010-11. The fiscal deficit and primary deficit of the State were also significantly reduced during the current year compared to previous year and the State also managed to minimize holding of large cash surplus.

Revenue Receipts

Revenue receipts grew by 16 *per cent* over the previous year. The increase was mainly contributed by tax revenue (30 *per cent*) and State's share of Union Taxes and Duties (84 *per cent*) offset by decrease in non-tax revenue (12 *per cent*) and Grants-in-aid from Government of India (GOI) (2 *per cent*). ***The revenue receipts at ₹23,005 crore is, however, lower by ₹1,549 crore than the assessment made in Five Year Fiscal Plan (FYFP) (₹24,554 crore).***

(Para-1.1)

The State Government should mobilize additional resources both through tax and non-tax sources by expanding the tax base and rationalizing the user charges. It should also make efforts to collect revenue arrears. Efforts should also be made to increase tax compliance, reduce tax administration costs, etc. so that deficits are contained. Ensuring that the Government of India releases all grants due to the State by timely action on all conditionalities that are pre-requisite to the release will also increase the total receipts of the State. There is an urgent need to improve collection of tax and non-tax revenue so that recourse to borrowed funds can be reduced.

Revenue Expenditure

The overall revenue expenditure of the State increased by 100.35 *per cent* from ₹11,456 crore in 2006-07 to ₹22,952 crore in 2010-11 at an annual average rate of 20.07 *per cent* and increased from ₹21,232 crore in 2009-10 to ₹22,952 crore in 2010-11. The NPRES constituted a dominant share of more than 77 *per cent* in the revenue expenditure and has increased by ₹833 crore over the previous year. The Plan revenue expenditure increased by 21 *per cent* over the previous year whereas capital expenditure decreased by 24 *per cent* over the previous year.

(Paras-1.5.3 and 1.5.1)

During 2010-11, though the development expenditure (₹16,846 crore) increased by ₹1,893 crore over the previous year, it was much below the budget estimate (₹22,299 crore) for 2010-11. The relative share of the revenue developmental expenditure was 59 *per cent* of the total expenditure while this share in respect of capital development expenditure was only 8 *per cent*. The expenditure pattern of the State, reveals that there is an increasing pressure on revenue expenditure. Salaries and wages alone

accounted for more than 45 *per cent* of revenue receipts of the State during the year. It increased by more than 29 *per cent* from ₹8,193 crore in 2009-10 to ₹10,576 crore in 2010-11. Although expenditure on salaries during 2010-11 was less by ₹3,169 crore (23.06 *per cent*) than assessed (₹13,745 crore) by the State Government in its budget and also less by ₹462 crore (4.19 *per cent*) against the projection of ₹11,038 crore in FYFP it was more by 56 *per cent* (₹3,792 crore) than the assessment made by the FC-XIII.

(Paras-1.6.1 & 1.5.4)

The State should initiate action to restrict the components of non-plan revenue expenditure by phasing out implicit subsidies and resort to need based borrowings to cut down interest and principal payments.

Fiscal liabilities

The overall fiscal liabilities of the State increased at an average annual rate of 8.83 *per cent* during the period 2006-11. During the current year, the fiscal liabilities of the State Government increased by ₹1,228 crore from ₹28,465 crore in 2009-10 to ₹29,693 crore in 2010-11. Although the ratio of fiscal liabilities to GSDP has decreased from 30.78 *per cent* in 2009-10 to 28.49 *per cent* in 2010-11 but the ratio was higher than the norms of 25 *per cent* recommended by FC-XIII.

(Para 1.8.2)

Recourse to borrowed funds in future should be carefully assessed and managed so that the recommendations of the FC-XIII to bring Fiscal Liabilities-GSDP ratio to around 25 per cent could be achieved in next four years.

Investment and Returns

The average return on Government's investment in Statutory Corporations, Rural Banks, Joint Stock Companies, Co-operatives and Government Companies varied between 0.69 to 1.21 *per cent* in the past five years whereas its average interest outgo was in the range of 6.58 to 7.66 *per cent*.

(Para-1.7.2)

A performance-based system of accountability should be put in place in the Government Companies/Statutory Corporations so as to derive profitability and improve efficiency in service. The Government should ensure better value for money in investments by identifying the Companies/Corporations which are endowed with low financial but high socio-economic returns and justify the use of high cost borrowed funds for non revenue generating investments through a clear and transparent guideline.

Debt sustainability

The Government should ideally keep the debt-GSDP ratio stable. Borrowed funds should be used as far as possible only to fund capital expenditure and revenue expenditure should be met from revenue receipts. During 2010-11, fiscal deficit-GSDP ratio improved marginally compared to previous year indicating decrease in debt-GSDP ratio. The sum of quantum spread and primary deficit turned to be positive indicating that the debt-GSDP ratio is stable. The sum of quantum spread and primary deficit at ₹1,738 crore during 2010-11 against ₹ (-) 1,014 crore in 2009-10 is a positive sign towards fiscal balances for improving the debt sustainability position of the State.

(Para-1.9)

The State should make efforts to return to primary and fiscal surplus, as was the case in the past years. Maintaining a calendar of borrowings to avoid bunching towards the end of the fiscal year will ensure that market borrowings are sourced optimally. A clear understanding of the maturity profile of debt payments will go a long way in prudent debt management.

Financial management and budgetary control: During 2010-11, expenditure of ₹25,947.39 crore was incurred against the total grants and appropriations of ₹39,901.38 crore, resulting in a savings of ₹13,953.99 crore. The overall savings was the net result of saving of ₹13,958.26 crore offset by excess of ₹4.27 crore. The excess requires regularization under Article 205 of the Constitution of India. At the close of the year 2010-11, there were 41 grants/ appropriations in which savings of ₹8,494.67 crore (60.88 per cent of the total savings) occurred but no surrenders were made by the concerned departments.

(Paras-2.2 and 2.3.11)

Out of the total provisions amounting to ₹53.24 crore in four schemes, ₹30.41 crore (57 per cent) were surrendered (sum exceeding ₹25 lakh in each case).

(Para-2.3.9)

In two cases, as against savings of ₹17.85 crore, the amount surrendered was ₹20.41 crore (₹50 lakh or more in each case) resulting in excess surrender of ₹2.56 crore. Injudicious re-appropriation proved excessive or insufficient and resulted in saving/excess of over ₹10 lakh in nine sub-heads. Rush of expenditure were noticed in respect of 13 Major heads, where expenditure exceeding ₹10 crore and also more than 50 per cent of the total expenditure for the year was incurred in March 2011.

(Paras-2.3.10, 2.3.8 and 2.3.12)

Deposit of funds amounting to ₹177.61 crore drawn at the fag end of the year into the head of account 8443-Civil Deposit to avoid lapse of budget grant indicated lack of

budgetary control. Besides, funds amounting to ₹26.55 crore meant for developmental works were parked in Personal Deposit Accounts without undertaking the work for which these were sanctioned and released.

(Paras-2.3.4 and 2.5)

Delayed submission of budget estimates, unrealistic budget estimation, faulty re-appropriation etc. indicated that prescribed budgetary regulations were not observed diligently and financial control was weak. Besides, there were a number of instances of excess expenditure over budget provisions, unutilized budget provisions, persistent savings and drawal of funds to avoid lapse of budget grant.

(Paras-2.6.2 and 2.6.13)

Parking of funds in the Personal Deposit Accounts to avoid lapse of budget, is fraught with the risk of misuse of funds and therefore, needs to be avoided.

Expenditure should be planned in advance and incurred uniformly throughout the year to avoid rush of expenditure at the fag end of the financial year.

Reconciliation and verification of figures is an important tool. Failure to exercise/adhere to the manualised provisions and executive instructions not only facilitates misclassifications of the expenditure but also leads to defeat the very objectives of budgetary process.

Savings are to be worked out before hand and surrendered before the close of the financial year for its effective utilization in other areas/schemes.

Finance Department should ensure strict compliance of codal provisions as well as its own instructions to honour Public Finance Accountability norms.

A close and rigorous monitoring mechanism should be put in place by the DDOs to adjust the Abstract Contingent Bills within thirty days from the date of drawal of the amount.

Financial reporting: State Government's compliance with various rules, procedures and directives was unsatisfactory as was evident from delays in furnishing utilization certificates against the loans and grants from various grantee institutions. Delays also figured in submission of annual accounts by most of the autonomous bodies/authorities. There were instances of losses and misappropriations.

(Paras-3.1 to 3.4)

Government departments should take urgent action for submission of outstanding accounts of the autonomous bodies. Departmental enquiries in misappropriation cases should be expedited to bring the defaulters to book. Internal controls in all the organizations should be strengthened to prevent such cases in future.

Chapter I

Finances of the State Government

Profile of Assam

Assam is a Special Category State¹ and is situated in the North-East region of India bordering seven States *viz.* Arunachal Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Tripura and West Bengal and two countries *viz.* Bangladesh and Bhutan. With a geographical area of 78,438 sq. kms *i.e.* about 2.4 *per cent* of country's total geographical area, Assam provides shelter to 2.58 *per cent* population of the Country. According to the Census of India, 2011 the population of Assam stands at 3,11,69,272 of which 51.19 *per cent* are males and 48.81 *per cent* females. In 2011 Census the density of population of Assam is 397 as against India's density 382. According to Census 2011, the literacy rate of Assam was 73.18 *per cent* against All India percentage of 74.04. Similarly, the infant mortality rate at 61 per 1,000 live births and life expectancy at birth at 58.9 years during 2010-11 is far below the All India Average of 50 per 1,000 live births and 63.5 years respectively. The decadal population growth of India in 2011 over 2001 stood at 17.64 *per cent* while Assam registered population growth of 16.93 *per cent* during the same period. State's Gross Domestic Product (GSDP) at current prices during 2010-11 was ₹1,04,218 crore (base year 2004-05) (*Appendix-1.1 Part-D*). The per capita income of Assam on the basis of Net State Domestic Product stood at ₹30,413 as per advance estimates of 2010-11 as against ₹27,197 in 2009-10.

The State Government presented their budget for 2010-11 against the backdrop of strengthening recovery and the resultant improvement in growth prospects for the Indian economy. Following the incipient signs of economic recovery and recommendations of the Thirteenth Finance Commission (FC-XIII), the State Government announced various policy measures in their budget 2010-11. These factors auger well for resumption of fiscal consolidation process during 2010-11. There has been an increase in the growth rate of GSDP during 2010-11 which stood at ₹1,04,218 crore (12.70 *per cent*) against ₹92,472 crore (13.85 *per cent*) in 2009-10. The outstanding fiscal liabilities of the State as a percentage of GSDP declined from 31.84 *per cent* in 2006-07 to 28.49 *per cent* in 2010-11 (**Table-1.29**).

The accounts of the State Government are kept in three parts (i) Consolidated Fund, (ii) Contingency Fund and (iii) Public Account (*Appendix 1.1 Part-A*). The annual accounts of the State Government consist of Finance Accounts and Appropriation

¹ The Fifth Finance Commission accorded (1969) special status to three States on the basis of harsh terrain, backwardness and social problems prevailing in these States. Thereafter number of such States has increased to 11 including Assam.

Accounts. The Finance Accounts of the Government of Assam are laid out in nineteen statements, the lay out of which are depicted in **Appendix 1.1 Part-B**. The definitions of some of the selected terms used in assessing the trends and pattern of fiscal aggregates are shown in **Appendix 1.1 Part-C**.

This chapter provides a broad perspective of the finances of the Government of Assam during the current year and analyses critical changes in the major fiscal aggregates relative to the previous year keeping in view the overall trends during the last five years.

1.1 Summary of Current Year's Fiscal Transactions

Table 1.1 presents the summary of the State Government's fiscal transactions during the current year (2010-11) *vis-à-vis* the previous year while **Appendix 1.2** provides details of receipts and disbursements as well as overall fiscal position during the current year.

Table 1.1: Summary of Current Year's Fiscal Operations

(₹ in crore)							
2009-10	Receipts	2010-11	2009-10	Disbursements	2010-11		
1	2	3	4	5	6		
Section-A: Revenue							
					Non-Plan	Plan	Total
19,884.49	Revenue receipts	23,004.94	21,232.20	Revenue expenditure	17,895.86	5,055.96	22,951.82
4,986.72 (a)	Tax revenue	5,929.85 (a)	8,379.57	General services	7,731.32	35.10	7,766.42
2,752.95	Non-tax revenue	2,373.33	8,543.21	Social Services	7,052.44	3,106.53	10,158.97
5,339.53 (b)	Share of Union Taxes/Duties	7,968.61 (b)	3,759.52	Economic Services	2,754.53	1,914.33	4,668.86
6,805.29	Grants from Government of India	6,733.15	549.90	Grants-in-aid/Contributions	357.57	-	357.57
Section-B: Capital							
-	Miscellaneous Capital Receipts	-	2,629.35	Capital Outlay	70.92	1,929.97	2,000.89
32.87	Recoveries of Loans and Advances	28.09	99.23	Loans and Advances disbursed	0.10	70.78	70.88
2,190.28	Public Debt receipts	2,045.32	1,007.56	Repayment of Public Debt	-	-	923.38
-	Contingency Fund	-	-	Contingency Fund	-	-	-
10,629.86	Public Account receipts	10,403.89	9,027.20	Public Account disbursement	-	-	10,537.20
-	Closing overdraft from Reserve Bank of India	-	-	Opening overdraft from Reserve Bank of India	-	-	-
8,041.84	Opening Balance	6,783.80	6,783.80	Closing Balance	-	-	5,781.87
40,779.34	Total	42,266.04	40,779.34	Total			42,266.04

- (a) Excluding share of net proceeds of taxes and duties assigned to State.
 (b) Share of net proceeds assigned to State.

Following are the significant changes during 2010-11 over the previous year:

- Revenue receipts grew by ₹3,121 crore (16 per cent) over the previous year. The increase was mainly contributed by tax revenue ₹943 crore (30 per cent) and State's share of Union Taxes and Duties ₹2,630 crore (84 per cent) offset by decrease in non-tax revenue ₹380 crore (12 per cent) and Grants-in-aid from Government of India (GOI) ₹72 crore (2 per cent). **The revenue receipts at ₹23,005 crore is, however, lower by ₹1,549 crore than the assessment made in Five Year Fiscal Plan (FYFP)² (₹24,554 crore).**
- The increase of 19 per cent (₹943 crore) in tax revenue in 2010-11 was mainly on account of increase of (a) taxes on Sales Tax, Trade etc by ₹784 crore (22.18 per cent) due to increase in collection of Trade tax, (b) State Excise by ₹84 crore (35.15 per cent) due to increase in collection of tax under Foreign liquors and spirits and commercial and denatured spirits and medicated wines and (c) taxes on vehicles by ₹55 crore (31.07 per cent) due to increase in overall collection on vehicles and release of sharable fees of ₹11.79 crore from National Permit Account set up by Government of India (GOI). **The tax revenue as a percentage of GSDP (5.69 per cent) was higher than the projections made by the State Government in its FYFP (5.22 per cent) and the assessment of FC-XIII (4.80 per cent).**
- The decrease in non-tax revenue in 2010-11 by ₹380 crore (12 per cent) compared to previous year was mainly due to non-receipt of debt waiver incentive under DCRF³ during 2010-11 and decrease in interest receipts by ₹78 crore (15.79 per cent) mainly due to shortfall in realization of interest on investment of cash. **The non-tax revenue of the Government was less than the projections made by the State Government in its FYFP (₹228 crore) but higher than the assessment (₹90 crore) of FC-XIII.**
- The decrease in receipt of Grants-in-aid from Government of India by ₹72 crore (2 per cent) was on account of less receipts under 'Non-Plan Grants', 'Grants for Central Plan Schemes' and 'Grants for Special Plan Schemes'.
- Revenue expenditure increased by ₹1,720 crore (8 per cent) over the previous year. While 52 per cent (₹887 crore) of the increase was under plan heads the

² FYFP: As required under Section 3 of the Act, the State Government laid before the State Legislative Assembly a five year rolling Fiscal Plan along with Annual Financial Statement showing therein the relevant fiscal indicators and future prospects for growth.

³ DCRF: In pursuance of the recommendations of the Twelfth Finance Commission (TFC) for fiscal consolidation and elimination of revenue deficit of the States, Government of India formulated a scheme "The State Debt Consolidation and Relief Facility (DCRF) (2005-06 to 2009-10)" under which general debt relief is provided by consolidating and rescheduling at substantially reduced rates of interest the Central loans granted to States on enacting the FRBM Act and debt waiver is granted based on fiscal performance, linked to the reduction of revenue deficits of States.

remaining 48 *per cent* (₹833 crore) was under non-plan heads. The major sectors that registered increases include Education, Sports, Art and Culture by 42 *per cent* (₹1,904 crore), Water Supply, Sanitation, Housing and Urban Development by 18 *per cent* (₹103 crore), Agriculture and Allied Activities by 39 *per cent* (₹459 crore), Irrigation and Flood Control 39 *per cent* (₹148 crore) and Transport by 42 *per cent* (₹239 crore).

- Recoveries of Loans and Advances decreased by 15 *per cent* (₹five crore). The major decline in the recoveries was from the Government Servants (₹four crore).
- Public Debt Receipts and Repayments decreased by 7 *per cent* (₹145 crore) and 8 *per cent* (₹85 crore) over the previous year resulting in net decrease of ₹60 crore in Public Debt Receipts.
- Public Account Receipts decreased by 2 *per cent* (₹226 crore) while Public Account Disbursement increased by 17 *per cent* (₹1,510 crore). Thus, net receipts decreased during the year by ₹1,736 crore.
- Total inflow during 2010-11 was ₹35,482 crore against ₹32,737 crore in 2009-10 while total outflow during 2010-11 was ₹36,484 crore as against ₹33,995 crore in 2009-10 registering an increase of 8.39 *per cent* and 7.32 *per cent* respectively leading to decline in the cash balances of the State by ₹1,002 crore (15 *per cent*) over the previous year. The decrease was mainly due to decrease in Cash Balance Investment (₹1,430 crore) and departmental cash balances including permanent advances (₹three crore) offset by increase in deposit with Reserve Bank of India (₹431 crore).

1.2 Assam Fiscal Responsibility and Budget Management Act, 2005

To support the State Government towards urgent fiscal correction, FC-XIII had worked out a fiscal consolidation roadmap for Assam requiring the State to eliminate revenue deficit and achieve fiscal deficit of 3 *per cent* of GSDP in each year of the award period.

According to Assam Fiscal Responsibility and Budget Management (AFRBM) Amendment Act, 2011 that came into force with effect from 1st April 2010, the State Government was to eliminate revenue deficit by 2011-12 and maintain revenue balance or attain surplus thereafter and reduce fiscal deficit to 3 *per cent* of the estimated GSDP by 2010-11 and maintain the same level thereafter. Further, the Act envisaged that the State Government would attain the total outstanding debt to GSDP ratio at 28.2 *per cent* in 2010-11, 28.3 *per cent* in 2011-12, 28.4 *per cent* in 2012-13 and 2013-14 and 28.5 *per cent* in 2014-15 and to maintain the same level thereafter.

The performance of the State during 2010-11 in terms of key fiscal targets of the FC-XIII set for selected variables as laid down in AFRBM (Amendment) Act, 2011 *vis-à-vis* achievements are given in **Table-1.2**.

Table-1.2: Trends in major fiscal parameters/variables *vis-à-vis* projections for 2010-11

Fiscal variables	2010-11			
	Targets as prescribed in FRBM Act	Assumptions made in	Projections made in	Actual
		Budget	Five Year Fiscal plan Statement	
Revenue Deficit (₹ in crore)	Eliminate Revenue deficit (By 31.3.2012)	(-) 5,960	(+) 2,620	(+) 53
Fiscal Deficit/GSDP (per cent)	3 per cent of GSDP (By 31.3.2011)	9.47	0.31	1.91
Ratio of total outstanding debt of the Government to GSDP	28.2 per cent (By 31.3.2011)	28	26	29

The above table indicates that the State has achieved the FRBM targets, prescribed in the Act except containing Debt-GSDP ratio. The State Government has to initiate requisite measures to contain the Debt-GSDP ratio within the permissible limit. The increase in Debt-GSDP ratio beyond permissible limit indicates that borrowed funds were not carefully assessed and managed.

Although the State Government had amended the Assam Fiscal Responsibility and Budget Management Act, 2005 as per recommendations of the FC-XIII, but the benefit of earmarked interest relief on loans from National Small Savings Fund (NSSF) and debt waiver on outstanding Central loans provided by the Central Ministries other than Ministry of Finance is yet to be received by the State.

1.2.1 Budget Analysis

The budget papers presented by State Government provide descriptions of projections or estimations of revenue and expenditure for a particular fiscal year. The importance of accuracy in the estimation of revenue and expenditure is widely accepted in the context of effective implementation of fiscal policies for overall economic management. Several reasons may account for the deviation of the actual realization from the budget estimates. It could be because of unanticipated and unforeseen events or under or over estimation of expenditure or revenue at the budget stage etc. Actual realization of revenue and its disbursement however depends on a variety of factors, some internal and others external. **Table 1.3** presents the consolidated picture of State Finances during 2009-10 (Accounts), 2010-11-Budget Estimates (BE), 2010-11 Revised Estimates (RE) and 2010-11 (Accounts).

Table 1.3: Variation in Major items – 2010-11 (Accounts) over 2010-11 Budget Estimates & Revised Estimates and 2009-10 (Accounts)

(₹ in crore)

Parameters	2009-10	2010-11		
	Actual	Budget Estimates	Revised Estimates	Actual
Tax Revenue	4,987	4,976	5,910	5,930
Non-Tax Revenue	2,753	2,782	2,548	2,373
Revenue Receipts	19,884	26,409	27,989	23,005
Non-debt Capital Receipts	33	39	35	28
Revenue Expenditure	21,232	32,369	33,246	22,952
Interest Payments	1,833	2,407	2,407	1,912
Capital Expenditure	2,629	3,307	3,343	2,001
Disbursement of Loans & Advances	99	87	121	71
Revenue Deficit/Surplus	(-) 1,348	(-) 5,960	(-) 5,527	(+) 53
Fiscal Deficit/Surplus	(-) 4,043	(-) 9,315	(-) 8,686	(-) 1,991
Primary Deficit/Surplus	(-) 2,210	(-) 6,908	(-) 6,279	(-) 79

- During 2010-11, the actual revenue receipts fell short of the budget estimates by 12.89 per cent while actual revenue expenditure declined by 29.09 per cent over budget estimates resulting in decrease in revenue deficit.
- During the current year the tax revenue of the State increased by 18.91 per cent (₹943 crore) over the previous year. The actual collection of tax revenue during the year also increased by 19.17 per cent (₹954 crore) over the budget estimates for the year mainly due to increased collection under taxes on sales, trade etc; by over 18 per cent. The revenue from sales tax, trade etc. contributed the major share of tax revenue (73 per cent) and it increased by 22.18 per cent over the previous year. Taxes on agricultural income, taxes on vehicles, state excise and taxes on goods and passengers were the other major contributors in the State's tax revenue.
- The decrease in non-tax revenue during the current year was mainly due to non-receipt of debt waiver incentive under DCRF, decrease in receipts under petroleum concession fees and royalties and receipts from environmental forestry. Interest receipts, dividends and profits also decline during 2010-11 mainly because of decrease in realization of interest on investment of cash balances.
- The increase in Central Tax Transfer was mainly due to increase in Corporation tax (₹917 crore), Customs (₹646 crore), and Taxes on income other than Corporation tax (₹422 crore) and Union Excise Duties (₹412 crore).
- The decrease of ₹72 crore in grants-in-aid during 2010-11 over the previous year was mainly due to decrease in Non-plan grants (₹649 crore), Grants for Central Plan Schemes (₹17 crore) and grants for Special Plan Schemes

(₹94 crore) which was however, offset by increase in grants for State Plan Schemes (₹379 crore) and grants for Centrally Sponsored Schemes (₹309 crore).

- The increase in revenue expenditure during the current year over the previous year was the combined effect of more expenditure under social services by 18.92 *per cent* (₹1,616 crore) and economic services by 24.21 *per cent* (₹910 crore). The increases were however, offset by decrease in expenditure under general services by 7.33 *per cent* (₹614 crore) and grants-in-aid contributions by 34.91 *per cent* (₹192 crore) over the previous year.
- The increases in revenue expenditure under social services were under Education, Sports, Art and Culture by 42 *per cent* (₹1,904 crore), Water Supply, Sanitation, Housing and Urban Development by 18 *per cent* (₹103 crore).
- Similarly, the significant increases in expenditure under economic services were under Agriculture and Allied activities by 39 *per cent* (₹459 crore), Irrigation and Flood Control by 39 *per cent* (₹148 crore) and Transport by 42 *per cent* (₹239 crore).
- Significant decreases in expenditure under general services were mainly under Administrative Services by 7 *per cent* (₹213 crore) and Pensions and Miscellaneous General Services by 23 *per cent* (₹730 crore) which were however, partially offset by increase in expenditure under interest payment and servicing of debt by 5 *per cent* (₹91 crore) and organs of State by 108 *per cent* (₹166 crore).
- The capital expenditure *vis-à-vis* budget estimate was less by 39 *per cent* (₹1,306 crore). The capital expenditure of the State decreased by ₹628 crore over the previous year. The decrease in capital expenditure of ₹628 crore (23.89 *per cent*) during 2010-11 over the previous year was the net result of decrease in General Services by 28 *per cent* (₹21 crore), Social Services by 61 *per cent* (₹276 crore) and Economic Services by 16 *per cent* (₹331 crore).
- Actual fiscal deficit improved with reference to the assessment made in the budget estimates by 78.63 *per cent* and revised estimates by 77.08 *per cent* mainly due to decrease in revenue expenditure and capital expenditure. Decrease in fiscal deficit together with decrease in interest payment of ₹495 crore (revised estimates) led to decrease in primary deficit

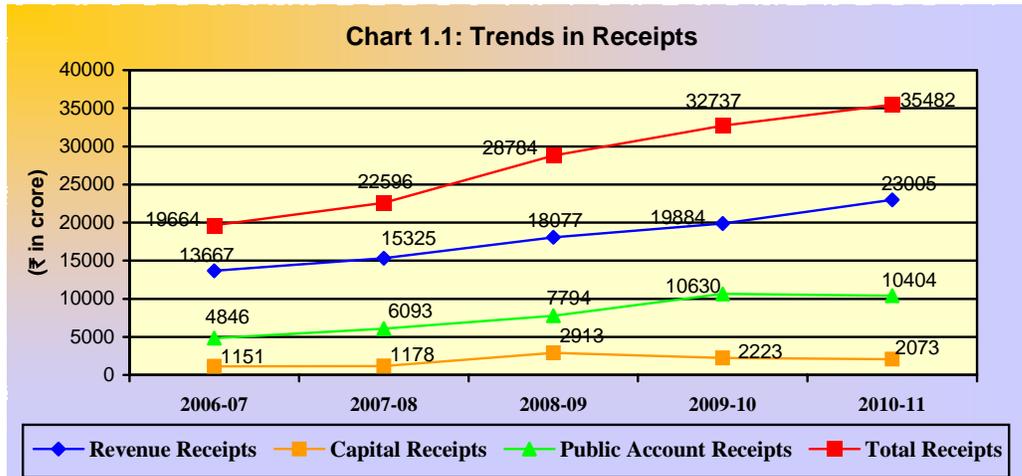
by 98.74 per cent (₹6,200 crore) than the assessment made in revised estimates.

The above table also indicates that at the consolidated level, the State witnessed a marked improvement in key deficit indicators when the revised estimates of 2010-11 translated into accounts. The marginal improvement in the fiscal situation during the current year was achieved by the State by pursuing the fiscal correction and consolidation process under a rule based fiscal framework coupled with larger devolution and transfer by the FC-XIII through share of net proceeds of sharable taxes. Consequent upon these developments, the State achieved revenue surplus during 2010-11. The correction in revenue account during 2010-11 has come entirely through compression in RE (as a ratio to GSDP). However, in order to ensure sustainable progress towards fiscal consolidation, State needs to explore sources of non-tax revenues and ensure a pattern of expenditure that not only ensures better growth but also enhances public welfare.

1.3 Resources of the State

1.3.1 Resources of the State as per Annual Finance Accounts

Table-1.1 presents the receipts and disbursements of the State during the current year as recorded in its Annual Finance Accounts⁴ while **Chart 1.1** and **Table 1.4** depicts the trends in various components of the receipts of the State during 2006-11. **Chart 1.2** depicts the composition of resources of the State during the current year.



⁴ Revenue and capital are the two streams of receipts that constitute the resources of the State Government. Revenue receipts consist of tax revenues, non-tax revenues, State's share of union taxes and duties and grants-in-aid from the GOI. Capital receipts comprise miscellaneous capital receipts such as proceeds from disinvestments, recoveries of loans and advances, debt receipts from internal sources (market loans, borrowings from financial institutions/commercial banks) and loans and advances from the GOI as well as accruals from Public Account.

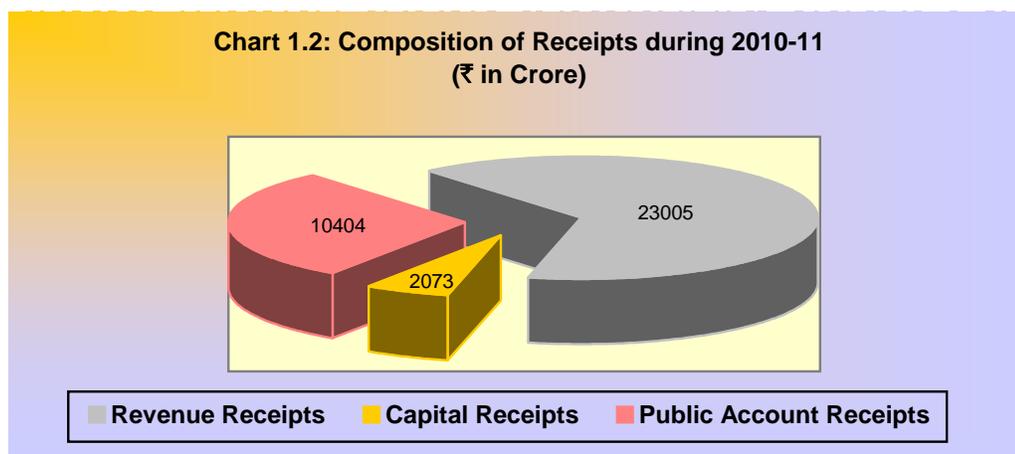


Table 1.4: Trends in growth and composition of receipts

(₹ in crore)

Sources of State's Receipts	2006-07	2007-08	2008-09	2009-10	2010-11
I Revenue Receipts	13,667	15,325	18,077	19,884	23,005
II Capital Receipts (CR)	1,151	1,178	2,913	2,223	2,073
Miscellaneous Capital Receipts	-	-	-	-	-
Recovery of Loans and Advances	35	40	35	33	28
Public Debt Receipts	1,116	1,138	2,878	2,190	2,045
Rate of growth of debt capital receipts	(-) 19.07	1.97	152.90	(-) 23.91	(-) 6.62
Rate of growth of non-debt capital receipts	(-) 7.89	14.29	(-) 12.50	(-) 5.71	(-) 15.15
Rate of growth of GSDP	8.94	9.87	14.27	13.85	12.70
Rate of growth of CR (per cent)	(-) 18.77	2.34	147.28	(-) 23.69	(-) 6.75
III Contingency Fund	-	-	-	-	-
IV Public Account Receipts	4,846	6,093	7,794	10,630	10,404
a. Small Savings, Provident Fund etc.	566	608	628	755	953
b. Reserve Fund	370	506	318	733	256
c. Deposits and Advances	2,150	2,739	3,852	5,580	5,480
d. Suspense and Miscellaneous	(-) 158	(-) 3	87	(-) 136	81
e. Remittances	1,918	2,243	2,909	3,698	3,634
Total Receipts	19,664	22,596	28,784	32,737	35,482

The total receipts of the State Government for 2010-11 was ₹35,482 crore, of which ₹23,005 crore (65 per cent) came from revenue receipts and balance ₹12,477 (35 per cent) came from borrowings and Public Account. The total receipts of the State increased by more than 80 per cent from ₹19,664 crore in 2006-07 to ₹35,482 crore in 2010-11. The share of revenue receipts in total receipts of the State decreased from 70 per cent (₹13,667 crore) in 2006-07 to 65 per cent (₹23,005 crore) in 2010-11 due to decrease in receipt in non-tax revenue and grants-in-aid from GOI. On the other hand, the Capital receipts together with Public Account ranged between 30 and 39 per cent of total receipts during 2006-11 as compared to 2009-10.

Revenue receipts increased steadily by more than 68 per cent from ₹13,667 crore in 2006-07 to ₹23,005 crore in 2010-11, whereas debt capital receipts which create future repayment obligation varied from 5 to 10 per cent of total receipts during 2006-07 to 2010-11. The Public Account receipts though increased steadily from ₹4,846 crore (25 per cent of total receipts) in 2006-07 to ₹10,630 crore (32 per cent of total receipts) in 2009-10 but decreased to ₹10,404 crore (29 per cent of total receipts) during 2010-11.

The rate of growth of debt capital receipts increased from (-) 23.91 per cent in 2009-10 to (-) 6.62 per cent in 2010-11 while the ratio of growth of non-debt capital receipts decreased from (-) 5.71 per cent in 2009-10 to (-) 15.15 per cent in 2010-11.

The rate of growth of debt capital receipts increased from (-) 19.07 per cent in 2006-07 to (-) 6.62 per cent in 2010-11 while the rate of growth of GSDP increased from 8.94 per cent in 2006-07 to 12.70 per cent in 2010-11.

The rate of growth of non-debt capital receipts decreased from (-) 7.89 per cent in 2006-07 to (-) 15.15 per cent in 2010-11.

1.3.2 Funds Transferred to State Implementing Agencies outside the State Budgets

The Central Government has been transferring a sizeable quantum of funds directly to the State Implementing Agencies⁵ for the implementation of various schemes/programmes in social and economic sectors critical for the human and social development of population. During 2010-11, the Government of India has transferred an approximate amount of ₹7,348.23 crore directly to the Implementing Agencies (detailed in *Appendix 1.3*). Significant amounts released for major programmes/schemes are detailed in **Table 1.5**.

Table-1.5: Funds transferred directly to State Implementing Agencies

(₹ in crore)			
Sl No.	Programme/Scheme	Implementing Agency in the State	Fund transferred by the GOI during 2010-11
1	2	3	4
1	Assam Gas Cracker Project	Brahmaputra Cracker & Polymer Limited	796.73
2	Central Rural Sanitation Programme	Rajiv Gandhi Rural Water and Sanitation Mission	94.37
3	CIT Kokrajhar	Central Institute of Technology, Kokrajhar	24.99
4	Crime and Criminal Tracking Network and System (CCTNS)	Assam Police Housing Corporation Ltd.	37.39
5	District Hospitals	Assam Medical College, Silchar Medical College, Gauhati Medical College Hospital,	17.71
6	DRDA Administration	District Rural Development Agencies, Assam	21.72
7	IITs (including OSC)	Indian Institute of Technology, Guwahati	121.00
8	Integrated Watershed Management	State Level Nodal Agency, Assam, District Rural	54.18

⁵ State Implementing Agencies include Organisation/Institution including Non-Government Organisation, which is authorized, by the State Government to receive the funds from the Government of India for implementing specific programmes in the State e.g., State Health Society for NRHM and State Implementing Society for SSA etc.

	Programme (IWMP)	Development Agencies, Assam	
9	Mahatma Gandhi National Rural Employment Guarantee	District Rural Development Agencies, Assam	609.29
10	MPs Local Area Development Scheme (MPLADs)	Deputy Commissioners	34.00
11	National Aids Control Programme including STD Control	Assam State Aids Control Society	16.39
12	National Food Security Mission	Assam Small Farmers' Agri-Business Consortium, Assam Seeds Corporation Limited, Regional Rainfed lowland Rice Research Station (CRRI, ICAR)	67.36
13	National Institute of Technology NIT (including OSC)	National Institute of Technology, Silchar	33.00
14	National Rural Drinking Water programme	State Water and Sanitation Mission, Assam	487.48
15	National Rural Health Mission (NRHM) Centrally Sponsored	State Health Society, Assam	601.79
16	North East Development Finance Corporation (NEDFI) Ltd.	North Eastern Development Finance Corporation Ltd.	60.00
17	NEIIPP, 2007	North Eastern Development Finance Corporation Ltd	74.94
18	Pradhan Mantri Gram Sadak Yojana (PMGSY)	Assam State Road Board, Guwahati	1,900.67
19	Rashtriya Madhyamik Shiksha Abhiyan (RMSA)	Axom Sarba Siksha Abhijan Mission	19.35
20	Redevelopment of Hospitals Institutions	Lokopriya Gopinath Bordoloi Regional Institute of Mental Health	20.70
21	Rural Housing - IAY	District Rural Development Agencies, Assam	719.21
22	Sarva Shiksha Abhiyan (SSA)	Axom Sarba Siksha Abhijan Mission	768.54
23	Swarna Jayanti Shahari Rojgar Yojana (SJSRY)	State Urban Development Authority (SUDA)	28.70
24	Swarnajayanti Gram Swarozgar Yojana (SGSY)	District Rural Development Agencies, Assam	204.37
25	Transport Subsidy Scheme	North Eastern Development Finance Corporation Ltd.	353.43
Total			7,167.31

Source: 'Central Plan Scheme Monitoring System' portal in Controller General of Accounts' website

Table 1.5 shows that out of ₹7,167.31 crore (97.54 per cent of the total funds transferred) sizeable quantum of funds were transferred to (i) Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) (8.29 per cent), (ii) National Rural Health Mission (NRHM) (8.19 per cent), (iii) Pradhan Mantri Gram Sadak Yojana (PMGSY) (25.87 per cent) and (iv) Rural Housing (Indira Awaas Yojana) (9.79 per cent) during 2010-11. With the transfer of an approximate amount of ₹7,348.23 crore directly by GOI to the State Implementing Agencies, the total availability of State resources during 2010-11 had increased from ₹35,482 crore to ₹42,830 crore. It is evident from the above fact that there is no singly agency monitoring the funds directly transferred by the GOI and there is no readily available data on how much is actually spent in any particular year on major flagship schemes and other important schemes which are being implemented by the State Implementing Agencies and funded directly by the GOI and therefore, utilization of these funds remains to be verified by Audit to establish accountability of the State Government for these funds.

An analysis on how these funds are being transferred and utilized for the purposes for which they are sanctioned, is carried out based on the data/information obtained from

two units viz; National Rural Health Mission (NRHM) and Sarva Siksha Abhiyan (SSA) which revealed the following:

- **National Rural Health Mission (NRHM)**

The State Health Society is registered under the Societies Registration Act, 1860. The activities of the NRH Mission in the State are carried out through the Society headed by the Mission Director, NRHM, Assam at the State level.

Records of the Society disclosed that during 2010-11, ₹603.41 crore was received by the Society from GOI for implementation of various programmes under NRHM against release of the same amount during 2010-11. Programme-wise details of receipt and expenditure are given below:

Table 1.6: Scheme-wise receipt and expenditure under NRHM for the year 2010-11

(₹ in crore)

Name of the Implementing Agency	Name of the Scheme/Programme	Amount released by GOI during 2010-11	Amount received by the Implementing Agency from GOI	Expenditure incurred during the year
State Health Society	(i) Reproductive and Child Health II Programme	148.00	148.00	241.37
	(ii) NRHM Additionalities Programme	398.23	398.23	505.06
	(iii) Routine Immunization	13.64	13.64	11.11
	(iv) Integrated Pulse Polio Immunization	8.93	8.93	8.93
	(v) Integrated Disease Surveillance Project	1.40	1.40	1.36
	(vi) Ayush	0.06	0.06	0.01
	(vii) Revised National Tuberculosis Control Programme	7.50	7.50	7.29
	(viii) National Vector Borne Disease Control Programme	12.65	12.65	10.21
	(ix) National Leprosy Elimination Programme	0.80	0.80	0.56
	(x) National Programme for Control of Blindness	12.04	12.04	4.33
	(xi) National Tuberculosis Control Programme	0.16	0.16	0.15
Total		603.41	603.41	790.38

Source: As per information furnished by the Mission Director, NRHM, Assam

It was observed that the State Health Society incurred expenditure (Table 1.6) of ₹790.38 crore on the various components under NRHM during 2010-11. The excess of ₹186.97 crore was stated (August 2011) to have been met from the unutilized funds of the previous years. However, the Utilisation Certificates (UCs) to the Ministry/GOI for ₹790.38 crore for the year 2010-11 has not been submitted (August 2011).

The Society stated (August 2011) that the Utilisation Certificates for the year 2010-11 would be furnished after completion of Statutory Audit.

- **Sarva Siksha Abhiyan (SSA)**

The SSA programme is implemented by the State Implementing Society headed by the Mission Director, Assam Sarva Siksha Abhiyan Mission, Assam.

The **Table 1.7** below shows the component-wise total availability of funds and expenditure thereagainst under SSA Programme during 2010-11.

Table 1.7: Status of total availability of funds and expenditure thereagainst during 2010-11 under SSA

(₹ in crore)

Name of the Scheme	Fund Released			Opening Balance	Fund Received by the Director			Expenditure incurred
	Central	State	Total		Central	State	Total	
Sarva Siksha Abhiyan	649.54	126.09	775.63	104.11	649.54	126.09	879.74	848.78
*National Programme of Education for Girls at Elementary Level (NPEGEL)								0.59
*Kasturba Gandhi Balika Vidyalaya (KGBV)								6.44
Total	649.54	126.09	775.63	104.11	649.54	126.09	879.74	855.81

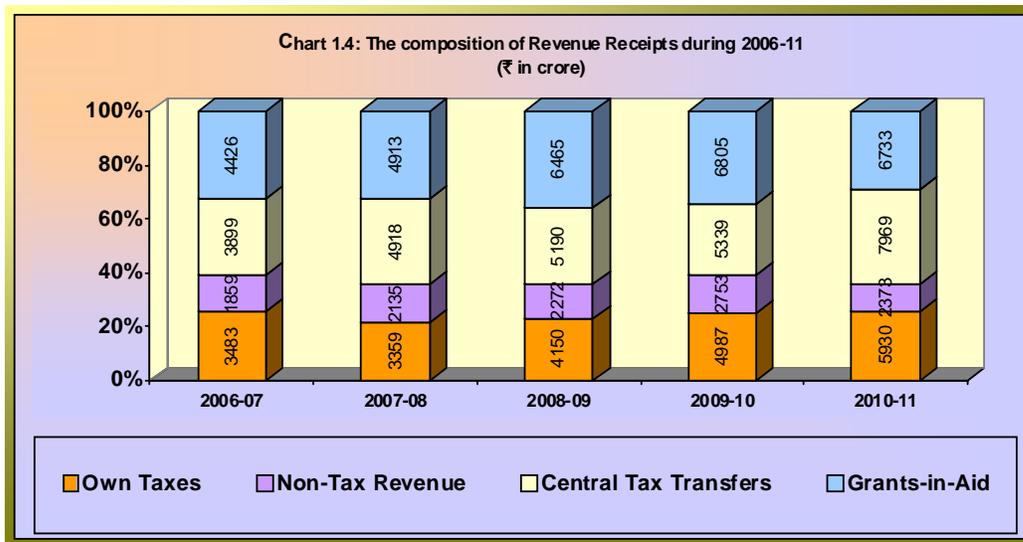
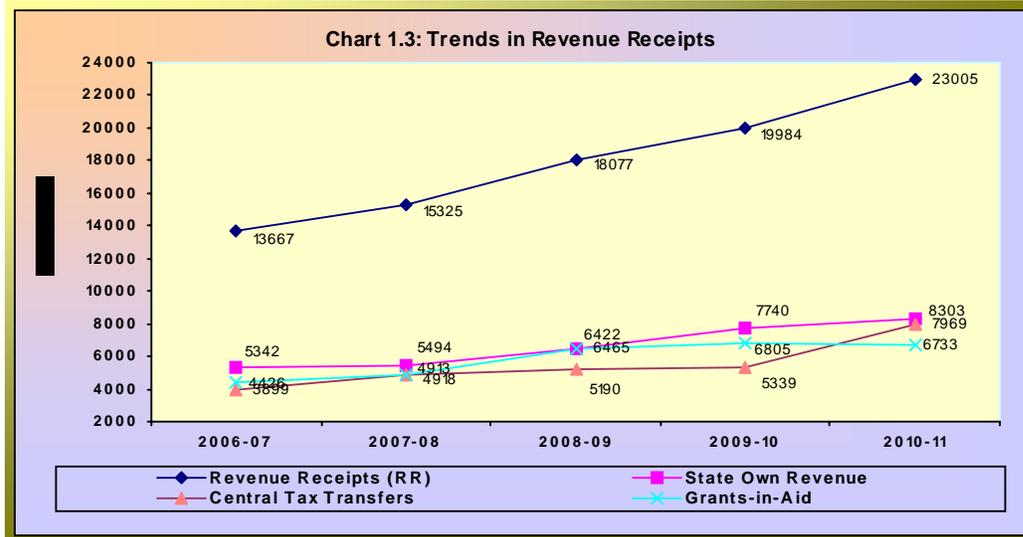
Source: As per information furnished by the Mission Director, SSA

*During the year 2010-11, GOI had released share for National Programme of Education for Girls at Elementary Level (NPEGEL) and Kasturba Gandhi Balika Vidyalaya (KGBV) along with SSA.

During 2010-11, Government of India (GOI) released ₹649.54 crore (against total sanction of ₹768.54 crore) for implementation of various programmes under SSA in the State and the State Implementing Society received the same amount. The above table shows that the Managing Director could utilize ₹855.81 crore of total available funds (SSA: ₹848.78 crore; NPEGEL: ₹0.59 crore and KGBV: ₹6.44 crore) during 2010-11 leaving unspent balance of ₹23.93 crore. However, the information regarding submission of Utilization Certificates of the fund received from the Ministry of Human Resource Development is yet to be furnished (August 2011) by the Mission Director, SSA. Moreover, the information regarding utilization of balance fund of ₹23.93 crore (₹879.74 crore - ₹855.81 crore) was also could not be furnished by the Mission Director, SSA.

1.4 Revenue Receipts

Statement-11 of the Finance Accounts details the revenue receipts of the Government. The revenue receipts consist of its own tax and non-tax revenues, central tax transfers and grants-in-aid from the GOI. The trends and composition of revenue receipts over the period 2006-11 are presented in *Appendix 1.4* and also depicted in **Chart 1.3** and **1.4** respectively.



1.4.1 General Trends

- During 2010-11, revenue receipts of the State grew by ₹3,121 crore over the previous year. The revenue receipts of the State showed progressive increase from ₹13,667 crore in 2006-07 to ₹23,005 crore in 2010-11 with inter year fluctuations in the growth rate. The healthy growth in revenue receipts was

mainly due to higher devolution recommended by the FC-XIII in the share of net proceeds of sharable taxes.

- About 36 per cent of the revenue receipts during 2010-11 have come from State's own resources while central tax transfers and grants-in-aid together contributed 64 per cent.
- During the current year, the increase of ₹1,720 crore (8.10 per cent) in revenue expenditure did not keep pace with the increase of ₹3,121 crore in revenue receipts (15.70 per cent).
- Tax revenue constituted 25.78 per cent of the total revenue receipts and increased by ₹943 crore during 2010-11 recording a growth rate of 18.91 per cent over the previous year. The percentage of tax revenue to total revenue receipts ranged between 21.92 and 25.78 per cent during 2006-11.
- Non-tax revenue receipts constituted 10.32 per cent of the total revenue receipts and decreased by ₹380 crore over the previous year. Non-tax revenue as a percentage of revenue receipts ranged between 10.32 and 13.93 per cent during 2006-11.

The trends in revenue receipts relative to GSDP are presented in **Table 1.8**.

Table 1.8: Trends in Revenue Receipts relative to GSDP

	2006-07	2007-08	2008-09	2009-10	2010-11
Revenue Receipts (RR) (₹ in crore)	13,667	15,325	18,077	19,884	23,005
Rate of growth of RR (<i>per cent</i>)	13.46	12.13	17.96	10.00	15.70
Rate of growth of Own Taxes (<i>per cent</i>)	7.77	(-) 3.56	23.55	20.17	18.91
RR/GSDP (<i>per cent</i>)	21.13	21.56	22.26	21.50	22.07
Buoyancy Ratios⁶					
Revenue Buoyancy w.r.t GSDP	1.51	1.23	1.26	0.72	1.24
State's Own Tax Buoyancy w.r.t GSDP	0.87	(-) 0.36	1.65	1.46	1.49
Gross State Domestic Product (₹ in crore)	64,692	71,076	81,221	92,472	1,04,218
Rate of growth of GSDP (<i>per cent</i>)	8.94	9.87	14.27	13.85	12.70

- The GSDP at current prices was estimated to increase from ₹92,472 crore in 2009-10 to ₹1,04,218 crore in 2010-11, representing an increase of 12.70 per cent. Higher growth of revenue receipts compared to growth rate of GSDP during the current year reflects the State's inclination to revert to the path of fiscal consolidation suggested by the FC-XIII.

⁶Buoyancy ratio indicates the elasticity or degree of responsiveness of a fiscal variable with respect to a given change in the base variable. For instance, revenue buoyancy at 1.24 implies that revenue receipts tend to increase by 1.24 percentage points, if the GSDP increases by one per cent.

- Revenue buoyancy with reference to GSDP and State own tax buoyancy with respect to GSDP slightly improved during the current year. Ideally growth rate of revenue should be higher than GSDP growth rate so that over time the budget can be better balanced. If the State's own taxes are buoyant, than the Government will be in a better position to plan expenditure and improve welfare of the people.

1.4.2 State's Own Resources

As the State's share in central taxes and grants-in-aid are determined on the basis of recommendations of the Finance Commission, collection of central tax receipts and central assistance for plan schemes etc, the State's performance in mobilization of additional resources should be assessed in terms of its own resources comprising revenue from its own tax and non-tax sources. The gross collection in respect of major taxes and non-tax revenue and their percentage and also expenditure during 2006-11 is presented in *Appendix 1.4. Appendix 1.5 (A) & (B)* also presents the component-wise tax and non-tax revenue for the years 2006-11.

The tax revenue of the State increased from ₹3,483 crore in 2006-07 to ₹5,930 crore in 2010-11 at an annual average rate of 14.05 *per cent*. During the current year, the lion's share of tax revenue was contributed by Sales Tax, Trade etc, (72.83 *per cent*) followed by State Excise (5.45 *per cent*) and Taxes on Vehicles (3.91 *per cent*). Increase in Sales Tax, Trade etc, was mainly on account higher collection of trade taxes of ₹997.57 crore over the previous year. Increases in the collection of State Excise and taxes on vehicles during the current year was mainly on account of rationalization the duty structure and license fees of State Excise and revising the Assam Motor Vehicle Tax Schedule. State's own tax revenue (₹5,930 crore) during the current year was more than the assessment of FC-XIII (₹773 crore) and projections of FYFP (₹793 crore).

The non-tax revenue, which constituted 10 to 14 *per cent* of total revenue receipts during the last five years, decreased by ₹380 crore during the current year recording a decrease of 13.80 *per cent* over the previous year. The decrease was mainly due to non-receipt of debt waiver (₹211 crore) to be granted by the GOI during 2008-09 and 2009-10. During the current year, non-tax revenue was mainly contributed by interest receipts, dividends and profits (₹431 crore), petroleum (₹1,626 crore) and Forestry and Wild life (₹131 crore). Non-tax revenue (₹2,373 crore) was however, more than the assessment of FC-XIII (₹90 crore) but less than the projections of FYFP (₹228 crore).

Central tax transfers increased by ₹2,630 crore from ₹5,339 crore in 2009-10 to ₹7,969 crore in 2010-11 and constituted 34.64 *per cent* of the revenue receipts during the year. Increase in Central tax transfers during the current year was due to higher devolution in the share of net proceeds of sharable taxes recommended by the FC-XIII.

The details of Grants-in-aid from the GOI are given in **Table 1.9**.

Table 1.9: Grants-in-aid from the GOI

	(₹ in crore)				
	2006-07	2007-08	2008-09	2009-10	2010-11
Non-Plan Grants	709	886	1,021	1,593	944
Grants for State Plan Schemes	2,754	2,979	4,191	3,995	4,374
Grants for Central Plan Schemes	188	134	55	40	23
Grants for Centrally Sponsored Schemes	721	722	993	1,032	1,341
Grants for Special Plan Schemes	54	192	205	145	51
Total	4,426	4,913	6,465	6,805	6,733
Percentage of increase over previous year	3.00	11.00	31.62	5.26	(-) 1.06
Percentage of Revenue Receipts	32	32	36	34	29

Grants-in-aid from the GOI decreased by 1.06 *per cent* from ₹6,805 crore in 2009-10 to ₹6,733 crore in 2010-11. Within the plan grants, while grants for Central Plan Schemes and Special Plan Schemes decreased by ₹17 crore (42.50 *per cent*) and ₹94 crore (64.83 *per cent*) respectively, grants for State plan schemes and Centrally Sponsored Schemes increased by ₹379 crore (9.49 *per cent*) and ₹309 crore (29.94 *per cent*) respectively. The major increases under State Plan Schemes were due to huge assistance provided for Rastriya Vikash Yojana (₹137 crore), implementation of Rural Development programme for Backward Regions (₹83 crore) and Grants for development of North Eastern Region (₹95 crore). The major increases under Centrally Sponsored Schemes were due to implementation of Integrated Child Development Schemes (₹164 crore) and Mid-day Meal Scheme (₹188 crore). A part of the increase was however, offset by decrease in implementation of Rural Water Supply Programme (₹92 crore) and Multi Sectoral Development Programme for Minorities (₹50 crore). The Non-Plan grants (₹944 crore) to the State constitute 14 *per cent* of the total grants during the year, of which, 37 *per cent* (₹346 crore) was provided under the proviso to Article 275 (1) of the Constitution. Other components of non-plan grants mainly included (i) grants towards contribution to State Disaster Response Fund (₹237 crore), (ii) grants towards compensation for loss of revenue on account of CST/VAT (₹229 crore), and (iii) grants towards Modernization of Police Force (₹43 crore).

1.4.3 Cost recovery in supply of merit goods and services

The current levels of cost recovery (non-tax revenue receipts as a percentage of non-plan revenue expenditure) in supply of merit goods and services by Government were negligible, as depicted in **Table 1.10**.

Table 1.10: Cost recovery: 2010-11

(₹ in lakh)

	Non-tax revenue receipts	Non-plan revenue expenditure	Cost Recovery (per cent)
Elementary Education	138	2,73,602	0.05
Medical and Public Health	842	1,07,535	0.78
Water Supply & Sanitation	97	31,080	0.31
Roads & Bridges	2,262	64,571	3.50
Minor Irrigation	42	26,575	0.16

As can be seen from above table, while the cost recovery for Roads and Bridges during 2010-11 was 3.50 per cent, for Elementary Education, Medical and Public Health, Water Supply & Sanitation and Minor Irrigation the percentages were 0.05, 0.78, 0.31 and 0.16 respectively. While cost recovery from social services like education and health are expected to be lower than that of economic services, it is a matter of concern that compared to 2006-07⁷, cost recovery has fallen in all categories except Water Supply and Sanitation in 2010-11. Incremental raising of user charges will facilitate sustainable provision of these services over a period of time.

1.4.4 Evasion of taxes

During 2010-11, evasion of tax (including interest) amounting to ₹6.90 crore due to concealment of turnover (₹49.52 crore) in three cases were reported by the Government. Thus, the State had suffered a revenue loss of ₹6.90 crore.

1.4.5 Write off / waivers of revenue

During the year 2010-11, demands for ₹3.49 lakh in six cases relating to Assam General Sales Tax (AGST) were written off by the Finance (Taxation) Department/ Government as irrecoverable due to the reasons indicated in **Table 1.11**.

Table 1.11: Reasons for write off/waiver of revenue

(₹ in lakh)

Reasons	No. of cases		Amount	
	AGST/VAT	CST	AGST/VAT	CST
Whereabouts of defaulters not known	2	-	0.77	-
Defaulters are no longer alive	4	-	2.72	-
Total	6	-	3.49	-

Source: Commissioner of Taxes, Assam

1.4.6 Revenue arrears

The arrears of revenue as on 31 March 2011 in respect of some principal heads of revenue as furnished by the Departments amounted to ₹2,597 crore of which ₹712.70 crore was outstanding for more than five years as mentioned in **Table 1.12**.

⁷ Elementary Education: 3.36 per cent; Medical and Public Health: 1.19 per cent; Water Supply & Sanitation: 0.30 per cent; Roads & Bridges: 10.16 per cent and Minor Irrigation: 0.19 per cent.

Table 1.12: Arrears of revenue

(₹ in crore)

Sl No.	Heads of revenue	Amount outstanding as on 31 March 2011	Amount outstanding for more than five years as on 31 March 2011	Remarks
1	Sales Tax/VAT	2,470.82	686.48	Tax dues could not be realized due to stay orders of Hon'ble High Court & Supreme Court
2	Land Revenue	124.71	24.94	Due to non-partition of joint pattas and non-payment by the land owners affected by flood and erosion.
3	Geology & Mining	1.47	1.28	Due to non-payment of royalty on limestone by NECEM Ltd. and Vinay Cements Ltd. and non—payment of revised royalty on coal by AMDC Ltd.
Total		2,597.00	712.70	

1.5 Application of Resources

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

1.5.1 Growth and composition of expenditure

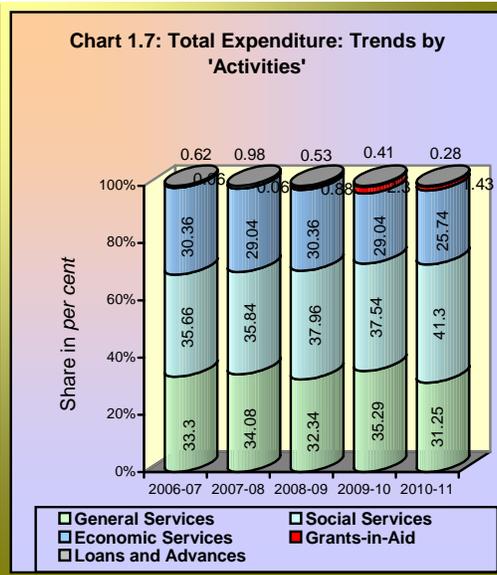
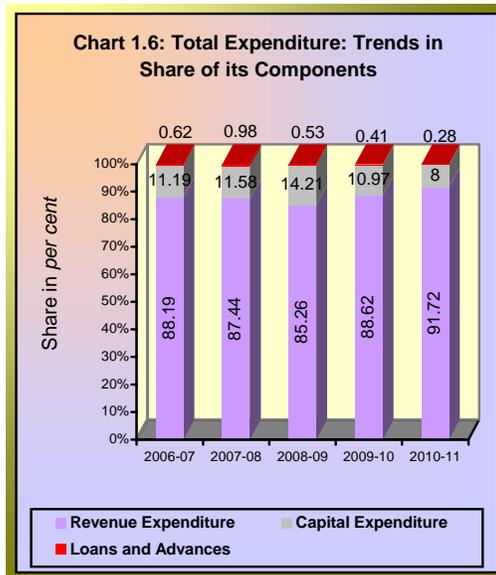
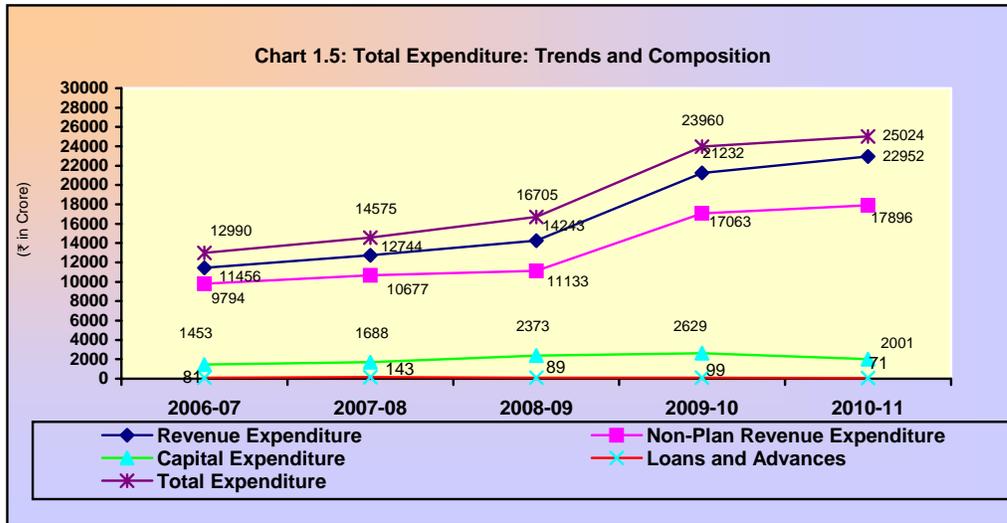
The total expenditure and its compositions during the years 2006-07 to 2010-11 are presented in the **Table 1.13**.

Table 1.13: Total expenditure and its compositions

(₹ in crore)

	2006-07	2007-08	2008-09	2009-10	2010-11
Total Expenditure	12,990	14,575	16,705	23,960	25,024
Revenue Expenditure	11,456	12,744	14,243	21,232	22,952
<i>Of which, Non-plan Revenue Expenditure</i>	9,794	10,677	11,133	17,063	17,896
Capital Expenditure	1,453	1,688	2,373	2,629	2,001
Loans and Advances	81	143	89	99	71

Chart 1.5 presents the trends in total expenditure over a period of five years (2006-11) and its composition both in terms of 'economic classification' and 'expenditure by activities' is depicted in **Chart 1.6** and **Chart 1.7** respectively.



The total expenditure of the State increased from ₹12,990 crore in 2006-07 to ₹25,024 crore in 2010-11 at an annual average rate of 18.53 per cent and increased by 4.44 per cent from ₹23,960 crore in 2009-10 to ₹25,024 crore in 2010-11. The total expenditure, its annual growth rate, the ratio of expenditure to the State GSDP and to revenue receipts and its buoyancy with respect to GSDP and revenue receipts are indicated in **Table 1.14**.

Table 1.14: Total expenditure – basic parameters

	2006-07	2007-08	2008-09	2009-10	2010-11
Total Expenditure (TE) (₹ in crore)	12,990	14,575	16,705	23,960	25,024
Rate of growth (per cent)	10.77	12.20	14.61	43.43	4.44
TE/GSDP ratio (per cent)	20.08	20.51	20.57	25.91	24.01
RR/TE ratio (per cent)	105.21	105.15	108.21	82.99	91.93
Buoyancy of Total Expenditure with reference to:					
GSDP (ratio)	1.20	1.24	1.02	3.14	0.35
RR (ratio)	0.80	1.01	0.81	4.34	0.28

The increase of ₹1,064 crore (4.44 *per cent*) in total expenditure in 2010-11 was mainly on account of an increase of ₹1,720 crore in revenue expenditure which was, however, offset by decrease in Capital expenditure by ₹628 crore and disbursement of loans and advances by ₹28 crore.

The increase in revenue expenditure was mainly on:

- General Education (₹1,858 crore) of which major increase of expenditure of ₹908 crore was under Elementary Education due to increase in expenditure against (i) Mid-day Meal Scheme (Cooking cost) and Management, Monitoring and Evaluation (MME) (ii) Government teachers serving in Non-Government Middle Schools and (iii) Financial assistance to Venture Lower Primary/Upper Primary Schools.
- Roads and Bridges (₹199 crore) of which major increase of expenditure of ₹88 crore was under Direction and Administration due to increase in expenditure under (i) Maintenance and Repairs (ii) Public Workshop establishment and fresh expenditure against periodic repairs of PWD roads through Assam State Road Board (ASRB) including urban and rural roads and Inter-State connectivity of economic importance.
- Special Programmes for Rural Development (₹188 crore). The major increase of expenditure of ₹188 crore was under Integrated Rural Development Programme mainly on account of increase in expenditure towards financial assistance to BPL families and erosion affected families and cash assistance to marginal entrepreneurs and Self-Help Groups.
- Village and Small Industries (₹130 crore) of which major increase of expenditure of ₹94 crore was on Handloom & Textile due to implementation of Integrated Handloom Village Development schemes followed by increase in expenditure under Sericulture (₹23 crore) due to increase in expenditure in Sericulture farm.
- Food Storage and Warehousing (₹116 crore) of which major increase of expenditure of ₹117 crore was due to implementation of Chief Minister's Special Programme etc., which was however, offset by decrease in expenditure under assistance to Co-operatives (₹one crore).
- **The decrease in Capital expenditure** during 2010-11 was mainly due to decrease in expenditure on Capital outlay on Urban Development by ₹173 crore (86.93 *per cent*) and decrease in expenditure on Capital outlay on Major and Medium Irrigation projects by ₹78 crore (82.98 *per cent*). The decrease in expenditure under Urban Development was mainly due to decrease in expenditure against construction of Secretariat Building and construction of new Assembly House and decrease in expenditure under Irrigation projects was

due to less expenditure under (i) Dhansiri irrigation project (ii) Champamati irrigation project & (iii) Buridihing irrigation project.

The decrease in disbursement of loans and advances during 2010-11 was mainly due to decrease in loans for Urban Development (₹20 crore) and loans for Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes (₹0.58 crore) and loans to Government Servants (₹2.14 crore).

The pattern in total expenditure in the form of plan and non-plan expenditure during 2010-11 reveal that non-plan expenditure contributed dominant share of 72 *per cent* while the plan expenditure was 28 *per cent*. Moreover, of the increase of ₹1,064 crore in total expenditure, plan expenditure shared 23 *per cent* (₹242 crore) while non-plan expenditure contributed 77 *per cent* (₹822 crore) in 2010-11.

The increase in ratio of revenue receipts to total expenditure from 82.99 *per cent* in 2009-10 to 91.93 *per cent* in 2010-11 is to be viewed in the light of the unprecedented increase of ₹2,630 crore in State's share in Union taxes and duties during 2010-11 over 2009-10. The buoyancy of total expenditure with reference to GSDP decreased to 0.35 during 2010-11 due to decrease in the rate of growth of total expenditure as compared to the rate of growth of GSDP. Similarly, the buoyancy ratio of total expenditure to revenue receipts decreased to 0.28 in 2010-11 indicating increase in receipt at a pace greater than the expenditure.

1.5.2 Trends in total expenditure in terms of activities

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

Table 1.15: Components of expenditure – relative shares

	(in per cent)				
	2006-07	2007-08	2008-09	2009-10	2010-11
General Services	33.30	34.08	32.34	35.29	31.25
Of which, Interest Payments	11.67	10.37	9.54	7.65	7.64
Social Services	35.66	35.84	37.96	37.54	41.30
Economic Services	30.36	29.04	28.29	24.46	25.74
Grants-in-aid	0.06	0.06	0.88	2.30	1.43
Loans and Advances	0.62	0.98	0.53	0.41	0.28

The movement of the relative shares of the above components of expenditure indicated that the shares of social services and economic services in the total expenditure increased during 2010-11 over the previous year. These increases were set off by decrease in the respective shares of general services, grants-in-aid and loans and advances.

The expenditure on general services and interest payments, which are considered as non-developmental, together contributed 31.25 *per cent* in 2010-11 as against 35.29 *per cent* in 2009-10. On the other hand, development expenditure *i.e.*, expenditure on social and economic services together accounted for 67.04 *per cent* in 2010-11 as against 62 *per cent* in 2009-10. This indicates that there was increase in development expenditure and decrease in non-development expenditure in comparison to previous year.

1.5.3 Revenue Expenditure

Revenue expenditure had predominant share in total expenditure. Revenue expenditure is incurred to maintain the current level of services and payment for the past obligation and as such does not result in any addition to the State's infrastructure and service network. Revenue expenditure had the predominant share of more than 85 *per cent* in the total expenditure during the period 2006-11. The overall revenue expenditure, its rate of growth, the ratio of revenue expenditure (non-plan) to GSDP, total expenditure and to revenue receipts and its buoyancy is indicated in **Table 1.16**.

Table 1.16: Revenue expenditure – basic parameters

	(₹ in crore)				
	2006-07	2007-08	2008-09	2009-10	2010-11
Revenue Expenditure (RE), of which	11,456	12,744	14,243	21,232	22,952
Non-Plan Revenue Expenditure (NPRE)	9,794	10,677	11,133	17,063	17,896
Plan Revenue Expenditure (PRE)	1,662	2,067	3,110	4,169	5,056
Rate of Growth of					
RE (<i>per cent</i>)	8.73	11.24	11.76	49.07	8.10
NPRE (<i>per cent</i>)	16.50	9.02	4.27	53.27	4.88
(PRE) (<i>per cent</i>)	(-) 21.94	24.37	50.46	34.05	21.28
Revenue Expenditure as percentage to TE	88.19	87.44	85.26	88.61	91.72
NPRE/GSDP (<i>per cent</i>)	15.14	15.02	13.71	18.45	17.17
NPRE as percentage of TE	75.40	73.26	66.64	71.21	71.52
NPRE as percentage of RR	71.66	69.67	61.59	85.81	77.79
Buoyancy of Revenue Expenditure with					
GSDP (ratio)	0.98	1.14	0.82	3.54	0.64
Revenue Receipts (ratio)	0.65	0.93	0.65	4.91	0.52

The overall revenue expenditure of the State increased by 100.35 *per cent* from ₹11,456 crore in 2006-07 to ₹22,952 crore in 2010-11 at an annual average rate of 20.07 *per cent* and increased from ₹21,232 crore in 2009-10 to ₹22,952 crore in 2010-11.

The NPRE constituted a dominant share of more than 77 *per cent* in the revenue expenditure and has increased by ₹833 crore over the previous year. The increase in NPRE during the current year was mainly due to increase in expenditure in

Superannuation and retirement allowances (₹395 crore) and Gratuities (₹134 crore) under Pensions and Other Retirement Benefits, Government primary schools (₹420 crore) under Elementary Education, assistance to Non-Government Secondary Schools (₹463 crore) under Secondary Education, Crop husbandry (₹52 crore), Cattle and Buffalo Development (₹41 crore), Poultry Development (₹34 crore) under Animal Husbandry, other expenditure (₹120 crore) under Food Storage and Warehousing, Minor Irrigation (₹77 crore) under Irrigation and Flood Control and Roads and Bridges (₹188 crore) under Transport. The increase in NPRE during 2010-11 was however, partly offset by decrease in expenditure on Other Miscellaneous compensation and assignments (₹192 crore) under Compensation & Assignment to Local bodies & Panchayati Raj Institutions, decrease in expenditure under Administrative Services (₹194 crore) and expenditure under Social Welfare and Nutrition (₹615 crore).

The PRE increased by ₹887 crore from ₹4,169 crore in 2009-10 to ₹5,056 crore in 2010-11 mainly due to increase in expenditure in Education, Sports, Art & Culture (₹832 crore), Social Welfare & Nutrition (₹192 crore) and Industry & Minerals (₹88 crore) partly offset by decrease in expenditure under Health and Family Welfare (₹89 crore) and Water Supply, Sanitation, Housing and Urban Development (₹29 crore).

The buoyancy of revenue expenditure with reference to both GSDP and revenue receipts fluctuated widely. The decrease in buoyancy ratio of revenue expenditure to GSDP and to revenue receipts during 2010-11 over previous year indicates increase in total income of the State at a pace faster than revenue expenditure.

Table 1.17 provides the comparative position of Non-Plan Revenue Expenditure (NPRE) with reference to assessment made by FC-XIII and State Government in its budget during 2011.

Table 1.17: Comparative position of Non-Plan Revenue Expenditure vis-a-vis assessment made by FC-XIII and projections of the State Government in its budget

Year	Assessment made by the FC-XIII	(₹ in crore)	
		Assessment made by the State Government in Budget	Actual
2010-11	14,589	23,098	17,896

The NPRE remained significantly higher than the normative assessments made by FC-XIII while it was lower than the projections of the State Government in its Budget during 2010-11.

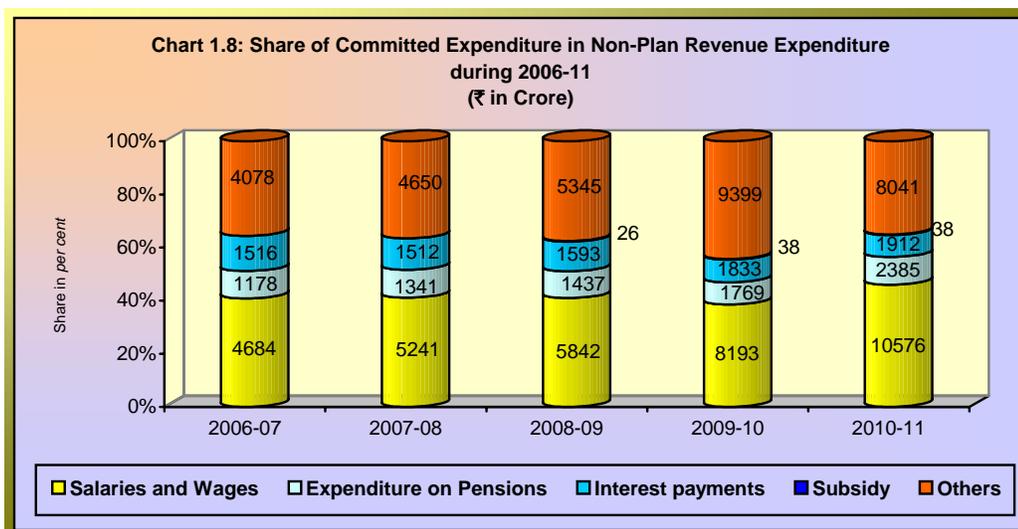
1.5.4 Committed Expenditure

The committed expenditure of the State Government on revenue account mainly consists of interest payments, expenditure on salaries and wages, pensions and subsidies. **Table 1.18** and **Chart 1.8** present the trends in the expenditure on these components during 2006-11.

Table-1.18: Components of Committed Expenditure

(₹ in crore)					
Components of Committed Expenditure	2006-07	2007-08	2008-09	2009-10	2010-11
Salaries & Wages, Of which	4,684 (34.27)	5,241 (34.20)	5,842 (32.32)	8,193 (41.20)	10,576 (45.97)
Non-Plan Head	4,484	5,068	5,584	7,866	10,131
Plan Head*	200	173	258	327	445
Expenditure on Pensions	1,178 (8.62)	1,341 (8.75)	1,437 (7.95)	1,769 (8.90)	2,385 (10.37)
Interest Payments	1,516 (11.09)	1,512 (9.87)	1,593 (8.81)	1,833 (9.22)	1,912 (8.31)
Subsidy	NA	NA	26 (0.14)	38 (0.19)	38 (0.17)
Other Components, i.e. other than committed expenditure	4,078 (29.84)	4,650 (30.34)	5,345 (29.57)	9,399 (47.27)	8,041 (34.95)
Total	11,456 (83.82)	12,744 (83.16)	14,243 (78.79)	21,232 (106.78)	22,952 (99.77)

Figures in the parentheses indicate percentage to Revenue Receipts
 * Plan Head includes the salaries paid under Centrally Sponsored Schemes
 NA: Not available
 Source: Finance Accounts and information furnished by PAG (A&E), Assam.



(A) Salary and Wage expenditure

Salaries and wages alone accounted for more than 45 per cent of revenue receipts of the State during the year. It increased by more than 29 per cent from ₹8,193 crore in 2009-10 to ₹10,576 crore in 2010-11. Salary expenditure under Non-plan head during 2010-11 increased by ₹2,265 crore (28.79 per cent) over the previous year whereas the salary expenditure on plan head increased by ₹118 crore (36.09 per cent) over the previous year. Non-plan salary expenditure ranged between 95.73 and 96.70 per cent of total expenditure on salaries during 2006-11. Although expenditure on salaries during 2010-11 was less by ₹3,169 crore (23.06 per cent) than assessed (₹13,745 crore) by the State Government in its budget and also less by ₹462 crore (4.19 per cent) against the projection of ₹11,038 crore in FYFP but it was more by 56 per cent (₹3,792 crore) than the assessment made by the FC-XIII. Increase of ₹2,383 crore in salary expenditure was mainly due implementation of State Pay Commission by the State Government during 2009-10.

(B) Interest Payments

Interest payments increased by 4.31 per cent from ₹1,833 crore in 2009-10 to ₹1,912 crore in 2010-11. The interest payment on internal debt (₹1,420 crore), loans and advances from Central Government (₹144 crore) and Small Savings, Provident Fund etc. (₹348 crore).

The interest payments with reference to assessment made by the FC-XIII and the projections of the State Government in its budget and FYFP (Table 1.19) indicates that the State Government was successful in restricting the interest payment within the assessments of FC-XIII and State projections during 2010-11.

Table-1.19: Interest Payments vis-à-vis Thirteenth Finance Commission assessment and State Projections

Year	Assessment made by the Thirteenth Finance Commission	Assessment made by the State Government in		Actual
		Budget	FYFP	
2010-11	2,242	2,407	2,319	1,912

The major sources of borrowings of the State Government were (i) Loans from the Centre, (ii) Market loans, (iii) Loans from the Banks and Financial Institutions, (iv) Loans from Small Savings and Provident Funds and (v) Loans from National Small Savings Fund of Central Government.

During 2010-11, the State Government raised open market loans of ₹300 crore at an average interest rate of 8.48 per cent. Government also borrowed ₹1,230 crore from National Small Savings Fund and other institutions and ₹16 crore from Government of India.

(C) Pension Payments

Pension payments grew at an annual average rate of 20 *per cent* from ₹1,178 crore in 2006-07 to ₹2,385 crore in 2010-11. Pension payments alone accounted for more than 10 *per cent* of revenue receipts of the State during the year and increased by ₹616 crore (34.82 *per cent*) over the previous year. Increase of ₹616 crore in pension payments during 2010-11 over the previous year was mainly due to increase in expenditure under Superannuation and Retirement Allowances (₹395 crore), Gratuity (₹134 crore) and Leave Encashment Benefits (₹87 crore). The State Government had introduced 'The New Defined Contribution Pension Scheme', that would be applicable to all new entrants joining State Government Services on regular basis against vacant sanctioned post(s) on or after 1 February 2005 in order to limit future pension liabilities. The New Pension Schemes was however, implemented provisionally in the State with effect from January 2010.

The **Table 1.20** below shows the actual pension payments with reference to assessment made by the FC-XIII and projections of the State Government.

Table-1.20: Actual Pension Payments vis-à-vis FC-XIII assessment and State Projections

Year	Assessment made by the FC-XIII	Assessment made by the State Government in		Actual
		Budget	FYFP	
		2010-11	1,969	

Pension payments was ₹416 crore (21 *per cent*) more than the assessments of FC-XIII and ₹13 crore (0.55 *per cent*) more than the projections made by the State Government in its FYFP during 2010-11 while it was ₹137 crore (5.43 *per cent*) less than the projections made in its budget. The effect of implementation of State Pay Commission had impacted the pension liabilities of the Government as evident from the table above. However, the large gap of pension payments with reference to assessments of the FC-XIII further emphasized the need of working out the pension liabilities on actuarial basis.

(D) Subsidies

Table 1.18 indicates that subsidies as a percentage of revenue receipts decreased from 0.19 *per cent* in 2009-10 to 0.17 *per cent* in 2010-11. However, in absolute terms expenditure on payment of subsidies remained constant at ₹38 crore during 2009-10 and 2010-11. During the current year the Departments, which received subsidy, include Co-operation (5 *per cent*), Industries and Commerce (37 *per cent*) and Welfare of Plain Tribes and Other Backward Classes (58 *per cent*). The State Government had not made any projections of subsidy in its FYFP during 2010-11.

1.5.5 Financial Assistance by State Government to boards and other institutions

The quantum of assistance provided by way of grants and loans to boards and others during the current year relative to the previous years is presented in **Table 1.21**.

Table 1.21: Financial Assistance to boards and other institutions

Financial Assistance to Institutions	2006-07	2007-08	2008-09	2009-10	2010-11	
					BE	Actual
Municipal Corporations/Urban Sewerage Board	17.66	24.47	9.25	105.41	14.05	56.74
Co-operative Societies and Co-operative Institutions	0.04	1.64	0.10	0.34	1.10	1.00
Universities and Educational Institutions	892.58	822.57	829.40	955.46	1530.62	1539.47
Assam State Electricity Board (ASEB)	70.53	102.36	3.10	42.24	50.21	50.21
Assam State Housing Board (ASHB)	1.34	1.34	0.08	1.64	0.40	0.40
Assam Khadi & Village Industries Board	6.80	11.25	5.90	11.87	9.75	12.18
Urban Development Authority	27.79	0.12	10.10	13.28	23.77	8.37
Other Institutions	61.44	109.22	191.49	281.52	339.64	354.45
Autonomous Councils	167.75	83.86	92.54	102.09	319.70	127.58
Total	1,245.93	1,150.83	1,141.96	1,513.85	2289.24	2150.40
Assistance as percentage of RE	10.88	9.03	8.02	7.13	7.07	9.37

The total assistance at the end of the year 2010-11 had increased by 72.59 per cent over the level of 2006-07. The assistance to boards and other institutions as a percentage of total revenue expenditure had decreased from 10.88 per cent in 2006-07 to 9.37 per cent in 2010-11. Financial assistance to universities and educational institutions alone constituted more than 71 per cent of the total assistance of the State Government during 2010-11.

1.6 Quality of Expenditure

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

1.6.1 Efficiency of Expenditure Use

In view of the importance of public expenditure on development heads from the point of view of social and economic development, it is important for the State Governments to take appropriate expenditure rationalization measures and lay

emphasis on provision of core public and merit goods⁸. Apart from improving the allocation towards development expenditure⁹, particularly in view of the fiscal space being created on account of decline in debt servicing in recent years, the efficiency of expenditure use is also reflected by the ratio of capital expenditure to total expenditure (and/or GSDP) and proportion of revenue expenditure being spent on operation and maintenance of the existing social and economic services. The higher the ratio of these components to total expenditure (and/or GSDP), the better would be the quality of expenditure. While **Table 1.22** presents the trends in development expenditure relative to the aggregate expenditure of the State during the current year *vis-à-vis* budgeted and the previous years, **Table 1.23** provides the details of capital expenditure and the components of revenue expenditure incurred on the maintenance of the selected social and economic services.

Table-1.22: Development Expenditure

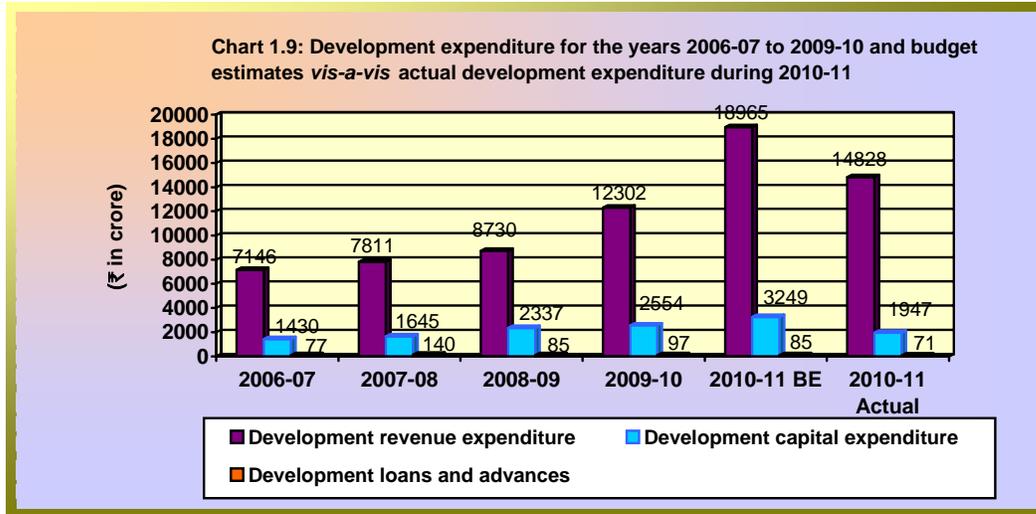
Components of Development Expenditure	2006-07	2007-08	2008-09	2009-10	2010-11	
					BE	Actual
Development Expenditure (a to c)	8,653 (67)	9,596 (66)	11,152 (67)	14,953 (62)	22,299 (61)	16,846 (67)
a. Development Revenue Expenditure	7,146 (55)	7,811 (54)	8,730 (52)	12,302 (51)	18,965 (52)	14,828 (59)
b. Development Capital Expenditure	1,430 (11)	1,645 (11)	2,337 (14)	2,554 (11)	3,249 (9)	1,947 (8)
c. Development Loans and Advances	77 (-)	140 (1)	85 (-)	97 (-)	85 (-)	71 (-)

Figures in parentheses indicate percentage to aggregate expenditure

The share of development expenditure to aggregate expenditure exhibited relative stability during the period 2006-11 and increased by ₹1,893 crore (12.66 *per cent*) over the previous year. During the current year, though the State Government earmarked 61 *per cent* of the estimated aggregate expenditure for development expenditure, this assessment was exceeded by 6 *per cent* at the end of the year. The relative share of development expenditure to total expenditure during 2006-11 is presented in **Chart 1.9**.

⁸ *Core public goods* are which all citizens enjoy in common in the sense that each individual's consumption of such a good leads to no subtractions from any other individual's consumption of that good, e.g. enforcement of law and order, security and protection of our rights; pollution free air and other environmental goods and road infrastructure etc. *Merit goods* are commodities that the public sector provides free or at subsidized rates because an individual or society should have them on the basis of some concept of need, rather than ability and willingness to pay the Government and therefore wishes to encourage their consumption. Examples of such goods include the provision of free or subsidized food for the poor to support nutrition, delivery of health services to improve quality of life and reduce morbidity, providing basic education to all, drinking water and sanitation etc.

⁹The analysis of expenditure data is disaggregated into development and non-development expenditure. All expenditure relating to Revenue Account, Capital Outlay and Loans and Advances is categorized into social services, economic services and general services. Broadly, the social and economic services constitute development expenditure, while expenditure on general services is treated as non-development expenditure.



The development revenue expenditure increased by ₹2,526 crore from ₹12,302 crore in 2009-10 to ₹14,828 crore in 2010-11. The increase under social services was ₹1,616 crore while increase under economic services was ₹910 crore. The actual development revenue expenditure was less than the State's projection in budget by ₹4,137 crore.

The development capital expenditure decreased by ₹607 crore from ₹2,554 crore in 2009-10 to ₹1,947 crore in 2010-11. The decrease of ₹607 crore in development capital expenditure was due to decrease in expenditure under social services by ₹276 crore and economic services by ₹331 crore.

The development loans and advances decreased by ₹26 crore from ₹97 crore in 2009-10 to ₹71 crore in 2010-11. The actual development loans and advances was also less than the State's projection in budget by ₹14 crore.

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

(in per cent)

Social/ Economic Infrastructure	2009-10			2010-11		
	Ratio of CE to TE [®]	In RE, the share of		Ratio of CE to TE	In RE, the share of	
1	2	S & W	O & M [¥]	5	S & W	O & M [¥]
3	4	6	7			
Social Services (SS)						
Education, Sports, Art and Culture	0.03	15.27	0.29	--	21.35	0.85
Health and Family Welfare	0.30	2.11	2.11	0.36	3.44	0.75
Water Supply, Sanitation & Housing & Urban Development	43.24	0.97	1.10	19.92	1.25	3.23
Other Social Services	0.15	1.15	0.03	--	1.31	0.36
Total (SS)	5.03	19.50	3.53	1.70	27.35	5.19
Economic Services (ES)						
Agriculture & Allied	0.68	1.72	1.85	0.12	2.19	1.27

Activities						
Irrigation and Flood Control	69.05	0.71	0.34	59.22	2.02	0.44
Special Areas Programmes	58.00	0.01	0.01	62.99	0.01	-
Transport	55.46	1.51	4.32	40.99	1.97	7.87
Other Economic Services	14.72	1.14	0.59	12.74	2.99	5.52
Total (ES)	35.86	5.09	7.11	27.50	9.18	15.10
Total (SS+ES)	17.19	24.59	10.64	11.61	36.53	20.29
TE: Total expenditure; CE: Capital Expenditure; RE: Revenue Expenditure; S&W: Salaries and Wages; O&M: Operation & Maintenance @ Total revenue and capital expenditure of the services concerned ¥ Appendix XII of Finance Accounts						

The trends presented in **Table 1.23** reveal that development capital expenditure as a percentage of total expenditure decreased from 17.19 *per cent* in 2009-10 to 11.61 *per cent* in 2010-11. Whereas the share of salary and wages as well as operations and maintenance in revenue expenditure increased from 24.59 *per cent* and 10.64 *per cent* in 2009-10 to 36.53 *per cent* and 20.29 *per cent* in 2010-11 respectively.

The percentage of capital expenditure on social services to total expenditure decreased from 5.03 *per cent* in 2009-10 to 1.70 *per cent* in 2010-11 and percentage of capital expenditure on economic services to total expenditure also decreased from 35.86 *per cent* in 2009-10 to 27.50 *per cent* in 2010-11. The decrease was mainly seen under water supply, sanitation, housing and urban development under social services and irrigation and flood control & Transport under economic services.

The share of salary and wages in revenue expenditure on social services increased from 19.50 *per cent* in 2009-10 to 27.35 *per cent* in 2010-11 and the share of salary and wages in revenue expenditure on economic services also increased from 5.09 *per cent* in 2009-10 to 9.18 *per cent* in 2010-11. The increase was mainly seen under education, sports, art and culture under social services and agriculture and allied activities and irrigation and flood control under economic services.

The share of operations and maintenance in revenue expenditure on social services increased from 3.53 *per cent* in 2009-10 to 5.19 *per cent* in 2010-11 while the share of operations and maintenance in revenue expenditure on economic services increased from 7.11 *per cent* in 2009-10 to 15.10 *per cent* in 2010-11. The increase was mainly seen under water supply, sanitation, housing and urban development under social services while the increase was seen under transport under economic services.

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

Results of performance review indicating the outlay-outcome relationship are *inter-alia* included in the **Performance Audit of Elementary Education**. The effectiveness of the expenditure as brought out in the review taken up during 2010-11 covering the period from 2006-11 is summarized below:

- Due to system deficiency in cash management and poor internal control on the part of the Sarva Siksha Abhiyan Mission, fund amounting to ₹1.40 crore had been fraudulently transferred to an individual bank account based on fake authorization letter.
- Schematic and other funds to the extent of ₹312.14 crore were lying unspent/undisbursed with Director of Elementary Education as well as seven selected districts in the form of DCRs/Bank Drafts/Banker Cheque and in the current accounts of the DDOs for periods ranging from three months to more than thirty three years resulting in resource gap in providing necessary interventions.
- Facilities in Kitchen-cum-Store room were compromised due to their construction in violation of approved Plan and Estimate which also led to overpayment of ₹34.78 crore to contractors.

Appendix-1.6 depicts the progress achieved during 2010-11 as compared to 2009-10 in various sectors. It would be seen that percentage of literacy has significantly increased from 63.25 *per cent* in 2009-10 to 73.18 *per cent* in 2010-11. Except establishment of a new medical college, no new institutions were opened in Health sector. Enrollment of students in schools was increased considerably in lower primary and upper primary level during 2010-11 compared to previous year. In power sector, consumption of power has increased substantially but the generation had not increased to that extent, rather it was reduced during the current year. The increase in consumption was met from purchase of power from outside the State.

1.7 Financial Analysis of Government Expenditure and Investments

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

1.7.1 Incomplete projects

The department-wise information pertaining to incomplete projects as on 31 March 2011 is given in **Table 1.24**.

Table 1.24: Department-wise profile of Incomplete Projects

(₹ in crore)

Department	No. of Incomplete Projects	Initial Budgeted Cost	Revised Total Cost of Projects	Cost Overrun [§]	Cumulative actual expenditure (March 2011)
Public Works (Roads)	115	836.47	41.13*	0.60	360.62
Public Works (Buildings)	14	209.02	-	-	116.61
Public Health Engineering	8	19.37	-	-	9.27
Irrigation	50	142.91	4.46**	1.86	69.58
Total	187	1,207.77	45.59	2.46	556.08

* Pertaining to one incomplete project (initial budget cost: ₹40.53 crore; revised cost: ₹41.13 crore).
 ** Pertaining to one incomplete project (initial budget cost: ₹2.60 crore; revised cost: ₹4.46 crore)

Source: Finance Accounts 2010-11

According to Appendix-X of Finance Accounts of 2010-11, as of 31 March 2011, there were 187 incomplete projects (total cost more than ₹one crore of each project) in which ₹556.08 crore were blocked. Of these, 171 projects involving ₹525.33 crore remained incomplete for less than five years and seven projects involving an amount of ₹23.02 crore remained incomplete for periods ranging from five to 10 years and two projects involving ₹1.64 crore beyond 10 years. Details in respect of seven projects involving ₹6.09 crore were not available. The revised cost of two incomplete projects increased by 5.70 per cent from ₹43.13 crore (initial budgeted cost) to ₹45.59 crore (total revised cost). Out of total cost overrun of ₹2.46 crore, ₹1.86 crore pertained to Irrigation Projects, which was 71.54 per cent of initial budgeted cost. Due to delay in completion of the projects, the intended benefits from these projects did not reach the beneficiaries in the State. The reasons for delay and cost/time overrun were however, not stated.

1.7.2 Investment and returns

As of 31 March 2011, Government had invested ₹2,166 crore in Statutory Corporations, Rural Banks, Joint Stock Companies, Co-operatives and Government Companies (Table 1.25). The average return on this investment was 0.89 per cent during 2006-2011 while the Government paid an average interest rate of 6.58 per cent on its borrowings during 2006-2011.

Table-1.25: Return on Investment

(₹ in crore)

Investment/Return/Cost of Borrowings at the end of the year		2006-07	2007-08	2008-09	2009-10	2010-11
(a)	Statutory Corporations (No. of concerns)	1,679.45 (4)	1,683.45 (4)	1,824.60 (4)	1,858.20 (4)	1,874.10 (4)
(b)	Rural Banks (No. of concerns)	8.40 (1)	8.40 (1)	8.40 (1)	10.54 (1)	11.16 (1)
(c)	Joint Stock Companies (No. of concerns)	77.59 (15)	77.59 (15)	18.04 (15)	18.04 (15)	18.04 (15)

(d)	Co-operatives (No. of concerns)	86.23 (17)	86.89 (17)	92.65 (18)	100.16 (18)	104.04 (18)
(e)	Government Companies (No. of concerns)	132.79 (24)	132.99 (24)	135.43 (24)	158.48 (24)	158.48 (24)
Total Investment		1,984.46	1,989.32	2,079.12	2,145.42	2,165.82
Return (₹ in crore)		18.54	24.00	19.45	14.92	14.98
Return (per cent)		0.93	1.21	0.94	0.70	0.69
Average rate of interest on Government borrowing (per cent)		7.66	7.14	6.76	6.83	6.58
Difference between interest rate and return (per cent)		6.73	5.93	5.82	6.13	5.89

During the last five years, *i.e.* 2006-11, the State Government's investments have increased by ₹181.36 crore. During the current year, Government has invested ₹15.90 crore in Statutory Corporations, ₹0.62 crore in Rural Banks, and ₹3.88 crore in Cooperative Societies. The increase in investments of ₹15.90 crore in Statutory Corporations during 2010-11 was attributable to increased capital contribution to Assam Financial Corporation (₹four crore) and Assam State Transport Corporation (₹11.90 crore) as compared to previous year.

All the four Statutory Corporations were incurring losses and their accumulated losses amounted to ₹669.02 crore (Accumulated loss of Assam Financial Corporation as on 31-03-2010: ₹1.53 crore, Assam State Ware-housing Corporation as on 31-03-2006: ₹8.13 crore, Assam State Transport Corporation (ASTC) as on 31-03-2008: ₹525.53 crore and accumulated loss of Assam State Electricity Board (ASEB) as on 31-03-2008: ₹133.84 crore). Similarly, 21 Government Companies in the State were also incurring losses and their accumulated losses amounted to ₹320.08 crore. The major loss sustaining organizations are Assam State Transport Corporation (Investment: ₹455.43 crore; loss ₹525.53 crore), Assam Industrial Development Corporation Ltd. (Investment: ₹29.71 crore; loss ₹128.07 crore), Assam Agro Industries Development Corporation Ltd. (Investment: ₹22.08 crore; loss ₹28.04 crore), Assam Tea Corporation Ltd. (Investment: ₹8.07 crore; loss ₹55.10 crore) and Assam Mineral Development Corporation Ltd. (Investment: ₹4.63 crore; loss ₹5.91 crore). The Government stated (August 2011) that preparation of disinvestments policies of the State Government Public Sector Undertakings (PSU's) is under process so as to wipe out their losses.

1.7.3 Loans and advances by State Government

In addition to investments in Co-operative societies, Corporations and Companies, Government has also been providing loans and advances to many of these institutions/organizations. **Table 1.26** presents the outstanding loans and advances as on 31 March 2011, interest receipts *vis-à-vis* interest payments during the last five years.

Table-1.26: Average Interest received on Loans Advanced by the State Government

(₹ in crore)

Quantum of Loans/ Interest Receipts/ Cost of Borrowings	2006-07	2007-08	2008-09	2009-10	2010-11
Opening Balance	2,675	2,721	2,824	2,878	2,944
Amount advanced during the year	81	143	89	99	71
Amount repaid during the year	35	40	35	33	28
Closing Balance	2,721	2,824	2,878	2,944	2,987
<i>Of which</i> Outstanding balance for which terms and conditions have been settled	-	-	-	-	-
Net addition	46	103	54	66	43
Interest Receipts	8	8	81	12	8
Interest receipts as <i>per cent</i> to outstanding Loans and advances	0.29	0.28	2.81	0.41	0.27
Interest payments as <i>per cent</i> to outstanding fiscal liabilities of the State Government.	7.66	7.14	6.76	6.83	6.58
Difference between interest payments and interest receipts (<i>per cent</i>)	7.37	6.86	3.95	6.42	6.31

The total amount of outstanding loans and advances as on 31 March 2011 was ₹2,987 crore. The amount of loans disbursed during the year decreased from ₹99 crore in 2009-10 to ₹71 crore in 2010-11. Out of the total amount of loans advanced during the year, ₹2.27 crore went to social services, ₹68.51 crore to economic services and ₹0.10 crore to Government servants. Under the social services, the major portion of loans went to Urban Development (82 *per cent*) and in economic services the major portion of loans went to Power projects (73 *per cent*) followed by Consumer Industries (19 *per cent*). However, recovery of loans and advances decreased from ₹33 crore in 2009-10 to ₹28 crore in 2010-11 mainly on account of less recovery from Government Servants (₹four crore). Interest received against these loans and advances continued to be negligible which decreased by 33 *per cent* from ₹12 crore in 2009-10 to ₹eight crore in 2010-11. During 2010-11, only 0.95 *per cent* of outstanding loans were repaid by institutions/ organizations/Government servants and ₹29.90 crore of loans was not repaid for last eight years.

1.7.4 Cash Balances and Investment of Cash Balances

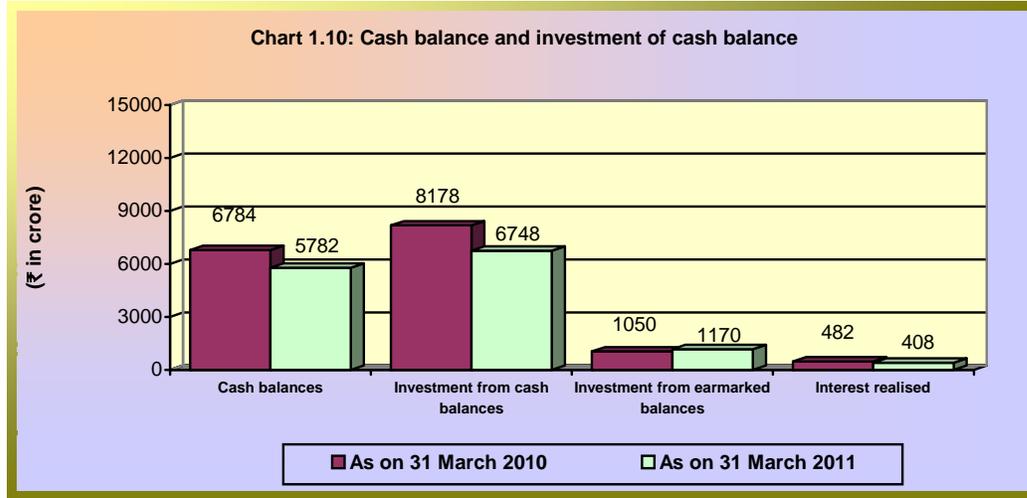
Table 1.27 and **Chart 1.10** depicts the cash balances and investments made by the State Government out of cash balances during the year.

Table-1.27: Cash balances and investment of cash balances

(₹ in Crore)

Particulars	As on 1 st April 2010	As on 31 st March 2011	Increase/ Decrease
Cash Balances	6,784	5,782	(-) 1,002
Investments from Cash Balances (a & b)	8,177.89	6,747.83	(-) 1,430.06
a. GOI Treasury Bills	8,174.79	6,746.98	(-) 1,427.81
b. GOI Securities	3.10	0.85	(-) 2.25

Funds-wise Break-up of Investment from Earmarked balances (a & b)	1,049.93	1,169.93	(+) 120.00
a. Sinking Fund	1,049.51	1,169.51	(+) 120.00
b. Development and Welfare Fund	0.42	0.42	-
Interest Realized	482	408	(-) 74



Cash balances of the State Government at the end of the current year decreased from ₹6,784 crore in 2009-10 to ₹5,782 crore in 2010-11. The State Government has invested ₹6,747 crore in GOI Treasury Bills and ₹one crore in GOI Securities and earned an interest of ₹408 crore during 2010-11. Further, the Government invested ₹1,170 crore in Sinking Fund and Development and Welfare Fund as of March 2011. The interest receipts against investment on cash balance was 6.05 *per cent* during 2010-11 while Government paid interest at the rate of 6.58 *per cent* on its borrowings during the year.

1.8 Assets and Liabilities

1.8.1 Growth and composition of Assets and Liabilities

In the existing Government accounting system, comprehensive accounting of fixed assets like land and buildings owned by the Government is not done. However, the Government accounts do capture the financial liabilities of the Government and the assets created out of the expenditure incurred. **Appendix 1.7** gives an abstract of such liabilities and the assets as on 31 March 2011, compared with the corresponding position on 31 March 2010. While the liabilities in this Appendix consist mainly of internal borrowings, loans and advances from the GOI, receipts from the Public Account and Reserve Funds, the assets comprise mainly the capital outlay and loans and advances given by the State Government and cash balances.

According to the Assam Fiscal Responsibility and Budget Management Act, 2005, the “total liabilities of the State” means the liabilities under the Consolidated Fund of the State and the Public Account of the State.

1.8.2 Fiscal Liabilities

The trends in outstanding fiscal liabilities of the State are presented in **Appendix 1.4**. The composition of fiscal liabilities during the current year *vis-à-vis* the previous year is presented in **Charts 1.11** and **1.12**.

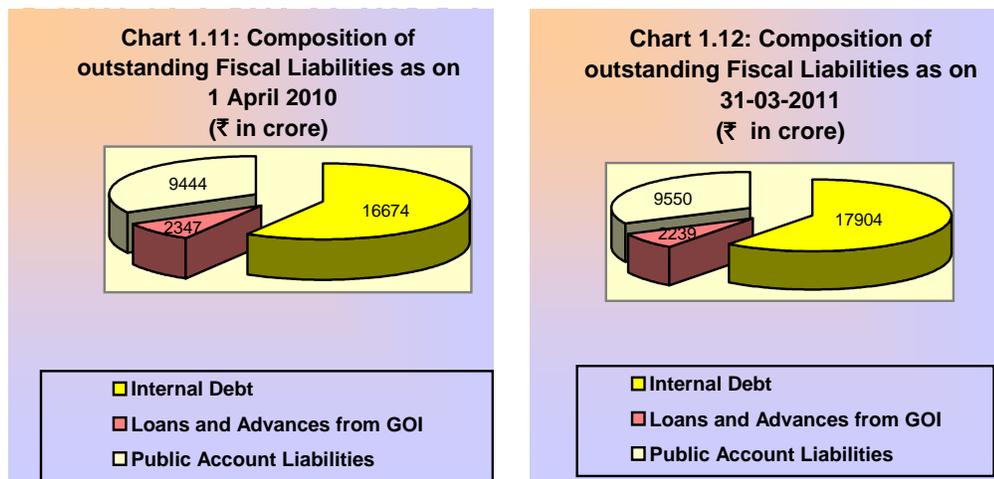


Table 1.28 gives the fiscal liabilities of the State, their rate of growth, the ratio of these liabilities to GSDP, to revenue receipts and to State's own resources as also the buoyancy of fiscal liabilities with reference to these parameters.

Table-1.28: Fiscal Liabilities-Basic Parameters

	2006-07	2007-08	2008-09	2009-10	2010-11
Fiscal Liabilities [#] (₹ in crore)	20,598	21,871	25,234	28,465	29,693
Rate of Growth (<i>per cent</i>)	7.94	6.78	15.38	12.80	4.31
Ratio of Fiscal Liabilities to:					
GSDP (<i>per cent</i>)	31.84	30.77	31.07	30.78	28.49
Revenue Receipts (<i>per cent</i>)	150.71	142.71	139.59	143.16	129.07
Own Resources (<i>per cent</i>)	385.59	398.09	392.93	367.76	357.62
Buoyancy of Fiscal Liabilities with reference to:					
GSDP (ratio)	0.888	0.686	1.077	0.924	0.339
Revenue Receipts (ratio)	0.589	0.558	0.856	1.280	0.274
Own Resources (ratio)	0.572	2.378	0.910	0.623	0.592

[#] Includes Internal Debt, Loans and Advances from GOI, Small Savings, Provident Fund etc., Reserve Funds (Gross) and Deposits.

The overall fiscal liabilities of the State increased at an average annual rate of 8.83 *per cent* during the period 2006-11. During the current year, the fiscal liabilities of the State Government increased by ₹1,228 crore from ₹28,465 crore in 2009-10 to ₹29,693 crore in 2010-11. The increase in fiscal liabilities was mainly due to increase in the internal debt (₹1,230 crore) and Public Account liabilities (₹106 crore), which was however, offset by, decrease in loans and advances from the GOI (₹108 crore). **The ratio of fiscal liabilities to GSDP has decreased from 30.78 per cent in 2009-10 to 28.49 per cent in 2010-11. These fiscal liabilities stood at nearly 1.29 times the**

revenue receipts and 3.58 times of the State own resources at the end of 2010-11. The buoyancy of these liabilities with respect to GSDP during the year was 0.339 indicating that for each one per cent increase in GSDP, fiscal liabilities grew by 0.339 per cent. According to FC-XIII recommendations the State Government should bring the Fiscal Liabilities-GSDP ratio to around 25 per cent in the next five years. The State Government has set up the sinking fund in line with the recommendations of the Twelfth Finance Commission (TFC) for amortization of market borrowings as well as other loans and debt obligations. As of 31 March 2011, the balance in the sinking fund was ₹1,176.75 crore. During 2010-11, ₹120 crore has been invested in the sinking fund.

1.8.3 Status of Guarantees – Contingent liabilities

Guarantees are liabilities contingent on the Consolidated Fund of the State in case of default by the borrower for whom the guarantee has been extended. According to FRBM Act, State Government guarantees shall be restricted to 50 per cent of State’s tax and non-tax revenue of the second preceding year.

As per Statement 9 of the Finance Accounts, the maximum amount for which guarantees were given by the State and outstanding guarantees for the last three years is given in **Table 1.29**.

Table-1.29: Guarantees given by the Government of Assam

(₹ in crore)			
Guarantees	2008-09	2009-10	2010-11
Maximum amount guaranteed	1,092	593	652
Outstanding amount of guarantees	796	299	247
Percentage of maximum amount guaranteed to total revenue receipts	6.04	2.98	2.83
Criteria as per the Assam Fiscal Responsibility and Budget Management Act, 2005.	State Government guarantees shall be restricted at any point of time to fifty per cent of State’s own tax and non-tax revenue of the second preceding year, as reflected in the books of accounts as maintained by Accountant General.		

- Government had constituted (September 2009) a ‘*Guarantee Redemption Fund*’ for meeting the payment obligations arising out of the guarantees issued by the Government in respect of bonds issued and other borrowings by the State Level Public Sector Undertakings or other bodies and stands invoked by the beneficiaries. The accumulations in the Fund would be utilized only towards the payment of the guarantees issued by the Government and not paid by the institution on whose behalf guarantee was issued. According to the scheme guidelines, the Fund should be set up by the Government with an initial contribution of ₹five crore and during each year the Government should contribute an amount equivalent to at least 3 per cent of the outstanding guarantees at the end of the second financial year preceding the current financial year, as reflected in the books of accounts as maintained by the Accountant General. During 2010-11, although the State Government made plan provision of

₹19.12 crore and non-plan provision of ₹38.23 crore under Major Head 2075-Miscellaneous General Services for creation of corpus of Guarantee Redemption Fund but not fund was transferred to Fund Account.

- Government had guaranteed loans raised by various corporations and others, which at the end of 2010-11 stood at ₹247 crore. It was 3.85 *per cent* of State's own revenue of the second preceding year *i.e.* well within the limit prescribed in the Act. Out of the total outstanding guarantees, ₹113 crore (46 *per cent*) pertained to Power sector.

1.9 Debt Sustainability

During 2010-11, Government raised internal debt of ₹2,030 crore, GOI loans of ₹16 crore and other obligations ₹4,648 crore. Government repaid internal debt of ₹800 crore, GOI loans of ₹123 crore and discharged other obligations of ₹4,541 crore along with interest of ₹1,912 crore resulting in net decrease in debt receipts by ₹682 crore during the year.

The maturity profile of the State Government indicates that 24.31 *per cent* of the total State debt is repayable within the next five years while the remaining 75.69 *per cent* are required to be paid in more than five years time.

Apart from the magnitude of debt of State Government, it is important to analyze various indicators that determine the debt sustainability¹⁰ of the State. This section assesses the sustainability of debt of the State Government in terms of debt stabilization¹¹; sufficiency of non-debt receipts¹²; net availability of borrowed funds¹³; burden of interest payments (measured by interest payments to revenue receipts ratio)

¹⁰ The Debt sustainability is defined as the ability of the State to maintain a constant debt-GDP ratio over a period of time and also embodies the concern about the ability to service its debt. Sustainability of debt, therefore, also refers to sufficiency of liquid assets to meet current or committed obligations and the capacity to keep balance between costs of additional borrowings with returns from such borrowings. It means that rise in fiscal deficit should match with the increase in capacity to service the debt.

¹¹ A necessary condition for stability states that if the rate of growth of economy exceeds the interest rate or cost of public borrowings, the debt-GDP ratio is likely to be stable provided primary balances are either zero or positive or are moderately negative. Given the rate spread (GSDP growth rate – interest rate) and quantum spread (Debt*rate spread), debt sustainability condition states that if quantum spread together with primary deficit is zero, debt-GSDP ratio would be constant or debt would stabilize eventually. On the other hand, if primary deficit together with quantum spread turns out to be negative, debt-GSDP ratio would be rising and in case it is positive, debt-GSDP ratio would eventually be falling.

¹² Adequacy of incremental non-debt receipts of the State to cover the incremental interest liabilities and incremental primary expenditure. The debt sustainability could be significantly facilitated if the incremental non-debt receipts could meet the incremental interest burden and the incremental primary expenditure.

¹³ Net availability of borrowed fund is defined as the ratio of the debt redemption (Principal + Interest Payments) to total debt receipts and indicates the extent to which the debt receipts are used in debt redemption indicating the net availability of borrowed funds.

and maturity profile of State Government securities. **Table 1.30** analyzes the debt sustainability of the State according to these indicators for the period of five years beginning from 2006-07.

Table 1.30: Debt Sustainability: Indicators and Trends

(₹ in crore)					
Indicators of Debt sustainability	2006-07	2007-08	2008-09	2009-10	2010-11
Debt Stabilization (Quantum Spread + Primary Deficit)	774+2,228 = 3,002	881+2,302 = 3,183	989+3,000 = 3,989	1196+ (-) 2,210 = (-) 1,014	1,817+(-) 79 = 1,738
Sufficiency of Non-debt Receipts (Resource Gap)	(+) 356	(+) 78	(+) 617	(-) 5,450	(+) 2,052
Net Availability of Borrowed Funds	(-) 115	(-) 124	(+) 1,771	(+) 1,398	(-) 682
Burden of Interest Payments (IP/RR Ratio)	11.09	9.87	8.81	9.22	8.31
IP/Own Tax Ratio	43.53	45.01	38.39	36.76	32.24
Maturity Profile of State					
0 – 1 Year	Not available	1,121.86	1,246.50	340.32	432.61
1 – 3 Years		1,734.04	1,850.85	1,527.30	1,843.08
3 – 5 Years		2,029.07	2,806.13	2,646.25	2,620.42
5 – 7 Years		2,752.70	2,671.10	2,523.26	2,863.98
7 Years and above		8,103.32	9,263.12	11,983.29	12,382.27

Table 1.30 reveals that quantum spread together with primary deficit/surplus has been positive during the period from 2006-07 to 2008-09 but turned negative in 2009-10. However, during the current year sum of quantum spread and primary deficit turned to be positive indicating that the debt-GSDP ratio is stable. The sum of quantum spread and primary deficit at ₹1,738 crore during 2010-11 against ₹ (-) 1,014 crore in 2009-10 is a positive sign towards fiscal balances for improving the debt sustainability position of the State.

The persistent negative resource gap indicates the non-sustainability of debt while the positive resource gap strengthens the capacity of the State to sustain the debt. Except during 2009-10, the State had a positive resource gap in all the years from 2006-07 to 2010-11. Positive resource gap at ₹2,052 crore during 2010-11 from (-) ₹5,450 crore in 2009-10 indicates incremental non-debt receipts are sufficient to cover incremental interest liabilities and incremental primary expenditure during 2010-11. The positive resource gap during 2010-11 strengthened the capacity of the State to sustain the debt in the medium to long run.

The public Debt Receipts of the State increased from ₹1,116 crore in 2006-07 to ₹2,045 crore in 2010-11 at an annual average rate of 16.65 *per cent*. However, during the current year Public Debt Receipts came down to ₹2,045 crore from ₹2,190 crore in 2009-10. The cash balance also came down to ₹5,782 crore in 2010-11 from

₹6,784 crore in 2009-10, yet the surplus cash balances continue to pose new challenges for State Government's financial and cash management.

High level of surplus cash in recent past seems to provide some headroom to withstand pressure on finances and the State was not resorting to ways and means advances or overdrafts. The reason for cash accumulation was attributed to conservative approach in capital spending since the capital outlay as a percentage of total expenditure ranged between 8 to 14 *per cent* during the period from 2006-07 to 2010-11.

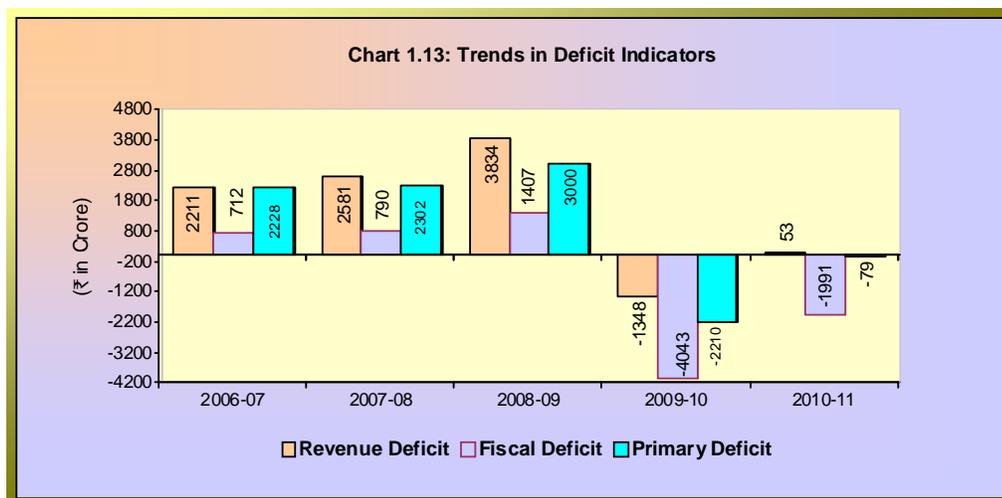
In view of the comfortable cash balances, the State may consider to defer and/or resort to more need based borrowing programmes at opportune times in a cost effective manner. The State may consider identifying a clear shelf of projects which require capital investment and borrow only to that extent and by realistic assessment of cash needs and with effective cash management and better synchronization of cash inflows and outflows may be able to minimize their borrowing requirements. This will at the same time curb unwarranted build-up of cash surplus as well.

1.10 Fiscal Imbalances

Three key fiscal parameters - revenue, fiscal and primary deficits - indicate the extent of overall fiscal imbalances in the Finances of the State Government during a specified period. The deficit in the Government accounts represents the gap between its receipts and expenditure. The nature of deficit is an indicator of the prudence of fiscal management of the Government. Further, the ways in which the deficit is financed and the resources raised are applied are important pointers to its fiscal health. This section presents trends, nature, magnitude and the manner of financing these deficits and also the assessment of actual levels of revenue and fiscal deficits *vis-à-vis* targets set under FRBM Act/Rules for the financial year 2010-11.

1.10.1 Trends in Deficits

Charts 1.13 and 1.14 present the trends in deficit indicators over the period 2006-11.



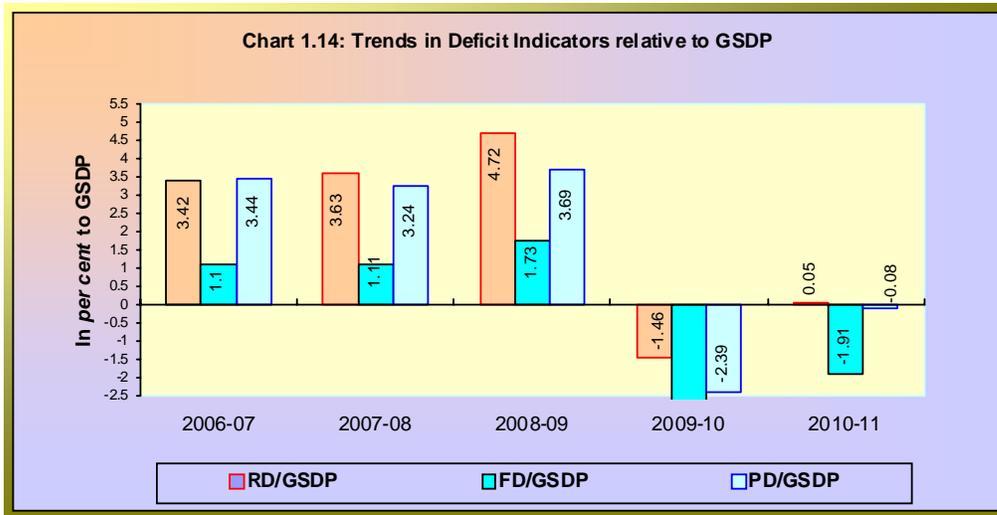


Chart 1.13 reveals that the revenue account experienced a marginal surplus of ₹53 crore during 2010-11. The State had a revenue surplus during the period from 2006-07 to 2008-09 and the revenue surplus increased from ₹2,211 crore in 2006-07 to ₹3,834 crore in 2008-09 and turned into a deficit of ₹1,348 crore in 2009-10. The surplus in revenue account during the current year was mainly on account of increase in revenue receipts by ₹3,121 crore (15.70 per cent) against an increase of ₹1,720 crore (8.10 per cent) in revenue expenditure over the previous year. Despite the fact that State's own resources contributed around 18 per cent (₹563 crore) in the incremental revenue receipt (₹3,121 crore) during 2010-11 against 73 per cent (₹1,807 crore) during 2009-10, the increase in revenue account in the current year was primarily on account of sufficient growth rate of 21 per cent (₹2,558 crore) in central transfers as compared to 4 per cent (₹489 crore) in 2009-10.

The fiscal deficit, which represents the total borrowings of the Government and its total resource gap decreased to the level of ₹1,991 crore in 2010-11 from fiscal deficit of ₹4,043 crore in 2009-10. The increase of ₹1,401 crore in revenue surplus as well as marginal decrease of ₹five crore in non-debt capital receipts along with decrease of ₹628 crore in capital expenditure and an decrease of ₹28 crore in net disbursement of loans and advances in 2010-11 resulted in a fiscal deficit of ₹1,991 crore in 2010-11 as against fiscal deficit of ₹4,043 crore during the previous year.

The primary surplus that continued during 2006-09 took a turnaround from 2009-10 onwards and resulted into primary deficit of ₹2,210 crore and ₹79 crore in 2009-10 and 2010-11 respectively. The reduction of fiscal deficit of ₹2,052 crore and a moderate increase of ₹79 crore in interest payment resulted in primary deficit¹⁴ of ₹79 crore during the current year against primary deficit of ₹2,210 crore in 2009-10.

¹⁴ Primary deficit defined as the fiscal deficit net of interest payments indicates the extent of deficit, which is an outcome of the fiscal transactions of the State's during the course of the year.

1.10.2 Composition of Fiscal Deficit and its Financing Pattern

The financing pattern of the fiscal deficit has undergone a compositional shift as reflected in the **Table 1.31**.

Table-1.31: Components of fiscal deficit and its financing pattern

		(₹ in crore)				
Particulars		2006-07	2007-08	2008-09	2009-10	2010-11
1		2	3	4	5	6
Decomposition of Fiscal Deficit		(-) 712 (1.11)	(-) 790 (1.10)	(-) 1407 (1.77)	4043 (4.59)	1991 (1.91)
1	Revenue Deficit	(-) 2,211	(-) 2,581	(-) 3,834	1,348	(-) 53
2	Net Capital Expenditure	(+) 1,453	(+) 1,688	(+) 2,373	(+) 2,629	(+) 2001
3	Net Loans & Advances	(+) 46	(+) 103	(+) 54	(+) 66	(+) 43
Financing Pattern of Fiscal Deficit*						
1	Market Borrowings	(+) 592.01	(+) 544.56	(+) 2,014.77	(+) 1,405.45	(+) 300.03
2	Loans from GOI	(-) 99.71	(-) 66.86	(-) 68.88	(-) 293.19	(-) 107.69
3	Special Securities Issued to NSSF	(+) 86.06	(-) 8.60	(+) 17.37	(+) 24.79	(+) 860.47
4	Loans from Financial Institutions	(+) 42.63	(+) 94.06	(+) 133.46	(+) 46.40	(+) 69.12
5	Small Savings, PF etc.	(+) 349.39	(+) 317.96	(+) 390.23	(+) 489.55	(+) 540.41
6	Deposit & Advances	(-) 126.62	(-) 561.70	(+) 30.47	(+) 568.13	(-) 728.61
7	Suspense and Misc.	(-)1,799.65	(-) 1,943.01	(-) 3,549.14	(+) 980.13	(+) 1613.13
8	Remittances	(-) 43.99	(+) 33.78	(+) 99.12	(-) 164.64	(+) 27.97
9	Reserve Fund	(+) 76.88	(+) 161.39	(-) 109.97	(+) 413.92	(-) 153.12
10	Decrease/increase in cash balance with RBI	(+) 191.64	(+) 638.35	(-) 364.21	(+) 573.61	(-) 431.16
11	Others	-	-	-	(-) 0.74	-

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

It can be seen from **Table 1.31** that there was fiscal surplus during the years 2006-07 to 2008-09 but it took a turnaround from 2009-10 and became fiscal deficit in 2009-10 and 2010-11. During 2010-11, the fiscal deficit was mainly financed by market borrowings, Special Securities issued to NSSF, Loans from financial institutions, Small Savings, PF etc., and Suspense and Miscellaneous balances.

The decrease in capital expenditure indicated that borrowed funds were not being utilized for productive uses, the solution to the Government debt problem lies on the method of application of borrowed funds *i.e.*, whether they are being used efficiently and productively for capital expenditure which either provides returns directly or results in increased productivity of the economy which may result in increase in Government revenue in future, making debt payments manageable.

1.10.3 Quality of Deficit/Surplus

The ratio of revenue deficit to fiscal deficit and the decomposition of primary deficit into primary revenue deficit and capital expenditure (including loans and advances) would indicate the quality of deficit in the State's finances. The ratio of revenue deficit to fiscal deficit indicates the extent to which borrowed funds were used for current consumption. Further, persistently high ratio of revenue deficit to fiscal deficit also indicates that the asset base of the State was continuously shrinking and a part of borrowings (fiscal liabilities) were not having any asset backup. The bifurcation of the primary deficit (**Table 1.32**) would indicate the extent to which the deficit has been on account of enhancement in capital expenditure, which may be desirable to improve the productive capacity of the State's economy.

Table-1.32: Primary Deficit/Surplus – Bifurcation of factors

(₹ in crore)							
Year	Non-debt Receipts	Primary Revenue Expenditure	Capital Expenditure	Loans and Advances	Primary Expenditure	Primary Revenue Deficit(-)/ Surplus (+)	Primary Deficit (-) / Surplus (+)
1	2	3	4	5	6 (3+4+5)	7 (2-3)	8 (2-6)
2006-07	13,702	9,940	1,453	81	11,474	(+) 3,762	(+) 2,228
2007-08	15,365	11,232	1,688	143	13,063	(+) 4,133	(+) 2,302
2008-09	18,112	12,650	2,373	89	15,112	(+) 5,462	(+) 3,000
2009-10	19,917	19,399	2,629	99	22,127	(+) 518	(-) 2,210
2010-11	23,033	21,040	2,001	71	23,112	(+) 1,993	(-) 79

There was a primary surplus in Assam during the period 2006-07 to 2008-09 but it took a turnaround and became primary deficit in 2009-10. During the current year also there was a primary deficit because non-debt receipts was less than primary expenditure¹⁵. In the current year non-debt receipts was sufficient to cover primary revenue expenditure and was not adequate for capital expenditure. Over the period 2006-2009, there has been an increase in the proportion of capital expenditure in primary expenditure but during 2009-10 and 2010-11, the proportion reduced considerably which is not be desirable as it indicates deterioration in the productive capacity of the State's economy.

1.11 Institutional measures

Towards strengthening fiscal disciplines in the State, the Government of Assam had taken certain institutional measures like legislation in respect of guarantees and fiscal responsibilities in the form of enactment of the Assam Fiscal Responsibility and Budget Management Act in 2005. Since then the Government had been undertaking measures like implementation of Consolidated Sinking Fund, introduction of VAT etc.

¹⁵ Primary expenditure of the State defined as the total expenditure net of interest payments, indicates the expenditure incurred on the transactions undertaken during the year.

As a measure to improve fiscal transparency, the Government of India outlined several initiatives to assist the State Governments in their developmental and social roles. **Public Private Partnership (PPP)** is such an initiative that enables implementation of Governments programmes/schemes in partnership with the private sector. The potential benefits derived from PPP are cost effectiveness of the project, higher productivity, accelerated delivery, enhanced social service and recovery of user charges. It also allows the State Government to use limited budgetary resources on high priority schemes where private sector is not willing to enter.

In view of the above, several State Governments across India are entering into PPP agreements in the areas of infrastructure projects, survey and exploitation of mines and minerals, development of industrial estates, development of hydro-electricity projects etc.

The Government of Assam formulated the policy on public private partnership in Infrastructure Development in the State and the policy came into force with effect from 16 February 2008 (from the date of publication of Gazette Notification). As of 31 March 2011, Government of Assam had taken up 42 PPP projects for implementation. The status of implementation of the projects is given in **Table 1.33** below.

Table-1.33: Status of implementation of PPP projects

SI No.	No. of projects	Status
1	4	Completed
2	10	Under implementation
3	28	Pipeline/planned
Total	42	

Source: Information furnished by the Government

Although the State Government reported (May 2011) completion (between June 2010 and April 2011) of four¹⁶ PPP projects to Government of India but the PPP cell under the control of Planning and Development Department could not furnish any information regarding project-wise release of fund, expenditure, date of commission etc.

Results of Performance Review on 'Municipal Solid Waste Management' (PPP project) taken up during May-June 2011 covering the period from January 2007 to March 2011 are *inter-alia* included in the Civil Audit Report (Report No.2). The effectiveness of the expenditure as brought out in the review are summarized below:

¹⁶ (i) Beautification of Guwahati City (Traffic Signal), (ii) Municipal Solid Waste Management, (iii) Champawati Power Project, Kokrajhar (4 MW) and (iv) G.N.C Engineering Institute of Management and Technology, Tezpur.

Municipal Solid Waste Management

Consequent upon fixation of the specified dead line for setting up of processing and disposal of waste, Guwahati Municipal Corporation proceeded to implement a PPP project (Municipal Solid Waste Management) through a private developer with approval of the Ministry of Urban Development, Government of India. The objective of implementation of the project was to improve public health and hygiene through scientific collection, transportation, processing and disposal of Municipal Solid Waste with provision for recycling the waste and achieving savings in expenses. However, the objective of ensuring improved public health and hygiene remained doubtful due to the following reasons.

- The land provided for setting up of the project did not comply fully applicable parameters stipulated by Central Public Health and Environmental Engineering Organisation.
- Excess release of grant of ₹7.99 crore was made to the developer beyond the norms of concession agreement.
- Expenditure of Guwahati Municipal Corporation doubled after commencement of the project in comparison to the expenditure incurred prior to commencement of implementation of the project without commensurate benefits or achievement of objectives.
- Guwahati Waste Management Company Private Limited failed to take appropriate measures against pollution of air, water and land.
- The Boragaon landfill site shares a common boundary with the wetland, which has a linkage with world heritage 'Deepor Beel' and due to pollution through seepage endangered the fish and migratory birds in the Wetland. The future of Solid Waste Management project is in jeopardy as the site is in the close vicinity of a national wetland, in violation of Wetland Rules, 2010.

1.12 Conclusion and Recommendations

The fiscal position of the State viewed in terms of key fiscal parameters – revenue surplus, fiscal deficit and primary deficit etc; indicated that except during 2009-10 the State had maintained revenue surplus during the last five year period ending 2010-11. The fiscal deficit and primary deficit of the State were also significantly reduced during the current year compared to previous year and the State also managed to minimize holding of large cash surplus.

Revenue Receipts

Revenue receipts grew by 16 per cent over the previous year. The increase was mainly contributed by tax revenue (30 per cent) and State's share of Union Taxes and

Duties (84 *per cent*) offset by decrease in non-tax revenue (12 *per cent*) and Grants-in-aid from Government of India (GOI) (2 *per cent*). **The revenue receipts at ₹23,005 crore is, however, lower by ₹1,549 crore than the assessment made in Five Year Fiscal Plan (FYFP) (₹24,554 crore).**

(Para-1.1)

The State Government should mobilize additional resources both through tax and non-tax sources by expanding the tax base and rationalizing the user charges. It should also make efforts to collect revenue arrears. Efforts should also be made to increase tax compliance, reduce tax administration costs, etc. so that deficits are contained. Ensuring that the Government of India releases all grants due to the State by timely action on all conditionalities that are pre-requisite to the release will also increase the total receipts of the State. There is an urgent need to improve collection of tax and non-tax revenue so that recourse to borrowed funds can be reduced.

Revenue Expenditure

The overall revenue expenditure of the State increased by 100.35 *per cent* from ₹11,456 crore in 2006-07 to ₹22,952 crore in 2010-11 at an annual average rate of 20.07 *per cent* and increased from ₹21,232 crore in 2009-10 to ₹22,952 crore in 2010-11. The NPRES constituted a dominant share of more than 77 *per cent* in the revenue expenditure and has increased by ₹833 crore over the previous year. The Plan revenue expenditure increased by 21 *per cent* over the previous year whereas capital expenditure decreased by 24 *per cent* over the previous year.

(Paras-1.5.3 and 1.5.1)

During 2010-11, though the development expenditure (₹16,846 crore) increased by ₹1,893 crore over the previous year, yet it was much below the budget estimate (₹22,299 crore) for 2010-11. The relative share of the revenue developmental expenditure was 59 *per cent* of the total expenditure while this share in respect of capital development expenditure was only 8 *per cent*. The expenditure pattern of the State, reveals that there is an increasing pressure on revenue expenditure. Salaries and wages alone accounted for more than 45 *per cent* of revenue receipts of the State during the year. It increased by more than 29 *per cent* from ₹8,193 crore in 2009-10 to ₹10,576 crore in 2010-11. Although expenditure on salaries during 2010-11 was less by ₹3,169 crore (23.06 *per cent*) than assessed (₹13,745 crore) by the State Government in its budget and also less by ₹462 crore (4.19 *per cent*) against the projection of ₹11,038 crore in FYFP but it was more by 56 *per cent* (₹3,792 crore) than the assessment made by the FC-XIII.

(Paras-1.6.1 & 1.5.4)

The State should initiate action to restrict the components of non-plan revenue expenditure by phasing out implicit subsidies and resort to need based borrowings to cut down interest and principal payments.

Fiscal liabilities

The overall fiscal liabilities of the State increased at an average annual rate of 8.83 per cent during the period 2006-11. During the current year, the fiscal liabilities of the State Government increased by ₹1,228 crore from ₹28,465 crore in 2009-10 to ₹29,693 crore in 2010-11. Although the ratio of fiscal liabilities to GSDP has decreased from 30.78 per cent in 2009-10 to 28.49 per cent in 2010-11 but the ratio was higher than the norms of 25 per cent recommended by FC-XIII.

(Para 1.8.2)

Recourse to borrowed funds in future should be carefully assessed and managed so that the recommendations of the FC-XIII to bring Fiscal Liabilities-GSDP ratio to around 25 per cent could be achieved in next four years.

Investment and Returns

The average return on Assam Government's investment in Statutory Corporations, Rural Banks, Joint Stock Companies, Co-operatives and Government Companies varied between 0.69 to 1.21 per cent in the past five years whereas its average interest outgo was in the range of 6.58 to 7.66 per cent.

(Para-1.7.2)

A performance-based system of accountability should be put in place in the Government Companies/Statutory Corporations so as to derive profitability and improve efficiency in service. The Government should ensure better value for money in investments by identifying the Companies/Corporations which are endowed with low financial but high socio-economic returns and justify the use of high cost borrowed funds for non revenue generating investments through a clear and transparent guideline.

Debt sustainability

The Government of Assam should ideally keep the debt-GSDP ratio stable. Borrowed funds should be used as far as possible only to fund capital expenditure and revenue expenditure should be met from revenue receipts. During 2010-11, fiscal deficit-GSDP ratio improved marginally compared to previous year indicating decrease in debt-GSDP ratio. The sum of quantum spread and primary deficit turned to be positive indicating that the debt-GSDP ratio is stable. The sum of quantum spread and primary deficit at ₹1,738 crore during 2010-11 against ₹ (-) 1,014 crore in 2009-10 is a positive sign towards fiscal balances for improving the debt sustainability position of the State.

(Para-1.9)

The State should make efforts to return to primary and fiscal surplus, as was the case in the past years. Maintaining a calendar of borrowings to avoid bunching towards the end of the fiscal year will ensure that market borrowings are sourced optimally. A clear understanding of the maturity profile of debt payments will go a long way in prudent debt management.

Chapter-II

Financial Management and Budgetary Control

2.1 Introduction

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

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

2.2 Summary of Appropriation Accounts

The summarized position of actual expenditure during 2010-11 against 81 Grants/Appropriations (78 Grants and three Appropriations) is indicated in **Table 2.1**.

Table 2.1: Summarized position of Actual Expenditure *vis-à-vis* Original/Supplementary provisions

(₹ in crore)						
	Nature of Expenditure	Original grant/ appropriation	Supplementary grant/ appropriation	Total	Actual expenditure	Saving (-)/ Excess (+)
Voted	I Revenue	29,784.68	1,880.84	31,665.52	20,873.93	(-) 10,791.59
	II Capital	3,307.12	1,173.36	4,480.48	2,000.89	(-) 2,479.59
	III Loans & Advances	86.59	21.22	107.81	70.88	(-) 36.93
Total Voted		33,178.39	3,075.42	36,253.81	22,945.70	(-) 13,308.11
Charged	IV Revenue	2,592.32	7.95	2,600.27	2,078.31	(-) 521.96
	V Capital	-	-	-	-	-
	VI Public Debt Repayment	1,047.30	-	1,047.30	923.38	(-) 123.92
Total Charged		3,639.62	7.95	3,647.57	3,001.69	(-) 645.88
Appropriation to Contingency Fund (if any)		-	-	-	-	-
Grand Total		36,818.01	3,083.37	39,901.38	25,947.39	(-) 13,953.99

The overall savings of ₹13,953.99 crore was the result of saving of ₹13,958.26 crore in 75 grants and 17 appropriations under Revenue Section, 30 grants and one appropriations under Capital Section, offset by excess of ₹4.27 crore in one grant under Revenue Section and one appropriation under Revenue Section.

Appropriation Accounts 2010-11 included 78 Grants and three Appropriations. The reasons for savings/excess were called for by the Principal Accountant General (A&E) in respect of 1,955 sub-heads/sub sub-heads. Out of 1,955 sub-heads/sub sub-heads explanations for variations were received for 117 sub-heads/sub sub-heads within the specified period and explanations for variations for 211 sub-heads/sub sub-heads though received within the specified period were incomplete or unspecific. Thus, out of 1,955 sub-heads/sub sub-heads explanation for variations were not received (August 2011) in respect of 1,627 sub-heads/sub sub-heads.

2.3 Financial Accountability and Budget Management

2.3.1 Appropriation vis-à-vis Allocative Priorities

The outcome of the appropriation audit reveals that in 54 cases, savings exceeded ₹10 crore in each case and also by more than 20 *per cent* of total provision (*Appendix 2.1*). Against the total savings of ₹13,953.99 crore, savings of ₹12,988.69 crore (93.08 *per cent*) were in 42 cases relating to 36 grants and one appropriation where savings were ₹50 crore and above in each case as indicated in *Appendix 2.2*. Reasons for savings were awaited (August 2011).

2.3.2 Excess Expenditure

In one case, expenditure of ₹16.35 crore exceeded the approved provisions by ₹4.26 crore and also by more than 20 *per cent* of the total provisions. Details are given in *Appendix 2.3*.

2.3.3 Expenditure without Provision

According to Chapter-I (Paragraph-7) of the Assam Budget Manual, expenditure should not be incurred on a scheme/service without provision of funds. It was, however, noticed that expenditure of ₹328.01 crore was incurred in 75 cases as depicted in *Appendix 2.4* without any provision in the original estimates/supplementary demand and without any re-appropriation orders to this effect. Significant cases of such expenditure are given in **Table 2.2**.

Table 2.2: Expenditure incurred without Provision during 2010-11

		(₹ in crore)
Sl No.	Grant/Appropriation No.-Major Head of Accounts-Sub-Head-Detailed Head	Expenditure without provision
1	14 - 2055-0145 District Police Proper Sixth Schedule (Pt.-I) Areas	24.15
2	25 - 2075-3889 Deduct Recoveries of overpayments	37.29
3	44 - 4552-5348 Non-lapsable Central Pool of Resources (NLCPR)	41.28
4	78 - 4711-0107 Assistance to the Bodoland Autonomous Council Sixth Schedule (Pt.-I) Areas	14.97
5	78 - 4702-0160 Flow Irrigation Sixth Schedule (Pt.-I) Areas	31.72
6	78 - 5054 (337) Road Works Sixth Schedule (Pt.-I) Areas	42.69

Thus, the expenditure so incurred by the respective departments was unauthorized and irregular and against the spirit of financial regulations.

2.3.4 Drawal of funds to avoid lapse of budget grant

According to Assam Treasury Rules & Subsidiary Orders (Rule 16, SO 50) read with Rules 62 and 63 of Assam Financial Rules, no money shall be drawn from the treasury unless it is required for immediate disbursement. In respect of the cases mentioned in **Appendix-2.5** the amount of ₹177.61 crore drawn at the fag end of the year were deposited into the head of account 8443-Civil Deposit to avoid lapse of budget grant.

2.3.5 Excess over provisions relating to previous years requiring regularization

As per Article 205 of the Constitution of India, it is mandatory for State Government to get the excess over a grant/appropriation regularized by the State Legislature. Although no time limit for regularization of expenditure has been prescribed under the Article, but the regularization of excess expenditure is done after the completion of discussion of the Appropriation Accounts by the Public Accounts Committee (PAC). Although the excess expenditure amounting to ₹2,029.10 crore for the years 2002-03 to 2004-05 had been regularized by the PAC vide its 117th PAC Reports and placed before the State Legislature on 3 April 2008 but the Act showing regularization of the aforesaid excess expenditure is still awaited. Thus, the total excess expenditure amounting to ₹2,361.67 crore for the years 2002-03 to 2009-10 was yet to be regularized (March 2011) as detailed in **Appendix 2.6**. The year-wise amount of excess expenditure pending regularization for grants/appropriations is summarized in **Table 2.3**.

Table 2.3: Excess over provisions relating to previous years requiring regularization

(₹ in crore)

Year	Number of		Amount of excess over provision	Status of Regularization
	Grants	Appropriations		
2002-03	5	6	1,618.86	Regularized vide 117 th PAC Report. Act awaited.
2003-04	4	3	404.36	Regularized vide 117 th PAC Report. Act awaited.
2004-05	5	6	5.88	Regularized vide 117 th PAC Report. Act awaited.
2005-06	2	2	2.45	Not yet discussed by PAC.
2006-07	4	2	80.61	Not yet discussed by PAC.
2007-08	9	2	113.24	Not yet discussed by PAC.
2008-09	6	2	108.40	Not yet discussed by PAC.
2009-10	6	-	27.87	Not yet discussed by PAC.
Total	41	23	2,361.67	

2.3.6 Excess over provisions during 2010-11 requiring regularization

Table 2.4 contains the summary of total excess expenditure in one grant and one appropriation amounting to ₹4.27 crore incurred over authorization from the Consolidated Fund of State (CFS) during 2010-11.

Table 2.4: Excess over provisions requiring regularization during 2010-11

(₹ in crore)

Sl No.	Number and title of Grants/ Appropriations	Total Grants/ Appropriation	Expenditure	Excess
1	15 - Jails (Revenue Charged)	0.05	0.06	0.01
2	40 - Sainik Welfare and Other Relief Programmes etc. (Revenue Voted)	12.09	16.35	4.26
Total		12.14	16.41	4.27

The excess expenditure requires regularization under Article 205 of the Constitution.

2.3.7 Unnecessary/Excessive/Inadequate supplementary provision

Supplementary provision aggregating ₹1,999.69 crore obtained in 68 cases, amounting ₹10 lakh or more in each case, during the year proved unnecessary as the expenditure did not come up to the level of original provision as detailed in *Appendix 2.7*.

2.3.8 Excessive/unnecessary re-appropriation of funds

Re-appropriation is transfer of funds within a grant from one unit of appropriation, where savings are anticipated, to another unit where additional funds are needed. Injudicious re-appropriation proved excessive or insufficient and resulted in

savings/excess of over ₹10 lakh in nine sub-heads. The excess/saving was more than ₹ two crore in six sub-heads as detailed in **Appendix 2.8**.

Thus, substantial savings/excess of more than ₹two crore registered in six cases where the re-appropriation were made, indicates that the funds could not be spent as estimated and planned under the respective heads.

2.3.9 Substantial surrenders

Substantial surrenders (sum exceeding ₹25 lakh in each case) were made in respect of four sub-heads on account of either non-implementation or slow implementation of schemes/programmes. Out of the total provision amounting to ₹53.24 crore in these four schemes, ₹30.41 crore (57 per cent) were surrendered. The details of these four schemes are given in **Appendix 2.9**.

There were also cases of surrender of more than ₹10 crore on 30th and 31st March 2011. The details of such cases are given in **Table 2.5** below.

Table 2.5: Cases of surrender in excess of ₹10 crore on 30th and 31st March 2011

(₹ in crore)					
Sl No.	Number and Name of Grant	Major Head	Budget Provision	Surr-ender	Percentage of total provision
1	11-Secretariat and Attached Offices	2052	864.72	13.38	1.55
2	13-Treasury and Accounts Administration	2054	80.34	18.01	22.41
3	15-Jails	2056	58.73	20.27	34.51
4	16-Stationery and Printing	2058	30.20	13.54	44.84
5	18-Fire Services	2070	78.74	13.92	17.68
6	31-Urban Development (Town and Country Planning)	2217	218.33	188.26	86.23
7	34-Urban Development (Municipal Administration Department)	2217	117.81	56.07	47.59
8	37-Food Storage, Warehousing and Civil Supplies	2408	162.51	18.30	11.26
9	43-Co-operation	2425	66.55	14.58	21.91
10	50-Other Special Areas Programmes	2575	66.91	10.29	15.38
11	53-Dairy Development	2404	42.06	18.64	44.31
12	54-Fisheries	2405	70.98	15.27	21.52
13	55-Forestry and Wild Life	2406	451.12	77.56	17.19
14	56-Rural Development (Panchayat)	2515	594.45	227.30	38.24
15	57-Rural Development	2501	696.80	118.22	16.97
16	59-Sericulture and Weaving	2851	288.57	58.63	20.32
17	65-Tourism	5452	36.13	24.71	68.39
18	72-Relief and Rehabilitation	2235	42.02	27.33	65.04
19	75-Information Technology	4859	54.45	33.78	62.03

Thus, surrender of funds at the fag end of March 2011 indicates inadequate financial control by the respective department and leading to non-utilisation of funds, for other development purposes in the needy areas for want of timely surrender of these funds.

2.3.10 Surrender in excess of actual saving

In two cases, the amount surrendered (₹50 lakh or more) was in excess of actual savings indicating lack of budgetary control. As against savings of ₹17.85 crore, the amount surrendered was ₹20.41 crore resulting in excess surrender of ₹2.56 crore. Details are given in *Appendix 2.10*. Reasons for surrender in excess of savings were awaited (August 2011).

2.3.11 Anticipated savings not surrendered

According to Assam Budget Manual (Paragraph-10 of Chapter-I), the spending departments are required to surrender the grants/appropriations or portion thereof to the Finance Department as and when the savings are anticipated. At the close of the year 2010-11, there were, however, 41 grants/appropriations in which savings occurred but no surrenders were made by the concerned departments. The amount involved in these cases was ₹8,495.02 crore (60.88 per cent of the total savings) (*Appendix 2.11*).

Similarly, out of total savings of ₹4,996.94 crore under 33 other grants/appropriations, (savings of ₹one crore and above were indicated in each grant/appropriation) ₹3,841.45 crore (76.88 per cent of total savings) were not surrendered, details of which are given in *Appendix 2.12*.

2.3.12 Rush of expenditure

According to the Subsidiary Order 50 of Assam Treasury Rules, rush of expenditure in the closing month of the financial year should be avoided. Contrary to this, in respect of 13 Major heads listed in *Appendix 2.13*, expenditure exceeding ₹10 crore and also more than 50 per cent of the total expenditure for the year was incurred in March 2011. **Table 2.6** also presents the major heads where more than 80 per cent expenditure was incurred during the last month of the financial year.

Table 2.6: Cases of rush of expenditure towards the end of the financial year 2010-11

Sl No.	Major Head	Total expenditure during the year	Expenditure during March 2011 (₹ in crore)	
			Amount	Percentage of total expenditure
1	4217-State Legislature	20.47	16.60	81.09
2	2575-Other Special Areas Programme	56.56	55.71	98.50
3	5452-Tourism	11.42	11.19	97.99
4	4859-Information and Technology	20.68	17.84	86.27

For a sound financial management, uniform pace of expenditure should be maintained. Thus, contrary to the spirit of financial regulation, a substantial amount incurred by the department at the fag end of the year is indicative of poor financial control over the expenditure.

2.4 Reconciliation of Departmental figures

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

The Contingency Manual of the Government Assam stipulates that detailed bills for the charges drawn in Abstract Contingent (AC) bills in a month should be submitted to the Controlling Officer by the 2nd of the following month. The Controlling Officer shall dispatch all Detailed Countersigned Contingent (DCC) bills to the Principal Accountant General (A&E) by 25th of the following month. The Treasury Officers should ensure that no payment is made after the 10th of a month on any AC bill unless it is certified by the drawing officer that all DCC bills for sums drawn on AC bills in the previous month have been forwarded to the Controlling Officer. The total amount of DCC bills received was only ₹239.13 crore against the amount of AC bills of ₹1,775.37 crore leading to an outstanding balance of DCC bills of ₹1,536.24 crore as on 31 March 2011. Year wise details are given in **Table 2.7** below:

Table 2.7: Pendency in submission of DCC bills against AC bills

(₹ in crore)				
Year	Amount of AC bills	Amount of DCC bills	DCC bills as percentage to AC bills	Outstanding DCC bills
Upto 2006-07	642.17	64.31	10.01	577.86
2007-08	167.78	5.76	3.43	162.02
2008-09	90.20	16.74	18.56	73.46
2009-10	648.06	83.01	12.81	565.05
2010-11	227.16	69.31	30.51	157.85
Total	1,775.37	239.13		1,536.24

Department-wise pending DCC bills for the years up to 2010-11 is detailed in **Appendix 2.14**.

Non-adjustment of advances for long periods is fraught with the risk of mis-appropriation and therefore, requires close monitoring by the respective DDOs.

2.4.2 Un-reconciled Expenditure

To enable Controlling Officers of Departments to exercise effective control over expenditure to keep it within the budget grants and to ensure accuracy of their accounts, Financial Rules stipulate that expenditure recorded in their books be reconciled by them every month during the financial year with that recorded in the books of the Accountant General. Even though non-reconciliation of Departmental figures is being pointed out regularly in Audit Reports, lapses on the part of Controlling Officers in this regard continued to persist during 2010-11 also. During 2010-11, out of 68 Controlling Officers (COs), 13 COs carried out full reconciliation

of their expenditure, up to March 2011. Of the remaining, 55 COs, 27 COs did not reconcile the figures at all and 28 COs carried out partial reconciliation.

2.5 Personal Deposit Accounts

The operations of Personal Deposit Accounts (PDA) are allowed/authorized on the basis of proposal(s) received from concerned Department(s) along with sanction(s) of the Finance Department of the Government of Assam. As per specific instructions, the PDA remains operative for a financial year *i.e.* 1 April to 31 March and are required to be closed at the end of the financial year and if needed PDA may be opened next year by observing the usual procedure.

Information obtained from Principal Accountant General (A&E), Assam regarding operation/closure of PDA during 2010-11 revealed that there were 75 PD Accounts involving ₹25.46 crore were operative at the start of the year *i.e.*, 1 April 2010. During 2010-11, no PD Accounts were opened debiting functional Major Heads however, 23 PD Accounts involving ₹0.26 crore were closed during the year. There was also a net addition of ₹1.35 crore in respect of PD Accounts opened prior to 1 April 2010. Thus, 52 PD Accounts involving ₹26.55 crore remained operative as on 31 March 2011.

The Departmental officers had not conducted verification/reconciliation of the balances with those maintained by the office of the Principal Accountant General (A&E).

This practice of retaining funds in the Personal Deposit Accounts after the close of the financial year is fraught with the risk of misuse of funds and therefore, needs to be avoided.

2.6 Outcome of review of selected Grant

A review of budgetary procedure and control over expenditure was conducted (August-September 2011) in respect of Major Heads 2210-Medical and Public Health, 2211-Family Welfare and 2215-Water Supply and Sanitation under Grant Nos. 29, 70, 76, 77 and 78. Review of the Major Heads under the aforesaid Grants revealed that mandatory provisions of Budget Manual, Financial Rules etc. regarding drawal and utilisation of funds from the Consolidated Fund and Contingency Fund of the State were being bypassed by the concerned authorities and the accountability obligations were not always fulfilled as brought out in the succeeding paragraphs.

2.6.1 Introduction

No expenditure can be incurred by Government from Consolidated Fund unless Parliament/State Legislature approves the amount to be spent under a Major Head (or

a Group of Major Heads) during the year beginning from 1st April to 31st March. This approval takes the form of Budget Grant.

The Budget Grant of the State Government is proposed/sanctioned General and Tribal Areas wise. Tribal Areas involve autonomous councils of Karbi Anglong, North Cachar Hills and Bodoland. Prior to 2007-08 the Budget Grant comprising three Major heads viz. 2210-Medical and Public Health, 2211-Family Welfare and 2215-Water Supply and Sanitation under Health and Family Welfare Department were assigned Grant No. 29-Medical and Public Health and contained the budget of both General and Tribal Areas. In the year 2007-08 the Budget Grant of the aforesaid three Major Heads for General and Tribal Areas was diverged into two separate grants viz. Grant Nos. 29-Medical and Public Health and 70-Hill Areas respectively. From the year 2008-09 the Budget Grant for Tribal Areas was further diverged into three separate Grants viz, Grant Nos. 76-Karbi Anglong Autonomous Council, 77-North Cachar Hills Autonomous Council and 78-Bodoland Territorial Autonomous Council.

The Budget Grant for General Areas is operated¹ by the Directorates of Health Services (DHS), Directorate of Health Services, Family Welfare, (FW) and Directorate of Medical Education (DME) under the administrative control of Principal Secretary, Health and Family Welfare Department, Government of Assam, while the Budget Grant for Tribal Areas is operated by the Councils of Karbi Anglong and North Cachar Hills under the administrative control of Principal Secretary, Hill Areas Department, Government of Assam and Council of Bodoland under the administrative control of Principal Secretary, Welfare of Plain Tribes and Backward Classes Department, Government of Assam.

2.6.2 Delayed submission of budget estimates

As envisaged in the Assam Budget Manual, the Controlling Officers (COs) are required to submit the budget estimates of receipt and expenditure for the coming (next) year and revised estimates for the current year to the respective Administrative Department by August-September of every year so as to reach the same to the Finance Department by the 15th October each year at the latest along with the views of the Administrative Department in the estimate and the estimates of the Sixth Schedule Areas needs to be submitted to Finance Department after taking into account the views of Autonomous Councils.

Test-check of records of the DHS, DHS (FW) & DME revealed that the budget estimate for the year 2010-11 were sent belatedly by the COs to the Administrative

¹

Sl No.	Controlling Officer	Major Head Operated
1	Director of Health Services, Assam	2210 (Medical and Public Health) and 2215 (Water Supply and Sanitation)
2	Director of Health Services, (Family Welfare) Assam	2211 (Family Welfare)
3	Director of Medical Education, Assam	2210 (Medical and Public Health)

Departments against the stipulated month of August-September 2009 as detailed in **Table 2.8** below.

Table 2.8

Sl No.	Name of the Directorate	Date on which Budget estimates were sent to Administrative Department		Delay (in days)	
		Non plan expenditure	Plan expenditure	Non plan	Plan
1.	Director of Health Services	1.1.2010	25.2.2010	92	147
2	Director of Health Services (FW)	23.11.2009	15.2.2010	54	137
3	Director Medical Education	7.11.2009	Not furnished to audit	38	-

Source: Departmental records

The Directors did not send any revised estimates to Administrative Department for General Areas during 2010-11 and the Administrative Departments of Hill Areas and Welfare of Plain Tribes and Backward Classes could not furnish budget estimates and revised estimates for the year 2010-11 if any, received from the Councils of Karbi Anglong and North Cachar Hills and Bodoland respectively. Thus, the actual date of submission of budget estimates and revised estimates by the said Councils also could not be ascertained in audit.

In reply to audit queries, DHS stated (August 2011) that the delay in submission of budget estimates was due to non-receipt of budget estimates from concerned Drawing and Disbursing Officers (DDOs) in time and the other two CO's did not furnish any reply regarding non-receipt of budget estimates in spite of repeated reminders.

2.6.3 Unrealistic budget estimation

Assam Budget Manual (Para 20) provides that on receipt of the estimates from the subordinate estimating officers, the CO's will scrutinize and consolidated them, together with his own estimates for items with which he is concerned, into a self contained budget for each Major Head or for the several minor heads for which the CO is responsible. The CO will then forward the estimates to the Administrative Department with a copy to the Finance Department along with copy of each estimate received from the estimating officer. It was, however, seen from the records of DHS, DHS (FW) and DME that the proposed budget estimates for non-plan expenditure for the year 2010-11 were forwarded to the Administrative Department without considering the estimates of subordinate estimating officer, which were also not considered by Finance Department as revealed from the sanctioned budget. Besides, the budget estimates for plan expenditure were prepared/proposed by DHS and DHS (FW) on the basis of the total outlay fixed by Government without collecting/incorporating field office demand for Grant. The DME also could not furnish the budget estimates for plan expenditure submitted, if any, to Government/Finance Department. Therefore, it shows that the CO's and Administrative Departments virtually infringed the codal provisions in preparation of budget estimates during 2010-11. However, the summarized position of budget

provision and actual expenditure there against during 2010-11 in respect of three Major Heads viz; 2210-Medical and public Health, 2211-Family Welfare and 2215-Water Supply and Sanitation under Grant Nos. 29, 76, 77 and 78 are presented in **Table 2.9** below.

Table 2.9

Nature of expenditure	Major Head Grant No.	Budget Provision			Actual expenditure	Excess (+) /Saving (-) (Per cent)
		Original	Supplementary	Total		
Revenue	2210, 2211 and 2215	1,744.96	136.79	1,881.75	1,337.79	(-) 543.96 (29)
	29					
Revenue	2210, 2211 and 2215 (Minor Head-105)	49.60	--	49.60	45.20	(-) 4.40 (9)
	76					
Revenue	2210, 2211 and 2215 (Minor Head-105)	21.67	--	21.67	21.04	(-) 0.63 (3)
	77					
Revenue	2210 and 2215 (Minor Head-105)	61.75	1.50	63.25	69.67	(+) 6.42 (10.15)
	78					
Total		1,877.98	138.29	2,016.27	1,473.70	(-) 542.57

Source: Detailed Appropriation Accounts

The above table shows that there were overestimation of funds (Saving) in Grant No. 29, 76 and 77 ranging from three per cent to 29 per cent of the total available funds while there was an excess expenditure over approved budget provision by ₹6.42 crore (10 per cent) in Grant No. 78. In view of saving of ₹543.96 crore in Grant no. 29 and excess of ₹6.42 crore in Grant no. 78, the supplementary provisions of ₹136.79 crore and ₹1.50 crore respectively obtained against these Grants during the year were either unnecessary or inadequate.

This was indicative of the fact that the estimation was made without proper analysis of actual needs contrary to the prescribed budgetary regulations by the spending departments.

2.6.4 Unnecessary supplementary Grant

Supplementary grant as defined in the Budget Manual (Para 12(xviii)) means a provision included in an Appropriation Act, during the course of a financial year, to meet expenditure in excess of the amount previously included in an Appropriation Act for that year.

Test-check of 21 schemes under Major Head 2210 however, revealed that against the original provision of ₹694.02 crore and supplementary provision of ₹62.43 crore, an expenditure of ₹309.63 crore was incurred. As the expenditure did not come up to the level of original provision, supplementary provision of ₹62.43 crore proved to be unnecessary. The scheme-wise details of unnecessary supplementary Grant are given in **Appendix 2.15**.

2.6.5 Inadequate supplementary provision

Supplementary provision aggregating ₹six crore obtained in four schemes/services under Grant Nos. 29 and 78 during 2010-11 proved insufficient as the expenditure was incurred in excess of total provision leaving an aggregate uncovered excess expenditure ₹126.49 crore as detailed in **Appendix 2.16**.

2.6.6 Faulty re-appropriation

Re-appropriation means transfer of fund within a grant from one unit of appropriation, where savings are anticipated, to another unit where additional funds are needed subject to the condition that proposals for re-appropriation should be from a voted head to another voted head within a Grant.

The Contingency Fund is established in the nature of an imprest to be placed at the disposal of Governor to enable advances to be made by him out of this fund to the extent required for actual and immediate disbursement for the purpose of meeting unforeseen expenditure pending authorization of such expenditure by the Legislature in the next session of the Assembly.

Test-check of records of the DME revealed that the Director submitted (21 December 2010) a re-appropriation proposal to the Government, Health and Family Welfare Department for re-appropriation of ₹236.80 lakh from the Major Head 2210-Medical and Public Health-05 Education, Training and Research-001 Direction and Administration-0172 Headquarter establishment-997 up gradation of standard of Administration Award of Twelfth Finance Commission (IV) Eye Care (Sankardeva Netralaya, Guwahati) under plan (General) head during 2010-11 for incurring expenditure on six schemes/objects under plan for which no provision existed in the budget estimate under Grant No. 29 (Major Head 2210). Finance Department, however, infringing the provision of Budget Manual sanctioned (9 March 2011) ₹0.06 lakh (₹0.01 lakh for each scheme/object) being advance from Contingency Fund (CF) for making token provision and the balance fund of ₹236.74 lakh (₹236.80 lakh minus ₹0.06 lakh) to be met by re-appropriation from the provision (₹247.50 lakh) made to the aforesaid head of account. As the advance from the Contingency Fund needs to be taken to meet the unforeseen expenditure and the re-appropriation of fund to any scheme/object for which provision exists in the budget is permissible, the drawal of advance from the Contingency Fund and subsequent issuance of re-appropriation order by the Finance Department was highly irregular.

2.6.7 Budgetary control/Monitoring

Under the provision of Budget Manual, a statement/return in the prescribed format showing actual expenditure up to November and anticipated expenditure for the remaining months of the year should be submitted (by controlling officer) to the Finance Department in the month of December every year for making assessment of the progress of expenditure. These returns would enable Finance Department to

consider adjustment of budgetary provision and additional financial implication, if any. Information furnished to audit regarding submission of returns to the Finance Department however, revealed that the Directors as well as Councils did not furnish statement/return to the Finance Department within the stipulated month.

This indicated that the Finance Department never insisted upon the CO's for submission of statement/return within the prescribed schedule. Thus, the prescribed budgetary control/monitoring system to watch over the progress of expenditure remained ineffective and consequential shortcoming like unutilised budget provision, excess expenditure, persistent saving etc; noticed during audit are discussed in the succeeding paragraphs.

2.6.8 Unutilised budget provision

Cent *per cent* savings were occurred under 46 scheme/services including 19 Centrally Sponsored Schemes during 2010-11. The major cases of which are shown in **Appendix 2.17**. The Controlling Officers could not utilise any part of the provision made in the budget, indicating that the provisions made in the budget were unrealistic.

In reply to audit query, DHS (FW) stated (July 2011) that the savings were due to non-filling up of vacant posts, non-release of funds for arrear salary and non-receipt of ceiling from Government. While DHS stated (August 2011) that savings under salary and non-salary component were due to non-requirement of medical reimbursement, leave travel concession etc; and non-receipt of sanction/approval/fixation of ceiling etc; from the concerned authority. The DME however, could not furnish any reply regarding savings in the aforesaid cases.

2.6.9 Excess expenditure over budget provision

Para 7 of the Budget Manual envisages that no expenditure, which has not been provided for in budget estimates as passed by the Legislature, can be incurred without prior consultation and approval of the Finance Department provided that such expenditure does not lead to an excess over the appropriation authorized for the particular Grant under which the charge will fall and that the expenditure is not a new expenditure.

Under 33 schemes/services, expenditure of ₹557.48 crore exceeded the budget provisions (₹331.63) by ₹225.85 crore. Some significant cases of excess expenditure over budget provisions are given in **Appendix 2.18**.

2.6.10 Persistent savings

Review of Grant No. 29 disclosed persistent savings in excess of 20 *per cent* or more of the total provision during the last five years. The details of savings are detailed in **Table 2.10** below.

Table 2.10

(₹ in crore)

Grant No	Name of Grant	Year	Total Grant	Total Expenditure	Savings (percentage)
29	Medical and Public Health (Revenue)	2006-07	1,031.04	574.72	(-) 456.32 (44)
		2007-08	1,257.15	617.95	(-) 639.20 (51)
		2008-09	1,455.83	872.95	(-)582.88 (40)
		2009-10	1,799.46	1,418.81	(-) 380.65 (21)
		2010-11	1,881.75	1,337.79	(-)543.96 (29)

Source: Appropriation Accounts

Persistent Savings indicated that the process of preparation of budget estimates by the department were unscientific and unrealistic and needs to be revisited.

2.6.11 Deficiencies in expenditure control

As stipulated in the Assam Budget Manual expenditure control is the responsibility of CO's. The expenditure incurred by DDOs is watched through the monthly expenditure statements compiled in an appropriation/expenditure control register.

Test-check of records of the DHS and DHS (FW) revealed that the DDOs were irregular in sending monthly expenditure statements to COs and consequently, compilation in the appropriation/expenditure control register in the Directorates were not comprehensive. Besides, the DME could neither furnish the Monthly Expenditure statement nor the appropriation register if any, received from the DDO's during 2010-11. Thus, internal control mechanism over expenditure control was deficient in the Directorates.

2.6.12 Non-reconciliation of departmental figures

According to Budget Manual and executive instructions made there under Departmental figures of expenditure are to be reconciled with the figures booked in the records of the Principal Accountant General (A&E), Assam monthly for which procedure was clearly brought out.

It was however, ascertained from the records of the Principal Accountant General (A&E), Assam that DHS, DHS (FW), DME and Autonomous Councils of Karbi Anglong, North Cachar and Bodoland had not reconciled the Departmental figures for the year 2010-11 pertaining to the Major Head 2210-Medical and Public Health, 2211-Family Welfare and 2215-Water Supply and Sanitation under Grant Nos.29, 76, 77 and 78 with those booked by the Principal Accountant General (A&E), Assam.

Thus, failures to exercise/adhere to the provision and executive instructions not only facilitate misclassification of expenditure but also lead to defeat the very objective of budgetary process.

2.6.13 Drawal of funds to avoid lapse of budget grant

According to Assam Treasury Rules and Subsidiary Orders (Rule 16, SO 50) read with Rule 62 and 63 of Assam Financial Rules, no money shall be drawn from the treasury unless it is required for immediate disbursement.

Test-check of records of the Hill Areas Department revealed that Karbi Anglong Autonomous Council drawn and deposited (31 March 2011) ₹25.50 lakh at the fag end of the year 2010-11 into the head of account 8443-Civil Deposit to avoid lapse of budget grant. The amount was debited to the head of account “2210-Medical and Public Health (₹25 lakh)” and “2215-Water Supply and Sanitation (₹0.50 lakh)”.

2.6.14 Poor financial management

Test-check of records of the DHS (FW) relating to implementation of a Centrally Sponsored Scheme revealed that the Director submitted (22 July 2010) a proposal to the Government for issue of ceiling of ₹1.43 crore in connection with implementation of Family Welfare scheme. However, no ceiling was received by the Director till October 2010 and the fact of non-receipt of ceiling for the scheme was reminded to the Government by the Director in November 2010. Although the Government released the ceiling of ₹1.43 crore on 31 March 2011, but the Director could not utilise the ceiling amount as it required minimum of five working days to complete the formalities like budget allotment, issuance of fixation of ceilings to 44 DDOs and treasury officers in all districts, preparation of bills for submission to the treasuries etc. As a result the programme remained un-implemented till date.

In another case, the DME could not draw the ceiling amount of ₹0.75 crore during 2010-11 for implementation of the scheme “Expansion of Assam Medical College Hospital, Dibrugarh with Disaster Management Preparedness” due to erroneous recording of head of account in the body of the fixation of ceiling (ceiling issued by the Government on 30 March 2011). As a result the scheme remained un-implemented till date. Thus, the issue of fixation of ceilings at the very fag end of the year coupled with erroneous classification of expenditure head, resulted in lapse of budget indicating deficient financial management.

2.6.15 Budget commitment

The Minister of Finance, Government of Assam in his Budget Speech for the year 2010-11 made commitment to set up 50 new hospitals in the riverine areas of the state and three new district hospitals at Nahorkotiya, Majuli and Sonapur. Apart from these, commitments for immediate setting up of 50 new model hospitals in 50 Legislative Assembly Constituencies (LACs) were also made in the Budget Speech. The budget commitment however, could not be fulfilled due to non-allocation of funds for setting up of model hospitals in LACs and three new district hospitals. Further, setting up of 50 new hospitals in the riverine areas of the state had not yet been taken up by the DHS.

It was, thus, observed that the commitments were not at all materialized during 2010-11.

2.7 Conclusion and Recommendations

During 2010-11, expenditure of ₹25,947.39 crore was incurred against the total grants and appropriations of ₹39,901.38 crore, resulting in a savings of ₹13,953.99 crore. The overall savings was the net result of saving of ₹13,958.26 crore offset by excess of ₹4.27 crore. The excess requires regularization under Article 205 of the Constitution of India. At the close of the year 2010-11, there were 41 grants/appropriations in which savings of ₹8,494.67 crore (60.88 *per cent* of the total savings) occurred but no surrenders were made by the concerned departments.

(Paras-2.2 and 2.3.11)

Out of the total provisions amounting to ₹53.24 crore in four schemes, ₹30.41 crore (57 *per cent*) were surrendered (sum exceeding ₹25 lakh in each case).

(Para-2.3.9)

In two cases, as against savings of ₹17.85 crore, the amount surrendered was ₹20.41 crore (₹50 lakh or more in each case) resulting in excess surrender of ₹2.56 crore. Injudicious re-appropriation proved excessive or insufficient and resulted in saving/excess of over ₹10 lakh in nine sub-heads. Rush of expenditure were noticed in respect of 13 Major heads, where expenditure exceeding ₹10 crore and also more than 50 *per cent* of the total expenditure for the year was incurred in March 2011.

(Paras-2.3.10, 2.3.8 and 2.3.12)

Funds amounting to ₹177.61 crore drawn at the fag end of the year were deposited to the head of account 8443-Civil Deposit to avoid lapse of budget grant, indicates lack of legislative control. Besides, funds amounting to ₹26.55 crore meant for developmental works were parked in Personal Deposit Accounts without undertaking the work for which these were sanctioned and released.

(Paras-2.3.4 and 2.5)

Delayed submission of budget estimates, unrealistic budget estimation, faulty re-appropriation of funds etc; indicates prescribed budgetary regulations were not observed diligently and leading to absence of financial control. Besides, failure to exercise control mechanism there were instances of huge excess expenditure over budget provisions, unutilized budget provisions, persistent savings and drawal of funds to avoid lapse of budget grant etc; were noticed.

(Paras-2.6.2 and 2.6.13)

- *Parking of funds in the Personal Deposit Accounts to avoid lapse of budget, is fraught with the risk of misuse of funds and therefore, needs to be avoided.*
- *Expenditure should be planned in advance and incurred uniformly throughout the year to avoid rush of expenditure at the fag end of the financial year.*
- *Reconciliation and verification of figures is an important tool. Failure to exercise/adhere to the manualised provisions and executive instructions not only facilitates misclassifications of the expenditure but also leads to defeat the very objectives of budgetary process.*
- *Savings are to be worked out before hand and surrendered before the close of the financial year for its effective utilisation in other areas/schemes.*
- *Finance Department should ensure strict compliance of codal provisions as well as its own instructions to honour Public Finance Accountability norms.*
- *A close and rigorous monitoring mechanism should be put in place by the DDOs to adjust the Abstract Contingent Bills within thirty days from the date of drawal of the amount.*

Chapter III Financial Reporting

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

3.1 Delay in furnishing Utilisation Certificates

Rule 517 (Appendix 16) of Assam Financial Rules provides that every grant made for a specified object is subject to the implied conditions such as (i) the grant shall be spent upon the object within a reasonable time (one year from the date of issue of the letter sanctioning the grant), and (ii) any portion of the amount which is ultimately not required for expenditure upon the object shall be duly surrendered to the Government. According to the information furnished by the Principal Accountant General (A&E), Assam, 17,588 utilisation certificates due in respect of grants aggregating ₹8,263 crore paid to 62 departments of the State Government during the period from 2001-02 to 2010-11 were in arrears.

The Department-wise break-up of outstanding UCs is given in *Appendix 3.1*, the age-wise delays in submission of UCs is summarized in the **Table 3.1**.

Table 3.1: Age-wise Arrears of Utilisation Certificates

(₹ in crore)

Sl. No.	Range of Delay in Number of Years	Total grants paid		Utilisation Certificates	
		Number	Amount	Number	Amount
1	0-1	563	1,247.49	563	1,247.49
2	1-3	1,657	2,469.25	1,657	2,469.25
3	3-5	4,228	1,972.26	4,228	1,972.26
4	5-7	6,143	1,587.31	6,143	1,587.31
5	7-9	3,529	696.72	3,529	696.72
6	9 and above	1,468	289.58	1,468	289.58
Total		17,588	8,262.61	17,588	8,262.61

Out of 17,588 UCs worth ₹8,262.61 crore pending as of March 2011, UCs (11,140 Numbers) involving ₹2,573.61 crore were pending for more than five years. Pendency of UCs mainly pertained to Education Department (12,445 UCs: ₹598.39 crore), Health Department (364 UCs: ₹345.48 crore), Industries and Commerce Department (382 UCs: ₹134.15 crore), Social Welfare Department

(445 UCs: ₹505.10 crore) and Welfare of Plain Tribes and Other Backward Classes (601 UCs: ₹1,187.26 crore).

In the absence of the UCs it could not be ascertained whether the recipients had utilized the grants for the purposes for which these were given.

Thus, efforts should be made by the Department for expeditious submission of UCs by the recipients.

3.2 Submission of Accounts

In order to identify the institutions which attract audit under Sections 14 and 15 of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971, the Government/Heads of the Department are required to furnish to Audit every year detailed information about the financial assistance given to various Institutions, the purpose of assistance granted and the total expenditure of the Institutions. The accounts of 18 Bodies/Authorities received (accounts for the years 2001-02 to 2009-10) during the current year attracted audit by Comptroller and Auditor General of India. The 53 accounts (including accounts of earlier years), audit of which was due, were audited during 2010-11.

The Principal Accountant General (Audit) had not received 167 annual accounts of 68 Autonomous Bodies/Authorities due up to 2010-11 as of August 2011. The details of these accounts are given in *Appendix 3.2* and their age-wise pendency is presented in **Table 3.2**.

Table 3.2: Age-wise Arrears of Annual Accounts due from the Government Bodies

Sl No.	Delay in Number of Years	No. of the Bodies/Authorities	Grants Received (₹ in lakh)
1	0-1	68	Not available
2	1-3	74	Not available
3	3-5	18	Not available
4	5-7	6	Not available
5	7-9	1	Not available
6	9 and above	--	Not available
Total		167	

In the absence of annual accounts and subsequent audit of these 68 Bodies and Authorities involving 167 annual accounts, the proper accountal/utilisation of the grants and loans disbursed to these Bodies/Authorities remained unverified. The reasons for non-preparation of the accounts were, however, not intimated. Non-submission of accounts of the defaulting Autonomous Bodies was taken up with the concerned authorities time to time.

3.3 Submission of Accounts/Audit Reports of Autonomous Bodies

Several Autonomous Bodies have been set up by the State Government in the field of Urban Development, Agriculture and allied services, Khadi and Village Industries,

Legal services and Sixth schedule areas. A large number of these Bodies are audited by the Comptroller and Auditor General with regard to the verification of their transactions, operational activities and accounts, conducting regulatory compliance audit of all transactions scrutinized in audit, review of internal management and financial control, review of system and procedures etc. The audit of accounts of seven Bodies and three District Councils in the State has been entrusted to the Comptroller and Auditor General of India. The status of entrustment of audit, rendering of accounts to audit, issuance of Separate Audit Report (SAR) and its placement in the Legislature are indicated in **Appendix 3.3**. The frequency distribution of Autonomous Bodies according to the delays in submission of accounts to Audit and placement of Separate Audit Report in the legislature after the entrustment of audit to Comptroller and Auditor General is summarized in **Table 3.3**.

Table 3.3: Delays in submission of Accounts and Placement of Separate Audit Report

Delays in submission of accounts (In Months)	Autonomous Bodies		Reasons for the delay	Delays in submission of SARs in Legislature (In Years)	Number of Autonomous Bodies	Reasons for the Delay
	Number	Accounts				
0-1	--	--	Not furnished	0-1	4	Not furnished
1-6	--	--		1-2	1	
6-12	6	6		2-3	2	
12-18	--	--		3-4	1	
18-24	3	3		4-5	1	
24 and above	2	10		5 and above	--	
Total	11	19			9	

Nineteen accounts of seven Autonomous Bodies were in arrears for periods ranging from 12 to 132 months as of June 2011. The State Government disbursed regular funds to these Autonomous Bodies. In the absence of accounts and subsequent audit, it could not be verified whether the funds received and expenditure incurred had been properly accounted for and the purpose for which the funds were disbursed were achieved. Besides, delay in finalisation of accounts carries the risk of financial irregularities going undetected apart from violation of the provisions of the respective legislations under which the Bodies were constituted.

Nine SARs of the seven Autonomous Bodies were not placed before the legislature even after delays ranging from one to more than four years, thereby violating the statutory responsibility of keeping the State legislature informed about the financial status of the bodies.

3.4 Misappropriations, losses, defalcations, etc.

According to Rule 103 of Assam Financial Rules, 1983 any defalcation or loss of public money or other property discovered in Government Treasury or office or department, which is under the audit of the Principal Accountant General, should be immediately reported to the Principal Accountant General even when such loss has been made good by the person responsible for it.

The Heads of Department/State Government had not reported even a single case of misappropriation, defalcation etc. to the Principal Accountant General (Audit) during 2010-11 despite instructions issued (December 2009) to all Heads of Department by the Finance Department for furnishing the reports of financial loss caused to Government if any, during the relevant financial year.

Scrutiny in audit however, revealed 187 cases of misappropriation, defalcation etc; involving Government money amounting to ₹109.40 crore upto March 2011 on which final action was pending. The Department-wise breakup of pending cases and age-wise analysis is given in **Appendix-3.4** and nature of these cases is given in **Appendix-3.5**. The age-profile of pending cases and the number of cases pending in each category *i.e.*, theft and misappropriation/loss of Government material etc. are summarized in **Table 3.4**.

Table 3.4: Profile of Misappropriations, losses, defalcations, etc.

Age Profile of the Pending cases			Nature of the Pending Cases		
Range in Years	Number of cases	Amount involved (₹ in lakh)	Nature/ characteristics of the cases	Number of cases	Amount involved (₹ in lakh)
0-5	104	10,046.61	Theft	21	164.19
5-10	56	697.85			
10-15	25	140.48	Misappropriation/ Loss of material	166	10,776.25
15-20	2	55.50			
20-25	--	--	Total	187	10,940.44
25 and above	--	--	Cases of losses written off during the year	Nil	Nil
Total	187	10,940.44	Total pending cases	187	10,940.44

A further analysis indicates that the reasons for which the cases were outstanding could be classified, for example, in the categories listed in **Table 3.5**.

Table 3.5: Reasons for Outstanding cases of Misappropriations, losses, defalcations, etc.

	Reasons for the Delay/Outstanding Pending cases	Number of Cases	Amount (₹ in lakh)
i)	Awaiting departmental and criminal investigation	12	175.10
ii)	Departmental action initiated but not finalised	7	87.53
iii)	Criminal proceedings finalised but execution of certificate cases for the recovery of the amount pending	3	14.62
iv)	Awaiting orders for recovery or write off	7	131.37
v)	Pending in the courts of law	--	--
vi)	Non-furnishing of proper reply by the Department	158	10,531.82
	Total	187	10,940.44

An effective mechanism needs to be put in place to ensure speedy settlement of cases relating to theft, misappropriations and losses as also to place systems in order.

3.5 Conclusion and Recommendations

Out of 17,588 UCs worth ₹8,262.61 crore pending as of March 2011, UCs (11,140 Numbers) involving ₹2,573.61 crore were pending for submission of which oldest UCs pertains to the year 2001-02. In the absence of the certificate it

could not be ascertained whether the recipients had utilized the grants for the purposes for which these were given. Also non-submission of UCs in a time bound manner is against the principle of sound financial management and needs urgent attention of the Government. Annual accounts (167 numbers) in respect of 68 autonomous bodies/authorities due up to 2010-11 had not been received by the Principal Accountant General (Audit), Assam as of 31 August 2011.

(Paras-3.1 and 3.2)

Analysis of pending misappropriation cases revealed that the cases were related mainly to theft and misappropriation/loss of materials. Of the 187 cases of theft, misappropriation/loss of materials etc; involving ₹109.40 crore pending final action, departmental and criminal investigation were not initiated in 12 cases involving ₹1.75 crore, indicating lack of initiative on the part of the Government to fix accountability. Other cases were pending due to non-finalisation of departmental action (seven cases), criminal proceedings finalized but recovery of the amount pending (three cases), orders for recovery/write off (seven cases) and non-furnishing of proper reply by the Department (158 cases).

(Para-3.4)

Recommendations

Departmental enquiries in all fraud and misappropriation cases should be expedited to bring the defaulters to book. Internal controls should be strengthened to prevent occurrence of such cases.

**Guwahati
The**

**(P. Sesh Kumar)
Principal Accountant General**

Countersigned

**New Delhi
The**

**(Vinod Rai)
Comptroller and Auditor General of India**

Appendix-1.1

Part-A: Structure and Form of Government Accounts

(Reference: Page 2)

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

Part I: Consolidated Fund

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

Part II: Contingency Fund

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

Part III: Public Account

Receipts and Disbursement 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.

Appendix-1.1
Part-B: Layout of Finance Accounts
(Reference: Page 2)

Layout of Finance Accounts

The Finance Accounts 2010-11 (new format introduced from the year 2009-10) has been divided into two Volumes – Volume I and II. Volume I represents the financial statements of the Government in summarized form while Volume II represents detailed financial statement. The layout of the Finance Accounts is chalked out in the following manner:

<i>Layout</i>	
VOLUME I	
Statement No. 1	Statement of Financial Position
Statement No. 2	Statement of Receipts and Disbursements
Statement No. 3	Statement of Receipts (Consolidated Fund)
Statement No. 4	Statement of Expenditure (Consolidated Fund) By Function and Nature Notes of Accounts Appendix I: Cash Balances and Investments of Cash Balances
VOLUME 2	
PART I	
Statement No. 5	Statement of Progressive Capital expenditure
Statement No. 6	Statement of Borrowings and Other Liabilities
Statement No. 7	Statement of Loans and Advances given by the Government
Statement No. 8	Statement of Grants-in-aid given by the Government
Statement No. 9	Statement of Guarantees given by the Government
Statement No. 10	Statement of Voted and Charged Expenditure
PART II	
Statement No. 11	Detailed Statement of Revenue and Capital Receipts by Minor Heads
Statement No. 12	Detailed Statement of Revenue Expenditure by Minor Heads
Statement No. 13	Detailed Statement of Capital Expenditure
Statement No. 14	Detailed Statement of Investments of the Government
Statement No. 15	Detailed Statement of Borrowings and Other Liabilities
Statement No. 16	Detailed Statement on Loans and Advances given by the Government
Statement No. 17	Detailed Statement on Sources and Application of funds for expenditure other than Revenue Account
Statement No. 18	Detailed Statement on Contingency Fund and other Public Account transactions
Statement No. 19	Detailed Statement on Investments of Earmarked Funds
PART III Appendices	
II	Comparative Expenditure on Salary
III	Comparative Expenditure on Subsidy
IV	Grants-in-aid (Scheme wise and Institution wise)
V	Externally Aided Projects
VI	Plan Scheme expenditure (Central and State Plan Schemes)
VII	Direct transfer of Central Scheme funds to implementing agencies in the State
VIII	Summary of Balances
IX	Financial results of Irrigation Schemes
X	Incomplete Works
XI	Statement of items for which allocation of balances as a result of re-organisation of States has not been finalised
XII	Maintenance expenditure with segregation of salary and non-salary portion

Appendix-1.1
Part-C: Methodology adopted for the Assessment of Fiscal Position
(Reference: Page 2)

The norms/ceilings prescribed by the TFC as well as its projections for fiscal aggregates along with the commitments/projections made by the State Governments in their FR Acts and in other Statements required to be laid in the legislature under the Act (**Para 1.2**) have been used to make qualitative assessment of the trends and pattern of major fiscal aggregates during the current year. Assuming that Gross State Domestic Product (GSDP)¹ is a good indicator of the performance of the State's economy, major fiscal aggregates like tax and non-tax revenue, revenue and capital expenditure, internal debt and revenue and fiscal deficits have been presented as percentage to the GSDP at current market prices. The buoyancy coefficients for tax revenues, non-tax revenues, revenue expenditure etc., with reference to the base represented by GSDP have also been worked out to assess as to whether the mobilization of resources, pattern of expenditure etc., are keeping pace with the change in the base or these fiscal aggregates are also affected by factors other than GSDP. The New GSDP series with 2004-05 as base as published by the Director of Economics and Statistics of the State Government in Economic Survey 2010-11 have been used in estimating these percentages and buoyancy ratios.

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

List of terms used in the Chapter I and basis for their calculation

Terms	Basis of calculation
Buoyancy of a parameter	Rate of Growth of the parameter/GSDP Growth
Buoyancy of a parameter (X) With respect to another parameter (Y)	Rate of Growth of parameter (X)/Rate of Growth of parameter (Y)
Rate of Growth (ROG)	$[(\text{Current year Amount} / \text{Previous year Amount}) - 1] * 100$
Development Expenditure	Social Services + Economic Services
Average interest paid by the State	$\text{Interest payment} / [(\text{Amount of previous year's Fiscal Liabilities} + \text{Current year's Fiscal Liabilities}) / 2] * 100$
Interest spread	$\text{GSDP growth} - \text{Average Interest Rate}$
Quantum spread	$\text{Debt stock} * \text{Interest spread} / 100$
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	$\text{Revenue Receipt} - \text{Revenue Expenditure}$
Fiscal Deficit	$\text{Revenue Expenditure} + \text{Capital Expenditure} + \text{Net Loans and Advances} - \text{Revenue Receipts} - \text{Miscellaneous Capital Receipts}$
Primary Deficit	$\text{Fiscal Deficit} - \text{Interest payments}$
Balance from Current Revenue (BCR)	Revenue Receipts minus all Plan grants and Non-plan Revenue Expenditure excluding expenditure recorded under the major head 2048 – Appropriation for reduction of Avoidance of debt
Compound Annual Growth Rate (CAGR)	The compound annual growth rate is calculated by taking the n^{th} root of the total percentage growth rate, where n is the number of years in the period being considered. $\text{CAGR} = [\text{Ending Value} / \text{Beginning value}]^{(1/\text{no. of years} - 1)}$

¹ GSDP is defined as the total income of the State or the market value of goods and services produced using labour and all other factors of production.

Appendix-1.1
Part D: State Profile
(Reference: Page 1)

A. General Data		
Sl No.	Particulars	Figures
1.	Area	78,438 sq Km
2.	Population as per 2011 census	3.12 crore
3.	Density of Population (2011) (All India Average = 382 persons per sq km)	397
4.	Population below poverty line (All India Average = 27.5%)	19.7%
5.	Literacy (2011) (All India Average = 74.04%)	73.18%
6.	Infant Mortality (per 1000 live births) (All India Average = 50 per 1000 live births)	61
7.	Life Expectancy at Birth (All India Average = 63.5 years)	58.9 years
8.	Gini Coefficient	
	(a) Rural (All India = 0.30)	0.19
	(b) Urban (All India = 0.37)	0.32
9.	Gross State Domestic Product (GSDP) 2010-11	₹1,04,218
10.	GSDP CAGR* (2000-01 to 2009-10)	
11.	Population Growth (2001 to 2011) India = 17.64%	16.93%

Source: Financial data is based on figures in Finance Accounts. BPL (Planning Commission and NSSO data, 61st Round URP), Literacy (Office of the Registrar General of India, Ministry of Home Affairs), Infant Mortality (SRS Bulletin, January 2011), Life Expectancy at Birth (India Political and Economic Outlook 2010-2014), Gini Coefficient (Unofficial estimates of Planning Commission, 61st Round 2004-05, URP) and Population Growth (Economic Survey, Assam, 2010-11)

It is measure of inequality of income distribution where zero refers to perfect equality and one refers to perfect inequality.

Appendix-1.2
(Reference-Paragraph 1.1 ; Page 2)
Abstract of Receipts and Disbursements for the year 2010-11
Part-A

(₹ in crore)

Receipts				Disbursements					
2009-10		2010-11	2009-10		Non-Plan	Plan	Total	2010-11	
Section-A: Revenue									
19884.49	I-Revenue receipts		23004.94	21232.20	I- Revenue expenditure	17895.86	5055.96	22951.82	22951.82
4986.72 (a)	Tax revenue	5929.85 (a)		8379.57	General services	7731.32	35.10	7766.42	
2752.95	Non-tax revenue	2373.33		8543.21	Social Services	7052.44	3106.53	10158.97	
5339.53 (b)	State's share of Union Taxes	7968.61 (b)		4526.56	Education, Sports, Art and Culture	5192.08	1238.81	6430.89	
1593.16	Non-Plan Grants	943.98		1496.42	Health and Family Welfare	1083.16	396.53	1479.69	
3995.09	Grants for State Plan Schemes	4374.09		582.25	Water Supply, Sanitation, Housing and Urban Development	368.66	316.51	685.17	
145.14	Grants for Special Plan Schemes	51.28		20.24	Information and Broadcasting	20.11	23.51	43.62	
1071.90	Grants for Central and Centrally Sponsored Plan Schemes	1363.80		380.06	Welfare of Scheduled caste, Scheduled tribes and other Backward classes.	84.49	311.59	396.08	
				90.68	Labour and labour Welfare	60.08	32.86	92.94	
				1430.61	Social Welfare and Nutrition	221.73	786.72	1008.45	
				16.39	Others	22.13	--	22.13	
				3759.52	Economic Services	2754.53	1914.33	4668.86	
				1169.49	Agriculture and Allied Activities	1005.97	622.40	1628.37	
				813.49	Rural Development	151.32	788.22	939.54	
				211.18	Special Areas Programmes	29.98	93.81	123.79	
				381.06	Irrigation and Flood Control	528.06	1.00	529.06	
				11.81	Energy	16.43	12.10	28.53	
				247.23	Industry and Minerals	176.58	205.31	381.89	
				566.45	Transport	754.11	50.94	805.05	
				18.31	Science Technology and Environment	1.58	13.55	15.13	
				340.50	General Economic Services	90.50	127.00	217.50	
				549.90	Grants-in-aid and Contributions	357.57	--	357.57	
1347.71	II-Revenue deficit carried over to Section-B			-	II-Revenue surplus carried over to Section-B				53.12

(a) Excluding share of net proceeds of taxes and duties assigned to state under various heads viz., 0020, 0021, 0032, 0037, 0038, 0044 and 0045.

(b) Share of net proceeds assigned to State.

Appendix-1.2 (Continued)
Part-B

Receipts				Disbursements					
2009-10		2010-11	2009-10		Non-Plan	Plan	Total	2010-11	
Section-B: Others									
8041.84	III-Opening Cash balance including Permanent Advances and Cash Balance Investment		6783.80	--	III-Opening Overdraft from RBI				--
--	IV Miscellaneous Capital receipts			2629.35	IV-Capital Outlay	70.92	1929.97	2000.89	2000.89
				74.82	General services	8.51	45.07	53.58	
				452.22	Social Services	11.20	164.82	176.02	
				1.22	Education, Sports, Art and Culture	--	0.09	0.09	
				4.57	Health and Family Welfare	0.88	4.54	5.42	
				443.53	Water Supply, Sanitation, Housing and Urban Development	10.32	160.16	170.48	
				0.45	Welfare of Scheduled Caste, Scheduled tribes and Other Backward Classes	--	--	--	
				2.45	Others	--	0.03	0.03	
				2102.31	Economic Services	51.21	1720.08	1771.29	
				8.01	Agriculture and Allied Activities	--	2.00	2.00	
				291.63	Special Areas Programmes	--	210.72	210.72	
				850.26	Irrigation and Flood control	0.03	768.32	768.35	
				180.68	Energy	--	173.68	173.68	
				44.26	Industry and Minerals	--	40.11	40.11	
				705.29	Transport	51.18	508.08	559.26	
				22.18	General Economic Services	--	17.17	17.17	
32.87	V-Recoveries of Loans and Advances		28.09	99.23	V-Loans and Advances disbursements				70.88
--	From Power Projects	--		40.34	For Power Projects			50.21	
31.50	From Government Servants	27.95		2.24	To Government Servants			0.10	
1.37	From Others	0.14		56.65	To Others			20.57	
	VI-Revenue surplus brought down		53.12	1347.71	VI-Revenue deficit brought down				--

Appendix-1.2

Receipts			Disbursements						
2009-10			2010-11	2009-10					2010-11
2190.28	VII-Public debt receipts		2045.32	1007.56	VII-Repayment of Public Debt	Non-Plan	Plan	Total	923.38
2263.35	Internal debt other than ways and means Advances and overdraft	2029.70		787.45	Internal debt other than Ways and Means Advances and Overdraft			800.07	
--	Net transaction under Ways and Means Advances including Overdraft	--		--	Net transaction under Ways and Means Advances including Overdraft			--	
(-) 73.07	Loans and Advances from Central Government	15.62		220.11	Repayment of Loans and Advances to Central Government			123.31	
--	VIII-Inter State Settlement		--		VIII-Inter State Settlement				--
	IX-Appropriation to Contingency Fund		--		IX-Appropriation to Contingency Fund				--
	X-Amount transferred to Contingency Fund		--		X-Expenditure from Contingency Fund				--
10629.86	XI-Public Account receipts		10403.89	9027.20	XI-Public Account disbursements				10537.20
754.80	Small Savings and Provident fund	953.18		265.26	Small Savings and Provident Funds			412.77	
733.42	Reserve funds	256.08		319.50	Reserve Funds			409.20	
(-) 136.43	Suspense and Miscellaneous	80.98		(-) 432.13	Suspense and Miscellaneous			(-) 99.06	
3698.19	Remittance	3633.60		3862.83	Remittances			3605.63	
5579.88	Deposits and Advances	5480.05		5011.74	Deposits and Advances			6208.66	
-	XII-Closing overdraft from Reserve Bank of India		--	6783.80	XII-Closing cash balance				5781.87
-				--	Cash in Treasuries and Local Remittances			--	
-				(-) 1404.41	Deposits with Reserve Bank			(-) 973.25	
-				10.32	Departmental Cash Balance including permanent Advances			7.29	
-				8177.89	Cash Balance Investment			6747.83	
42127.05	Total		42319.16	42127.05	Total				42319.16

Appendix-1.3
Funds Transferred directly to State Implementing Agencies
(Reference to Paragraph 1.3.2; Page 10)

(₹ in crore)			
Sl No.	Programme/Scheme	Implementing Agency in the State	Fund transferred by the GOI
1	2	3	4
1.	Adult Education and Skill Development Scheme	State Literacy Mission Authority, Assam	8.58
2.	Assam Gas Cracker Project	Brahmaputra Cracker & Polymer Limited	796.73
3.	Assistance of IHMS, FCIS etc.	Food Craft Institute, Samaguri, Institute of Hotel Management, Catering Technology & applied Nutrition	6.47
4.	Assistance of State for Capacity Building in Trauma Care	Gauhati Medical College Hospital, B.P. Civil Hospital, Nagaon, Civil Hospital, Dhubri	2.61
5.	Assistance to Training Institutions	Indian Institute of Entrepreneurship	14.04
6.	Autonomous Institutions and Professional Bodies	Institute of Advance Study in Science and Technology	7.67
7.	Central Rural Sanitation Programme	Rajiv Gandhi Rural Water and Sanitation Mission	94.37
8.	CIT Kokrajhar	Central Institute of Technology, Kokrajhar	24.99
9.	Crime and Criminal Tracking Network and System (CCTNS)	Assam Police Housing Corporation Ltd.	37.39
10.	Deen Dayal Disabled Rehabilitation Scheme	Swabalambi Guwahati, North Hirapara Women & Child Development Society, Sri Sri Sewa Ashram, Durpang Pichala Anchalik Bikalanga Anusthan, ASCENT, Zila Bahumukhi Mahila Unnayan Samaj, Dhula Regional Physically Handicapped Development Association, Bikalanga Kalyan Dendra, Global Health & Education Centre, Ashadeep, Asha Rehabilitation Centre, Assam, Gram Vikas Parishad, Nagaon	1.85
11.	District Hospitals	Assam Medical College, Silchar Medical College, Gauhati Medical College Hospital,	17.71
12.	DRDA Administration	District Rural Development Agencies, Assam	21.72
13.	Electronic Governance	Assam Electronics Development Corporation Ltd.	0.90
14.	Environment Information Education and Awareness	Assam Science Technology and Environment Council	1.87
15.	Health Care for the Elderly	Gauhati Medical College Hospital, State Health Society, Assam	4.40
16.	Health Insurance for Unorganised Sector Workers	State Health Society, Assam	7.43
17.	Hospitals and Dispensaries (under NRHM)	State Health Society, Assam	0.05
18.	HRD (Human Resource Development)	Pakowa Gramin Vikash Sansthan, Nalbati, Sankar Madhab Kristi Bikash Kendra, Milanpur, North Eastern Handicrafts and Handlooms Development Ltd., New Vision Creative Society, Economic Development Organisation, Voluntary Institution for Entrepreneurs and Women Welfare, Jyotimoy Foundation, North East Artisit and Artisan Organaton, Guwahati, Randia Youth Centre, Kaumudi Samanay Gosthi, Guwahati, Dorthy Voluntary Association, Kaziranga Multipurpose Women's Society, Guwahati, Economic Development Organisation, SURYAMUKHI (Rural Economic Development)	0.40
19.	Human Resource Development Biotechnology	North East Institute of Science & Technology (CSIR), North Lakhimpur College, Tezpur University, Karimganj College, College of Veterinary Science, Goalpara College, Assam University, Silchar	0.80
20.	IITs (including OSC)	Indian Institute of Technology, Guwahati	121.00
21.	Industrial Infrastructure Upgradation Scheme (IUS)	Bamboo Technology Park	15.79

22.	Integrated Watershed Management Programme (IWMP)	State Level Nodal Agency, Assam, District Rural Development Agencies, Assam	54.18
23.	Livestock Insurance	Assam Livestock Development Agency	1.49
24.	Mahatma Gandhi National Rural Employment Guarantee	District Rural Development Agencies, Assam	609.29
25.	Mahila Samakhya	Assam Mahila Samata Society	3.94
26.	Marketing and Export Promotion Scheme	O/o the Director of BTC, Handloom & Textiles, Kokrajhar, Director of Handloom & Textiles, Govt. of Assam, Guwahati, Assam Apex Weavers' & Artisans Co-operative Federation Ltd., North Eastern Handicrafts and Handlooms Development Corporation Ltd.	5.08
27.	Marketing Support and Services & Export Promotion Scheme	North Eastern Handicrafts and Handlooms Development Corporation Ltd., Assam Apex Weavers' & Artisans Co-operative Federation Ltd., Industries and Trade Fair Association of Assam, Guwahati, Bodoland Regional Apex Weavers' & Artisans Co-operative Federation Ltd., Kokrajhar, North East Trade Promotion and Development Council, Janakalyan Khadi Gramodyog Unnayan Kendra, Samaritan of Urban and Rural Justice Youth Affairs and NGOs Kaumudi Samanay Gosthi, Assam, ITADEM, North East Artist & Artisan Organisation, Guwahati, Craft Council of North East Jorhat, Assam	8.00
28.	MPs Local Area Development Scheme (MPLADs)	Deputy Commissioners	34.00
29.	MSME Clusters Development Programme and MSME Growth Poles	Assam Small Industries Development Corporation Limited, Indian Institute of Entrepreneurship, Industrial Infrastructure Development Corporation Assam Industrial Development Corporation	3.93
30.	National Child labour Project including Grants in Aid to Voluntary Organisation	Kamrup Metro District Child Labour Welfare Samity, Kamrup, Nagaon District Child Labour Project Society, Nagaon, Bongaigaon Child Labour Project Society, National Child Labour Project, Lakhimpur	3.79
31.	National Afforestation Programme	East Forest Development Agency	6.08
32.	National Aids Control Programme including STD Control	Assam State Aids Control Society	16.39
33.	National Food Security Mission	Assam Small Farmers' Agri-Business Consortium, Assam Seeds Corporation Limited, Regional Rainfed lowland Rice Research Station (CRRRI, ICAR)	67.36
34.	National Institute of Technology NIT (including OSC)	National Institute of Technology, Silchar	33.00
35.	National Mission on Bamboo	Bamboo Development Agency Assam, Assam Agricultural University, Cane and Bamboo Technology Centre, Rain Forest research Institute, Jorhat	7.61
36.	National Project for Cattle and Buffalo Breeding	Assam Livestock Development Agency	0.74
37.	National Rural Drinking Water programme	State Water and Sanitation Mission, Assam	487.48
38.	National Rural Health Mission (NRHM) Centrally Sponsored	State Health Society, Assam	601.79
39.	National Rural Health Mission (NRHM) Centrally Sector	Population Research Centre, Gauhati University, State Health Society, Assam, Voluntary Health Association of Assam	2.06
40.	North East Development Finance Corporation (NEDFI) Ltd.	North Eastern Development Finance Corporation Ltd.	60.00
41.	NEIIPP, 2007	North Eastern Development Finance Corporation Ltd	74.94
42.	North Eastern Areas	North Eastern Regional Agricultural Marketing Corporation Ltd., Central Institute of Plastics Engineering and Technology (CIPET), Guwahati, Director of Handloom & Textiles, Govt. of Assam, Guwahati, Tezpur University, North Eastern Regional Institute of Water and Land Management, Indian Institute of Technology Guwahati, Gauhati University, Cane and Bamboo Technology Centre, The Institute of Engineers (India), Assam, College of Veterinary Science, Cotton College, Assam Don Bosco University, Guwahati Management Association	16.07

Audit Report (State Finances) for the year ended 31 March 2011

43.	Pradhan Mantri Gram Sadak Yojana (PMGSY)	Assam State Road Board, Guwahati	1900.67
44.	Rastriya Gram Swaraj Yojana (RGSY)	State Institute of Rural Development, Assam	1.00
45.	Rashtriya Madhyamik Shiksha Abhiyan (RMSA)	Axom Sarba Siksha Abhijan Mission	19.35
46.	Redevelopment of Hospitals Institutions	Lokopriya Gopinath Bordoloi Regional Institute of Mental Health	20.70
47.	Renewable Energy for Rural Applications Remote	Assam State Electricity Board, CEO-cum-DFO, FDA, Dibrugarh, Assam Energy Development Agency	4.48
48.	Research & Development (Handicrafts)	Doroty Voluntary Association, North Eastern Handicrafts & Handloom Development Corporation Ltd.	0.10
49.	Research and Development Department of Biotechnology	Assam Agricultural University, Indian Institute of Technology, Guwahati, North East Institute of Science & Technology (CSIR), Gauhati University, Institute of Advanced Study in Science and Technology, The Energy and Resources Institute – North Eastern Regional Centre, Tezpur University, Tea Research Association, Birjora Mahavidyalaya, Guwahati Medical College Hospital, Assam Medical College, Assam University, Silchar, Dr. B. borooah Cancer Institute	33.19
50.	Rural Housing - IAY	District Rural Development Agencies, Assam	719.21
51.	Sarva Shiksha Abhiyan (SSA)	Axom Sarba Siksha Abhiyan Mission	768.54
52.	Scheme of Assistance of Disabled Persons for Purchase Fitting of aids and applications	Dhula Regional Physically Handicapped Development Association, WODWICHEE, Dikorong Valley Environment & Rural Development Society, Institute of Management Resource Development, Navjeevan Aids Assam, Ujala Society, Barpeta, Nawottaran Kamrup, Assam, Disabled Persons Welfare and Rehabilitation Trust	3.34
53.	Swarna Jayanti Shahari Rojgar Yojana (SJSRY)	State Urban Development Authority (SUDA)	28.70
54.	Swarna jayanti Gram Swarozgar Yojana (SGSY)	District Rural Development Agencies, Assam	204.37
55.	Technology Development Programme	North Eastern Development Finance Corporation Ltd., North East Institute of Science & Technology (CSIR), Tezpur University, Tea Research Association, Indian Institute of Technology, Guwahati, Gauhati University, Institute of Advanced Study in Science and Technology, Assam Science Technology and Environment Council, Assam Agricultural University	7.16
56.	Transport Subsidy Scheme	North Eastern Development Finance Corporation Ltd.	353.43
Total			7348.23

Source: e-LEKHA portal of Controller General of Accounts' website

Appendix-1.4
(Reference-Paragraphs 1.4, 1.4.2 & 1.8.2; Pages 14, 16 & 37)
Time Series Data on State Government Finances

(₹ in crore)

	2006-07	2007-08	2008-09	2009-10	2010-11
Part A. Receipts					
1. Revenue Receipts	13667 (69)	15325 (68)	18077 (63)	19884 (61)	23005 (65)
(i) Tax Revenue	3483 (25)	3359 (22)	4150 (23)	4987 (25)	5930 (26)
Taxes on Agricultural Income	3	3	18	78 (2)	101 (2)
Taxes on Sales, Trade etc.	2783 (80)	2691 (80)	3111 (75)	3535 (71)	4319 (73)
Taxes and duties on Electricity	16	5	22 (1)	27	42 (1)
State Excise	175 (5)	189 (6)	199 (5)	239 (5)	323 (5)
Taxes on vehicles	151 (4)	139 (4)	145 (3)	177 (4)	232 (4)
Stamps and Registration fees	97 (3)	110 (3)	111 (3)	108 (2)	123 (2)
Land Revenue	74 (2)	80 (2)	113 (3)	117 (2)	142 (2)
Other Taxes	184 (5)	142 (4)	431 (10)	706 (14)	648 (11)
(ii) Non Tax Revenue	1859 (14)	2135 (14)	2272 (12)	2753 (14)	2373 (10)
(iii) State's share in Union taxes and duties	3899 (29)	4918 (32)	5190 (29)	5339 (27)	7969 (35)
(iv) Grants in aid from Government of India	4426 (32)	4913 (32)	6465 (36)	6805 (34)	6733 (29)
2. Miscellaneous Capital Receipts	--	--	--	--	--
3. Recovery of Loans and Advances	35	40	35	33	28
4. Total revenue and Non debt capital receipts (1+2+3)	13702	15365	18112	19917	23033
5. Public Debt Receipts	1116 (6)	1138 (5)	2878 (10)	2190 (7)	2045 (6)
Internal Debt (excluding Ways and Means Advance and Overdraft)	1103	1199	2833	2263	2030
Net transactions under Ways and Means Advance and Overdraft	--	--	--	--	--
Loans and Advances from Government of India	13	(-) 61	45	(-) 73	15
6. Total receipts in the Consolidated Fund (4+5)	14818	16503	20990	22107	25078
7. Contingency Fund Receipts		-	--	--	--
8. Public Account Receipts	4846 (25)	6093 (27)	7794 (27)	10630 (32)	10404 (29)
9. Total receipts of the State (6+7+8)	19664	22596	28784	32737	35482
Part B. Expenditure/Disbursement					
10. Revenue Expenditure	11456(64)	12744 (60)	14243 (58)	21232 (62)	22952 (63)
<i>Plan</i>	1662 (15)	2067 (16)	3110 (22)	4169 (20)	5056 (22)
<i>Non Plan</i>	9794 (85)	10677 (84)	11133 (78)	17063 (80)	17896 (78)
General Services (including interest payments)	4302	4924	5366	8380	7766
Social Services	4477	4957	5844	8543	10159
Economic Services	2669	2854	2886	3759	4669
Grants-in-aid and contributions	8	9	147	550	358
11. Capital Expenditure	1453(8)	1688 (8)	2373 (10)	2629 (8)	2001 (5)
<i>Plan</i>	1403 (97)	1471 (87)	2286 (96)	2549 (97)	1930 (96)
<i>Non Plan</i>	50 (3)	217 (13)	87 (4)	80 (3)	71 (4)
General Services	23	43	36	75	54
Social Services	155	266	497	452	176
Economic Services	1275	1379	1840	2102	1771
12. Disbursement of Loans and Advances	81	143	89	99	71
13. Total (10+11+12)	12990	14575	16705	23960	25024

Appendix-1.4 (Continued)

	2006-07	2007-08	2008-09	2009-10	2010-11
14. Repayment of Public Debt	495 (3)	575 (3)	781 (3)	1008 (3)	923 (3)
Internal Debt (excluding Ways and Means Advances and Overdraft)	382	569	667	788	800
Net transactions under Ways and Means Advances and Overdraft	--	--	--	--	--
Loans and Advances from Government of India	113	6	114	220	123
15. Appropriation to Contingency Fund	--	--	--	--	--
16. Total disbursement out of Consolidated Fund (13+14+15)	13485	15150	17486	24968	25947
17. Contingency Fund disbursements	--	--	--	--	--
18. Public Account disbursements	4502 (25)	6190 (29)	7214 (29)	9027 (27)	10537 (29)
19. Total disbursement by the state (16+17+18)	17987	21340	24700	33995	36484
Part C. Deficits					
20. Revenue Deficit (-)/Surplus (+) (1-10)	(+) 2211	(+) 2581	(+) 3834	(-) 1348	(+) 53
21. Fiscal Deficit (-) /Surplus (+) (4-13)	(+) 712	(+) 790	(+) 1407	(-) 4043	(-) 1991
22. Primary Deficit (-)/Surplus (+) (21+23)	(+) 2228	(+) 2302	(+) 3000	(-) 2210	(-) 79
Part D. Other data					
23. Interest Payments (included in revenue expenditure)	1516	1512	1593	1833	1912
24. Financial Assistance to local bodies etc.	1246	1151	1142	1514	2150
25. Ways and Means Advances/ Overdraft availed (days)					
Ways and Means Advances availed (days)	--	--	--	--	--
Overdraft availed (days)	--	--	--	--	--
26. Interest on Ways and Means Advances/overdraft	--	--	--	--	--
27. Gross State Domestic Product (GSDP) ♦	64692	71076	81221	92472 (Q)	104218 (Adv)
28. Outstanding fiscal liabilities (year end) including interest	22114	23383	26827	30298	31605
29. Outstanding guarantees (year end)	904	951	796	299	247
30. Maximum amount guaranteed (year end)	1563	1189	1092	593	652
31. Number of incomplete projects	340	391	105	38	187
32. Capital blocked in incomplete projects	224	375	405	138	556
Part E. Fiscal Health Indicators					
I. Resource Mobilisation (in per cent)					
Own tax Revenue/GSDP	5.38	4.73	5.11	5.39	5.69
Own Non-Tax Revenue/GSDP	2.87	3.00	2.80	2.98	2.28
Central Transfers/GSDP	12.87	13.83	14.35	13.13	14.11
II. Expenditure Management (in per cent)					
Total Expenditure/GSDP	20.08	20.51	20.57	25.91	24.01
Total Expenditure/Revenue Receipts	95.05	95.11	92.41	120.50	108.78
Revenue Expenditure/Total Expenditure	88.19	87.44	85.21	88.61	91.72

Appendix-1.4

	2006-07	2007-08	2008-09	2009-10	2010-11
Expenditure on Social Services/Total Expenditure	35.66	35.84	37.96	37.54	41.30
Expenditure on Economic Services/Total Expenditure	30.36	29.04	28.28	24.46	25.74
Capital Expenditure/Total Expenditure	11.19	11.58	14.21	10.97	8.00
Capital Expenditure on Social and Economic Services/Total Expenditure	11.00	11.29	13.99	10.66	7.78
III. Management of Fiscal Imbalances (in per cent)					
Revenue Deficit (surplus)/GSDP	(+) 3.42	(+) 3.63	(+) 4.72	(-) 1.46	(+) 0.05
Fiscal Deficit (surplus)/GSDP	(+) 1.10	(+) 1.11	(+) 1.73	(-) 4.37	(-) 1.91
Primary Deficit (surplus)/GSDP	(+) 3.44	(+) 3.24	(+) 3.69	(-) 2.39	(-) 0.08
Revenue Deficit/Fiscal Deficit	*	*	*	33.34	*
Primary Revenue Balance/GSDP	(+) 5.82	(+) 5.81	(+) 6.72	(+) 0.56	(+) 1.91
IV. Management of Fiscal Liabilities (in per cent)					
Fiscal Liabilities/GSDP	31.84	30.77	31.07	30.78	28.49
Fiscal Liabilities/RR	150.71	142.71	139.59	143.16	129.07
Primary Deficit <i>vis-à-vis</i> quantum spread	**	**	**	(-) 1.85	(-) 0.04
Debt Redemption (Principal + Interest)/Total Debt Receipts	103.14	102.82	76.99	82.38	110.19
V. Other Fiscal Health Indicators					
Return on Investment (in per cent)	0.93	1.21	0.94	0.70	0.69
Balance from Current Revenue (₹ in crore)	(+) 332	(+) 851	(+) 1308	(-) 2283	(-) 560
Financial Assets/Liabilities (in per cent)	1.01	1.12	1.26	1.18	1.18

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

* There was revenue surplus ** There was Primary surplus

(Q) = Quick estimates (Adv) = Advance estimates

♦ The provisional GSDP figures from 2006-07 to 2008-09 hitherto shown have been modified in accordance with the figures furnished by the State Government in 'Economic Survey 2010-11' and figures for 2009-10 and 2010-11 are Quick Estimates and Advance Estimates figures respectively as furnished by the Director of Economics and Statistics.

Appendix-1.5
(Reference to Paragraph 1.4.2. Page 16)

(A) Tax Revenue for the year 2006-11

(₹ in crore)

Heads	2006-07	2007-08	2008-09	2009-10	2010-11	
					Budget Estimate	Actual
Taxes on Sales, Trade, etc.	2,783	2,691	3,111	3,535	3,659	4,319
State Excise	175	189	199	239	259	323
Taxes on Vehicle	151	139	145	177	179	232
Stamps and Registration Fees	97	110	111	108	137	123
Land Revenue	74	80	113	117	170	142
Other Taxes ²	203	150	471	811	572	791
Total	3,483	3,359	4,150	4,987	4,976	5,930

Source: Finance Accounts

(B) Non-tax Revenue for the year 2006-11

(₹ in crore)

Heads	2006-07	2007-08	2008-09	2009-10	2010-11	
					Budget Estimate	Actual
Interest receipts, dividends and profits	186	265	452	509	518	431
General Services	33	140	140	351	198	91
Social Services	135	31	21	25	100	27
Economic Services	1,505	1,699	1,659	1,868	1966	1824
Total	1,859	2,135	2,272	2,753	2,782	2,373

Source: Finance Accounts

² Other Taxes include taxes on agricultural income taxes on professions, trades, callings and employment, taxes on goods and passengers, taxes and duties on electricity and other taxes and duties on commodities and services.

Appendix-1.6
(Reference to Paragraph 1.6.2; Page 32)

Statement showing impact of Government Policies in the State

SI No.	Description	Unit	Year	
			2009-10	2010-11
1	2	3	4	5
1.	Education			
(a)	Schools			
	(i) Lower Primary	Number	30054	35071 ³
	(ii) Upper Primary	Number	7315	7315
	(iii) High/Post Basic	Number	5215	5215
	(iv) Higher Secondary	Number	755	755
(b)	Enrollment in schools			
	(i) Lower Primary	In lakh	22.97	25.93
	(ii) Upper Primary	In lakh	8.78	17.24
(c)	Literacy	Percentage	63.25	73.18
(d)	Colleges			
	(i) Government Colleges	Number	7	7
	(ii) Provincialised Colleges	Number	189	189
	(iii) Venture Colleges	Number	172	174
(e)	Universities			
	(i) Central Universities	Number	2	2
	(ii) State Universities	Number	5	5
2.	Technical Education			
(a)	Engineering Colleges (Govt.)	Number	3	4
(b)	Polytechnics	Number	9	9
(c)	Junior Technical School	Number	2	1
(d)	National Institute of Technology	Number	1	1
(e)	Indian Institute of Technology	Number	1	1
3.	Health			
(i)	Allopathic Dispensaries	Number	239	239
(ii)	Primary Health Centres	Number	73	73
(iii)	Ayurvedic Colleges	Number	1	1
(iv)	Medical Colleges	Number	3	4
(v)	Dental Colleges	Number	1	1
(vi)	Infant Mortality	Number per thousand	64	61
(vii)	Civil Hospitals	Number	21	21
(viii)	Sub-Divisional Hospitals	Number	13	13
(ix)	Homeopathic Colleges	Number	3	3
4.	Animal Health			
(i)	Veterinary Dispensaries	Number	452	452
(ii)	Polyclinics	Number	1	1

³ Including 5,017 newly upgraded EGS to Lower Primary Schools.

(iii)	Veterinary Hospitals	Number	19	19
(iv)	First Aid Centre/Sub-Centre	Number	366	366

1	2	3	4	5
5.	Power			
(i)	Generation	Million Kwh	1617	1615
(ii)	Purchased	Million Kwh	3030	3414
(iii)	Consumption	Million Kwh	4392	4742
(iv)	Rural Electrification	Per cent	66.27	77.28
6.	Roads/Communication			
(i)	Villages connected with roads	Number	13092	13814
(ii)	Motorable Roads	Km	32874	36397
7.	Irrigation			
	Irrigation potential created	Lakh Hectares	7.76	7.97
8.	Railway lines			
(i)	Meter Gauge	Length in Kms	1057	NA
(ii)	Broad Gauge	Length in Kms	1376	NA
9.	Per Capita Income at current prices	In lakh	0.26	0.30
10.	Agriculture Production (Rice)	In lakh tonnes	146	NA

NA-Not available

Source: Information furnished by the Departments

Appendix-1.7
(Reference to Paragraph 1.8.1; Page 36)

Summarised Financial Position of the Government of Assam as on 31 March 2011

(₹ in crore)

As on 31 March 2010		Liabilities	As on 31 March 2011	
16674.04		Internal Debt		17903.67
	11261.29	Market Loans bearing interest	11561.33	
	0.01	Market Loans not bearing interest	0.01	
	1.40	Loans from LIC	1.07	
	13.53	Loans from General Insurance Corporation of India	11.63	
	673.15	Loans from NABARD	744.53	
	0.08	Compensation and other Bonds	0.08	
	--	Loans from NCDC	--	
	2.76	Loans from other Institutions	2.73	
	--	Ways and Means Advances	--	
	4721.82	Special Securities issued to National Small Savings Fund of the Central Government	5582.29	
	--	Other Loans	--	
2346.38		Loans and Advances from Central Government		2238.69
	0.25	Pre 1984-85 Loans	0.25	
	86.30	Non-Plan Loans	87.38	
	1894.84	Loans for State Plan Schemes	1786.07	
	258.57	Loans for Central Plan Schemes	258.57	
	44.86	Loans for Centrally Sponsored Plan Schemes	44.86	
	61.56	Loans for Special Plan Schemes	61.56	
	--	Ways and Means Advances	--	
4812.51		Small Savings, Provident Funds, etc.		5352.93
2619.99		Deposits		2218.76
2011.80		Reserve Funds		1978.68
50.00		Contingency Fund		50.00
5181.17		Surplus on Government Account		5234.29
	1347.71	Deficit of current year	--	
	--	Current year's surplus	53.12	
	--	Add: Miscellaneous Government Account	--	
	6528.88	Add: Accumulated surplus up to 31 March 2010	5181.17	
--		Overdraft with Reserve Bank of India		--
33695.89		Total		34977.02
As on 31 March 2010		Assets	As on 31 March 2011	
18587.28		Gross Capital Outlay on Fixed Assets		20588.18
	2145.42	Investments in shares of Companies, Corporations etc.	2165.82	
	16441.86	Other Capital Outlay	18422.36	
2944.12		Loans and Advances		2986.91
	2214.10	Loans for Power Project	2264.31	
	670.52	Other Development loans	690.95	
	59.50	Loans to Government Servants and Miscellaneous loans	31.65	
2957.78		Civil Advances		3285.16
426.84		Remittance Balances		398.87
946.14		Suspense and Miscellaneous Balances		766.10
1049.93		Investments out of Reserve Fund		1169.93
6783.80		Closing Cash-Balances		5781.87
	10.32	Departmental Cash Balances including Permanent Advances	7.29	
	8177.89	Cash Balance Investments	6747.83	
	(-) 1404.41	Deposit with Reserve Bank of India	(-) 973.25	
33695.89		Total		34977.02

Explanatory Notes to Appendices 1.2 and 1.7

The abridged accounts in the foregoing statements have to be read with comments and explanations in the Finance Accounts. Suspense and Miscellaneous balances include cheques issued but not paid, inter-departmental and inter-Government payments and others awaiting settlement.

Appendix-2.1
(Reference to Paragraph 2.3.1; Page 52)

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

(₹ in crore)

SI No.	Grant No.	Name of the Grant/Appropriation	Total Grant/Appropriation	Savings	Percentage
1	2	3	4	5	6
1	1	State Legislature (Revenue Voted) (Capital Voted)	41.78 38.93	14.15 18.46	34 47
2	3	Administration of Justice (Revenue Voted) (Revenue Charged)	162.26 44.50	50.74 11.02	31 25
3	5	Sales Tax & Other Taxes (Revenue Voted)	100.61	27.48	27
4	6	Land Revenue & Land Ceiling (Revenue Voted)	367.99	243.51	66
5	7	Stamps & Registration (Revenue Voted)	29.95	12.29	41
6	8	Excise & Prohibition (Revenue Voted)	41.10	13.41	33
7	9	Transport Services (Revenue Voted)	169.20	43.56	26
8	11	Secretariat & Attached Offices (Revenue Voted)	1734.53	1114.14	64
9	12	District Administration (Revenue Voted)	233.13	132.21	57
10	13	Treasury & Accounts Administration (Revenue Voted)	83.88	32.90	39
11	14	Police (Revenue Voted)	2240.41	648.18	29
12	15	Jails (Revenue Voted)	61.00	22.58	37
13	16	Stationery & Printing (Revenue Voted)	30.20	11.63	39
14	17	Administrative & Functional Buildings (Revenue Voted) (Capital Voted)	202.68 109.65	52.87 57.25	26 52
15	20	Civil Defense & Home Guards (Revenue Voted)	149.96	33.58	22
16	25	Miscellaneous General Services (Revenue Voted)	161.89	95.49	59
17	27	Art & Culture (Revenue Voted)	116.07	46.32	40
18	29	Medical & Public Health (Revenue Voted)	1879.55	541.81	29
19	30	Water Supply & Sanitation (Revenue Voted)	353.15	83.36	24

20	31	Urban Development (Town & Country Planning) (Revenue Voted)	220.24	189.07	86
21	33	Residential Building (Capital Voted)	24.90	16.84	68
22	34	Urban Development (Municipal Admn. Department) (Revenue Voted) (Capital Voted)	117.90 24.70	62.16 22.83	53 92
23	36	Labor & Employment (Revenue Voted)	248.76	153.98	62
24	38	Welfare of SC/ST & other Backward Classes (Revenue Voted)	526.13	224.02	43
25	39	Social Security, Welfare & Nutrition (Revenue Voted)	1241.16	466.34	38
26	41	Natural Calamities (Revenue Voted)	273.77	132.48	48
27	42	Social Services (Revenue Voted)	779.44	704.82	90
28	43	Co-operation (Revenue Voted) (Capital Voted)	67.79 5.15	15.93 2.95	23 57
29	44	North Eastern Council Schemes (Revenue Voted) (Capital Voted)	31.54 1186.61	28.21 987.24	89 83
30	45	Census, Surveys & Statistics (Revenue Voted)	36.41	11.78	32
31	48	Agriculture (Revenue Voted)	1009.48	291.74	29
32	49	Irrigation (Revenue Voted) (Capital Voted)	519.91 479.88	232.24 150.60	45 31
33	52	Animal Husbandry (Revenue Voted) (Capital Voted)	248.57 15.00	81.81 15.00	33 100
34	53	Dairy Development (Revenue Voted)	42.06	20.84	50
35	54	Fisheries (Revenue Voted)	73.22	31.05	42
36	55	Forestry & Wild Life (Revenue Voted)	458.98	226.10	49
37	56	Rural Development (Panchayat) (Revenue Voted)	595.47	242.59	41
38	58	Industries (Capital Voted)	122.39	91.94	75
39	59	Sericulture & Weaving (Revenue Voted)	290.09	74.57	25
40	60	Cottage Industries (Revenue Voted)	55.60	14.66	26
41	61	Mines & Minerals (Capital Voted)	15.00	15.00	100

42	62	Power (Electricity) (Revenue Voted) (Capital Voted)	183.73 390.46	150.91 166.57	82 43
43	63	Water Resources (Revenue Voted) (Capital Voted)	222.98 669.09	69.15 438.72	31 66
44	64	Roads & Bridges (Revenue Voted) (Capital Voted)	884.27 788.41	264.16 378.10	30 48
45	65	Tourism (Capital Voted)	36.13	24.71	68
46	66	Compensation & Assignment to Local Bodies & Panchayati Raj Institutions (Revenue Voted)	1438.71	1081.14	75
47	69	Scientific Services & Research (Revenue Voted)	34.06	18.55	54
48	71	Education (Elementary, Secondary etc.) (Revenue Voted)	5982.47	1286.65	22
49	72	Relief & Rehabilitation (Revenue Voted)	42.02	27.98	67
50	73	Urban Development (GDD) (Revenue Voted) (Capital Voted)	577.97 45.78	395.78 40.38	68 88
51	74	Sports & Youth Services (Revenue Voted)	70.38	21.35	30
52	75	Information Technology (Capital Voted)	54.45	33.78	62
53	76	Hill Areas Department (KAAC) (Revenue Voted)	684.78	270.25	39
54	77	Hill Areas Department (NCHAC) (Revenue Voted)	357.05	122.24	34
Total			29525.31	12604.15	-

Appendix-2.2

(Reference to Paragraph 2.3.1; Page 52)

Statement showing list of grants with savings of ₹50 crore and above

(₹ in crore)

Sl No.	No. and Name of the Grant	Original	Supplementary	Total	Actual Expenditure	Savings
Revenue-Voted						
1	3 - Administration of Justice	142.87	19.39	162.26	111.52	50.74
2	6 – Land Revenue & Land Ceiling	337.06	30.93	367.99	124.48	243.51
3	11 – Secretariat & Attached Offices	1651.19	83.34	1734.53	620.39	1114.14
4	12 – District Administration	228.81	4.32	233.13	100.92	132.21
5	14 – Police	2198.97	41.44	2240.41	1592.23	648.18
6	17 – Administrative & Functional Buildings	195.66	7.02	202.68	149.81	52.87
7	23 – Pensions & Other Retirement Benefits	2510.48	22.00	2532.48	2379.53	152.95
8	25 – Miscellaneous General Services	161.89	-	161.89	66.40	95.49
9	26 – Education (Higher Education)	904.73	95.45	1000.18	891.52	108.66
10	29 – Medical & Public Health	1744.96	134.59	1879.55	1337.74	541.81
11	30 – Water Supply & Sanitation	347.22	5.93	353.15	269.79	83.36
12	31 – Urban Development (Town & Country Planning)	217.51	2.73	220.24	31.17	189.07
13	34 – Urban Development (Municipal Administration Deptt.)	110.90	7.00	117.90	55.74	62.16
14	36 – Labour & Employment	230.14	18.62	248.76	94.78	153.98
15	38 – Welfare of SCs/STs & OBCs etc.	417.17	108.96	526.13	302.11	224.02
16	39 – Social Security, Welfare & Nutrition	1198.43	42.73	1241.16	774.82	466.34
17	41 – Natural Calamities	268.77	5.00	273.77	141.29	132.48
18	42 – Social Services	737.79	41.65	779.44	74.62	704.82
19	48 – Agriculture	722.20	287.28	1009.48	717.74	291.74
20	49 – Irrigation	517.76	2.15	519.91	287.67	232.24
21	52 – Animal Husbandry	238.56	10.01	248.57	166.76	81.81
22	55 – Forestry & Wild Life	448.42	10.56	458.98	232.88	226.10
23	56 – Rural Development (Panchayat)	588.45	7.02	595.47	352.88	242.59
24	57 – Rural Development	622.23	74.57	696.80	560.49	136.31
25	59 – Sericulture & Weaving	287.76	2.33	290.09	215.52	74.57
26	62 – Power (Electricity)	182.13	1.60	183.73	32.82	150.91
27	63 – Water Resources	220.58	2.40	222.98	153.83	69.15
28	64 – Roads & Bridges	720.79	163.48	884.27	620.11	264.16
29	66 – Compensation & Assignment to Local Bodies and Panchayati Raj Institutions	1434.27	4.44	1438.71	357.57	1081.14

SI No.	No. and Name of the Grant	Original	Supplementary	Total	Actual Expenditure	Savings
30	71 – Education (Elementary, Secondary etc.)	5922.07	60.40	5982.47	4695.82	1286.65
31	73 – Urban Development (GDD)	549.03	28.94	577.97	182.19	395.78
32	76 – Hill Areas Department (KAAC)	626.31	58.47	684.78	414.53	270.25
33	77 – Hill Areas Department (NCHAC)	280.92	76.13	357.05	234.81	122.24
34	78 – Welfare of Plain Tribes & Other Backward Classes (BTC)	1093.94	35.56	1129.50	988.98	140.52
Revenue-Charged						
35	Public Debt & Servicing of Debt	2527.44	-	2527.44	2032.12	495.32
Capital-Voted						
36	17 – Administrative & Functional Buildings	65.18	44.47	109.65	52.40	57.25
37	44 – North Eastern Council Schemes	1175.67	10.94	1186.61	199.37	987.24
38	49 – Irrigation	341.98	137.90	479.88	329.28	150.60
39	58 – Industries	105.24	17.15	122.39	30.45	91.94
40	62 – Power (Electricity)	295.14	95.32	390.46	223.89	166.57
41	63 – Water Resources	176.50	492.59	669.09	230.37	438.72
42	64 – Roads & Bridges	702.96	85.45	788.41	410.31	378.10
Total		33450.08	2380.26	35830.34	22841.65	12988.69

Appendix-2.3

(Reference to Paragraph 2.3.2; Page 52)

Statement of various grants/appropriations where expenditure was more than ₹ one crore each and more than 20 per cent of the total provision

(₹ in crore)

Sl No.	Grant No.	Name of the Grant/ Appropriation	Total Grant/ Appropriation	Total Expenditure	Excess Expenditure	Percentage of Excess Expenditure
1	40	Sainik Welfare and Other Relief Programmes (Revenue Voted)	12.09	16.35	4.26	35
Total			12.09	16.35	4.26	

Appendix-2.4

(Reference to Paragraph 2.3.3; Page 52)

Statement showing expenditure without provision

(₹ in crore)

SI No.	Grant/Appropriation No.-Major Head of Accounts-Sub-Head-Detailed Head	Expenditure without provision
1	9-3055-1394-(911) Deduct Recoveries of Over payments	0.40
2	14-2055-0433 Police Range Six Schedule (Pt-I) Areas	0.20
3	14-2055-0433 Special Branch Sixth Schedule (Pt-I) Areas	1.23
4	14-2055—0446 Armed Police Battalions Sixth Schedule (Pt-I) Areas	20.89
5	14-2055-3191 (630) Armed Police Battalion Sixth Schedule (Pt-I) Areas	0.59
6	14-2055-0145 District Police Proper Sixth Schedule (Pt-I) Areas	24.15
7	14-2055-0256 Women Police Sixth Schedule (Pt-I) Areas	0.26
8	14-2055-0281 Sixth Schedule (Pt-I) Areas	1.10
9	14-2055-0449 New Police Stations & Outposts Sixth Schedule (Pt-I) Areas	3.60
10	14-2055-0451 Explosive Magazines Guards Sixth Schedule (Pt-I) Areas	0.43
11	14-2055-0464 Police Guards for SBI Branch Sixth Schedule (Pt-I) Areas	0.29
12	14-2055-0472 Raising of Additional Platoon Sixth Schedule (Pt-I) Areas	0.89
13	14-2055-0473 Police Guard for supply check gates Sixth Schedule (Pt-I) Areas	0.17
14	14-2055-1015 Sixth Schedule (Pt-I) Areas	0.31
15	14-2055-3191 (632) District Police Proper Sixth Schedule (Pt-I) Areas	0.87
16	14-2055-3191 (641) Deployment of Central and Other Police Force Sixth Schedule (Pt-I) Areas	0.21
17	14-2055-0474 Village Police/Village Defence organization Sixth Schedule (Pt-I) Areas	0.62
18	14-2055-0478 Police Hospital Sixth Schedule (Pt-I) Areas	0.29
19	14-2055-0483 New Town Indian Reserve Battalion Sixth Schedule (Pt-I) Areas	2.30
20	17-2059-3847 (911) Deduct Recoveries of Overpayments	5.27
21	17-2059-0499 Work Charged & Muster Roll	0.17
22	25-2075-3888 Expenditure in connection with the revision of Pay & Pension	3.00
23	25-2075 Sixth Schedule (Pt-I) Areas	0.22
24	25-2075-3889 (911) Deduct Recoveries of Overpayments	37.29
25	27-2075-0543 Artist Pension	1.51
26	38-2225-3610 (911) Deduct Recoveries of Overpayments	0.21
27	39-2235-3959 (832) Assistance to State & District Child Protection Society State Adoption Resource Agent	3.02
28	41-2245-4047 (911) Deduct Recoveries of Overpayments	0.45
29	44-4552-5348 Non-Lapsable Central Pool of Resources (NLCPR)	41.28
30	57-2501-1345 National Rural Employment Programme	1.91
31	63-4711-4078 (221) AIFRERMA	17.50
32	71-2202-0629 Assam Classical Institution (Sanskrit & Pali Prakrit)	0.47
33	71-2202-3660 (911) Deduct Recoveries of Overpayments	0.39
34	72-2235-0933 Relief Grants for Relief & Rehabilitation for Disturbance	1.81

	Grants (One time ACA) Sixth Schedule (Pt-I) Areas	
35	74-2204-4255 (911) Deduct Recoveries of Overpayments	0.37
36	76-2202-6330 Upgradation of Standard of Administration Award of 12 th Finance Commission, Sixth Schedule (Pt-I) Areas	1.14
37	76-2225-0863 (770) Project Admn. Entertainment of Project Director ITDP, Sixth Schedule (Pt-I) Areas	0.35
38	76-2402-0122 (602) Nature Conservation, Sixth Schedule (Pt-I) Areas	0.38
39	76-2402-0122 (603) Building and Approach Road, Sixth Schedule (Pt-I) Areas	0.42
40	76-2402-1136 Bamboo Plantation/Regeneration, Sixth Schedule (Pt-I) Areas	0.34
41	76-2402-1141 Protective Afforestation, Sixth Schedule (Pt-I) Areas	0.23
42	76-2402-1144 Terracing with water distribution/harvesting, Sixth Schedule (Pt-I) Areas	0.62
43	76-2406-0121 Buildings, Sixth Schedule (Pt-I) Areas	1.96
44	76-2406-1245 Nursery, Sixth Schedule (Pt-I) Areas	0.64
45	76-2406-1251 Medical Plant Cultivation, Sixth Schedule (Pt-I) Areas	0.42
46	76-2406-1256 Plantation of Quick growing spices- Sixth Schedule (Pt-I) Areas	2.44
47	76-2406-1259 Rehabilitation of degraded Forests- Sixth Schedule (Pt-I) Areas	1.64
48	76-2406-1286 (200) Botanical Garden- Sixth Schedule (Pt-I) Areas	0.32
49	76-2515-3821 Backward Region Grant Fund (BRGF), Sixth Schedule (Pt-I) Areas	1.98
50	76-4216-0220 Public Works, Sixth Schedule (Pt-I) Areas	0.67
51	76-4552-5348 Non-Lapsable Central Pool of Resources (NLCPR), Sixth Schedule (Pt-I) Areas	1.70
52	76-4552-1597 Amreng Minor Irrigation, Sixth Schedule (Pt-I) Areas	0.86
53	76-4702-1705 Accelerated Irrigation Benefit Programme (AIBP), Sixth Schedule (Pt-I) Areas	0.56
54	77-2402-1143 Land Improvement, Sixth Schedule (Pt-I) Areas	0.80
55	77-2402-1144 Terracing with water distribution/Harvesting, Sixth Schedule (Pt-I) Areas	3.24
56	77-2406-1240 Amenities to Staff, Sixth Schedule (Pt-I) Areas	0.98
57	77-2406-0295 Social Forestry, Sixth Schedule (Pt-I) Areas	1.53
58	77-2406-1256 Plantation of quick growing species, Sixth Schedule (Pt-I) Areas	1.01
59	77-2406-1259 Rehabilitation of degraded Forest, Sixth Schedule (Pt-I) Areas	0.19
60	77-2501-1340 (680) Block Administration (Swarnajyoti Gram Swarojgar Yojana), Sixth Schedule (Pt-I) Areas	0.22
61	77-4210 (110) Hospital and Dispensaries, Sixth Schedule (Pt-I) Areas	0.18
62	77-4552-1230 Roads & Bridges, Sixth Schedule (Pt-I) Areas	1.36
63	78-2202-0800 (704) Non-recurring Building Grant to Non-Govt. Colleges/Institutions, Sixth Schedule (Pt-I) Areas	0.24
64	78-2203 (112) Engineering/Technical Colleges & Institutions, Sixth Schedule (Pt-I) Areas	9.66
65	78-2235-0177 Implementation of ICDS schemes, Sixth Schedule (Pt-I) Areas	0.80
66	78-2245 (800) Other Expenditure, Sixth Schedule (Pt-I) Areas	6.49
67	78-2406-0121 Buildings, Sixth Schedule (Pt-I) Areas	1.87
68	78-4059 (051) Construction, Sixth Schedule (Pt-I) Areas	0.24
69	78-4552-3240 Various projects and schemes for BTAC as per	7.43

Memorandum of Settlement, Sixth Schedule (Pt-I) Areas		
70	78-4701 (011) Champabati Irrigation Project- Sixth Schedule (Pt-I) Areas	2.24
71	78-4702-0160 Flow Irrigation, Sixth Schedule (Pt-I) Areas	31.72
72	78-4711-0120 Brahmaputra Flood Control Project, Sixth Schedule (Pt-I) Areas	4.68
73	78-4711-0107 Assistance to the Bodoland Autonomous Council, Sixth Schedule (Pt-I) Areas	14.97
74	78-5054 (337) Road Works, Sixth Schedule (Pt-I) Areas	42.69
75	78-5452-2823 Construction of Bodoland Movement Cemetery cum Tourist Centre at Deborgaon, Kokrajhat, Sixth Schedule (Pt-I) Areas	5.13
Total		328.01

Appendix-2.5
(Reference to Paragraph 2.3.4; Page 53)

Statement showing the amount debited head-wise and credited to '8443'

Sl No.	Debit Head	Credit Head	Month	Credit Amount (₹ in crore)
1	2225	8443	--	47.31
2	2070	8443	--	1.70
3	2575	8443	March 2011	19.31
4	2202	8443	--	103.43
5	4552	8443	March 2011	5.26
6	2851	8443	March 2011	0.08
7	2711	8443	March 2011	0.52
Total				177.61

Appendix-2.6
(Reference to Paragraph 2.3.5; Page 53)
Excess over provision of previous years requiring regularisation

(₹ in crore)

Year	Number of Grants/Appropriations	Grant/Appropriation numbers	Amount of excess	State of consideration by Public Accounts Committee (PAC)
1	2	3	4	5
2002-03	5-grants 6-appropriations	Revenue Voted -2, 21, 23 and 49 Capital Voted -67 Revenue Charged -Head of State, 4, 6, 23, 49 Capital Charged -Public Debt and Servicing of Debt	1618.86	Regularized vide 117 th PAC Report placed before the House on 03-04-2008, Act awaited.
2003-04	4-grants 3-appropriations	Revenue Voted -10, 19, and 66 Capital Voted -34 Revenue Charged -12 and 23 Capital Charged -Public Debt and Servicing of Debt	404.36	Regularized vide 117 th PAC Report placed before the House on 03-04-2008, Act awaited.
2004-05	5-grants 6-appropriations	Revenue Voted -42 and 47 Capital Voted -31, 58 and 73 Revenue Charged -12, 14, 18, 36, 49 and 56	5.88	Regularized vide 117 th PAC Report placed before the House on 03-04-2008, Act awaited.
2005-06	2-grants 2-appropriations	Revenue Voted -47 Capital Voted -67 Revenue Charged -6 and 14	2.45	C&AG's Report placed before the House on 10-03-2007. Not yet discussed by PAC.
2006-07	4-grants 2-appropriations	Revenue Voted -30 Capital Voted -54, 58 and 60 Revenue Charged -8 Capital Charged -12	80.61	C&AG's Report placed before the House on 03-03-2008. Not yet discussed by PAC.
2007-08	9-grants 2-appropriations	Revenue Voted -4, 40, 42 and 65 Capital Voted -31, 34, 59, 60 and 70 Revenue Charged -Head of State and 6	113.24	C&AG's Report placed before the House on 07-03-2009. Not yet discussed by PAC.
2008-09	6-grants 2-appropriations	Revenue Voted -4, 40 and 72 Capital Voted -60, 76 and 77 Revenue Charged -Head of State and 39	108.40	C&AG's Report placed before the House on 02-03-2010. Not yet discussed by PAC.
2009-10	6-grants	Revenue Voted -27, 40 and 47 Capital Voted -1, 11 and 60	27.87	C&AG's Report placed before the House on 07-02-2011. Not yet discussed by PAC.
Total			2361.67	

Appendix-2.7
(Reference to Paragraph 2.3.7; Page 54)

Cases where supplementary provision (₹ 10 lakh or more in each case) proved unnecessary

(₹ in crore)

Sl No.	Number and Name of the Grant	Original Provision	Actual Expenditure	Savings out of Original Provision	Supplementary Provision
A Revenue (Charged)					
1	3-Administration of Justice	42.38	33.48	8.90	2.12
A Total for Revenue (Charged)		42.38	33.48	8.90	2.12
A Revenue (Voted)					
2	1-State Legislature	35.57	27.63	7.94	6.21
3	2-Council of Ministers	6.57	6.09	0.48	0.56
4	3-Administration of Justice	142.87	111.52	31.35	19.39
5	6-Land Revenue & Land Ceiling	337.06	124.49	212.57	30.93
6	7-Stamps and Registration	26.42	17.66	8.76	3.54
7	8-Excise and Prohibition	39.73	27.68	12.05	1.37
8	9-Transport Services	157.24	125.64	31.60	11.96
9	11-Secretariat & attached Offices	1651.19	620.39	1030.80	83.35
10	12-District Administration	228.81	100.92	127.89	4.32
11	13-Treasury and Accounts Administration	83.59	50.98	32.61	0.29
12	14-Police	2198.97	1592.23	606.74	41.44
13	15-Jails	56.45	38.42	18.03	4.55
14	16-Stationery & Printing	20.77	18.58	2.19	9.43
15	17-Administrative & Functional Buildings	195.66	149.81	45.85	7.02
16	18-Fire Services	80.77	67.56	13.21	1.79
17	20-Civil Defence and Home Guards	146.38	116.38	30.00	3.59
18	21-Guest Houses, Government Hostels etc.	13.02	10.64	2.38	0.40
19	22-Administrative Training	5.60	4.50	1.10	0.50
20	23-Pension & Other Retirement Benefits	2510.48	2379.53	130.95	22.00
21	26-Education (Higher Education)	904.73	891.52	13.21	95.45
22	27-Art & Culture	96.62	69.75	26.87	19.45
23	29-Medical and Public Health	1744.96	1337.74	407.22	134.59
24	30-Water Supply & Sanitation	347.22	269.79	77.43	5.94
25	31-Urban Development (Town & Country Planning)	217.51	31.17	186.34	2.73
26	32-Housing Scheme	3.03	1.52	1.51	1.50
27	33-Residential Building	12.92	9.13	3.79	3.60
28	34-Urban Development (MAD)	110.90	55.74	55.16	7.00
29	35-Information & Publicity	44.19	39.76	4.43	0.24
30	36-Labour & Employment	230.14	94.78	135.36	18.62
31	38-Welfare of Schedule Castes, Schedule Tribes & Other Backward Classes etc.	417.17	302.12	115.05	108.96
32	39-Social Security, Welfare and Nutrition	1198.43	774.82	423.61	42.73
33	41-Natural Calamities	268.77	141.29	127.48	5.00
34	42-Social Services	737.79	74.62	663.17	41.65

35	43-Co-operation	65.71	51.86	13.85	2.08
36	44-North Eastern Council Schemes	29.33	3.33	26.00	2.21
37	45-Census, Surveys and Statistics	36.23	24.63	11.60	0.18
38	48-Agriculture	722.20	717.74	4.46	287.28
39	49-Irrigation	517.75	287.67	230.08	2.15
40	51-Soil & Water Conservation	40.59	34.65	5.94	1.25
41	52-Animal Husbandry	238.56	166.76	71.80	10.01
42	55-Forestry & Wild Life	448.42	232.88	215.54	10.56
43	56-Rural Development (Panchayat)	588.45	352.88	235.57	7.02
44	57-Rural Development	622.22	560.49	61.73	74.57
45	59-Sericulture & Weaving	287.76	215.52	72.24	2.33
46	60-Cottage Industries	54.06	40.94	13.12	1.55
47	62-Power (Electricity)	182.13	32.82	149.31	1.60
48	63-Water Resources	220.58	153.83	66.75	2.40
49	64-Roads & Bridges	720.79	620.11	100.68	163.48
50	65-Tourism	25.04	20.60	4.44	3.31
51	66-Compensation & Assignment to LB & Panchayati Raj Institutions	1434.27	357.57	1076.70	4.44
52	71-Education (Elementary, Secondary etc.)	5922.07	4695.82	1226.25	60.40
53	73-Urban Development (GDD)	549.03	182.19	366.84	28.94
54	74-Sports & Youth Services	66.03	49.02	17.01	4.35
55	76-Hill Areas Development (KAAC)	626.31	414.53	211.78	58.47
56	77-Hill Areas Development (NCHAC)	280.92	234.81	46.11	76.13
57	78-Welfare of Plain Tribes & Backward Classes (BTC)	1093.94	988.98	104.96	35.56
A Total for Revenue (Voted)		29043.92	20124.03	8919.89	1580.37
A Total for Revenue (Charged + Voted)		29086.30	20157.51	8928.79	1582.49
B. Capital (Charged)					
NIL					
B. Total for Capital (Charged)		-	-	-	-
B. Capital (Voted)					
58	17-Administrative & Functional Buildings	65.18	52.40	12.78	44.47
59	30-Water Supply & Sanitation	162.93	135.84	27.09	6.10
60	33-Residential Buildings	12.70	8.06	4.64	12.20
61	34-Urban Development (MAD)	24.20	1.87	22.33	0.50
62	44-North Eastern Council Schemes	1175.67	199.38	976.29	10.94
63	49-Irrigation	341.98	329.29	12.69	137.90
64	58-Industries	105.24	30.45	74.79	17.15
65	62-Power (Electricity)	295.14	223.89	71.25	95.32
66	64-Roads & Bridges	702.96	410.31	292.65	85.45
67	75-Information Technology	47.45	20.67	26.78	7.00
68	77-Hill Areas Development (NCHAC)	27.28	25.06	2.22	0.17
B. Total for Capital (Voted)		2960.73	1437.22	1523.51	417.20
B. Total for Capital (Charged + Voted)		2960.73	1437.22	1523.51	417.20
Grand Total		32047.03	21594.73	10452.30	1999.69

Appendix-2.8
(Reference to Paragraph 2.3.8; Page 55)

Excess/Unnecessary/Insufficient re-appropriation of funds

(₹ in lakh)

Sl No.	Grant No.	Description	Head of Account	Reappropriation	Final excess (+)/ Savings (-)
1		03-Governor/Administrator of Union Territories 090-Secretariat (NTA Charged)	2012	10.00	(-) 75.30
2	4	102-Electoral Officers 0144-District Establishment (TA Voted) 105-Charges for conduct of elections to Parliament (NTA Voted)	2015	8.10 (-) 18.02	(-) 47.03 (+) 103.22
3	18	108-Fire Protection and control 504-Fire Service Station (NTA Voted) (TA Voted) 505-Opening of New Fire Service Station (NTA Voted)	2070	(-) 124.36 0.26 178.46	(+) 1053.62 (-) 94.71 (-) 2178.71
4	29	105-Allopathy 3310 Jorhat Medical College (NTA Voted) 110-Hospital & Dispensary 0717 Guwahati Medical College Hospital, Guwahati (NTA Voted)	2210	7.00 7.82	(-) 10.94 (-) 2423.06
5	31	03-Integrated Development of Small & Medium Towns 001-Direction & Administration 0794 Planning Wing (NTA Voted)	2217	5.00	(-) 446.88
6	71	02-Secondary Education 110-Assistance to Non-Government Secondary Schools 0580 Junior College (NTA Voted)	2202	292.69	(-) 278.03
7	74	101-Physical Education (NTA Voted)	2204	1.80	(-) 654.56

Appendix-2.9

(Reference to Paragraph 2.3.9; Page 55)

Cases of substantial surrenders (amount exceeding ₹25 lakh) made during the year

Sl No	Number and title of Grant/ Appropriation	Name of the Scheme (Head of Account)	General/ Sixth Schedule	Total provision (₹ in crore)	Amount of surrender (₹ in crore)	Percentage of surrender
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	3-Administration of Justice	2014-Administration of Justice II State Plan & Non-plan schemes 800-Other expenditure 0185-Legal aid to the poor	General	2.20	0.89	40
2	Public Service Commission	2051-Public Service Commission II State Plan and Non-plan schemes 102-State Public Service Commission	General	7.50	1.72	23
3	21-Guest Houses, Government Hostels etc.	2070-Other Administrative Services II State Plan & Non-plan schemes 115-Guest Houses, Government Hostels etc. 0536-Circuit House/ Assam House/New Delhi/Kolkata/Jawahar - nagar/Shillong 042-Assam House, Kolkata	General	1.54	0.49	32
4	72-Relief & Rehabilitation	2235-Social Security and Welfare II State Plan & Non-plan schemes 01 Rehabilitation 202 Other Rehabilitation Schemes 0933-Relief Grants for Relief & Rehabilitation for disturbance Grants (one time ACA)	General	42.00	27.31	65
Total				53.24	30.41	57

Appendix-2.10

(Reference to Paragraph 2.3.10; Page 56)

Surrenders in excess of actual savings (₹50 lakh or more)

(₹ in crore)

Sl No.	Number and name of the grant/appropriation	Total grant/appropriation	Savings	Amount surrendered	Amount surrendered in excess
1	4-Election (Revenue Voted)	148.20	6.22	6.87	0.65
2	16-Stationery & Printing (Revenue Voted)	30.20	11.63	13.54	1.91
Total		178.40	17.85	20.41	2.56

Appendix-2.11

(Reference to Paragraph 2.3.11; Page 56)
Statement of various grants/appropriations in which savings occurred but no part of which had been surrendered

(₹ in crore)

I-Grant			
Sl No.	Grant No.	Name of Grant/Appropriation	Savings
1	2	3	4
1	3	Administration of Justice (Revenue Charged)	11.02
2	5	Sales Tax & Other Taxes (Revenue Voted)	27.48
3	6	Land Revenue & Land Ceiling (Revenue Charged)	0.01
4	9	Transport Services (Capital Voted)	0.06
5	11	Secretariat & Attached Offices (Capital Voted)	4.78
6	12	District Administration (Revenue Charged)	0.07
7	14	Police (Revenue Voted) (Revenue Charged) (Capital Voted)	648.18 0.84 0.68
8	15	Jails (Revenue Charged)	0.01
9	17	Administrative & Functional Buildings (Revenue Voted) (Capital Voted)	52.87 57.25
10	20	Civil Defence & Home Guards (Revenue Voted) (Revenue Charged)	33.58 0.36
11	22	Administrative Training (Revenue Voted)	1.61
12	23	Pensions & Other Retirement Benefits (Revenue Voted) (Revenue Charged)	152.95 5.71
13	24	Aid Materials (Revenue Voted)	0.01
14	26	Education (Higher Education) (Revenue Voted) (Capital Voted)	108.66 0.10
15	29	Medical & Public Health (Revenue Voted) (Revenue Charged)	541.81 2.15
16	33	Residential Building (Revenue Voted) (Capital Voted)	7.39 16.84
17	34	Urban Development (Municipal Administration Department) (Capital Voted)	22.83

18	39	Social Security, Welfare and Nutrition (Revenue Voted) (Capital Voted)	466.34 1.52
19	40	Sainik Welfare & Other Relief Programmes etc. (Revenue Voted)	4.26
20	41	Natural Calamities (Revenue Voted)	132.48
21	42	Social Services (Revenue Voted)	704.82
22	44	North Eastern Council Schemes (Revenue Voted) (Capital Voted)	28.21 987.24
23	45	Census, Surveys & Statistics (Revenue Voted)	11.78
24	48	Agriculture (Revenue Voted)	291.74
25	49	Irrigation (Revenue Voted) (Revenue Charged) (Capital Voted)	232.24 0.07 150.60
26	51	Soil & Water Conservation (Revenue Voted)	7.19
27	52	Animal Husbandry (Revenue Voted) (Revenue Charged) (Capital Voted)	81.81 0.75 15.00
28	55	Forestry & Wild Life (Revenue Charged) (Capital Voted)	1.13 1.32
29	61	Mines & Minerals (Capital Voted)	15.00
30	62	Power (Electricity) (Revenue Voted) (Capital Voted)	150.91 166.57
31	64	Roads and Bridges (Revenue Voted) (Capital Voted)	264.16 378.09
32	66	Computerization and Assignment to Local Bodies & Panchayati Raj Institutions (Revenue Voted)	1081.14
33	68	Loans to Government Servants (Capital Voted)	1.00
34	70	Hill Areas (Revenue Voted) (Capital Voted)	3.32 1.06
35	71	Education (Elementary, Secondary etc.) (Revenue Charged)	0.50
36	73	Urban Development (GDD) (Revenue Voted) (Capital Voted)	395.78 40.38
37	74	Sports and Youth Services (Revenue Voted)	21.35

38	76	Hill Areas Department (Karbi Anglong Autonomous Council)	(Revenue Voted) (Capital Voted)	270.25 4.05
39	77	Hill Areas Department (North Cachar Hills Autonomous Council)	(Revenue Voted) (Capital Voted)	122.23 2.39
40	78	Welfare of Plain Tribes & Backward Classes (Bodoland Territorial Council)	(Revenue Voted) (Capital Voted)	140.53 1.32
Total				7875.78
II—Appropriation				
41	-	Public Debt & Servicing of Debt	(Revenue Charged) (Capital Charged)	495.32 123.92
Total				619.24
Grand Total				8495.02

Appendix-2.12

(Reference to Paragraph 2.3.11; Page 56)

Details of saving of ₹ one crore and above not surrendered

(₹ in crore)

Sl No.	Number and Name of Grants/Appropriation	Saving	Surrender	Saving which remained to be surrendered
1	1-State Legislature (Revenue Voted)	14.15	8.92	5.23
2	3-Administration of Justice (Revenue Voted)	50.74	1.31	49.43
3	6-Land Revenue & Land Ceiling (Revenue Voted)	243.51	0.03	243.48
4	7-Stamps & Registration (Revenue Voted)	12.29	0.04	12.25
5	8-Excise & Prohibition (Revenue Voted)	13.41	12.26	1.15
6	9-Transport Services (Revenue Voted)	43.56	0.01	43.55
7	11-Seretariat & Attached Offices (Revenue Voted)	1114.14	18.41	1095.73
8	12-District Administration (Revenue Voted)	132.21	0.03	132.18
9	13-Treasury & Accounts Administration (Revenue Voted)	32.90	18.93	13.97
10	15-Jails (Revenue Voted)	22.58	18.64	3.94
11	19-Vigilence Commission & Others (Revenue Voted)	7.90	0.03	7.87
12	21-Guest Houses, Govt. Hostels etc. (Revenue Voted)	2.78	0.54	2.24
13	25-Miscellaneous General Services (Revenue Voted)	95.49	0.14	95.35
14	27-Arts & Culture (Revenue Voted)	46.32	3.08	43.24
15	30-Water Supply & Sanitation (Revenue Voted)	83.36	76.74	6.62
16	34-Urban Development (Municipal Administration Department) (Revenue Voted)	62.16	56.15	6.01
17	36-Labour & Employment (Revenue Voted)	153.98	5.35	148.63
18	37-Food Storage, Warehousing & Civil Supplies (Revenue Voted)	24.89	19.42	5.47
19	38-Welfare of Scheduled Castes/Schedule Tribes & Other Backward Classes etc. (Revenue Voted)	224.02	1.13	222.89
20	43-Co-operation (Revenue Voted) (Capital Voted)	15.93 2.95	14.86 1.95	1.07 1.00

21	46-Weights & Measures (Revenue Voted)	7.08	5.57	1.51
22	53-Dairy Development (Revenue Voted)	20.84	18.64	2.20
23	54-Fisheries (Revenue Voted)	31.05	16.06	14.99
24	55-Forestry & Wild Life (Revenue Voted)	226.10	78.29	147.81
25	56-Rural Development (Panchayat) (Revenue Voted)	242.59	227.75	14.84
26	57-Rural Development (Revenue Voted)	136.31	118.22	18.09
27	58-Industries (Capital Voted)	91.94	0.70	91.24
28	59-Sericulture & Weaving (Revenue Voted) (Capital Voted)	74.57 4.30	59.33 0.30	15.24 4.00
29	60-Cottage Industries (Revenue Voted)	14.66	3.58	11.08
30	63-Water Resources (Capital Voted)	438.72	361.75	76.97
31	67-Horticulture (Revenue Voted)	4.31	1.77	2.54
32	69-Scientific Services & Research (Revenue Voted)	18.55	5.42	13.13
33	71-Education (Elementary, Secondary etc.) (Revenue Voted)	1286.65	0.14	1286.51
Total		4996.94	1155.49	3841.45

Appendix-2.13
(Reference to Paragraph 2.3.12; Page 56)

Rush of Expenditure

(₹ in crore)

Sl No.	Grant No. and Name	Head of Account Scheme/ Service	Expenditure incurred in March 2011	Total expenditure	Percentage of total expenditure incurred during March 2011
1	1-State Legislature	4217	16.60	20.47	81.09
2	4-Elections	2015	102.62	141.99	72.27
3	17-Administrative and Functional Buildings	4059	26.56	47.12	56.37
4	19-Vigilance Commission and Others	2070	47.70	70.81	67.36
5	27-Art and Culture	2205	48.58	68.24	71.19
6	49-Irrigation	4702	167.65	315.75	53.10
7	50-Other Special Areas Programme	2575	55.71	56.56	98.50
8	58-Industries	2852	14.27	21.91	65.13
9	62-Power (Electricity)	4801	111.52	173.68	64.21
10	65-Tourism	3452	15.47	20.60	75.10
		5452	11.19	11.42	97.99
11	73-Urban Development (Guwahati Development Department)	2217	128.53	182.19	70.55
12	75-Information Technology	4859	17.84	20.68	86.27

Appendix-2.14

**(Reference to Paragraph 2.4.1; Page 57)
Pending DCC bills for the years up to 2010-11**

(₹ in lakh)

SI No.	Department	Amount
1	Administrative Reforms (Training)	17.55
2	Agriculture	378.02
3	Animal Husbandry	10.00
4	Assembly Secretariat	76.45
5	Chief Ministers Secretariat	0.65
6	Co-operation	0.17
7	Cultural Affairs	504.55
8	Diary Development	106.69
9	Development of Border Area	3404.46
10	Education	2031.87
11	Election	8682.30
12	Excise	0.23
13	Food & Civil Supplies	412.51
14	Finance (Taxation)	94.66
15	Finance	62538.04
16	Fishery	40.33
17	General Administration	981.13
18	Guwahati Development	1246.00
19	Health	8949.16
20	Hill Areas	2161.43
21	Home	29941.99
22	Industry and Commerce	1130.52
23	Information and Public Relation	100.00
24	Information & Technology	677.00
25	Irrigation	0.21
26	Judicial	40.12
27	Labour and Employment	12.14
28	Mines, Minerals and Power	2.70
29	Panchayat and Rural Development	3236.59
30	Pension and Public Grievances	0.63
31	Personnel	8.11
32	Planning and Development	6644.74
33	Political	505.45
34	Public Health Engineering	0.04
35	Public Works	2670.22
36	Revenue	3106.47
37	Revenue & Disaster Management	90.75
38	Rural Development	1.00
39	Sainik Welfare	3.02
40	Science Technology and Environment	264.03
41	Secretariat Administration	4246.24
42	Sericulture	75.28
43	Social Welfare	3759.81
44	Sports & Youth Welfare	849.65
45	Tourism	55.10
46	Town & Country Planning	300.02
47	Transport	217.27
48	Water Resources	0.51
49	Welfare of Plain Tribes and Backward Classes	4048.66
Total		153624.47

Appendix-2.15
(Reference to Paragraph 2.6.4; Page 61)
Unnecessary supplementary Grant

(₹ in crore)

Grant no	Head of Account	Category of expenditure	Original provision	Expenditure	Savings out of original provision	Supplementary provision
1	2	3	4	5	6	7
29- Medical & Public Health	2210-01UHS Allopathy-001 D&A-0172 HQ Esst	Non plan	4.71	3.29	1.42	0.72
	2210-01-UHS-003 Trg-0737-Trg of Health Programme	Non Plan	0.79	0.21	0.58	0.05
	2210-01-UHS-Allopathy-110 Hospital & Dispensary-0163 General Govt. Hospital	Non Plan	112.02	95.82	16.20	10.90
	2210-01-UHS-Allopathy-110 Hospital & Dispensary-0706-LGB Chest. Hospital, Guwahati-Chest Hospital Rangia and CLM Chest Hospital	Non Plan	5.38	3.66	1.72	0.05
	2210-01-UHS-Allopathy-110 Hospital & Dispensary-0707-Laper Hospital	Non Plan	1.03	0.49	0.54	0.01
	2210-01-UHS-Allopathy-110 Hospital & Dispensary-0709-MMC Hospital, Guwahati	Non Plan	7.93	5.26	2.67	0.07
	2210-03-RHS-Allopathy104-Community Health Centre	Non Plan	79.57	35.92	43.65	0.07
	2210-03-RHS-Allopathy-800-OE-910 State Share of CSS	Plan	94.00	29.50	64.50	20.00
	2210-05-001-D&A 0172-HQ Esst	Non plan	2.15	0.27	1.88	0.20
	2210-05-101-Ayurveda-0724- Ayurvedic college and hospital, Guwahati	Non plan	8.12	6.26	1.86	3.49
	2210-05-105-Allopathy-0738 Assam Medical college Dibrugar	Plan	0.30	0.06	0.24	0.36
	2210-05-105 Allopathy-0739-Silchar Medical college, Silchar	Non plan	20.05	18.97	1.08	12.91
	2210-05-105-Allopathy-0746-Dev of Pharmacy Institute attached to AMC,GMC and SMS-088-Pharmacy institute, GMC, Guwahati	Non plan	1.11	0.99	0.12	0.05
	2210-05-105-Allopathy-1710-Regional college of Nursing, Guwahati	Non plan	4.06	3.55	0.51	0.13
	2210-05-105-Allopathy-3308-Barpeta Medical College	Plan	109.16	0.41	108.75	2.61
	2210-05-105-Allopathy3309-Tezpur Medial college	Plan	107.06	0.10	106.96	0.10
	2210-05-105-Allopathy 3958-Assam Hill Medical college and Research Institute, Diphu	Plan	6.00	4.75	1.25	0.19
	2210-05-105-Allopathy-5308- Jorhat Medical Institute	Non plan	1.10	0.68	0.42	0.56
	2210-05-110-Hospital and Dispensary-0718 Assam Medical college Hospital, Dibrugarh	Non plan	37.67	32.97	4.70	2.60
	2210-05-110-Hospital and Dispensary-0717-Ghy Medical college Hospital, Guwahati	plan	16.62	7.30	9.32	1.70
		Non plan	49.91	39.82	10.09	3.04
	2210-05-110-Hospital and Dispensary-718-Silchar Medical college Hospital, Silchar	Plan	1.40	0.96	0.44	1.18
			Non plan	23.88	18.39	5.49
Total			694.02	309.63	384.39	62.43

Appendix-2.16
(Reference to Paragraph 2.6.5; Page 62)
Inadequate supplementary provision leading to excess expenditure

(₹ in crore)

Grant no	Head of Account	Plan/ Non plan	Original provision	Supplementary provision	Total	Expenditure	Excess
1	2	3	4	5	6	7	8
29	2210-Medical and Public Health-03-Rural Health Services-Allopathy-103-Primary Health Centre-0726 Primary Health Units	Non plan (Voted)	218.49	0.50	218.99	235.64	16.65
29	2210-Medical and Public Health-03-Rural Health Services-Allopathy-800 Other Expenditure-830 Operation smile	Plan (Voted)	1.00	2.00	3.00	3.30	0.30
29	2210-Medical and Public Health-05 Medical Education, Training and Research-105 Allopathy-3308 Barpeta Medical College	Non plan (Voted)	0.22	2.00	2.22	111.74	109.52
78	2210-Medical and Public Health-01-Urban Health Services-Allopathy 110 Hospital and Dispensary-0163 General Govt. Hospital	Non plan (Voted)	17.94	1.50	19.44	19.46	0.02
Total			237.65	6.00	243.65	370.14	126.49

Appendix-2.17

(Reference to Paragraph 2.6.8; Page 63)

Unutilized budget provision

(₹ in crore)

Grant No.	Head of account and scheme	Category of expenditure	Voted/Charged	Original provision	Supplementary provision	Saving
1	2	3	4	5	6	7
29	2210-03 Rural Health Services-Allopathy-800 Other Expenditure-3594 NRHM(829) Specific Scheme	Plan	Voted	4.50	-	4.50
	2210-03 Rural Health Services-Allopathy-800 Other Expenditure-3594 NRHM(911) Addl State Share for execution of works at Dist Civil Hospital, Amingaon, Guwahati	Plan	Voted	2.00	-	2.00
	2210-01 Urban Health Services-Allopathy-200-Other Health Scheme- 1217 Dist mental Health programme(III CSS)	Plan	Voted	0.24	-	0.24
	2210-06 Public Health-101-Prevention of control of diseases-0190 Malaria Eradication programme (III CSS)	Plan	Voted	0.01	-	0.01
	2210-01 Urban Health Services-Allopathy-110- Hospital and dispensary-0194 Mental Hospital and dispensary, Tezpur	Non Plan	Voted	1.87	-	1.87
	2210-03 Rural Health Services (RHS)-Allopathy-110 Hospital and Dispensaries-0208 Hospital and Dispensaries	Non-plan	Charged	-	1.61	1.61
	2210-03 RHS-Allopathy-800 Other Expenditure-2860 Subscription Based Insurance Scheme for ASHA workers	Plan	Charged	-	0.30	0.30
	2210-03 RHS-Allopathy-800 Other Expenditure-3639 construction/completion of Auditorium Hall at Guwahati Medical College	Plan	Charged	-	3.00	3.00
	2210-05 Medical education, training and Reaearch-001-D&A-0172 HQ Estt-654 Eye Care Sankardev Netralaya,	Plan	Voted	2.47	-	2.47
	2210-05 Medical education, training and Reaearch-001-D&A-0172 HQ Estt-867 Aid to Poor for bye pass surgery patients	Plan	Voted	5.00	-	5.00
	2210-05-105 Allopathy 0741-GMC, Ghy	Plan	Voted	1.01	-	1.01
	2210-05-105 Allopathy 2734-Setting up of Medical college at Nagaon in PP Mode	Plan	Voted	1.00	-	1.00

	2210-05-105 Allopathy-3620-Sri Manta Sankar Dev University of Health Sciences, Ghy	Non Plan	Voted	1.50	-	1.50
	2210-05-105 Allopathy-5307-Grant in aid to Dr. B Baruah cancer institute	Non plan	Voted	2.67	-	2.67
	2211-III-CSS-105-Compensation-1818-Tubectomy	Plan	Voted	0.03	-	0.03
	2211-III-CSS-800-OE	Plan	Voted	0.20	-	0.20
76	2210-Medical and public Health-02 Urban Health Services. Other systems of medicine-101 Ayurveda-735 Ayurvedic dispensaries	Non pan	Voted	0.80	-	0.80
	2210- Medical and public Health-06 Public Health-101 prevention and control of Diseases- 0756 Leprosy control programme	Non pan	Voted	0.38	-	0.38
	2210-Medical and public Health-06 public Health-101 Prevention of and control of Diseases-0190 Malaria Eradication Programme-894 aid materials (CSS)	Plan	Voted	0.39	-	0.39
77	2210-Medical and public Health-06 Public Health-101 prevention and control of Diseases -894 add amount transfer from 3606 Aid material(CSS)	Plan	Voted	0.32	-	0.32
	2210-Medical and Public Health-01 Urban Health Services-Allopath-110 Hospital and Dispensary-0710 other TB Hospital/Clinic (CSS)	Plan	Voted	0.12	0	0.12
TOTAL				24.51	4.91	29.42

Appendix-2.18
(Reference to Paragraph 2.6.9; Page 63)
Excess expenditure

(₹ in crore)					
Grant No	Major Head and Name of the schemes	Plan/Non-plan	Total provisions	Actual Expenditure	Excess (percentage)
1	2	3	4	5	6
29	2210 Medical and Public Health 05 Medical Education, Training and Research 001- Direction and Administration 0172-Headquarter's Establishment	Plan	1.00	6.00	5.00 (500)
29	2210 Medical and Public Health 05 Medical Education, Training and Research 105- Allopathy 3308 Barpeta Medical College	Non-plan	2.22	111.74	109.52 (4933)
29	2210 Medical and Public Health 05 Medical Education, Training and Research 105- Allopathy 3309 Tezpur Medical College	Non-plan	0.24	56.11	55.87 (23279)
29	2210 Medical and Public Health 05 Medical Education, Training and Research 105- Allopathy 3310 Silchar Medical College	Non plan	7.29	14.02	6.73 (92)
29	2210 Medical and Public Health 01 Urban Health Services-Allopathy 001-Direction and Administration 0144 District Establishment	Non plan	0.67	1.72	1.05 (157)
76	2210 Medical and Public Health 01 Urban Health Services-Allopathy-104 Medical store Depots	Non plan	0.13	1.66	1.53 (1177)
77	2210 Medical and Public Health 01 Urban Health Services-Allopathy 001-Direction and Administration 0144 District Establishment	Non plan	0.45	3.54	3.09 (687)
78	2210 Medical and Public Health- 06 Public Health -Allopathy 001-Direction and Administration 0144 District Establishment	Non plan	0.08	2.85	2.77 (3463)
78	2210 Medical and Public Health- 06 Public Health 112 Public Health Education	Non plan	0.24	4.84	4.60 (1917)
Total			12.32	202.48	190.16

Appendix-3.1

(Reference to Paragraph 3.1; Page 69)

Utilisation Certificates outstanding as on 31 March 2011

(₹ in crore)

Sl No.	Department	Year of payment of Grant	Total Grants paid		Utilization Certificates			
			Number	Amount	Received		Outstanding	
					Number	Amount	Number	Amount
1	2	3	4	5	6	7	8	9
1	Administrative Reforms (Training)	2005-06	1	0.02	-	-	1	0.02
2	Agriculture	2001-02	78	39.29	-	-	78	39.29
		2002-03	24	12.46	-	-	24	12.46
		2003-04	53	30.30	-	-	53	30.30
		2004-05	81	64.61	-	-	81	64.61
		2005-06	48	66.37	-	-	48	66.37
		2006-07	33	31.07	-	-	33	31.07
		2007-08	30	72.11	-	-	30	72.11
		2008-09	21	32.90	-	-	21	32.90
		2009-10	8	155.97	-	-	8	155.97
2010-11	4	152.60	-	-	4	152.60		
3	Agricultural Research and Education	2010-11	10	80.60	-	-	10	80.60
4	Animal Husbandry	2001-02	2	0.01	-	-	2	0.01
		2002-03	1	0.05	-	-	1	0.05
		2003-04	4	4.82	-	-	4	4.82
		2004-05	2	2.20	-	-	2	2.20
		2005-06	6	2.10	-	-	6	2.10
		2006-07	3	0.67	-	-	3	0.67
		2007-08	1	0.06	-	-	1	0.06
		2008-09	2	0.77	-	-	2	0.77
		2010-11	2	2.32	-	-	2	2.32
5	Assembly Secretariat	2004-05	6	0.13	-	-	6	0.13
		2005-06	6	0.04	-	-	6	0.04
		2006-07	11	0.26	-	-	11	0.26
		2007-08	2	0.10	-	-	2	0.10
		2008-09	13	0.19	-	-	13	0.19
6	Civil Supplies	2010-11	1	0.15	-	-	1	0.15
7	Co-operation	2002-03	1	0.15	-	-	1	0.15
		2003-04	20	1.79	-	-	20	1.79
		2004-05	16	2.29	-	-	16	2.29
		2005-06	22	0.44	-	-	22	0.44
		2006-07	4	0.14	-	-	4	0.14
		2008-09	3	0.28	-	-	3	0.28
8	Cultural Affairs	2001-02	12	0.32	-	-	12	0.32
		2003-04	15	3.81	-	-	15	3.81
		2004-05	1	0.01	-	-	1	0.01
		2005-06	2	0.01	-	-	2	0.01
		2006-07	12	2.54	-	-	12	2.54
		2007-08	21	7.04	-	-	21	7.04
2008-09	25	6.61	-	-	25	6.61		

		2009-10	57	33.27	-	-	57	33.27
		2010-11	36	32.55	-	-	36	32.55
9	Dairy Development	2002-03	1	0.85	-	-	1	0.85
		2004-05	2	0.60	-	-	2	0.60
		2006-07	3	0.41	-	-	3	0.41
		2007-08	3	2.74	-	-	3	2.74
		2008-09	2	0.27	-	-	2	0.27
		2010-11	1	0.04	-	-	1	0.04
10	Education (General)	2001-02	1044	33.47	-	-	1044	33.47
		2002-03	930	29.43	-	-	930	29.43
		2003-04	1745	39.87	-	-	1745	39.87
		2004-05	2814	143.03	-	-	2814	143.03
		2005-06	2312	138.68	-	-	2312	138.68
		2006-07	2203	157.90	-	-	2203	157.90
		2007-08	839	33.86	-	-	839	33.86
		2008-09	557	22.11	-	-	557	22.11
11	Election	2004-05	1	0.12	-	-	1	0.12
12	Excise	2001-02	1	0.01	-	-	1	0.01
		2002-03	5	0.07	-	-	5	0.07
		2003-04	3	0.13	-	-	3	0.13
		2004-05	2	0.06	-	-	2	0.06
		2005-06	5	0.18	-	-	5	0.18
		2006-07	11	0.47	-	-	11	0.47
		2007-08	10	0.27	-	-	10	0.27
		2008-09	1	0.02	-	-	1	0.02
13	Family Welfare	2010-11	2	0.41	-	-	2	0.41
14	Food Storage and Warehousing	2010-11	2	120.29	-	-	2	120.29
15	Finance (Taxation)	2001-02	1	1.96	-	-	1	1.96
		2002-03	7	6.29	-	-	7	6.29
		2003-04	5	7.89	-	-	5	7.89
		2004-05	10	7.98	-	-	10	7.98
		2005-06	10	4.29	-	-	10	4.29
		2006-07	8	7.79	-	-	8	7.79
		2007-08	5	8.94	-	-	5	8.94
		2008-09	47	18.04	-	-	47	18.04
16	Finance	2003-04	5	4.62	-	-	5	4.62
		2004-05	7	7.84	-	-	7	7.84
		2005-06	12	10.00	-	-	12	10.00
17	Fisheries	2001-02	6	7.05	-	-	6	7.05
		2002-03	4	2.54	-	-	4	2.54
		2003-04	11	2.73	-	-	11	2.73
		2004-05	40	6.31	-	-	40	6.31
		2005-06	20	16.56	-	-	20	16.56
		2006-07	10	8.31	-	-	10	8.31
		2007-08	12	13.39	-	-	12	13.39
		2008-09	8	15.85	-	-	8	15.85
		2009-10	13	11.44	-	-	13	11.44
		2010-11	15	7.98	-	-	15	7.98
18	Food & Civil Supplies	2006-07	11	1.63	-	-	11	1.63
		2007-08	2	0.10	-	-	2	0.10
19	Forest	2008-09	4	3.48	-	-	4	3.48
20	General Administration	2001-02	4	0.03	-	-	4	0.03
		2002-03	2	0.01	-	-	2	0.01

		2003-04	9	0.42	-	-	9	0.42
		2004-05	30	3.73	-	-	30	3.73
		2005-06	8	0.38	-	-	8	0.38
		2006-07	13	3.89	-	-	13	3.89
		2007-08	1	0.01	-	-	1	0.01
		2008-09	52	9.13	-	-	52	9.13
21	Governor Secretariat	2005-06	1	0.01	-	-	1	0.01
22	Guwahati Development	2003-04	2	1.10	-	-	2	1.10
		2004-05	4	11.27	-	-	4	11.27
		2005-06	5	10.47	-	-	5	10.47
		2006-07	8	15.08	-	-	8	15.08
		2007-08	26	28.40	-	-	26	28.40
		2008-09	7	11.28	-	-	7	11.28
		2009-10	7	11.02	-	-	7	11.02
		2010-11	26	11.05	-	-	26	11.05
23	Handloom & Textile	2008-09	6	2.17	-	-	6	2.17
24	Health	2003-04	12	3.12	-	-	12	3.12
		2004-05	4	4.11	-	-	4	4.11
		2005-06	8	3.08	-	-	8	3.08
		2006-07	63	12.81	-	-	63	12.81
		2007-08	68	75.07	-	-	68	75.07
		2008-09	202	159.57	-	-	202	159.57
		2009-10	3	5.52	-	-	3	5.52
		2010-11	4	82.20	-	-	4	82.20
25	Hill Areas	2001-02	1	0.08	-	-	1	0.08
		2004-05	5	0.77	-	-	5	0.77
		2005-06	1	0.05	-	-	1	0.05
		2007-08	10	3.39	-	-	10	3.39
		2008-09	41	21.24	-	-	41	21.24
26	Home	2005-06	7	1.31	-	-	7	1.31
		2006-07	3	0.13	-	-	3	0.13
		2007-08	2	0.01	-	-	2	0.01
27	Housing	2010-11	1	0.43	-	-	1	0.43
28	Industry & Commerce	2001-02	13	2.60	-	-	13	2.60
		2002-03	91	13.25	-	-	91	13.25
		2003-04	136	28.00	-	-	136	28.00
		2004-05	33	22.95	-	-	33	22.95
		2005-06	18	18.59	-	-	18	18.59
		2006-07	26	3.74	-	-	26	3.74
		2007-08	32	9.56	-	-	32	9.56
		2008-09	17	10.76	-	-	17	10.76
		2009-10	9	9.95	-	-	9	9.95
		2010-11	7	14.75	-	-	7	14.75
29	Information & Technology	2007-08	1	7.77	-	-	1	7.77
		2008-09	1	0.48	-	-	1	0.48
30	Judicial	2002-03	1	0.01	-	-	1	0.01
		2003-04	1	0.01	-	-	1	0.01
		2004-05	25	0.10	-	-	25	0.10
		2006-07	1	0.05	-	-	1	0.05
		2007-08	2	0.10	-	-	2	0.10
		2008-09	4	0.16	-	-	4	0.16
31	Labour & Employment	2001-02	1	0.05	-	-	1	0.05
		2002-03	1	0.17	-	-	1	0.17

		2003-04	6	1.02	-	-	6	1.02
		2004-05	6	1.01	-	-	6	1.01
		2005-06	4	0.68	-	-	4	0.68
		2006-07	4	10.37	-	-	4	10.37
		2007-08	16	2.25	-	-	16	2.25
		2008-09	6	2.12	-	-	6	2.12
		2009-10	1	40.00	-	-	1	40.00
		2010-11	5	1.35	-	-	5	1.35
32	Land Revenue	2009-10	1	0.01	-	-	1	0.01
		2010-11	2	0.45	-	-	2	0.45
33	Local Bodies	2010-11	257	151.20	-	-	257	151.20
34	Mines, Minerals & Power	2001-02	1	4.54	-	-	1	4.54
		2003-04	5	146.16	-	-	5	146.16
		2004-05	2	0.43	-	-	2	0.43
		2005-06	2	14.31	-	-	2	14.31
		2006-07	4	86.56	-	-	4	86.56
		2007-08	2	0.76	-	-	2	0.76
35	Minority Development	2003-04	2	0.10	-	-	2	0.10
		2004-05	2	0.18	-	-	2	0.18
		2008-09	3	1.56	-	-	3	1.56
		2009-10	5	7.21	-	-	5	7.21
36	Municipal Administration	2004-05	9	23.91	-	-	9	23.91
		2005-06	10	26.03	-	-	10	26.03
		2006-07	6	3.83	-	-	6	3.83
		2007-08	6	33.21	-	-	6	33.21
		2008-09	3	4.33	-	-	3	4.33
37	North Eastern Areas	2010-11	1	1.00	-	-	1	1.00
38	Other Administrative Services	2010-11	6	11.33	-	-	6	11.33
39	Other Agricultural Programmes	2010-11	1	1.52	-	-	1	1.52
40	Other Social Services	2010-11	2	0.36	-	-	2	0.36
41	Panchayat & Rural Development	2001-02	20	2.81	-	-	20	2.81
		2002-03	1	0.10	-	-	1	0.10
		2003-04	23	64.95	-	-	23	64.95
		2004-05	31	129.26	-	-	31	129.26
		2005-06	13	84.03	-	-	13	84.03
		2006-07	11	156.66	-	-	11	156.66
		2007-08	15	167.34	-	-	15	167.34
		2008-09	12	110.81	-	-	12	110.81
42	Planning & Development	2005-06	6	15.02	-	-	6	15.02
		2006-07	8	11.61	-	-	8	11.61
		2007-08	5	60.47	-	-	5	60.47
		2008-09	6	38.30	-	-	6	38.30
		2009-10	1	0.35	-	-	1	0.35
43	Political	2004-05	1	0.03	-	-	1	0.03
		2008-09	7	4.05	-	-	7	4.05
44	Power	2010-11	2	0.28	-	-	2	0.28
45	Public Health Engineering	2005-06	1	9.22	-	-	1	9.22
		2007-08	4	0.01	-	-	4	0.01
46	Public Works	2001-02	1	20.00	-	-	1	20.00

		2002-03	1	30.00	-	-	1	30.00
		2003-04	6	23.85	-	-	6	23.85
		2004-05	2	11.74	-	-	2	11.74
		2006-07	2	0.25	-	-	2	0.25
		2007-08	1	6.16	-	-	1	6.16
		2008-09	1	0.11	-	-	1	0.11
47	Revenue & Disaster Management	2003-04	9	0.77	-	-	9	0.77
		2004-05	38	8.16	-	-	38	8.16
		2005-06	19	4.23	-	-	19	4.23
		2006-07	77	11.26	-	-	77	11.26
		2007-08	10	0.53	-	-	10	0.53
48	Revenue	2001-02	1	0.07	-	-	1	0.07
		2002-03	9	1.47	-	-	9	1.47
		2003-04	19	5.80	-	-	19	5.80
		2004-05	9	3.88	-	-	9	3.88
		2005-06	1	0.10	-	-	1	0.10
		2006-07	1	0.08	-	-	1	0.08
		2008-09	1	0.01	-	-	1	0.01
49	Revenue(Registration)	2006-07	3	0.01	-	-	3	0.01
50	Rural Development	2001-02	18	97.67	-	-	18	97.67
		2002-03	10	56.24	-	-	10	56.24
		2003-04	15	94.94	-	-	15	94.94
		2004-05	16	121.61	-	-	16	121.61
		2005-06	10	176.02	-	-	10	176.02
		2006-07	4	50.08	-	-	4	50.08
		2007-08	8	182.66	-	-	8	182.66
		2008-09	8	148.49	-	-	8	148.49
		2009-10	18	460.48	-	-	18	460.48
		2010-11	35	346.72	-	-	35	346.72
51	Sainik Welfare	2003-04	2	0.04	-	-	2	0.04
52	Science, Technology, Environment	2001-02	10	1.11	-	-	10	1.11
		2002-03	4	0.19	-	-	4	0.19
		2003-04	15	0.99	-	-	15	0.99
		2004-05	16	2.98	-	-	16	2.98
		2005-06	5	0.65	-	-	5	0.65
		2007-08	10	4.93	-	-	10	4.93
		2008-09	23	12.72	-	-	23	12.72
		2009-10	32	12.19	-	-	32	12.19
		2010-11	4	2.75	-	-	4	2.75
53	Secretariat Administration	2003-04	11	11.53	-	-	11	11.53
		2004-05	14	55.62	-	-	14	55.62
		2005-06	13	92.22	-	-	13	92.22
		2006-07	18	54.10	-	-	18	54.10
		2007-08	4	0.02	-	-	4	0.02
		2008-09	62	118.80	-	-	62	118.80
54	Secretariat – Economics, Services	2010-11	4	2.11	-	-	4	2.11
55	Sericulture	2001-02	26	1.76	-	-	26	1.76
		2002-03	17	0.43	-	-	17	0.43
		2003-04	114	0.80	-	-	114	0.80
		2004-05	39	1.33	-	-	39	1.33

		2005-06	14	7.57	-	-	14	7.57
		2006-07	18	0.14	-	-	18	0.14
		2007-08	57	30.89	-	-	57	30.89
		2008-09	37	51.01	-	-	37	51.01
56	Social Welfare	2001-02	43	4.78	-	-	43	4.78
		2002-03	6	0.38	-	-	6	0.38
		2003-04	33	8.71	-	-	33	8.71
		2004-05	51	18.59	-	-	51	18.59
		2005-06	26	4.18	-	-	26	4.18
		2006-07	41	19.31	-	-	41	19.31
		2007-08	142	114.58	-	-	142	114.58
		2008-09	98	110.37	-	-	98	110.37
		2009-10	8	199.99	-	-	8	199.99
		2010-11	7	24.21	-	-	7	24.21
		57	Sports & Youth Welfare	2001-02	23	0.77	-	-
2002-03	8			0.11	-	-	8	0.11
2003-04	27			0.98	-	-	27	0.98
2004-05	34			36.63	-	-	34	36.63
2005-06	33			26.81	-	-	33	26.81
2006-07	63			92.02	-	-	63	92.02
2007-08	28			24.26	-	-	28	24.26
2008-09	12			2.79	-	-	12	2.79
2010-11	27			20.49	-	-	27	20.49
58	Technical Education	2010-11	17	19.50	-	-	17	19.50
59	Tourism	2001-02	34	4.03	-	-	34	4.03
		2002-03	4	0.51	-	-	4	0.51
		2003-04	12	0.69	-	-	12	0.69
		2004-05	1	0.06	-	-	1	0.06
		2005-06	15	2.09	-	-	15	2.09
		2006-07	13	3.00	-	-	13	3.00
		2007-08	3	0.26	-	-	3	0.26
		2008-09	11	10.81	-	-	11	10.81
		2009-10	18	15.62	-	-	18	15.62
		2010-11	11	9.95	-	-	11	9.95
60	Town & Country Planning	2001-02	6	4.03	-	-	6	4.03
		2002-03	1	0.20	-	-	1	0.20
		2003-04	12	7.94	-	-	12	7.94
		2004-05	8	2.98	-	-	8	2.98
		2005-06	20	14.63	-	-	20	14.63
		2006-07	5	5.13	-	-	5	5.13
		2007-08	15	20.79	-	-	15	20.79
		2008-09	29	30.14	-	-	29	30.14
61	Transport	2001-02	3	30.00	-	-	3	30.00
		2002-03	2	1.66	-	-	2	1.66
		2003-04	10	5.43	-	-	10	5.43
		2004-05	9	12.30	-	-	9	12.30
		2005-06	2	2.33	-	-	2	2.33
		2006-07	7	8.66	-	-	7	8.66
		2007-08	2	2.18	-	-	2	2.18
62	Welfare of Plain Tribes & Other Backward Classes	2001-02	119	33.13	-	-	119	33.13
		2002-03	23	12.90	-	-	23	12.90
		2003-04	33	23.93	-	-	33	23.93
		2004-05	63	49.18	-	-	63	49.18
		2005-06	23	76.62	-	-	23	76.62

		2006-07	35	105.61	-	-	35	105.61
		2007-08	90	192.51	-	-	90	192.51
		2008-09	73	262.27	-	-	73	262.27
		2009-10	71	282.21	-	-	71	282.21
		2010-11	71	148.90	-	-	71	148.90
Total			17588	8262.61	-	-	17588	8262.61

Appendix-3.2
(Reference to Paragraph 3.2; Page 70)

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

SI No.	Name of the body/authority	Year for which accounts had not been received
1	2	3
Department: Agriculture		
1	Chief Executive Officer, Assam State Agricultural Marketing Board, Guwahati-7	2005-06 to 2010-11
2	Director, Assam State Seed Certification Agency, Ulubari, Guwahati-7	2004-05 to 2010-11
Department: Cultural Affairs		
3	Secretary, Srimanta Sankardev Kalakhetra, Guwahati-37	2009-10 to 2010-11
4	Director, Anandaram Barua Institute of Language, Art & Culture, Rajaduar, North Guwahati-30	2009-10 to 2010-11
Department: Education (Elementary/Primary)		
5	Executive Director, Assam Sarba Siksha Abhijan Mission, Kahilipara, Guwahati-19	2009-10 to 2010-11
6	MD, Assam Sarba Siksha Mission (ASSAM) (H.Q), Guwahati	2009-10 to 2010-11
7	DMC, SSA, Barpeta	2009-10 to 2010-11
8	DMC, SSA, Bongaigaon	2009-10 to 2010-11
9	DMC, SSA, Cachar	2009-10 to 2010-11
10	DMC, SSA, Darrang	2009-10 to 2010-11
11	DMC, SSA, Dhemaji	2009-10 to 2010-11
12	DMC, SSA, Dhubri	2009-10 to 2010-11
13	DMC, SSA, Dibrugarh	2009-10 to 2010-11
14	DMC, SSA, Goalpara	2009-10 to 2010-11
15	DMC, SSA, Golaghat	2009-10 to 2010-11
16	DMC, SSA, Hailakandi	2009-10 to 2010-11
17	DMC, SSA, Jorhat	2010-11
18	DMC, SSA, Kamrup	2009-10 to 2010-11
19	DMC, SSA, Karbi Anglong	2009-10 to 2010-11
20	DMC, SSA, Karimganj	2010-11
21	DMC, SSA, Kokrajhar	2009-10 to 2010-11
22	DMC, SSA, Lakhimpur	2009-10 to 2010-11
23	DMC, SSA, Morigaon	2009-10 to 2010-11
24	DMC, SSA, Nagaon	2009-10 to 2010-11
25	DMC, SSA, Nalbari	2010-11
26	DMC, SSA, Haflong	2010-11
27	DMC, SSA, Sivsagar	2009-10 to 2010-11
28	DMC, SSA, Sonitpur	2010-11
29	DMC, SSA, Tinsukia	2009-10 to 2010-11
Department: Education (Higher)		
30	Registrar, Dibrugarh University, Dibrugarh	2008-09 to 2010-11
31	Registrar, Gauhati University, Guwahati-14	2006-07 to 2010-11
Department: Handloom & Textiles		
32	Managing Director, ARTFED, Guwahati-1	2010-11
33	President, Dr. Ambekdar Mission, Dhopatari, Changsari, Dist-Kamrup	2007-08 to 2010-11

1	2	3
Department: Health & Family Welfare		
34	Director, Dr. B. Barua Cancer Institute, Gopinath Nagar, Guwahati-16	2006-07 to 2010-11
Department: Panchayat and Rural Development		
35	Director, State Institute of Rural Development (SIRD), Khanapara, Guwahati—22	2008-09 to 2010-11
36	Project Director, DRDA, Bongaigaon	2009-10 to 2010-11
37	Project Director, DRDA, Barpeta	2010-11
38	Project Director, DRDA, Silchar	2009-10 to 2010-11
39	Project Director, DRDA, Dibrugarh	2008-09 to 2010-11
40	Project Director, DRDA, Dhubri	2008-09 to 2010-11
41	Project Director, DRDA, Dhemaji	2009-10 to 2010-11
42	Project Director, DRDA, Goalpara	2009-10 to 2010-11
43	Project Director, DRDA, Golaghat	2009-10 to 2010-11
44	Project Director, DRDA, Hailakandi	2007-08 to 2010-11
45	Project Director, DRDA, N. C Hills	2005-06 to 2010-11
46	Project Director, DRDA, Jorhat	2010-11
47	Project Director, DRDA, Kokrajhar	2010-11
48	Project Director, DRDA, Karimganj	2010-11
49	Project Director, DRDA, Karbi Anglong, Diphu	2008-09 to 2010-11
50	Project Director, DRDA, Mangaldoi	2010-11
51	Project Director, DRDA, Morigaon	2008-09 to 2010-11
52	Project Director, DRDA, Nalbari	2010-11
53	Project Director, DRDA, Nagaon	2010-11
54	Project Director, DRDA, North Lakhimpur	2008-09 to 2010-11
55	Project Director, DRDA, Sivsagar	2009-10 to 2010-11
56	Project Director, DRDA, Sonitpur, Tezpur	2010-11
57	Project Director, DRDA, Tinsukia	2009-10 to 2010-11
58	Project Director, DRDA, Kamrup	2007-08 to 2010-11
59	Project Director, DRDA, Baska, Masalpur	2008-09 to 2010-11
60	Project Director, DRDA, Chirang, Kajolgaon	2010-11
61	Project Director, DRDA, Metro, Hedayatpur, Guwahati-3	2010-11
62	Project Director, DRDA, Udalguri	2008-09 to 2010-11
Department: Science & Technology		
63	Director, Centre of Plasma Physics, Sonapur, Guwahati	2009-10 to 2010-11
64	Director, Assam Science, Technology & Environment Council, Guwahati-5	2008-09 to 2010-11
65	Director, Assam State Energy Development Agency (AEDA), Guwahati	2008-09 to 2010-11
Department: Social Welfare		
66	Chairperson, Assam State Social Welfare Board, Guwahati	2007-08 to 2010-11
Department: Town & Country Planning		
67	Commissioner, Assam State Housing Board, Guwahati-5	2003-04 to 2010-11
Department: Welfare of Plain Tribes and Backward Classes		
68	Chief Executive Officer, Assam Tribal Development Authority, Dispur, Guwahati-6	2006-07 to 2010-11

Appendix-3.3
(Reference to Paragraph 3.3; Page 71)

Statement showing performance of the autonomous bodies

SI No.	Name of body	Period of entrustment	Year up to which accounts were rendered	Period up to which Separate Audit Report is issued	Placement of SAR in the Legislature/ Council	Delay in submission of accounts	Period of delay as of June 2011
1	Guwahati Metropolitan Development Authority, Guwahati	Up to 2011-12	2008-09	2003-04	<u>2003-04</u> July 2010	2008-09 May 2011	One year eleven months
						2009-10 & 2010-11	Not yet received
2	Assam Agricultural University, Jorhat	Up to 2011-12	2008-09	2008-09	<u>2007-08</u> March 2010	2008-09 May 2010	Eleven months
						2009-10 & 2010-11	Not yet received
3	Assam Khadi and Village Industries Board, Guwahati	Up to 2010-11	1998-99	1998-99	Not furnished	1998-99 July 2005	Six years One month
						1999-2000 to 2010-11	Not yet received
4	Assam Agricultural Competitiveness Project, Guwahati	Up to 2011-12	2007-08	2007-08	<u>2004-05</u> July 2008	2007-08 March 2010	One year Nine months
						2008-09 to 2010-11	Not yet received
5	Assam Human Rights Commission, Guwahati	Under Section 19 (2) of C&AG's DPC Act 1971	2006-07	2006-07	<u>2006-07</u> December 2009	2006-07 October 2010	Two years Four months
						2007-08 to 2010-11	Not yet received
6	Assam State Legal Services Authority, Guwahati	Under Section 19 (2) of C&AG's DPC Act 1971	2009-10	2009-10	<u>2007-08</u> March 2010	2009-10 February 2011	Eight months
						2010-11	Not yet received
7	Assam State Road Board	Up to 2010-11	2008-09	2004-05	--	2008-09 May 2010	Eleven months
						2009-10 & 2010-11	Not yet received
Sixth Schedule Area							
8	North Cachar Hills Autonomous Council	Sixth Schedule to the Constitution of India	2009-10	2005-06	<u>2001-02</u> November 2005	*	--
						2010-11	Not yet received
9	Karbi Anglong Autonomous Council	Sixth Schedule to the Constitution of India	2009-10	2004-05	<u>2004-05</u> July 2010	*	--
						2010-11	Not yet received
10	Bodoland Territorial Council	Sixth Schedule to the Constitution of India	2007-08	--	--	*	--
						2008-09 to 2010-11	Accounts submitted were not in proper format

* Due date of submission of Annual Accounts is not specified in the Sixth Schedule to the Constitution of India

Appendix-3.4
(Reference to Paragraph 3.4; Page 72)

**Department-wise/duration-wise breakup of the cases of misappropriation, defalcation, etc,
(Cases where final action was pending at the end of 31 March 2011)**

(Amount ₹ in lakh)

Sl. No.	Name of the Department/Directorate	Up to 5 years		5 to 10 years		10 to 15 years		15 to 20 years		20 to 25 years		More than 25 years		Total	
		N	A	N	A	N	A	N	A	N	A	N	A	N	A
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
1	Agriculture	27	8165.07	1	1.02	--	--	--	--	--	--	--	--	28	8166.09
2	Border Areas	1	22.41	--	--	--	--	--	--	--	--	--	--	1	22.41
3	Co-operation	1	0.93	10	377.60	--	--	--	--	--	--	--	--	11	378.53
4	Cultural Affairs	2	54.18	--	--	--	--	--	--	--	--	--	--	2	54.18
5	Dairy Development	1	2.59	--	--	--	--	--	--	--	--	--	--	1	2.59
6	Education	10	83.14	10	58.03	9	19.12	--	--	--	--	--	--	29	160.29
7	Food and Civil Supplies	1	39.00	--	--	--	--	--	--	--	--	--	--	1	39.00
8	G.A.D./D.C.	4	121.32	4	49.68	--	--	--	--	--	--	--	--	8	171.00
9	G.A.D./S.D.O.(c)	--	--	6	10.26	1	2.43	--	--	--	--	--	--	7	12.69
10	Handloom and Textiles	4	5.68	2	0.16	1	8.57	--	--	--	--	--	--	7	14.41
11	Health & Family Welfare	8	86.19	4	3.53	7	23.57	2	55.50	--	--	--	--	21	168.79
12	Home	--	--	1	8.82	--	--	--	--	--	--	--	--	1	8.82
13	Hill Areas	3	615.18	6	11.87	--	--	--	--	--	--	--	--	9	627.05
14	Industries and Commerce	1	1.60	--	--	--	--	--	--	--	--	--	--	1	1.60
15	Inland Water Transport	1	0.35	--	--	--	--	--	--	--	--	--	--	1	0.35
16	Irrigation	--	--	1	2.44	2	3.00	--	--	--	--	--	--	3	5.44
17	Labour and Employment	1	1.61	--	--	--	--	--	--	--	--	--	--	1	1.61
18	Panchayat & Rural Development	19	552.47	3	125.08	3	9.87	--	--	--	--	--	--	25	687.42
19	P.H.E.	4	122.88	1	1.00	--	--	--	--	--	--	--	--	5	123.88
20	P.W.D. (Building)	6	65.82	--	--	--	--	--	--	--	--	--	--	6	65.82
21	P.W.D. (Roads)	7	87.53	4	41.24	1	71.62	--	--	--	--	--	--	12	200.39
22	Sports and Youth Welfare	1	5.92	--	--	--	--	--	--	--	--	--	--	1	5.92
23	Town & Country Planning	--	--	3	7.12	1	2.30	--	--	--	--	--	--	4	9.42
24	Water Resources	2	12.74	--	--	--	--	--	--	--	--	--	--	2	12.74
Total		104	10046.61	56	697.85	25	140.48	2	55.50	--	--	--	--	187	10940.44

N: Number, A: Amount

Appendix-3.5
(Reference to Paragraph 3.4; Page 72)

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

Name of the Department/ Directorate	Theft Cases		Misappropriation/ Loss of Government material		Total	
	No. of cases	Amount (₹ In lakh)	No. of cases	Amount (₹ In lakh)	No. of cases	Amount (₹ In lakh)
Agriculture	1	1.02	27	8165.07	28	8166.09
Border Areas	--	--	1	22.41	1	22.41
Co-operation	1	109.00	10	269.53	11	378.53
Cultural Affairs	--	--	2	54.18	2	54.18
Dairy Development	--	--	1	2.59	1	2.59
Education	3	2.07	26	158.22	29	160.29
Food and Civil Supplies	--	--	1	39.00	1	39.00
G.A.D/ D.C	--	--	8	171.00	8	171.00
G.A.D./S.D.O.(C)	--	--	7	12.69	7	12.69
Handloom and Textiles	--	--	7	14.41	7	14.41
Health & Family Welfare	4	5.88	17	162.91	21	168.79
Home	--	--	1	8.82	1	8.82
Hill Areas	1	0.49	8	626.56	9	627.05
Industries and Commerce	--	--	1	1.60	1	1.60
Inland Water Transport	--	--	1	0.35	1	0.35
Irrigation	3	5.44	--	--	3	5.44
Labour and Employment	--	--	1	1.61	1	1.61
Panchayat & Rural Development	1	0.97	24	686.45	25	687.42
P.H.E	2	2.69	3	121.19	5	123.88
P.W.D (Building)	2	18.51	4	47.31	6	65.82
P.W.D (Roads)	2	6.19	10	194.20	12	200.39
Sports and Youth Welfare	--	--	1	5.92	1	5.92
Town & Country Planning	--	--	4	9.42	4	9.42
Water Resources	1	11.93	1	0.81	2	12.74
Total	21	164.19	166	10776.25	187	10940.44