

**State Finances Audit Report
of
The Comptroller and Auditor General of India
For the year ended 31 March 2021**



लोकहितार्थं सत्यनिष्ठा
Dedicated to Truth in Public Interest



GOVERNMENT OF MANIPUR
Report No. 1 of 2022

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of
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PREFACE

1. The State Finances Audit Report has been prepared for submission to the Governor of Manipur under Article 151(2) of the Constitution of India for being laid before the Legislative Assembly of the State of Manipur.
2. **Chapter I** of this Report contains the basis and approach to State Finances Audit Report, structure of the Report, structure of Government Accounts, budgetary processes, snapshot of finances, assets and liabilities, and trends in key fiscal parameters like revenue surplus/ deficit, fiscal surplus/deficit, etc.
3. **Chapter II** of this Report deals with the State's Budget and Expenditure as per accounts of the State Government for the year ended 31 March 2021. Some information has been obtained also from Government of Manipur for inclusion in this Report.
4. **Chapter III** of this Report contains audit observations on matters arising from the examination of Appropriation Accounts of the State Government for the year ended 31 March 2021.
5. **Chapter IV** on 'Quality of Accounts & Financial Reporting Practices' provides an overview and status of the State Government's compliance during the year 2020-21 with financial rules, procedures and directives.
6. **Chapter V** on 'Functioning of State Public Sector Enterprises' provides an overview and status of the working of State Public Sector Enterprises.
7. The Report containing audit findings of performance audit; compliance audit of transactions in various departments and audit findings arising out of the audit of Statutory Corporations, Boards and Government Companies and Revenue Sector are presented separately for 2020-21.

EXECUTIVE SUMMARY

Executive Summary

The Report

Based on the audited accounts of the Government of Manipur for the year ending March 2021, this Report provides an analytical review of the finances of the State Government. The Report is structured in five Chapters.

Chapter I-Overview of State Finances

This Chapter provides brief profile of the State and basis of the report, structure of the Government accounts, Budgetary processes, macro-fiscal analysis of key indices and fiscal position of the State including the deficit/surplus.

Chapter II-Finances of the State Government

This Chapter provides a broad perspective of the finances of the State, analyses the critical changes in major fiscal aggregates relative to the previous year, overall trends during the last five years, debt management of the State and key Public Account transactions, based on the Finance Accounts of the State.

Chapter III- Budgetary Management

This Chapter is based on the Appropriation Accounts of the State and reviews the appropriations and allocative priorities of the State Government and reports on deviations from Constitutional provisions relating to budgetary management.

Chapter IV- Quality of Accounts and Financial Reporting Practices

This Chapter provides an overview on the quality of accounts and compliance of the State Government in its financial reporting practices, with prescribed financial rules, procedures and directives with regard to completeness, transparency, measurement and disclosure.

Chapter V- Functioning of State Public Sector Enterprises

This Chapter provides a ‘bird eye view’ on the functioning of the State Public Sector Enterprises (SPSEs). The term State Public Sector Enterprises (SPSEs) encompasses the State Government owned/ controlled Government Companies set up under the Companies Act, 2013 and Statutory Corporations setup under the statutes enacted by the Parliament and State legislature.

Audit findings

Overview

- The State’s GSDP increased by ₹ 1,062.16 crore (3.34 *per cent*) from ₹ 31,790.30 crore in 2019-20 to ₹ 32,852.46 crore in 2020-21. During the last five years, there was a steady increase in GSDP from ₹ 21,293.89 crore in 2016-17 to ₹ 32,852.46 crore in 2020-21.
- The GSDP growth rate for Manipur (3.34 *per cent*) was higher than the all India GDP growth rate (–2.97 *per cent*) in 2020-21. Services Sector was the major

contributor of GSDP during the year with 62.74 *per cent*. Agriculture was the second largest contributor with 27.98 *per cent* while Industry and Taxes on products were the third and fourth respectively.

- The State's Revenue Receipts increased by 21.51 *per cent* (₹ 2,298.49 crore) over the previous year, mainly due to increase in Grants-in-Aid (GIA) and Contributions (₹ 1,967.38 crore), State's Share of Union Taxes/Duties (₹ 224.20 crore) and Own Tax Revenue (₹ 93.37 crore). However, the State could not achieve the targets of Budget Estimates.
- The State's Own Tax Revenue increased by 7.77 *per cent* over the previous year 2019-20. State's share of Union Taxes/Duties in comparison to the previous year increased by ₹ 224.20 crore (5.54 *per cent*).
- The State's Total Expenditure for the year, which was ₹ 14,877.85 crore, increased by 30.58 *per cent* (₹ 3,483.98 crore) over the previous year due to increase in both Revenue Expenditure (₹ 2,189.84 crore) and Capital Expenditure (₹ 1,294.14 crore).
- Revenue Expenditure increased by 21.39 *per cent* (₹ 2,189.84 crore) over the previous year. The increase was mainly due to increase in General Services (₹ 610.40 crore), Social Services (₹ 411.62 crore), and Economic Services (₹ 1,099.55 crore).
- Capital Expenditure increased by 112.02 *per cent* (₹ 1,294.14 crore) over the previous year expenditure. It was mainly due to increase in Capital Outlay on Water Supply and Sanitation (₹ 342.22 crore), Capital Outlay of Welfare of Scheduled Castes, Scheduled Tribes, Other Backward Classes and Minorities (₹ 206.25 crore) and Capital Outlay on Roads and Bridges (₹ 152.85 crore).
- The State's Revenue Surplus which was ₹ 554.18 crore for the year, increased by 24.39 *per cent* (₹ 108.65 crore) over the previous year mainly due to increase in Grants-in-Aid (GIA) and Contributions (₹ 1,967.38 crore) and State's share of Union Taxes/Duties (₹ 224.20 crore).
- Fiscal Deficit increased by 166.87 *per cent* (₹ 1,182.99 crore) as compared to the previous year. The Government was able to meet the target fixed by Manipur FRBM Act during the year for maintaining Revenue Surplus. As compared to 2019-20, Revenue Surplus increased by ₹ 108.65 crore in 2020-21 mainly due to increase in Grants-in-Aid (GIA) and Contributions (₹ 1,967.38 crore) and State's Share of Union Taxes/Duties (₹ 224.20 crore).
- Post audit, the Revenue Surplus was overstated by ₹ 88.62 crore and Fiscal Deficit was understated by ₹ 86.93 crore, due to certain transactions such as non-payment of interest in Defined Contribution Pension Scheme for Government Employees, non-adjustment of interest on balances in State Compensatory Afforestation Fund, Short Transfer of Employer's share to Defined Contribution Pension Scheme,

non-transfer of Central share of SDRF to Public Account under MH 8121, non-transfer of NDRF grant to MH 8235 etc.

(Chapter I)

Recommendations

- *The State Government needs to keep up the trend of Own Tax Revenue collection achieved during 2020-21 by focusing on other potential areas, apart from SGST to have a sustained increase in Own Tax Revenue collection.*
- *The State Government needs to keep up the trend of increasing its Capital Expenditure and give more impetus to asset creation for sustained economic growth.*
- *They need to keep up the trend of achieving the projections on major fiscal parameters, made in the Manipur FRBM Act through prudent financial management and increase their Revenue surplus.*

Finances of the State Government

- During 2020-21, the State had a Revenue surplus of ₹ 554.18 crore which was 1.69 per cent of GSDP during the year. Fiscal deficit during 2020-21 was ₹ 1,891.90 crore which was 5.76 per cent of GSDP and Primary Deficit was ₹ 1,060.30 crore (3.23 per cent of GSDP).
- Revenue Receipts during the year 2020-21 were ₹ 12,982.65 crore which increased by ₹ 2,298.49 crore (21.51 per cent) over the previous year. State's Own Tax Revenue (₹ 1,294.49 crore) increased by ₹ 93.37 crore (7.77 per cent) compared to the previous year (₹ 1201.12 crore), while Non-Tax Revenue (₹ 148.07 crore) increased by ₹ 13.54 crore (10.06 per cent) during the year. State GST (₹ 866.51 crore) was the main contributor to the State's Own Tax Revenue and SGST along with Taxes on Sales, Trades accounted for 92.93 per cent of the State's total Own Tax Revenue. During 2020-21, receipts under SGST (₹ 866.51 crore) increased by ₹ 13.93 crore (1.63 per cent) as compared to previous year (₹ 852.58 crore). The SGST receipts included ₹ 90.86 crore received as 'Apportionment of Taxes from IGST'.
- Grants-in-Aid from GoI increased by ₹ 1,967.39 crore (37.12 per cent) and State's Share of Union Taxes and Duties increased by ₹ 224.20 crore (5.54 per cent) during 2020-21 as compared to the previous year.
- Revenue Expenditure during the year 2020-21 was ₹ 12,428.47 crore (83.54 per cent) against the Total Expenditure of ₹ 14,877.85 crore. During the year, Committed Expenditure like salary & wages, pension, interest payments increased by ₹ 837.23 crore (13.37 per cent) from ₹ 6,262.69 crore during 2019-20 to ₹ 7,099.92 crore during 2020-21. The Committed Expenditure during 2020-21 was 54.69 per cent of the total Revenue Receipts (₹ 12,982.65 crore) and 57.13 per cent of the total Revenue Expenditure (₹ 12,428.47 crore).

- Salary and Wages expenditure constituted 35.57 *per cent* of Revenue Receipts and 46.43 *per cent* of Revenue Expenditure (excluding Interest Payment and Pensions) during the year 2020-21.
- Capital Expenditure is the expenditure incurred for creation of fixed infrastructure assets such as roads, building, *etc.* It is noticed that during the year Capital Expenditure increased by ₹ 1,283.94 crore (111.14 *per cent*) from ₹ 1,155.24 crore during 2019-20 to ₹ 2,439.18 crore during 2020-21.
- Under National Pension System, against contribution of ₹ 873.58 crore of the State Government employees up to March 2021, the State Government contributed ₹ 752.77 crore only, resulting in a shortfall of ₹ 120.81 crore in the matching share of the State Government. Further, the State Government was yet to transfer ₹ 103.50 crore to NSDL till the end of 31 March 2021. The shortfall/ non contribution of funds are liabilities of the State Government, which need to be discharged promptly.
- The Government incurred an expenditure of ₹ 748.18 crore on 67 projects, which remained incomplete and the time overrun on these projects ranged between 13 days and five years. Further, there was cost overrun of ₹ 5.20 crore in three incomplete projects.
- During 2020-21, the State Government invested ₹ 4.73 crore in Government Companies, statutory corporation, co-operative societies and joint stock companies. As on 31 March 2021, the State Government's investment stood at ₹ 227.84 crore in those Companies/ Corporations and Co-operative societies, whereas the returns on investment were negligible.
- As against the mandated contribution of ₹ 4.67 crore under SDRF, the State Government did not make any contribution during the current year which was violative of the SDRF guidelines.
- The total outstanding guarantees as on 01 April 2020 was ₹ 411.63 crore, which was within the limits (thrice the State's Own Tax Revenue for the year 2018-19) prescribed under FRBM Act. As on 31 March 2021, there was an outstanding guarantee of ₹ 598.32 crore. The State Government was yet to collect ₹ 2.37 crore as guarantee commission for the additional guarantee given (₹ 236.54 crore) in 2020-21.
- The outstanding Public Debt rapidly increased from ₹ 5,265.88 crore (8.36 *per cent*) in 2016-17 to ₹ 9,001.74 crore (24.07 *per cent*) in 2020-21 and the Debt/ GSDP ratio increased from 24.73 *per cent* to 27.40 *per cent* during the same period due to increase in growth rate of GSDP. About six *per cent* of the Revenue Receipts were used by the State for payment of interest on the outstanding Public Debt at an average rate of interest, which ranged between 4.58 *per cent* and 5.37 *per cent*, during last five-year period from 2016-17 to 2020-21.

- As on 31 March 2021, the State had outstanding Internal Debt of ₹ 8,430.65 crore out of which ₹ 1,391.65 crore will mature in the next one to three years and ₹ 1,098.79 crore will be maturing during the next four to five years. Maximum amount of Internal Debt bearing interest will mature after next seven years.
- During 2020-21, ₹ 8,458.83 crore (83.13 *per cent*) was utilised in repayment of earlier borrowings.
- The State Government had availed Ways and Means Advances for 113 days amounting to ₹ 7,482.66 crore and repaid ₹ 7,268.42 during the year 2020-21. The Cash Balance of the State at the end of 31 March 2021 was ₹ 53.67 crore.

(Chapter II)

Recommendations

- *The increasing trends of Revenue Expenditure be corrected by identifying potential wasteful expenditure and adopting economy measures across departments.*
- *The State Government needs to keep up the trend of increasing its Capital Expenditure and give more impetus to asset creation for sustained economic growth.*
- *To avoid possible future liabilities under NPS, the State Government needs to fulfil their obligation by releasing arrears of its contributions and transferring the outstanding funds already accumulated to NSDL for management of the NPS.*
- *The State Government may seriously review the functioning of the Corporations, Companies and Societies to ensure returns on their investments and consider closing of non-functional units in a time bound manner.*
- *Increasing trend of debt maturity profile vis-à-vis the level of borrowings needs to be reviewed so as to ensure that mobilised financial resources are used adequately for incurring capital expenditure for creation of assets.*

Budgetary Management

- Against the total budget provision of ₹ 26,757.53 crore, State Departments incurred an expenditure of ₹ 22,505.98 crore during 2020-21, resulting in net savings of ₹ 4,251.55 crore. The overall savings was the net result of gross savings of ₹ 8,336.62 crore offset by an excess of ₹ 4,085.07 crore.
- In three cases, expenditure of ₹ 5.74 lakh was incurred during 2020-21 in three grants, without budget provision, in violation of financial regulations and without authority of the State Legislature.
- During 2020-21, Supplementary grants of ₹ 1,950.13 crore provided in 29 cases proved unnecessary as the expenditure did not come up to the level of original provision, indicating that Supplementary grants were provided in an *ad hoc* manner without adequate review.

- In 79 cases, savings exceeded ₹ one crore or by more than 25 *per cent* of total provision during 2020-21. Out of these, 100 *per cent* savings occurred in five Grants *viz.* (5. Finance Department) under Revenue charged and (2. Council of Ministers, 23. Power, 27. Election and 42. State Academy of Training) under Capital voted. Further, there were 10 cases of persistent savings during the last five years 2016-21, indicating lack of systemic and closer budget review by the Government.
- During 2020-21, there was excess expenditure over provision in two cases under one Appropriation, amounting to ₹ 4,085.07 crore. Of these, in one case *viz.* Appropriation No. 2 – Interest Payment and Debt Services (Capital Charged), there was persistent excess expenditure during the last five years from 2016-21, which reflects improper budgeting.
- Under eight grants, more than 50 *per cent* of the total expenditure under the grant was incurred in March 2021 indicating breach of financial propriety.

(Chapter III)

Recommendations

- *Excess of expenditure over budgetary provisions under different grants is a serious lapse of budget rules and dilutes legislative approval over budgets. Departments which had incurred excess expenditure persistently should be identified to closely monitor their progressive expenditure and to seek supplementary grants/re-appropriations in time.*
- *Supplementary grants should be provided in such grants only after proper scrutiny and realistic assessment of requirements of the concerned Departments to avoid under or over spending by them.*
- *Rush of expenditure during the closing months of the financial year is a breach of financial propriety leading to unplanned expenditure. The Government should strengthen monitoring mechanism in each Department to regulate fund flow and its utilisation on quarterly basis.*

Quality of Accounts and Financial Reporting Practices

- Utilisation Certificates (UCs) in respect of 6,664 cases aggregating ₹ 11,331.76 crore given to Departments of the State Government during the period up to March 2021 were not submitted to the Accountant General. Non submission of UCs is fraught with the risk of fraud and misappropriation of funds.
- During 2020-21, ₹ 497.19 crore was drawn through 193 Abstract Contingent (AC) Bills of which 189 Detailed Countersigned Contingent (DCC) Bills for ₹ 478.88 crore were awaited for submission of as on 31 March 2021. Further, as on 31 March 2021, there were 1,094 AC bills for ₹ 2,005.46 crore, which remained outstanding for adjustment due to non-submission of DCC Bills. Non-adjustment of advances for long period is fraught with the risk of misappropriation and booking of expenditure without supporting documents.

- As on 01 September 2021, two annual accounts pertaining to the period 2019-20 and 2020-21 in respect of State CAMPA had not been received.
- The State Government classified ₹ 126.27 crore as Receipts under Minor Head 800–Other Receipts constituting 0.97 *per cent* of Total Revenue Receipts. Similarly, the State booked expenditure of ₹ 2,624.99 crore under Minor Head 800–Other Expenditure constituting 17.66 *per cent* of total expenditure during 2020-21.
- During the financial year 2020-21, there were delays in rendition of monthly accounts ranging from one to 142 days by the Public Works Divisions and one to 110 days by the Forest Divisions respectively.

(Chapter IV)

Recommendations

- *The Finance Department may draw up an action plan for monitoring and ensuring submission of all pending UCs especially keeping in view that UCs from 2003-04 onwards are still due for submission. Release of subsequent grants should be linked with submission of outstanding UCs.*
- *The State Government may ensure timely submission of utilisation certificates by the recipients of grants and of DCC Bills within the prescribed timeline as required under the Rules.*
- *The Finance Department should consider evolving a system to expedite the process of compilation and submission of Annual Accounts by Autonomous Bodies and departmentally run undertakings in order to assess their financial position. They may review giving of further financial assistance to persistent defaulters in preparation of Accounts.*
- *The State Government should ensure that the Controlling Officers carry out timely reconciliation of their expenditure figures with the books of the AG (A&E) in the interest of financial discipline.*
- *The Finance Department should, in consultation with the Accountant General (A&E), conduct a comprehensive review of all items presently appearing under minor head 800 and ensure that all such receipts and expenditure are in future booked under the appropriate detailed/object heads of account.*

Functioning of State Public Sector Enterprises

- As on 31 March 2021, the State of Manipur had total 14 PSEs (all Government Companies), which included eleven working and three non-working Companies.
- The investment of the State Government (capital and long-term loans) in SPSEs as per the State Finance Accounts, 2020-21 was ₹ 67.92 crore as against the investment of ₹ 46.22 crore as per the records of SPSEs. Thus, there was a difference of ₹ 21.70 crore in the investment figures (equity: ₹ 19.67 crore; Loans: ₹ 2.03 crore) as per two sets of records. Besides, the State Finance Accounts,

2020-21 depicted equity investment of ₹ 104.73 crore by the State Government in eight SPSEs, which are no longer in existence as per the records of PAG, Manipur. The State Government and the SPSEs concerned should take concrete steps to reconcile the differences in a time-bound manner.

- As per the Finance Accounts, the State Government has provided budgetary support of ₹ 411.21 crore to SPSEs during 2020-21, in the form of capital (₹ 11.93 crore) and grants/ subsidy (₹ 399.28 crore). The major recipients of budgetary support were Manipur State Power Distribution Company Limited (Grant/ subsidy: ₹ 285.57 crore) and Manipur State Power Company Limited (Grant: ₹ 100 crore).
- As per the latest finalised accounts of the SPSEs during 2020-21, out of eleven working SPSEs, only one SPSE (Manipur Police Housing Corporation Limited) earned a profit of ₹ 0.29 crore, while seven SPSEs incurred losses of ₹ 37.24 crore as per their latest finalised accounts. The remaining three working SPSEs had not finalised their first accounts. Two SPSEs (Manipur State Power Company Limited and Manipur State Power Distribution Company Limited) contributed around 94 per cent (₹ 34.97 crore) of the losses incurred by working SPSEs (₹ 37.24 crore).
- As per the latest finalised accounts of SPSEs as on 30 September 2021, the accumulated losses (₹ 242.28 crore) of 5 out of 11 working SPSEs had completely eroded their paid-up capital (₹ 47.19 crore).
- There was huge pendency in finalisation of accounts in respect of 10 out of 11 working SPSEs ranging from 1 to 30 years. The highest pendency of accounts pertained to Manipur Tribal Development Corporation Limited (30 Accounts) and Manipur Police Housing Corporation Limited (23 Accounts).

(Chapter V)

Recommendations

- *The State Government and the SPSEs concerned should take concrete steps to reconcile the differences in the investment figures (Equity and Long Term Loans) of the State Government as appearing in the State Finance Accounts vis-à-vis SPSE records in a time-bound manner.*
- *Accumulation of huge losses by 5 out of 11 working SPSEs had eroded public wealth, which is a cause of concern and the State Government needs to either improve their working or review the working of these SPSEs for continuing their operations.*
- *The Administrative Departments overseeing the SPSEs having backlog of Accounts need to ensure that these SPSEs finalise and adopt their Accounts within the stipulated period, failing which financial support to them may be reviewed.*

CHAPTER I

OVERVIEW

CHAPTER I OVERVIEW

1.1 Profile of the State

The State of Manipur is located in the north-eastern part of India. The total geographical area of the State is 22,327 sq. km. comprising the central valley and the hills surrounding the valley. There are 16 districts in the State, of which, six districts are located in the valley and ten districts are located in the hills. As per Census of India 2011¹ and Population Projections for India and States 2011-36, the State's population is projected to increase from 28.56 lakh in 2011 to 31.65 lakh in March 2021 showing decadal population growth of 10.82 *per cent* against National Decadal Growth rate of 12.30 *per cent*. Out of the total projected population of 31.65 lakh, 31.88 *per cent* people (10.09 lakh) live in urban areas and the remaining 68.12 *per cent* (21.56 lakh) in rural areas. The density of population is 128 persons per sq. km. The details are given in **Appendix 1.1 (Part C)**.

1.1.1 Gross State Domestic Product

Gross State Domestic Product (GSDP) is the market value of all officially recognised final goods and services produced within the boundaries of the State in a given period of time. Growth of GSDP is an important indicator of the State's economy, as it denotes the extent of changes in the level of economic development of the State over a period of time.

Trends in the annual growth of the State's GSDP, All India GDP and the rate of growth during 2016-21 are indicated in **Table 1.1**:

Table 1.1: GSDP of the State, All India GDP and the rate of growth during 2016-21

Year	2016-17	2017-18	2018-19	2019-20	2020-21
All India GDP (₹ in crore)	1,53,91,669	1,70,90,042	1,88,86,957	2,03,51,013	1,97,45,670
Growth rate of GDP (<i>per cent</i>)	11.76	11.03	10.51	7.75	(-)2.97
Per capita GDP (in ₹)					1,45,680
State's GDP *(₹ in crore)	21,293.89	25,789.23	27,869.85 (Q)	31,790.30 (A)	32,852.46 (P)
Growth rate of GSDP (<i>per cent</i>)	9.03	21.11	8.07	14.07	3.34
Per capita GSDP (in ₹)					93,485

Source: Ministry of Statistics and Programme Implementation, GoI and Dept. of Economics and Statistics, Manipur *At current prices, Q – Quick Estimates, A – Advance Estimates, P-Projected Estimates

The State's GSDP increased by ₹ 1,062.16 crore (3.34 *per cent*) from ₹ 31,790.30 crore in 2019-20 to ₹ 32,852.46 crore in 2020-21. During the last five years, there was a steady increase in GSDP from ₹ 21,293.89 crore in 2016-17 to ₹ 32,852.46 crore in 2020-21. As compared to 2019-20, growth rate has decreased from 14.07 *per cent* in 2019-20 to 3.34 *per cent* in 2020-21.

¹ Data for Census of 2021 yet to be released.

The growth rate of GSDP was higher than the all India GDP growth rate in 2020-21. The per capita GSDP of the state was lower than the all India per capita GDP in 2020-21. As compared with the neighbouring States, Manipur's GSDP (2020-21) was more than that of Sikkim, Nagaland, Mizoram and Arunachal Pradesh as shown in **Table 1.2**. The Compounded Annual Growth Rate (CAGR) of Manipur during 2011-12 to 2020-21 was 10.93 *per cent*. As compared with the CAGR of the neighbouring states during 2011-12 to 2020-21, four states *viz.* Mizoram, Sikkim, Tripura and Arunachal Pradesh had CAGR higher than Manipur while the CAGR of three states *viz.* Assam, Nagaland and Meghalaya had CAGR lower than that of Manipur. This indicates that during 2011-12 to 2020-21, the economic growth of the state as compared to all the neighbouring states stood at 5th position and was on a growth trajectory.

Table 1.2: Regional comparisons of GSDP of 2020-21 and CAGR (2011-12 to 2020-21)

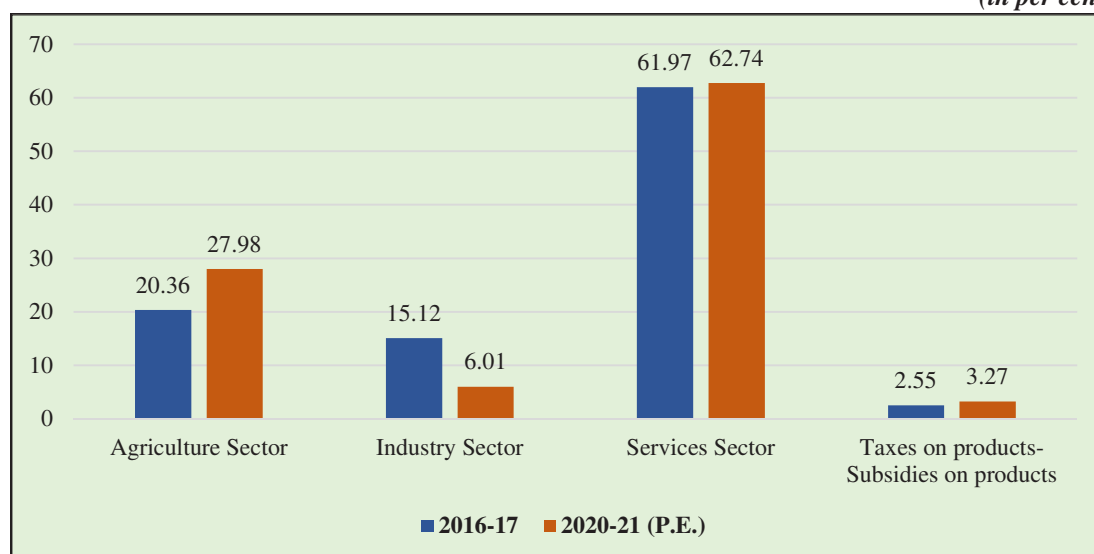
(₹ in crore)

State	GSDP	CAGR (2011-12 to 2020-21)
Assam	3,48,277.17	10.38
Tripura	58,879.53	13.25
Meghalaya	33,436.00	5.92
Manipur	32,852.46	10.93
Sikkim	32,724.47	12.69
Nagaland	29,312.83	10.25
Mizoram	29,076.42	16.67
Arunachal Pradesh	28,721.36	11.18

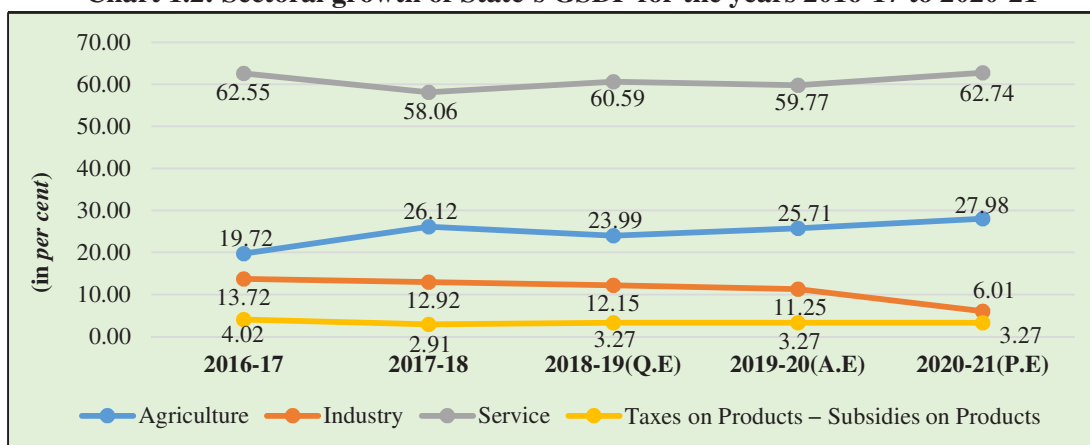
Changes in sectoral contribution to the GSDP is also important to understand the changing structure of economy. The economic activity is generally divided into Primary, Secondary and Tertiary sectors, which corresponds to the Agriculture, Industry and Services sectors respectively. A sectoral analysis of State's GSDP for the period 2016-21 is given in **Charts 1.1** and **1.2**.

Chart 1.1: Sectoral Contribution to GSDP for the years 2016-17 and 2020-21

(in per cent)



Source: Department of Economics and Statistics, Manipur; P.E. – Projected Estimates.

Chart 1.2: Sectoral growth of State's GSDP for the years 2016-17 to 2020-21

Source: Department of Economics and Statistics, Manipur; Q.E. – Quick Estimates, A.E. – Advance Estimates, P.E. – Projected Estimates.

As can be seen from the charts above, Services Sector was the major contributor to GSDP during the period 2016-21 which ranged from 58.06 to 62.74 *per cent*. Agriculture was the second largest contributor ranging from 19.72 - 27.98 *per cent* during the period. The contribution of Agriculture Sector in GSDP increased from 19.72 *per cent* in 2016-17 to 27.98 *per cent* in 2020-21 while there was a significant decrease (7.71 *per cent*) in the Industry Sector in 2020-21, as compared to 2016-17.

1.2 Basis and Approach to State Finances Audit Report

In terms of Article 151 (2) of the Constitution of India, the Reports of the Comptroller and Auditor General of India (CAG) relating to the accounts of a State are to be submitted to the Governor of the State, who shall cause them to be laid before the Legislature of the State. The State Finances Audit Report (SFAR) is prepared and submitted under Article 151 (2) of the Constitution of India.

Principal Accountant General (Accounts & Entitlements), Manipur prepares Finance Accounts and Appropriation Accounts of the State annually, from the vouchers, challans and initial and subsidiary accounts rendered by the Treasuries, State Government offices and departments responsible for keeping of such accounts, and statements received from the Reserve Bank of India. These accounts are audited independently by the Principal Accountant General (Audit) and certified by the CAG.

Finance Accounts and Appropriation Accounts of the State for the year 2020-21 constitute the core data for this Report. Other sources include budget of the State, results of audit carried out by the Office of the Principal Accountant General (Audit), other data with Departmental Authorities and Treasuries (accounting as well as MIS), GSDP data and other State related statistics, and various audit reports of the CAG of India.

The analysis is also carried out in the context of recommendations of the Fourteenth Finance Commission (XIV FC), Fifteenth Finance Commission (XV FC), Manipur Fiscal Responsibility and Budgetary Management (MFRBM) Act, 2005, and best practices and guidelines of the Government of India (GoI).

This Chapter provides a broad perspective of the finances of the State of Manipur during 2020-21 and an analysis of critical changes in the major fiscal aggregates in comparison to the previous years, keeping in view the overall trends during the last five years (2016-21). The layout of Finance Accounts, methodology adopted for assessment of fiscal position, profile of the State, *etc.*, are given in **Appendix 1.1 (Part A to D)**.

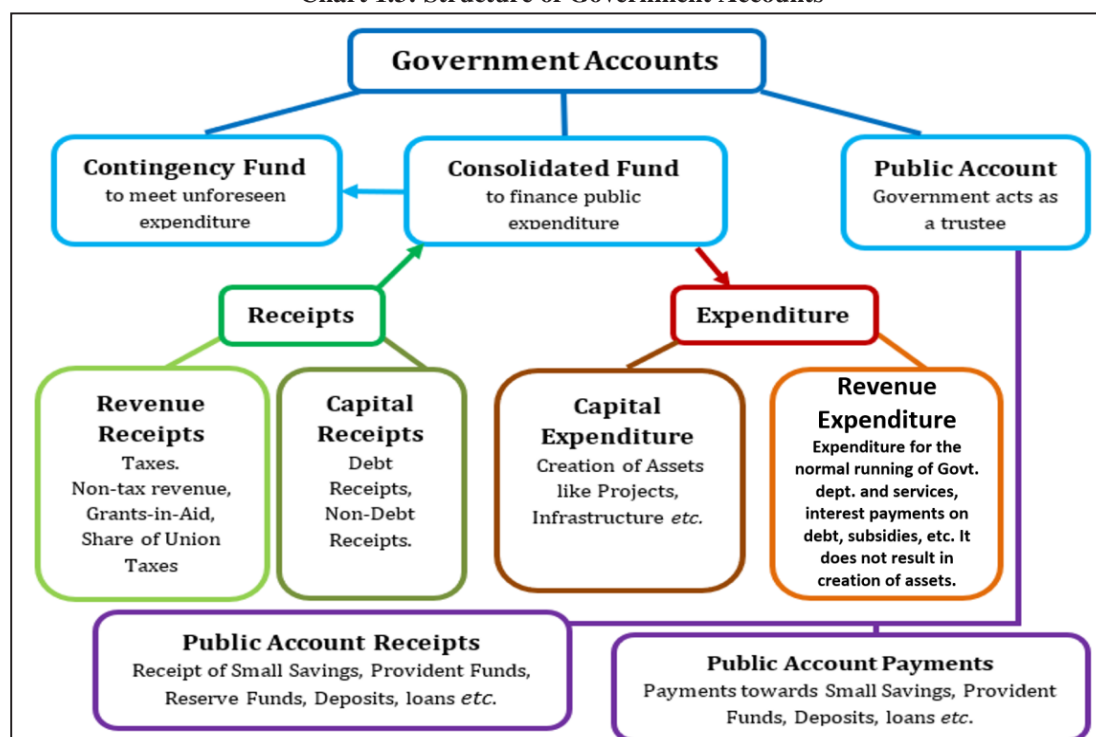
1.3 Structure of Government Accounts and Budgetary Processes

1.3.1 Structure of Government Accounts

Government Accounts are maintained in three parts for maintaining the records of all sorts of financial transactions *viz.* Consolidated Fund, Contingency Fund and Public Account. ‘Consolidated Fund of the State’ includes Revenue Receipts and Expenditure; Capital Receipts and Disbursements; Debts, and Loans and Advances. The ‘Contingency Fund of the State’ is in the nature of an imprest which is established by the State Legislature by law, and is placed at the disposal of the Governor to enable advances to be made for meeting unforeseen expenditure pending authorisation of such expenditure by the State Legislature, under appropriation made by law. The fund is recouped by debiting the expenditure to the concerned functional major head relating to the Consolidated Fund of the State. All other public moneys received by or on behalf of the Government, where the Government acts as a banker or trustee, are credited to the Public Account. The Public Account includes repayables like Small Savings and Provident Funds, Deposits, Advances, Reserve Funds, Remittances and Suspense heads. The net cash balance available with the Government is also included under the Public Account. The Public Account is not subject to vote of the Legislature.

The structure of Government Accounts is given in **Chart 1.3**.

Chart 1.3: Structure of Government Accounts



1.3.2 Budgetary Processes

In terms of Article 202 of the Constitution of India, the Governor of State shall cause to be laid before the State Legislature, a statement of the estimated receipts and expenditure of the State for the year, in the form of an Annual Financial Statement. In terms of Article 203, the statement is submitted to the State Legislature in the form of Demands for Grants/ Appropriations and after approval of these, the Appropriation Bill is passed by the Legislature under Article 204 to provide for appropriation of the required money out of the Consolidated Fund.

Results of audit scrutiny of budget and implementation of other budgetary initiatives of the State Government are detailed in Chapter 3 of this Report.

1.4 Snapshot of Finances

The following **Table 1.3** presents summary of the State's fiscal transactions during the year 2020-21 *vis-à-vis* Budget Estimates of 2020-21 and Actuals of the previous year 2019-20, while **Appendix 1.2** provides details of receipts and disbursement as well as the overall fiscal position during 2020-21.

Table 1.3: Summary of Fiscal Transactions during 2020-21

(₹ in crore)

Sl. No.	Components	2019-20 (Actuals)	2020-21 (Budget Estimates)	2020-21 (Actuals)	Percentage of Actuals to BEs	Percentage of Actuals to GSDP
1	Own Tax Revenue	1,201.12	1,324.65	1,294.49	97.72	3.94
2	Non-Tax Revenue	134.53	256.62	148.07	57.70	0.45
3	Share of Union Taxes/Duties	4,047.77	5,630.42	4,271.97	75.87	13.00
4	Grants-in-Aid and Contributions	5,300.74	10,871.47	7,268.12	66.85	22.12
5	Revenue Receipts (1+2+3+4)	10,684.16	18,083.16	12,982.65	71.79	39.52
6	Recovery of Loans and Advances	0.80	3.79	3.30	87.07	0.01
7	Other Receipts	0.00	0.00	0.00	0.00	0.00
8	Borrowings and other Liabilities*	1,182.26	1,363.31	1,650.00	121.03	5.02
9	Capital Receipts (6+7+8)	1,183.06	1,367.10	1,653.30	120.93	5.03
10	Total Receipts (5+9)	11,867.22	19,450.26	14,635.95	75.25	44.55
11	Revenue Expenditure	10,238.63	16,091.08	12,428.47	77.24	37.83
12	Interest payments	663.54	576.47	831.60	144.26	2.53
13	Capital Expenditure	1,155.24	3,359.18	2,449.38	412.68	7.46
14	Capital outlay	1,155.24	3,356.18	2,439.18	72.68	7.42
15	Loan and advances	0.00	3.00	10.20	340.00	0.03

Sl. No.	Components	2019-20 (Actuals)	2020-21 (Budget Estimates)	2020-21 (Actuals)	Percentage of Actuals to BEs	Percentage of Actuals to GSDP
16	Total Expenditure (11+13)	11,393.87	19,450.26	14,877.85	76.49	45.29
17	Revenue Deficit (-) /Surplus (+) (5-11)	445.53	1,992.08	554.18	27.82	1.69
18	Fiscal Deficit {16-(5+6+7)}	708.91	1,363.31	1,891.90	138.77	5.76
19	Primary Deficit (18-12)	45.37	786.84	1,060.30	134.75	3.23

Source: Finance Accounts, Annual Financial Statement.

*Sum of Net Public Debt, Net Contingency Fund, Net Public Account and Net Cash Balance.

The following are the significant changes noticed during 2020-21 over the previous year:

- Revenue Receipts increased by 21.51 *per cent* (₹ 2,298.49 crore) over the previous year. The increase was mainly due to increase in Grants-in-Aid (GIA) and Contributions (₹ 1,967.38 crore), State's Share of Union Taxes/Duties (₹ 224.20 crore) and Own Tax Revenue (₹ 93.37 crore). However, the State could not achieve the projections of Budget Estimates.
- State's Share of Union Taxes/Duties increased by ₹ 224.20 crore (5.54 *per cent*) in comparison to the previous year. It was due to increase in Taxes on Income Other than Corporation Tax (₹ 232.42 crore), Central Goods & Services Tax (₹ 130.01 crore), and Service Tax (₹ 16.92 crore).
- Revenue Expenditure increased by 21.39 *per cent* (₹ 2,189.84 crore) over the previous year. The increase was mainly due to increase in General Services (₹ 610.40 crore), Social Services (₹ 411.62 crore), and Economic Services (₹ 1099.55 crore).
- Revenue Surplus increased by 24.39 *per cent* (₹ 108.65 crore) over the previous year mainly due to increase in Grants-in-Aid (GIA) and Contributions (₹ 1,967.38 crore) and State's Share of Union Taxes/Duties (₹ 224.20 crore) partly offset by increase in Revenue Expenditure on Rural Employment programme (₹ 642.70 crore), Police (₹ 310.99 crore), Medical and Public Health (₹ 202.62 crore) and Interest Payment (₹ 168.06 crore).
- Capital Expenditure increased by 112.02 *per cent* (₹ 1,294.14 crore) over the previous year expenditure. It was mainly due to increase in Capital Outlay on Water Supply and Sanitation (₹ 342.22 crore), Capital Outlay of Welfare of Scheduled Castes, Scheduled Tribes, Other Backward Classes and Minorities (₹ 206.25 crore) and Capital Outlay on Roads and Bridges (₹ 152.85 crore)

- Total Expenditure increased by 30.58 *per cent* (₹ 3,483.98 crore) over the previous year. It was due to increase in both Revenue Expenditure (₹ 2,189.84 crore) and Capital Expenditure (₹ 1,294.14 crore).
- Fiscal Deficit increased by 166.87 *per cent* (₹ 1,182.99 crore) as compared to previous year. It was mainly due to increase in Capital Expenditure by ₹ 1,294.14 crore.

1.5 Snapshot of Assets and liabilities of the Government

1.5.1 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 expenditures incurred. **Appendix 1.3** gives an abstract of such liabilities and assets as on 31 March 2021, compared with the corresponding position on 31 March 2020. Liabilities consist mainly of internal borrowings, Loans and Advances from Central Government, and receipts from Public Account (Small Savings, Provident Funds *etc.*). The assets comprise mainly Capital outlay, Loans and Advances given by the State Government and Cash Balance.

A summarised position of Assets and Liabilities for the years 2019-20 and 2020-21 is shown in **Table 1.4**:

Table 1.4: Summarised position of Assets and Liabilities for the years 2019-20 and 2020-21.

(₹ in crore)

Liabilities					Assets			
		2019-20	2020-21	Per cent increase		2019-20	2020-21	Per cent increase
Consolidated Fund								
A	Internal Debt	7,004.00	8,430.65	20.37	a	Gross Capital Outlay	24,384.54	26,823.72
B	Loans and Advances from GoI	251.64	571.08	126.95	b	Loans and Advances	198.31	205.21
	Contingency Fund	0	0			0	0	0
Public Account								
A	Small Savings, Provident Funds, <i>etc.</i>	1,479.29	1,508.83	2.00	a	Advances	2.60	2.60
B	Deposits	1,461.77	1,402.57	(-)4.05	b	Remittance	637.84	654.15
C	Reserve Funds	1,210.76	1,270.51	4.93	c	Suspense and Miscellaneous	212.97	201.90
D	Remittances	0.00	0.00	0.00		Cash Balance (including investment in Earmarked Fund)	881.70	760.74
						Total	26,317.97	28,648.32
						Deficit in Revenue Account	14,910.50	15,464.68
	Total	11,407.47	13,183.64	15.57		Total	11,407.47	13,183.64

Reference: Statement 1 of Finance Accounts

As could be seen from the table above, liabilities of the State Government increased by ₹ 1,776.18 crore (15.57 per cent) over the previous year. The increase was mainly due to increase in Internal Debt (₹ 1,426.65 crore) and Loans and Advances from GoI (₹ 319.45 crore) constituting 80.32 per cent and 17.99 per cent of the increase in fiscal liabilities in 2020-21.

The increase in assets during 2020-21 was mainly due to increase in Gross Capital Outlay (₹ 2,439.17 crore) over the previous year by 10.00 per cent.

1.6 Achievements against Targets prescribed under FRBM Act and Rules

The State Government enacted Manipur Fiscal Responsibility and Budget Management (MFRBM) Act in August 2005 to ensure prudence in fiscal management and fiscal stability by achieving sufficient Revenue surplus, reduction in Fiscal deficit, prudent debt management consistent with fiscal sustainability and greater transparency in fiscal operations of the State. As per Manipur FRBM Rules, 2005 (framed in December 2005 and modified thereafter) framed under the Act, fiscal targets of Revenue Surplus and Fiscal Deficit, etc. were fixed.

The targets under the Act and the Rules are given in **Appendix 1.1 (Part D)**. The yearly targets are also set out in the Medium Term Fiscal Policy Statements (MTFPS) placed in the State Legislative Assembly. The targets for major fiscal variables provided in MFRBM Act and Rules, MTFPS and actual achievements there against are depicted in **Tables 1.5 and 1.6**:

Table 1.5: Trends in Major fiscal parameters/variables vis-à-vis targets for the years 2016-21

Fiscal Parameters	Fiscal targets set in the Act	Achievement (₹ in crore)				
		2016-17	2017-18	2018-19	2019-20	2020-21
Revenue Deficit (-)/ Surplus (+) (₹ in crore)	Revenue Surplus	944.36	1,083.83	812.99	445.53	554.18
		✓	✓	✓	✓	✓
Fiscal Deficit (as percent of GSDP)	3 per cent	548.31 (2.57)	339.86 (1.32)	917.19 (3.29)	708.91 (2.23)	1,891.90 (5.76)
		✓	✓	✗	✓	✗
Ratio of total outstanding debt to GSDP (in per cent)	MFRBM Act has not provided the targets after the year 2014-15	41.36 [45.42]	37.09 [43.43]	37.55 [41.66]	35.88 [40.11]	40.13 [42.8]
		✓	✓	✓	✓	✓

Figures in the parenthesis [] for Outstanding Debt-GSDP Ratio is the XIV FC/XV FC projections.

Source: Finance Department, GoM and Finance Accounts.

Table 1.6: Actuals vis-à-vis projection in MTFPS during 2020-21

(₹ in crore)

Sl. No.	Fiscal Variables	Projection as per MTFPS	Actuals (2020-2021)	Variation (in per cent)
1	Own Tax Revenue	1,324.65	1,294.49	(-)2.28
2	Non-Tax Revenue	256.62	148.07	(-)42.30
3	Share of Central Taxes/Duties	5,630.42	4,271.97	(-)24.13
4	Grants-in-Aid from GoI	10,871.47	7,268.12	(-)33.15

Sl. No.	Fiscal Variables	Projection as per MTFPS	Actuals	Variation
			(2020-2021)	(in per cent)
5	Revenue Receipts (1+2+3+4)	18,083.16	12,982.65	(-)28.21
6	Revenue Expenditure	16,091.08	12,428.47	(-)22.76
7	Revenue Deficit (-)/ Surplus (+) (5-6)	1,992.08	554.18	(-)72.18
8	Fiscal Deficit (-)/ Surplus (+)	(-)1,363.31	(-)1,891.90	38.77
9	Debt-GSDP ratio (<i>per cent</i>)	35.91	40.13	11.75
10	GSDP growth rate at Current prices (<i>per cent</i>)	11.00	3.34	(-)69.64

Source: Finance Department, GoM and Finance Accounts.

During the year 2020-21, the State Government could achieve the target fixed under MFRBM Act² for maintaining Revenue Surplus. However, the State Government could not achieve the targets fixed for Fiscal Deficit-GSDP ratio. Further, the State Government did not fix targets for Outstanding Debt-GSDP ratio in the MFRBM Act after the year 2014-15.

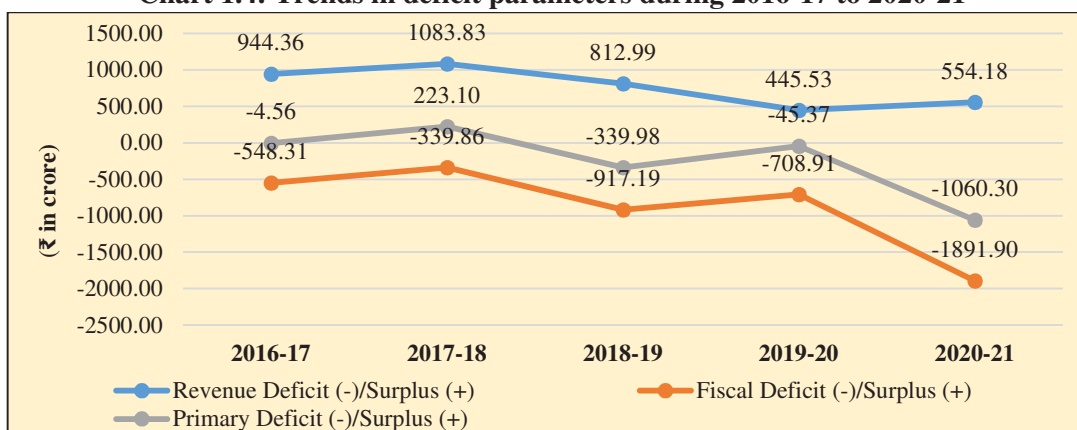
The State Government could not achieve the projection of MTFPS in respect of Revenue Receipts by ₹ 5,100.51 crore (28.21 *per cent*) mainly due to underachievement of projection in Grants-in-Aid from GoI (₹ 3,603.35 crore), Share of Central Taxes/Duties (₹ 1,358.45 crore) and Non-Tax Revenue (₹ 108.55 crore).

1.7 Fiscal Balance: Achievement of deficit and total debt targets

When a government spends more than it collects by way of revenue, it incurs a deficit. There are various measures that capture government deficit. Three key fiscal parameters *i.e.* Revenue, Fiscal and Primary deficit are usually used to indicate the extent of overall fiscal imbalance in the finances of the State during a specified period. The deficit/ surplus in the Government accounts represents gap between its receipts and expenditures. The nature of deficit/surplus is an indicator of the fiscal prudence of the Government. Further, the ways in which the deficit is financed and the resources mobilised are applied, are important pointers to its fiscal health.

The following **Charts 1.4** and **1.5** present the trends in deficit parameters *i.e.* Revenue, Fiscal and Primary and trends in relation to GSDP during the period 2016-21.

Chart 1.4: Trends in deficit parameters during 2016-17 to 2020-21



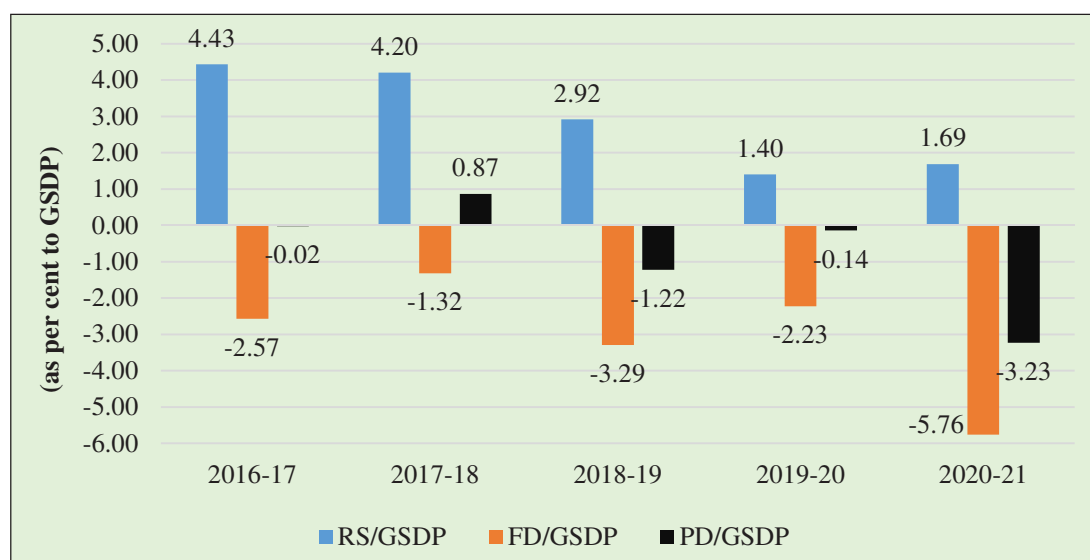
² Government of Manipur did not amend MFRBM Act unlike all other states.

As can be seen from above chart, the state was able to maintain Revenue Surplus during the last five years 2016-21, ranging from ₹ 445.53 crore to ₹ 1,083.83 crore. As compared to 2019-20, Revenue Surplus increased by ₹ 108.65 crore in 2020-21 mainly due to increase in Grants-in-Aid (GIA) and Contributions (₹ 1,967.38 crore) and State's Share of Union Taxes/Duties (₹ 224.20 crore).

During 2020-21, Fiscal Deficit sharply increased by ₹ 1,182.99 crore, mainly due to increase of Capital Expenditure on Capital Outlay on Water Supply and Sanitation (₹ 342.22 crore), Capital Outlay of Welfare of Scheduled Castes, Scheduled Tribes, Other Backward Classes and Minorities (₹ 206.25 crore) and Capital Outlay on Roads and Bridges (₹ 152.85 crore).

Though the Interest Payment increased marginally by ₹ 168.06 crore (from ₹ 663.54 crore in 2019-20 to ₹ 831.60 crore in 2020-21), the Primary Deficit during the year 2020-21 increased sharply by ₹ 1,014.93 crore mainly due to the increase of Fiscal Deficit by ₹ 1,182.99 crore. If this trend continues in future, it may possibly put the fiscal path of the State under strain.

Chart 1.5: Trends in Surplus/Deficit relative to GSDP during 2016-17 to 2020-21

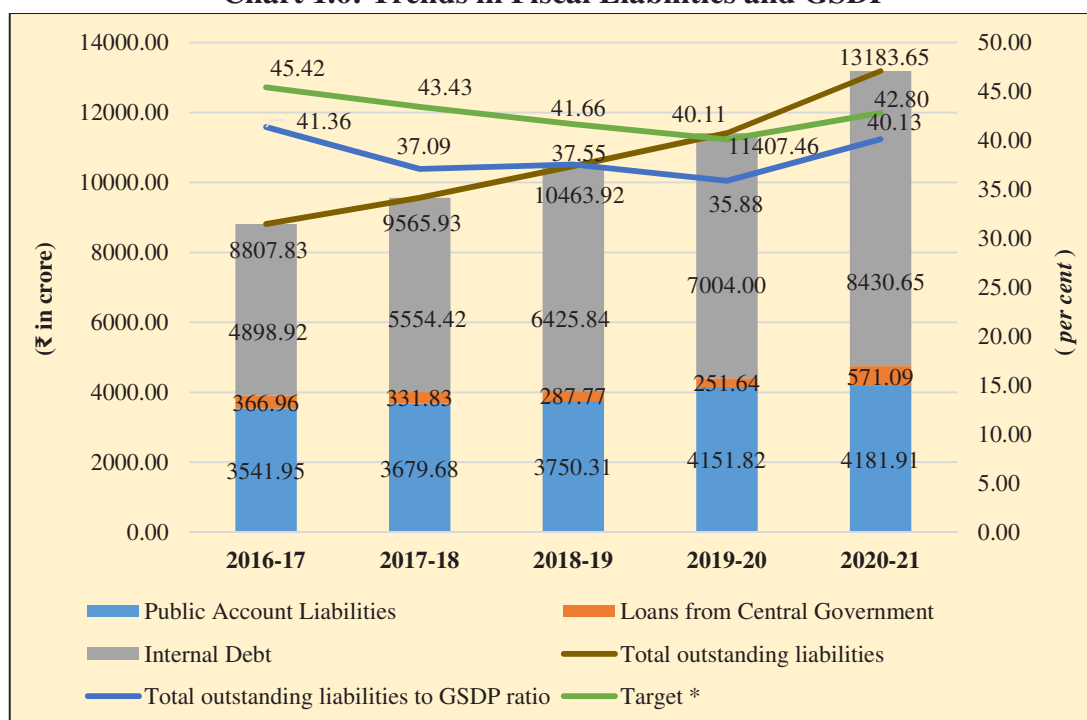


As can be seen from the above chart, the Revenue Surplus-GSDP ratio depicted a decreasing trend. This means that the state was not able to generate commensurate Revenue Surplus despite the increasing trend of GSDP. Both Fiscal Deficit-GSDP ratio and Primary Deficit-GSDP ratio depicted a fluctuating trend. However, the ratios sharply increased in 2020-21 as compared to previous year, indicating that the expenditure of the state increased more sharply as compared to the increase of GSDP of the State.

Fiscal Deficit is usually financed by way of borrowings by the State giving rise to government debt. If the government continues to borrow year after year, it leads to the accumulation of debt. Government debt is mainly composed of internal borrowings (Market loans, Ways and Means Advances *etc.*), Loans and Advances from GoI and receipts on public account (Small savings, Provident fund, *etc.*).

Chart 1.6 depicts the trends in the components of liabilities.

Chart 1.6: Trends in Fiscal Liabilities and GSDP



*As per XIV/XV FC projections.

The overall fiscal liabilities of the State increased steadily during 2016-17 to 2020-21, from ₹ 8,807.83 crore in 2016-17 to ₹ 13,183.65 crore in 2020-21. Fiscal liabilities increased by 15.57 per cent (₹ 1776.19 crore) in 2020-21 over the previous year which was mainly due to increase in Internal Debt (₹ 1426.65 crore) and Loans from Central Government (₹ 319.45 crore). Such a trend puts pressure on the State Government for meeting the burden on repayment of debt and interest thereon.

1.8 Impact on Revenue and Fiscal Deficit, Post Audit

Certain operations such as Non-payment of interest in Defined Contribution Pension Scheme for Government Employees, Non-adjustment of interest on balances in State Compensatory Afforestation Fund, Short Transfer of Employer's share to Defined Contribution Pension Scheme, Non-transfer of Central share of SDRF to Public Account under MH 8121, Non-transfer of NDRF grant MH 8235 etc. also impact the revenue surplus and fiscal deficit figures resulting in inaccurate surplus/deficit figure.

Table 1.7 shows the operation of the State which impacted Revenue Surplus and Fiscal Deficit during the year 2020-21.

Table 1.7: Impact on Revenue Surplus and Fiscal Deficit

(₹ in crore)

Particulars	Impact on Revenue Surplus		Impact on Fiscal Deficit	
	Overstated (-)/ Understated(+)		Overstated (-)/ Understated(+)	
Non-payment of interest in Defined Contribution Pension Scheme for Government Employees	(-) 14.67	Nil	Nil	14.67
Non-adjustment of interest on balances in State Compensatory Afforestation Fund	(-) 9.50	Nil	Nil	9.50
Non-payment of interest in 8336-Civil Deposits/ 800 Other Deposit	(-) 0.09	Nil	Nil	0.09
Non-payment of interest in State Disaster Response Fund	(-) 2.22	Nil	Nil	2.22
Major works budgeted/booked under Revenue section instead of Capital	Nil	0.46	Nil	Nil
Minor works budgeted/booked under Capital section instead of Revenue	(-) 2.15	Nil	Nil	Nil
Short Transfer of Employer's share to Defined Contribution Pension Scheme	(-) 7.80	Nil	Nil	7.80
Non-contribution of State matching share in State Disaster Response Fund (SDRF)	(-) 4.67	Nil	Nil	4.67
Non-transfer of Central share of SDRF to Public account under MH 8121	(-) 21.00	Nil	Nil	21.00
Non transfer of NDRF grant to MH 8235	(-) 26.53	Nil	Nil	26.53
Excess expenditure under Central Road Fund	Nil	0.25	(-) 0.25	Nil
Non-Transfer of the Manipur Building and Other Construction Workers' Welfare Cess	(-) 0.70	Nil	Nil	0.70
Total (Net) Impact	Overstated 88.62		Understated 86.93	

(Source: Finance Accounts)

It is evident from the table above that Revenue Surplus was overstated by ₹ 88.62 crore and Fiscal Deficit was understated by ₹ 86.93 crore. If the figures are adopted, the correct figure of Revenue Surplus and Fiscal Deficit for 2020-21 would be ₹ 465.56 crore³ and ₹ 1,978.83 crore⁴ respectively.

1.9 Conclusion

- The State's GSDP increased by ₹ 1,062.16 crore (3.34 per cent) from ₹ 31,790.30 crore in 2019-20 to ₹ 32,852.46 crore in 2020-21. During the last five years, there was a steady increase in GSDP from ₹ 21,293.89 crore in 2016-17 to ₹ 32,852.46 crore in 2020-21.
- The GSDP growth rate for Manipur (3.34 per cent) was higher than the all India GDP growth rate (-2.97 per cent) in 2020-21. Services Sector was the major contributor of GSDP during the year with 62.74 per cent. Agriculture was the second largest contributor with 27.98 per cent while Industry and Taxes on products were the third and fourth respectively.

³ ₹ 554.18 – ₹ 88.62 = ₹ 465.56.

⁴ ₹ 1,891.90 + ₹ 86.93 = ₹ 1,978.83.

- The State's Revenue Receipts increased by 21.51 *per cent* (₹ 2,298.49 crore) over the previous year, mainly due to increase in Grants-in-Aid (GIA) and Contributions (₹ 1,967.38 crore), State's Share of Union Taxes/Duties (₹ 224.20 crore) and Own Tax Revenue (₹ 93.37 crore). However, the State could not achieve the targets of Budget Estimates.
- The State's Own Tax Revenue increased by 7.77 *per cent* over the previous year 2019-20. State's share of Union Taxes/Duties in comparison to the previous year increased by ₹ 224.20 crore (5.54 *per cent*).
- The State's Total Expenditure for the year, which was ₹ 14,877.85 crore, increased by 30.58 *per cent* (₹ 3,483.98 crore) over the previous year due to increase in both Revenue Expenditure (₹ 2,189.84 crore) and Capital Expenditure (₹ 1,294.14 crore).
- Revenue Expenditure increased by 21.39 *per cent* (₹ 2,189.84 crore) over the previous year. The increase was mainly due to increase in General Services (₹ 610.40 crore), Social Services (₹ 411.62 crore), and Economic Services (₹ 1,099.55 crore).
- Capital Expenditure increased by 112.02 *per cent* (₹ 1,294.14 crore) over the previous year expenditure. It was mainly due to increase in Capital Outlay on Water Supply and Sanitation (₹ 342.22 crore), Capital Outlay of Welfare of Scheduled Castes, Scheduled Tribes, Other Backward Classes and Minorities (₹ 206.25 crore) and Capital Outlay on Roads and Bridges (₹ 152.85 crore).
- The State's Revenue Surplus which was ₹ 554.18 crore for the year, increased by 24.39 *per cent* (₹ 108.65 crore) over the previous year mainly due to increase in Grants-in-Aid (GIA) and Contributions (₹ 1,967.38 crore) and State's share of Union Taxes/Duties (₹ 224.20 crore).
- Fiscal Deficit increased by 166.87 *per cent* (₹ 1,182.99 crore) as compared to the previous year. The Government was able to meet the target fixed by Manipur FRBM Act during the year for maintaining Revenue Surplus. As compared to 2019-20, Revenue Surplus increased by ₹ 108.65 crore in 2020-21 mainly due to increase in Grants-in-Aid (GIA) and Contributions (₹ 1,967.38 crore) and State's Share of Union Taxes/Duties (₹ 224.20 crore).
- Post audit, the Revenue Surplus was overstated by ₹ 88.62 crore and Fiscal Deficit was understated by ₹ 86.93 crore, due to certain transactions such as non-payment of interest in Defined Contribution Pension Scheme for Government Employees, non-adjustment of interest on balances in State Compensatory Afforestation Fund, Short Transfer of Employer's share to Defined Contribution Pension Scheme, non-transfer of Central share of SDRF to Public Account under MH 8121, non-transfer of NDRF grant to MH 8235 *etc.*

1.10 Recommendations

- *The State Government needs to keep up the trend of Own Tax Revenue collection achieved during 2020-21 by focusing on other potential areas, apart from SGST to have a sustained increase in Own Tax Revenue collection.*
- *The State Government needs to keep up the trend of increasing its Capital Expenditure and give more impetus to asset creation for sustained economic growth.*
- *They need to keep up the trend of achieving the projections on major fiscal parameters, made in the Manipur FRBM Act through prudent financial management and increase their Revenue surplus.*

CHAPTER II
FINANCES OF THE STATE

CHAPTER II

FINANCES OF THE STATE

2.1 Introduction

This Chapter provides a broad perspective of the finances of the State, analyses the critical changes in major fiscal aggregates relative to the previous year, overall trends during the five-year period of 2016-21, debt sustainability of the State and key Public Account transactions, based on the Finance Accounts of the State. Information was also obtained from the State Government where necessary.

2.2 Major changes in Key fiscal aggregates during 2020-21 vis-à-vis 2019-20

Table 2.1 gives a bird's eye view of the major changes in key fiscal aggregates of the State during 2020-21 as compared to the previous year.

Table 2.1: Changes in key Fiscal Aggregates in 2020-21 compared to 2019-20

Revenue Receipts	✓ Revenue receipts of the State increased by 21.51 per cent ✓ Own Tax receipts of the State increased by 7.77 per cent ✓ Non-Tax receipts increased by 10.06 per cent ✓ State's Share of Union Taxes and Duties increased by 5.54 per cent ✓ Grants-in-Aid from Government of India increased by 37.12 per cent
Revenue Expenditure	✓ Revenue expenditure increased by 21.39 per cent ✓ Revenue expenditure on General Services increased by 13.73 per cent ✓ Revenue expenditure on Social Services increased by 14.11 per cent ✓ Revenue expenditure on Economic Services increased by 47.36 per cent ✓ Expenditure on Grants-in-Aid increased by 12.30 per cent
Capital Expenditure	✓ Capital expenditure increased by 111.14 per cent ✓ Capital expenditure on General Services increased by 32.21 per cent ✓ Capital expenditure on Social Services increased by 118.74 per cent ✓ Capital expenditure on Economic Services increased by 109.91 per cent
Loans and Advances	✓ Disbursement of Loans and Advances increased by ₹ 10.20 crore. ✓ Recoveries of Loans and Advances increased by 312.50 per cent
Public Debt	✓ Public Debt Receipts increased by 47.84 per cent ✓ Repayment of Public Debt increased by 31.47 per cent
Public Account	✓ Public Account Receipts increased by 21.36 per cent ✓ Public Account Disbursement increased by 45.24 per cent
Cash Balance	✓ Cash Balance decreased by ₹ 120.96 crore (13.72 per cent)

Analysis of the above key fiscal aggregates is given in the succeeding paragraphs.

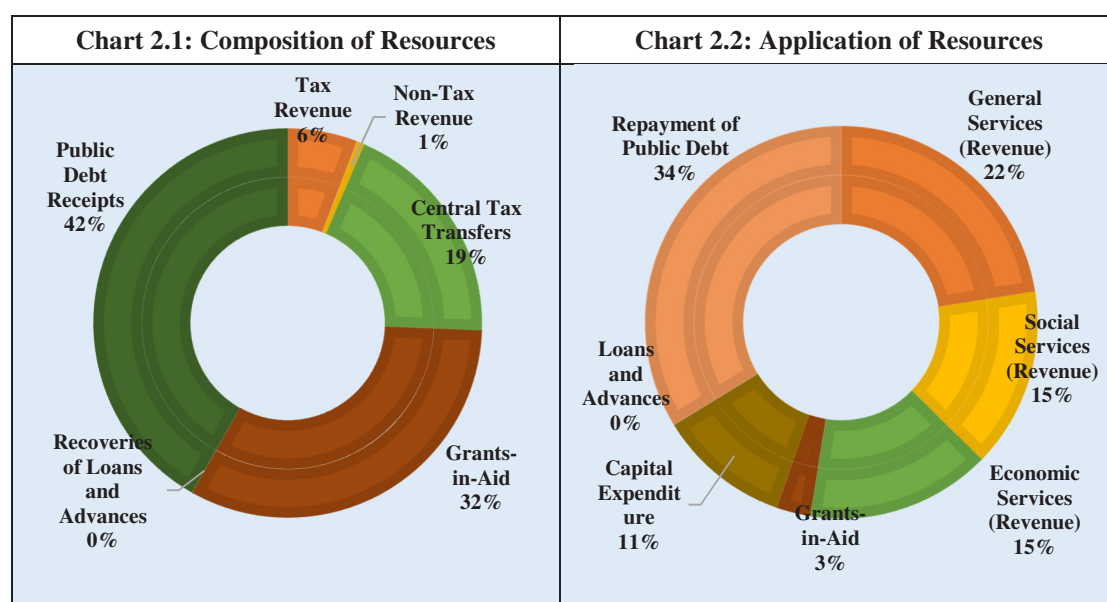
2.3 Sources and Application of Funds

Table 2.2 compares the sources and application of funds of the State during 2020-21 with 2019-20, while **Charts 2.1** and **2.2** give the details of composition and application of resources during 2020-21 in terms of percentages.

Table 2.2: Details of Sources and Application of funds during 2019-20 and 2020-21

(₹ in crore)

	Particulars	2019-20	2020-21	Increase (+)/ Decrease (-)
Sources	Opening Cash Balance	645.02	881.70	236.68
	Revenue Receipts	10,684.16	1,2982.65	2,298.49
	Recoveries of Loans and Advances	0.80	3.30	2.50
	Public Debt Receipts (Net)	542.04	1,746.09	1,204.05
	Public Account Receipts (Net)	403.55	24.86	(-)378.69
	Total	12,275.57	15,638.60	3,363.03
Application	Revenue Expenditure	10,238.63	12,428.48	2,189.85
	Capital Expenditure	1,155.24	2,439.18	1,283.94
	Disbursement of Loans and Advances	0.00	10.20	10.20
	Closing Cash Balance	881.70	760.74	(-)120.96
	Total	12,275.57	15,638.60	3,363.03

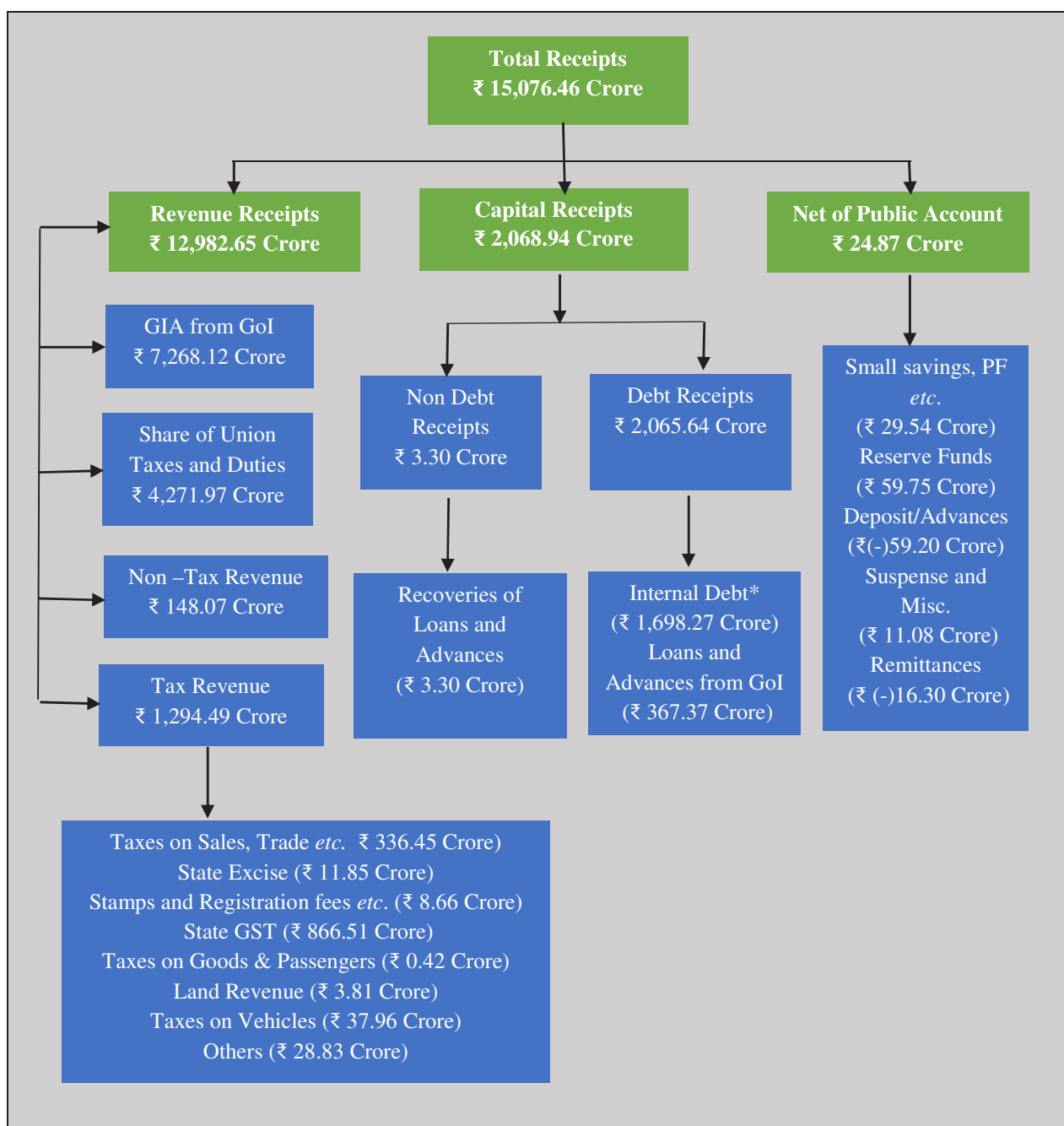


2.4 Resources of the State

Revenue Receipts and Capital Receipts are the two streams of receipts that constitute the resources of the State Government. Revenue Receipts consist of Tax Revenue, Non-Tax Revenue, State's share of Union Taxes and Duties and Grants-in-Aid (GIA) from the Government of India (GoI). Capital Receipts comprise miscellaneous Capital Receipts such as proceeds from disinvestments, recoveries of loans and advances, debt receipts from internal sources (market loans, borrowings from financial institutions/commercial banks, etc.) and loans and advances from GoI. Besides, the funds available in the Public Account after disbursements, are also utilised by the Government to finance its deficit.

Composition of receipts of the State during 2020-21 is given in **Chart 2.3**.

Chart 2.3: Composition of Receipts of the State during 2020-21



*including net of Ways and Means Advances amounting to ₹ 214.24 crore {(OB NIL +WMA Receipt ₹ 7482.65 crore) – WMA Repayment ₹ 7,268.41 crore = ₹ 214.24 crore}.

2.5 Revenue Receipts

2.5.1 Trends and growth of Revenue Receipts

Table 2.3 provides the trends and growth of Revenue Receipts as well as revenue buoyancy with respect to GSDP over the five-year period 2016-21. Further, trends in Revenue Receipts relative to GSDP and composition of Revenue Receipts are given in **Charts 2.4** and **2.5** respectively.

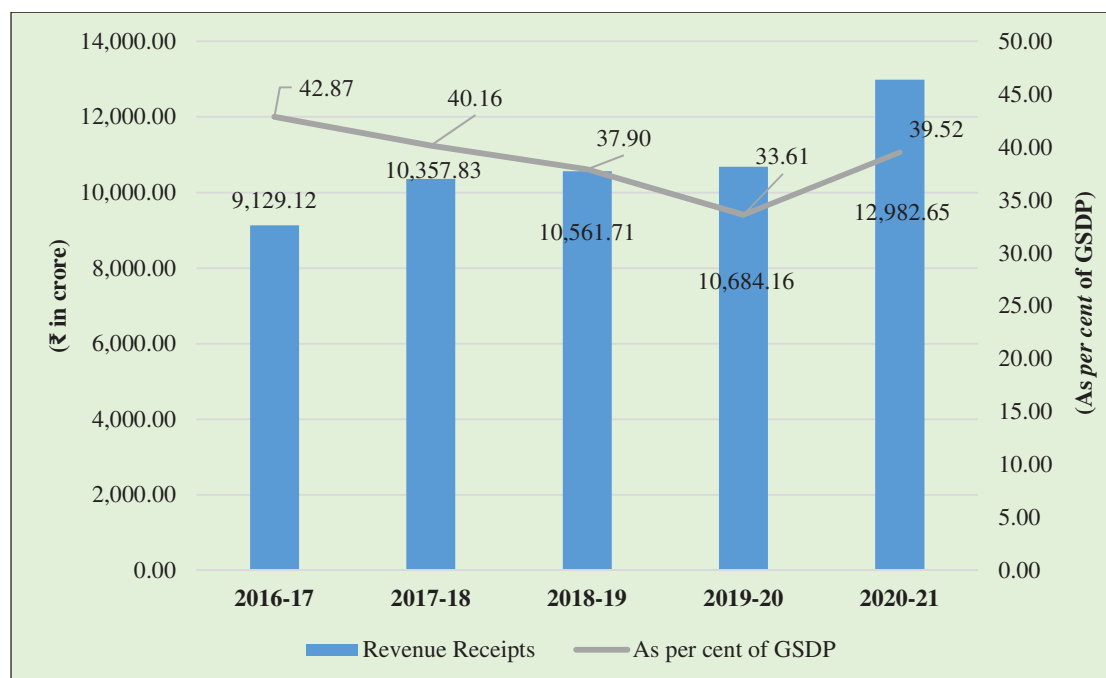
Table 2.3: Trends in Revenue Receipts

Parameters	2016-17	2017-18	2018-19	2019-20	2020-21
Revenue Receipts (RR) (₹ in crore)	9,129.12	10,357.83	10,561.71	10,684.16	12,982.65
Rate of growth of RR (per cent)	10.25	13.46	1.97	1.16	21.51
Own Tax Revenue	586.67	790.94	1,046.05	1,201.12	1,294.49
Non-Tax Revenue	164.80	174.07	166.24	134.53	148.07
Rate of growth of Own Revenue (Own Tax and Non-Tax Revenue) (per cent)	7.37	28.42	25.62	10.18	8.00
Gross State Domestic Product (₹ in crore) (2011-12 Series)	21,293.89	25,789.23	27,869.85(Q)	31,790.30(A)	32,852.46(P)
Rate of growth of GSDP (per cent)	9.03	21.11	8.07	14.07	3.34
Buoyancy Ratios⁵					
RR/GSDP (per cent)	42.87	40.16	37.90	33.61	39.52
Revenue Buoyancy w.r.t. GSDP	1.14	0.64	0.24	0.08	6.44
State's Own Revenue Buoyancy w.r.t. GSDP	0.82	1.35	3.18	0.72	2.40

Source: Finance Accounts & Directorate of Economics and Statistics, Manipur

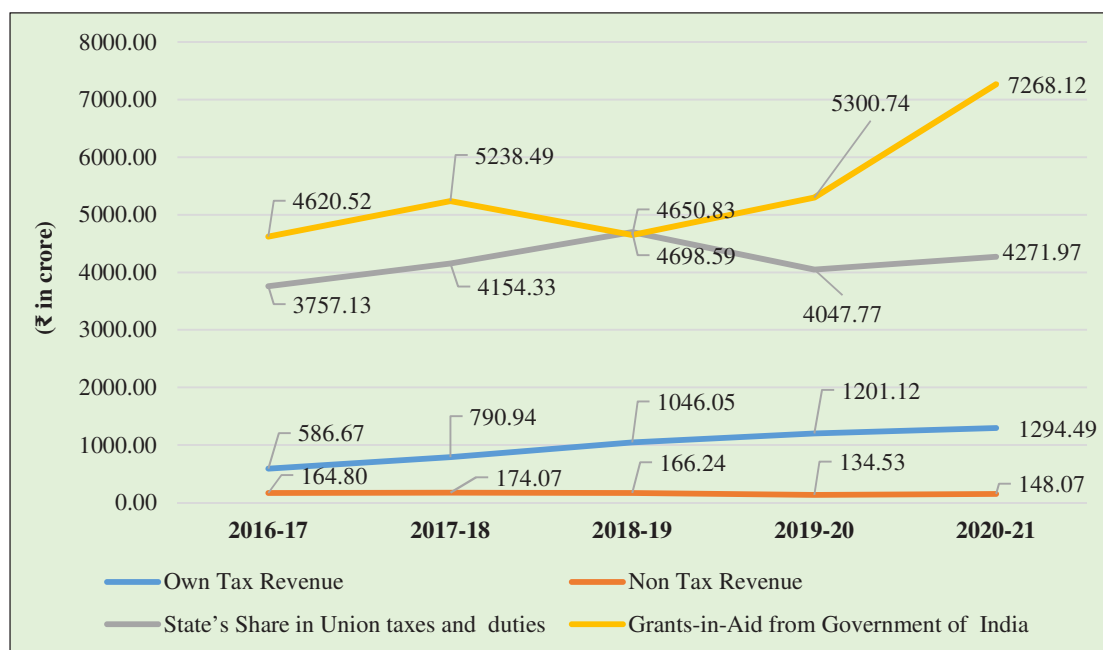
Q: Quick Estimates, A: Advance Estimates, P: Projected Estimates.

Chart 2.4: Trends of Revenue Receipts



⁵ Buoyancy ratio indicates the elasticity or degree of responsiveness of a fiscal variable with respect to a given change in the base variable. For instance, revenue buoyancy with respect to GSDP at 1.85 implies that Revenue Receipts tend to increase by 1.85 percentage points, if the GSDP increases by one per cent.

Chart 2.5: Trends of Components of Revenue Receipts



General trends relating to Revenue Receipts of the State are as follows:

- During the period 2016-21, Revenue Receipts increased by ₹ 3,853.53 crore (42.21 per cent) from ₹ 9,129.12 crore in 2016-17 to ₹ 12,982.65 crore in 2020-21. During 2020-21, Revenue Receipts increased by ₹ 2,298.49 crore (21.51 per cent) over the previous year. The increase in Revenue Receipt was the result of increase in Grants-in-Aid (GIA) and Contribution (₹ 1,967.38 crore) as compared to 2019-20.
- About 11.11 per cent of the Revenue Receipts during 2020-21 came from State's Own Resources while Central Tax Transfer and Grants-in-Aid together contributed 88.89 per cent. Contribution of State's Own Revenue to Revenue Receipts was in the range of 8.23 and 12.50 per cent during the period 2016-21, which shows that there is scope of substantial improvement. The Central Tax Transfer and GIA from GoI contributed 87.50 and 91.77 per cent to the Revenue Receipts respectively and remained the main contributors of Revenue Receipts of the State during 2016-21.
- The Revenue Receipts buoyancy with respect to GSDP increased to 6.44 in 2020-21 against 0.08 in 2019-20 mainly due to increase in growth rate of Revenue Receipts. The State's Own Revenue buoyancy with respect to GSDP also increased to 2.40 in 2020-21 against 0.72 in 2019-20.

2.5.2 State's Own Resources

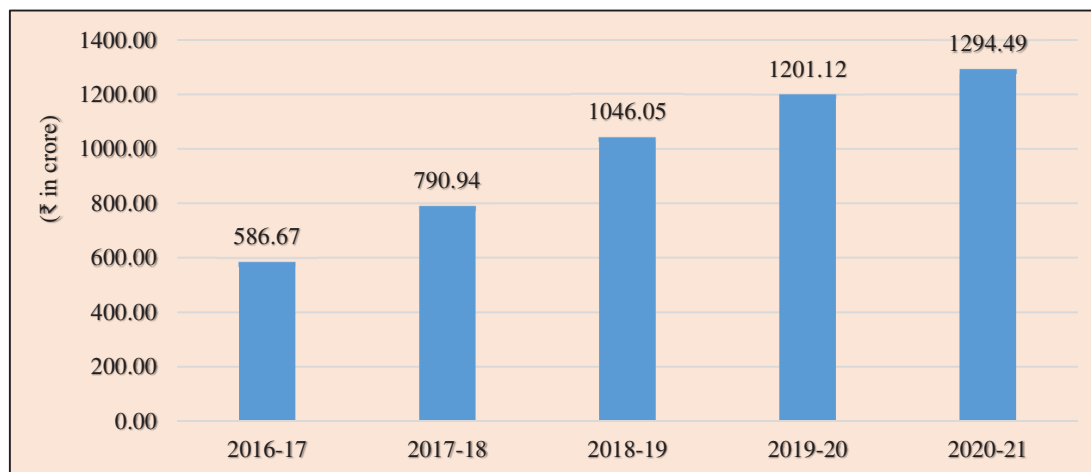
State's performance in mobilisation of additional resources should be assessed in terms of its own resources comprising revenue from its own tax and non-tax sources.

The gross collections in respect of major Tax and Non-Tax Revenue and their relative share in GSDP during 2016-21 are given in **Appendix 2.1**.

2.5.2.1 Own Tax Revenue

Own Tax Revenue of the State consists of State Goods and Service Tax (SGST), State Excise, Taxes on Vehicles, Stamps Duty and Registration Fees, Land Revenue, Taxes on Goods and Passengers, *etc.* The gross collections of Own Tax Revenue of the State during the period 2016-21 are given in the Chart below.

Chart 2.6: Growth of Own Tax Revenue during 2016-21



The component-wise details of Own Tax Revenue collected during 2016-21 are given in the following table:

Table 2.4: Components of State's Own Tax Revenue

Revenue Head	2016-17	2017-18	2018-19	2019-20	2020-21	
					Budget Estimates	Actuals
Sales Tax	499.65	385.58	253.02	235.53	274.74	336.45
SGST	0.00	301.53	694.70	852.58	913.58	866.51
State excise	9.32	9.37	8.18	11.60	14.50	11.85
Taxes on vehicles	25.04	36.14	39.83	47.70	51.62	37.96
Stamp duty and Registration fees	10.03	13.98	17.62	16.60	16.01	8.66
Land revenue	1.91	1.44	3.54	4.10	2.70	3.81
Taxes on goods and passengers	1.00	1.13	1.19	1.60	4.80	0.42
Other taxes	39.72	41.77	27.97	31.41	46.70	28.83
Total	586.67	790.94	1,046.05	1,201.12	1,324.65	1,294.49

Source: Finance Accounts.

As can be seen from the table above, Own Tax Revenue of the State increased by ₹ 707.82 crore from ₹ 586.67 crore in 2016-17 to ₹ 1,294.49 crore in 2020-21. During the year 2020-21, State GST (₹ 866.51 crore) and Sales tax (₹ 336.45 crore) were the main contributors of the State's Own Tax Revenue and these two together accounted for 92.93 per cent of the Own Tax Revenue. Further, Own Tax Revenue showed a growth rate of 7.77 per cent in 2020-21 over the previous year 2019-20.

2.5.2.2 State Goods and Services Tax (SGST)

Goods and Services Tax came into effect from 01 July 2017 which replaced existing multiple taxes levied by the Central and State Governments. The Central Government levies Integrated Goods and Services Tax (IGST) on inter-state supply of goods and services, and apportions the State's share of tax to the State where the goods or services are consumed. As per the GST (Compensation to States) Act, 2017, any shortfall in revenue by the State is required to be compensated by the Central Government.

The Manipur Goods and Services Tax (GST) Act, 2017 was passed (June 2017) by the State Legislature and came into effect from 01 July 2017 in the State. The Protected Revenue⁶ of the State under GST for the year 2020-21 in accordance with Section 6 of GST (Compensation to States) Act, 2017, was fixed at ₹ 668.28 crore. Details of SGST receipts during 2020-21 is given in the following table:

Table 2.5: Details of SGST receipt including apportionment of IGST and pre-GST arrears of VAT during 2020-21

Components	Amount (₹ in crore)
1. The protected revenue of State for the year 2020-21	668.28
2. State Goods and Services Tax (SGST)	866.50
(a) Tax	209.74
(b) Input Tax Credit Cross utilisation of SGST and IGST	532.98
(c) Apportionment of Taxes from IGST	90.86
(d) Advance apportionment of Taxes from IGST	32.92
3. Collection of Taxes subsumed in GST (Arrears pre-GST)	31.76
Total (2+3)	898.26

Source: Finance Accounts and Department of Taxes, Manipur.

As can be seen from the table above, the revenue collection of the State was more than the protected revenue of the State during the year 2020-21.

During 2020-21, for the bimonthly periods, the actual collections under SGST, IGST and pre-GST VAT exceeded the bimonthly amount⁷ of revenue to be protected except for the bimonthly period of April 2020- May 2020 (₹ 57.39 crore). During 2020-21, the State Government received GST compensation of ₹ 22.34 crore (₹ 11.17 crore in October 2020 and another ₹ 11.17 crore in December 2020) for the bimonthly period April 2020-May 2020.

As the required access to General Services Tax Network (GSTN) Backoffice Software⁸ was given to audit on 30 January 2021, the accounts for the year 2020-21 were certified on the basis of test audit, as was done in the manual system.

⁶ The GST (Compensation to state) Act, 2017 provides that Union shall compensate the States for loss of revenue due to implementation of GST. Base year for calculating the compensation shall be the revenue collection of the State for 2015-16. Protected revenue is calculated/arrived at, by taking into consideration the revenue collection of base year plus 14 *per cent* increase for every following year.

⁷ ₹ 111.38 crore (Revenue to be protected every two months of Financial Year 2020-21) x 6 months = ₹ 668.28 crore

⁸ With automation of the collection of Goods and Services Tax (GST) having taken place, it is essential for Audit to transition from sample checks to a comprehensive check of all transactions.

Analysis of arrears of revenue and arrears of assessment

The arrears of revenue indicate delayed realisation of revenue due to the Government. Similarly, arrear of assessment indicates potential revenue which is blocked due to delayed assessment. Both deprive the State of potential revenue receipts and affect ultimately the revenue deficit/ surplus.

The arrears of revenue of the State as on 31 March 2021 is detailed in the following table:

Table 2.6: Arrears of Revenue

(₹ in crore)

Sl. No.	Head of revenue	Total amount outstanding as on 31 March 2021	Amount outstanding for more than 5 years as on 31 March 2021
1	Manipur Value Added Tax	0.52	Nil
2	Petroleum Tax	0.39	Nil
	Total	0.91	Nil

Source: Department of Taxes, Government of Manipur.

It can be seen from the table above that as on 31 March 2021, there were arrears of revenue on Manipur Value Added Tax amounting to ₹ 0.52 crore and Petroleum Tax amounting to ₹ 0.39 crore.

Details of evasion of tax detected by Department, refund cases, etc.

The cases of evasion of tax detected by the Excise & Taxation Department, cases finalised and the demands for additional tax raised are important indicators of revenue collection efforts of the State Government. Promptness in disposal of refund cases is an important indicator of performance of the Department. Details of evasion of tax detected and Refund cases are given in the following tables:

Table 2.7: Evasion of Tax Detected

Sl. No.	Head of revenue	Cases pending as on 31 March 2020	Cases detected during 2020-21	Total	Cases in which assessment/ investigation completed and additional demand with penalty etc. raised		No. of cases pending for finalisation as on 31 March 2021
					No. of cases	Amount of demand (₹ in crore)	
1	Taxes/ VAT on Sales, Trade	2	3	5	2	1.23	3
2	GST	0	1	1	0	0	0

Source: Department of Taxes, GoM.

Table 2.8: Details of Refund cases

(₹ in crore)

Sl. No.	Particulars	GST	
		No. of cases	Amount
1.	Claims outstanding at the beginning of the year	43	2.70
2.	Claims received during the year	11	1.08
3.	Refunds made during the year	27	2.21
4.	Refunds rejected during the year	4	1.13
5.	Balance outstanding at the end of year	23	0.44

Source: Department of Taxes, GoM.

2.5.2.3 Non-Tax Revenue

Non-Tax revenue consists of interest receipts, dividends and profits, mining receipts, departmental receipts, *etc.* Component-wise details of Non-Tax Revenue collected during the period 2016-21 is given in the following table:

Table 2.9: Components of State's Non-Tax Revenue during 2016-21

(₹ in crore)

Revenue head	2016-17	2017-18	2018-19	2019-20	2020-21	
					Budget Estimates	Actuals
Interest Receipts	19.73	19.27	18.68	6.39	20.23	2.25
Dividends and Profits	0.00	0.00	0.00	0.00	0.00	0
Other non-tax receipts	145.07	154.80	147.56	128.14	236.38	145.82
a) Misc. General Services	118.61	114.39	111.37	101.13	206.86	123.77
b) Forestry and Wild Life	6.46	23.62	15.26	9.70	10.00	6.65
c) Water Supply and Sanitation	2.42	2.68	3.33	3.48	3.52	4.52
d) Education, Sports, Art and Culture	1.29	2.27	2.01	2.06	2.53	0.46
e) Other or misc	16.29	11.84	15.59	11.77	13.47	10.42
Total	164.80	174.07	166.24	134.53	256.61	148.07

Source: Finance Accounts

Non-Tax Revenue (₹ 148.07 crore), which ranged between 1.14 - 1.81 *per cent* of Revenue Receipts of the State during the five-year period from 2016-21, increased by ₹ 13.54 crore (10.06 *per cent*) during 2020-21 over the previous year. The increase was mainly due to increase in receipts under Miscellaneous General Services (₹ 22.64 crore). Collections from the Miscellaneous General Services remained the main contributor to Non-Tax Revenue during 2016-21. During the current year, ₹ 123.77 crore was collected under Miscellaneous General Services, followed by Forestry and Wild Life (₹ 6.65 crore) and Water Supply and Sanitation (₹ 4.52 crore).

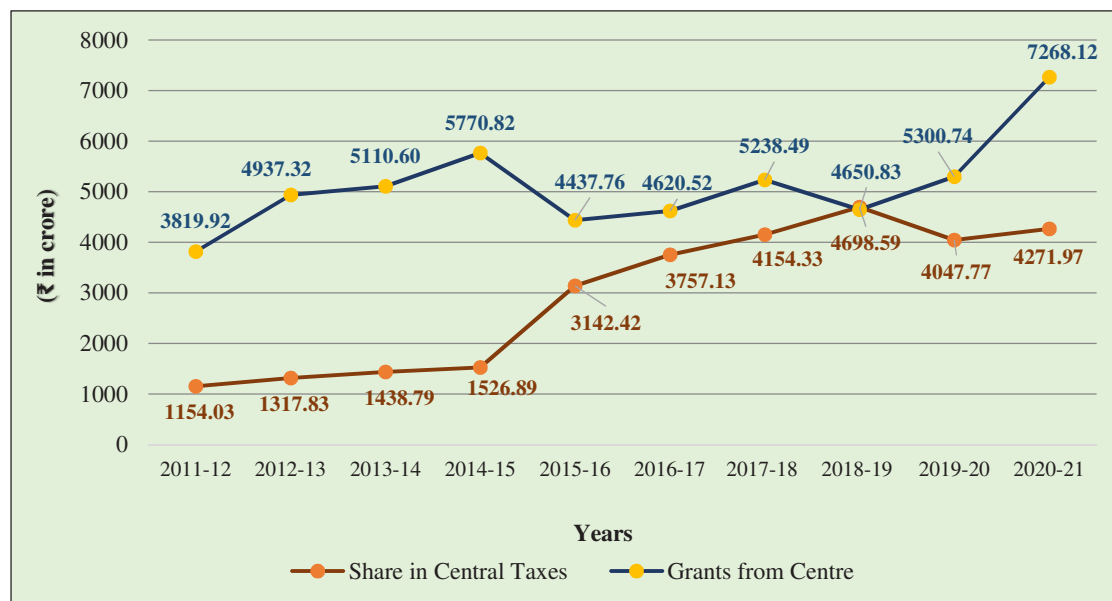
2.5.3 Transfers from the Centre

State's share in Central taxes is determined on the basis of recommendations of the Finance Commission. GIA from Central government is determined by the quantum of collection of Central tax receipts and anticipated Central assistance for schemes.

The GoI accepted the recommendations of XIII and XIV FCs to increase the States' share in the divisible pool of taxes from 30.5 - 32 *per cent* and 32 - 42 *per cent* respectively. This significant increase in the State's share altered the composition of central transfers in favour of statutory transfers from discretionary transfers made earlier. It also led to greater predictability and certainty in the quantum of funds being transferred to states. However, the XV FC recommends that aggregate share of States may be reduced by one percentage point to 41 *per cent* of the divisible pool during the year 2020-21.

The trends in transfer from Centre for the last 10 years are given in the following chart:

Chart 2.7: Trends in Transfers from Centre



During the period from 2016-21, Central transfer increased by ₹ 3,162.44 crore from ₹ 8,377.65 crore in 2016-17 to ₹ 11,540.09 crore in 2020-21. During the current year, there was an increase of ₹ 2,191.58 crore over the previous year.

2.5.3.1 Central Tax transfers

The details of the Central tax transfers *vis-à-vis* Finance Commission projections and State Government's projections as per Finance Commission Report (FCR) for the last ten years are given in the table below:

Table 2.10: State's Share in Union Taxes and Duties: Actual devolution *vis-à-vis* Finance Commission projections

(₹ in crore)				
Year	Finance Commission Projections	Projections in FCR	Actual Tax Devolution	Difference
1	2	3	4	5(4-3)
2011-12	0.451 <i>per cent</i> of net proceeds of all shareable taxes excluding service tax and	1,079	1,154	75
2012-13		1,272	1,318	46
2013-14		1,501	1,439	(-) 62
2014-15	0.458 <i>per cent</i> of net proceeds of shareable service tax (As per recommendations of XIII FC)	1,770	1,527	(-) 243
2015-16	0.617 <i>per cent</i> of net proceeds of all shareable taxes excluding service tax and	3,579	3,142	(-) 437
2016-17		4,131	3,757	(-) 374
2017-18		4,774	4,154	(-) 620
2018-19	0.623 <i>per cent</i> of net proceeds of sharable service tax (As per recommendations of XIV FC)	5,522	4,699	(-) 823
2019-20		6,393	4,048	(-) 2345
2020-21	0.718 <i>per cent</i> of net proceeds of total shareable taxes	6,140	4,272	(-)1,868

Source: Reports of the XIII, XIV & XV FCs, Finance Accounts and Finance Department, GoM.

The details of Central Tax Transfers to the State during 2016-21 are given in the following table:

Table 2.11: Central Tax Transfers

(₹ in crore)

Head	2016-17	2017-18	2018-19	2019-20	2020-21	
					BEs	Actuals
Central Goods and Services Tax (CGST)	0.00	59.32	1,159.70	1,148.62	1704.18	1,278.63
Integrated Goods and Services Tax (IGST)	0.00	419.56	92.60	0.00	0.00	0.00
Corporation Tax	1,205.86	1,272.66	1,634.06	1,380.12	1731.90	1,282.37
Taxes on Income other than Corporation Tax	838.06	1,074.66	1,203.42	1,081.42	1610.36	1,313.84
Customs	518.71	419.40	333.08	256.57	351.43	232.98
Union Excise Duties	592.33	438.40	221.34	178.41	229.61	144.48
Service Tax	599.38	470.37	42.85	0.00	3.00	16.92
Other Taxes	2.77	(-) 0.04	11.54	2.63	(-)0.06	2.75
Central Tax transfers	3,757.11	4,154.33	4,698.59	4,047.77	5630.42	4,271.97
Percentage of increase (+)/ decrease (-) over previous year	19.56	10.57	13.10	(-)13.85	31.80	5.54
Percentage of Central tax transfers to Revenue Receipts	41.16	40.11	44.49	37.89	31.14	32.91

Source: Finance Accounts.

Over the five-year period from 2016-21, Central Tax Transfers increased by 13.70 per cent (₹ 514.86 crore) from ₹ 3,757.11 crore in 2016-17 to ₹ 4,271.97 crore in 2020-21. During the current year, there was an increase of ₹ 224.20 crore (5.54 per cent) over the previous year. The increase was mainly due to increase in Taxes on Income other than Corporation Tax (₹ 232.42 crore) and Central Goods and Services Tax (CGST) (₹ 130.01 crore). Central tax transfers constituted 32.91 per cent of the total Revenue Receipts during 2020-21.

2.5.3.2 Grants-in-Aid from Government of India

Grants-in-Aid (GIA) received by the State Government from GoI during 2016-21 are given in the following table:

Table 2.12: Grants-in-Aid from Government of India

(₹ in crore)

Particulars	2016-17	2017-18	2018-19	2019-20	2020-21	
					BEs	Actuals
Non-Plan Grants	2,234.72	0.00	0.00	0.00	0	0
Grants for State Plan Schemes	1,858.43	0.00	0.00	0.00	0	0
Grants for Central Plan Schemes	160.52	0.00	0.00	0.00	0	0
Grants for Centrally Sponsored Plan Schemes	184.07	0.00	0.00	0.00	0	0
Grants for Special Plan Schemes	182.78	0.00	0.00	0.00	0	0
Centrally Sponsored Schemes*	-	2,322.71	2,143.19	2,769.20	7,323.84	3,917.27
Finance Commission Grants*	-	2,288.82	2,103.07	2,117.13	3,128.00	3,085.47
Other transfer/Grants to State*	-	626.96	404.57	414.41	419.63	265.39
Total	4,620.52	5,238.49	4,650.83	5,300.74	10,871.47	7,268.13
Percentage of increase(+)/ decrease (-) over previous year	4.12	13.37	(-)11.22	13.97	49.58	37.12
Total grants as a percentage of Revenue receipts	50.61	50.58	44.03	49.61	60.12	55.98

Source: Finance Accounts.

* Since Plan/ Non-Plan categorisation was done away with, GIA from GoI was booked under these heads.

** From 2017-18, no Plan & Non Plan Head of accounts were operated.

During 2020-21, GIA from GoI increased by ₹ 1,967.39 crore (37.12 *per cent*) from ₹ 5,300.74 crore in 2019-20 to ₹ 7,268.13 crore in 2020-21. GIA constituted 55.98 *per cent* of Revenue Receipts and remained the largest component of the Revenue Receipts. However, its share declined steadily from 50.61 *per cent* in 2016-17 to 44.03 *per cent* in 2018-19 and then increased to 55.98 *per cent* in 2020-21.

2.5.3.3 Fourteenth and Fifteenth Finance Commission Grants

XIV FC and XV FC grants were provided to the States for local bodies and State Disaster Response Fund (SDRF). The details of release of funds to the State on the basis of recommendations of the XIV FC and XV FC during the years 2016-21 and transfer by the State Government are shown in the following table:

Table 2.13: Recommended Amount, Actual release and Transfers of Grants-in-Aid

(₹ in crore)

Transfers	Recommendations of XIV & XV FCs (2016-21)	Recommendation of XIV & XV FCs			Actual Release by GoI			Release by State Government			Col. 11 as % of Col. 8
		2016-20	2020-21	Total	2016-20	2020-21	Total	2016-20	2020-21	Total	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
Local Bodies											
(i) Grants to PRIs	360.79	183.79	177.00	360.79	171.80*	177.00	348.80	121.73	88.50	210.23	60.27
(a) General Basic Grant	340.19	163.19	177.00	340.19	163.19	88.50	251.69	113.12	88.50	201.62	80.11
(b) General Performance Grants	20.60	20.60	0.00	20.60	8.61	88.50	97.11	8.61	0.00	8.61	8.87
(ii) Grants to ULBs	241.13	156.13	85.00	241.13	132.63	42.50	175.13	90.31	20.84	111.15	63.47
(a) General Basic Grant	206.59	121.59	85.00	206.59	NA	42.50	NA	76.40	20.84	97.24	-
(b) General Performance Grants	34.54	34.54	0.00	34.54	NA	NA	NA	13.91	0.00	13.91	-
Total for Local Bodies	601.92	339.92	262.00	601.92	304.43	219.50	523.93	212.04	109.34	321.38	61.34
State Disaster Response Fund	128.00	86.00	42.00	128.00	77.40	42.00	119.40	73.35	21.00	94.35	79.02
Grand Total	729.92	425.92	304.00	729.92	381.83	261.50	643.33	285.39	130.34	415.73	64.62

Source: XIV and XV FCs Reports and information furnished by Finance Department, Manipur.

*As per information provided by Finance Department, Manipur.

As can be seen from the table above, during the five-year period 2016-21, out of the total amount of ₹ 601.92 crore recommended by the XIV and XV FCs for grants to Local bodies for the State, the actual amount released by the GoI was ₹ 523.93 crore (87.04 *per cent*). The State Government released ₹ 321.38 crore (61.34 *per cent*) out of the amount released by GoI. During 2020-21, the GoI released 100 *per cent* (₹ 42.00 crore) of the amount recommended by the XV FC (₹ 42.00 crore) for State Disaster Response Fund while the actual amount transferred to the Fund by the State Government was ₹ 21.00 crore (50.00 *per cent*). No State matching share was released during 2020-21.

2.5.3.4 State's Performance in Mobilisation of Resources

State's performance in mobilisation of resources is assessed in terms of its own resources comprising own-tax and non-tax sources. The trends of State's Own Resources for the last five years 2016-21 are given in the following table:

Table 2.14: State's Own Resources for 2016-21

(₹ in crore)

	2016-17	2017-18	2018-19	2019-20	2020-21
Tax Revenue	586.67	790.94	1,046.05	1,201.12	1,294.49
Non Tax Revenue	164.8	174.07	166.24	134.53	148.07
State's Own Resources	751.47	965.01	1,212.29	1,335.65	1,442.56

Source: Finance Accounts.

The State's actual Tax and Non-Tax Receipts for the year 2020-21 *vis-à-vis* Budget Estimates and projections made by XV FC is given below:

Table 2.15: Tax and Non-Tax receipts *vis-à-vis* projections

(₹ in crore)

	FC projections	Budget Estimates	Actual	Percentage variation of actual over	
				Budget Estimates	FC projections
Own Tax Revenue	1,214.00	1,324.65	1,294.49	(-)2.28	6.63
Non-Tax Revenue	233.00	256.62	148.07	(-)42.30	(-)36.45

Source: XV FC Report, Annual Financial Statement and Finance Accounts.

During 2020-21, Own Tax Revenue was higher than the XV FC projection by ₹ 80.49 crore (6.63 *per cent*) and lower than the Budget Estimates by ₹ 30.16 crore (2.28 *per cent*). Non-Tax Revenue was lower than the XV FC projection and the Budget Estimates by ₹ 84.93 crore (36.45 *per cent*) and ₹ 108.55 crore (42.30 *per cent*) respectively.

2.6 Capital Receipts

Capital receipts comprise of miscellaneous capital receipts such as proceeds from disinvestments, recoveries of loans and advances, debt receipts from internal sources (market loans, borrowings from financial institutions/commercial banks) and loans and advances from GoI. The trends in growth and composition of Capital Receipts during 2016-21 is given in the following table:

Table 2.16: Trends in Growth and Composition of Capital Receipts

(₹ in crore)

Sources of State's Receipts	2016-17	2017-18	2018-19	2019-20	2020-21
Capital Receipts (A+B)	849.60	1,126.47	1,768.74	1,827.59	2,068.94
(A) Non-Debt Capital Receipts	1.15	8.02	0.59	0.80	3.30
Miscellaneous Capital Receipts	0.00	0.00	0.00	0.00	0.00
Recovery of Loans and Advances	1.15	8.02	0.59	0.80	3.30
<i>Rate of growth of non-debt capital receipts</i>	<i>12.75</i>	<i>597.39</i>	<i>(-)92.64</i>	<i>35.59</i>	<i>312.50</i>
(B) Debt Capital Receipts	848.45	1,118.45	1,768.15	1,826.79	2,065.64
<i>Internal Debt excluding Ways and Means Advances (WMAs)</i>	<i>729.99</i>	<i>623.55</i>	<i>1,149.99</i>	<i>1,818.87</i>	<i>1,484.03</i>
<i>Growth rate</i>	<i>(-)1.49</i>	<i>(-)14.58</i>	<i>84.43</i>	<i>(-)68.05</i>	<i>303.96</i>

Sources of State's Receipts	2016-17	2017-18	2018-19	2019-20	2020-21
Outstanding Balance of WMAs from RBI as on 31 March	102.42	485.94	618.16	0.00	214.24
Growth rate	(-) 44.56	374.46	27.21	0.00	*
Loans and advances from GoI	16.04	8.96	0.00	7.92	367.37**
Growth rate	*	(-)44.14	(-)100.00	*	4,538.51
Rate of growth of Debt Capital Receipts	(-) 8.35	31.82	58.09	3.32	13.07
Rate of growth of GSDP	9.03	21.11	8.07	14.07	3.34
Rate of growth of Capital Receipts	(-) 8.33	32.59	57.02	3.33	13.21

Source: Finance Accounts and Directorate of Economics & Statistics, GoM.

*Growth rate cannot be calculated as the value of the previous year is 0.

** It includes ₹ 317.16 crore received under Scheme for Special Assistance as loans to State for Capital Expenditure.

During the period 2016-21, Capital Receipts increased by ₹ 1,219.34 crore (143.52 per cent) from ₹ 849.60 crore in 2016-17 to ₹ 2,068.94 crore in 2020-21. During 2020-21, Capital Receipts increased by ₹ 241.35 crore (13.21 per cent) over the previous year. The increase was mainly due to increase in Receipts under Loans and advances from GoI by ₹ 359.45 crore from ₹ 7.92 crore in 2019-20 to ₹ 367.37 crore in 2020-21.

2.6.1 Borrowings under AatmaNirbhar Bharat Abhiyan

Under the Aatma Nirbhar Bharat Abhiyan package (ABA) (May 2020), States have been allowed to increase borrowing limits from 3.00 per cent to 5.00 per cent of GSDP for 2020-21 as follows: -

Table 2.17: Borrowing limits under AatmaNirbhar Bharat Abhiyan

Sl. No.	Additional per cent borrowings allowed under ABA	Remarks/Conditions to be fulfilled
Unconditional increase		
1	0.50 per cent	Not applicable
Conditional increase		
2	0.25 per cent	Universalisation of 'One Nation One Ration Card'
3	0.25 per cent	Urban local body reforms
4	0.25 per cent	Power distribution
5	0.25 per cent	Ease of doing business
6	0.50 per cent	Additional increase allowed, if at least three milestones out of four reform areas are achieved

The Finance Department in their reply (November 2021) stated that the State availed unconditional borrowings of 0.50 per cent of the GSDP constituting ₹ 151 crore as Open Market Borrowings (OMB) (Sl. No. 1 above).

Out of the four conditions, the State could fulfil two conditions viz. Universalisation of One Nation One Card and Urban Local Bodies Reforms. Accordingly, the State could avail 0.50 per cent of GSDP (0.25 x 2) of conditional increase of borrowings for fulfilment of these two conditions amounting to ₹ 150 crore (Sl. No. 2 and 3 above).

In respect of Power Sector Reforms, the State Government could partially fulfil the conditions such as Direct Benefit Transfer to farmers in lieu of free powers but could not fulfil the target fixed for reduction in Aggregate Technical & Commercial losses and reduction in the gap between Average Cost of Supply and Average Revenue Realisation (ACS-ARR). As such, the State could avail only 0.15 *per cent* of GSDP.

In respect of Ease of doing business, the State admitted that the required conditions were not fulfilled completely. However, following steps had been taken up:

- Completion of first assessment of District Level Business Reforms Action Plan.
- Elimination of requirements of certificates/approvals/licenses obtained by business.
- Implementation of Computerised Central Random Inspection System.

It was further intimated that all 16 Districts furnished the first assessment for District Level Business Reforms Action Plan (DLBRAP), and action for repealing of Contracts Labour (Regulation & Abolition) Act, 1970, and implementation of Computerised Central Random Inspection System, *etc*, have been taken up and accordingly GoI had been informed. But, no additional borrowings had been made (Sl. No. 5 above) by GoI so far. Thus, altogether Government of Manipur could not avail 0.85 *per cent* of GSDP towards increase in conditional borrowings.

2.7 Application of Resources

The State Government is vested with the responsibility of incurring expenditure within the framework of fiscal responsibility legislations, while at the same time ensuring that the ongoing fiscal correction and consolidation process of the State is not at the cost of expenditure directed towards development of capital infrastructure and social sector. Analysis of allocation of expenditure in the State is shown in the following paragraphs.

2.7.1 Growth and Composition of Expenditure

The Total Expenditure, its composition and relative share in GSDP during the years 2016-21 is presented in the following table:

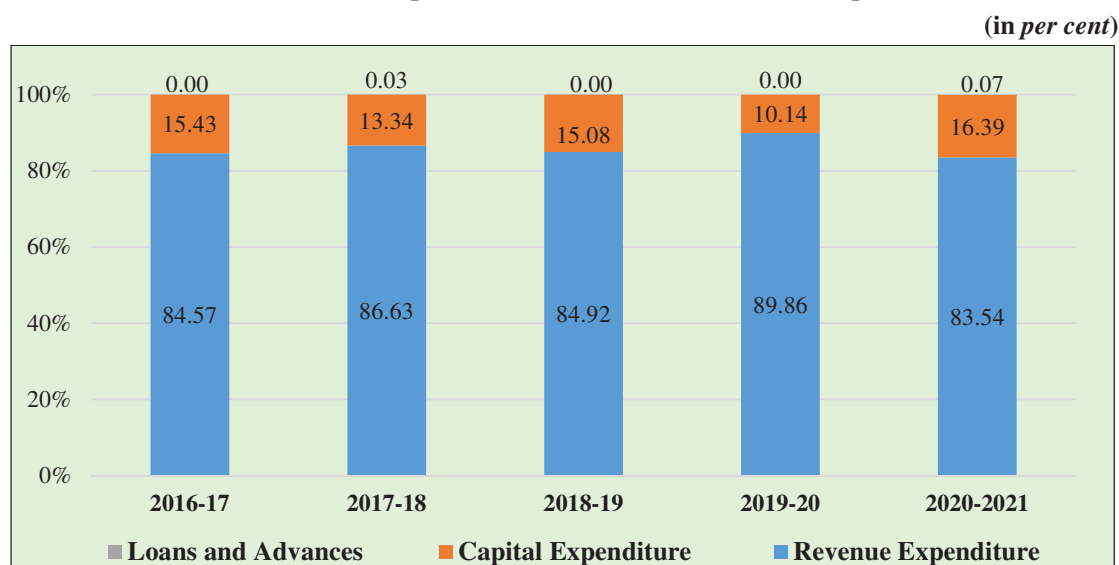
Table 2.18: Total Expenditure and its Composition

(₹ in crore)					
Parameters	2016-17	2017-18	2018-19	2019-20	2020-21
Total Expenditure (TE)	9,678.58	10,705.71	11,479.49	11,393.87	14,877.85
Revenue Expenditure (RE)	8,184.76	9,274	9,748.72	10,238.63	12,428.47
Capital Expenditure (CE)	1,493.57	1,428.31	1,730.64	1,155.24	2,439.18
Loans and Advances	0.25	3.40	0.13	0.00	10.20
As a percentage of GSDP					
TE/GSDP	45.45	41.51	41.19	35.84	45.29
RE/GSDP	38.44	35.96	34.98	32.21	37.83
CE/GSDP	7.01	5.54	6.21	3.63	7.42
Loans and Advances/ GSDP	0.00	0.01	0.00	0.00	0.03

During the period 2016-21, Total Expenditure of the State increased by 53.72 *per cent* (₹ 5,199.27 crore) from ₹ 9,678.58 crore in 2016-17 to ₹ 14,877.85 crore in 2020-21.

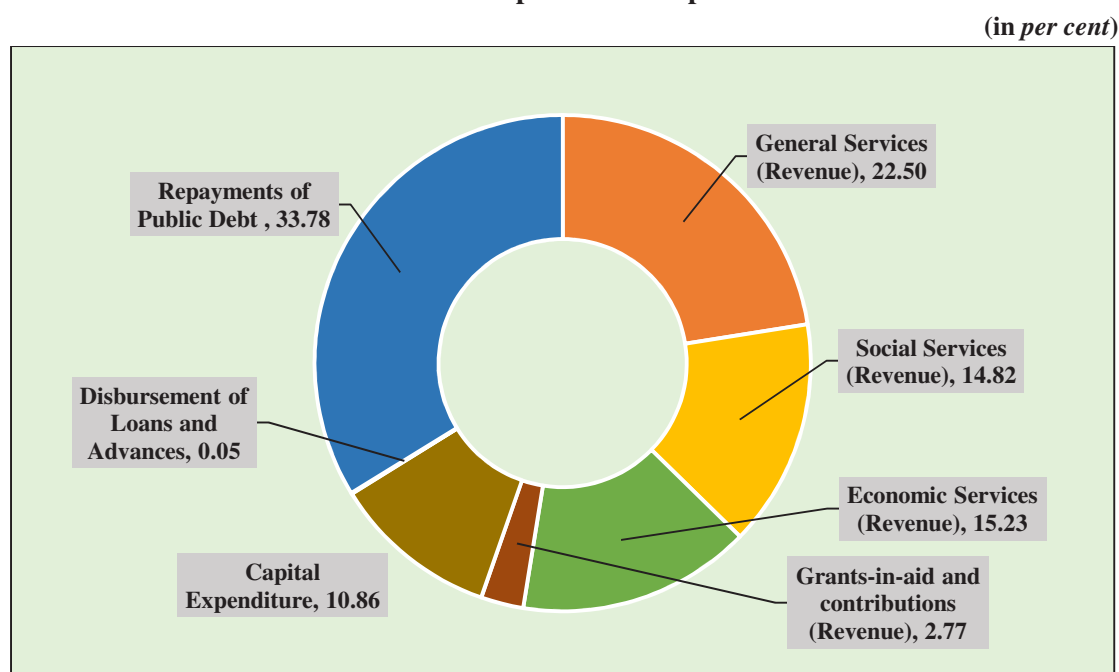
During the year 2020-21, it increased by 30.58 *per cent* over the previous year, mainly due to increase in both Revenue Expenditure (₹ 2,189.84 crore) and Capital Expenditure (₹ 1,283.94 crore). Total Expenditure as *per cent* of GSDP decreased steadily from 45.45 *per cent* in 2016-17 to 35.84 *per cent* in 2019-20 but increased to 45.29 *per cent* in 2020-21. Similarly, Revenue Expenditure as *per cent* of GSDP decreased steadily from 38.44 *per cent* in 2016-17 to 32.21 *per cent* in 2019-20 but increased to 37.83 *per cent* in 2020-21. The trends in 'Share of Components' of Total Expenditure during the period 2016-21 is given in **Chart 2.8**:

Chart 2.8: Total Expenditure - Trends in Share of its Components



The composition of Total Expenditure out of Consolidated Fund of the State during the year 2020-21 is depicted in the following chart:

Chart 2.9: Composition of Expenditure



As is evident from above, both Revenue Expenditure and Capital Expenditure exhibited a fluctuating trend during 2016-21. Capital Expenditure as a percentage of Total Expenditure increased from 10.14 *per cent* in 2019-20 to 16.39 *per cent* in 2020-21. The Revenue Expenditure as a percentage of Total Expenditure decreased from 89.86 *per cent* in 2019-20 to 83.54 *per cent* in 2020-21. During 2020-21, a bulk of the expenditure was incurred to meet expenditure on Grants-in-Aid, salaries, pension, *etc.*

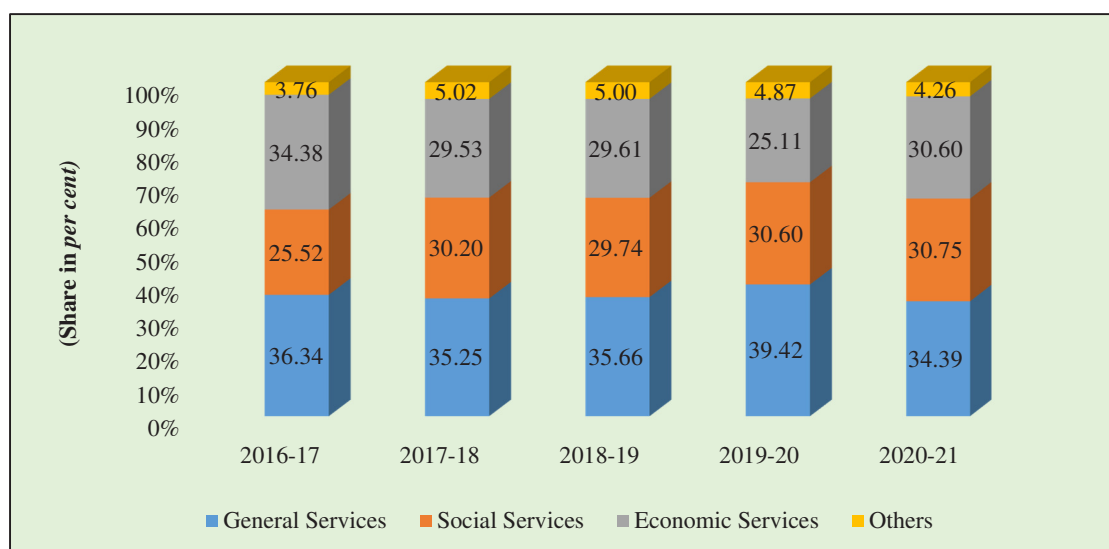
In terms of activities, Total Expenditure is composed of expenditure on General Services including Interest Payments, Social Services, Economic Services and others. Details for the year 2020-21 are shown in **Appendix 2.1**. Relative shares of these components in the Total Expenditure during 2016-21 are given in the following table:

Table 2.19: Relative share of various sectors of expenditure

Parameters	2016-17	2017-18	2018-19	2019-20	2020-21
General Services	36.34	35.25	35.66	39.42	34.39
Social Services	25.52	30.20	29.74	30.60	30.75
Economic Services	34.38	29.53	29.61	25.11	30.60
Others (Grants to Local Bodies and Loans and Advances)	3.76	5.02	5.00	4.87	4.26

Source: Finance Accounts of respective years.

Chart 2.10: Total Expenditure - Expenditure by activities



The relative shares of Social Services and Economic Services in the Total Expenditure increased by 0.15 *per cent* and 5.49 *per cent* respectively during 2020-21 over the previous year. These increases were, however, offset by decrease in respective shares of General Services (5.03 *per cent*) and Others (0.61 *per cent*).

2.7.2 Revenue Expenditure

Revenue expenditure is incurred to maintain the current level of services and payments for the past obligations. As such, it does not result in any addition to the State's infrastructure and service network.

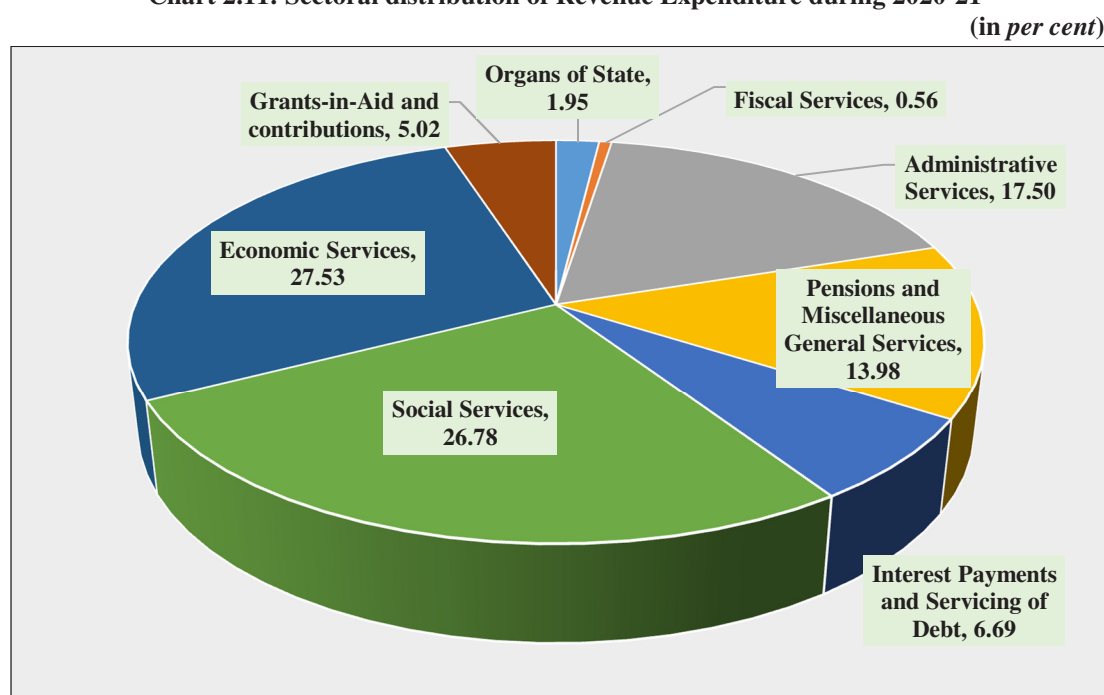
Revenue Expenditure constitutes on an average 85.90 *per cent* (ranging from 84.57 *per cent* in 2016-17 to 83.54 *per cent* in 2020-21) of the Total Expenditure during the period 2016-21. Rate of growth of Revenue Expenditure had wide fluctuation during the five-year period 2016-21. The overall Revenue Expenditure, its rate of growth, its ratio to Total Expenditure and buoyancy *vis-à-vis* GSDP and Revenue Receipts are indicated in **Table 2.20** and the sectoral distribution of Revenue Expenditure pertaining to 2020-21 is given in **Chart 2.11**.

Table 2.20: Revenue Expenditure – Basic Parameters

Parameters	2016-17	2017-18	2018-19	2019-20	2020-21
Total Expenditure (TE)	9,678.58	10,705.71	11,479.49	11,393.87	14,877.85
Revenue Expenditure (RE)	8,184.76	9,274.00	9,748.72	10,238.63	12,428.47
Rate of Growth of RE (per cent)	10.87	13.31	5.12	5.03	21.39
Revenue Expenditure as percentage of TE	84.57	86.63	84.92	89.86	83.54
RE/GSDP (per cent)	38.44	35.96	34.98	32.21	37.83
RE as percentage of RR	89.66	89.54	92.30	95.83	95.73
Buoyancy of Revenue Expenditure with					
GSDP (ratio)	1.20	0.63	0.63	0.36	6.40
Revenue Receipts (ratio)	1.06	0.99	2.60	4.33	0.99

Source: Finance Accounts of respective years.

Chart 2.11: Sectoral distribution of Revenue Expenditure during 2020-21



During the period 2016-21, Revenue Expenditure as a percentage of GSDP showed a decreasing trend from 38.44 *per cent* in 2016-17 to 32.21 *per cent* in 2019-20 but increased to 37.83 in 2020-21. Buoyancy of Revenue Expenditure *vis-à-vis* Revenue Receipts decreased from 4.33 *per cent* in 2019-20 to 0.99 *per cent* in 2020-21.

2.7.2.1 Major changes in Revenue Expenditure

There were significant variations under various Heads of Account with regard to Revenue Expenditure of the State during the current year and the previous year as given below:

Table 2.21: Variation in Revenue Expenditure during 2020-21 compared to 2019-20

(₹ in crore)

Major Heads of Account	2019-20	2020-21	Increase (+)/ Decrease (-)
2505-Rural Employment	581.38	1,224.08	642.70
2055-Police	1,560.54	1,871.54	311.00
2501-Special Programmes for Rural Development	382.70	608.42	225.72
2210-Medical and Public Health	600.35	802.97	202.62
2049-Interest Payment	663.54	831.6	168.06
2202-General Education	1,405.64	1,475.07	69.43
3604-Compensation and Assignments to Local Bodies and Panchayati Raj	555.12	623.39	68.27
2245-Relief on Accounts of Natural Calamities	87.66	44.84	(-)42.82
2801-Power	402.86	400.84	(-)2.02
2575-Other Special Areas Programmes	1.62	0.03	(-)1.59

Source: Finance Accounts.

During 2020-21, Revenue Expenditure under Relief on Accounts of Natural Calamities decreased by ₹ 42.82 crore over the previous year. Rural Employment recorded a significant increase by ₹ 642.70 crore, mainly due to increase in expenditure under National Rural Employment Guarantee Scheme.

2.7.3 Committed Expenditure

The committed expenditure of the State Government on revenue account consists of interest payments, expenditure on salaries and wages, and pensions. Upward trend on committed expenditure leaves the Government with lesser flexibility for development sector. The trends in the components of committed expenditure along with percentage of committed expenditure to Revenue Receipts and Revenue Expenditure during 2016-21 is given in the following table and chart:

Table 2.22: Components of Committed Expenditure

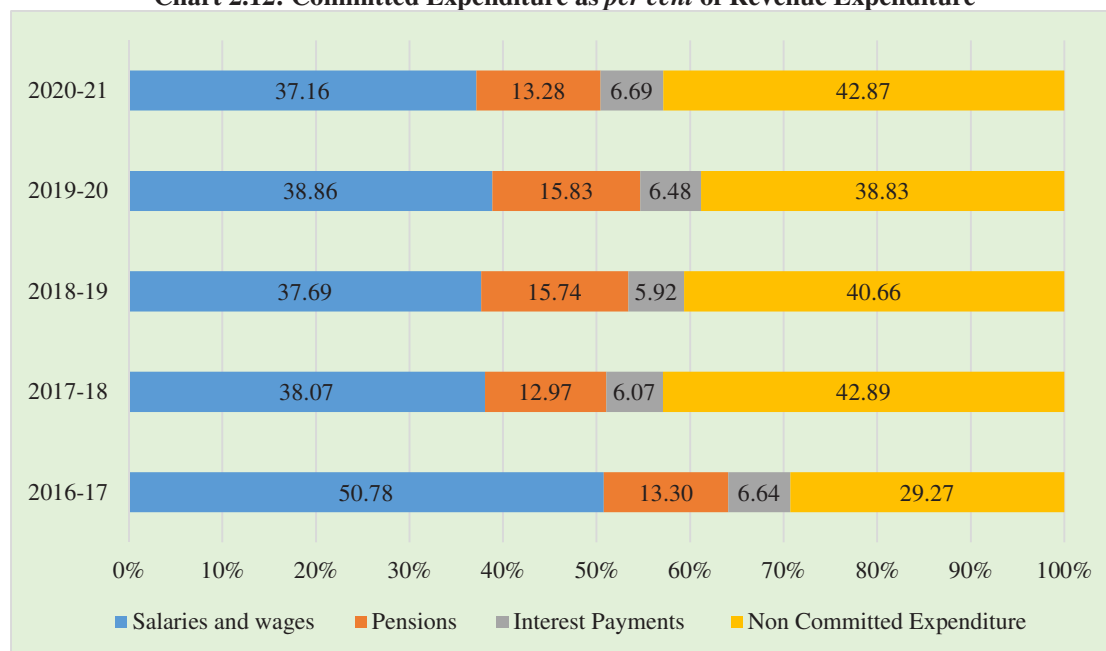
(₹ in crore)

	2016-17	2017-18	2018-19	2019-20	2020-21
Salaries and wages	4,156.50	3,530.90	3,673.85	3,978.35	4,617.89
Expenditure on Pensions	1,088.68	1,202.41	1,534.26	1,620.80	1,650.43
Interest Payments	543.75	562.96	577.21	663.54	831.60
Total	5,788.93	5,296.27	5,785.32	6,262.69	7,099.92
As a percentage of Revenue Receipts (RR)					
Salaries & Wages	45.53	34.09	34.78	37.24	35.57
Expenditure on Pensions	11.93	11.61	14.53	15.17	12.71
Interest Payments	5.96	5.44	5.47	6.21	6.41
Total	63.41	51.13	54.78	58.62	54.69
As a percentage of Revenue Expenditure (RE)					

	2016-17	2017-18	2018-19	2019-20	2020-21
Salaries & Wages	50.78	38.07	37.69	38.86	37.16
Expenditure on Pensions	13.30	12.97	15.74	15.83	13.28
Interest Payments	6.64	6.07	5.92	6.48	6.69
Total	70.73	57.11	59.34	61.17	57.13

Source: Finance Accounts & Voucher Level Computerisation (VLC) data

Chart 2.12: Committed Expenditure as per cent of Revenue Expenditure



Thus, the committed expenditure constituted 50 *per cent* or more of Revenue Expenditure during the five-year period from 2016-17 to 2020-21.

2.7.3.1 Salaries and Wages

Expenditure on Salaries and Wages had shown an increasing trend from ₹ 4,156.50 crore in 2016-17 to ₹ 4,617.89 crore in 2020-21 at an annual growth rate of 2.67 *per cent*. During 2020-21, the Salaries and Wages component had increased by ₹ 639.54 crore (16.08 *per cent*) over the previous year and accounted for 35.57 *per cent* of Revenue Receipts.

During the current year, expenditure on Salaries and Wages as a percentage of Revenue Expenditure (excluding Interest Payments and Pensions) was 46.43 *per cent*, which is beyond the limit of 35 *per cent* fixed by the Manipur FRBM Act, 2005. Thus, State Government could not achieve the target fixed by the Manipur FRBM Act, 2005.

2.7.3.2 Interest Payments

Interest Payments increased steadily from ₹ 543.75 crore in 2016-17 to ₹ 831.60 crore in 2020-21 at an annual growth rate of 11.21 *per cent*. Interest on Internal Debt (₹ 703.57 crore) constituted the major component of Interest payments and accounted for 84.60 *per cent*. During the current year, Interest payment was made on Internal Debt (₹ 703.57 crore) followed by Small Savings, Provident Fund, *etc.* (₹ 111.02 crore), Loans & Advances from GoI (₹ 16.95 crore) and Other Obligations (₹ 0.06 crore).

2.7.3.3 Pension Payments

During the period 2016-21, expenditure on Pension Payments increased from ₹ 1,088.68 crore in 2016-17 to ₹ 1,650.43 crore in 2020-21 at an annual growth rate of 10.96 *per cent*. During the current year, Pension Payments increased by ₹ 29.63 crore (1.83 *per cent*) over the previous year 2019-20. The increase was mainly due to increase in payment of Family Pensions (₹ 75.18 crore) and Pensions to legislators (₹ 13.44 crore).

2.7.3.4 Undischarged liabilities in National Pension System

State Government employees recruited on or after 01 January 2005 are covered under the National Pension System (NPS), which is a defined contributory pension scheme. Under this system, employees contribute 10 *per cent* of basic pay and dearness allowance, which is matched by the State Government and both employee's and employer's contributions are initially transferred to the Public Account and in turn to be deposited with National Securities Depository Limited (NSDL)/ Trustee bank for further investment as per the guidelines of NPS.

As on 31 March 2021, the total number of State Government employees eligible for NPS were 46,384 and the total number of employees to whom Permanent Retirement Account Number (PRAN) has been issued was 43,950. Thus, there were 2,434 number of employees to whom PRAN was not issued. The reason for non-issuance of PRAN to employees was called for, from the Finance Department, GoM, for which the reply is awaited (February 2022).

The position of contribution made under NPS by the employees and the Government and transfer of funds to NSDL/Trustee Bank during 2016-21 is shown in **Table 2.23**:

Table 2.23: Contribution made to NPS and Transfer of Funds to NSDL/Trustee Bank

(₹ in crore)							
Year	Opening Balance	Details of contribution			Short contribution by Government	Amount transferred to NSDL*	Closing Balance
		Employee	Government	Total			
1	2	3	4	5 (3+4)	6 (3-4)	7	8 (2+5-7)
Up to 2016-17	0.00	346.83	254.02	600.85	92.81	476.22	124.63
2017-18	124.63	99.11	58.22	157.33	40.89	152.14	129.82
2018-19	129.82	118.27	99.44	217.71	18.83	211.49	136.04
2019-20	136.04	141.03	180.55	321.58	(-)39.52	251.00	206.62
2020-21	206.62	168.34	160.54	328.88	7.80	432.00	103.50
Total		873.58	752.77	1,626.35	120.81	1,522.85	

*Includes the amount paid to retired/deceased Government Employees.

During the year 2020-21, total contribution to Defined Contribution Pension Scheme was ₹ 326.58 crore (Employees contribution was ₹ 167.19 crore and Government contribution was ₹ 159.39 crore). Government contribution differs with amount shown under Major Head 2071-01-117 by ₹ 0.26 crore being payment to retired/expired employees. An amount of ₹ 2.30 crore being contribution from deputationists and employers was directly credited under Major Head 8342-117. The total amount of

₹ 328.88 crore (₹ 167.19 crore plus 159.39 crore plus 2.30 crore) was transferred to Major Head-8342-117. There was short contribution of ₹ 7.80 crore by the Government for the year 2020-21, which resulted in overstatement of Revenue Surplus and understatement of Fiscal Deficit to that extent in the year 2020-21.

The actual employee contribution and matching share of the Government up to the end of 2020-21 was ₹ 873.58 crore (including ₹ 269.79 crore for the years up to 2015-16) and ₹ 752.77 crore (including ₹ 172.85 crore for the years up to 2015-16) respectively, resulting in a shortfall of Government's matching share of ₹ 120.81 crore. This short contribution of share resulted in overstatement of Revenue Surplus and understatement of the Fiscal Deficit in the respective years.

Short contributions over the years and un-transferred balances may attract interest liabilities, which may also have to be included at the time of transferring the employer's contribution to NSDL. As on 31 March 2021, a cumulative balance of ₹ 103.50 crore contributed under the Scheme remained to be transferred to NSDL/Trustee Bank.

Thus, there was a short transfer of funds of ₹ 224.31 crore (short contribution of ₹ 120.81 crore plus ₹ 103.50 crore not transferred) to the NSDL and current liability stands deferred to future year(s). Further, the State Government has created interest liability on the funds not transferred to NSDL. The matter needs to be addressed without further delay to rectify the situation.

The short contribution of Government's matching share and non-transfer to the NSDL/Trustee Bank was already commented upon in the CAG's Report on State Finances for the years 2011-12 to 2019-20 and the matter was also discussed (July 2014) by the Public Accounts Committee. However, corrective measures are yet to be taken up by the State Government.

2.7.4 Subsidies

During the last five-year period 2016-21, expenditure booked under subsidies decreased steadily from ₹ 156.62 crore in 2016-17 to ₹ 120.08 crore in 2020-21. Subsidies as a percentage of Revenue Receipts and Revenue Expenditure also shows a decreasing trend during the period. Details are shown in the following table:

Table 2.24: Expenditure on subsidies during 2016-21

	2016-17	2017-18	2018-19	2019-20	2020-21
Subsidies (₹ in crore)	156.62	123.47	120.36	120.11	120.08
Subsidies as a percentage of Revenue Receipts	1.72	1.19	1.14	1.12	0.92
Subsidies as a percentage of Revenue Expenditure	1.91	1.33	1.23	1.17	0.97

Source: Finance Accounts.

2.7.5 Financial assistance by the State Government to Local Bodies and Other Institutions

Financial assistance is provided by the State Government to local bodies and other institutions by way of grants and loans. The quantum of assistance provided by way of

grants and loans to local bodies and others during the period 2016-21 is presented in the table below:

Table 2.25 Financial Assistance to Local Bodies etc.

(*₹ in crore*)

Financial Assistance to Institutions	2016-17	2017-18	2018-19	2019-20	2020-21
(A) Local Bodies					
Municipal Corporations and Municipalities	17.12	32.14	26.71	45.34	105.52
Panchayati Raj Institutions	0.00	0.00	0.00	2.67	4.78
Total (A)	17.12	32.14	26.71	48.01	110.30
(B) Others					
Educational Institutions (Aided Schools, Aided Colleges, Universities, etc.)	51.27	72.40	74.40	79.89	92.73
Hospitals and Other Charitable Institutions	0.00	0.00	0.00	103.34	204.44
Other Institutions	761.97	593.98	609.09	426.65	643.95
Total (B)	813.24	666.38	683.49	609.88	941.12
Total (A+B)	830.36	698.52	710.20	657.89	1,051.42
Revenue Expenditure	8,184.76	9,274.00	9,748.72	10,238.63	12,428.47
Assistance as percentage of Revenue Expenditure	10.15	7.53	7.29	6.43	8.46

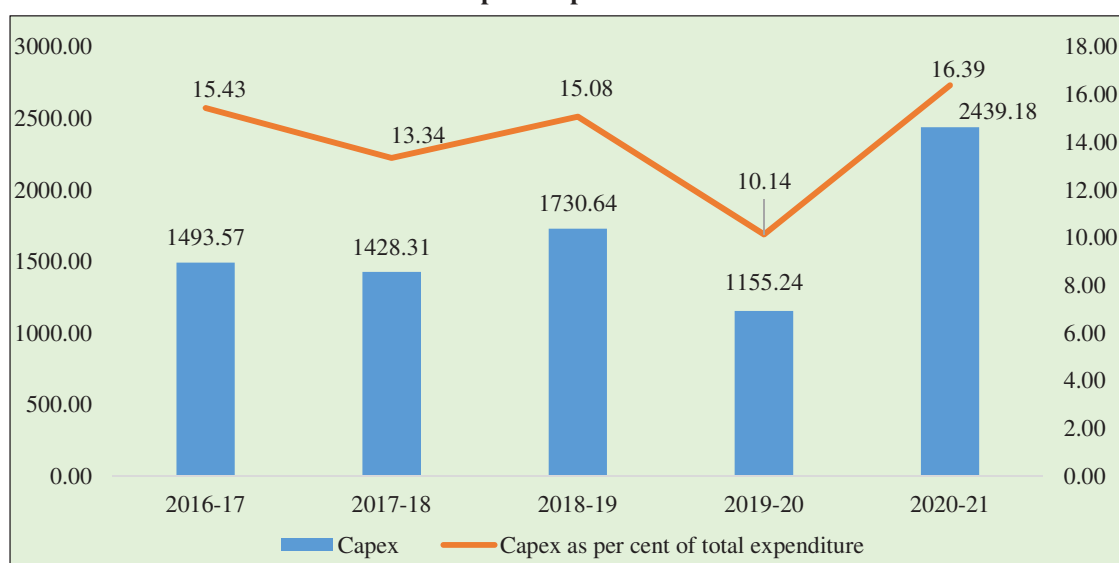
Source: Detailed Appropriation Accounts.

The total financial assistance to Local Bodies and Other Institutions, showed a fluctuating trend during 2016-21. During 2020-21, financial assistance was 8.46 per cent of Revenue Expenditure which is an increase by ₹ 393.53 (59.82 per cent) crore from what was ₹ 657.89 crore in 2019-20 to ₹ 1,051.42 crore in 2020-21.

2.7.6 Capital Expenditure

Capital Expenditure (Capex) includes primarily expenditure on creation of fixed infrastructure assets, such as buildings, roads, bridges, etc. Details of the Capex and its percentage of total expenditure for the period from 2016-21 are given below:

Chart 2.13: Capital Expenditure in the State



During the year 2020-21, Capital Expenditure increased by ₹ 1,283.94 crore (111.14 per cent) from ₹ 1,155.24 crore in 2019-20 to ₹ 2,439.18 crore 2020-21. The

State could expend only 72.68 *per cent* (₹ 2,439.18 crore) of the budget allocation (₹ 3,356.18 crore) during the current year. As compared to the total expenditure, the capital outlay showed a fluctuating trend (10.14-16.39 *per cent*) over the period 2016-21. In terms of magnitude of expenditure, Capital Expenditure during 2020-21 was the highest during the last five years.

2.7.6.1 Major changes in Capital Expenditure

There were cases of significant increase or decrease in various Heads of Account under Capital Expenditure during 2020-21 *vis-à-vis* the previous year as given in **Table 2.26**:

Table 2.26: Capital Expenditure during 2020-21 compared to 2019-20

(₹ in crore)

Major Heads of Accounts	2019-20	2020-21	Increase (+)/ Decrease (-)
4215-Capital Outlay on Water Supply and Sanitation	266.72	608.94	342.22
4225-Capital Outlay of Welfare of Scheduled Castes, Scheduled Tribes, Other Backward Classes and Minorities	73.76	280.01	206.25
5054-Capital Outlay on Roads and Bridges	251.52	404.37	152.85
4702-Capital Outlay on Minor Irrigation	28.20	121.71	93.51
4210-Capital Outlay on Medical and Public Health	41.09	134.11	93.02

The increase in Capital Expenditure during 2020-21 over the previous year was mainly due to increase in Capital Outlay on Water Supply and Sanitation (₹ 342.22 crore), Capital Outlay of Welfare of Scheduled Castes, Capital Outlay on Scheduled Tribes, Other Backward Classes and Minorities (₹ 206.25 crore), Capital Outlay on Roads and Bridges (₹ 152.85 crore), Capital Outlay on Minor Irrigation (₹ 93.51 crore), Capital Outlay on Medical and Capital Outlay on Public Health (₹ 93.02 crore).

2.7.6.2 Quality of Capital Expenditure

This section presents an analysis of investments and other capital expenditure undertaken by the Government during the current year.

A. Capital locked in incomplete projects

As per Finance Accounts of the State for the year 2020-21, there were 67 incomplete projects. Age profile of these incomplete projects based on the year of sanction or year of start of these projects as on 31 March 2021 is given in the table below:

Table 2.27: Age profile of incomplete projects as on 31 March 2021

(₹ in crore)

Year	No of incomplete projects	Estimated cost	Expenditure
2016-17	87	1,996.22	1,434.61
2017-18	24	203.85	106.20
2018-19	50	5,458.96	5,783.93
2019-20	50	211.39	108.68
2020-21	67	944.41	748.18

Source: Finance Accounts.

Table 2.28: Department-wise profile of incomplete projects as on 31 March 2021

(₹ in crore)

Department	No. of incomplete projects	Estimated cost/Initial budget cost	Expenditure
Public Works Department	41	139.40	66.21
Manipur State Power Distribution Company Limited (MSPDCL)	19	773.26	657.27
Education	5	25.30	20.76
Minor Irrigation	2	6.45	3.94

Source: Finance Accounts.

It was further noticed that out of the 67 incomplete projects as on 31 March 2021, the time overrun ranged between 13 days and five years.

Project cost in respect of three incomplete projects was revised from ₹ 26.11 crore to ₹ 31.31 crore an increase of ₹ 5.20 crore from the original estimated cost.

As on 31 March 2021, there were 67 incomplete projects involving a total budgeted cost of ₹ 944.41 crore on which an expenditure of ₹ 748.18 crore had already been incurred. The 67 incomplete projects pertain to four Departments *viz.* Public Work Department, MSPDCL, Education and Minor Irrigation. Delay in completion of work invites the risk of escalation in cost of the works besides depriving the benefits of the project to the State.

Blocking of funds on incomplete projects/ works beyond their scheduled date of completion, adversely impinged on the quality of expenditure and deprived the State of the intended benefits for prolonged periods. Further, the funds borrowed for implementation of these projects during the respective years proved ineffectual with the State having to bear additional burden in terms of servicing of debt and interest liabilities.

B. Investment and Return in Companies/Corporations, etc.

Capital expenditure in the companies, corporations, and other bodies, which are loss making or whose net worth are completely eroded is not sustainable and chances for return on investment is minimal. As on 31 March 2021, the State Government had invested ₹ 227.84 crore⁹ in two statutory corporations, 17 State PSUs and 3136 Co-operative institutions and local bodies.

During 2020-21, an amount of ₹ 4.73 crore was invested in two companies/institutions *viz.* Manipur Pulp and Allied Products Limited (₹ 2.93 crore) and Mission for Economic Empowerment of Traditional Artisans/Craftsmen (MEETAC) (₹ 1.80 crore). However, the return on these investments could not be calculated due to the non-finalisation of their financial statements up to the year 2020-21 as shown in the following table:

⁹ Investment/ Share as featured in Statement 8 of Finance Accounts has been adopted.

Table 2.29: Return on Investment

Investment/return/ cost of borrowings	2016-17	2017-18	2018-19	2019-20	2020-21
Investment at the end of the year (₹ in crore)	197.08	198.33	206.32	214.12	227.84 ¹⁰
Return (in ₹)	4,000.00	4,000.00	4,000.00	Nil	Nil
Return (<i>per cent</i>)	0.00	0.00	0.00	0.00	0.00
Average rate of interest on Government Borrowings (<i>per cent</i>)	6.42	6.13	5.76	6.78	6.76
Difference between interest rate and return (<i>per cent</i>)	6.42	6.13	5.76	6.78	6.76
Difference between interest on Government borrowings and return on investment (₹ in crore)	543.75	562.96	582.79	741.23	831.60

Source: Finance Accounts.

During the five-year period of 2016-21, the State Government's investments had increased by ₹ 31.84¹¹ crore. Against the very insignificant amount of return of ₹ 4,000 per year during the period 2016-19 and ₹ nil during the period 2019-21, the State Government paid an average interest rate ranging from 5.76 to 6.78 *per cent* on its borrowings.

The State Government may seriously review the functioning of these corporations, companies and societies to ensure finalisation of the financial statement, returns on the investments and to consider closing of non-functional units.

C. Position of State's Investment

The details of the investments made during 2020-21 and losses incurred during 2019-20 as per the latest finalised accounts of the PSUs are detailed in the following table:

Table 2.30: Investments made in loss making companies

(₹ in crore)						
Sl. No.	Company/ Corporation	Year up to which Accounts finalised	Net worth as on 31 March 2021*	Loss during the previous year (2019-20)**	Investment made during the year (2020-21)***	Cumulative investment as on 31 March 2021 ***
Working Companies						
1.	Manipur Industrial Development Corporation Ltd.	2009-10	(-) 19.64	1.45	NA	8.02
2.	Manipur Electronics Development Corporation Ltd.	2017-18	(-)4.96	0.23	NA	3.93
3.	Manipur Food Industries Corporation Ltd.	2010-11	(-)0.10	0.17	NA	2.98
4.	Manipur Handloom & Handicrafts Development Corporation Ltd.	2009-10	(-)3.97	0.31	NA	20.37

¹⁰ Another ₹ 9.00 crore was paid to Manipur Spinning Mills Corporation Ltd. Since this company has been wound up by the State Government, this amount has not been treated as Investment.

¹¹ Investment at the beginning of the year 2016-17 was ₹ 196.00 crore.

Sl. No.	Company/ Corporation	Year up to which Accounts finalised	Net worth as on 31 March 2021*	Loss during the previous year (2019-20)**	Investment made during the year (2020-21)***	Cumulative investment as on 31 March 2021 ***
Working Companies						
5.	Manipur State Power Company Ltd.	2015-16	(-)31.58	20.08	NA	13.40
6.	Manipur State Power Distribution Company Ltd.	2020-21	(-)135.53	19.50	NA	0.00
7.	Manipur Tribal Development Corporation Ltd.	1987-88	(-)0.21	0.12	NA	1.62
8.	Manipur Police Housing Corporation Ltd.	1997-98	0.61	0.00	NA	0.02
9.	Manipur IT SEZ Project Development Company Ltd.#	--	0.00	0.00	NA	0.00
10.	Tourism Corporation of Manipur Ltd.#	--	0.00	0.00	NA	0.00
11.	Cyber Corporation Manipur Ltd.#	--	0.00	0.00	NA	0.00
	Sub-Total		(-)195.38	41.86	0.00	50.34
Non-working Companies						
12.	Manipur Plantation Crops Corporation Ltd.	1983-84	0.51	0.00	NA	6.92
13.	Manipur Agro Industries Corporation Ltd.	1988-89	(-)0.45	0.04	NA	4.21
14.	Manipur Pulp & Allied Products Ltd	2002-03	(-)6.07	0.83	2.93	3.84
	Sub-Total		(-)6.01	0.87	2.93	14.97
	Grand Total		(-)201.39	42.73	2.93\$	65.31

Source: Finance Accounts & Latest Finalised accounts of SPSEs.

*Net worth is computed based on the latest finalised accounts of SPSEs.

**Loss during previous year represents loss incurred by the Companies as per their latest finalised accounts as on 30 September 2020.

*** Investment and Cumulative Investment as on 31.03.2021 represents investment made by the State Government in SPSEs as per the State Finance Accounts.

SPSEs at Sl. Nos. 9, 10 and 11 had not finalised their first Annual Accounts since their inception.

\$ Another ₹ 9.00 crore was paid to Manipur Spinning Mills Corporation Ltd. Since this company had been wound up by the State government, this amount has not been treated as Investment.

However, the accumulated investment for both working and non-working companies as on 31 March 2021 stood at ₹ 65.31 crore. During 2020-21, the State Government invested ₹ 2.93 crore in one non-working company viz. Manipur Pulp & Allied Products Ltd. whose net worth has been completely eroded.

D. Loans and Advances by the State Government

In addition to investments in Co-operative Societies, Corporations and Companies, Government has also been providing Loans and Advances to many Institutions/ Organisations. The outstanding Loans and Advances as on 31 March 2021 and interest receipts vis-à-vis interest payments during 2016-21 is given in the following table:

Table 2.31: Quantum of loans disbursed and recovered during 2016-21.

(₹ in crore)

Quantum of loans disbursed and recovered	2016-17	2017-18	2018-19	2019-20	2020-21
Opening Balance of loans outstanding	205.09	204.19	199.57	199.11	198.31
Amount advanced during the year	0.25	3.40	0.13	0.00	10.20
Amount recovered during the year	1.15	8.02	0.59	0.80	3.30
Closing Balance of the loans outstanding	204.19	199.57	199.11	198.31	205.21
Net addition	(-)0.90	(-)4.62	(-)0.46	(-)0.80	6.90
Interest received	0.37	0.17	0.11	0.06	0.17
Interest rate on Loans and Advances given by the Government.	0.18	0.09	0.06	0.03	0.08
Rate of Interest paid on the outstanding borrowings of the Government	6.17	5.89	5.52	5.82	6.31
Difference between the rate of interest paid and interest received (per cent)	5.99	5.80	5.46	5.79	6.23

Source: Finance Accounts.

The opening balance of outstanding Loans and Advances as on 01 April 2020 was ₹ 198.31 crore and with the repayment of ₹ 3.30 crore and disbursement of ₹ 10.20 crore during 2020-21, the closing balance stood at ₹ 205.21 crore. The rate of interest on Loans and Advances given by the Government increased from 0.03 per cent in 2019-20 to 0.08 per cent in 2020-21. Recovery of the outstanding loans and advances increased from ₹ 0.80 crore in 2019-20 to ₹ 3.30 crore in 2020-21.

2.7.7 Expenditure Priorities

Enhancing human development levels requires the States to step up their expenditure on key social services like education, health etc. Low fiscal priority (ratio of expenditure under a category to aggregate expenditure) is attached to a particular sector, if the allocation is below the respective national average. The higher the ratio of these components to total expenditure, the quality of expenditure is considered to be better. The priority given by the Manipur Government to various expenditure heads in 2016-17 and 2020-21 with regard to Social Sector Expenditure (Health and Education) and Capital Expenditure is given below:

Table 2.32: Expenditure priority of the State with regard to Health, Education and Capital Expenditure

(in per cent)

Particulars	AE/ GSDP	CE/AE	Education/AE	Health/ AE	DE/AE
NE and Himalayan States Average (2016-17)	26.50	15.97	16.67	5.67	66.20
Manipur State (2016-17)	45.45	15.43	11.46	4.75	59.90
NE and Himalayan States Average (2020-21)	26.92	15.67	15.22	6.15	57.33
Manipur (2020-21)	45.29	16.39	10.29	6.30	61.35

Source: Finance Accounts and Economic Advisor wing.

AE -Aggregate Expenditure; CE- Capital Expenditure; DE -Development Expenditure.

A comparison of the data related to Manipur with that of the NE and Himalayan States (NEHS) revealed that the State did not fare well in Education Sector during 2020-21.

During 2020-21, ratio of Capital Expenditure to Aggregate Expenditure of the State stood at 16.39 *per cent* which was more than the average of the NEHS (15.67 *per cent*) as well as that of the neighbouring States of Nagaland (13.18 *per cent*), Mizoram (11.71 *per cent*) and Assam (16.22 *per cent*).

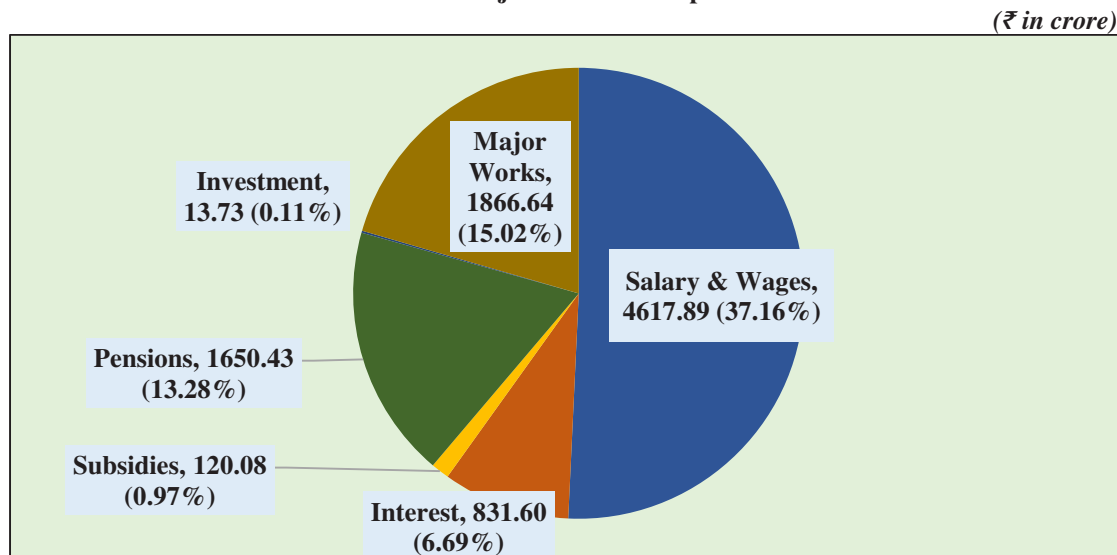
This indicates that there was considerable improvement in the quality of Capital Expenditure during 2020-21.

2.7.8 Object Head wise Expenditure

Finance Accounts depict transactions only up to the Minor Head level. Object head wise expenditure gives information about the object/ purpose of the expenditure.

Some of the important object head wise expenditure as depicted in the Finance Accounts for the year 2020-21 is given in the following chart:

Chart 2.14: Object head wise expenditure



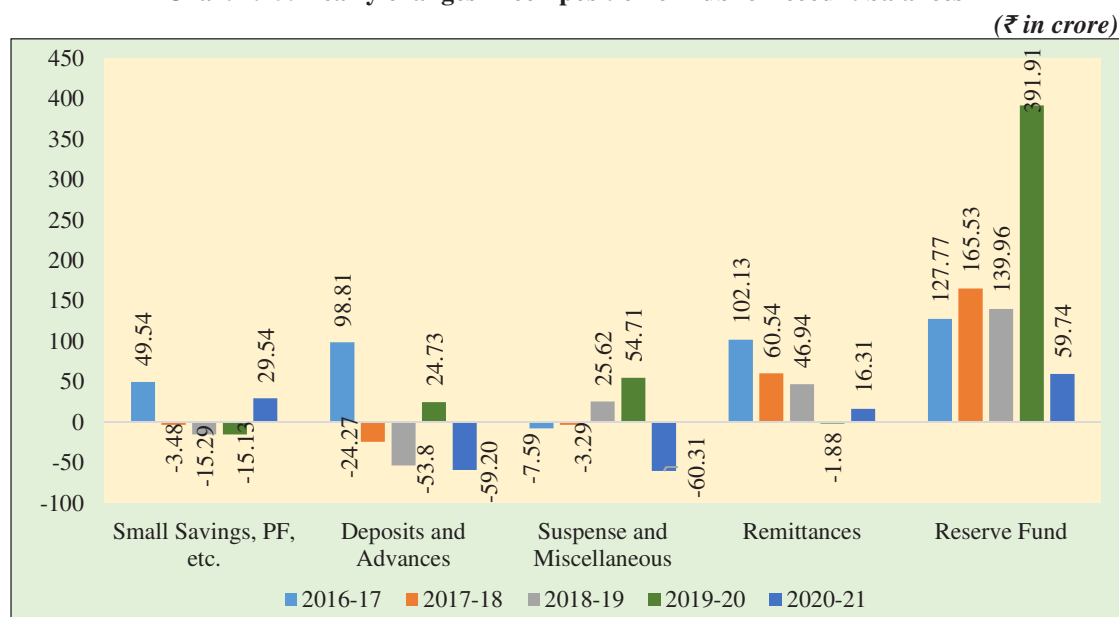
2.8 Public Account

Receipts and Disbursements in respect of certain transactions such as Small Savings, Provident Funds, Reserve Funds, Deposits, Suspense, Remittances, *etc.* which do not form part of the Consolidated Fund, are kept in the Public Account set up under Article 266 (2) of the Constitution and are not subject to vote by the State Legislature. The balance after disbursements during the year is the fund available with the Government for various purposes.

2.8.1 Net Public Account Balances

The component-wise net balances in Public Account of the State as on 31 March 2021 is given in **Appendix 2.2** and the yearly changes in composition of balances in Public Account over the five-year period 2016-21 are given in the following chart:

Chart 2.15: Yearly changes in composition of Public Account balances



Source: Finance Accounts of respective years.

2.8.2 Reserve Funds

Reserve Funds are created for specific and defined purposes under the Public Account of the State Government. These funds are met from contributions or grants from the Consolidated Fund of the State.

The State has four active Reserve Funds namely State Disaster Response Fund, Consolidated Sinking Fund, State Compensatory Afforestation Fund and Guarantee Redemption Fund and one inoperative Reserve Fund *i.e.* Depreciation/Renewal Reserve Fund. The total accumulated balance at the end of 31 March 2021 in the four active Reserve Funds was ₹ 1,270.27 crore out of which ₹ 365.32 crore was under Reserve Funds bearing interest and ₹ 904.95 crore under Reserve Funds not bearing interest. Details of significant Reserve Funds of the Government of Manipur are given below:

2.8.2.1 Consolidated Sinking Fund

The State created a Consolidated Sinking Fund in 2008-09 for amortisation of market borrowings, other loans and debt obligation liabilities, as recommended by the XII Finance Commission. As per the Fund guidelines, the State was required to contribute a minimum of 0.50 *per cent* of its outstanding liabilities (*i.e.* Internal Debt plus Public Account) at the end of the previous year with the condition that the Government shall not fund its contribution to the Fund out of the borrowings from the Reserve Bank.

Accordingly, the contribution due from the State in 2020-21 was ₹ 57.04 crore which is 0.50 *per cent* of the outstanding liabilities of ₹ 11,407.46 crore as on 31 March 2020. However, against this, the State Government did not make any contribution to the fund during 2020-21.

Further, during 2020-21, an interest of ₹ 31.13 crore earned from the investment of balance of the Reserve Fund was added to the Fund. Accordingly, the corpus of the

Fund (including accumulated interest) amounting to ₹ 712.00 crore as on 31 March 2020, was invested by the Reserve Bank of India (RBI) in GoI Securities.

2.8.2.2 State Disaster Response Fund

Government of India (GoI) replaced the erstwhile Calamity Relief Fund with the State Disaster Response Fund (SDRF) with effect from 01 April 2010. The State Governments are required to pay interest to the SDRF at the rate applicable to overdrafts under overdraft Regulation Guidelines of the RBI. The interest is to be credited on a half yearly basis.

In accordance with the Government of India's OM (28 September 2010), the State has commenced operation of the SDRF in 2010-11¹². The flow of the Fund, during the last five-year period is given below.

Table 2.33: Flow of State Disaster Response Fund during the year 2020-21

(₹ in crore)

Year	Opening balance (01 April)	Contribution by Centre	State's Share	Additional assistance from NDRF	Accrued interest (on investment of Fund)	Total availability during the year	Amount spent (MH 2245-05)	Closing balance	Investment during the year
1	2	3	4	5	6	7=(2+3+4)	8	9=7-8	10
2016-17	44.56	0.00	10.00	12.90	0.00	54.56	13.32	41.24	0.00
2017-18	41.24	0.00	0.00	40.46	0.00	41.24	10.70	30.54	0.00
2018-19	30.54	0.00	0.00	55.41	0.00	30.54	3.80	26.74	0.00
2019-20	26.74	47.70	2.00	35.59	0.00	76.44	10.67	65.77	0.00
2020-21	65.77	41.70	0.00	0.00	0.00	107.47	5.30	102.17	0.00

Source: Finance Accounts

During the year 2020-21, the State transferred ₹ 41.70 crore (Central share ₹ 20.70 crore for 2019-20 and one instalment of Central share of ₹ 21.00 crore for 2020-21, State share ₹ Nil) to the Fund and incurred an expenditure of ₹ 5.30 crore on account of Natural Calamities¹³. As against the mandated contribution of ₹ 4.67 crore, the State Government did not make any contribution during the current year which was violative of the SDRF guidelines. The Central share of ₹ 21.00 crore for the year 2020-21 was to be transferred to Public Account under Major Head 8121-122 by debiting the expenditure head of account 2245-05-101 (Transfer to Reserve Funds and Deposit Accounts - State Disaster Response Fund). However, it was wrongly booked under 2245-80-800 (Other Expenditure) as per the sanction order of the State Government.

Further, opening balance of the Fund as on 01 April 2020 was ₹ 65.77 crore; of which, no amount was invested, leaving ₹ 65.77 crore un-invested. The State Government was liable to provide interest of ₹ 3.95 crore on the un-invested funds in terms with the SDRF guidelines, which was not done. The unpaid interest and non-contribution of the State Government led to overstatement of Revenue Surplus to that extent during 2020-21.

¹² Under Major Head '8121- General and Other Reserve Funds, 122-State Disaster Response Fund'.

¹³ Major Head-2245 (Relief on account of Natural Calamities)-02 (Floods, Cyclones, etc.).

As per the Guidelines of National Disaster Response Fund (NDRF), NDRF is to be classified in the Public Account in the sub-section (b) 'Reserve Funds not bearing Interest' under the Major Head 8235-General and other Reserve Funds'-119-National Disaster Response Fund'. The State Government received an amount of ₹ 26.53 crore towards NDRF during the year 2020-21. However, the State Government neither transferred the fund to the Public Account nor no expenditure was booked by the State Government.

2.8.2.3 Guarantee Redemption Fund

State Government constituted '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 Public Sector Undertakings or other Bodies and invoked by the beneficiaries. The accumulations in the Fund are to be utilised only towards payment of the guarantees issued by the Government and not paid by the institutions on whose behalf guarantee was issued.

Consequent to the enactment of Manipur Ceiling on Government Guarantees Act, 2004, the State created a Guarantee Redemption Fund in 2008-09 with an initial corpus of ₹ one crore. As per para 5 (b) of State Government's notification (February 2008) on Guarantees Redemption Fund Scheme, during each year, the State was required to contribute one-fifth of the outstanding invoked guarantees at the end of the previous year plus an amount of guarantees likely to be invoked as determined through the risk-weighted analysis of guarantees

As on 31 March 2021, the State Government had neither invoked guarantees nor worked out the details of guarantees likely to be invoked during the year.

Further, an interest of ₹ 8.47 crore earned from the investment of balance of the Reserve Fund during 2020-21, was reinvested to the Fund. Accordingly, the corpus of the Fund (including accumulated interest) amounting to ₹ 192.95 crore as on 31 March 2021, was invested by the RBI in Government of India Securities.

2.8.2.4 Central Road Fund

GoI provides grants from the Central Road Fund (CRF) to States for specific road projects. Under the accounting procedure prescribed for CRF, the grants received are booked under Revenue Receipt Major Head '1601-GIA from Central Government' and simultaneously transferred to the Public Account Head 8449-Other Deposits, 103-Subvention from Central Road Fund through the Revenue Expenditure Major Head '3054-Roads and Bridges'. Further, expenditure on prescribed road works is to be first accounted for under the relevant Revenue or Capital Section (Major Head 3054 or 5054), and then reimbursed out of the Fund and accounted for as a deduct expenditure of the concerned expenditure Major Head.

The State Government had received ₹ 128.84 crore (₹ 13.22 crore in 2020-21) from GoI towards CRF during the period 2003-04 to 2020-21 and incurred an expenditure of ₹ 139.86 crore up to 2020-21 (₹ 13.47 crore in 2020-21). The State Government,

however, did not follow the prescribed accounting procedure. While the receipts were accounted for correctly as Revenue Receipts under GIA, the amount was not transferred to the Fund (MH 8449–103).

2.8.2.5 State Compensatory Afforestation Fund

In compliance to the instructions issued (28 April 2009) by the Ministry of Environment and Forests, Government of India and guidelines of State Compensatory Afforestation Fund Management and Planning Authority (State CAMPA), the State Governments are required to establish the State CAMPA in the State, which will administer the funds received and utilise the monies collected for undertaking compensatory afforestation, assisted natural regeneration, conservation and protection of forests, infrastructure development, wildlife conservation and protection and other related activities and for matters connected therewith or incidental thereto. The Authority will set up the State Compensatory Afforestation Fund for this purpose under Public Account of the State.

Under this, the monies received by the State Governments from the User Agencies need to be credited in ‘State Compensatory Afforestation Deposits’ under interest bearing section in Public Account under MH 8336-Civil Deposits. As per Section 3 (4) of the Compensatory Afforestation Fund Act, 2016, 90 *per cent* of the Fund was to be transferred to the MH 8121-General and Other Reserve Funds in Public Account and the remaining 10 *per cent* was to be credited into the National Fund on yearly basis.

The applicable rate of interest on balances available under ‘State Compensatory Afforestation Deposits’ under MH 8336-Civil Deposits and ‘State Compensatory Afforestation Fund’ under MH 8121-General and other Reserve Funds was to be declared by the Central Government on year to year basis. As it is an interest-bearing reserve fund, the State Government was liable to provide for interest if the balances available in the fund was not invested.

During the year 2020-21, the State Government received ₹ 12.15 crore from the user agencies and credited under Major Head 8336-Civil Deposits. The Government transferred ₹ 10.93 crore (90 *per cent*) out of ₹ 12.15 crore to Major head 8121-General and Other Reserve Funds and ₹ 1.22 crore (10 *per cent*) was remitted to the National fund during the year 2020-21. The Government did not receive any amount from National Compensatory Afforestation Deposit. The fund balance under Major Head 8121-129 as on 01 April 2020 was ₹ 279.40 crore. The State Government was liable to pay ₹ 9.50¹⁴ crore as interest to the fund as the balance amount was not invested by the State Government. However, the State Government did not provide the interest during the year. The total balance in the State Compensatory Afforestation Fund as on 31 March 2021 was ₹ 261.93 crore.

2.9 Debt Management

Debt management is the process of establishing and executing a strategy for managing the Government’s debt in order to raise the required amount of funding, achieve its risk

¹⁴ Calculated at the rate of 3.40 *per cent*.

and cost objectives, and to meet any other sovereign debt management goals that the Government may have set through enactment or any other annual budget announcements.

2.9.1 Debt profile: Components

Total debt of the State Government constitutes of Internal debt of the State (market loans, Ways and Means Advances from RBI, special securities issued to National Small Savings Fund and loans from financial institutions, *etc.*), and loans and advances from the Central Government and Public Account Liabilities. Some of the important terms are explained in **Appendix 2.3**.

The details relating to total debt received, repayment of debt, ratio of debt to GSDP and the actual quantum of debt available to the State during the five-year period 2016-21 is given in **Table 2.32**:

Table 2.34: Debt Indicators and trends

(₹ in crore)

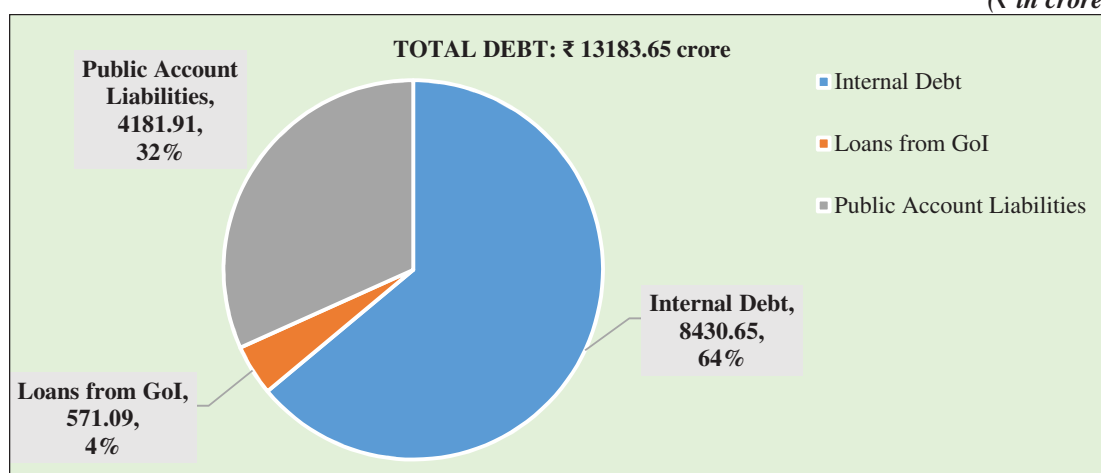
Financial Year		2016-17	2017-18	2018-19	2019-20	2020-21
Outstanding Overall Debt		8,807.83	9,565.93	10,463.92	11,407.46	13,183.65
Public Debt	Internal Debt	4,898.92	5,554.42	6,425.84	7,004.00	8,430.65
	Loans from GoI	366.96	331.83	287.77	251.64	571.09
Liabilities on Public Account		3,541.95	3,679.68	3,750.31	4,151.82	4,181.91
Rate of growth of outstanding Overall debt (per cent)		8.40	8.61	9.39	9.02	15.57
Gross State Domestic Product (GSDP)		21,293.89	25,789.23	27,869.85 (Q)	31,790.30 (A)	32,852.46 (P)
Debt/GSDP (per cent)		41.36	37.09	37.55	35.88	40.13
Total Debt Receipts		1,551.29	1,295.91	3,926.54	6,313.67	9,334.05
Total Debt Repayments		1,144.97	675.53	3,099.18	5,771.64	7,587.95
Total Debt Available		406.32	620.38	827.36	542.03	1,746.10
Debt Repayments/Debt Receipts (per cent)		73.81	52.13	78.93	91.41	81.29

Q-Quick Estimate; A-Advance Estimate; P-Projected Estimate.

As can be seen from the above table, over the last five years from 2016-21, Internal Debt and liabilities under Public Account, which constituted majority share of the outstanding debt showed an increasing trend from ₹ 4,898.92 crore and ₹ 3,541.95 crore in 2016-17 to ₹ 8,430.65 crore and ₹ 4,181.91 crore in 2020-21 respectively. Loans and Advances from GoI also increased from ₹ 366.96 crore to ₹ 571.09 crore during the period. The total outstanding debt of the State Government at the end of 2020-21 was ₹ 13,183.65 crore. During 2020-21, Internal Debt and Public Account liabilities constituted 63.95 per cent and 31.72 per cent of the total outstanding debt respectively, as shown in **Chart 2.16**:

Chart 2.16: Break up of Outstanding Debt at the end of 31 March 2021

(₹ in crore)



2.9.2 Fiscal Deficit Financing

The financing pattern of the Fiscal Deficit has undergone a compositional shift during 2016-2021. Details of receipt and disbursement of the components used for financing the Fiscal Deficit for the year 2020-21 are given in the following table:

Table 2.35: Components of fiscal deficit and its financing pattern

(₹ in crore)

Particulars		2016-17	2017-18	2018-19	2019-20	2020-21
Composition of Fiscal Deficit		(-)548.31	(-)339.86	(-)917.19	(-)708.91	(-)1,891.90
1	Revenue Deficit/Surplus	944.36	1,083.83	812.99	445.53	554.18
2	Net Capital Expenditure	(-)1,493.57	(-)1,428.31	(-)1,730.64	(-)1,155.24	(-)2,439.18
3	Net Loans and Advances	0.90	4.62	0.46	0.80	(-)6.90
Financing Pattern of Fiscal Deficit/Surplus						
1	Market Borrowings	478.17	277.77	666.69	1,255.43	1,154.03
2	Loans from GoI	(-)28.08	(-)35.13	(-)44.06	(-)36.13	319.44
3	Special Securities issued to NSSF	(-)53.11	(-)53.11	(-)53.51	(-)54.15	(-)54.15
4	Loans from Financial Institutions & Other loans	91.67	47.33	125.99	(-)4.95	112.53
5	Ways and Means Advances (Net)	(-)82.33	383.52	132.22	(-)618.16	214.24
6	Small Savings, PF, etc.	49.54	(-)3.48	(-)15.29	(-)15.13	29.54
7	Deposits and Advances	98.82	(-)24.32	(-)54.28	24.73	(-)59.20
8	Suspense and Miscellaneous	(-)21.61	(-)21.65	(-)20.15	0.16	11.08
9	Remittances	(-)102.13	(-)60.54	(-)46.94	1.88	(-)16.31
10	Reserve Fund	127.76	165.53	139.96	391.91	59.74
11	Overall Deficit	558.70	675.92	830.63	945.59	1,770.94
12	Increase(-)/Decrease(+) in cash balance	(-)10.39	(-)336.06	86.56	(-)236.68	120.96
13	Gross Fiscal Deficit	548.31	339.86	917.19	708.91	1,891.90

Table 2.36: Receipts and Disbursements under components financing the fiscal deficit
(₹ in crore)

Sl. No.	Particulars	Receipts	Disbursements	Net
1	Market Borrowings	1,304.03	150.00	1,154.03
2	Loans from GoI	367.36	47.92	319.44
3	Special Securities issued to NSSF	0.00	54.15	(-)54.15
4	Loans from Financial Institutions	179.99	67.46	112.53
5	Ways and Means Advances (Net)	7,482.66	7,268.42	214.24
6	Small Savings, PF, etc.	357.80	328.26	29.54
7	Deposits and Advances	550.01	609.21	(-)59.20
8	Suspense and Miscellaneous	184.01	172.93	11.08
9	Remittances	1,667.53	1,683.84	(-)16.31
10	Reserve Fund	93.44	33.70	59.74
11	Overall Deficit	12,186.83	10,415.89	1,770.94
12	Increase(-)/Decrease(+) in cash balance	120.96	0.00	120.96
13	Gross Fiscal Deficit	12,307.79	10,415.89	1,891.90

The Fiscal deficit of ₹ 1,891.90 crore in 2020-21 was mainly due to excess of expenditure in Capital account partially reduced by the Revenue surplus. The deficit was primarily financed by Market Borrowings (₹ 1,154.03 crore), Reserve Fund (₹ 59.74 crore), Loans and Advances from the Government of India (₹ 319.44 crore), Ways and Means Advances (₹ 214.24 crore), Loans from Financial Institutions (₹ 112.53 crore) and partially offset by the outflow of Deposits and Advances (₹ 59.20 crore), Special Securities issued to NSSF (₹ 54.15 crore), and Remittances (₹ 16.31 crore).

The increase in net capital outlay during the year indicated that borrowed funds were being utilised more for productive uses than in the previous year. The solution to the prudential management of Government debt lies in the productive application of borrowed funds to provide returns directly or result in increased productivity of the economy. This would also result in increased government revenues in future, thereby, making debt payments easier.

2.9.3 Debt profile: Maturity and Repayment

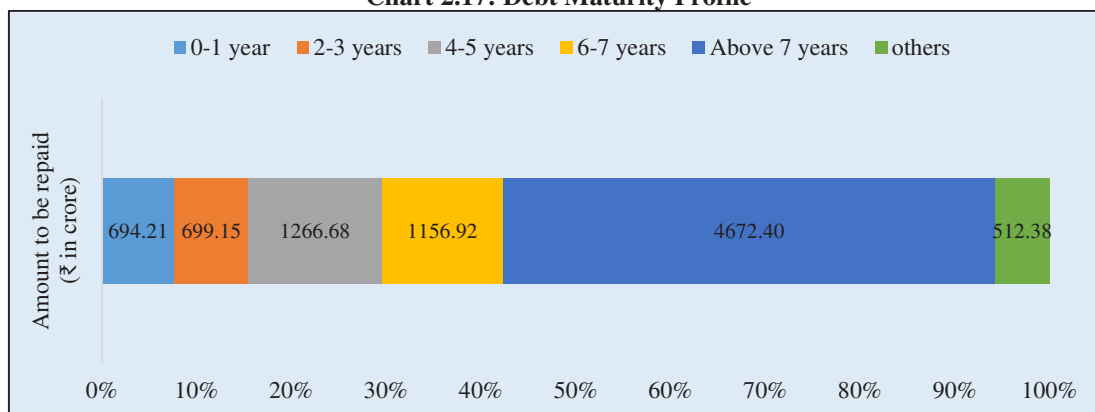
Debt maturity and repayment profile indicates commitment on the part of the Government for debt repayment or debt servicing. The details of the outstanding debt of the State and the maturity profile of debt of the State are shown in the following table and chart:

Table 2.37: Debt Maturity profile of repayment of State debt

Debt Maturity	Maturity Profile	Amount (₹ in crore)			Per cent w.r.t. Public Debt
		Internal Debt	Loans and Advances	Total	
By 2021-22	0-1 year	694.17*	0.04	694.21	7.71
Between 2022-23 & 2023-24	2-3 years	697.48	1.67	699.15	7.77
Between 2024-25 & 2025-26	4-5 years	1,098.79	167.89	1,266.68	14.07
Between 2026-27 & 2027-28	6-7 years	1,155.00	1.92	1,156.92	12.85
2028-29 onwards	Above 7 years	4,272.90	399.50	4,672.40	51.91
Amount for which year of Maturity is not known		512.31	0.07	512.38	5.69
Total		8,430.65	571.09	9,001.74	-

* It includes ₹ 214.24 crore outstanding balance as on 31 March 2021 under WMAs from the RBI.

Chart 2.17: Debt Maturity Profile



The maturity profile of outstanding stock of public debt as on 31 March 2021 indicates that out of the outstanding Public Debt of ₹ 9,001.74 crore, ₹ 3,816.96 crore (42.40 *per cent*) needs to be repaid within seven years. Internal Debt constituted 93.66 *per cent* (₹ 8,430.65 crore) of the total outstanding public debt. The year-wise details of maturity profile of debt at the end of 2020-21 is given in **Appendix 2.4**. Out of ₹ 9,001.74 crore, ₹ 7,133.43 crore was the principal amount of market loan taken by the State. The State paid an interest of ₹ 606.25 crore for the year 2020-21.

2.10 Debt Sustainability Analysis

This section assesses the sustainability of debt of the State Government in terms of debt/GSDP ratio, Fiscal Deficit, burden of interest payments (measured by ratio of interest payments to Revenue Receipts) and maturity profile of the State Government debt. The State's debt sustainability according to these indicators for the five-year period beginning from 2016-17 is shown below:

Table 2.38: Trends in debt Sustainability indicators

(₹ in crore)

Debt Sustainability Indicators	2016-17	2017-18	2018-19	2019-20	2020-21
Outstanding Public Debt*	5,265.88	5,886.25	6,713.61	7,255.64	9,001.74
Rate of Growth of Outstanding Public Debt	8.36	11.78	14.06	8.07	24.07
GSDP	21,293.89	25,789.23	27,869.85(Q)	31,790.30(A)	32,852.46(P)
Rate of Growth of GSDP	9.03	21.11	8.07	14.07	3.34
Public Debt/GSDP	24.73	22.82	24.09	22.82	27.40
Public Debt repayment—including default history, if any	257.38	395.65	454.87	666.60	319.54
Average interest Rate of Outstanding Public Debt (<i>per cent</i>)	5.37	5.05	4.58	4.75	5.12
Percentage of Interest payment to Revenue Receipt	5.96	5.44	5.47	6.21	6.41
Percentage of Public Debt Repayment to Public Debt Receipt	73.81	52.13	78.93	91.41	81.29
Net Public Debt available to the State [#]	(-)137.43	57.42	250.13	(-)121.51	914.50
Net Public Debt available as <i>per cent</i> to Debt Receipts	(-)8.86	4.43	6.37	(-)1.92	9.80

Debt Sustainability Indicators	2016-17	2017-18	2018-19	2019-20	2020-21
Debt Stabilisation (Quantum spread + Primary Deficit)	624.35	561.32	682.62	866.95	(-)1450.69

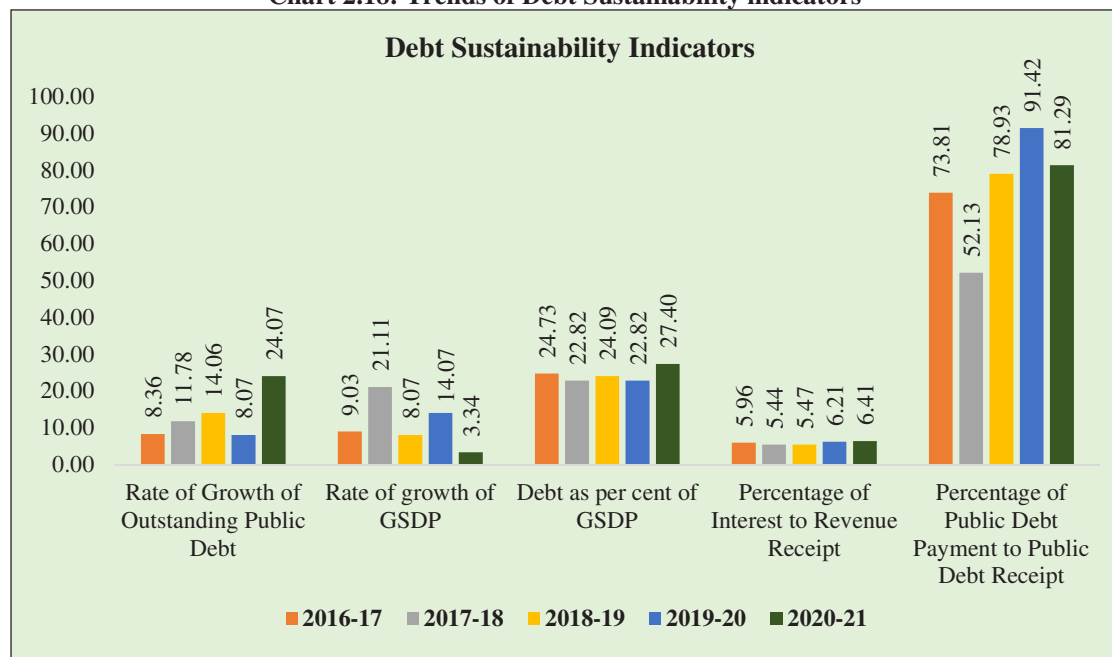
Source: Finance Accounts

Q: Quick Estimate; A: Advance Estimate; P: Projected Estimate.

*Outstanding Public Debt is the sum of outstanding balances under the heads 6003-Internal Debt and 6004- Loans and Advances from the Central Government.

#Net debt available to the State Government is calculated as excess of Public debt receipts over Public debt repayment and interest payment on Public Debt.

Chart 2.18: Trends of Debt Sustainability indicators



2.10.1 Utilisation of borrowed funds

Borrowed funds should ideally be used to fund capital creation and developmental activities. Using borrowed funds for meeting current consumption and repayment of interest on outstanding loans is not sustainable.

The trends of the total borrowing, repayment of earlier borrowings and utilisation during the five years from 2016-17 to 2020-21 are given in **Table 2.37**. **Chart 2.19** represents trends utilisation of borrowed funds for the last five years (2016- 21).

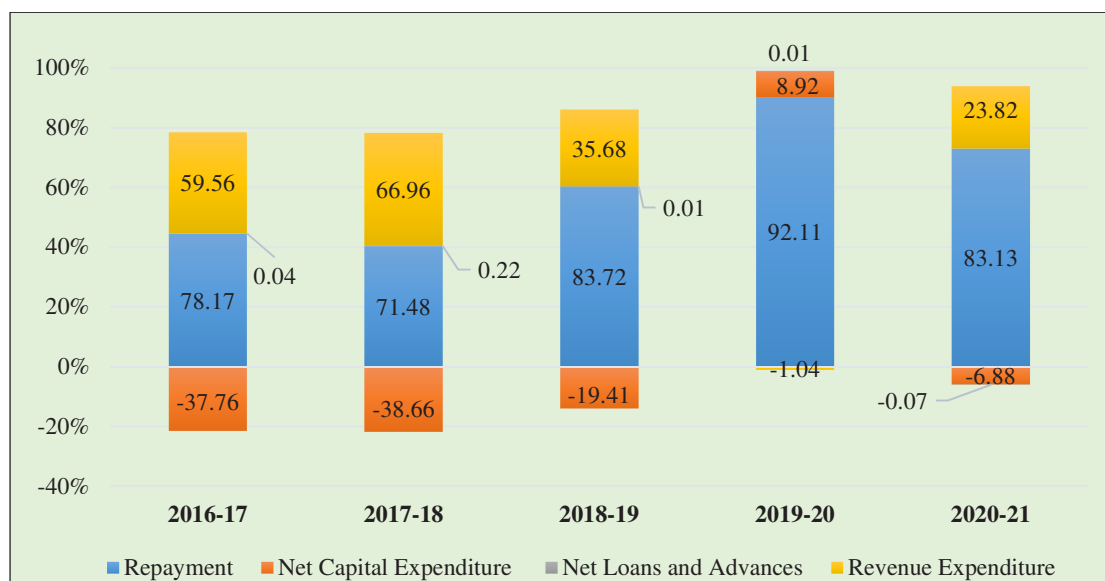
Table 2.39: Utilisation of borrowed funds

(₹ in crore)

Year		2016-17	2017-18	2018-19	2019-20	2020-21
Total Borrowings	2	2,540.66	2,077.73	4,654.93	6,994.30	10,175.27
Repayment of earlier borrowings (Principal) (per cent)	3	1,985.98 (78.17)	1,485.14 (71.48)	3,896.90 (83.72)	6,442.66 (92.11)	8,458.83 (83.13)
Net capital expenditure (per cent)	4	(-)959.46 (-37.76)	(-)803.31 (-38.66)	(-)903.38 (-19.41)	623.91 (8.92)	(-)699.98 (-6.88)
Net Loans and Advances	5	0.90	4.62	0.46	0.80	(-)6.90
Portion of Revenue Expenditure met out of net available borrowings	6=2-3-4-5	1,513.24	1,391.28	1,660.95	(-)73.07	2,423.32

Source: Finance Accounts.

Chart 2.19: Trends in Utilisation of borrowed fund



It can be seen from the above table that during 2020-21, ₹ 8,458.83 crore (83.13 per cent) was utilised in repayment of earlier borrowings.

2.10.2 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 had been extended. As per the Manipur FRBM Act 2005 and the Manipur Ceiling on State Government Guarantee Act, 2004, the total outstanding guarantees as of 01 April of any year shall not exceed thrice the State's Own Tax Revenue Receipts of the second preceding year.

The details of outstanding guarantees given by the State Government during the five-year period 2016-21 are shown in the following table:

Table 2.40: Guarantees given by the State Government

Guarantees	₹ in crore				
	2016-17	2017-18	2018-19	2019-20	2020-21
Ceiling applicable to the outstanding amount of guarantees	1,550.49	1,651.32	1,760.01	2,372.82	3,138.15
Outstanding amount of guarantees at the beginning of the year	269.96	490.19	451.04	410.08	411.63

The total outstanding guarantees as on 01 April 2020 was ₹ 411.63 crore, which is significantly less than the limit of ₹ 3,138.15 crore¹⁵ i.e., thrice the State's Own Tax Revenue for the year 2018-19. During 2020-21, the State Government issued fresh guarantees of ₹ 236.54 crore to Urban Development Authority and Rural Housing Society (₹ 125.06 crore) and MSPDCL (₹ 111.48 crore). There was an outstanding guarantee of ₹ 598.32 crore as on 31 March 2021. The State Government was yet to collect ₹ 2.37 crore as guarantee commission for the additional guarantee given in 2020-21.

¹⁵ Not to exceed thrice the State's Own Tax Revenue Receipts of the second preceding year as on 01 April of that year i.e. ₹ 3,138.15 crore (₹ 1,046.05 crore (in 2018-19) x 3).

2.10.3 Management of Cash Balances

As per an agreement with the Reserve Bank of India, State Governments have to maintain a minimum daily cash balance with the Bank. If the balance falls below the agreed minimum on any day, the deficiency is made good by taking ordinary Ways and Means Advances (WMAs)/Special Ways and Means Advances (SWMA)/Overdrafts (ODs) from time to time. State Government invests its surplus cash balance in short and long-term GoI Securities and Treasury Bills including Consolidated Sinking Fund and Guarantee Redemption Fund.

Table 2.39 gives the details of cash balances and their investment during the year:

Table 2.41: Cash Balances and their investments

(₹ in crore)

Particulars	Opening balance on 01 April 2020	Closing balance on 31 March 2021
A. General Cash Balance		
Cash in treasuries	4.63	4.63
Deposits with Reserve Bank of India	(-)97.77	49.04
Deposits with other Banks	0.00	0.00
Remittances in transit – Local	0.00	0.00
Total	(-)93.14	53.67
Investments held in Cash Balance Investment Accounts	57.97	0.00
Total (A)	(-)35.17	53.67
B. Other Cash Balances and Investments		
Cash with departmental officers viz., Public Works, Forest Officers	41.31	50.05
Permanent advances for contingent expenditure with department officers	0.02	0.02
Investment in earmarked funds	875.54	657.00
Total (B)	916.87	707.07
Total (A + B)	881.70	760.74
Interest realised		2.08

Source: Finance Accounts.

It was noticed that State Government's opening Cash Balance as on 01 April 2020 was in the negative ₹ 93.14 crore. The closing Cash Balance as on 31 March 2021 showed an increase of ₹ 146.81 crore and stood at ₹ 53.67 crore. The State Government had earned ₹ 2.08 crore from the Cash Balance Investments during 2020-21.

The Cash Balance Investments of the State of Manipur for the last five years (2016-17 to 2020-21) are given in the following table:

Table 2.42: Cash Balance Investment Account (Major Head-8673)

(₹ in crore)				
Year	Opening Balance	Closing Balance	Increase (+) / decrease (-)	Interest earned
2016-17	0.00	0.00	0.00	15.41
2017-18	0.00	0.00	0.00	17.80
2018-19	0.00	0.00	0.00	17.26
2019-20	0.00	57.97	57.97	6.19
2020-21	57.97	0.00	(-)57.97	2.08

Source: Finance Accounts.

During the period 2016-21, closing Cash Balance of ₹ 57.97 crore was seen only during 2019-20 under Cash Balance Investment Account. The interest earned during the year decreased by ₹ 4.11 crore from ₹ 6.19 crore in 2019-20 to ₹ 2.08 crore in 2020-21.

Ideally, the State's flow of resources should match its expenditure obligations. However, to take care of any temporary mismatch between the flow of resources and expenditure obligations, a mechanism of WMAs from RBI has been put in place. The operative limit for Ordinary WMAs is based on three years average of Revenue Receipts and the operative limit for Special WMAs/ Special Drawing Facility is fixed by the RBI from time to time, depending on the holding of Government securities. The limit for Ordinary WMAs to the State of Manipur was ₹ 312.00 crore for 2020-21. The position of WMAs and Overdraft during 2016-21 is shown in the following table:

Table 2.43: Ways and Means Advances and Overdrafts

(₹ in crore)					
Particulars	2016-17	2017-18	2018-19	2019-20	2020-21
Ways and Means Advance					
Availed in the year	805.26	663.4	2,776.55	4,486.88	7,482.66
Disbursed in the year	887.59	279.88	2,644.32	5,105.04	7,268.42
Outstanding WMAs	102.42	485.94	618.16	0	214.24
Interest paid	0.75	0.1	2.23	167.16	4.80
Number of days	32	8	21	85	113
Overdraft					
Number of days	Nil	1	34	56	29

(Source: Finance Accounts).

The State Government resorted to WMAs regularly since 2016-17 onwards. During 2020-21, they availed ₹ 7,482.66 crore as WMAs for 113 days which indicated a difficult Cash Balance position of the State Government. After repayment of ₹ 7,268.42 crore, the balance WMA at the end of the year was ₹ 214.24 crore.

2.11 Conclusion

- During 2020-21, the State had a Revenue surplus of ₹ 554.18 crore which was 1.69 per cent of GSDP during the year. Fiscal deficit during 2020-21 was ₹ 1,891.90 crore which was 5.76 per cent of GSDP and primary deficit was ₹ 1,060.30 crore (3.23 per cent of GSDP).
- Revenue Receipts during the year 2020-21 were ₹ 12,982.65 crore which increased by ₹ 2,298.49 crore (21.51 per cent) over the previous year. State's Own Tax

Revenue (₹ 1,294.49 crore) increased by ₹ 93.37 crore (7.77 *per cent*) compared to the previous year (₹ 1201.12 crore), while Non-Tax Revenue (₹ 148.07 crore) increased by ₹ 13.54 crore (10.06 *per cent*) during the year. State GST (₹ 866.51 crore) was the main contributor of the State's Own Tax Revenue and the SGST along with Taxes on Sales, Trades accounted for 92.93 *per cent* of the State's total Own Tax Revenue. During 2020-21, receipts under SGST (₹ 866.51 crore) increased by ₹ 13.93 crore (1.63 *per cent*) as compared to previous year (₹ 852.58 crore). The SGST receipts included ₹ 90.86 crore received as 'Apportionment of Taxes from IGST'.

- Grants-in-Aid from GoI increased by ₹ 1,967.39 crore (37.12 *per cent*) and State's Share of Union taxes and Duties increased by ₹ 224.20 crore (5.54 *per cent*) during 2020-21 as compared to the previous year.
- Revenue Expenditure during the year 2020-21 was ₹ 12,428.47 crore (83.54 *per cent*) against the Total Expenditure of ₹ 14,877.85 crore. During the year, Committed Expenditure like salary & wages, pension, interest payments increased by ₹ 837.23 crore (13.37 *per cent*) from ₹ 6,262.69 crore during 2019-20 to ₹ 7,099.92 crore during 2020-21. The Committed Expenditure during 2020-21 was 54.69 *per cent* of the total Revenue Receipts (₹ 12,982.65 crore) and 57.13 *per cent* of the total Revenue Expenditure (₹ 12,428.47 crore).
- Salary and Wages expenditure constituted 35.57 *per cent* of Revenue Receipts and 46.43 *per cent* of Revenue Expenditure (excluding Interest Payment and Pensions) during the year 2020-21.
- Capital Expenditure is the expenditure incurred for creation of fixed infrastructure assets such as roads, building, *etc.* It is noticed that during the year Capital Expenditure increased by ₹ 1,283.94 crore (111.14 *per cent*) from ₹ 1,155.24 crore during 2019-20 to ₹ 2,439.18 crore during 2020-21.
- Under National Pension System, against contribution of ₹ 873.58 crore of the State Government employees up to March 2021, the State Government contributed ₹ 752.77 crore only, resulting in a shortfall of ₹ 120.81 crore in the matching share of the State Government. Further, the State Government was yet to transfer ₹ 103.50 crore to NSDL till the end of 31 March 2021. The shortfall/ non contribution of funds are liabilities of the State Government, which need to be discharged promptly.
- The Government incurred an expenditure of ₹ 748.18 crore on 67 projects, which remained incomplete and the time overrun on these projects ranged between 13 days and five years. Further, there was cost overrun of ₹ 5.20 crore in three incomplete projects.
- During 2020-21, the State Government invested ₹ 4.73 crore in Government Companies, statutory corporation, co-operative societies and joint stock companies. As on 31 March 2021, the State Government's investment stood at ₹ 227.84 crore in those Companies/ Corporations and Co-operative societies, whereas the returns on investment were negligible.

- As against the mandated contribution of ₹ 4.67 crore under SDRF, the State Government did not make any contribution during the current year which was violative of the SDRF guidelines.
- The total outstanding guarantees as on 01 April 2020 was ₹ 411.63 crore, which was within the limits (thrice the State's Own Tax Revenue for the year 2018-19) prescribed under FRBM Act. As on 31 March 2021, there was an outstanding guarantee of ₹ 598.32 crore. The State Government was yet to collect ₹ 2.37 crore as guarantee commission for the additional guarantee given (₹ 236.54 crore) in 2020-21.
- The outstanding Public Debt rapidly increased from ₹ 5,265.88 crore (8.36 per cent) in 2016-17 to ₹ 9,001.74 crore (24.07 per cent) in 2020-21 and the Debt/ GSDP ratio increased from 24.73 per cent to 27.40 per cent during the same period due to increase in growth rate of GSDP. About six per cent of the Revenue Receipts were used by the State for payment of interest on the outstanding Public Debt at an average rate of interest, which ranged between 4.58 per cent and 5.37 per cent, during last five-year period from 2016-17 to 2020-21.
- As on 31 March 2021, the State had outstanding Internal Debt of ₹ 8,430.65 crore out of which ₹ 1,391.65 crore will mature in the next one to three years and ₹ 1,098.79 crore will be maturing during the next four to five years. Maximum amount of Internal Debt bearing interest will mature after next seven years.
- During 2020-21, ₹ 8,458.83 crore (83.13 per cent) was utilised in repayment of earlier borrowings.
- The State Government had availed Ways and Means Advances for 113 days amounting to ₹ 7,482.66 crore and repaid ₹ 7,268.42 during the year 2020-21. The Cash Balances of the State at the end of 31 March 2021 was ₹ 53.67 crore.

2.12 Recommendations

- *The increasing trends of Revenue Expenditure be corrected by identifying potential wasteful expenditure and adopting economy measures across departments.*
- *The State Government needs to keep up the trend of increasing its Capital Expenditure and give more impetus to asset creation for sustained economic growth.*
- *To avoid possible future liabilities under NPS, the State Government needs to fulfil their obligation by releasing arrears of its contributions and transferring the outstanding funds already accumulated to NSDL for management of the NPS.*
- *The State Government may seriously review the functioning of the Corporations, Companies and Societies to ensure returns on their investments and consider closing of non-functional units in a time bound manner.*
- *Increasing trend of debt maturity profile vis-à-vis the level of borrowings needs to be reviewed so as to ensure that mobilised financial resources are used adequately for incurring capital expenditure for creation of assets.*

CHAPTER III
BUDGETARY MANAGEMENT

CHAPTER III

BUDGETARY MANAGEMENT

3.1 Introduction

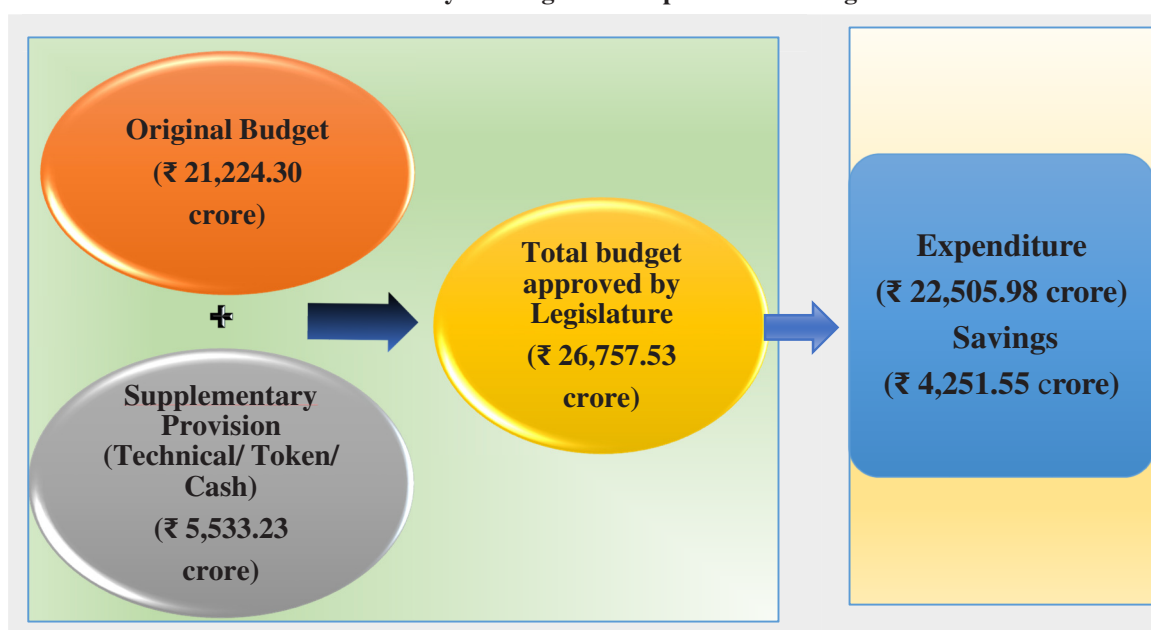
The Annual Financial Statement also called general budget is placed prior to the commencement of the financial year in the State Legislature in accordance with Article 202 of the Constitution. Supplementary Grant is provided during the course of the financial year, in accordance with Article 205 of the Constitution to meet expenditure in excess of the budgeted amount. Apart from supplementary grant, Re-appropriation can also be used to re-allocate funds within a grant.

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

This Chapter analyses the appropriations and allocative priorities of the State Government and reports on deviations from Constitutional provisions relating to budgetary management.

The total amount approved by the State Legislature, including the original and supplementary budgets, expenditure and savings during the year 2020-21 is depicted below.

Chart 3.1: Summary of Budget and Expenditure during 2020-21



The net savings of ₹ 4,251.55 crore was the result of gross savings of ₹ 8,336.62 crore offset by an excess expenditure of ₹ 4,085.07 crore during the year.

Further, the Supplementary Grant of ₹ 5,533.23 crore was not required as the gross expenditure was only ₹ 1,281.68 crore more than the Original Provisions. The cases of unnecessary/ excessive supplementary grants (₹ 10 crore and above in each case) taken during the year have been discussed in detail under **Paragraph 3.3.4**.

3.2 Budget Management and Financial Accountability

3.2.1 Summary of total provisions, disbursements and savings/excess

A summarised position of total budget provision, disbursement and savings/excess during 2016-21 with its further bifurcation into voted/charged is given in **Table 3.1**:

Table 3.1: Budget provision, disbursement and savings/excess during 2016-21

Year	Total Budget provision		Disbursements		Savings(-)/Excess(+)	
	Voted	Charged	Voted	Charged	Voted	Charged
2016-17	12,070.64	1,755.53	9,140.26	1,711.79	(-)2,930.38	(-)43.73
2017-18	12,745.87	993.62	10,132.51	1,264.66	(-)2,613.36	(+)271.04
2018-19	15,118.26	2,035.05	10,888.59	3,701.63	(-)4,229.67	(+)1,666.58
2019-20	16,610.65	4,350.86	10,699.91	6,465.59	(-)5,910.74	(+)2,114.73
2020-21	22,345.92	4,411.60	14,058.06	8,447.92	(-)8,287.86	(+)4,036.32

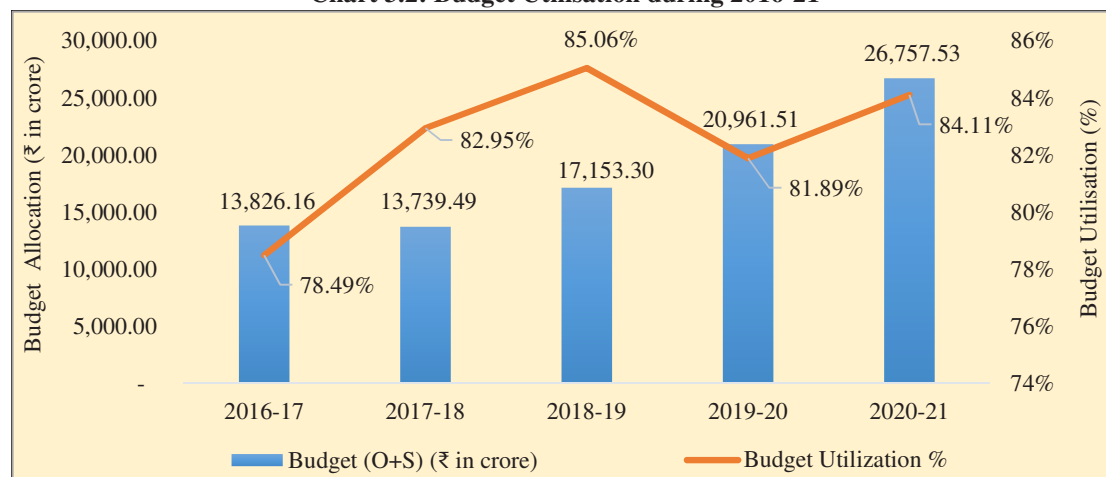
Source: Appropriation Accounts.

As can be seen from the above table, there were savings under voted expenditure during the last five years 2016-21 whereas, there were also excess under charged expenditure in all the years during the same period, except in the year 2016-17.

3.2.2 Utilisation of Budgeted Funds

The extent of utilisation of budget during the five-year period from 2016-21 is given in the Chart below.

Chart 3.2: Budget Utilisation during 2016-21



Source: Appropriation Accounts.

Review of overall utilisation of budget provisions relating to the period 2016-21 revealed that the Government had substantial savings ranging between 14.94 per cent and 21.51 per cent of total budget allocation and could utilise only 78.49 per cent to 85.06 per cent of total allocation during this period. However, as compared to previous

year, budget utilisation in 2020-21 increased to 84.11 *per cent* from 81.89 *per cent* in 2019-20. Large amount of savings in allocated funds indicated inaccurate assessment of Receipts.

Although the issue of persistent savings is being highlighted in the Reports of the CAG on State Finances every year, no corrective measure has been taken by the departments concerned. This shows that there is inadequate monitoring as well. The Finance Department should take proactive measures to eliminate persistent savings

The savings are to be seen in the context of over estimation of expenditure as the State had planned to incur an expenditure ₹ 26,757.53 crore against the total estimated receipts of ₹ 22,730.40 crore. As the actual receipts was limited to ₹ 22,320 crore, the actual expenditure too was restricted to ₹ 22,505.98 crore. This was indicative of poor estimation as well as poor financial management.

3.2.3 Budget projections and gap between expectations and actuals

Budgetary allocations based on unrealistic proposals, poor expenditure monitoring mechanism, weak scheme implementation capacities/weak internal controls lead to sub-optimal allocation among various developmental needs. Excessive savings in some departments deprives other departments of the funds that they could have utilised.

The summarised position of actual expenditure during 2020-21 against 53 Grants/Appropriations is given in **Table 3.2**:

Table 3.2: Summarised position of Actual Expenditure *vis-à-vis* Budget provisions

(₹ in crore)

Nature of Expenditure		Details of Grant/ Appropriation		Total	Actual Expenditure	Savings(-)/ Excess (+)	Surrender during March	
		Original	Supplementary				Amount	Per cent
Voted	I. Revenue	15,801.50	1,712.41	17,513.91	11,608.68	(-) 5,905.23	1,072.45	18.16
	II. Capital	3,354.18	1,462.54	4,816.72	2,439.18	(-) 2,377.54	0.12	0.01
	III. Loans & Advances	3.00	12.30	15.30	10.20	(-) 5.1	0.00	0.00
	Total	19,158.68	3,187.25	22,345.93	14,058.06	(-) 8,287.87	1,072.57	12.94
Charged	IV. Revenue	643.96	53.95	697.91	859.96	(+) 162.05	344.21	(-)212.41
	V. Capital	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	VI. Public Debt- Repayment	1,421.66	2,292.03	3,713.69	7,587.96	(+) 3,874.27	0.00	0.00
	Total	2,065.62	2,345.98	4,411.60	8,447.92	(+) 4,036.32	344.21	(-)8.53
Appropriation to Contingency Fund (if any)		0.00	0.00	0.00	0.00	0.00	0.00	0.00
Grand Total		21,224.30	5,533.23	26,757.53	22,505.98	(-) 4,251.55	1,416.78	33.32

Source: Appropriation Accounts.

As can be seen from the above table, expenditure of ₹ 22,505.98 crore was incurred during 2020-21, against a total budget provision of ₹ 26,757.53 crore resulting in overall savings of ₹ 4,251.55 crore. The overall savings of ₹ 4,251.55 crore was the net result of savings of ₹ 8,336.62 crore in 50 Grants and two Appropriations under Revenue section and 34 Grants under Capital section, offset by an excess of

₹ 4,085.07 crore under Appropriation No. 2 – Interest Payment and Debt Services in both Revenue section and Capital section.

The trends in percentage of savings/excess against overall provision in the budget for the last five years from 2016-21 are shown in **Table 3.3**.

Table 3.3: Original Budget, Revised Estimate and Actual Expenditure during 2016-21
(₹ in crore)

	2016-17	2017-18	2018-19	2019-20	2020-21
Original Budget	10,518.04	12,420.65	13,731.03	16,116.72	21,224.30
Supplementary Budget	3,308.12	1,318.84	3,422.27	4,844.79	5,533.23
Revised Estimate	7,202.97	13,173.74	16,650.80	20,222.09	24,986.36
Actual Expenditure	10,852.05	11,397.17	14,590.22	17,165.50	22,505.98
Savings (-) /Excess (+)	(-)2,974.11	(-)2,342.32	(-)2,563.08	(-)3,796.01	(-) 4,251.55
Savings as per cent of total provision	21.51	17.05	14.94	18.11	15.89

Source: Appropriation Accounts

It can be seen from the above table that there were overall savings during the period 2016-2021 ranging from 14.94 per cent to 21.51 per cent. The percentage of savings was on a decreasing trend since 2016-17, except in 2019-20.

3.3 Integrity of budgetary and accounting process

3.3.1 Expenditure without budget provision

As per Article 204 of the Constitution of India, no money shall be withdrawn from the Consolidated Fund of the State except under appropriation made by law passed in accordance with the provisions of the article.

Audit observed that in three cases, expenditure was incurred amounting to ₹ 5.74 lakh without budget provision as detailed in **Table 3.4**.

Table 3.4: Summary of Expenditure without Budget Provision

Grant No.	Name of the Grant	Head of Account	Expenditure (₹ in lakh)	Number of Schemes/ Sub Heads
10	Education	2202.02.800.85(H)	0.72	1
11	Medical, Health and Family Welfare Services	2210.06.112.15(H)	0.02	1
44	Social Welfare Department	2235.02.101.11(H)	5.00	1
Total			5.74	3

Source: Detailed Appropriation Accounts.

Expenditure without budget violated financial regulations as well as the will of the Legislature.

3.3.2 Parking of Funds in Public Account/Bank Accounts to avoid lapse of budgetary Grants

As per Rule 290 of Central Treasury Rules (CTR), no money shall be drawn from the treasury unless it is required for immediate disbursement. It is not permissible to draw money from the treasury in anticipation of demands or to prevent the lapse of budget

grants. Further, as per order of the Finance Department, Manipur, no part of the fund was to be deposited into Drawing and Disbursement Officer (DDO) account which is solely meant for transaction of salary payment.

3.3.2.1 Parking of Funds in Public Accounts

Audit noticed that during the year 2020-21, ₹ 37.51 crore was drawn and deposited at the end of the year into MH 8449–Other Deposits, Minor Head 120–Miscellaneous Deposits. Details are shown in *Appendix 3.1*.

3.3.2.2 Parking of Funds in Bank Accounts

A test check of records revealed that in respect of 96¹⁶ Drawing and Disbursing Officers (DDOs) pertaining to ten Departments, funds amounting to ₹ 227.78 crore were parked in 96 bank accounts of Commercial/ Nationalised Banks in contravention of the order of Finance Department. Details are shown in *Appendix 3.2*.

Drawal of money from the Consolidated Fund and parking it in Public Accounts and DDOs' bank accounts which is outside the Government account for future utilisation is not only a violation of the Finance Department's order but also is fraught with the risk of misutilisation and fraudulent drawals. Booking of such drawals and parking it for future use as expenditure in the accounts only inflated the reported expenditure figures.

3.3.3 Misclassification of Revenue Expenditure as Capital Expenditure and vice versa

Misclassification of expenditures and receipts has a great impact on the integrity of the financial statements. Object Heads of capital nature (*e.g.* 53- Major Works) should be booked under Capital Major Heads and that of Object Heads of revenue nature (*e.g.* 27 - Minor Works) under Revenue Major Heads.

During 2020-21, expenditure of ₹ 0.46 crore under Object Heads 53 - Major Works was booked under Revenue Major Heads and ₹ 2.15 crore under Object Head 27 - Minor Works was booked under Capital Major Heads.

Misclassification of expenditure of revenue nature as capital expenditure results in understatement of revenue expenditure and overstatement of revenue surplus to the extent of ₹ 2.15 crore. Similarly, misclassification of capital expenditure as revenue expenditure results in overstatement of revenue expenditure and understatement of revenue surplus by ₹ 0.46 crore. Details are given in *Appendix 3.3*.

3.3.4 Unnecessary or excessive supplementary grants

Supplementary provision aggregating to ₹ 1,950.13 crore in 29 cases, during the year 2020-21 proved unnecessary as the expenditure did not come up even to the level of original provision as detailed in *Appendix 3.4*. Out of these, in 18 cases, the supplementary provision was more than ₹ 10 crore in each case as given in table below:

¹⁶ Out of 1,273 DDOs audit requisitioned, only 137 DDOs had furnished information as on January 2022.

Table 3.5: Cases where supplementary provision of ₹10 crore or more proved unnecessary
(₹ in crore)

Sl. No.	Name of the Grant	Original	Supplementary	Actual	Savings out of Original Provisions
Revenue (Voted)					
1	3. Secretariat	99.30	11.07	92.44	6.85
2	10. Education	2,223.19	92.29	1,495.51	727.68
3	11. Medical, Health and Family Welfare Services	830.99	113.25	828.27	2.72
4	12. Municipal Administration, Housing and Urban Development	346.31	97.90	217.81	128.50
5	14. Department of Tribal Affairs, Hills and Scheduled Caste Development	865.65	72.00	703.15	162.49
6	17. Agriculture	275.76	19.85	195.42	80.34
7	18. Animal Husbandry and Veterinary including Dairy Farming	185.33	34.51	124.25	61.09
8	20. Community and Rural Development	2,713.84	695.21	1,917.63	796.20
9	22. Public Health Engineering	132.32	29.96	100.28	32.04
10	26. Administration of Justice	48.99	13.02	33.07	15.92
11	37. Fisheries	39.92	14.99	37.18	2.74
12	44. Social Welfare Department	408.79	179.65	317.55	91.24
13	47. Minorities and Other Backward Classes Department	51.98	26.21	23.04	28.94
14	48. Relief and Disaster Management	76.90	46.88	50.14	26.76
	Sub Total	8,299.27	1,446.78	6,135.74	2,163.53
Capital (Voted)					
15	12. Municipal Administration, Housing and Urban Development	377.24	68.28	112.23	265.01
16	22. Public Health Engineering	884.29	56.57	610.30	273.99
17	30. Planning	83.25	307.84	76.38	6.87
18	36. Minor Irrigation	219.26	42.36	130.84	88.42
	Sub Total	1,564.03	475.05	929.76	634.28
	Grand Total	1,640.93	521.93	979.89	661.04

Source: Appropriation Accounts.

Provision of supplementary grants despite savings against original grants had deprived the other departments that could have utilised the fund.

3.3.5 Unnecessary or Excessive Re-appropriation

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, unnecessary or insufficient in 56 sub-heads and resulted in savings and excess (₹ 10 crore or more in each case) of ₹ 2,371.98 crore and ₹ 684.89 crore respectively as detailed in **Appendix 3.5**. This indicates that the availability or requirement of funds was not properly assessed before re-appropriation and proved injudicious.

3.3.6 Savings/Surrenders in Grants/ Appropriations

3.3.6.1 Substantial Savings

As per Rule 62 (1) of GFR, 2017 Grants/Appropriations, which are anticipated to remain unspent must be surrendered as early as possible before the close of the financial year.

Audit noticed that in 79 cases, savings exceeded ₹ one crore in each case or by more than 25 *per cent* of total provision as detailed in **Appendix 3.6** Further, there were 25 cases¹⁷ where savings were 50 *per cent* and above of the total provision in each case. Out of these, 100 *per cent* savings occurred in five Grants (5. Finance Department) under Revenue charged and (2. Council of Ministers, 23. Power, 27. Election and 42. State Academy of Training) under Capital voted.

There were savings amounting to ₹ 7,151.87 crore in 20 cases, where savings were more than ₹ 100 crore in each case as shown in table below:

Table 3.6: List of grants having savings above ₹ 100 crore during the year

(₹ in crore)

Sl. No.	Number and Name of Grant	Original	Supplementary	Total	Actuals	Savings	Surrender	Savings excluding surrender	Savings (per cent)
Revenue Voted									
1	5. Finance Department	2,291.93	0.00	2,291.93	1,739.22	552.71	538.23	14.48	24.12
2	7. Police	2,314.99	0.00	2,314.99	1,873.00	441.99	215.21	226.78	19.09
3	10. Education	2,223.19	92.29	2,315.48	1,495.51	819.97	0.00	819.97	35.41
4	11. Medical, Health and Family Welfare Services	830.99	113.25	944.24	828.27	115.97	0.00	115.97	12.28
5	12. Municipal Administration, Housing and Urban Development	346.31	97.90	444.21	217.81	226.40	0.00	226.40	50.97
6	14. Department of Tribal Affairs, Hills and Scheduled Caste Development	865.65	72.00	937.65	703.15	234.50	0.00	234.50	25.01
7	17. Agriculture	275.76	19.85	295.61	195.42	100.19	0.00	100.19	33.89
8	19. Environment and Forest	743.84	0.00	743.84	186.39	557.45	68.11	489.34	74.94
9	20. Community and Rural Development	2,713.84	695.21	3,409.04	1,917.63	1,491.41	0.00	1,491.41	43.75
10	21. Commerce and Industries	173.16	0.00	173.16	50.90	122.26	86.81	35.45	70.61
11	38. Panchayat	242.82	0.00	242.82	131.66	111.16	56.00	55.16	45.78
12	44. Social Welfare Department	408.79	179.65	588.44	317.55	270.89	0.00	270.89	46.04
Sub Total		13,431.26	1,270.14	14,701.40	9,656.51	5,044.89	964.35	4,080.54	34.32
Capital Voted									
13	8. Public Works	691.30	0.00	691.30	447.59	243.71	189.37	54.34	35.25
14	12. Municipal Administration, Housing and Urban Development	377.24	68.28	445.52	112.23	333.29	0.00	333.29	74.81

¹⁷ Grant Nos. 12, 19, 21, 30, 45, 47 and 48 (Revenue Voted); Grant Nos. 5 and 26 (Revenue Charged and Grant Nos. 2, 3, 7, 12, 16, 17, 23, 26, 27, 30, 37, 40, 41, 42, 45 and 47 (Capital Voted).

Sl. No.	Number and Name of Grant	Original	Supplementary	Total	Actuals	Savings	Surrender	Savings excluding surrender	Savings (per cent)
15	22. Public Health Engineering	884.29	56.57	940.86	610.30	330.56	0.00	330.56	35.13
16	30. Planning	83.25	307.84	391.09	76.38	314.71	0.00	314.71	80.47
17	36. Minor Irrigation	219.26	42.36	261.62	130.84	130.78	0.00	130.78	49.99
18	40. Irrigation and Flood Control Department	429.83	0.00	429.83	210.14	219.70	92.88	126.81	51.11
19	45. Tourism	61.07	141.00	202.07	89.65	112.42	0.00	112.42	55.63
20	47. Minorities and Other Backward Classes Department	222.89	443.21	666.10	244.28	421.83	0.00	421.83	63.33
Sub Total		2,969.13	1,059.27	4,028.39	1,921.41	2,106.99	282.25	1,824.73	445.73
Grand Total		16,400.39	2,329.40	18,729.79	11,577.91	7,151.87	1,246.60	5,905.27	38.18

Source: Appropriation Accounts.

There were huge savings during 2020-21, with 8 out of 53 Grants/ Appropriations showing utilisation of less than 50 per cent of the budget allocation as shown in **Appendix 3.7**. In two out of the eight Grants/ Appropriations, there was a pattern of low utilisation in four out of the last five years 2016-21. This is indicative of systemic issues that necessitate closer review and corrective action by the Government.

The above low utilisation against grants mostly relate to developmental schemes such as Housing, Environment and Forest, Commerce and Industries and Tourism sectors. Similarly, Audit also noticed low utilisation in Grant 12-Municipal Administration, Housing and Urban Development, and 47-Minorities and Other Backward Classes Department.

The matter needs special attention of the Government to review the reason for such repeated low utilisation of grants for corrective action.

3.3.6.2 Persistent Savings

There were 10 cases where persistent savings were found during the last five years from 2016-21. Of these, five cases pertained to Revenue Voted accounts and the remaining five cases under Capital Voted accounts. The details are given in **Appendix 3.8**. Grants with persistent savings of ₹ 15 lakh and above during last five years is as under:

Table 3.7: Grants with Significant Persistent Savings during 2016-21

(₹ in lakh)

Sl. No.	Grant No. and Name of the Grant	2016-17	2017-18	2018-19	2019-20	2020-21
Revenue Voted						
1	2. Council of Ministers, Salaries of Ministers & Dy. Ministers	23.65	33.50	32.67	31.67	90.38
2	2. Council of Ministers, Tour Expenses	49.80	15.54	63.23	32.88	33.38
3	8. Public Works	342.13	63.92	94.93	90.79	116.20
4	42. Other Administrative Services, Training, State Academy of Training	46.20	125.81	73.63	149.93	149.93
Capital Voted						
5	2. Loans to Government Servants, House Building Advances, Loans to Ministers	40.00	40.00	40.00	40.00	40.00

Sl. No.	Grant No. and Name of the Grant	2016-17	2017-18	2018-19	2019-20	2020-21
Revenue Voted						
6	2. Loans to Government Servants, Advances for Purchase of Motor Conveyances	40.00	25.00	40.00	40.00	40.00
7	36. Capital Outlay on Minor Irrigation	103.60	341.15	450.02	143.15	60.40

Source: Appropriation Accounts.

There were persistent savings of more than ₹ 50 lakh in Public Works (Revenue Voted) and Capital Outlay on Minor Irrigation (Capital Voted), during the last five-year period 2016-2021. Persistent savings occurring year after year is indicative of the fact that proper analysis was not done while framing the budget estimates.

Trends of persistent savings are being highlighted in the Report of the C&AG on State Finances every year but corrective measures have not been taken by the departments concerned to correct the situation. It is recommended that the Finance Department may issue specific directions to these Departments to improve their projection of budget requirements to avoid such persistent savings.

3.3.6.3 Anticipated savings not surrendered

Departments are required to surrender Grants/Appropriations or portion thereof to the Finance Department as and when savings are anticipated. At the close of the year 2020-21, no part of savings in 35 cases was surrendered by the Departments concerned. The amount involved in these cases was ₹ 3,687.76 crore (44.24 per cent of the overall savings of ₹ 8,336.62 crore) (*Appendix 3.9*). It was observed that in seven¹⁸ cases, savings exceeded ₹ 100 crore but were not surrendered.

Besides, in 28 Grants/Appropriations (29 cases), ₹ 1,416.78 crore was surrendered on 31 March 2021 (*Appendix 3.10*) indicating inadequate financial control. Moreover, these funds could not be utilised for the purpose it was sanctioned or for any other purpose.

3.3.6.4 Substantial surrenders

Substantial surrenders exceeding ₹ 10 crore were made at the end of March 2021 in eleven cases as given in **Table 3.8**. Substantial surrender of funds indicated improper budget estimation and poor expenditure planning and monitoring by the departments concerned.

Table 3.8: Details of surrender of funds in excess of ₹ 10 crore at the end of March 2021

(₹ in crore)

Sl. No.	Grant/ Appropriation	Original	Supplementary	Total provisions	Actual	Savings (-) / Excess(+)	Amount Surrendered
Revenue Voted							
1	19. Environment and Forest	743.84	0.00	743.84	186.39	557.45	68.11
2	21. Commerce and Industries	173.16	0.00	173.16	50.90	122.26	86.81
3	25. Youth Affairs and Sports Department	63.30	0.00	63.30	41.97	21.33	19.14

¹⁸ Sl. No. (5, 6, 7, 9, 11 and 16 under Revenue Voted; 31 under Capital Voted)

Sl. No.	Grant/ Appropriation	Original	Supplementary	Total provisions	Actual	Savings (-) / Excess(+)	Amount Surrendered
Revenue Voted							
4	30. Planning	117.90	0.00	117.90	43.34	74.56	24.42
5	38. Panchayat	242.82	0.00	242.82	131.66	111.16	56.00
6	40. Irrigation and Flood Control Department	71.60	0.00	71.60	54.58	17.01	10.83
7	43. Horticulture and Soil Conservation	101.11	0.00	101.11	75.24	25.87	12.22
8	45. Tourism	23.28	0.00	23.28	4.70	18.58	14.44
	Sub Total	1,536.99	0.00	1,536.99	588.77	948.22	291.97
Capital Voted							
9	17. Agriculture	111.99	0.00	111.99	38.87	73.12	45.40
10	26. Administration of Justice	40.50	0.00	40.50	19.30	21.20	15.77
11	40. Irrigation and Flood Control Department	429.83	0.00	429.83	210.14	219.70	92.88
	Sub Total	582.33	0.00	582.33	268.31	314.02	154.05
	Grand Total	2,119.32	0.00	2,119.32	857.08	1,262.24	446.02

Source: Appropriation Accounts.

Out of the total savings of ₹ 8,336.62 crore during the year 2020-21, only 16.99 per cent (₹ 1,416.78 crore) was surrendered before the close of the financial year and the amount was surrendered on the last day of the year i.e. 31 March 2021. This indicates poor financial management.

3.3.7 Excess expenditure and its regularisation

3.3.7.1 Excess expenditure during 2020-21

As per Article 205 of the Constitution of India, it is mandatory for a State Government to get the excess over a Grant/Appropriation regularised by the State Legislature. Although no time limit for regularisation of expenditure has been prescribed under the Article, regularisation of excess expenditure is done after the completion of discussion of the Appropriation Accounts by the Public Accounts Committee (PAC). During 2020-21, there was excess over provisions in two cases under one Appropriation, amounting to ₹ 4,085.07 crore which required regularisation by the State Legislature. Details are shown in the table below:

Table 3.9: Excess over provision during 2020-21 requiring regularisation

(₹ in crore)

Sl. No.	Number and title of Grant/Appropriation	Total provision	Expenditure	Excess
Revenue Charged				
1	Appropriation No. 2-Interest Payment and Debt Services	622.80	831.60	208.80
Capital Charged				
2	Appropriation No. 2-Interest Payment and Debt Services	3,711.69	7,587.96	3,876.27
TOTAL		4,334.49	8,419.56	4,085.07

Source: Appropriation Accounts.

In one case, viz. Appropriation No. 2 – Interest Payment and Debt Services under Capital Charged, expenditure in excess of the budget provision has been observed consistently for the last five years from 2016-21 which is reflective of poor budgeting. Details are given in **Table 3.10:**

Table 3.10: Persistent excess expenditure during 2016-21

(₹ in crore)

Sl. No.	Description of Grant/Appropriation	2016-17	2017-18	2018-19	2019-20	2020-21
1	Appropriation No. 2 – Interest Payment and Debt Services (Capital Charged)	50.73	280.12	1,729.50	2,121.77	3,876.27

Source: Appropriation Accounts.

This is in violation of Article 204 of the Constitution which provides that no money shall be withdrawn from the Consolidated Fund except under appropriation made by law by the State Legislature. This vitiates the system of budgetary and financial control and encourages financial indiscipline in management of public resources.

3.3.7.2 Regularisation of excess expenditure of previous financial years

Excess expenditure remaining unregularised for extended periods dilutes legislative control over the executive. Excess expenditure amounting to ₹ 467.21 crore, ₹ 1,729.49 crore and ₹ 2,129.93 crore for the year 2017-18, 2018-19 and 2019-20 respectively were yet to be examined (January 2022) by PAC. The details of excess expenditure during the period 2017-20 are shown in *Appendix 3.11*.

All such cases of excess expenditure over Grants/ Appropriations need to be regularised at the earliest. The responsibility of the executive on account of persistent excess expenditure over Grants/ Appropriations needs to be fixed as this is contrary to the legislative intent and defeats the objective of ensuring accountability of the executive over utilisation of public funds.

3.4 Effectiveness of budgetary and accounting process

3.4.1 Supplementary budget and opportunity cost

During the year 2020-21, in 23 grants, (savings exceeding ₹ 50 crore or more in each grant), the departments could not use either the original budget provision or the entire supplementary provision resulting in un-utilised funds of ₹ 13,418.82 crore as per details given in *Table 3.11*.

Table 3.11: List of grants with unutilised fund during 2020-21

(₹ in crore)

Sl. No.	Name of the Grant	Original Allocation	Supplementary	Total	Expenditure	Unutilised Funds
Revenue (Voted)						
1	4. Land Revenue, Stamps & Registration and District Administration	172.52	0.00	172.52	97.87	74.65
2	5. Finance Department	2,291.93	0.00	2,291.93	1,739.22	552.71
3	7. Police	2,314.99	0.00	2,314.99	1,873.00	441.99
4	8. Public Works Department	202.66	0.00	202.66	114.21	88.46
5	10. Education	2,223.19	92.29	2,315.48	1,495.51	819.97
6	11. Medical, Health and Family Welfare Services	830.99	113.25	944.24	828.27	115.97
7	12. Municipal Administration, Housing and Urban Development	346.31	97.90	444.21	217.81	226.40
8	14. Department of Tribal Affairs, Hills and Scheduled Caste Development	865.65	72.00	937.65	703.15	234.50

Sl. No.	Name of the Grant	Original Allocation	Supplementary	Total	Expenditure	Unutilised Funds
9	17. Agriculture	275.76	19.85	295.61	195.42	100.19
10	18. Animal Husbandry and Veterinary including Dairy Farming	185.33	34.51	219.84	124.25	95.60
11	19. Environment and Forest	743.84	0.00	743.84	186.39	557.45
12	20. Community and Rural Development	2,713.84	695.21	3,409.04	1,917.63	1,491.41
13	21. Commerce and Industries	173.16	0.00	173.16	50.90	122.26
14	22. Public Health Engineering	132.32	29.96	162.28	100.28	62.00
15	23. Power	360.45	99.95	460.40	409.99	50.41
16	30. Planning	117.90	0.00	117.90	43.34	74.56
17	38. Panchayat	242.82	0.00	242.82	131.66	111.16
18	44. Social Welfare Department	408.79	179.65	588.44	317.55	270.89
19	47. Minorities and Other Backward Classes Department	51.98	26.21	78.20	23.04	55.15
20	48. Relief and Disaster Management	76.90	46.88	123.78	50.14	73.64
	Sub Total	14,731.33	1,507.64	16,238.97	10,619.61	5,619.36
Capital Voted						
21	8. Public Works Department	691.30	0.00	691.30	447.59	243.71
22	12. Municipal Administration, Housing and Urban Development	377.24	68.28	445.52	112.23	333.29
23	17. Agriculture	111.99	0.00	111.99	38.87	73.12
24	22. Public Health Engineering	884.29	56.57	940.86	610.30	330.56
25	30. Planning	83.25	307.84	391.09	76.38	314.71
26	36. Minor Irrigation	219.26	42.36	261.62	130.84	130.78
27	40. Irrigation and Flood Control Department	429.83	0.00	429.83	210.14	219.70
28	45. Tourism	61.07	141.00	202.07	89.65	112.42
29	47. Minorities and Other Backward Classes Department	222.89	443.21	666.10	244.28	421.83
	Sub Total	3,081.12	1,059.27	4,140.39	1,960.28	2,180.11
	Total	32,543.78	4,074.55	36,618.33	23,199.51	13,418.82

Source: Appropriation Accounts.

Though there was such a huge unutilised funds, 67 projects/schemes (as shown in *Appendix 2.1*) remained incomplete for lack of fund allocation.

3.4.2 Rush of expenditure

As per Rule 62 (3) of the GFR, 2017, rush of expenditure in the closing month of the financial year is regarded as a breach of financial propriety. In contravention of this rule, in 35 cases as shown in *Appendix 3.12*, expenditure of more than ₹ 10 crore and 25 per cent of the total expenditure for the year was incurred in March, 2021. The grants where more than 50 per cent of the total expenditure under the grant was incurred in March 2021 alone are detailed in **Table 3.12**.

Table 3.12: Grants with more than 50 per cent of expenditure in March alone

(₹ in crore)

Sl. No.	Grant No.	Description	Expenditure in March	Total Expenditure (TE)	Expenditure in March as percentage of TE
1	45	Tourism	81.77	94.34	86.68
2	30	Planning	97.60	119.72	81.52
3	34	Rehabilitation	7.13	9.00	79.22
4	36	Minor Irrigation	100.24	141.04	71.07
5	13	Labour and Employment	44.68	69.45	64.33
6	12	Municipal Administration, Housing and Urban Development	194.67	330.05	58.98
7	50	Information Technology	36.54	64.07	57.03
8	29	Sales Tax, Other Taxes/Duties on Commodities and Services	5.90	11.71	50.38
Total			568.53	839.38	67.73

Source: VLC data of O/o the PAG (A&E), Manipur.

Thus, contrary to the spirit of financial regulation, a substantial quantum of expenditure was incurred by the Government at the fag end of the year, indicating inadequate control over expenditure and poor budgetary management.

3.4.3 Review of selected grant

A review of budgetary procedure and control over expenditure was conducted in respect of Grant No. 45 - Tourism to review compliance with prescribed budgetary procedures, monitoring of funds, control mechanisms and implementation of schemes within the grant. The following were noticed in Audit:

3.4.3.1 Budget and Expenditure

The summarised position of Budget Provision and Actual Expenditure during 2016-21 of the Grant is given in Table 3.13.

Table 3.13: Summarised position of Budget Provision and Actual Expenditure

(₹ in crore)

Grant No. 45	2016-17	2017-18	2018-19	2019-20	2020-21
Total Budget Provision	60.65	78.40	62.25	51.04	210.91
Expenditure	53.41	30.91	51.55	32.65	94.35
Savings	7.24	47.49	10.70	18.39	116.56
Savings (in per cent)	11.94	60.57	17.19	36.03	55.27
i) Revenue Provision	21.77	20.33	23.70	22.48	8.84
Expenditure	20.53	17.30	21.45	20.50	4.70
Savings	1.24	3.03	2.25	1.98	4.14
Savings (in per cent)	5.70	14.90	9.49	8.81	46.83
ii) Capital Provision	38.88	58.07	38.55	28.56	202.07
Expenditure	32.88	13.61	30.10	12.15	89.65
Savings	6.00	44.46	8.45	16.41	112.42
Savings (in per cent)	15.43	76.56	21.92	57.46	55.63

Source: Appropriation Accounts.

As can be seen from the above table, there were persistent savings during the period 2016-21 under the Grant ranging from 11.94 to 60.57 per cent of the total budget provision during the same period. This was both under Revenue and Capital provisions. The savings under Revenue provisions ranged between 5.70 to 46.83 per cent and under

Capital provisions ranged between 15.43 to 76.56 *per cent* respectively. Persistently large savings is an indicative of incorrect assessment of actual needs and calls for a critical review of budget preparation exercise of the Department.

3.4.3.2 Surrender of Savings

As per Rule 62 (1) of GFR, 2017 Grants/Appropriations, which are anticipated to remain unspent must be surrendered as early as possible before the close of the financial year. The position of savings and surrenders under the grants was as per details shown in **Table 3.14**.

Table 3.14: Details of Savings during 2016-21

(₹ in crore)

Grant No. 45	2016-17	2017-18	2018-19	2019-20	2020-21
Total Budget Provision	60.64	78.40	62.25	51.04	210.91
Expenditure	53.41	30.91	51.55	32.65	94.35
Savings	7.23	47.49	10.70	18.39	116.56
Total Surrender	0.00	0.00	0.00	8.74	14.44
Surrender as a percentage of Savings	0.00	0.00	0.00	47.53	12.39

Source: Appropriation Accounts.

Out of total budget provision of ₹ 463.24 crore for the Grant during 2016-21, there were savings of ₹ 200.37 crore (43.25 *per cent*). However, only ₹ 23.18 crore constituting 11.57 *per cent* of the total savings was surrendered.

3.4.3.3 Savings of Entire Budget Provision

Budget provision of ₹ 48.81 crore against the grant for ten schemes/ projects for the year 2020-21 was unutilised at the end of the year. Details are given below.

Table 3.15: Non-utilisation of budget provision

(₹ in crore)

Sl. No.	Name of the Scheme/Projects	Budget Provision	Savings	Percentage
1	Development of Tourism	2.00	2.00	100
2	State Share of NEC Schemes	0.17	0.17	100
3	Construction of Hill (Tribal) Chief Guest House at Palace Compound	2.94	2.94	100
4	Construction of Tourism park at Koide Zho, Senapati District	2.88	2.88	100
5	Development of Heritage Tourism at Yankhullen Village Senapati District	1.91	1.91	100
6	Development of Tourism Infrastructure at Kangkhui Cave Ukhrul (NLCPR Scheme)	3.93	3.93	100
7	Development of Tourism Infrastructure at Cheraoching Imphal (NLCPR Scheme)	6.98	6.98	100
8	Eco-Tourism circuit under Swadesh Darshan (Central Share)	20.00	20.00	100
9	Trekking route and guest house at Dzuko	3.00	3.00	100
10	Loktak Lake Eco-Tourism Project (EAP)	5.00	5.00	100
	Total	48.81	48.81	100

Source: Appropriation Accounts.

3.4.3.4 Insufficient/Excessive Re-Appropriation of Funds

During the year 2020-21, Re-appropriation of Funds proved insufficient/excessive resulting in savings of ₹ one crore or more in each case in one Sub-head as per details given below.

Table 3.16: List of Sub Heads with excess/savings during 2020-21

(₹ in crore)

Sl. No.	Head of Account	Original	Supplementary	Re-appropriation	Total	Expenditure	Excess (+)/ Savings (-)
1	3452.00.001.01 (V)	10.80	0.00	(-) 9.26	1.54	0.54	(-) 1.00
	Total	10.80	0.00	(-) 9.26	1.54	0.54	(-) 1.00

Source: Detailed Appropriation Accounts.

3.4.3.5 Rush of Expenditure

According to Rule 62(3) of GFR 2017, rush of expenditure, particularly in the closing months of the financial year shall be regarded as breach of financial propriety and should be avoided. The details of quarter-wise expenditure of the Major Heads under the Grant during the year is given below:

Table 3.17: Expenditure pattern during 2020-21

(₹ in crore)

Description	Expenditure incurred in each quarter						Expenditure in March as percentage of TE
	1 st Qtr	2 nd Qtr	3 rd Qtr	4 th Qtr	Expenditure in March 2021	Total Expenditure (TE)	
3452 - Tourism	1.45	1.80	0.70	0.75	0.23	4.70	4.81
5452 - Capital Outlay on Tourism	0.00	0.01	0.00	89.64	81.55	89.65	90.96
Total	1.45	1.80	0.70	90.39	81.77	94.35	86.67

Source: Appropriation Accounts and VLC data.

As can be seen from above, out of the Total Expenditure of ₹ 94.35 crore during the year 2020-21, an amount of ₹ 81.77 crore (86.67 per cent) was incurred in March 2021.

3.5 Conclusion

- Against the total budget provision of ₹ 26,757.53 crore, State Departments incurred an expenditure of ₹ 22,505.98 crore during 2020-21, resulting in net savings of ₹ 4,251.55 crore. The overall savings was the net result of gross savings of ₹ 8,336.62 crore offset by an excess of ₹ 4,085.07 crore.
- In three cases, expenditure of ₹ 5.74 lakh was incurred during 2020-21 in three grants, without budget provision, in violation of financial regulations and without the authority of the State Legislature.
- During 2020-21, Supplementary grants of ₹ 1,950.13 crore provided in 29 cases proved unnecessary as the expenditure did not come up to the level of original provision, indicating that Supplementary grants were provided in an adhoc manner without adequate review.

- In 79 cases, savings exceeded ₹ one crore or by more than 25 *per cent* of total provision during 2020-21. Out of these, 100 *per cent* savings occurred in five Grants viz. (5. Finance Department) under Revenue charged and (2. Council of Ministers, 23. Power, 27. Election and 42. State Academy of Training) under Capital voted. Further, there were 10 cases of persistent savings during the last five years 2016-21, indicating lack of systemic and closer budget review by the Government.
- During 2020-21, there was excess expenditure over provisions in two cases under one Appropriation, amounting to ₹ 4,085.07 crore. Of these, in one case viz. Appropriation No. 2 – Interest Payment and Debt Services (Capital Charged), there was persistent excess expenditure during the last five years from 2016-21, which reflects improper budgeting.
- Under eight grants, more than 50 *per cent* of the total expenditure under the grant was incurred in March 2021 indicating breach of financial propriety.

3.6 Recommendations

- *Excess of expenditure over budgetary provisions under different grants is a serious lapse of budget rules and dilutes legislative approval over budgets. Departments which had incurred excess expenditure persistently should be identified to closely monitor their progressive expenditure and to seek supplementary grants/re-appropriations in time.*
- *Supplementary grants should be provided in such grants only after proper scrutiny and realistic assessment of requirements of the concerned Departments to avoid under or over spending by them.*
- *Rush of expenditure during the closing months of the financial year is a breach of financial propriety leading to unplanned expenditure. The Government should strengthen monitoring mechanism in each Department to regulate fund flow and its utilisation on quarterly basis.*

CHAPTER IV
QUALITY OF ACCOUNTS &
FINANCIAL REPORTING
PRACTICES

CHAPTER IV

QUALITY OF ACCOUNTS & FINANCIAL REPORTING PRACTICES

A sound internal financial reporting system with relevant and reliable information significantly contributes to efficient and effective governance by the State Government. Compliance with the 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 on the quality of accounts and compliance of the State Government in its financial reporting practices, with prescribed financial rules, procedures and directives with regard to completeness, transparency, measurement and disclosure during the year 2020-21.

4.1 Submission of Utilisation Certificates

4.1.1 Delay in submission of Utilisation Certificates to the State Government.

Rule 238(1) read with Rule 235 of the General Financial Rules (GFR)¹⁹, 2017 as adopted by Government of Manipur, provides that Utilisation Certificates (UCs) should be obtained by the funding departments from the Grantees and after verification, these should be forwarded to the Accountant General (A&E), within a period of 12 months of the closure of the financial year unless specified otherwise in respect of the grants provided for specific purposes.

However, it was noticed that 6,664 UCs aggregating to ₹ 11,331.76 crore in respect of grants were in arrears as on 31 March 2021 in respect of 35 departments²⁰. During the year 2020-21, ₹ 1,319.67 crore pertaining to 1,506 outstanding UCs for the period up to 2019-20 was cleared. The Department-wise break-up of outstanding UCs is given in **Appendix 4.1** and the year-wise break-up of outstanding UCs is summarized in the following table:

Table 4.1: Age-wise arrears in submission of Utilisation Certificates
(₹ in crore)

Year	Opening Balance		Addition		Clearance		Due for submission	
	No.	Amount	No.	Amount	No.	Amount	No.	Amount
Up to 2017-18	3,173	4,205.78	1,238	2,493.06	123	333.67	4,288	6,365.17
2018-19	4,288	6,365.17	1,198	2,505.83	87	185.85	5,399	8,685.15
2019-20*	5,399	8,685.15	1,285	2,652.16	20	5.55	6,664	11,331.76

Source: O/o the PAG (A&E), Manipur.

* Except sanction orders state otherwise, Utilisation Certificates for grants disbursed during 2019-20 become due during 2020-21.

¹⁹ Also, as per Rule 212 (1) and Rule 210 of GFR 2005.

²⁰ Sl. Nos. 1 to 39 of Appendix 4.1 except Sl. No. 18, 23, 34 & 39.

Table 4.2: Year wise break up of outstanding UCs

(₹ in crore)

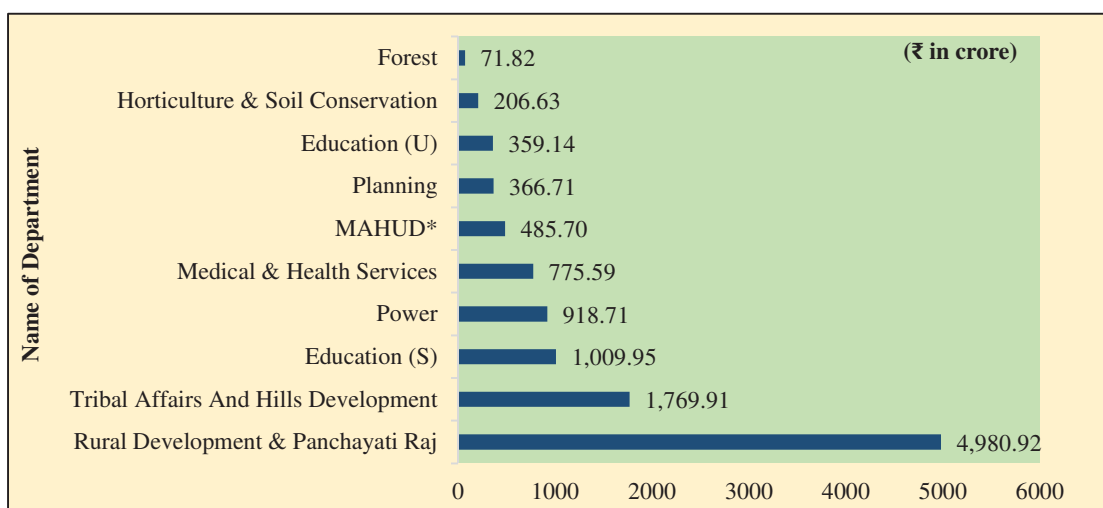
Year	Number of UCs	Amount
2003-04	23	4.02
2004-05	32	4.96
2005-06	55	4.11
2006-07	49	4.64
2007-08	51	3.82
2008-09	67	26.71
2009-10	113	37.10
2010-11	106	81.18
2011-12	228	168.95
2012-13	406	244.48
2013-14	427	199.83
2014-15	507	859.72
2015-16	467	1,086.25
2016-17	642	1,480.01
2017-18	1,115	2,159.39
2018-19	1,111	2,319.98
2019-20	1,265	2,646.61
TOTAL	6,664	11,331.76

Source: O/o the PAG (A&E), Manipur.

It can be seen from the above tables that 6,664 UCs involving an amount of ₹ 11,331.76 crore were awaited as on 31 March 2021 with the oldest UCs pertaining to the year 2003-04. It was also observed that 31 *per cent* (2064 UCs) of the UCs were outstanding for more than 10 years. The UCs were awaited mainly in respect of the nine departments (i) Horticulture (188 UCs: ₹ 206.63 crore); (ii) Education (U) (355 UCs: ₹ 359.14 crore); (iii) Planning (156 UCs: ₹ 366.71 crore); (iv) Municipal Administration, Housing and Urban Development (273 UCs: ₹ 485.70 crore); (v) Medical and Health Services (90 UCs: ₹ 775.59 crore); (vi) Power (148 UCs: ₹ 918.71 crore); (vii) Education (S) (1,078 UCs: ₹ 1,009.95 crore); (viii) Tribal Affairs and Hills Development²¹ (2,377 UCs: ₹ 1,769.91 crore); and (ix) Rural Development and Panchayati Raj (635 UCs: ₹ 4,980.92 crore).

These 10 departments together accounted for 5,403 UCs (81.08 *per cent*) out of 6,664 outstanding UCs, involving an amount of ₹ 10,945.08 crore (96.59 *per cent*) out of the total outstanding amount of ₹ 11,331.76 crore. The outstanding UCs in respect of ten major departments is shown in the following chart.

²¹ Includes Grants-in-Aid released to ADC, Chandel; ADC, Churachandpur; ADC, Sadar Hills, Kangpokpi; ADC, Senapati; ADC, Tamenglong; and ADC, Ukhrul by State Government for implementation of various schemes

Chart 4.1: UCs outstanding in respect of major Departments as on 31 March 2021

*Municipal Administration, Housing & Urban Development.

Source: O/o the PAG (A&E), Manipur.

In absence of UCs, there is no assurance that the funds were utilised for the purpose for which they were sanctioned and that the intended objectives of providing these funds have been achieved. Since non-submission of UCs is fraught with the risk of misappropriation, it is imperative that the State Government should monitor this aspect closely, particularly the ones which are outstanding for more than 10 years, and hold the concerned persons accountable for submission of UCs in a timely manner.

4.1.2 Non-receipt of subsequent instalments of Funds.

The funds for Centrally Sponsored Schemes (CSSs) are shared between GoI and the State Government in the ratio of 90:10. Funds are released by the GoI in instalments based on submission of periodic progress reports and UCs of the earlier instalments. In case of non-submission of the periodic progress report and the UCs due within the stipulated time, subsequent instalments are held up by GoI.

Audit had requisitioned (July 2021) from the Finance Department, Government of Manipur, details of Grants-in-Aids received from the GoI, and release of funds to implementing departments thereof and UCs submitted by the Finance Department/the Departments to GoI during 2015-16 to 2019-20. Out of 54 Departments of Government of Manipur, details of UCs in respect of 25 departments (46.30 *per cent*) have been received as of November 2021.

The position of Grants-in-Aid detailing approved cost of projects/ works, Grants-in-Aid received by Government of Manipur from GoI, short release or amount not yet released by GoI for the CSS (only the projects /works for which full amount was not released) during 2015-20 are as follows:

Table 4.3: Details of Grants-in-Aid released and short release by GoI

(₹ in crore)

For the year*	Total approved cost	Central Share	Central Share Released	Short release in Central Share
2012-13**	4.02	3.62	2.81	0.81
2013-14**	22.51	20.26	18.87	1.39
2014-15**	0.00	0.00	0.00	0.00
2015-16	22.86	20.57	16.93	3.64
2016-17	1.93	1.74	1.12	0.61
2017-18	7.10	6.39	1.57	4.82
Total	58.42	52.58	41.31	11.28

Source: Records furnished by Departments

** Subsequent release of Grants-in-Aid, if released in later years are taken against the particular years in which the first instalment was released. The years of 2012-13, 2013-14 and 2014-15 are taken as the subsequent instalments were released during 2017-18.

As can be seen from above, out of ₹ 52.58 crore to be received from GoI as CSS during 2012-20, the GoI released ₹ 41.31 crore only with short release of ₹ 11.28 crore (21.45 per cent) against 11 cases in four departments²². The Departments did not furnish any reasons for short release of Grants-in-Aid by GoI in case of 10 cases though sought for, but in one case²³, non-receipt of subsequent instalment of ₹ 67.62 lakh was due to closure of the project caused by delay in submission of UCs.

4.2 Abstract Contingent bills

Abstract Contingent (AC) bills are used for drawing advances with specific sanction for departmental purposes. As per the Central Treasury Rules²⁴, as adopted by Government of Manipur, AC bills must be regularised by submitting Detailed Countersigned Contingent (DCC) bills containing details and supporting records for the actual expenditure incurred. An AC bill should not be encashed without a certificate to the effect that DCC bills in respect of the earlier AC bills drawn more than a month before the date of that AC bill, have been submitted to the Controlling Officer. The Controlling Officer must submit DCC bills to the Accountant General (A&E), Manipur within a month from the date of receipt of such bills in his office within the same financial year to show that amounts shown in the AC bills correspond to the DCC bills.

As on 31 March 2021, a total of 1,094 DCC bills in respect of 43 Departments amounting to ₹ 2,005.46 crore pertaining to the period 2003-21 were outstanding. Non-submission of supporting DCC bills within the stipulated period breaches the financial discipline and enhances risk of misappropriation of public money. Out of ₹ 497.19 crore drawn against 193 AC bills in 2020-21, AC bills amounting to ₹ 356.22 crore (71.65 per cent) were drawn in March 2021 alone, out of which, ₹ 52.05 crore were drawn on the last day of the financial year indicating inadequate budgetary control/planning.

²² Art and Culture, SCERT, Directorate of Textiles, Commerce & Industries, Tourism.

²³ Support for musical instruments and teaching of music to school children Manipur (Art and Culture Department)

²⁴ Rule 308, Rule 309 and Note under Rule 312.

Department-wise position of outstanding AC bills is shown at **Appendix 4.2**. The year-wise position of AC bills, DCC adjusted amount and outstanding AC bills is shown in the following table:

Table 4.4: Year wise progress in submission of DCC bills against AC bills

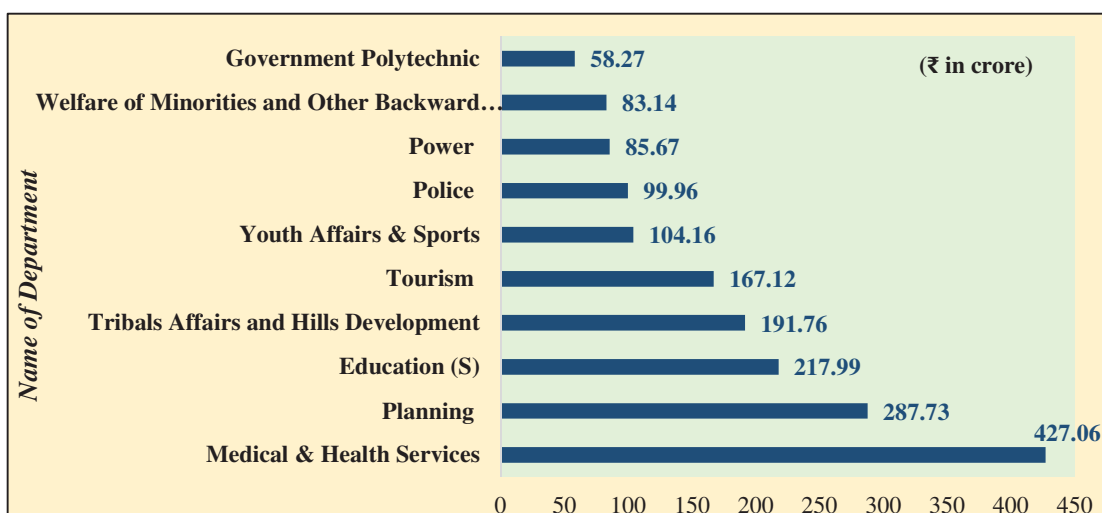
(₹ in crore)

Year	Opening Balance		Addition		Clearance		Closing Balance	
	No.	Amount	No.	Amount	No.	Amount	No.	Amount
Up to 2018-19	827	1,383.85	77	94.35	57	31.87	847	1,446.33
2019-20	847	1,446.33	76	105.21	18	24.96	905	1,526.58
2020-21	905	1,526.58	193	497.19	4	18.31	1,094	2,005.46

Source: VLC data of the O/o the PAG (A&E) Manipur.

It was found that major defaulting Departments with total outstanding AC Bills above ₹ 100 crore included Youth Affairs and Sports (₹ 104.16 crore), Tourism (₹ 167.12 crore), Department of Tribal Affairs & Hills Development (₹ 191.76 crore), Education (S) (₹ 217.99 crore), Planning (₹ 287.73 crore), and Medical & Health Services (₹ 427.06 crore). Pendency of DCC Bills in respect of major ten departments is shown in the following chart:

Chart 4.2: Pending DCC bill in respect of major Departments as on 31 March 2021



Source: O/o the PAG (A&E), Manipur.

4.3 Use of Minor Head 800.

Minor Head 800 – ‘Other Receipts/Other Expenditure’ is intended to be operated only when the appropriate minor head has not been provided in the accounts. Routine operation of Minor Head 800 is to be discouraged, since it renders the accounts opaque.

During the year 2020-21, out of the total Revenue receipts of ₹ 12,982.65 crore, receipts of ₹ 126.27 crore under 27 Major Heads of accounts on the receipts side, constituting 0.97 per cent of the total Revenue receipts, was recorded under the Minor Head 800- ‘Other Receipts’ below the Major Heads concerned. Similarly, out of the Revenue and Capital expenditure of ₹ 14,867.65 crore, the State Government booked expenditure of ₹ 2,624.99 crore under 65 Major Heads of accounts constituting 17.66 per cent of the

total expenditure (Revenue and Capital), under the Minor Head 800-‘Other Expenditure’ below the Major Heads concerned.

The significant booking of expenditure under Minor Head 800-Other Expenditure are as shown in the table below:

Table 4.5: Significant expenditure of ₹ 10 crore and above, booked under Minor Head 800-Other Expenditure during 2020-21

(₹ in crore)

Major Head	Description	Expenditure under Minor Head 800	Total Expenditure	Per cent
4700	Capital Outlay on Major Irrigation	160.51	160.51	100.00
4575	Capital Outlay on Other Special Area Programmes	76.28	76.28	100.00
4235	Capital Outlay on Social Security & Welfare	42.61	42.61	100.00
4705	Capital Outlay on Command Area Development	36.10	36.10	100.00
4403	Capital Outlay on Animal Husbandry	18.28	18.28	100.00
4401	Capital Outlay on Crop Husbandry	14.92	14.92	100.00
5075	Capital Outlay on Other Transport Services	10.00	10.00	100.00
2501	Special Programmes for Rural Development	606.13	608.42	99.62
2801	Power	398.11	400.84	99.32
4225	Capital Outlay on Welfare of Scheduled Castes, Scheduled Tribes, OBCs & Minorities	250.75	280.01	89.55
5425	Capital Outlay on Other Scientific and Environmental Research	59.58	70.71	84.26
4202	Capital Outlay on Education, Sports, Art and Culture	43.57	53.01	82.20
2401	Crop Husbandry	160.14	237.22	67.51
3435	Ecology and Environment	20.43	31.10	65.69
4552	Capital Outlay on North Eastern Areas	32.54	53.92	60.35
2217	Urban Development	109.20	188.02	58.08
2408	Food, Storage and Warehousing	25.88	47.82	54.12

Source: O/o the PAG (A&E), Manipur

Classification of large amounts under the omnibus Minor Head 800 affects transparency in financial reporting and distorts proper analysis of allocative priorities and quality of expenditure. There is a need for booking of expenditure to the relevant head of account to depict expenditure and receipts to ensure transparency and completeness.

4.4 Personal Deposit Account

Personal Deposit (PD) accounts are created for keeping of funds by debit to the Consolidated Fund of the State which is required²⁵ to be closed at the end of the same financial year by minus debit to the relevant service heads.

During the year 2020-21, State Government did not open any PD account. However, ₹ 0.05 crore (by Planning and Development Authority) was deposited during 2020-21 in one out of two PD accounts, which were not closed at the end of the year 2020-21. The unspent balance up to 2020-21 was ₹ 3.18 crore.

²⁵ Under Rule 96, 97 of the General Financial Rules, 2017.

Non transfer of balances lying for a long period of time in PD Accounts to Consolidated Fund of the State entails the risk of misuse of public fund, fraud and misappropriation. Thus, these accounts need to be reviewed and balance should be credited to Government accounts.

Finance Department stated (April 2020 and March 2021) that necessary steps would be taken up in this regard. However, concrete action taken to close the two PD accounts by the State Government was awaited (November 2021).

4.5 Building and Other Construction Workers' Welfare Cess

The GoI had levied a cess under Building and Other Construction Workers' Welfare Cess Act, 1996 at the rate of one *per cent* of the cost of construction incurred by an employer or any executing agency as the case may be. Rule 5 of the Cess Rules, 1998 provides that the proceeds of the cess collected shall be transferred by such Government office/ Establishment as the case may be, to the Manipur Building and Other Construction Workers' Board (the Board) within 30 days of its collection. Further, the State Government instructed (January 2011) all the departments of the State to deduct at source, labour cess at the rate of one *per cent* of the cost of construction works and transfer the cess collected by challan in favour of Secretary of the Board.

During the period from 2011-12 to 2020-21, an amount of ₹ 101.96 crore (₹ 0.70 crore during 2020-21) was deposited to Government Accounts as labour cess under Major Head 0045-112, out of which an amount of ₹ 63.61 crore (₹ 36.44 crore during 2020-21) was transferred to the Board thereby, leaving an un-transferred balance of ₹ 38.35 crore as on 31 March 2021 which represent the liabilities of the State Government.

The details of amount collected and actual expenditures incurred during the period from 2016-17 to 2020-21 are shown in the following table:

Table 4.6: Position of cess collection and expenditure of the Board during 2016-17 to 2020-21
(₹ in crore)

Year	Opening Balance (as per Bank Statement)	Cess collected during the year	Interest credit during the year	Available fund	Expenditure			Closing Balance (as per Bank Statement)
					Administrative Expenses (as percentage of TE)	Others	Total Expenditure (TE)	
2016-17	19.25	12.80	1.26	33.31	0.16 (0.61)	25.87	26.02	7.28
2017-18	7.28	61.33	0.80	69.41	0.57 (1.21)	46.35	46.92	22.49
2018-19	22.49	35.46	1.14	59.08	1.18 (5.92)	18.76	19.94	39.14
2019-20	39.14	29.62	0.83	69.59	1.50 (2.93)	49.76	51.26	18.33
2020-21	18.33	75.33	0.67	94.33	1.08 (5.21)	19.64	20.72	73.61

Source: Manipur Building and Other Construction Workers' Board

As per Section 24(3) of the Building and Other Construction Workers (Regulation of Employment and Conditions of Service) Act, 1996, the administrative expenses of the Board in any financial year shall not exceed five *per cent* of its total expenses during that financial year. However, during the five-years period from 2016-17 to 2020-21, in two years (2018-19 and 2020-21), the administrative expenses of the Board exceeded the prescribed limit by 0.92 to 0.21 *per cent*.

Further, as per section 26 and 27 of the Act *ibid*, the Board has to prepare its annual report, giving a full account of its activities during the previous financial year and also prepare an annual statement of accounts and submit them to the State Government. Further, the Board has to furnish to the State Government its audited copy of accounts together with the auditor's report which shall be laid before the State Legislature. The Board, however, has not prepared the annual report and annual accounts till the year 2020-21.

4.6 Non-submission/pendency of Annual Accounts of Autonomous Bodies

There are two Autonomous Bodies *i.e.* Manipur State Legal Services Authority (MASLSA) and State Compensatory Afforestation Fund Management and Planning Authority (CAMPA²⁶). These Autonomous Bodies are audited by the Comptroller & Auditor General of India under Sections 19 (2) of the Duties, Power and Conditions of Service (DPC) Act, 1971. The approved and authenticated Annual Accounts of these Bodies are to be submitted by 30 June of the succeeding year to the Principal Accountant General (Audit) for audit. Annual Accounts of 2019-20 and 2020-21, in respect of State CAMPA, had not been received (September 2021).

In the absence of final annual accounts and their audit, it could not be ensured whether the grants and expenditure had properly been accounted for and whether the purpose for which grants were provided had actually been achieved.

Besides, delays in finalisation of accounts carry risk of financial irregularities remaining undetected, apart from violation of the provision of the respective legislations under which the Bodies were constituted. Thus, there was a need for the Autonomous Bodies to submit their accounts for audit in a timely manner.

4.7 Delays in placement of Separate Audit Reports of Autonomous Bodies before the Assembly

Two Autonomous Bodies *i.e.* MASLSA and State CAMPA are audited by the Comptroller & Auditor General of India with regard to the verification of their transactions, operational activities and accounts, conducting regulatory compliance audit of the transactions scrutinised in audit, review of systems and procedures, *etc.* The status of rendering of accounts to audit, issuance of Separate Audit Report (SAR) and its placement in the Legislature as on 31 March 2021 are indicated below.

²⁶ After enactment of the Compensatory Afforestation Fund Act, 2016 (effective date being 30 September 2018), the audit of state CAMPA would be conducted under section 19(2) of the C&AG's DPC Act, 1971 from the accounting period 2018-19.

Table 4.7: Position of placement of SARs of State Autonomous Bodies as on 31 March 2021

Name of Autonomous Body	Year up-to which accounts were rendered	Position of SAR placed in the state Legislature				Position of SARs issued but not placed	
		Year of SAR	Date of issue	Date of placement of SAR	Delay in placement of SAR	SARs issued	Date of issue
MASLSA	2020-21	2017-18	04.12.19	19.12.19	No delay	-	-
State CAMPA	2018-19	--	--	--	--	2015-16	28.05.19
						2016-17	10.02.20
						2017-18	10.02.20

4.8 Interest liability towards interest bearing deposits

State Government has liability to provide and pay interest on the previous year's balance amounts in the Interest bearing Deposits. As on 01 April 2020, there was an opening balance of ₹ 2.36 crore and ₹ 206.62 crore under the Major Heads 8336-800 Other Deposits and 8342-117 Defined Contribution Pension Scheme for Government Employees respectively as per details given below:

Table 4.8: Non discharge of interest liability towards interest bearing deposits

(₹ in crore)

Sl. No.	Name of the Interest bearing deposit	Balance as on 31 March 2020	Amount of Interest not provisioned
1	MH-8336-800 Other Deposits	2.36	0.09
2	MH-8342-117 Defined Contribution Pension Scheme for Government Employees	206.62	14.67
TOTAL		208.98	14.76

Source: Statement 21 of Finance Accounts.

However, State Government did not provide budget provision for the interest payable of ₹ 14.76 crore on the balance of the Interest bearing Deposits during the year 2020-21.

Non-discharge of interest liability towards interest bearing deposits by the State Government only defers and accumulates its future liability and would further impact fiscal health in the future. State Government should take into account provisions of interest liabilities at the time of budget formulation in the relevant years for better fiscal management.

4.9 Funds directly transferred to the Implementing Agencies in the State

As per Government of India (GoI) decision dated 08 July 2015, all assistance to the Centrally Sponsored Schemes (CSS) and Additional Central Assistance (ACA) under various schemes would be released to the State Government and not directly to the Implementing Agencies in the State²⁷.

However, as per Public Financial Management System (PFMS) portal of the Controller General of Accounts, the Government of India transferred funds directly to Implementing Agencies in the State in violation of the above GoI decision for

²⁷ State Implementing Agencies include any organisation/institution including Non-Governmental organisations, which are authorised by the State Government to receive funds from the GoI for implementing specific programmes in the State.

implementation of various schemes/programmes pertaining to the Social and Economic sectors. Thus, these funds were neither routed through the State Budget/ State Treasury system nor reflected in the Finance Accounts of the State.

During the year 2020-21, substantial Central funds of ₹ 588.58 crore were transferred directly to the Implementing Agencies in the State. There was an increase of 30.50 *per cent* over the previous year 2019-20 (₹ 451.02 crore).

The programmes assisted by GoI where funds were transferred directly to the Implementing Agencies are captured in **Appendix 4.3**. Three Agencies received 54.69 *per cent* of the funds directly for implementation of major schemes during 2020-21 as given below:

Table 4.9: Funds transferred by GoI directly to State Implementing Agencies
(₹ in crore)

Sl. No.	Programme/Scheme	Name of Implementing Agency	Amount
1	Pradhan Mantri Kisan Samman Nidhi (PM-Kisan)	Department of Agriculture	206.64
2	Organic Value Chain Development for North East Region	Manipur Organic Mission Agency (MOMA)	64.45
3	North East Road Sector Development Scheme	Public Works Department	50.82
Total			321.91

Source: Appendix VI of Finance Accounts Vol-II

As there is no centralised monitoring mechanism for utilisation of funds under this category, reliable data on quantum of expenditure already incurred were not readily available to Audit.

4.10 Suspense and Remittance Balances

Suspense heads are operated in Government accounts to reflect transactions that cannot be booked initially to their final Head of Account due to lack of information such as non-furnishing of Schedule of Settlement by the Treasuries/PAOs, Non-receipt of clearance memos from RBI, non-receipt of vouchers *etc.* These are finally cleared by minus debit or minus credit when the amount is taken to its final Head of Account. If the amounts under suspense heads remain unadjusted, the balances under these heads get accumulated resulting in understatement of Government's receipts and payments.

Remittances embrace all transactions which are adjusting Heads of Account and the debits or credits under these heads are eventually cleared by corresponding credit or debit within the same or in another circle of accounting. The Finance Accounts reflect the net balances under Suspense and Remittance Heads. The outstanding balances under these heads are worked out by aggregating the outstanding debit and credit balances separately under various heads. Clearance of suspense and remittance items depends on the details furnished by the State Treasuries/ Works and Forest Divisions, *etc.* The position of net figures under major suspense and remittance heads for the last three years from 2018-21 is given in the table below:

Table 4.10: Statement showing balances under Suspense and Remittance Heads during 2018-21

(₹ in crore)

Minor Head	2018-19		2019-20		2020-21	
Major Head 8658 - Suspense	Dr.	Cr.	Dr.	Cr.	Dr.	Cr.
101 - PAO Suspense	97.40		104.08		121.00	
Net increase(+)/decrease(-) over the previous year	Dr. (-) 2.51		Dr. (+) 6.68		Dr. (+) 16.92	
102 - Suspense Account-Civil	135.65		129.78		151.57	
Net increase(+)/decrease(-) over the previous year	Dr. (+) 20.71		Dr. (-) 5.87		Dr. (+) 21.79	
107 - Cash Settlement Suspense Account	47.19		47.19		47.19	
Net increase(+)/decrease(-) over the previous year	0		0		0	
110 - Reserve Bank Suspense - CAO		38.87		37.20		73.23
Net increase(+)/decrease(-) over the previous year	Cr. (-) 2.10		Cr. (-) 1.67		Cr. (+) 36.03	
111 – Departmental Adjusting Account	3.90		3.90		3.90	
Net increase(+)/decrease(-) over the previous year	0		0		0	
112 - Tax Deducted at Source (TDS) Suspense		25.93		28.62		42.55
Net increase(+)/decrease(-) over the previous year	Cr. (+) 0.47		Cr. (+) 2.69		Cr. (+) 13.93	
123 - A.I.S Officers’ Group Insurance Scheme		3.42		3.37		3.20
Net increase(+)/decrease(-) over the previous year	Cr. (-) 0.33		Cr. (-) 0.05		Cr. (-) 0.17	
126 – Broadcasting Receiver License Fee Suspense		0.01		0.01		0.01
Net increase(+)/decrease(-) over the previous year	0		0		0	
129 – Material Purchase Settlement Suspense Account		3.17		3.17		3.17
Net increase(+)/decrease(-) over the previous year	0		0		0	
Major Head 8782 - Cash Remittances						
102 - P.W. Remittances	669.06		668.85		685.05	
Net increase(+)/decrease(-) over the previous year	Dr. (+) 46.68		Dr. (-) 0.21		Dr. (+) 16.20	
103 - Forest Remittances		11.68		13.34		13.24
Net increase(+)/decrease(-) over the previous year	Cr. (-) 0.26		Cr. (+) 1.66		Cr. (-) 0.10	
105 – RBI Remittances		17.66		17.66		17.66
Net increase(+)/decrease(-) over the previous year	0		0		0	

Source: Finance Accounts of respective years.

4.11 Non-reconciliation of Department figures

To enable Controlling Officers of the Departments to exercise effective control over their expenditures, to keep it within the budget grants and to ensure accuracy of their accounts, expenditures recorded in their books should be monthly reconciled²⁸ during the financial year with that recorded in the books of the Office of the Principal Accountant General (A&E), Manipur. 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 2020-21. Audit noticed that out of 81 Controlling Officers (COs), 14 COs reconciled partially and 17 COs did not reconcile their receipt and expenditure figure amounting to ₹ 984.84 crore (6.53 per cent of total receipts of ₹ 15,076.46 crore) and ₹ 2,234.42 crore (9.95 per cent of total disbursement out of Consolidated Fund of ₹ 22,465.81 crore) respectively during 2020-21. Details of COs who have not reconciled their accounts are given at **Appendix 4.4**. Non reconciliation affects the correctness and completeness of accounts.

²⁸ As per Rule 57(5) of General Financial Rules, 2017.

4.12 Reconciliation of Cash Balance

There should be no difference between the Cash Balance of the State as per the books of Accounts of the Accountant General (A&E), and the Cash Balance as reported by the Reserve Bank of India (RBI). Cash balance as on 31 March 2021 as per Accountant General's records was ₹ 49.05 crore (Debit) and that reported by RBI was ₹ 55.43 crore (Credit). The net difference of ₹ 6.38 crore (Credit) was mainly due to erroneous reporting by the accredited banks to the RBI, misclassification by banks and treasuries which were not reconciled before closure of accounts.

Outstanding unreconciled Cash Balances with RBI by the Treasuries indicated weakness in reconciliation mechanism in place to analyse the discrepant items and its regular adjustment to reflect the correct cash balances in the State Government Accounts.

4.13 Non-submission of details of grants/loans given to bodies and authorities

In order to identify institutions/organisations which attract audit under Sections 14 and 15 of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act 1971 (C&AG'S DPC Act), the Government and HODs are required to furnish to Audit every year:

- detailed information about the financial assistance given to various institutions,
- the purpose for which the assistance is granted, and
- total expenditure of the institutions.

Further, Regulation on Audit and Accounts (Amendments), 2020 provides that Governments and HODs, who sanction grants and/or loans to bodies or authorities, shall furnish to Audit by the end of July every year a statement of such bodies and authorities to which grants and/or loans aggregating ₹ 10 lakh or more were paid during the preceding year indicating (a) the amount of assistance, (b) the purpose for which the assistance was sanctioned and (c) the total expenditure of the body or authority.

However, no such information or statements were furnished by the Government and HODs to Audit for the year 2020-21, showing inadequate monitoring and control of the State Government and HODs.

4.14 Compliance with Indian Government Accounting Standards

As per Article 150 of the Constitution of India, the President may, on the advice of the C&AG, prescribe the form of accounts of the States. Further, the C&AG set up a Government Accounting Standards Advisory Board (GASAB) in 2002, for formulating standards for Government Accounting and Financial Reporting, to enhance accountability mechanisms. On the advice of the C&AG, the President has so far notified three Indian Government Accounting Standards (IGAS). Compliance to the above Accounting Standards for the year 2020-21 is given in the table below:

Table 4.11: Compliance to Accounting Standards

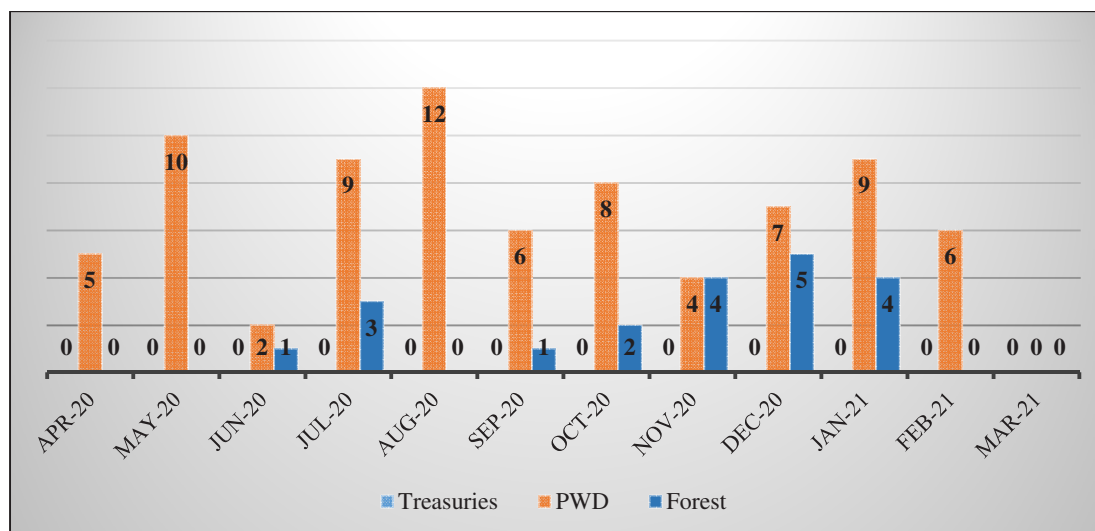
Accounting Standards	Essence of IGAS	Compliance by State Government	Impact of deficiency
IGAS-1: <i>Guarantees given by the Government-Disclosure requirements</i>	This standard requires the government to disclose the maximum amount of guarantees given during the year in its financial statements along with additions, deletions, invoked, discharged and outstanding at the end of the year to ensure uniform and complete disclosure of such Guarantees.	Partly complied	The State Government has not adopted the format prescribed in the Standard completely. The details required to disclose in the notes to the financial statement is also not complete.
IGAS-2: <i>Accounting and Classification of Grants-in-Aid</i>	Grants-in-Aid are to be classified and accounted for as revenue expenditure in the accounts of the grantor and as revenue receipts in the accounts of the grantee, irrespective of the end use.	Partly complied	While the State Government complied with the format prescribed by the Standard, the information regarding details of Grants-in-Aid in kind have not been provided to AG.
IGAS-3: <i>Loans and Advances made by Government</i>	This standard relates to recognition, measurement, valuation and reporting in respect of Loans and Advances made by the State Government in its Financial Statements to ensure complete, accurate and uniform accounting practices.	Partly complied	While the State Government complied with the format prescribed by the Standard, the information in this regard is incomplete, since the details of amount of interest in arrears in respect of loans and advances have not been provided to AG.

Source: IGAS-1,2,3 and Finance Accounts.

4.15 Timeliness and Quality of Accounts

The accounts of the State Government are compiled by the Accountant General (A&E) from the initial accounts rendered by Treasuries, Public Works Divisions (PWD) and Forest Divisions, apart from the RBI advices. Due to the failure of the account rendering units to furnish accounts in time, some accounts were excluded from the Monthly Civil Accounts by the Accountant General (A&E) as per the details given below:

Chart 4.3: Number of accounts excluded from Monthly Civil Accounts during 2020-21



Source: O/o the PAG (A&E), Manipur

The delays in rendition of monthly divisional accounts of PWD and Forest ranged from one to 142 days and one to 110 days respectively during the year 2020-21. Due to exclusion of accounts, the Monthly Civil Accounts of the State could not depict the full expenditure and receipt up to that month and thus remained incomplete. Moreover, the monthly appropriation accounts of the State could not reflect the actual expenditure incurred up to the relevant month to enable effective budgetary control by various Controlling Officers (COs).

The State Government needs to put in place monitoring mechanism to ensure timely submission of initial accounts by all the account rendering authorities to the Accountant General (A&E) within the prescribed target date, to ensure timely and complete depiction of actual expenditure on a monthly basis so that meaningful monitoring of expenditure *vis-à-vis* the budgetary provisions can be exercised by the COs.

4.16 Follow up on State Finances Audit Report

As per Article 151 (2) of the Constitution of India, the State Finance Audit Reports (SFARs) of the Comptroller & Auditor General of India are submitted to the Governor of the State for placing the Reports before the State Legislative Assembly. Audit Reports placed before the Legislative Assembly stand referred to the Public Accounts Committee (PAC) of the State. The details of placing of Audit Reports of the last three years (2017-18 to 2019-20) to the Legislative Assembly and their discussion by the PAC are shown in the following table:

Table 4.12: Discussion of State Finances Audit Report (SFAR) by PAC on regularisation of excess expenditure

Year of SFAR	Date of placing SFAR to the Legislative Assembly	Date of discussion of SFAR by PAC (Date of placing recommendation of PAC)	Action taken notes	Remarks
2017-18	27-08-2019	<i>Suo-moto</i> examination made by PAC independently (10 February 2021)	Action taken notes yet to be received.	Excess expenditure over budget provisions was discussed.
2018-19	05-02-2021	<i>Yet to be discussed/examined by PAC</i>		
2019-20		<i>Submitted to State Government on 19 September 2021</i>		

Source: Recommendation Report of PAC.

The excess over provision of ₹ 467.21 crore relating to the period 2017-18 had been recommended (**Appendix 4.5**) by the PAC for regularization in its 53rd Report. However, the actual action for regularization of the excess expenditure was yet to be initiated (November 2021) by the State Government. Necessary action may be taken up by the State Government to regularize excess expenditure over the provisions for the year 2017-18.

4.17 Conclusion

- Utilisation Certificates (UCs) in respect of 6,664 cases aggregating ₹ 11,331.76 crore given to Departments of the State Government during the period

up to March 2021 were not submitted to the Accountant General. Non submission of UCs is fraught with the risk of fraud and misappropriation of funds.

- During 2020-21, ₹ 497.19 crore was drawn through 193 Abstract Contingent (AC) Bills of which 189 Detailed Countersigned Contingent (DCC) Bills for ₹ 478.88 crore were awaited for submission of as on 31 March 2021. Further, as on 31 March 2021, there were 1,094 AC bills for ₹ 2,005.46 crore, which remained outstanding for adjustment due to non-submission of DCC Bills. Non-adjustment of advances for long period is fraught with the risk of misappropriation and booking of expenditure without supporting documents.
- As on 01 September 2021, two annual accounts pertaining to the period 2019-20 and 2020-21 in respect of State CAMPA had not been received.
- The State Government classified ₹ 126.27 crore as Receipts under Minor Head 800–Other Receipts constituting 0.97 *per cent* of Total Revenue Receipts. Similarly, the State booked expenditure of ₹ 2,624.99 crore under Minor Head 800–Other Expenditure constituting 17.66 *per cent* of total expenditure during 2020-21.
- During the financial year 2020-21, there were delays in rendition of monthly accounts ranging from one to 142 days by the Public Works Divisions and one to 110 days by the Forest Divisions respectively.

4.18 Recommendations

- *The Finance Department may draw up an action plan for monitoring and ensuring submission of all pending UCs especially keeping in view that UCs from 2003-04 onwards are still due for submission. Release of subsequent grants should be linked with submission of outstanding UCs.*
- *The State Government may ensure timely submission of utilisation certificates by the recipients of grants and of DCC Bills within the prescribed timeline as required under the Rules.*
- *The Finance Department should consider evolving a system to expedite the process of compilation and submission of annual accounts by autonomous bodies and departmentally run undertakings in order to assess their financial position. They may review giving of further financial assistance to persistent defaulters in preparation of Accounts.*
- *The State Government should ensure that the Controlling Officers carry out timely reconciliation of their expenditure figures with the books of the AG (A&E) in the interest of financial discipline.*
- *The Finance Department should, in consultation with the Accountant General (A&E), conduct a comprehensive review of all items presently appearing under minor head 800 and ensure that all such receipts and expenditure are in future booked under the appropriate detailed/object heads of account.*

CHAPTER V
FUNCTIONING OF STATE
PUBLIC SECTOR ENTERPRISES

CHAPTER – V

FUNCTIONING OF STATE PUBLIC SECTOR ENTERPRISES

SUMMARY OF FINANCIAL PERFORMANCE OF STATE PUBLIC SECTOR ENTERPRISES

5.1 Introduction

This Chapter presents the financial performance of ‘Government Companies’, ‘Statutory Corporations’ and ‘Government Controlled Other Companies’. The term State Public Sector Enterprises (SPSEs) encompasses the State Government owned companies set up under the Companies Act, 2013 and Statutory Corporations setup under the statutes enacted by the Parliament and State legislature.

A Government Company is defined in Section 2(45) of the Companies Act, 2013 as a company in which not less than 51 *per cent* of the paid-up share capital is held by Central Government, or by any State Government or Governments, or partly by the Central Government and partly by one or more State Governments, and includes a company which is a subsidiary of a Government Company.

Besides, any other company owned or controlled, directly or indirectly, by the Central Government, or by any State Government or Governments, or partly by the Central Government and partly by one or more State Governments are referred to in this Report as Government Controlled Other Companies.

5.2 Mandate

Audit of ‘Government companies’ and ‘Government Controlled Other Companies’ is conducted by the CAG under the provisions of Section 143(5) to 143(7) of the Companies Act, 2013 read with Section 19 of the CAG’s (Duties, Powers and Conditions of Service) Act, 1971 and the Regulations made there under. Under the Companies Act, 2013, the CAG appoints the Chartered Accountants as Statutory Auditors for companies and gives directions on the manner in which the accounts are to be audited. In addition, CAG has right to conduct a supplementary audit. The statutes governing some Statutory Corporations require their accounts to be audited only by CAG.

5.3 Working and non-working SPSEs

As on 31 March 2021, there were 14 SPSEs²⁹ (11 working and three non-working) under the audit jurisdiction of the CAG in Manipur. The details are given in **Table 5.1**:

²⁹ Including one new working Company (Cyber Corporation Manipur Limited) incorporated (15 October 2020) during 2020-21.

Table 5.1: Total number of SPSEs as on 31 March 2021

Type of SPSEs	Working SPSEs	Non-working SPSEs ³⁰	Total
Government Companies	11	3	14
Statutory Corporations	Nil	Nil	Nil
Total	11	3	14

5.4 Difference in the number of SPSEs as per the State Finance Accounts and State PSEs Audit Report

The total number of SPSEs as depicted in the State Finance Accounts (2020-21) is 18³¹, while as per the records of the Principal Accountant General (Audit), Manipur (PAG), the number of SPSEs existent in the State of Manipur as on 30 September 2021 is only 14³² (11 working and 3 non-working). The SPSEs as shown in the Finance Accounts included eight other SPSEs³³ which had been wound up and are no longer in existence.

5.5 Comparative analysis of contributions of working SPSEs turnover to GSDP

Table 5.2 below provides the comparative details of working SPSEs turnover and State GSDP for a period of three years ending 2020-21.

Table 5.2: Contribution of SPSEs turnover to GSDP

(₹ in crore)			
Particulars	2018-19	2019-20	2020-21
SPSEs Turnover ³⁴	232.60	232.63	480.88
GSDP*	27,869.85 (Q)	31,790.30 (A)	32,852.46 (P)
Percentage of Turnover to GSDP	0.83	0.73	1.46

Source: As per latest finalised accounts of SPSEs; Department of Economics and Statistics, Manipur.

* At Current Price, Q-Quick Estimate, A-Advance Estimates, P-Projected Estimate.

As could be noticed from the **Table** above, the contribution of SPSEs turnover to GSDP over the past three years had shown a nominal (overall) increase of 0.63 *per cent* from 0.83 *per cent* (2018-19) to 1.46 *per cent* (2020-21). The major contributors to SPSEs turnover during 2020-21 were Manipur State Power Distribution Company Limited (₹ 441.13 crore) and Manipur State Power Company Limited (₹ 38.12 crore).

³⁰ Non-working SPSEs are those which have ceased to carry on their operations.

³¹ Manipur Food Industries Corporation Limited. (Sugar Mill) and Manipur Food Industries Corporation Limited. (Fragrance and Flavour Development Programme) are the same company.

³² Including four PSEs which were not shown in Statement No. 19 of the State Finance Accounts, namely: Manipur State Power Distribution Company Limited (a Subsidiary of a Government Company, Manipur State Power Company Limited), Manipur IT SEZ Project Development Company Limited., Tourism Corporation of Manipur Limited and Cyber Corporation Manipur Limited.

³³ Manipur State Road Transport Corporation, Assam Financial Corporation Limited, Manipur Spinning Mills Corporation Limited, Manipur Cycle Corporation Limited, Manipur Film Development Corporation Limited, Manipur Cement Corporation Limited, Manipur State Drugs Pharmaceuticals Limited and Manipur State Power Corporation Limited.

³⁴ Turnover of working SPSEs as per their latest finalised accounts as on September 2018, 2019 and 2020.

5.6 Investment in SPSEs and Budgetary support

5.6.1 State Government's investment in SPSEs

The State's investment in its SPSEs was by way of share capital/loans. The figures in respect of Equity Capital and Loans provided by the State Government as per the records of the SPSEs should agree with the corresponding figures appearing in the Finance Accounts of the State. In case of differences in the figures, the SPSEs concerned and the Finance Department should carry out reconciliation of differences. The position in this regard for last three years is given in the table below:

Table 5.3: Equity and Loans outstanding as per the State Finance Accounts *vis-à-vis* records of SPSEs for last three years

(₹ in crore)

Year	2018-19			2019-20			2020-21		
	Amount as per Finance Accounts	Amount as per records of SPSEs	Difference	Amount as per Finance Accounts	Amount as per records of SPSEs	Difference	Amount as per Finance Accounts	Amount as per records of SPSEs	Difference
Equity	58.78	45.39	13.39	62.38	45.39 ³⁵	16.99	65.31	45.64	19.67
Loans ³⁶	2.61	0.68	1.93	2.61	0.68	1.93	2.61	0.58	2.03

Source: State Finance Accounts and records of SPSEs.

It can be noticed from the **Table** above that, the Equity investment of the State Government as on 31 March 2021 as per the records of SPSEs, increased marginally by 0.55 *per cent* from ₹ 45.39 crore in 2018-19 to ₹ 45.64 crore in 2020-21. However, there were differences in the figures of Equity (₹ 19.67 crore) and Loan (₹ 2.03 crore) as per the two sets of records as on 31 March 2021. Out of total 13 SPSEs³⁷ where State Government had made direct equity investment, the difference occurred in respect of 12 SPSEs. In addition to above, the State Finance Accounts, 2020-21 depicted equity investment of ₹ 104.73 crore infused (1964 to 2020-21) by the State Government in eight SPSEs, which are no longer in existence as per the records of PAG, Manipur (*refer paragraph 5.4 supra*).

The State Government and the SPSEs concerned should take concrete steps to reconcile the differences in a time-bound manner.

5.6.2 Budgetary assistance to SPSEs

The State Government provides financial support to SPSEs in various forms through annual budgetary allocations. Summarised details of budgetary support towards Equity, Loans and Grants/ subsidies in respect of SPSEs during past three years are given in **Table 5.4**.

³⁵ Excluding equity (₹ 20.00 crore) contributed in the form other than cash by way of assets transferred from the erstwhile State Electricity Department to the two power sector companies (Manipur State Power Company Limited and Manipur State Power Distribution Company Limited) as per the Manipur State electricity Reforms Transfer Scheme 2013.

³⁶ Loans as per Finance Accounts represent the aggregate of 'Loans to Public Sector and Other Undertakings' as depicted under Statement 18 to the State Finance Accounts for the respective year.

³⁷ Excluding one Subsidiary of a Government Company (Manipur Pulp and Allied Products Limited) where the State Government had no direct investment.

Table 5.4: Details regarding annual budgetary support to SPSEs

(₹ in crore)

Particulars	2018-19		2019-20		2020-21	
	No. of SPSEs	Amount	No. of SPSEs	Amount	No. of SPSEs	Amount
Equity capital outgo from budget ³⁸	2	5.99	2	5.30	2	11.93
Loans given from budget	-	-	-	-	-	-
Grants/subsidy from budget	3	434.27	4	337.09	5	399.28
Total Outgo	5	440.26	6	342.39	7	411.21

Source: Finance Accounts

It can be noticed from the **Table** above that the budgetary support provided by State Government to SPSEs decreased from ₹ 440.26 crore in 2018-19 to ₹ 411.21 crore in 2020-21. The major recipients of budgetary support during 2020-21 were Manipur State Power Distribution Company Limited (Grant/subsidy: ₹ 285.57 crore) and Manipur State Power Company Limited (Grant: ₹ 100 crore).

5.7 Returns from Government Companies and Corporations

Profit earned and Dividend paid by SPSEs

As per the latest finalised accounts of the SPSEs, out of eleven working SPSEs in the State, only one working SPSE (Manipur Police Housing Corporation Limited) earned profit of ₹ 0.29 crore. However, the SPSE has not declared any dividend during the past three years. There was no recorded information about the existence of any specific policy of the State Government regarding payment of minimum dividend by the SPSEs.

5.8 Long Term Debt of SPSEs

The position of outstanding Long Term Debts of the SPSEs during the last three years as per their latest finalised accounts is given in **Table 5.5**.

Table 5.5: Position of Outstanding loans of the SPSEs

(₹ in crore)

Particulars	2018-19	2019-20	2020-21
Total Loans outstanding (State Government and Others)	151.71	160.56	493.11
State Government Loans outstanding	0.58	0.58	0.58

It can be noticed from **Table 5.5** that during 2020-21, the total long term borrowings of the SPSEs from all sources registered an increase of ₹ 341.40 crore in 2020-21 as compared to 2018-19. This was mainly due to increase of ₹ 332.55 crore in loans of one SPSE (Manipur State Power Distribution Company Limited) from ₹ 135 crore in 2018-19 to ₹ 467.55 crore in 2020-21.

³⁸ Includes amounts of ₹ 2.00 crore, ₹ 1.70 & ₹ 9.00 crore booked as investment by the State Government during 2018-19, 2019-20 and 2020-21 respectively, in Manipur Spinning Mills Corporation Limited, which had been wound up and whose name had been struck off from the Register of Companies.

As on 31 March 2021, out of 14 SPSEs, six SPSEs³⁹ had outstanding long term loans of ₹ 493.11 crore while five SPSEs⁴⁰ did not have any outstanding long term loans . The remaining three SPSEs⁴¹ had not finalised their first annual accounts since their inception and hence the status of outstanding loan figures could not be ascertained. Further, the total outstanding loans (₹ 493.11 crore) of six SPSEs, included State Government Loans of ₹ 0.58 crore outstanding against one SPSE⁴², which remained unchanged during the last three years (2018-19 to 2020-21).

5.9 Operating efficiency of SPSEs

Key parameters

Some of the key parameters of the operational efficiency of working SPSEs for last three years as per their latest finalised accounts as on 30 September of the respective year are given in **Table 5.6**.

Table 5.6: Key parameters of operational efficiency of working SPSEs

(₹ in crore)

Year	No. of working SPSEs	Paid-up capital	Net overall Accumulated profits (+)/ losses(-)	Net overall profits (+)/ losses(-)	EBIT	Capital Employed ⁴³
2018-19	10	53.14	(-)159.09	(-)41.39	(-)9.95	43.94
2019-20	10	53.14	(-)159.26	(-)41.56	(-)10.12	52.62
2020-21	11	53.14	(-)243.39	(-)36.96	(-)16.30	301.64

From the **Table** above, it can be seen that the position of the net overall losses improved during 2020-21 as compared to the previous year (2019-20). However, ‘Earnings before Interest and Tax’ (EBIT) has shown deteriorating trend during the last two years (2019-20 and 2020-21). Further, the Capital Employed (CE) of SPSEs during 2020-21 has improved significantly mainly due to increase of ₹ 332.55 crore in the long term borrowings of Manipur State Power Distribution Company Limited from ₹ 135.00 crore (2019-20) to ₹ 467.55 crore (2020-21), which led to corresponding increase in the SPSE borrowings from ₹ 160.56 crore (2019-20) to ₹ 493.11 crore (2020-21).

However, the net overall accumulated losses of SPSEs during the period of three years have increased by ₹ 82.89 crore (52 *per cent*) from ₹ 159.90 crore (2018-19) to ₹ 242.79 crore (2020-21). The major contributors to the accumulated losses of SPSEs

³⁹ Manipur Industrial Development Corporation Limited (₹ 6.31 crore), Manipur Food Industries Corporation Limited (₹ 15.74 crore), Manipur State Power Distribution Company Limited (₹ 135.00 crore), Manipur Handloom and Handicrafts Development Corporation Limited (₹ 1.69 crore), Manipur Plantation Crops Corporation Limited (₹ 0.07 crore) and Manipur Pulp and Allied Products Limited (₹ 1.75 crore).

⁴⁰ Manipur Tribal Development Corporation Limited, Manipur Police Housing Corporation Limited, Manipur Electronics Corporation Limited, Manipur State Power Company Limited and Manipur Agro Industries Corporation Limited (non-working).

⁴¹ Manipur IT SEZ Project Development Company Limited (incorporated in December 2013); Tourism Corporation of Manipur Limited (incorporated in July 2016) and Cyber Corporation Manipur Ltd (incorporated in October 2020).

⁴² Manipur Handloom and Handicraft Development Corporation Limited

⁴³ **Capital Employed** = Paid-up share capital *plus* Free Reserves and Surplus *plus* Long term loans *minus* Accumulated losses *minus* Deferred revenue expenditure.

during 2020-21 were Manipur State Power Distribution Company Limited (₹ 145.58 crore), Manipur State Power Company Limited (₹ 41.63 crore) and Manipur Industrial Development Corporation Limited (₹ 31.78 crore).

5.10 Return on Capital Employed

Return on Capital Employed (ROCE) is a profitability metric that measures the long term profitability and efficiency of the total capital employed by a company. Companies create value when they generate returns on the capital employed in excess of the cost of capital. ROCE is an important metric for long term lenders. ROCE is calculated by dividing a company's Earnings Before Interest and Taxes (EBIT) by the Capital Employed.

During 2020-21, the overall capital employed in respect of eight working SPSEs⁴⁴ as per their latest finalised accounts was ₹ 301.64 crore. Further, out of eight working SPSEs, only one SPSE⁴⁵ had positive ROCE.

In comparison, however, the overall capital employed in respect of eight working SPSEs during the previous two years (2018-19 and 2019-20) was ₹ 43.94 crore and ₹ 52.62 crore respectively. Further, out of eight working SPSEs, only one SPSE⁴⁶ had positive ROCE during each of the previous two years.

5.11 Return on Equity (ROE)

Return on equity⁴⁷ (ROE) is a measure of financial performance of companies calculated by dividing the 'net income earned' by the Equity. During 2020-21, out of 11 working SPSEs, only one⁴⁸ SPSE earned profits as per its latest finalised accounts as on 30 September 2021. ROE in respect of the lone profit-making SPSE was 47.54 per cent⁴⁹. ROE in respect of eight SPSEs was not workable/ascertainable due to complete erosion of their capital by the accumulated losses (five SPSEs⁵⁰) or non-alisation of their first accounts (three SPSEs⁵¹). The ROE in respect of remaining two SPSEs⁵² was negative.

⁴⁴ Three SPSEs, viz. Manipur IT SEZ Project Development Company Limited, Tourism Corporation of Manipur Limited and Cyber Corporation Manipur Limited had not finalised their first annual accounts and hence not included

⁴⁵ Manipur Police Housing Corporation Limited.

⁴⁶ Manipur Police Housing Corporation Limited.

⁴⁷ **Return on Equity** = (Net Profit after Tax and preference Dividend ÷ Equity) x 100, where **Equity** = Paid up Capital *plus* Free Reserves/retained earnings *minus* Accumulated Loss *minus* Deferred Revenue Expenditure.

⁴⁸ Manipur Police Housing Corporation Ltd. (₹ 0.29 crore).

⁴⁹ ROE = Net Profit (₹ 0.29 crore) ÷ Equity (₹ 0.61 crore) % = 47.54 per cent

⁵⁰ Manipur Industrial Development Corporation Limited, Manipur Electronics Development Corporation Limited, Manipur State Power Company Limited, Manipur State Power Distribution Company Limited and Manipur Handloom and Handicrafts Development Corporation Limited

⁵¹ Manipur IT SEZ Project Development Company Limited, Tourism Corporation of Manipur Limited and Cyber Corporation Manipur Limited.

⁵² Manipur Tribal Development Corporation Limited & Manipur Food Industries Corporation Limited.

5.12 SPSEs incurring Losses

The position of aggregate losses incurred by loss-making working SPSEs during the past three years as per their latest finalised accounts is given in **Table 5.7**.

Table 5.7: Details of loss making working SPSEs

Year	2018-19	2019-20	2020-21
Total No. of working SPSEs	10	10	11
Number of loss making working SPSEs ⁵³	7	7	7
Aggregate losses (<i>₹ in crore</i>)	(-) 41.68	(-) 41.85	(-)37.24

The details of major contributors to losses of working SPSEs incurred during 2020-21 as per the latest finalised accounts are given in **Table 5.8**.

Table 5.8: Major contributors to the losses of working SPSEs

Name of SPSEs	Latest finalised accounts	(<i>₹ in crore</i>) Net Loss
Manipur State Power Company Limited	2015-16	20.08
Manipur State Power Distribution Company Limited	2020-21	14.89
Total		34.97

From the table above, it is observed that around 94 *per cent* of the aggregate losses incurred by seven working SPSEs during 2020-21 were contributed by the above mentioned two SPSEs.

5.13 SPSEs having complete erosion of capital

The aggregate paid-up capital and accumulated losses of 11 working SPSEs as per their latest finalised accounts as on 30 September 2021 were ₹ 53.14 crore and ₹ 242.79 crore respectively. Analysis of investment and accumulated losses of these SPSEs revealed that the accumulated losses of five working SPSEs (₹ 242.28 crore) had completely eroded their paid-up capital (₹ 47.19 crore) as detailed in **Table 5.9**.

Table 5.9: SPSEs with complete erosion of equity capital

Name of SPSEs	Latest finalised accounts	Paid-up capital	(<i>₹ in crore</i>) Accumulated losses
Manipur State Power Distribution Company Limited	2020-21	10.05	145.58
Manipur State Power Company Limited	2015-16	10.05	41.63
Manipur Industrial Development Corporation Limited	2009-10	12.14	31.78
Manipur Electronics Development Corporation Limited	2017-18	2.74	7.11
Manipur Handloom & Handicrafts Development Corporation Limited	2009-10	12.21	16.18
Total		47.19	242.28

⁵³ Excluding three SPSEs (Manipur IT SEZ Project Development Corporation Limited, Tourism Corporation of Manipur Limited and Cyber Corporation Manipur Limited), which had not finalised their first accounts and hence, their operational results could not be ascertained.

Accumulation of huge losses by these SPSEs had eroded public wealth, which is a cause of serious concern and the State Government needs to take steps to either improve their profitability or review the working of these SPSEs for continuing their operations.

OVERSIGHT ROLE OF COMPTROLLER & AUDITOR GENERAL OF INDIA

5.14 Audit of State Public Sector Enterprises (SPSEs)

Comptroller & Auditor General of India (CAG) appoints the statutory auditors of a Government Company and Government Controlled Other Company under Section 139 (5) and (7) of the Companies Act, 2013. CAG has a right to conduct a supplementary audit and supplement or comment upon the Audit Report of the statutory auditor. Statutes governing some corporations require that their accounts be audited by the CAG and a report be submitted to the State Legislature.

5.15 Appointment of statutory auditors of SPSEs by CAG

Sections 139 (5) of the Companies Act, 2013 provides that the statutory auditors in case of a Government Company or Government Controlled Other Company are to be appointed by the CAG within a period of 180 days from the commencement of the financial year. The statutory auditors of 13 SPSEs are appointed by the CAG.

5.16 Submission of accounts by SPSEs

5.16.1 Need for timely submission

According to Section 394 of the Companies Act 2013, Annual Report on the working and affairs of a Government Company, is to be prepared within three months of its Annual General Meeting (AGM) and as soon as may be after such preparation laid before the State Legislature together with a copy of the Audit Report and any comments upon or supplement to the Audit Report, made by the CAG. This mechanism provides the necessary Legislative control over the utilisation of public funds invested in the companies from the State budget.

Section 96 of the Companies Act, 2013 requires every company to hold AGM of the shareholders once in every calendar year. It is also stated that not more than 15 months shall elapse between the date of one AGM and that of the next. Further, Section 129 of the Companies Act, 2013 stipulates that the audited Financial Statement for the financial year has to be placed in the said AGM for their consideration.

Section 129 (7) of the Companies Act, 2013 also provides for levy of penalty like fine and imprisonment on the persons including directors of the company responsible for non-compliance with the provisions of Section 129 of the Companies Act, 2013.

Despite above, annual accounts of various SPSEs were pending as on 30 September 2021, as discussed in the succeeding paragraphs.

5.16.2 Timelines in preparation of accounts by SPSEs

State Public Sector Enterprises (PSEs) are required to annually prepare their accounts in the prescribed format showing the working results of financial operations, so that the Government can assess their performances. As per the Companies Act, 2013⁵⁴, the annual accounts of these Government Undertakings have to be finalised within six months (30 September) of completion of the financial year. The position of finalisation of accounts by the SPSEs (including three non-working companies which had not prepared their Annual accounts for the period ranging from 1984-85 to 2020-21) is shown in the following table:

Table 5.10: Status of Accounts of Undertakings as on 30 September 2021

(₹ in crore)

Sl. No.	Name of the Undertaking	Pending since	No. of years of accounts not prepared	Grants/ Subsidy released during 2020-21
1.	Manipur Industrial Development Corporation Limited	2010-11	11	-
2.	Manipur Handloom & Handicrafts Development Corporation Limited	2010-11	11	-
3.	Manipur Tribal Development Corporation Limited	1988-89	33	0.30
4.	Manipur Electronics Development Corporation Limited	2018-19	3	-
5.	Manipur Food Industries Corporation Limited	2011-12	10	0.31
6.	Manipur Police Housing Corporation	1998-99	23	11.14
7.	Manipur State Power Company Limited	2016-17	5	100.00
8.	Manipur State Power Distribution Company Limited	-	0	285.57
9.	Manipur IT SEZ Project Development Company Limited*	2014-15	7	-
10.	Tourism Corporation and Manipur Limited**	2016-17	5	1.96
11.	Cyber Corporation Manipur Limited [#]	2020-21	1	-
	Sub-Total		109	399.28
Non-Working Company				
12.	Manipur Plantation Crops Corporation Limited	1984-85	37	-
13.	Manipur Agro Industries Corporation Limited	1989-90	32	-
14.	Manipur Pulp & Allied Products Limited	2003-04	18	-
	Sub-Total		87	-
	Grand Total		196	399.28

* Manipur IT SEZ Project Development Company Limited (incorporated on 30 December 2013 under the Companies Act, 1956) was yet to submit its first Annual Accounts.

** Tourism Corporation of Manipur Limited (incorporated on 13 July 2016 under the Companies Act, 2013) was yet to submit its first Annual Accounts.

Cyber Corporation Manipur Limited was incorporated on 15.10.2020 under the Companies Act, 2013 but intimated to O/o PAG (Audit) on 17.06.2021.

During the year 2020-21, an amount of ₹ 399.28 crore was released by the State Government to six SPSEs as grants/subsidies. Out of these, there were five SPSEs which have not prepared Accounts ranging from 5 to 33 years as on 30 September 2021. Further, out of ₹ 399.28 crore, ₹ 386.18 crore was released to four SPSEs⁵⁵ whose net

⁵⁴ Section 619 of the Companies Act 1956 and Section 143 of the Companies Act 2013.

⁵⁵ Sl. No. 3, 5, 7 and 8.

worth had been eroded. One SPSE⁵⁶ which received grants of ₹ 1.96 crore were yet to prepare their first Annual Accounts.

Amongst the working companies, the arrears in the preparation of annual accounts range from 01 to 33 years. The Reports of the Comptroller & Auditor General of India have repeatedly highlighted the issue of arrears in preparation of accounts. However, no concrete action has been taken by the State Government to date.

The delay in preparation of annual accounts of these Departmental undertakings is fraught with the risk of fraud and misappropriation of public money.

The details relating to finalisation of accounts by 11 working SPSEs during the last three years as of 30 September of respective year are given in **Table 5.11**.

Table 5.11: Position relating to finalisation of Accounts of working SPSEs

Sl. No.	Particulars	2018-19	2019-20	2020-21
1.	Number of working SPSEs	10	10	11
2.	Number of accounts finalised during the year	10	1	5
3.	Number of accounts in arrears	94	103	109
4.	Number of working SPSEs with arrears in accounts	10	10	10
5.	Extent of arrears (number in years)	1 to 31	2 to 32	1 to 33

As could be seen from **Table 5.11**, accounts of only one⁵⁷ SPSE out of eleven working SPSEs were up-to-date as on 30 September 2021. The working SPSEs had a backlog of 109 accounts for periods ranging from 1 to 33 years. The highest pendency of accounts pertained to Manipur Tribal Development Corporation Limited (33 Accounts) and Manipur Police Housing Corporation Limited (23 Accounts).

The Administrative Departments concerned have the responsibility to oversee the activities of these entities and to ensure that the accounts of SPSEs under their control are finalised and adopted by the SPSEs within the stipulated period. In view of the position of arrears of accounts indicative above, the actual contribution of SPSUs to the GSDP for the year 2020-21 could not be ascertained and their contribution to State exchequer could not be reported to the State Legislature.

The Principal Accountant General (Audit), Manipur had been regularly pursuing with the administrative departments and concerned SPSEs for liquidating the arrears of accounts of SPSEs. However, the State Government and the SPSEs concerned need to address more effectively the issue of huge pendency of accounts of the SPSEs.

5.17 CAG's oversight – Audit of accounts and supplementary audit

Financial reporting framework

Companies are required to prepare the financial statements in the format laid down in Schedule III to the Companies Act, 2013 and in adherence to the mandatory Accounting Standards prescribed by the Central Government, in consultation with National Advisory Committee on Accounting Standards.

⁵⁶ Tourism corporation of Manipur Limited

⁵⁷ Manipur State Power Distribution Company Limited

5.18 Audit of accounts of Government Companies by Statutory Auditors

The statutory auditors appointed by the CAG under Section 139 of the Companies Act 2013, conduct audit of accounts of the Government Companies and submit their report thereon in accordance with Section 143 of the Companies Act, 2013.

The CAG plays an oversight role by monitoring the performance of the statutory auditors in audit of the public sector enterprises with the overall objective that the statutory auditors discharge the functions assigned to them properly and effectively.

This function is discharged by exercising the power:

- to issue directions to the statutory auditors under Section 143 (5) of the Companies Act, 2013 and
- to supplement or comment upon the statutory auditor's report under Section 143 (6) of the Companies Act, 2013.

5.19 Supplementary Audit of accounts of Government Companies

The prime responsibility for preparation of financial statements in accordance with the financial reporting framework prescribed under the Companies Act, 2013 or other relevant Act is of the Management of an entity.

The statutory auditors appointed by the CAG under section 139 of the Companies Act, 2013 are responsible for expressing an opinion on the financial statements under section 143 of the Companies Act, 2013 based on independent audit in accordance with the Standard Auditing Practices of Institute of Chartered Accountants of India (ICAI) and directions given by the CAG. The statutory auditors are required to submit the Audit Report to the CAG under Section 143 of the Companies Act, 2013.

The certified accounts of selected Government Companies along with the report of the statutory auditors are reviewed by CAG by carrying out a supplementary audit. Based on such review, significant audit observations, if any, are reported under Section 143 (6) of the Companies Act, 2013 to be placed before the Annual General Meeting.

5.20 Result of CAG's oversight role

5.20.1 Audit of accounts of Government Companies

During the current reporting year 2020-21, supplementary audit on the financial statements of Manipur Electronics Development Corporation Ltd. for the year 2017-18 was conducted and comments of the C&AG under Section 143(6)(b) of the Companies Act, 2013 was issued to the SPSE. No Non-Review Certificate was issued during the reporting year 2020-21.

5.20.2 Non-compliance with provisions of Accounting Standards

Audit pointed out in the supplementary audit issues of non-compliance with the provisions of Schedule II of the Companies Act, 2013 relating to depreciation of fixed assets and deficiencies in related party disclosures in the Financial Statements as required under Accounting Standard 18.

5.21 Management Letters

One of the objectives of financial audit is to establish communication on audit matters arising from the audit of financial statements between the auditor and those charged with the responsibility of governance of the corporate entity. The material observations on the financial statements of SPSEs are reported as comments by the CAG under Section 143 (5) of the Companies Act, 2013. Besides these comments, irregularities or deficiencies if observed by the CAG in the financial reports or in the reporting process are also communicated to the management through a 'Management Letter' for taking corrective action.

During the current reporting year 2020-21, no Management Letter was issued to any of the SPSEs.

5.22 Conclusion

- As on 31 March 2021, the State of Manipur had total 14 PSEs (all Government Companies), which included eleven working and three non-working Companies.
- The investment of the State Government (capital and long-term loans) in SPSEs as per the State Finance Accounts, 2020-21 was ₹ 67.92 crore as against the investment of ₹ 46.22 crore as per the records of SPSEs. Thus, there was a difference of ₹ 21.70 crore in the investment figures (equity: ₹ 19.67 crore; Loans: ₹ 2.03 crore) as per two sets of records. Besides, the State Finance Accounts, 2020-21 depicted equity investment of ₹ 104.73 crore by the State Government in eight SPSEs, which are no longer in existence as per the records of PAG, Manipur. The State Government and the SPSEs concerned should take concrete steps to reconcile the differences in a time-bound manner.
- As per the Finance Accounts, the State Government has provided budgetary support of ₹ 411.21 crore to SPSEs during 2020-21, in the form of capital (₹ 11.93 crore) and grants/ subsidy (₹ 399.28 crore). The major recipients of budgetary support were Manipur State Power Distribution Company Limited (Grant/ subsidy: ₹ 285.57 crore) and Manipur State Power Company Limited (Grant: ₹ 100 crore).
- As per the latest finalised accounts of the SPSEs during 2020-21, out of eleven working SPSEs, only one SPSE (Manipur Police Housing Corporation Limited) earned a profit of ₹ 0.29 crore, while seven SPSEs incurred losses of ₹ 37.24 crore as per their latest finalised accounts. The remaining three working SPSEs had not finalised their first accounts. Two SPSEs (Manipur State Power Company Limited and Manipur State Power Distribution Company Limited) contributed around 94 per cent (₹ 34.97 crore) of the losses incurred by working SPSEs (₹ 37.24 crore).

- As per the latest finalised accounts of SPSEs as on 30 September 2021, the accumulated losses (₹ 242.28 crore) of 5 out of 11 working SPSEs had completely eroded their paid-up capital (₹ 47.19 crore).
- There was huge pendency in finalisation of accounts in respect of 10 out of 11 working SPSEs ranging from 1 to 33 years. The highest pendency of accounts pertained to Manipur Tribal Development Corporation Limited (33 Accounts) and Manipur Police Housing Corporation Limited (23 Accounts).

5.23 Recommendations

- *The State Government and the SPSEs concerned should take concrete steps to reconcile the differences in the investment figures (Equity and Long Term Loans) of the State Government as appearing in the State Finance Accounts vis-à-vis SPSE records in a time-bound manner.*
- *Accumulation of huge losses by 5 out of 11 working SPSEs had eroded public wealth, which is a cause of concern and the State Government needs to either improve their working or review the working of these SPSEs for continuing their operations.*
- *The Administrative Departments overseeing the SPSEs having backlog of Accounts need to ensure that these SPSEs finalise and adopt their Accounts within the stipulated period, failing which financial support to them may be reviewed.*

Imphal

Dated: 06 June 2022



(ATHIKHO CHALAI)

Principal Accountant General (Audit), Manipur

Countersigned

New Delhi

Dated: 21 June 2022



(GIRISH CHANDRA MURMU)

Comptroller and Auditor General of India

APPENDICES

Appendix 1.1

(Reference: Paragraph 1.2)

PART A: Layout of Finance Accounts

The new format of Finance Accounts introduced from the year 2014-15, has been divided into two Volumes – Volume I and 2. Volume 1 represents the financial statements of the Government in summarised form while Volume 2 represents detailed financial statement. The layout of the Finance Accounts is chalked out in the following manner:	
Statement	Layout
Volume 1	
Statement No. 1	Statement of Financial Position
Statement No. 2	Statement of Receipts and Disbursements Annexure-Cash Balances and Investments of Cash Balances
Statement No. 3	Statement of Receipts (Consolidated Fund)
Statement No. 4	Statement of Expenditure (Consolidated Fund)
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 Investments of the Government
Statement No. 9	Statement of Guarantees given by the Government
Statement No. 10	Statement of Grants-in-Aid given by the Government
Statement No. 11	Statement of Voted and Charged Expenditure
Statement No. 12	Statement on Sources and Application of Funds for Expenditure other than Revenue Account
Statement No. 13	Summary of Balances under Consolidated Fund, Contingency Fund and Public Account
	Notes to Accounts
Annexure	A Statement of Periodical/Other Adjustment
	B Statement of Major Head-wise Receipts booked under MH 800-Other Receipts
	C Statement of Major Head-wise Expenditure booked under MH 800-Other Expenditure
	D Statement of Controlling officers who have not reconciled
	E Statement of Rush of Expenditure towards the end of the year
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X	Maintenance Expenditure with segregation of Salary and Non-Salary portion
XI	Major Policy Decisions of the Government during the year or new Schemes proposed in the Budget
XII	Committed Liabilities of the Government

Appendix 1.1- contd.

(Reference: Paragraph 1.2)

Part B: Methodology Adopted for the Assessment of Fiscal Position

The norms/ceilings prescribed by the 13th Finance Commission for selected fiscal variable along with its projections for a set of fiscal aggregates and the commitments/projections made by the State Governments in their Fiscal Responsibility Acts and in other Statements required to be laid in the Legislature under the Act are used to make qualitative assessment of the trends and pattern of major fiscal aggregates. Assuming that Gross State Domestic Product (GSDP) is the 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 relevant fiscal variables with reference to the base represented by GSDP have also been worked out to assess as to whether the mobilisation of resources, pattern of expenditure *etc.*, are keeping pace with the change in the base or these fiscal aggregates are also affected by factors other than GSDP. The 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 the parameter (X)/ Rate of Growth of the parameter (Y)
Rate of Growth (RoG)	$[(\text{Current year Amount}/\text{Previous years Amount}) - 1] \times 100$
Average	Trend of growth over a period of 5 years
Share shift/Shift rate of a parameter	Trend of percentage shares, over a period of 5 years, of the parameter in Revenue or Expenditure, as the case may be
Development Expenditure	Social Services + Economic Services
Weighted Interest Rate (Average interest paid by the State)	$\text{Interest Received} [(\text{Opening balance} + \text{Closing balance of Loans and Advances})/2] \times 100$
Interest spread	GSDP growth – Weighted Interest rate
Quantum spread	$\text{Debt stock} \times \text{Interest spread}/100$
Interest received as <i>per cent</i> to Loans Outstanding	$\text{Interest Received} [(\text{Opening balance} + \text{Closing balance of Loans and Advances})/2] \times 100$
Revenue Deficit	Revenue Receipt – Revenue Expenditure
Fiscal Deficit	Revenue Expenditure + Capital Expenditure + Net Loans and Advances – Revenue Receipts – Miscellaneous Capital Receipts
Primary Deficit	Fiscal Deficit – Interest payments

Appendix 1.1 - contd.

(Reference: Paragraphs 1.1 & 1.2)

Part C: State Profile

Sl. No.	Particulars	Manipur		All India			
1	Area in sq. Km.	22,327		32,87,240			
2	Population in lakh (As per 2011 census)	28.56		12,202.00			
	Population in lakh (As per 2021 census) (Projected)	31.65		13,703.00			
3	Density of Population (2011 census)(persons per sq. km)	128		382			
4	Population below poverty line* (2011-12)	10.22		21.92			
5	Literacy (2011 census) (percentage)	76.94		73			
6	Infant Mortality (per 1000 live births), (2018)	11		30			
7	Gini Co-efficient (measure of inequality of income among the population. ‘Value rate is from zero to one,’ Value close to zero indicates inequality is less and Vice versa).	Nil		35.70			
8	Gross State Domestic Product (GSDP) in 2020-21 at current prices (₹ in crore)	32,852.46 (P)		1,97,45,670.36			
9	Per capita GSDP 2020-21 (in ₹)	93,485.00		1,45,680.00			
10	Decadal Population Growth (2011-21) in percentage	10.82		12.30			
Financial Data							
Particulars		Figures (in per cent)					
		CAGR				Growth	
		(2011-12 to 2014-15)		(2015-16 to 2018-19)		(2018-19 to 2019-20)	
		SCS states [#]	Manipur	SCS states [#]	Manipur	SCS states [#]	Manipur
A	Revenue Receipts	10.51	12.26	12.52	8.45	(-) 0.52	1.16
B	Own Tax Revenue	10.97	11.98	11.86	23.86	1.05	14.82
C	Non Tax Revenue	-0.75	(-)16.14	22.74	3.61	(-) 10.19	(-)19.07
D	Total Expenditure	12.15	8.67	14.28	10.01	4.12	(-)0.75
E	Capital Expenditure	7.75	(-)7.71	18.25	11.77	(-)3.18	(-)33.25
F	Revenue Expenditure on Education	13.99	20.24	14.02	9.89	0.94	6.80
G	Revenue Expenditure on Salary & Wages	10.93	6.09	13.28	8.47	4.13	8.15
H	Revenue Expenditure on Pension	11.84	14.60	17.36	14.98	9.05	13.44
I	Revenue Expenditure on Health & Family Welfare	15.43	18.39	15.14	10.31	5.77	4.57

*The level of poverty is being determined on different measures and the data furnished by Planning Commission & National Sample Survey Organisation is one such indicator.

(AE) – Advanced Estimate

CAGR - Compounded Annual Growth Rate

Based on 9 Special Category States such as (1) Assam, (2) Himachal Pradesh, (3) Manipur, (4) Meghalaya (5) Mizoram, (6) Nagaland (7) Sikkim, (8) Tripura & (9) Uttarakhand

(Source: Planning Commission and Economics & Statistics Department, Government of Manipur)

Appendix 1.1- contd.

(Reference: Paragraphs 1.2 & 1.6)

Part D: Fiscal Responsibility and Budget Management (FRBM) Act, 2005

The State Government enacted the Manipur Fiscal Responsibility and Budget Management (FRBM) Act in August 2005 to ensure prudence in fiscal management and fiscal stability by achieving sufficient revenue surplus; reduction in fiscal deficit; prudent debt management consistent with fiscal sustainability; and greater transparency in fiscal operations of the Government. The Act prescribed the following fiscal targets for the State Government:

- (i) strive to remain revenue surplus by making a balance in revenue receipts and expenditure and build up further surplus;
- (ii) strive to bring down fiscal deficit to 3 *per cent* of the Gross State Domestic Product;
- (iii) limit the amount of outstanding Government guarantees as per the provisions of the Manipur Ceiling on State Government Guarantee Act, 2004 and
- (iv) follow a recruitment and wage policy, in a manner such that the total salary bill relative to revenue expenditure excluding interest payments and pensions does not exceed 35 *per cent*:

As per Manipur FRBM Rules 2005 (enacted in December 2005 and subsequently amended in January 2006, July 2006, July 2010 and October 2011) framed under the Act, the following fiscal targets in respect of revenue surplus and fiscal deficit were set:

- remain revenue surplus and build up further surplus having regard to the norms of Central Assistance for the State Plan and the tax and non-tax revenue potential of the State;
- reduce the fiscal deficit to a maximum of 3.5 *per cent* of the Gross State Domestic Product by 2010-2011 and maintain it below 3.5 *per cent* in succeeding financial years up to 2012-13 and thereafter reduce it to a maximum of 3 *per cent* of the Gross State Domestic Product from 2013-14 and beyond; and
- maintain outstanding debt to a maximum of 65.80 *per cent* of Gross State Domestic Product in 2010-11, 62.9 *per cent* of Gross State Domestic Product in 2011-12, 60.1 *per cent* of Gross State Domestic Product in 2012-13, 57.00 *per cent* of Gross State Domestic Product in 2013-14 and 54.30 *per cent* of Gross State Domestic Product in 2014-15.

Appendix 1.2

(Reference: Paragraph 1.4)

Abstract of Receipts and Disbursements for the year 2020-21

(₹ in crore)

2019-20	Receipts	2020-21		2019-20	Disbursements	2020-21	
Section-A: Revenue							
10684.16	I – Revenue receipts		12982.65	10238.63	I-Revenue expenditure-		12428.47
1201.12	-Tax revenue	1294.49		4444.81	General Services-		5055.21
134.53	-Non-tax revenue	148.07		2916.84	Social Services of which		3328.46
4047.77	-State’s share of Union Taxes	4271.97		1481.60	-Education, Sports, Art and Culture	1578.19	
-	-Non-plan Grants	-		621.60	-Health and Family Welfare	825.68	
-	-Grants for State Plan Schemes	-		259.10	-Water Supply, Sanitation, Housing and Urban Development	296.17	
-	-Grants for Central and Centrally sponsored Plan Schemes	-		9.40	-Information and Broadcasting	12.15	
-	-Grants for Special Schemes for NEC and for other purposes	-		142.00	-Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes and Minorities	168.03	
2769.20	-Grants for Centrally sponsored Schemes	3917.26		34.11	-Labour and Labour Welfare	63.17	
2117.13	Finance Commission Grant	3085.47		369.00	-Social Welfare and Nutrition	384.32	
414.41	Other transfer/Grants to States	265.39		0.03	-Others	0.75	
				2321.86	Economic Services of which		3421.41
				478.68	-Agriculture and Allied Activities	614.00	
				1100.84	-Rural Development	1998.04	
				9.67	-Special Areas Programmes	15.08	
				64.87	-Irrigation and Flood Control	71.19	
				405.45	-Energy	409.99	
				70.45	-Industry and Minerals	80.33	
				72.2	-Transport	75.36	
				39.32	-Science, Technology and Environment	81.83	
				80.38	-General Economic Services	75.59	
				555.12	Grants-in-Aid and Contributions		623.39
	II-Revenue deficit carried over to Section B			445.53	II-Revenue Surplus carried over to Section B		554.18

State Finances Audit Report for the year ended 31 March 2021

2019-20	Receipts	2020-21		2019-20	Disbursements	2020-21	
10684.16	Total: Section A	12982.65		10684.16	Total: Section A		12982.65
Section-B: Others							
645.02	III – Opening Cash balance including Permanent Advances and Cash Balance Investment		881.70		III – Opening Overdraft from Reserve Bank of India		-
-	IV – Miscellaneous Capital receipts			1155.24	IV – Capital Expenditure-		2439.18
				46.45	General Services-		61.41
				570.14	Social Services of which		1247.11
				55.13	-Education, Sports, Art and Culture	53.01	
				41.08	-Health and Family Welfare	134.12	
				398.87	-Water Supply, Sanitation, Housing and Urban Development	730.82	
				0.75	-Information and Broadcasting	0.54	
				73.76	-Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes and Minorities	280.01	
				0.55	-Social Welfare and Nutrition	42.61	
				0	-Others	6.00	
				538.65	Economic Services of which		1130.66
				7.39	-Agriculture and Allied Activities	33.71	
				0	-Rural Development	0.00	
				83.34	-Special Areas Programmes	130.20	
				144.09	-Irrigation and Flood Control	365.68	
				0	-Energy	0.00	
				10.27	-Industry and Minerals	21.22	
				30.68	-Science Technology and Environment	70.71	
				252.31	-Transport	419.49	
				10.57	-General Economic Services	89.65	
0.80	V-Recoveries of Loans and Advances-		3.3	0	V – Loans and Advances disbursed-		10.20
	-From Power Projects				-For Power Projects	-	
0.61	-From Government Servants	3.25		0	To Government Servants	10.20	
0.19	-From Others	0.05		0	-To Others	0.00	
445.53	VI-Revenue Surplus brought down		554.18		VI – Revenue Deficit brought down	-	-

2019-20	Receipts	2020-21		2019-20	Disbursements	2020-21	
6313.67	VII – Public debt receipts-		9334.03	5771.63	VII – Repayment of Public debt		7587.96
	-External debt			-	External debt	-	
1818.87	-Internal debt other than Ways and Means Advances and overdrafts		1484.02	622.55	-Internal debt other than Ways and Means Advances and Overdrafts	271.62	
4486.88	-Net transactions under Ways and Means Advances		7482.66	5105.04	-Net transactions under Ways and Means Advances	7268.41	
7.92	-Loans and Advances from Central Government		367.35	44.04	-Repayment of Loans and Advances to Central Government	47.93	
-	-Net transactions under over- draft	-	-				-
	VIII – Appropriation to Contingency Fund		-	-	VIII – Appropriation to Contingency Fund		-
	IX – Amount transferred to Contingency Fund		-	-	IX – Expenditure from Contingency Fund		
2350.71	X – Public Account receipts-		2852.87	1947.16	X – Public Account disbursement-		2828.00
308.87	Small Savings and Provident Funds	357.80		324.00	-Small Savings and Provident Funds	328.26	
432.94	-Reserve Funds	93.45		41.03	-Reserve Funds	33.70	
154.99	Suspense and Miscellaneous	184.07		154.83	-Suspense and Miscellaneous	172.99	
1020.90	Remittances	1667.54		1019.02	-Remittances	1683.84	
433.01	Deposits and Advances	550.01		408.28	-Deposits and Advances	609.21	
	XI – Closing Overdraft from Reserve Bank of India			881.70	XI – Cash Balance at end-		760.74
				4.63	-Cash in Treasuries and Local Remittances	4.63	
				(-)97.77	-Deposits with Reserve Bank	49.04	
				41.33	-Departmental Cash Balance including permanent Advances	50.07	
				933.51	-Cash Balance Investment and Investment of earmarked fund	657.00	
9755.73	Total:		13626.08	9755.73	Total:		13626.08

Appendix 1.3

(Reference: Paragraph 1.5)

Assets and Liabilities of the Government of Manipur as on 31 March 2021

(₹ in crore)

As on 31.03.2020	Liabilities	As on 31.03.2021
7004.00	Internal Debt -	8430.64
5979.39	Market Loans bearing interest	7133.39
0	Market Loans not bearing interest	0.04
5.93	Loans from Life Insurance Corporation of India	5.93
428.56	Loans from NABARD	541.87
0.11	Loans from SBI and other Banks	0.11
6.12	Loans from National Co-operative Development Corporation	6.12
577.30	Special Securities issued to National Small Savings Fund of the Central Government	523.14
6.58	Other Loans	5.80
0	Ways and Means Advances	214.24
251.64	Loans and Advances from Government of India -	571.09
0.06	Pre 1984-85 Loans	0.06
187.92	Non-Plan Loans	151.74
46.51	Loans for State Plan Schemes	40.57
0	Loans for Central Plan Schemes	0
0	Loans for Centrally Sponsored Plan Schemes	0
1.74	Loans for Special Plan Schemes	1.55
15.41	Other Ways & Means Advances	377.17
0	Contingency Fund	0
1479.29	Small Savings, Provident Funds, etc.	1508.83
1461.77	Deposits	1402.57
1210.76	Reserve Funds	1270.51
14910.50	Deficit on Government Account	15464.68
445.53	Add Revenue Surplus of the current year	554.18
0	Miscellaneous Deficit	0
14464.97	Accumulated Deficit at the beginning of the year	14910.50
26317.96	Total	28648.32
Assets		
24384.54	Gross Capital Outlay on Fixed Assets -	26823.72
193.36	Investments in shares of Companies, Corporations, etc.	207.09
24191.18	Other Capital Expenditure	26616.63
198.31	Loans and Advances -	205.21
-	Loans for Power Projects	-
12.88	Loans to Government servants and Miscellaneous loans	19.84
185.43	Other Development Loans	185.37
2.60	Advances	2.60
(-97.77)	Deposit with Reserve Bank and other banks	49.04
637.84	Remittance Balance	654.15
212.97	Suspense and Miscellaneous Balance	201.90
979.47	Cash -	711.70
4.63	Cash in Treasuries and Local Remittances	4.63
41.31	Departmental Cash Balance	50.05
0.02	Permanent Advances	0.02
57.97	Cash Balance Investments	0
875.54	Investment of earmarked funds	657.00
26317.96	Total	28648.32

(Source: Finance Accounts)

Appendix 2.1

(Reference: Paragraphs 2.5.2, 2.7.1 & 3.4.1)

Time series data on the State Government finances

(₹ in crore)

	2016-17	2017-18	2018-19	2019-20	2020-21
Part A Receipts					
1. Revenue Receipts (i+ii+iii+iv)	9129.12	10357.83	10561.71	10684.16	12982.65
(i) Tax Revenue of which	586.67	790.94	1046.05	1201.12	1294.49
State Goods & Services Tax (SGST)	-	301.53	694.70	852.58	866.51
Taxes on Agricultural Income	-	-	-	-	-
Taxes on Sales, Trade, etc.	499.65	385.58	253.02	235.53	336.45
State Excise	9.32	9.37	8.18	11.6	11.85
Taxes on Vehicles	25.04	36.14	39.83	47.7	37.96
Stamps and Registration fees	10.03	13.98	17.62	16.6	8.66
Land Revenue	1.91	1.44	3.54	4.1	3.81
Taxes on Goods and Passengers	1.00	1.13	1.19	1.6	0.42
Other taxes	39.72	41.77	27.97	31.41	28.83
Taxes and duties on electricity	-	-	-	-	-
(ii) Non-Tax Revenue	164.80	174.07	166.24	134.53	148.07
(iii) State's share of Union taxes and duties	3757.13	4154.33	4698.59	4047.77	4271.97
(iv) Grants-in-Aid from Government of India	4620.52	5238.49	4650.83	5300.74	7268.12
2. Miscellaneous Capital Receipts	-	-	-	-	-
3. Recoveries of Loans and Advances	1.15	8.02	0.59	0.80	3.30
4. Total Revenue and Non-debt capital receipts (1+2+3)	9130.27	10365.85	10562.30	10684.96	12985.95
5. Public Debt Receipts of which	1551.29	1295.91	3926.53	6313.66	9334.05
Internal Debt (excluding Ways and Means Advances and Overdrafts)	729.99	623.55	1149.99	1818.87	1484.03
Receipts under Ways and Means Advances and Overdrafts	805.26	663.40	2776.54	4486.88	7482.65
Loans and Advances from the Government of India	16.04	8.96	-	7.91	367.37
6. Total Receipts in the Consolidated Fund (4+5)	10681.56	11661.76	14488.83	16998.62	22320.00
7. Contingency Fund Receipts	-	-	-	-	-
8. Public Account Receipts	549.20	2632.65	2905.55	2350.71	2852.87
9. Total Receipts of the State (6+7+8)	11230.76	14294.41	17394.38	19349.33	25172.87
Part B Expenditure/Disbursement					
10. Revenue Expenditure	8184.76	9274.00	9748.72	10238.63	12428.47
General Services (including interest payments)	3421.18	3666.88	3981.30	4444.81	5055.21
Social Services	2056.76	2569.42	2660.92	2916.84	3328.46
Economic Services	2342.97	2503.61	2533.08	2321.86	3421.41
Grants-in-Aid and contributions	363.85	534.09	573.42	555.12	623.39
11. Capital Expenditure	1493.57	1428.31	1730.64	1155.24	2439.18
General Services	96.00	106.50	111.79	46.44	61.41
Social Services	412.99	663.70	753.09	570.14	1247.10
Economic Services	984.57	658.11	865.76	538.66	1130.67
12. Disbursement of Loans and Advances	0.25	3.40	0.13	0	10.2
13. Total/Aggregate Expenditure (10+11+12)	9678.58	10705.71	11479.49	11393.87	14877.85
14. Repayments of Public Debt of which	1144.97	675.53	3099.19	5771.63	7587.96
Internal Debt (excluding Ways and Means Advances (WMA) and Overdrafts)	213.26	351.56	410.81	622.55	271.62
Repayment under WMAs and Overdrafts	887.59	279.88	2644.32	5105.04	7268.41
Loans and Advances from Government of India	44.12	44.09	44.06	44.04	47.93
15. Appropriation to Contingency Fund	-	-	-	-	-

	2016-17	2017-18	2018-19	2019-20	2020-21
16. Total disbursement out of Consolidated Fund (13+14+15)	10823.55	11381.24	14578.68	17165.50	22465.81
17. Contingency Fund disbursements	-	-	-	-	-
18. Public Account disbursements	396.83	2577.17	2902.26	1947.16	2828.01
19. Total disbursement by the State (16+17+18)	11220.38	13958.40	17480.94	19112.66	25293.82
Part C Deficits					
20. Revenue Deficit (-)/Surplus (+) (1-10)	(+)944.36	(+)1083.83	(+)812.99	(+)445.53	(+)554.18
21. Fiscal Deficit (-)/Surplus (+) (4-13)	(-)548.31	(-)339.86	(-)917.19	(-)708.91	(-)1891.90
22. Primary Deficit(-)/ Surplus(+) (21+23)	(-)4.56	(+)223.10	(-)339.98	(-)45.37	(-)1060.30
Part D Other data					
23. Interest Payments (included in revenue expenditure)	543.75	562.96	577.21	663.54	831.60
24. Financial Assistance to local bodies etc.	830.36	698.52	710.20	657.88	1051.42
25. WMAs/Overdraft availed (days)	32	8	55	85	75
<i>Ways and Means Advances availed (days)</i>	<i>32</i>	<i>8</i>	<i>21</i>	<i>175</i>	<i>113</i>
<i>Overdraft availed (days)</i>	<i>-</i>	<i>1</i>	<i>34</i>	<i>56</i>	<i>29</i>
26. Interest on WMAs/ Overdraft	0.75	9.67	222.64	167.16	4.8
27. Gross State Domestic Product (GSDP)	21293.89	25789.23	27869.85(Q)	31790.30(A)	32852.46(P)
28. Outstanding Fiscal liabilities	8807.83	9565.94	10463.92	11407.46	32852.46
29. Outstanding guarantees (year-end) (including interest)	403.38	513.73	475.08	478.18	13183.65
30. Maximum amount guaranteed (year-end)	588.00	738.00	738.00	738.00	1355.38
31. Number of incomplete projects	87	24	50	50	67
32 Capital blocked in incomplete projects	1434.61	106.20	5783.93	108.68	748.18
Part E Fiscal Health Indicators					
I Resource Mobilisation (in per cent)					
Own Tax revenue/GSDP	2.76	3.30	3.75	3.78	3.94
Own Non-Tax Revenue/GSDP	0.77	0.73	0.60	0.42	0.45
Central Transfers/GSDP	17.64	17.33	16.86	12.73	13.00
II Expenditure Management (in per cent)					
Total Expenditure/GSDP	45.45	44.67	41.19	35.84	45.29
Total Expenditure/Revenue Receipts	106.02	103.36	108.69	106.64	114.60
Revenue Expenditure/Total Expenditure	84.57	86.63	84.92	89.86	83.54
Expenditure on Social Services/Total Expenditure	25.52	30.20	29.74	30.60	30.75
Expenditure on Economic Services/Total Expenditure	34.38	29.53	29.61	25.11	30.60
Capital Expenditure/Total Expenditure	15.43	13.34	15.08	10.14	16.39
Capital Expenditure on Social and Economic Services/Total Expenditure	14.44	12.35	14.10	9.73	15.98
III Management of Fiscal Imbalances (in per cent)					
Revenue deficit (surplus)/GSDP	4.43	4.20	2.92	1.40	1.69
Fiscal deficit (surplus)/GSDP	(-)2.57	(-)1.32	(-)3.29	(-)2.23	(-)5.76
Primary Deficit (surplus)/GSDP	(-)0.02	(+)0.87	(-)1.22	(-)0.14	(-)3.23
Revenue Deficit/Fiscal Deficit	(-)172.23	(-)318.90	(-)88.64	(-)62.85	(-)29.29
Primary Revenue Balance/GSDP	6.99	6.90	4.99	3.49	4.23
Fiscal Liabilities/GSDP	41.36	39.91	37.55	35.88	40.13
Fiscal Liabilities/RR	96.48	92.35	99.07	106.77	101.55
Primary deficit vis-à-vis quantum spread	624.35	561.32	(-)119.55	791.67	(-)1450.44
Debt Redemption (Principal + Interest)/Total Debt Receipts	99.32	98.57	96.24	102.71	91.30
V Other Fiscal Health Indicators					
Return on Investment	₹ 4000	₹ 4000	₹ 4000	Nil	Nil
Financial Assets/Liabilities	2.43	2.43	2.38	2.31	2.17

Appendix 2.2

(Reference: Paragraph 2.8.1)

Component wise net Public Account Receipt during 2016-21

(₹ in crore)

Sector	Sub Sector	2016-17	2017-18	2018-19	2019-20	2020-21
I. Small Savings, Provident Funds, etc.	Small Savings, Provident Funds, etc.	49.54	(-)3.48	(-)15.29	(-)15.13	29.54
J. Reserve Funds	(a) Reserve Funds bearing Interest	(-)3.32	(-)10.70	(-)3.80	318.43	20.14
	(b) Reserve Funds not bearing Interest	131.09	176.23	143.76	73.48	39.59
K. Deposits and Advances	(a) Deposits bearing Interest	39.77	5.19	6.22	70.58	(-)103.12
	(b) Deposits not bearing Interest	59.04	(-)29.52	(-)60.26	(-)45.85	43.93
	(c) Advances	0.00	0.06	(-)0.24	0.00	0.00
L. Suspense and Miscellaneous	(b) Suspense	(-)21.61	(-)21.65	(-)20.15	0.16	(-)11.08
	(c) Other Accounts*	(-)29.20	(-)24.94	5.47	54.86	(-)49.22
	(d) Accounts with Governments of Foreign Countries	0.00	0.00	0.00	0.00	0
	(e) Miscellaneous	0.00	0.00	0.00	0.00	0
M. Remittances	(a) Money Orders, and other Remittances	(-)102.13	(-)60.54	(-)46.94	1.88	16.31
	(b) Inter- Governmental Adjustment Account	0.00	0.00	0.00	0.00	0
TOTAL		123.18	30.65	8.77	458.41	(-)13.91

Appendix 2.3

(Reference: Paragraph 2.9.1)

Glossary of terms

Sl. No.	Terms	Description
1	State Implementing Agency	State Implementing Agency includes any Organisation/Institution including Non-Governmental Organisation which is authorised by the State Government to receive the funds from the Government of India for implementing specific programmes in the State, e.g. State Implementation Society for SSA and State Health Mission for NRHM <i>etc.</i>
2	GSDP	GSDP is defined as total income of the State or market value of goods and services produced using labour and other factors of production at constant/current prices.
3	Buoyancy ratio	Buoyancy ratio indicates the elasticity or degree of responsiveness of a fiscal variable with respect to a given change in the base variable. For instance, revenue buoyancy at 1.67 implies that revenue receipts tend to increase by 1.67 percentage points, if the GSDP increases by one <i>per cent.</i>
4	Core Public and Merit goods	<i>Core public goods</i> 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; free air and other environmental goods and road infrastructure <i>etc.</i> <i>Merit goods</i> are commodities that the public sector provides free or at subsidised rates because an individual or society should have them on the basis of some concept of need, rather than ability and willingness to pay the government and therefore wishes to encourage their consumption. Examples of such goods include the provision of free or subsidised food for the poor to support nutrition, delivery of health services to improve quality of life and reduce morbidity, providing basic education to all, drinking water and sanitation <i>etc.</i>
5	Development Expenditure	The analysis of expenditure data is disaggregated into development and non-development expenditure. All expenditure relating to Revenue Account, Capital Outlay and Loans and Advances are categorised into social services, economic services and general services. Broadly, the social and economic services constitute development expenditure, while expenditure on general services is treated as non-development expenditure.
6	Fiscal Liabilities	Includes Internal Debt, Loans and Advances from GoI, Small Savings, Provident Funds, <i>etc.</i> , Deposits and other non-interest bearing obligations.
7	Debt sustainability	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.
8	Debt Stabilisation	A necessary condition for stability states that if the rate of growth of economy exceeds the interest rate or cost of public borrowings, the debt-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 stabilise eventually. On the other hand, if primary deficit together with quantum spread turns out to be negative, debt-GSDP ratio would be rising and in case it is positive, debt-GSDP ratio would eventually be falling.
9	Net availability of borrowed funds	Difference between Debt receipt and debt redemption (Principal +Interest payments)

Sl. No.	Terms	Description
10	Non debt receipts	Adequacy of incremental non-debt receipts of the State to cover the incremental interest liabilities and incremental primary expenditure could be significantly facilitated if the incremental non-debt receipts could meet the incremental interest burden and incremental primary expenditure.
11	Ways and Means Advances (WMAs)	It is a facility for both the Centre and states to borrow from the RBI to help them tide over temporary mismatches in cash flows of their receipts and expenditures. Such advances should be repaid not later than three months from the date of the taking the advance. RBI announced 60% extra in WMAs limit recently to fight Covid -19 (until end of Sept 2020) The interest rate on WMAs is the RBI's repo rate, which is basically the rate at which it lends short-term money to banks. That rate is currently 4 <i>per cent</i> (as of March 2021).
12	Overdrafts	The governments are allowed to draw amounts in excess of their WMAs limits. No state can run an overdraft with the RBI for more than a certain period. A state can be in overdraft from 14 to 21 consecutive working days, and from 36 to 50 working days during a quarter. The interest on overdraft is 2 percentage points above the repo rate, which works out to 6 <i>per cent</i> (as of March 2021).
13	Government securities	A Government Security (G-Sec) is a tradeable instrument issued by the Central Government or the State Governments. Such securities are short term (usually called treasury bills, with original maturities of less than one year) or long term (usually called Government bonds or dated securities with original maturity of one year or more). In India, the Central Government issues both, treasury bills and bonds or dated securities while the State Governments issue only bonds or dated securities, which are called the State Development Loans (SDLs). Long term securities carry a fixed or floating coupon (interest rate) which is paid on the face value, payable at fixed time periods (usually half-yearly).
14	T-bills	Treasury bills are short-term securities issued by the Central government. Their maturity periods range up to one year. These securities are sold at a discount rate and will be paid at face value, which is how the investors make their money. At present, the active T-Bills are 91-days T-Bills, 182-day T-Bills and 364-days T-Bills. T-Bills are issued on discount to face value, while the holder gets the face value on maturity. The return on T-Bills is the difference between the issue price and face value. Thus, return on T-Bills depends upon auctions.
15	T -Notes	Treasury notes are government securities with maturity periods longer than treasury bills. Their maturity periods can be two, three, four, five, seven, and ten years. Interest is paid every six months.
16	T-Bonds	Treasury bonds are long-term investments with a maturity period of 30 years. Interest is paid every six months.

Appendix 2.4

(Reference: Paragraph 2.9.3)

Maturity Profile of debt

(₹ in lakh)

Year of Maturity (Year of maturity from the beginning of 2020-21)	Internal Debt	Loans and Advances from the Central Government	Amount
(1)	(2)	(3)	(4) (2 + 3)
2021-22	69416.65	3.84	69420.49
2022-23	29849.56	106.57	29956.13
2023-24	39898.70	60.24	39958.94
2024-25	48616.68	16739.59	65356.27
2025-26	61262.50	49.81	61312.31
2026-27	63000.00	113.77	63113.77
2027-28	52500.00	78.23	52578.23
2028-29	103065.61	242.25	103307.86
2029-30	193820.68		193820.68
2030-31	130403.60		130403.60
2038-39		2482.46	2482.46
2039-40		488.52	488.52
2040-41		5020.58	36736.58
(i) Sub-Total	770409.98	25385.86	827511.84
(ii) Amount for which year of Maturity is not known	51231.11	6.66	51237.77
Total (i + ii)	843065.09	25392.52	900173.61

(Source: Finance Accounts) * It includes ₹214.24 crore outstanding balance as on 31 March 2021 under WMAs from the RBI.

Appendix 3.1

(Reference: Paragraph 3.3.2)

Statement showing amount deposited under Major Head '8449–Other Deposits,
Minor Head 120–Miscellaneous Deposits' during March 2021

(₹ in crore)

Sl. No.	Name of Office and Department	Purpose	Name of the Treasury	Date of Deposit	Amount Credited
1	Assistant Research Officer, Secretariat, Planning Department	-	Imphal Sub Treasury	30.03.2021	22.50
2	Joint Director, Youth Affairs & Sports Department	Purchase of Thang-Ta Equipment		31.03.2021	1.50
3	Inspector General of Police (Admin), Police Department	Installation of CCTV camera and surveillance system and purchase of uniform and web equipment		31.03.2021	4.51
4	Deputy Director (HCI), Directorate of Handloom & Textile, Government of Manipur	-	Lamphel	31.03.2021	9.00
Total					37.51

(Source: O/o the PAG (A&E), Manipur)

Appendix 3.2

(Reference: Paragraph 3.3.2)

Statement showing the details of amount parked in the savings/current bank account by the various Drawing and Disbursing Officers of different State Government Departments

(₹ in crore)

Sl. No.	Name of the Office	Name of the DDO	Details of Bank Account			Amount kept as of 31 March 2020	Total No. of Bank Accounts	Amount kept as of 31 March 2021	Total No. of Bank Accounts
			Name and Address	Account No.	Current/ Savings				
1	Directorate of Tourism, Govt. of Manipur, North AOC, Imphal	Lanjoy Thoudam	NA	10329727643	Current	2.74	1	2.74	1
2	Dist. & Sessions Court, (Imphal West)	Dist. & Sessions Judge (Imphal West)	State Bank of India, M.G. Avenue	10929176726	Saving	0.76	1	0.76	1
3	High Court of Manipur	Dr. M. Basantakumar Sharma	Not furnished	10929179692	Current	0.06	1	0.06	1
4	High Court of Manipur	Dr. M. Basantakumar Sharma	Not furnished	38205485719	Current	1.36	1	1.34	1
5	Manipur State Legal Services Authority (MASLSA)	Ojesh Mutum	SBI, High Court Complex	38864403427	Current	0.01	1	0.14	1
6	Manipur State Legal Services Authority (MASLSA)	Ojesh Mutum	SBI, High Court Complex	38864403620	Current	0.18	1	0.15	1
7	Manipur State Legal Services Authority (MASLSA)	Ojesh Mutum	SBI, High Court Complex	38863975939	Current	2.9	1	2.84	1
8	Public Prosecutor-cum-Government Advocate (High Court), Manipur	Addl. Govt. Advocate (HC), Manipur	NA	34098709838	Current	0.0003	1	0	1
9	Dist. & Sessions Court, (Imphal East)	Dist. & Sessions Judge (Imphal East)	State Bank of India, M.G. Avenue	10929179319	Current	1.31	1	1.31	1
10	Dist. & Sessions Court, Thoubal	Dist. & Sessions Court, Thoubal	State Bank of India, Thoubal	33810683638	Current	2.82	1	2.81	1

Sl. No.	Name of the Office	Name of the DDO	Details of Bank Account			Amount kept as of 31 March 2020	Total No. of Bank Accounts	Amount kept as of 31 March 2021	Total No. of Bank Accounts
			Name and Address	Account No.	Current/ Savings				
11	a) Dist. & Sessions Court, Bishnupur b) Court of Cheif Judicial Magistrate, Bishnupur c) Court of JMFC-cum Civil Judge (Jr. Division), Bishnupur	Dist. & Sessions Judge Bishnupur	UCO Bank, Bishnupur	8540210001141	Current	0.01	1	0.01	1
12	Dist. & Sessions Court, Ukhrul	Dist. & Sessions Judge Ukhrul	Punjab National Bank, Ukhrul	1719050003407	Current	0.0001	1	0.00	1
13	Dist. & Sessions Court, Churachandpur	N. Keertichand Singh	Punjab National Bank, Teddim Road, Churachandpur	255050016445	Current	0.0002	1	0.0002	1
14	a) Dist. & Sessions Court, Senapati b) Court of Cheif Judicial Magistrate-cum Civil Judge (Sr. Division), Senapati c) Court of JMFC-cum Civil Judge (Jr. Division), Kangpokpi	Disrict & Sessions Judge, Senapati	State Bank of India, Senapati Branch,	33848241733	Current	0.0038	1	0.0037	1
15	EE/WSMD-I/PHED	EE/WSMD-I/PHED	State Bank of India, Paona Bazar	10383412389	Current	0.04	1	0.02	1
16	Kamjong PHED	Chamdanlung Rongmei	State Bank of India, Paona Bazar	36977515912	Current	0.0065	1	0.04	1
17	Kamjong PHED	Chamdanlung Rongmei	State Bank of India, High Court Complex	37280302767	Current	0.30	1	0.27	1
18	Kamjong PHED	Chamdanlung Rongmei	Axis Bank Thangal Bazar	919010015396871	Current	0.45	1	0.76	1
19	Kamjong PHED	Chamdanlung Rongmei	Axis Bank Thangal Bazar	919010000487270	Current	0.0002	1	0.0002	1
20	Kamjong PHED	Chamdanlung Rongmei	ICICI Keishampat	246305007801	Current	0.00	1	0.0001	1
21	Chandel PHED	Seigoulen Lhungdim	ICICI Keishampat	246305003391	Current	0.15	1	0.00	1
22	Chandel PHED	Seigoulen Lhungdim	ICICI Keishampat	246305003393	Current	0.44	1	0.00	1

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Sl. No.	Name of the Office	Name of the DDO	Details of Bank Account			Amount kept as of 31 March 2020	Total No. of Bank Accounts	Amount kept as of 31 March 2021	Total No. of Bank Accounts
			Name and Address	Account No.	Current/ Savings				
23	Chandel PHED	Seigoulen Lungdim	State Bank of India, Chandel	30508081833	Current	0.16	1	0.35	1
24	Chandel PHED	Seigoulen Lungdim	State Bank of India, Chandel	1131653283	Saving	0.20	1	0.38	1
25	Chandel PHED	Seigoulen Lungdim	State Bank of India, Paona	10383413610	Saving	0.00	1	0.0046	1
26	Chandel PHED	Seigoulen Lungdim	AXIS Bank Imphal West	919010015870081	Saving	3.39	1	0.80	1
27	Ukhrul PHED, Manipur	Executive Engineer	State Bank of India, Imphal	10929181216	Current	0.0077	1	0.0076	1
28	Ukhrul PHED, Manipur	Executive Engineer	Punjab National Bank, Ukhrul	257050011395	Current	0.01	1	0.05	1
29	Ukhrul PHED, Manipur	Deputy Commissioner and Executive Engineer	Punjab National Bank, Mini Secretariat	1719010010627	Savings	1.75	1	0.64	1
30	Tengnoupal PHED	Executive Engineer, Tengnoupal PHED	State Bank of India, M.G. Avenue	37691099065	NA	0.01	1	0.0002	1
31	IPD-I/ PHED, Manipur	Executive Engineer, IPD-I/PHED, Manipur	State Bank of India, Paona Bazar	10383412436	NA	0.0001	1	0.0001	1
32	Kangpokpi PHE-Division	NA	State Bank of India, Kangpokpi	31831590924	Saving	0.0001	1	0.19	1
33	Kangpokpi PHE-Division	NA	Bank of India, Paona Bazar	504210110009444	Saving	0.79	1	0.80	1
34	Kangpokpi PHE-Division	NA	State Bank of India, Paona Bazar	10383418110	Current	3.16	1	0.49	1
35	Thoubal PHED	Executive Engineer, Thoubal PHED	State Bank of India, M.G. Avenue	38665790943	Current	0.13	1	0.12	1
36	Executive Engineer, Imphal West, PHED	Ningombam Sanjitkumar Singh	State Bank of India, Paona	10383413031	Current	0.0022	1	0.32	1
37	Pherzawl PHE Division	William Jangkhusuon Baite	ICICI Keishampat	246305003459	Current	0.40	1	0.00	1
38	Pherzawl PHE Division	William Jangkhusuon Baite	ICICI Keishampat	246301000425	Saving	0.0002	1	0.00	1
39	Mechanical &	Executive Engineer,	NA	38529507576	Current		1	0.04	1

Sl. No.	Name of the Office	Name of the DDO	Details of Bank Account			Amount kept as of 31 March 2020	Total No. of Bank Accounts	Amount kept as of 31 March 2021	Total No. of Bank Accounts
			Name and Address	Account No.	Current/Savings				
	Electrical Division	Mechanical & Electrical Division				0.07			
40	Monitoring & Evaluation Division	K. Bideshori Devi, Executive Engineer,	ICICI Porompat	264305005170	Current	0.00	1	0.19	1
41	Chief Finance Office, Minority Affairs	Agriculture Officer MOBC/SC	State Bank of India, Secretariat Branch	10329727698	Current	5.01	1	5.01	1
42		Minorities Affairs DDO	Urban Bank of India M.G. Avenue	254010687119	Saving	0.02	1	0.02	1
43		Economic Development Programme	Bank of India, Paona Bazar	504210310000905	Saving	1.76	1	1.18	1
44		Skill Development Programme	Bank of India, Paona Bazar	504210310000906	Saving	0.04	1	0.24	1
45		Pradhan Mantri Jan Vikas Karyakram Manipur (PMJVK)	ICICI, Mantripukhri	332901000052	Saving	26.50	1	48.07	1
46		OBC & SC DDO	UBI M.G. Avenue	254050033497	Current	0.00	1	0.01	1
47	Chief Finance Office, OBCs & SCs	OBC & SC Scheme Account	The Manipur State Cooperative Bank Ltd.	70600258027	Saving	1.00	1	5.45	1
48		Construction of Hostels for OBC Boys Girls	The Manipur State Cooperative Bank Ltd.	70601073260	Saving	0.00	1	0.49	1
49		OBC & SC Scheme Account	HDFC, M.G. Avenue	50100266247710	Saving	1.45	1	3.65	1
50		OBC Post-Matric Scholarship	HDFC, M.G. Avenue	50100250773246	Saving	0.33	1	0.21	1
51		OBC Pre-Matric Scholarship	HDFC, M.G. Avenue	50100250773259	Saving	0.06	1	0.04	1
52		EBC Post Matric Scholarship	HDFC, M.G. Avenue	50100250772832	Saving	0.07	1	0.08	1
53		SC Post-Matric Scholarship	HDFC, M.G. Avenue	50100250772855	Saving	0.58	1	0.12	1
54	Labour Commissioner	Deputy Labour Commissioner,	State Bank of India, Paona Bazar	10383413359	Saving	0.25	1	0.0057	1

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Sl. No.	Name of the Office	Name of the DDO	Details of Bank Account			Amount kept as of 31 March 2020	Total No. of Bank Accounts	Amount kept as of 31 March 2021	Total No. of Bank Accounts
			Name and Address	Account No.	Current/Savings				
		Manipur							
55	Governor's Secretariat, Raj Bhavan, Imphal, Manipur	Smt. M. Meena Devi, Under Secretary	State Bank of India, M.G. Avenue	10929179308	Current	0.30	1	0.18	1
56	Taxation Department	Assistant Commissioner of Taxes	NA	34348745583	Current	0.0063	1	0.0063	1
57	Manipur State Archeology	Superintendent of State Archeology	State Bank of India, M.G. Avenue	34340792868	Current	0.00	1	0.0044	1
58	State Central Library, Imphal	Chief Librarian	State Bank of India, M.G. Avenue	10383412129	Current	0.0080	1	0.0080	1
59	Manipur State Museum	Mrinashree Mairembam	State Bank of India, M.G. Avenue	10383412130	Current	0.0008	1	0.0008	1
60	Government Dance College, Imphal.	Joint director-II Art & Culture	PNB, M.G. Avenue	254050027885	Current	0.0071	1	0.0071	1
61	Directorate Arts & Culture	L. Kishworjit Singh	PNB, M.G. Avenue	254050020615	Current	0.55	1	0.00	1
62	Manipur State Archives	Md. Abul Kalam	State Bank of India, M.G. Avenue	10329727767	Current	0.0007	1	0.0014	1
63	Directorate of Tribal Affairs & Hills Development	Deputy Director	State Bank of India, Secretariate Branch	10329727767	Current	24.21	1	87.31	1
64		Deputy Director	State Bank of India, Secretariate Branch	38780463264	Current	0	1	0.46	1
65	Tribal Research Institute, Manipur	Ramnganing Zimik, MFS Account Officer/ HOD/DDO	NA	31678881907	Current	2.52	1	5.11	1
66	Deputy Director, Ashram School	W. Ngamchuipei	State Bank of India, Secretariate Branch	10329727654	Saving	0.0023	1	0.0007	1
67	ADC, Churachandpur	Chief Executive Officer	ICICI, Churachandpur	217001000100	Saving	0.0023	1	0.07	1
68	ADC, Churachandpur	Chief Executive Officer	ICICI, Churachandpur	217001000128	Saving	0.43	1	0.16	1
69	ADC, Churachandpur	Chief Executive Officer	ICICI,	217001000002	Saving	0.0086	1	0.0088	1

Sl. No.	Name of the Office	Name of the DDO	Details of Bank Account			Amount kept as of 31 March 2020	Total No. of Bank Accounts	Amount kept as of 31 March 2021	Total No. of Bank Accounts
			Name and Address	Account No.	Current/Savings				
			Churachandpur						
70	ADC, Churachandpur	Chief Executive Officer	ICICI, Singjamei	431801000002	Saving	0.79	1	0.24	1
71	ADC, Churachandpur	Chief Executive Officer	ICICI, Churachandpur	217001000329	Saving	0	1	9.87	1
72	ADC, Churachandpur	Chief Executive Officer	UBI, Churachandpur	255050010260	Current	1.29	1	0.08	1
73	ADC, Churachandpur	Chief Executive Officer	UBI, Churachandpur	255010106777	Saving	0.03	1	0.03	1
74	ADC, Churachandpur	Chief Executive Officer	UBI, Churachandpur	255050010742	Saving	0.0022	1	0.0022	1
75	ADC, Churachandpur	Chief Executive Officer	HDFC, Churachandpur	50100048935950	Saving	0.0059	1	1.01	1
76	ADC, Churachandpur	Chief Executive Officer	SBI, Churachandpur	11343707698	Saving	0.0038	1	0.30	1
77	ADC, Churachandpur	Chief Executive Officer	SBI, Churachandpur	11343707825	Saving	0.0057	1	0.0062	1
78	ADC, Churachandpur	Chief Executive Officer	SBI, Churachandpur	39682897390	Saving	0	1	5.01	1
79	ADC, Churachandpur	Chief Executive Officer	AXIS, Churachandpur	914010021214944	Saving	0.0030	1	0.20	1
80	ADC, Churachandpur	Chief Executive Officer	AXIS, Churachandpur	912010049674014	Saving	1.50	1	4.8	1
81	ADC, Churachandpur	Chief Executive Officer	IDBI, Churachandpur	212610400033150	Saving	0	1	0.03	1
82	ADC, Churachandpur	Chief Executive Officer	BARODA, Churachandpur	8344020001361	Saving	0	1	2.00	1
83	ADC, Tamenglong	D. Meidinbui	PNB, Tamenglong	653010103588	Saving	2.09	1	6.57	1
84			PNB, Tamenglong	653050010363	Saving	0.39	1	0.25	1
85	ADC, Senapati	H.L. Jain	SBI, Senapati	11587052299	Current	2.86	1	9.76	1
86			SBI, Senapati	38136534131	Current	0	1	0.0051	1
87	Sadar Hills, ADC, Kangpokpi	Chief Executive Officer	SBI, Kangpokpi	11785048108	Saving	0.51	1	4.35	1
88	Sadar Hills, ADC, Kangpokpi	Chief Executive Officer	SBI, Kangpokpi	11785048084	Saving	0.02	1	0.02	1
89	Sadar Hills, ADC, Kangpokpi	Chief Executive Officer	SBI, Kangpokpi	11785048095	Saving	0.01	1	0.01	1
90	Sadar Hills, ADC, Kangpokpi	Chief Executive Officer	SBI, Kangpokpi	11785048119	Saving	0.02	1	0.02	1
91	Sadar Hills, ADC, Kangpokpi	Chief Executive Officer	Allahabad, Kangpokpi	50481821573	Saving	0.18	1	0.01	1
92	Sadar Hills, ADC,	Chief Executive Officer	SBI, Kangpokpi	39843708142	Saving	0.0001	1	0.01	1

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Sl. No.	Name of the Office	Name of the DDO	Details of Bank Account			Amount kept as of 31 March 2020	Total No. of Bank Accounts	Amount kept as of 31 March 2021	Total No. of Bank Accounts
			Name and Address	Account No.	Current/ Savings				
	Kangpokpi								
93	ADC, Ukhrul	ADC, Ukhrul	PNB, Ukhrul	257050020040	Current	1.84	1	1.07	1
94	ADC, Ukhrul	ADC, Ukhrul	PNB, Mini-Secretariate, Ukhrul	1719050004770	-	0.38	1	6.52	1
95	ADC, Chandel	Chief Executive Officer	SBI Chandel Branch	30766067755	Saving	0.09	1	0.07	1
96	Commandant 8th Bn Manipur Rifles, Leikun, Chandel	T. Thongzapao, MPS	NA	11831653078	Current	0.0090	1	0.0001	1
Total						100.77	96.00	227.78	96.00

Appendix 3.3

(Reference: Paragraph 3.3.3)

Misclassification of Revenue Expenditure as Capital Expenditure and *vice versa* during 2020-21

(₹ in crore)

Sl. No.	Name of the Grant	Head of Account	Budget Provision	Expenditure	Reply of the Department
Revenue Expenditure booked as Capital Expenditure					
1	7– Police	2059-01-051-27-53	0.83	0.42	Reply furnished by Department is not relevant. Relevant reply awaited.
2	7– Police	2216-80-800-27-53	0.09	0.05	
3	8 - PWD	2216-05-800-01-53	0.39	0.00	
Sub Total			1.31	0.46	
Capital Expenditure booked as Revenue Expenditure					
4	9 – Information & Publicity	4220-60-101-05-27	0.23	0.09	Reply furnished by Department is not relevant. Relevant reply awaited.
5	22 – Public Health Engineering	4215-01-101-05-27	1.11	1.04	
6	22 – Public Health Engineering	4215-01-102-44-27	1.01	1.02	
7	36 – Minor Irrigation	4702-00-102-08-27	0.18	0.00	
8	42 – State Academy of Training	4070-00-800-02-27	0.14	0.00	
Sub Total			2.67	2.15	
Total			3.98	2.61	

Source: VLC data of O/o the PAG (A&E), Manipur

Appendix 3.4

(Reference: Paragraph 3.3.4)

Statement showing unnecessary/excessive supplementary provision

(₹ in crore)

Sl. No.	Number and name of Grant/Appropriation	Original provision	Supplementary	Expenditure	Savings out of Original provision
Revenue Voted					
1	3. Secretariat	99.30	11.07	92.44	6.85
2	6. Transport	14.65	3.52	14.02	0.63
3	10. Education	2,223.19	92.29	1,495.51	727.68
4	11. Medical, Health and Family Welfare Services	830.99	113.25	828.27	2.72
5	12. Municipal Administration, Housing and Urban Development	346.31	97.90	217.81	128.50
6	14. Department of Tribal Affairs, Hills and Scheduled Caste Development	865.65	72.00	703.15	162.49
7	16. Co-operation	33.88	0.91	24.53	9.35
8	17. Agriculture	275.76	19.85	195.42	80.34
9	18. Animal Husbandry and Veterinary including Dairy Farming	185.33	34.51	124.25	61.09
10	20. Community and Rural Development	2,713.84	695.21	1,917.63	796.20
11	22. Public Health Engineering	132.32	29.96	100.28	32.04
12	26. Administration of Justice	48.99	13.02	33.07	15.92
13	28. State Excise	18.15	0.02	13.45	4.70
14	37. Fisheries	39.92	14.99	37.18	2.74
15	39. Sericulture	44.15	1.22	29.43	14.72
16	44. Social Welfare Department	408.79	179.65	317.55	91.24
17	46. Science and Technology	5.43	0.17	5.05	0.38
18	47. Minorities and Other Backward Classes Department	51.98	26.21	23.04	28.94
19	48. Relief and Disaster Management	76.90	46.88	50.14	26.76
20	49. Economics and Statistics	24.42	1.05	17.14	7.28
Sub Total		8,439.94	1,453.68	6,239.36	2,200.58
Revenue Charged					
21	26. Administration of Justice	49.76	7.22	15.81	33.95
Sub Total		49.76	7.22	15.81	33.95
Capital Voted					
22	7. Police	26.97	5.73	7.17	19.80
23	12. Municipal Administration, Housing and Urban Development	377.24	68.28	112.23	265.01
24	14. Department of Tribal Affairs, Hills and Scheduled Caste Development	46.08	3.73	39.24	6.84
25	22. Public Health Engineering	884.29	56.57	610.30	273.99
26	23. Power	0.56	0.11	0.00	0.56
27	30. Planning	83.25	307.84	76.38	6.87
28	36. Minor Irrigation	219.26	42.36	130.84	88.42
29	41. Art and Culture	6.38	4.60	2.14	4.24
Sub Total		1,644.03	489.23	978.30	665.73
Grand Total		10,133.73	1,950.13	7,233.48	2,900.25

Source: Appropriation Accounts

Appendix 3.5

(Reference: Paragraph 3.3.5)

Excess/Unnecessary/Insufficient re-appropriation of funds (Savings (-)/Excess (+) Rupees 10 crore and above)

(₹ in crore)

Sl. No.	Appropriation/ Grant No.	Head of Account	Nomenclature	Original	Supplementary	Re- Appropriation	Total	Actual Expenditure	Final	
									Savings (-)	Excess (+)
Revenue										
1	Appropriation. 2	2049.01.101.10 (V)	Interest on Market Loans	321.20	0.00	(-) 31.76	289.44	606.25	0.00	316.81
2	Appropriation. 2	2049.01.200.28 (V)	National Bank for Agriculture and Rural Development (NABARD)	33.23	0.00	6.77	40.00	28.42	(-) 11.58	0.00
3	Appropriation. 2	2049.01.200.40 (V)	Ways and Means Advances	2.00	46.33	31.67	80.00	4.80	(-) 75.20	0.00
4	Appropriation. 2	2049.04.104.07 (V)	Interest on Loans for Non-Plan Schemes	17.86	0.00	(-) 0.93	16.93	0.21	(-) 16.72	0.00
5	5	2071.01.101.36 (H)	Superannuation and Retirement Allowances	319.43	0.00	(-) 40.04	279.39	0.88	(-) 278.51	0.00
6	5	2071.01.102.06 (H)	Commuted Value of Pension	18.52	0.00	15.00	33.52	0.00	(-) 33.52	0.00
7	5	2071.01.102.06 (V)	Commuted Value of Pension	37.05	0.00	31.37	68.42	96.23	0.00	27.81
8	5	2071.01.104.11 (H)	Gratuities	95.63	0.00	(-) 54.18	41.45	0.58	(-) 40.87	0.00
9	5	2071.01.104.11 (V)	Gratuities	191.26	0.00	(-) 108.34	82.92	126.66	0.00	43.74
10	5	2071.01.105.09 (H)	Family Pension	145.93	0.00	5.00	150.93	0.37	(-) 150.56	0.00
11	5	2071.01.105.09 (V)	Family Pension	29.27	0.00	77.62	106.89	254.03	0.00	147.14
12	5	2071.01.115.44 (V)	Leave Salaries	118.80	0.00	(-) 28.19	90.61	124.92	0.00	34.31
13	7	2055.00.104.05 (V)	1 st Battalion Manipur Rifles	76.22	0.00	(-) 3.30	72.92	62.67	(-) 10.25	0.00
14	7	2055.00.104.06 (V)	2 nd Battalion Manipur Rifles	98.43	0.00	(-) 0.12	98.31	65.96	(-) 32.35	0.00
15	7	2055.00.109.19 (H)	Churachandpur District	56.40	0.00	3.49	59.89	48.70	(-) 11.19	0.00

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Sl. No.	Appropriation/ Grant No.	Head of Account	Nomenclature	Original	Supplementary	Re- Appropriation	Total	Actual Expenditure	Final	
									Savings (-)	Excess (+)
16	10	2202.02.109.24 (H)	Secondary School	147.33	0.00	25.28	172.61	124.11	(-) 48.50	0.00
17	10	2202.02.109.24 (V)	Secondary School	313.12	16.40	24.00	353.52	212.03	(-) 141.49	0.00
18	10	2202.02.800.14 (V)	Rashtriya Madhyamik Shiksha Abhiyan (RMSA) (Central Share)	161.65	0.00	(-) 39.59	122.06	33.05	(-) 89.01	0.00
19	10	2202.03.103.11 (H)	Government Colleges and Institutions	69.11	0.00	7.69	76.80	43.13	(-) 33.67	0.00
20	10	2202.03.103.11 (V)	Government Colleges and Institutions	295.66	0.00	32.80	328.46	254.47	(-) 73.99	0.00
21	11	2210.03.103.01 (V)	National Health Mission	183.50	0.00	10.00	193.50	161.98	(-) 31.52	0.00
22	11	2210.05.200.14 (V)	Financial Assistance to JNIMS	116.40	53.25	19.08	188.73	149.38	(-) 39.35	0.00
23	14	2225.02.794.19 (H)	Special Development Programme under Proviso to Article 275 (1) of Constitution	109.22	0.00	2.25	111.47	63.82	(-) 47.65	0.00
24	14	2225.02.800.05 (H)	Maram Primitive Tribe Project	16.54	0.00		16.54	1.44	(-) 15.10	0.00
25	14	3604.00.200.09 (H)	Scheme under 15 th FC Award	0.00	20.59	82.24	102.83	47.48	(-) 55.35	0.00
26	15	2408.01.101.10 (V)	Central Assistance to State under NFSA	25.00	0.00	(-) 4.58	20.42	0.00	(-) 20.42	0.00
27	18	2403.00.001.05 (H)	Execution	15.26	0.00	0.30	15.56	4.43	(-) 11.13	0.00
28	18	2403.00.101.04 (H)	District/Sub-Divisional Veterinary Hospital and Dispensaries	37.11	0.74	(-) 0.10	37.75	16.76	(-) 20.99	0.00
29	18	2403.00.101.04 (V)	District/Sub-Divisional Veterinary Hospital and Dispensaries	29.21	0.58	(-) 0.22	29.57	16.05	(-) 13.52	0.00
30	18	2403.00.102.09 (V)	Key Village and Artificial Insemination Programme	38.79	0.00	0.76	39.55	19.88	(-) 19.67	0.00
31	19	2402.00.102.29 (V)	Special Project for Loktak Lake (Central Share)	104.55	0.00	1.75	106.30	0.00	(-) 106.30	0.00

Sl. No.	Appropriation/ Grant No.	Head of Account	Nomenclature	Original	Supplementary	Re- Appropriation	Total	Actual Expenditure	Final	
									Savings (-)	Excess (+)
32	19	2406.01.800.58 (H)	Scheme under EAP	20.00	0.00	10.00	30.00	0.00	(-) 30.00	0.00
33	19	2406.01.800.58 (V)	Scheme under EAP	10.30	0.00	10.28	20.58	1.00	(-) 19.58	0.00
34	20	2501.01.800.16 (H)	Rural Housing - IAY (Central Share)	207.95	0.00	(-) 44.13	163.82	45.10	(-) 118.72	0.00
35	20	2501.01.800.16 (V)	Rural Housing - IAY (Central Share)	51.99	0.00	(-) 11.03	40.96	30.56	(-) 10.40	0.00
36	23	2801.80.800.39 (V)	Financial Assistance to MSPDCL	295.38	15.46	(-) 1.89	308.95	269.63	(-) 39.32	0.00
37	26	2015.00.101.17 (V)	State Election Commission	2.23	11.14	0.03	13.40	0.73	(-) 12.67	0.00
38	38	2515.00.101.12 (V)	Schemes under 15 th FC Award	177.00	0.00	(-) 102.83	74.17	37.08	(-) 37.09	0.00
39	39	2851.00.107.01 (V)	Direction	29.62	0.00	(-) 0.07	29.55	19.25	(-) 10.30	0.00
40	44	2235.02.102.54 (V)	Integrated Child Development Services Scheme (Central Share)	21.04	1.74	0.16	22.94	6.27	(-) 16.67	0.00
41	48	2245.80.800.08.(V)	Disaster Response Fund (SDRMF under 15 th FC Award)	37.60	0.00		37.60	21.00	(-) 16.60	0.00
		Sub Total		4076.79	166.23	(-) 73.76	4169.26	2999.31	(-) 1739.76	569.81
Capital										
42	7	4055.00.115.25 (V)	Modernisation of Police Forces	15.60	1.28	2.24	19.12	0.32	(-) 18.80	0.00
43	8	5054.04.337.01 (V)	NESRIP from Tupul to Kasom Khullen	63.86	0.00	36.14	100.00	46.42	(-) 53.58	0.00
44	8	5054.80.800.48 (V)	State Matching Share of NLCP/NEC	0.00	0.00	5.33	5.33	25.62	0.00	20.29
45	17	4705.00.103.01 (H)	Command Area Development and Water Management (CADWM) (Central Share)	10.70	0.00	(-) 0.70	10.00	0.00	(-) 10.00	0.00
46	17	4705.00.103.01 (V)	Command Area Development and Water Management (CADWM) (Central Share)	49.30	0.00	(-) 38.91	10.39	0.00	(-) 10.39	0.00

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Sl. No.	Appropriation/ Grant No.	Head of Account	Nomenclature	Original	Supplementary	Re- Appropriation	Total	Actual Expenditure	Final	
									Savings (-)	Excess (+)
47	22	4215.01.101.01 (V)	EAP Component (Central Share)	628.62	0.00	(-) 265.90	362.72	109.66	(-) 253.06	0.00
48	22	4215.01.102.41 (H)	North East Special Scheme (NESIDS) (Central Share)	0.00	0.00	42.63	42.63	27.88	(-) 14.75	0.00
49	22	4215.01.102.41 (V)	North East Special Scheme (NESIDS) (Central Share)	0.00	0.00	21.52	21.52	0.10	(-) 21.42	0.00
50	22	4215.01.102.45 (H)	State Component of NESIDS	0.00	0.00	24.08	24.08	2.33	(-) 21.75	0.00
51	40	4700.03.800.11 (V)	Thoubal River Irrigation Project	0.00	0.00	77.52	77.52	3.00	(-) 74.52	0.00
52	40	4700.03.800.12 (V)	Thoubal River Irrigation Project	100.05	0.00	38.37	138.42	119.31	(-) 19.11	0.00
53	40	4700.05.800.01 (V)	ERM Loktak Lift Irrigation Project (RIDF)	34.55	0.00	(-) 13.74	20.81	4.23	(-) 16.58	0.00
54	40	4711.01.103.01 (V)	Civil Works	238.23	0.00	(-) 117.99	120.24	13.28	(-) 106.96	0.00
55	40	4711.01.103.03 (V)	Civil Works	9.80	0.00	(-) 70.50	(-) 60.70	34.09	0.00	94.79
56	43	4401.00.800.03 (V)	Scheme for Special Assistance to States for Capital	0.00	22.28	1.24	23.52	12.22	(-) 11.30	0.00
		Sub Total		1150.71	23.56	(-) 258.67	915.60	398.46	(-) 632.22	115.08
		Total		5227.50	189.79	-332.43	5084.86	3397.77	(-) 2371.98	684.89

Source: Detailed Appropriation Accounts

Appendix 3.6

(Reference: Paragraph 3.3.6.1)

Statement of various Grants/Appropriations where savings was more than ₹ one crore in each case or more than 25 per cent of the total provision

(₹ in crore)

Sl. No.	Grant/ Appropriation	Total provision	Savings	Per cent
Revenue Voted				
1	1. State Legislature	153.57	2.52	1.64
2	2. Council of Ministers	12.36	2.44	19.70
3	3. Secretariat	110.37	17.93	16.24
4	4. Land Revenue, Stamps & Registration and District Administration	172.52	74.65	43.27
5	5. Finance Department	2,291.93	552.71	24.12
6	6. Transport	18.16	4.14	22.82
7	7. Police	2,314.99	441.99	19.09
8	8. Public Works Department	202.66	88.46	43.65
9	10. Education	2,315.48	819.97	35.41
10	11. Medical, Health and Family Welfare Services	944.24	115.97	12.28
11	12. Municipal Administration, Housing and Urban Development	444.21	226.40	50.97
12	13. Labour and Employment	81.72	18.27	22.36
13	14. Department of Tribal Affairs, Hills and Scheduled Caste Development	937.65	234.50	25.01
14	15. Consumers Affairs, Food and Public Distribution	86.30	33.42	38.72
15	16. Co-operation	34.79	10.25	29.48
16	17. Agriculture	295.61	100.19	33.89
17	18. Animal Husbandry and Veterinary including Dairy Farming	219.84	95.60	43.48
18	19. Environment and Forest	743.84	557.45	74.94
19	20. Community and Rural Development	3,409.04	1,491.41	43.75
20	21. Commerce and Industries	173.16	122.26	70.61
21	22. Public Health Engineering	162.28	62.00	38.21
22	23. Power	460.40	50.41	10.95
23	24. Vigilance Department	6.24	2.27	36.39
24	25. Youth Affairs and Sports Department	63.30	21.33	33.70
25	26. Administration of Justice	62.01	28.94	46.67
26	28. State Excise	18.17	4.72	25.97
27	30. Planning	117.90	74.56	63.24
28	31. Fire Protection and Control	22.14	2.25	10.17
29	32. Jails	31.77	3.00	9.45
30	35. Stationery and Printing	7.15	1.44	20.10
31	36. Minor Irrigation	14.72	4.52	30.72
32	37. Fisheries	54.91	17.73	32.29
33	38. Panchayat	242.82	111.16	45.78
34	39. Sericulture	45.38	15.94	35.13
35	40. Irrigation and Flood Control Department	71.60	17.01	23.76
36	41. Art and Culture	49.11	5.76	11.73
37	42. State Academy of Training	6.77	1.97	29.04
38	43. Horticulture and Soil Conservation	101.11	25.87	25.59
39	44. Social Welfare Department	588.44	270.89	46.04
40	45. Tourism	23.28	18.58	79.82
41	47. Minorities and Other Backward Classes Department	78.20	55.15	70.53
42	48. Relief and Disaster Management	123.78	73.64	59.49
43	49. Economics and Statistics	25.47	8.33	32.70
44	50. Information Technology	59.54	13.17	22.12

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Sl. No.	Grant/ Appropriation	Total provision	Savings	Per cent
Sub Total		17,398.90	5,901.17	1,511.05
Revenue Charged				
45	Appropriation 1 - Governor	7.83	2.03	25.89
46	Appropriation 3 - Manipur Public Service Commission	6.83	3.02	44.27
47	5. Finance Department	0.10	0.10	100.00
48	26. Administration of Justice	56.98	41.17	72.25
Sub Total		71.74	46.32	242.41
Capital Voted				
49	1. State Legislature	14.10	3.90	27.66
50	2. Council Of Ministers	0.80	0.80	100.00
51	3. Secretariat	21.06	15.04	71.40
52	5. Finance Department	2.27	1.10	48.49
53	7. Police	32.70	25.53	78.07
54	8. Public Works Department	691.30	243.71	35.25
55	10. Education	60.76	15.35	25.27
56	11. Medical, Health and Family Welfare Services	155.50	21.38	13.75
57	12. Municipal Administration, Housing and Urban Development	445.52	333.29	74.81
58	14. Department of Tribal Affairs, Hills and Scheduled Caste Development	49.81	10.58	21.23
59	16. Co-operation	0.99	0.79	79.80
60	17. Agriculture	111.99	73.12	65.29
61	18. Animal Husbandry and Veterinary including Dairy Farming	23.92	1.94	8.10
62	19. Environment and Forest	61.84	1.27	2.05
63	21. Commerce and Industries	26.44	4.60	17.41
64	22. Public Health Engineering	940.86	330.56	35.13
65	23. Power	0.67	0.67	100.00
66	25. Youth Affairs and Sports Department	17.58	7.24	41.18
67	26. Administration of Justice	40.50	21.20	52.35
68	27. Election	15.61	15.61	100.00
69	30. Planning	391.09	314.71	80.47
70	36. Minor Irrigation	261.62	130.78	49.99
71	37. Fisheries	0.43	0.38	88.43
72	40. Irrigation and Flood Control Department	429.83	219.70	51.11
73	41. Art and Culture	10.98	8.85	80.56
74	42. State Academy of Training	0.14	0.14	100.00
75	43. Horticulture and Soil Conservation	28.18	11.30	40.09
76	44. Social Welfare Department	68.90	26.29	38.16
77	45. Tourism	202.07	112.42	55.63
78	47. Minorities and Other Backward Classes Department	666.10	421.83	63.33
79	50. Information Technology	25.91	8.21	31.67
Sub Total		4,799.50	2,382.27	1,676.67
Grand Total		22,270.14	8,329.76	3,430.14

(Source: Appropriation Accounts)

Appendix 3.7

(Reference: Paragraph 3.3.6.1)

Grants/Appropriations with Budget Utilisation less than 50 per cent

Sl. No	Grant	Budget utilisation (in per cent)					Numbers of Years*	Budget 2020-21 (₹ in crore)	Total Budget for 5 years (₹ in crore)
		2016-17	2017-18	2018-19	2019-20	2020-21			
1	12. Municipal Administration, Housing and Urban Development	33.35	64.14	38.47	43.32	37.09	4	889.73	3081.95
2	19. Environment and Forest	59.95	65.37	82.02	20.60	30.65	2	805.68	2062.58
3	21. Commerce and Industries	62.70	55.38	38.96	33.90	36.44	3	199.60	808.37
4	26. Administration of Justice	64.22	55.81	62.79	38.54	42.75	2	159.50	603.85
5	30. Planning	14.45	38.02	36.29	22.99	23.52	5	508.99	2243.78
6	45. Tourism	88.52	39.43	82.43	54.16	41.87	2	225.35	487.02
7	47. Minorities and Other Backward Classes Department	23.70	61.37	60.63	40.24	35.92	3	744.30	1543.92
8	48. Relief and Disaster Management	50.73	60.11	39.33	64.75	40.51	2	123.78	591.75

* Number of years with utilisation below 50 per cent

(Source: Appropriation Accounts of the respective years.)

Appendix 3.8

(Reference: Paragraph 3.3.6.2)

List of Sub-Heads of Persistent Savings during 2016-21

(₹ in lakh)

		Amount of savings				
S.N.	Grant No. and Heads of Accounts	2016-17	2017-18	2018-19	2019-20	2020-21
Revenue Voted						
1	Grant No. 2 2013 – Council of Ministers 101 – Salaries of Ministers & Dy. Ministers 03 – Salaries of Ministers & Dy. Ministers	23.65	33.50	32.67	31.67	90.38
2	Grant No. 2 2013 – Council of Ministers 108 – Tour Expenses 04 – Tour Expenses	49.80	15.54	63.23	32.88	33.38
3	Grant No. 7 2235 – Social Security & Welfare 01 – Rehabilitation 200 – Other Relief Measures 35 – Victims of Extremist Action	9.00	29.00	30.00	50.00	50.00
4	Grant No. 8 2059 – Public Works 60 – Other Buildings 053 – Maintenance & Repairs 09 – Functional Building	3,42.13	63.92	94.93	90.79	116.20
5	Grant No. 42 2070 – Other Administrative Services 003 - Training 01 – State Academy of Training	46.20	125.81	73.63	149.93	149.93
	Sub-Total	128.65	267.77	294.46	355.27	439.89
Capital Voted						
6	Grant No. 2 7610 – Loans to Government Servants 201- House Building Advances 05 – Loans to Ministers	40.00	40.00	40.00	40.00	40.00
7	Grant No. 2 7610 – Loans to Government Servants 202 - Advances for Purchase of Motor Conveyances 05 – Loans to Ministers	40.00	25.00	40.00	40.00	40.00
8	Grant no. 5 7610 – Loans to Government Servant etc. 201 – House Building Advances 21 – Loans to All India Service Officers	25.00	20.00	12.50	25.00	25.00
9	Grant No. 36 4702 – Capital Outlay on Minor Irrigation 101 – Surface Water 05–Pick up weir, Low Head Barrage, percolation tank(H)	1,03.60	341.15	450.02	143.15	60.40
10	Grant No. 36 4702 – Capital Outlay on Minor Irrigation 101 – Surface Water 06 – River Lift Irrigation Scheme	0.35	0.35	100.00	18.37	45.00
	Sub-Total	105.35	426.5	642.52	266.52	210.40
	Grand Total	234.00	694.27	936.98	621.79	650.29

* H- Hill, V-Valley (Source: VLC data, Office of the Principal Accountant General (A&E)).

Appendix 3.9

(Reference: Paragraph 3.3.6.3)

Grants/Appropriations in which savings occurred but no part of which had been surrendered

(₹ in crore)

Sl. No.	Grants/Appropriation No.	Total Provision	Expenditure	Savings
Revenue Voted				
1	1. State Legislature	153.57	151.05	2.52
2	2. Council of Ministers	12.36	9.93	2.44
3	6. Transport	18.16	14.02	4.14
4	8. Public Works Department	202.66	114.21	88.46
5	10. Education	2,315.48	1,495.51	819.97
6	11. Medical, Health and Family Welfare Services	944.24	828.27	115.97
7	12. Municipal Administration, Housing and Urban Development	444.21	217.81	226.40
8	16. Co-operation	34.79	24.53	10.25
9	17. Agriculture	295.61	195.42	100.19
10	18. Animal Husbandry and Veterinary including Dairy Farming	219.84	124.25	95.60
11	20. Community and Rural Development	3,409.04	1,917.63	1,491.41
12	33. Home Guards	53.84	52.94	0.89
13	34. Rehabilitation	9.82	9.00	0.82
14	39. Sericulture	45.38	29.43	15.94
15	41. Art and Culture	49.11	43.35	5.76
16	44. Social Welfare Department	588.44	317.55	270.89
Sub Total		8,796.55	5,544.90	3,251.66
Revenue Charged				
17	1. State Legislature	1.05	0.92	0.13
18	Appropriation 3-Manipur Public Service Commission	6.83	3.81	3.02
19	3. Secretariat	1.30	1.02	0.28
20	5. Finance Department	0.10	0.00	0.10
21	8. Public Works Department	1.02	0.99	0.03
Sub Total		10.29	6.74	3.56
Capital Voted				
22	1. State Legislature	14.10	10.20	3.90
23	2. Council of Ministers	0.80	0.00	0.80
24	3. Secretariat	21.06	6.02	15.04
25	5. Finance Department	2.27	1.17	1.10
26	6. Transport	15.34	15.12	0.23
27	7. Police	32.70	7.17	25.53
28	9. Information and Publicity	0.68	0.54	0.14
29	10. Education	60.76	45.41	15.35
30	11. Medical, Health and Family Welfare Services	155.50	134.11	21.38
31	12. Municipal Administration, Housing and Urban Development	445.52	112.23	333.29
32	14. Department of Tribal Affairs, Hills and Scheduled Caste Development	49.81	39.24	10.58
33	18. Animal Husbandry and Veterinary including Dairy Farming	23.92	21.98	1.94
34	19. Environment and Forest	61.84	60.57	1.27
Sub Total		884.31	453.77	430.54
Capital Charged				
35	3. Secretariat	2.00	0.00	2.00
Sub Total		2.00	0.00	2.00
Grant Total		9,693.16	6,005.40	3,687.76

(Source: Appropriation Accounts)

Appendix 3.10

(Reference: Paragraph 3.3.6.3)

Statement showing cases of surrender of funds on 31 March 2021

(₹ in crore)

Sl. No.	Grants/Appropriation No.	Total Provision	Expenditure	Excess (+)/ Savings (-)	Surrender	Percentage of surrender vis-à-vis Total Provision
Revenue Voted						
1	3. Secretariat	110.37	92.44	17.93	2.04	1.85
2	4. Land Revenue, Stamps & Registration and District Administration	172.52	97.87	74.65	6.12	3.54
3	5. Finance Department	2,291.93	1,739.22	552.71	538.23	23.48
4	7. Police	2,314.99	1,873.00	441.99	215.21	9.30
5	9. Information and Publicity	12.21	11.32	0.89	0.14	1.11
6	13. Labour and Employment	81.72	63.45	18.27	6.84	8.37
7	15. Consumers Affairs, Food and Public Distribution	86.30	52.88	33.42	5.30	6.14
8	19. Environment and Forest	743.84	186.39	557.45	68.11	9.16
9	21. Commerce and Industries	173.16	50.90	122.26	86.81	50.13
10	24. Vigilance Department	6.24	3.97	2.27	0.74	11.86
11	25. Youth Affairs and Sports Department	63.30	41.97	21.33	19.14	30.23
12	29. Sales Tax, Other Taxes/Duties on Commodities and Services	7.33	6.71	0.62	0.44	6.05
13	30. Planning	117.90	43.34	74.56	24.42	20.72
14	31. Fire Protection and Control	22.14	19.89	2.25	0.43	1.92
15	32. Jails	31.77	28.76	3.00	0.87	2.72
16	35. Stationery and Printing	7.15	5.71	1.44	1.33	18.60
17	36. Minor Irrigation	14.72	10.20	4.52	1.93	13.11
18	37. Fisheries	54.91	37.18	17.73	0.38	0.70
19	38. Panchayat	242.82	131.66	111.16	56.00	23.06
20	40. Irrigation and Flood Control Department	71.60	54.58	17.01	10.83	15.13
21	42. State Academy of Training	6.77	4.80	1.97	0.50	7.36
22	43. Horticulture and Soil Conservation	101.11	75.24	25.87	12.22	12.09
23	45. Tourism	23.28	4.70	18.58	14.44	62.04
Sub Total		6,758.05	4,636.18	2,121.87	1,072.45	15.87
Revenue Charged						
24	Appropriation 2 – Interest Payment and Debt services	7.83	5.80	2.03	0.12	1.48
Sub Total		7.83	5.80	2.03	0.12	1.48
Capital Voted						
25	8. Public Works Department	691.30	447.59	243.71	189.37	27.39
26	16. Co-operation	0.99	0.20	0.79	0.79	79.80
27	17. Agriculture	111.99	38.87	73.12	45.40	40.54
28	26. Administration of Justice	40.50	19.30	21.20	15.77	38.94
29	40. Irrigation and Flood Control Department	429.83	210.14	219.70	92.88	21.61
Sub Total		1,274.62	716.10	558.52	344.21	208.28
Grant Total		8,040.50	5,358.07	2,682.43	1,416.78	225.62

(Source: Appropriation Accounts)

Appendix 3.11

(Reference: Paragraph 3.3.7.2)

Excess expenditure relating to previous years requiring regularisation

(₹ in crore)

Year	Grant /Appropriation No.	Grant/Appropriation details	Amount of excess required to be regularised as commented in the Appropriation Accounts	Status of Regularisation
2017-18	1,5,13,39 (Revenue Voted)	1-State Legislature 5-Finance Department 13-Labour and Employment 39-Sericulture	467.21	<i>Not yet regularised</i>
	5 (Revenue Charged)	Finance Department		
	21 (Capital Voted)	Commerce and Industries		
	Appropriation No. 2 (Capital Charged)	Interest Payments and Debt services		
2018-19	Appropriation No. 2 (Revenue Charged)	Interest Payments and Debt services	1,729.49	<i>Not yet regularised</i>
2019-20	Appropriation No. 2 (Revenue Charged)	Interest Payments and Debt services	2,129.93	
Total			4,326.63	

(Source: Appropriation Accounts and PAC recommendation Report)

Appendix 3.12

(Reference: Paragraph 3.4.2)

Rush of Expenditure during March 2021 where expenditure was more than ₹ 10 crore and 25 per cent of the Total Expenditure for the year 2020-21

(₹ in crore)

Sl. No.	Grant No.	Description / Major Head	1 st Qtr	2 nd Qtr	3 rd Qtr	4 th Qtr	Total Expenditure (TE)	Expenditure during March	Expenditure in March as percentage of TE
1	8	Roads and Bridges/3054	9.06	11.26	22.56	32.48	75.36	21.53	28.57
2	8	Capital Outlay on Roads and Bridges /5054	59.64	57.24	96.37	191.11	404.36	154.58	38.23
3	10	Capital Outlay on Education, Sports, Art and Culture/4202	0.00	0.00	0.00	40.54	40.54	39.98	98.62
4	11	Capital Outlay on Medical and Public Health/4210	0.00	9.62	5.10	119.39	134.11	119.39	89.02
5	12	Urban Development/2217	72.80	3.66	15.23	96.32	188.01	93.82	49.90
6	12	Capital Outlay on Urban Development/4217	16.22	20.52	1.17	74.32	112.23	71.06	63.32
7	13	Labour and Employment/2230	4.03	5.92	12.28	40.94	63.17	38.40	60.79
8	14	Pensions and other Retirement Benefit/2071	1.76	1.29	1.49	11.51	16.05	10.77	67.10
9	14	Welfare of Scheduled Castes, Schedule Tribes, Other Backward Classes and Minorities/2225	2.79	43.70	25.82	72.71	145.02	64.02	44.15
10	14	Capital Outlay on Welfare of Scheduled Castes, Schedule Tribes, Other Backward Classes and Minorities /4225	0.00	13.12	0.00	22.62	35.74	16.95	47.43
11	18	Animal Husbandry/2403	21.99	24.55	31.21	43.15	120.90	30.35	25.10
12	18	Capital Outlay on Animal Husbandry/4403	0.00	1.18	0.00	17.10	18.28	16.92	92.56
13	19	Soil and Water Conservation/2402	2.39	5.29	4.78	25.03	37.49	22.84	60.92
14	19	Forestry and Wild Life/2406	11.92	14.16	17.81	45.47	89.36	30.63	34.28
15	19	Capital Outlay on Other Scientific and Environmental Research/5425	7.96	1.70	13.94	29.41	53.01	16.55	31.22
16	20	Special Programmes for Rural Development /2501	38.81	159.87	120.08	289.39	608.15	190.86	31.38

Sl. No.	Grant No.	Description / Major Head	1 st Qtr	2 nd Qtr	3 rd Qtr	4 th Qtr	Total Expenditure (TE)	Expenditure during March	Expenditure in March as percentage of TE
17	20	Other Rural Development Programme/2515	15.45	15.87	18.43	35.65	85.40	24.67	28.89
18	21	Village and Small Industries/2851	6.57	9.19	6.75	24.32	46.83	15.36	32.80
19	21	Capital Outlay on Village and Small Industries/4851	0.00	0.00	0.07	16.72	16.79	15.23	90.71
20	22	Capital Outlay on Water Supply and Sanitation/4251	30.82	106.57	121.80	349.76	608.95	199.35	32.74
21	23	Power/2801	72.33	34.26	68.24	226.01	400.84	197.67	49.31
22	25	Sports and Youth Services/2204	7.30	7.57	8.68	18.41	41.96	10.83	25.81
23	30	Secretariat-Economic Services/3451	2.03	6.15	2.82	32.31	43.31	29.81	68.83
24	30	Capital outlay on other Special Areas programmes/4575	0.00	0.00	0.00	76.28	76.28	67.75	88.82
25	33	Other Administrative Services/ 2070	6.75	2.04	6.67	37.48	52.94	18.13	34.25
26	36	Capital outlay on Minor Irrigation/4702	3.76	9.49	8.42	100.03	121.70	95.05	78.10
27	37	Fisheries/2405	5.94	5.03	5.80	20.42	37.19	13.25	35.63
28	38	Compensation and Assignments to Local Bodies and Panchayati Raj Institutions/3604	2.67	0.00	1.34	47.50	51.51	47.50	92.22
29	40	Capital outlay on Major Irrigation/4700	0.91	34.47	68.02	57.11	160.51	54.32	33.84
30	40	Capital outlay on Food Control Projects/4711	0.53	2.91	6.79	37.13	47.37	25.77	54.40
31	43	Crop Husbandry/2401	4.32	7.26	2.62	38.14	52.34	19.99	38.19
32	44	Capital Outlay on Social Security and Welfare/4235	0.00	19.36	0.00	23.25	42.61	23.25	54.56
33	45	Capital Outlay on Tourism/3452	0.00	0.01	0.00	89.64	89.65	81.55	90.96
34	47	Welfare of Scheduled Castes, Schedule Tribes, Other Backward Classes and Minorities/2225	0.16	0.63	2.51	19.71	23.01	12.64	54.93
35	50	Other Scientific Research/3425	1.32	4.98	12.38	27.70	46.38	18.83	40.60

Source: VLC data of O/o the Principal Accountant General (A&E), Manipur

Appendix 4.1

(Reference Paragraph 4.1.1)

Statement showing outstanding Utilization Certificates as on 31 March 2021

(₹ in crore)

Sl. No.	Department	Year of payment of grant	Total grants paid		Utilization certificate			
			No. of vouchers	Amount	Received		Outstanding	
					No. of vouchers	Amount	No. of vouchers	Amount
1	2	3	4	5	6	7	8	9
1	General Administrative Department	Upto 2009-10	36	31.30	21	0.26	15	31.04
		2010-11	11	0.75	11	0.75	0	0.00
		2011-12	21	0.49	21	0.49	0	0.00
		2012-13	9	0.21	9	0.21	0	0.00
		2013-14	5	0.78	5	0.78	0	0.00
		2014-15	10	0.93	0	0.00	10	0.93
		2015-16	16	0.64	0	0.00	16	0.64
		2016-17	20	0.70	0	0.00	20	0.70
		2017-18	31	0.58	1	0.04	30	0.54
		2018-19	31	0.59	0	0.00	31	0.59
		2019-20	32	0.89	0	0.00	32	0.89
		Total	222	37.86	68	2.53	154	35.33
2	Town Planning	Upto 2009-10	2	0.13	0	0.00	2	0.13
		2010-11	4	1.89	0	0.00	4	1.89
		2011-12	0	0.00	0	0.00	0	0.00
		2012-13	3	0.63	0	0.00	3	0.63
		2013-14	0	0.00	0	0.00	0	0.00
		2014-15	0	0.00	0	0.00	0	0.00
		2015-16	0	0.00	0	0.00	0	0.00
		2016-17	0	0.00	0	0.00	0	0.00
		2017-18	0	0.00	0	0.00	0	0.00
		2018-19	0	0.00	0	0.00	0	0.00
		2019-20	0	0.00	0	0.00	0	0.00
		Total	9	2.65	0	0.00	9	2.65
3	Excise Department	Upto 2009-10	1	0.02	0	0.00	1	0.02
		2010-11	0	0.00	0	0.00	0	0.00
		2011-12	0	0.00	0	0.00	0	0.00
		2012-13	0	0.00	0	0.00	0	0.00
		2013-14	0	0.00	0	0.00	0	0.00
		2014-15	0	0.00	0	0.00	0	0.00
		2015-16	0	0.00	0	0.00	0	0.00
		2016-17	0	0.00	0	0.00	0	0.00
		2017-18	0	0.00	0	0.00	0	0.00
		2018-19	0	0.00	0	0.00	0	0.00
		2019-20	0	0.00	0	0.00	0	0.00
		Total	1	0.02	0	0.00	1	0.02
4	Police Department	Upto 2009-10	13	0.70	13	0.70	0	0.00
		2010-11	3	0.10	3	0.10	0	0.00
		2011-12	6	0.30	6	0.30	0	0.00
		2012-13	1	0.05	1	0.05	0	0.00
		2013-14	2	0.40	2	0.40	0	0.00
		2014-15	2	0.15	2	0.15	0	0.00
		2015-16	2	0.03	0	0.00	2	0.03
		2016-17	3	0.11	0	0.00	3	0.11
		2017-18	3	1.91	0	0.00	3	1.91
		2018-19	1	0.20	0	0.00	1	0.20
		2019-20	0	0.00	0	0.00	0	0.00
		Total	36	3.95	27	1.70	9	2.25

Sl. No.	Department	Year of payment of grant	Total grants paid		Utilization certificate			
			No. of vouchers	Amount	Received		Outstanding	
					No. of vouchers	Amount	No. of vouchers	Amount
1	2	3	4	5	6	7	8	9
5	Youth Affairs & Sports	Upto 2009-10	20	2.59	0	0.00	20	2.59
		2010-11	4	1.46	0	0.00	4	1.46
		2011-12	4	1.37	0	0.00	4	1.37
		2012-13	2	1.01	0	0.00	2	1.01
		2013-14	4	2.04	0	0.00	4	2.04
		2014-15	3	3.00	0	0.00	3	3.00
		2015-16	2	1.51	0	0.00	2	1.51
		2016-17	3	2.26	0	0.00	3	2.26
		2017-18	3	2.82	0	0.00	3	2.82
		2018-19	4	3.51	0	0.00	4	3.51
		2019-20	4	4.74	0	0.00	4	4.74
		Total	53	26.31	0	0.00	53	26.31
6	Department of Tribal Affairs And Hills Development	Upto 2009-10	245	53.64	69	18.74	176	34.90
		2010-11	241	101.60	220	76.97	21	24.63
		2011-12	256	276.95	197	189.34	59	87.61
		2012-13	596	257.30	418	193.65	178	63.65
		2013-14	608	304.61	467	254.82	141	49.79
		2014-15	714	401.66	525	264.45	189	137.21
		2015-16	543	302.49	426	255.14	117	47.35
		2016-17	600	355.52	498	285.71	102	69.81
		2017-18	543	489.96	18	14.39	525	475.57
		2018-19	481	447.02	0	0.00	481	447.02
		2019-20	388	332.37	0	0.00	388	332.37
		Total	5215	3323.12	2838	1553.21	2377	1769.91
7	Industries Department	Upto 2009-10	23	19.57	23	19.57	0	0.00
		2010-11	14	10.00	14	10.00	0	0.00
		2011-12	21	19.48	8	7.73	13	11.75
		2012-13	14	14.37	8	10.18	6	4.19
		2013-14	33	19.37	13	12.63	20	6.74
		2014-15	9	1.17	4	0.68	5	0.49
		2015-16	6	1.24	1	0.51	5	0.73
		2016-17	6	1.05	0	0.00	6	1.05
		2017-18	6	0.94	0	0.00	6	0.94
		2018-19	6	1.70	0	0.00	6	1.70
		2019-20	5	1.02	0	0.00	5	1.02
		Total	143	89.91	71	61.30	72	28.61
8	Department of Information & Public Relation	Upto 2009-10	0	0.00	0	0.00	0	0.00
		2010-11	0	0.00	0	0.00	0	0.00
		2011-12	0	0.00	0	0.00	0	0.00
		2012-13	0	0.00	0	0.00	0	0.00
		2013-14	1	0.01	0	0.00	1	0.01
		2014-15	0	0.00	0	0.00	0	0.00
		2015-16	0	0.00	0	0.00	0	0.00
		2016-17	0	0.00	0	0.00	0	0.00
		2017-18	0	0.00	0	0.00	0	0.00
		2018-19	3	0.05	0	0.00	3	0.05
		2019-20	1	0.09	0	0.00	1	0.09
		Total	5	0.15	0	0.00	5	0.15
9	Art & Culture Department	Upto 2009-10	68	2.59	2	0.23	66	2.36
		2010-11	8	2.11	1	0.21	7	1.90
		2011-12	54	2.30	4	0.57	50	1.73
		2012-13	43	5.51	32	4.40	11	1.11
		2013-14	47	7.02	23	4.18	24	2.84

Sl. No.	Department	Year of payment of grant	Total grants paid		Utilization certificate			
			No. of vouchers	Amount	Received		Outstanding	
1	2	3	4	5	6	7	8	9
		2014-15	71	7.22	24	4.19	47	3.03
		2015-16	68	7.46	32	2.52	36	4.94
		2016-17	68	18.42	0	0.00	68	18.42
		2017-18	53	8.96	0	0.00	53	8.96
		2018-19	62	7.82	0	0.00	62	7.82
		2019-20	50	7.32	0	0.00	50	7.32
		Total	592	76.73	118	16.30	474	60.43
10	Agriculture Department	Upto 2009-10	1	0.05	0	0.00	1	0.05
		2010-11	1	0.05	0	0.00	1	0.05
		2011-12	2	0.05	0	0.00	2	0.05
		2012-13	1	0.05	0	0.00	1	0.05
		2013-14	1	0.02	0	0.00	1	0.02
		2014-15	3	1.77	0	0.00	3	1.77
		2015-16	6	9.57	0	0.00	6	9.57
		2016-17	7	8.18	0	0.00	7	8.18
		2017-18	9	7.56	0	0.00	9	7.56
		2018-19	6	11.11	0	0.00	6	11.11
		2019-20	7	8.13	0	0.00	7	8.13
		Total	44	46.54	0	0.00	44	46.54
11	Horticulture & Soil Conservation	Upto 2009-10	0	0.00	0	0.00	0	0.00
		2010-11	0	0.00	0	0.00	0	0.00
		2011-12	0	0.00	0	0.00	0	0.00
		2012-13	0	0.00	0	0.00	0	0.00
		2013-14	0	0.00	0	0.00	0	0.00
		2014-15	1	0.73	0	0.00	1	0.73
		2015-16	0	0.00	0	0.00	0	0.00
		2016-17	0	0.00	0	0.00	0	0.00
		2017-18	0	0.00	0	0.00	0	0.00
		2018-19	83	97.91	0	0.00	83	97.91
		2019-20	104	107.99	0	0.00	104	107.99
		Total	188	206.63	0	0.00	188	206.63
12	Veterinary & Animal Husbandry	Upto 2009-10	43	3.45	0	0.00	43	3.45
		2010-11	3	1.84	0	0.00	3	1.84
		2011-12	3	1.26	0	0.00	3	1.26
		2012-13	6	0.25	0	0.00	6	0.25
		2013-14	10	2.13	0	0.00	10	2.13
		2014-15	6	6.90	0	0.00	6	6.90
		2015-16	2	0.21	0	0.00	2	0.21
		2016-17	0	0.00	0	0.00	0	0.00
		2017-18	3	0.34	0	0.00	3	0.34
		2018-19	6	2.11	0	0.00	6	2.11
		2019-20	3	0.78	0	0.00	3	0.78
		Total	85	19.27	0	0.00	85	19.27
13	Medical & Health Services	Upto 2009-10	10	17.43	10	17.43	0	0.00
		2010-11	7	33.08	1	4.00	6	29.08
		2011-12	7	62.57	7	62.57	0	0.00
		2012-13	5	60.75	4	44.35	1	16.40
		2013-14	6	81.43	6	81.43	0	0.00
		2014-15	24	192.14	24	192.14	0	0.00
		2015-16	33	206.64	33	206.64	0	0.00
		2016-17	13	107.47	5	55.32	8	52.15
		2017-18	28	175.65	0	0.00	28	175.65
		2018-19	25	252.43	0	0.00	25	252.43
		2019-20	22	249.88	0	0.00	22	249.88
		Total	180	1439.47	90	663.88	90	775.59

Sl. No.	Department	Year of payment of grant	Total grants paid		Utilization certificate			
			No. of vouchers	Amount	Received		Outstanding	
1	2	3	4	5	6	7	8	9
14	Fisheries Department	Upto 2009-10	16	2.18	7	1.42	9	0.76
		2010-11	7	2.44	7	2.44	0	0.00
		2011-12	5	1.62	4	0.80	1	0.82
		2012-13	10	1.87	1	0.21	9	1.66
		2013-14	9	2.17	7	0.89	2	1.28
		2014-15	7	1.99	5	0.72	2	1.27
		2015-16	5	0.76	5	0.76	0	0.00
		2016-17	3	0.68	3	0.68	0	0.00
		2017-18	8	2.59	2	0.43	6	2.16
		2018-19	4	1.04	0	0.00	4	1.04
		2019-20	5	1.46	0	0.00	5	1.46
		Total	79	18.80	41	8.35	38	10.45
15	Social Welfare Department	Upto 2009-10	40	5.74	40	5.74	0	0.00
		2010-11	12	0.82	12	0.82	0	0.00
		2011-12	6	0.95	0	0.00	6	0.95
		2012-13	12	1.88	0	0.00	12	1.88
		2013-14	9	1.41	0	0.00	9	1.41
		2014-15	7	1.07	0	0.00	7	1.07
		2015-16	12	1.10	0	0.00	12	1.10
		2016-17	11	1.20	0	0.00	11	1.20
		2017-18	16	6.95	0	0.00	16	6.95
		2018-19	18	10.48	0	0.00	18	10.48
		2019-20	23	10.99	0	0.00	23	10.99
		Total	166	42.59	52	6.56	114	36.03
16	SERICULTURE DEPARTMENT	Upto 2009-10	3	5.80	3	5.80	0	0.00
		2010-11	2	6.22	2	6.22	0	0.00
		2011-12	3	5.08	3	5.08	0	0.00
		2012-13	4	8.75	4	8.75	0	0.00
		2013-14	3	11.92	3	11.92	0	0.00
		2014-15	4	0.49	4	0.49	0	0.00
		2015-16	1	6.71	1	6.71	0	0.00
		2016-17	0	0.00	0	0.00	0	0.00
		2017-18	3	0.26	0	0.00	3	0.26
		2018-19	1	0.30	1	0.30	0	0.00
		2019-20	1	0.05	0	0.00	1	0.05
		Total	25	45.58	21	45.27	4	0.31
17	Planning Department	Upto 2009-10	10	31.54	10	31.54	0	0.00
		2010-11	18	44.52	18	44.52	0	0.00
		2011-12	22	81.63	10	50.29	12	31.34
		2012-13	25	67.47	15	36.57	10	30.90
		2013-14	13	54.00	3	16.72	10	37.28
		2014-15	16	74.45	4	26.90	12	47.55
		2015-16	14	58.01	4	23.87	10	34.14
		2016-17	42	49.32	0	0.00	42	49.32
		2017-18	25	68.19	0	0.00	25	68.19
		2018-19	17	57.23	0	0.00	17	57.23
		2019-20	18	10.76	0	0.00	18	10.76
		Total	220	597.12	64	230.41	156	366.71
18	Science & Technology	Upto 2009-10	16	11.53	16	11.53	0	0.00
		2010-11	6	8.21	6	8.21	0	0.00
		2011-12	6	5.59	6	5.59	0	0.00
		2012-13	11	2.88	11	2.88	0	0.00
		2013-14	16	6.73	16	6.73	0	0.00

Sl. No.	Department	Year of payment of grant	Total grants paid		Utilization certificate			
			No. of vouchers	Amount	Received		Outstanding	
1	2	3	4	5	6	7	8	9
		2014-15	12	1.30	12	1.30	0	0.00
		2015-16	10	0.66	10	0.66	0	0.00
		2016-17	14	0.83	14	0.83	0	0.00
		2017-18	14	2.56	14	2.56	0	0.00
		2018-19	9	1.14	9	1.14	0	0.00
		2019-20	5	0.96	5	0.96	0	0.00
		Total	119	42.39	119	42.39	0	0.00
19	Education (U)	Upto 2009-10	37	11.16	37	11.16	0	0.00
		2010-11	10	5.72	10	5.72	0	0.00
		2011-12	16	5.63	10	2.36	6	3.27
		2012-13	23	7.45	15	3.60	8	3.85
		2013-14	29	7.54	18	3.45	11	4.09
		2014-15	20	14.56	7	2.65	13	11.91
		2015-16	23	5.75	17	4.24	6	1.51
		2016-17	31	44.54	13	4.15	18	40.39
		2017-18	61	60.95	0	0.00	61	60.95
		2018-19	125	157.65	2	0.31	123	157.34
		Total	493	398.49	138	39.35	355	359.14
20	Education (S)	Upto 2009-10	143	15.96	113	8.26	30	7.70
		2010-11	123	29.45	63	9.12	60	20.33
		2011-12	121	39.31	84	21.69	37	17.62
		2012-13	191	34.78	115	11.58	76	23.20
		2013-14	169	29.84	63	10.48	106	19.36
		2014-15	200	174.66	102	21.58	98	153.08
		2015-16	171	151.04	97	58.27	74	92.77
		2016-17	193	171.33	32	6.11	161	165.22
		2017-18	150	110.65	14	2.78	136	107.87
		2018-19	61	82.48	0	0.00	61	82.48
		2019-20	244	321.20	5	0.88	239	320.32
		Total	1766	1160.70	688	150.75	1078	1009.95
21	Rural Development & Panchayati Raj (RD&PR)	Upto 2009-10	58	21.17	58	21.17	0	0.00
		2010-11	97	54.62	97	54.62	0	0.00
		2011-12	81	117.70	81	117.70	0	0.00
		2012-13	106	154.41	50	73.15	56	81.26
		2013-14	70	192.01	31	140.28	39	51.73
		2014-15	141	602.50	47	126.85	94	475.65
		2015-16	102	700.86	1	11.13	101	689.73
		2016-17	106	800.42	1	0.07	105	800.35
		2017-18	100	919.74	0	0.00	100	919.74
		2018-19	72	906.64	0	0.00	72	906.64
		Total	1001	5525.89	366	544.97	635	4980.92
22	Municipal Administration, Housing & Urban Development (MAHUD)	Upto 2009-10	31	13.36	31	13.36	0	0.00
		2010-11	35	24.10	35	24.10	0	0.00
		2011-12	59	45.40	31	34.54	28	10.86
		2012-13	51	67.54	45	64.31	6	3.23
		2013-14	41	41.52	19	32.50	22	9.02
		2014-15	45	47.71	38	38.06	7	9.65
		2015-16	40	57.93	0	0.00	40	57.93
		2016-17	28	36.70	0	0.00	28	36.70
		2017-18	55	96.55	0	0.00	55	96.55
		2018-19	39	69.39	0	0.00	39	69.39
		2019-20	48	192.37	0	0.00	48	192.37
		Total	472	692.57	199	206.87	273	485.70

Sl. No.	Department	Year of payment of grant	Total grants paid		Utilization certificate			
			No. of vouchers	Amount	Received		Outstanding	
1	2	3	4	5	6	7	8	9
23	Food & Civil Supplies	Upto 2009-10	0	0.00	0	0.00	0	0.00
		2010-11	0	0.00	0	0.00	0	0.00
		2011-12	0	0.00	0	0.00	0	0.00
		2012-13	0	0.00	0	0.00	0	0.00
		2013-14	0	0.00	0	0.00	0	0.00
		2014-15	0	0.00	0	0.00	0	0.00
		2015-16	1	0.06	1	0.06	0	0.00
		2016-17	1	0.11	1	0.11	0	0.00
		2017-18	0	0.00	0	0.00	0	0.00
		2018-19	0	0.00	0	0.00	0	0.00
		2019-20	0	0.00	0	0.00	0	0.00
		Total	2	0.17	2	0.17	0	0.00
24	Forest Department	Upto 2009-10	32	38.99	16	37.42	16	1.57
		2010-11	15	53.96	15	53.96	0	0.00
		2011-12	16	54.05	16	54.05	0	0.00
		2012-13	27	46.88	27	46.88	0	0.00
		2013-14	26	25.03	15	23.57	11	1.46
		2014-15	30	13.22	29	11.59	1	1.63
		2015-16	25	31.36	20	29.76	5	1.60
		2016-17	26	22.90	22	17.25	4	5.65
		2017-18	23	21.51	3	0.78	20	20.73
		2018-19	22	21.09	0	0.00	22	21.09
		2019-20	24	18.09	0	0.00	24	18.09
		Total	266	347.08	163	275.26	103	71.82
25	Co-operation Department	Upto 2009-10	0	0.00	0	0.00	0	0.00
		2010-11	0	0.00	0	0.00	0	0.00
		2011-12	0	0.00	0	0.00	0	0.00
		2012-13	5	0.92	5	0.92	0	0.00
		2013-14	4	0.79	4	0.79	0	0.00
		2014-15	3	2.69	0	0.00	3	2.69
		2015-16	3	0.82	0	0.00	3	0.82
		2016-17	4	1.67	0	0.00	4	1.67
		2017-18	6	1.85	0	0.00	6	1.85
		2018-19	5	1.84	0	0.00	5	1.84
		2019-20	4	1.63	0	0.00	4	1.63
		Total	34	12.21	9	1.71	25	10.50
26	Law Department	Upto 2009-10	19	0.31	19	0.31	0	0.00
		2010-11	0	0.00	0	0.00	0	0.00
		2011-12	1	0.05	1	0.05	0	0.00
		2012-13	0	0.00	0	0.00	0	0.00
		2013-14	1	0.05	1	0.05	0	0.00
		2014-15	1	0.01	1	0.01	0	0.00
		2015-16	0	0.00	0	0.00	0	0.00
		2016-17	5	0.08	5	0.08	0	0.00
		2017-18	9	0.75	9	0.75	0	0.00
		2018-19	19	0.80	19	0.80	0	0.00
		2019-20	24	1.23	0	0.00	24	1.23
		Total	79	3.28	55	2.05	24	1.23
27	Public Works Department	Upto 2009-10	1	0.01	0	0.00	1	0.01
		2010-11	0	0.00	0	0.00	0	0.00
		2011-12	0	0.00	0	0.00	0	0.00
		2012-13	0	0.00	0	0.00	0	0.00
		2013-14	0	0.00	0	0.00	0	0.00

Sl. No.	Department	Year of payment of grant	Total grants paid		Utilization certificate			
			No. of vouchers	Amount	Received		Outstanding	
					No. of vouchers	Amount	No. of vouchers	Amount
1	2	3	4	5	6	7	8	9
		2014-15	0	0.00	0	0.00	0	0.00
		2015-16	0	0.00	0	0.00	0	0.00
		2016-17	0	0.00	0	0.00	0	0.00
		2017-18	2	6.00	0	0.00	2	6.00
		2018-19	0	0.00	0	0.00	0	0.00
		2019-20	0	0.00	0	0.00	0	0.00
		Total	3	6.01	0	0.00	3	6.01
28	District Administration	Upto 2009-10	48	3.43	48	3.43	0	0.00
		2010-11	29	1.39	29	1.39	0	0.00
		2011-12	23	0.75	16	0.43	7	0.32
		2012-13	21	0.56	12	0.28	9	0.28
		2013-14	21	1.12	20	1.09	1	0.03
		2014-15	13	0.42	10	0.36	3	0.06
		2015-16	0	0.00	0	0.00	0	0.00
		2016-17	0	0.00	0	0.00	0	0.00
		2017-18	1	0.05	0	0.00	1	0.05
		2018-19	0	0.00	0	0.00	0	0.00
		2019-20	0	0.00	0	0.00	0	0.00
		Total	156	7.72	135	6.98	21	0.74
29	Other Administrative Services	Upto 2009-10	4	0.08	4	0.08	0	0.00
		2010-11	2	0.09	2	0.09	0	0.00
		2011-12	0	0.00	0	0.00	0	0.00
		2012-13	0	0.00	0	0.00	0	0.00
		2013-14	0	0.00	0	0.00	0	0.00
		2014-15	1	0.01	1	0.01	0	0.00
		2015-16	3	0.02	3	0.02	0	0.00
		2016-17	0	0.00	0	0.00	0	0.00
		2017-18	3	0.03	3	0.03	0	0.00
		2018-19	27	0.32	27	0.32	0	0.00
		2019-20	22	0.36	0	0.00	22	0.36
		Total	62	0.91	40	0.55	22	0.36
30	Finance Department	Upto 2009-10	0	0.00	0	0.00	0	0.00
		2010-11	1	0.04	1	0.04	0	0.00
		2011-12	0	0.00	0	0.00	0	0.00
		2012-13	2	0.05	0	0.00	2	0.05
		2013-14	11	9.46	0	0.00	11	9.46
		2014-15	0	0.00	0	0.00	0	0.00
		2015-16	0	0.00	0	0.00	0	0.00
		2016-17	0	0.00	0	0.00	0	0.00
		2017-18	0	0.00	0	0.00	0	0.00
		2018-19	0	0.00	0	0.00	0	0.00
		2019-20	0	0.00	0	0.00	0	0.00
		Total	14	9.55	1	0.04	13	9.51
31	Welfare of Minorities & Other Backward Classes (MOBC)	Upto 2009-10	21	2.40	11	1.62	10	0.78
		2010-11	7	4.68	7	4.68	0	0.00
		2011-12	9	3.90	9	3.90	0	0.00
		2012-13	19	32.46	9	21.58	10	10.88
		2013-14	8	3.12	4	1.98	4	1.14
		2014-15	7	3.40	4	2.30	3	1.10
		2015-16	6	3.26	3	1.56	3	1.70
		2016-17	2	0.37	0	0.00	2	0.37
		2017-18	13	4.39	0	0.00	13	4.39
		2018-19	8	4.52	0	0.00	8	4.52
		2019-20	7	2.31	0	0.00	7	2.31
		Total	107	64.81	47	37.62	60	27.19

Sl. No.	Department	Year of payment of grant	Total grants paid		Utilization certificate			
			No. of vouchers	Amount	Received		Outstanding	
1	2	3	4	5	6	7	8	9
32	Information Technology	Upto 2009-10	0	0.00	0	0.00	0	0.00
		2010-11	1	0.28	1	0.28	0	0.00
		2011-12	2	1.00	2	1.00	0	0.00
		2012-13	9	4.59	9	4.59	0	0.00
		2013-14	8	2.00	8	2.00	0	0.00
		2014-15	5	2.00	5	2.00	0	0.00
		2015-16	13	2.20	13	2.20	0	0.00
		2016-17	8	2.00	8	2.00	0	0.00
		2017-18	1	1.00	1	1.00	0	0.00
		2018-19	4	2.03	1	2.00	3	0.03
		2019-20	2	2.18	1	2.00	1	0.18
		Total	53	19.28	49	19.07	4	0.21
33	Labour Department	Upto 2009-10	0	0.00	0	0.00	0	0.00
		2010-11	0	0.00	0	0.00	0	0.00
		2011-12	1	0.50	1	0.50	0	0.00
		2012-13	2	0.65	2	0.65	0	0.00
		2013-14	1	0.15	1	0.15	0	0.00
		2014-15	1	0.05	1	0.05	0	0.00
		2015-16	2	0.62	0	0.00	2	0.62
		2016-17	2	0.55	0	0.00	2	0.55
		2017-18	6	35.81	0	0.00	6	35.81
		2018-19	3	0.55	0	0.00	3	0.55
		2019-20	4	17.59	0	0.00	4	17.59
		Total	22	56.47	5	1.35	17	55.12
34	Governors Secretariat	Upto 2009-10	0	0.00	0	0.00	0	0.00
		2010-11	0	0.00	0	0.00	0	0.00
		2011-12	0	0.00	0	0.00	0	0.00
		2012-13	12	0.23	12	0.23	0	0.00
		2013-14	0	0.00	0	0.00	0	0.00
		2014-15	0	0.00	0	0.00	0	0.00
		2015-16	0	0.00	0	0.00	0	0.00
		2016-17	0	0.00	0	0.00	0	0.00
		2017-18	0	0.00	0	0.00	0	0.00
		2018-19	0	0.00	0	0.00	0	0.00
		2019-20	0	0.00	0	0.00	0	0.00
		Total	12	0.23	12	0.23	0	0.00
35	Power Department	Upto 2009-10	0	0.00	0	0.00	0	0.00
		2010-11	0	0.00	0	0.00	0	0.00
		2011-12	0	0.00	0	0.00	0	0.00
		2012-13	0	0.00	0	0.00	0	0.00
		2013-14	3	1.31	3	1.31	0	0.00
		2014-15	59	313.44	59	313.44	0	0.00
		2015-16	100	499.44	77	360.25	23	139.19
		2016-17	110	607.35	64	384.59	46	222.76
		2017-18	62	464.31	57	310.71	5	153.60
		2018-19	53	361.84	28	180.98	25	180.86
		2019-20	49	222.30	0	0.00	49	222.30
		Total	436	2469.99	288	1551.28	148	918.71
36	Manipur Fire Service	Upto 2009-10	0	0.00	0	0.00	0	0.00
		2010-11	0	0.00	0	0.00	0	0.00
		2011-12	0	0.00	0	0.00	0	0.00
		2012-13	0	0.00	0	0.00	0	0.00
		2013-14	0	0.00	0	0.00	0	0.00

Sl. No.	Department	Year of payment of grant	Total grants paid		Utilization certificate			
			No. of vouchers	Amount	Received		Outstanding	
					No. of vouchers	Amount	No. of vouchers	Amount
1	2	3	4	5	6	7	8	9
		2014-15	0	0.00	0	0.00	0	0.00
		2015-16	1	0.01	0	0.00	1	0.01
		2016-17	0	0.00	0	0.00	0	0.00
		2017-18	0	0.00	0	0.00	0	0.00
		2018-19	0	0.00	0	0.00	0	0.00
		2019-20	1	0.02	0	0.00	1	0.02
		Total	2	0.03	0	0.00	2	0.03
37	Transport Department	Upto 2009-10	0	0.00	0	0.00	0	0.00
		2010-11	0	0.00	0	0.00	0	0.00
		2011-12	0	0.00	0	0.00	0	0.00
		2012-13	0	0.00	0	0.00	0	0.00
		2013-14	0	0.00	0	0.00	0	0.00
		2014-15	0	0.00	0	0.00	0	0.00
		2015-16	1	0.15	0	0.00	1	0.15
		2016-17	1	0.15	0	0.00	1	0.15
		2017-18	0	0.00	0	0.00	0	0.00
		2018-19	2	0.04	0	0.00	2	0.04
		2019-20	1	0.09	0	0.00	1	0.09
		Total	5	0.43	0	0.00	5	0.43
38	Tourism Department	Upto 2009-10	0	0.00	0	0.00	0	0.00
		2010-11	0	0.00	0	0.00	0	0.00
		2011-12	0	0.00	0	0.00	0	0.00
		2012-13	0	0.00	0	0.00	0	0.00
		2013-14	0	0.00	0	0.00	0	0.00
		2014-15	0	0.00	0	0.00	0	0.00
		2015-16	0	0.00	0	0.00	0	0.00
		2016-17	1	3.00	0	0.00	1	3.00
		2017-18	0	0.00	0	0.00	0	0.00
		2018-19	1	2.00	0	0.00	1	2.00
		2019-20	1	2.00	0	0.00	1	2.00
		Total	3	7.00	0	0.00	3	7.00
39	Relief and Disaster Management Department	Upto 2009-10	0	0.00	0	0.00	0	0.00
		2010-11	0	0.00	0	0.00	0	0.00
		2011-12	0	0.00	0	0.00	0	0.00
		2012-13	0	0.00	0	0.00	0	0.00
		2013-14	0	0.00	0	0.00	0	0.00
		2014-15	0	0.00	0	0.00	0	0.00
		2015-16	0	0.00	0	0.00	0	0.00
		2016-17	0	0.00	0	0.00	0	0.00
		2017-18	1	0.20	1	0.20	0	0.00
		2018-19	0	0.00	0	0.00	0	0.00
		2019-20	0	0.00	0	0.00	0	0.00
		Total	1	0.20	1	0.20	0	0.00
		Grand total	12,371	16802.11	5,707	5470.35	6,664	11331.76

Appendix 4.2

(Reference Paragraph 4.2)

Department wise position of AC bills drawn and outstanding AC Bills as on 31 March 2021.

Sl. No.	Name of Department	No. of pending DCC bills	Amount (₹ in crore)
1	General Administrative Department (GAD)	3	0.90
2	Power Department	9	85.67
3	Excise Department	2	0.90
4	State Academy of Training	3	0.16
5	Police Department	32	99.96
6	Youth Affairs & Sports Department	48	104.16
7	Department of Tribal Affairs and Hills Development	111	191.76
8	Industries Department	20	22.27
9	Department of Information Public Relations	13	2.09
10	Tourism Department	68	167.12
11	Art & Culture Department	4	6.07
12	Agriculture Department	6	16.39
13	Horticulture	22	41.39
14	Veterinary & Animal Husbandry	24	13.11
15	Medical & Health Services	240	427.06
16	Family & Children Welfare Bureau	9	3.71
17	Fisheries Department	4	4.87
18	Social Welfare Department	5	21.73
19	Sericulture Department	6	15.16
20	Planning Department	71	287.73
21	Treasuries & Accounts Department	3	2.05
22	Science & Technology	3	0.46
23	Education (S) Department	134	217.99
24	Education (U) Department	46	31.25
25	State Council of Educational Research & Training Department	78	26.04
26	Adult Education	2	0.62
27	Government Polytechnic	28	58.27
28	Transport Department	8	22.18
29	Rural Development & Panchayati Raj	5	6.80
30	Municipal Administration, Housing & Urban Development	2	0.41
31	Food & Civil Supply	6	6.70
32	Labour Department	13	4.86
33	Jail (Prison) Department	3	3.76
34	Forest Department	3	7.00
35	Governor Secretariat	1	1.25
36	Manipur Public Service Commission	5	1.94
37	District Administration	4	1.15
38	District and Sessions Judge	1	2.17
39	Welfare of Minorities and other Backward Classes	41	83.14
40	Sectt. Development Department	1	7.50
41	Directorate of Civil Defence	1	0.49
42	Information Technology	1	3.58
43	Relief and Disaster Management Department	5	3.64
	Total	1,094	2,005.46

Appendix 4.3

(Reference: Paragraph – 4.9)

Statement showing funds transferred to the State Implementing Agencies under Programmes/Schemes outside the State Budget during 2020-21

(₹ in lakh)

Scheme	Implementing Agency	Amount
Biotechnology Research and Development	Manipur University	33.76
	South East Manipur College, Komlathabi	41.00
	JNIMS Porampat Imphal East	37.73
Development of Museums	Khongjom War Memorial Trust	250.00
Schemes of North East Council - Special Development Projects	Eastern Border Areas Development Authority Manipur	507.67
	Enhancing Skill Development Infrastructure Society Manipur	237.73
	Kanglei Mime Theatre Repertory	2.40
	Manipur Industrial Development Corporation Ltd	300.00
	Manipur Tribal Development Corporation Ltd	357.91
	Manipur University	1.07
	District Rural Development Agency , Churachandpur	116.00
	District Rural Development Agency Chandel	124.00
	Manipur Centre for Tribal Performing Arts	5.00
Schemes of North East Council - Special Development Projects	Ukhrul Hills Development Foundation	7.00
	Ukhrul Farmers Development Foundation	2.65
	State Level Nodal Agency (Watershed Management)	121.20
	Department of Science and Technology, Manipur	500.00
	State Forest Development Agency, Manipur	300.88
	EE, Technical and Promotional Cell (Hill-II), RCS Office, Imphal, Manipur	168.66
	Tourism Corporation of Manipur Limited	382.52
Pollution Abatement	Manipur Pollution Control Board	22.81
Research, Education and Training Outreach (REACHOUT)	Manipur University	7.90
Free Coaching and Allied Schemes for Minorities	Yaiphabi Handloom Weavers Co-operative Society Ltd.	29.60
	Youths Step Forward Centre	30.55
Research/Studies, Publicity, Monitoring and Evaluation of Development Schemes for Minorities	The Rural Medical and Health Care Centre	5.00
Management Support to Rural Development Programs and Strengthening of District Planning Process	State Institute of Rural Development, (SIRD), Imphal	160.41
Research Training and Studies and Other Road Safety Schemes	Directorate of Transport, Government of Manipur	1,076.10
Schemes for differently Abled persons	Relief Centre for the Welfare of Differently Abled Persons Manipur	3.82
Deendayal Disabled Rehabilitation Scheme	Council for Development of Poor & Labourers	37.89
	Centre for Development Activities	15.15
	Educational Research Cell	9.50
	Educational and Rural Development Organization	87.81
	Kangchup Area Tribal Women Society	44.59
	Manipur Guidance Centre (MAGC)	0.93
	Imphal Guardian Society	88.83
Deendayal Disabled Rehabilitation Scheme	The Pioneer Development Association	28.32
	People Advance in Social Service, Churachandpur	39.20
	Rural Development Society, Manipur	13.63

Scheme	Implementing Agency	Amount
	Regional Institute of Handicapped Persons (RIHP)	20.74
	Society for Empowerment of the disabled	34.55
	Social Human Action for Rural Empowerment Society	18.04
	Social and Health Development Organization	91.88
	The Centre of Mental Hygiene	46.45
	The Development for Women's Programme Centre	13.62
	Type Writing Institution & Rural Development Services (TWIRDS)	3.05
	The Women's Economic Development Society (WEDS)	2.06
Capacity Development CSO and NSSO	Department of Economics and Statistics Manipur	273.98
Economic Census	Directorate of Economic and Statistics, Manipur	10.90
National Fellowship and Scholarship for higher education of ST Students	Indian Institute of Information Technology, Manipur	1.47
National Hydrology Project	Irrigation and Flood Control Department, Govt. of Manipur	200.00
Research and Development and Implementation of National Water Mission	Manipur Science & Technology Council	1.26
Design and Technical Upgradation Scheme	Female Handloom Handicraft Cooperative Society Ltd	4.80
	Luwangpokpa Women Welfare Association	4.80
	Peoples Education for Awareness and Communication	2.50
Ambedkar Hastshilp Vikas Yojana	Kangla Handloom And Handicraft Artisans Co-operative Society Ltd	0.73
	Luwangpokpa Women Welfare Association	1.00
	Matai Handicrafts Producer Company Limited	21.38
	The Leimarel Handloom & Handicraft Co-Operative Society Limited	1.00
	Leimarel Handicrafts Producer Company Limited	21.38
	Imphal West Mahila Mandal	1.00
	Luwangpokpa Handicrafts Producer Company Limited	21.38
	Heeri Konba Handicraft Producer Company LTD.	21.38
	Peoples Education for Awareness and Communication	1.00
	Rural Backward Development Organization	0.75
Marketing Support and Services	Crafts And Social Development Organization	5.18
Research and Development - Handicrafts	Luwangpokpa Women Welfare Association	2.00
	Peoples Education for Awareness and Communication	2.00
Supporting Community Radio Movement in India	Foundation for Environment and Economic Development Services	7.50
	Youths Step Forward Centre	7.50
Women's Helpline	Women Helpline 181 Manipur	17.04
Land Records Modernization Programme	Programme Management Unit for National Land Record Modernization Programme (PMU for NLRMP) in Manipur	77.81
Incentivization of Panchayat	State Institute of Rural Development, (SIRD), Imphal	25.00
Organic Value Chain Development for North East Region	Manipur Organic Mission Agency (MOMA)	6,444.72
Science and Technology Institutional and Human Capacity Building	Foundation for Environment and Economic Development Services	5.50
	Institute of Bio resources and Sustainable Development	4.02
	Manipur University	114.13
	Manipur Science & Technology Council	135.52
	Oriental College,(Autonomous)	15.35
	Kwaklei and Khonggunmlei Orchids	12.13
	Ardent Foundation	19.93
Innovation, Technology Development and Deployment	Foundation for Environment and Economic Development Services	130.00

Scheme	Implementing Agency	Amount
	Imphal College, Imphal	19.07
	Manipur University	25.11
	Manipur Science & Technology Council	25.50
	Manipur Educational Development and Research Association	11.27
	St George Educational Resource Centre	1.08
	Centre for Rural Empowerment and Development Organization	11.10
Innovation, Technology Development and Deployment	The Minority Peoples and Rural Development Society	1.92
	Peoples Development Foundation	11.25
	The Green Foundation	14.32
	Rural Social & Educational Development Association	2.93
	United College, Lambung, Chandel	6.92
	Ardent Foundation	11.00
Kala Sanskriti Vikas Yojana	Unique Trust	0.38
	Heibok Ningthou Thang-Ta Association	2.00
	All Manipur Gourangga Lila & Sansenba Artist Association	17.00
	Association for Paona Memorial Arts and Rural Development Services	1.06
	Banian Repertory Theatre	2.76
	Cultural development society (CDS)	4.92
	Centre for Social & Cultural Development Manipur	5.20
	Chorus Repertory Theatre	22.95
	The Centre for Youth & Cultural Activities	8.90
	The Deal Repertory Theatre	2.70
	Ougree Theatre Repertory	7.48
	Forward Artistes Centre En-Camped (FACE)	6.58
	Good Will Foundation for Culture	3.62
	Harimati Dance & Music Centre	8.40
	Huyel Langlon Thang Ta Association Manipur	2.45
Kala Sanskriti Vikas Yojana	Academy of Indigenous Music (AIM)	0.31
	Manipuri Jagoi Marup	28.32
	Kanglei Mime Theatre Repertory	18.65
	Media Theatre Institute	6.80
	Kenglei Living Arts	3.50
	Kha Manipur Hindustani Sangeet Mahavidyalaya	8.40
	Khoriphaba Artistes Association	13.14
	Khenjonglang (a Centre for Theatre Research Production and Community Welfare)	17.04
	Lairenkabi Youth Dramatic Union	6.30
	Lamhil Kuki Cultural Research Centre	8.17
	Liberty Theatre	10.76
	Manipur Dramatic Union	6.77
	The Meitei Traditional Dance Teaching School and Performing Centre, Imphal	13.53
	Meihourol Inat Thang-Ta Apunba Lup	2.76
	Care Mission	5.53
	Manipur Integrated Cultural Centre	4.14
	Leimayon Arts Centre	2.81
	Peoples Socio Cultural Organization	5.98
	Guru Irabot Institute of Manipur Culture	4.99
	Eastern Thang-Ta Organization	8.17
	The Kha Manipur Thang-Ta Sindam Sang	3.90
	Tribal Cultures Research Centre	11.76
	Moppet Decoration and Cultural Centre	1.50
	Devishori Foundation for Arts and Cultural Efforts	1.50
	Women's Society for Cultural Heritage	1.13

Scheme	Implementing Agency	Amount
Kala Sanskriti Vikas Yojana	Social and Cultural Development Organization (SACDO)	0.38
	The Thoibi Thang-Ta Cultural Association	0.75
	Bishnupur District Huyel Langlon Thang Ta Association	0.38
	The Temple of Art and Culture Centre	0.50
	Iramdam Development Organization	3.97
	Ibudhou Loyalakpa Manipuri Dance Group	1.50
	Manipur Cultural Ashram	1.89
	Meetei Thang Satjal Cultural Association (MEETHASCA)	1.88
	Institute of Manipuri Performing Arts	2.76
	Nongeen Arts & Culture Association Manipur	3.00
	Kanglei Sheishaklon Shindamshang	7.48
	Meetei Ipa Ipu Salai Inat Khongul Liba	1.50
	Meetei Indegenous Thang Ta and Cultural Institute	5.93
	Kangleipak Thang Ta Cultural Academy	1.50
	Ascent Repertory Theater Imphal	2.84
	Shree Shree Govindaji Nat Sankritan	7.03
	The Integrated Cultural Society	9.60
	Eastern Kala Vidya Thang Ta Association	0.75
	Nongpok Ingouba Cultural Academy	1.87
	The Manipuri Nat Sangeet Ashram	11.37
	Heart of Life	0.13
	The Academy for Cultural Resources & Training	2.73
	The Rural Development Foundation	0.75
	Nepra Arts and Culture Academy	0.75
	Shri Shri Patita Pawana Natya Mandir	1.50
	Haobaam Nisheshwor Singh	0.50
Kala Sanskriti Vikas Yojana	Leitanthem Ranjita Devi	0.25
	Anoisang Urmika Natyasala	0.75
	Huyen Lanjang Thang Ta Cultural Association	0.50
	Palem Thang Ta Shindam Shang	0.75
	The Youth Cultural Artists and Crafts Association	0.22
	Landmark Society	3.98
	Oriental Martial Art and Cultural	2.00
	Archival Centre for Arts	1.13
	Changkhol Sathek Jagoi	0.75
	The Kanglei Mashek Mangal Cultural Organization	1.88
	The Welfare Organisation of Langol Ningthou Leikai	1.50
	Social Affairs for Voluntary Empowerment	3.98
	Manaba Khongthang	2.00
	Cultural Guild Imphal	1.50
	Manipuri Theatre Academy	5.70
	Nimita Devi Nritya Ashram	26.31
	NT Theatre Manipur	19.01
	Progressive Artiste Laboratory	20.33
	Paradise Theatre	11.04
	Panthoibi Natya Mandir	15.60
	Performing Organization of Arts And Culture	8.40
	People Arts and Dramatic Association	15.59
	Prospective Repertory Theatre Society	0.47
	Panthoibi Thang-Ta & Jagoi Sindam Shanglen	0.19
	Regional Centre for Cultural Heritage (RCCH)	1.50
	Yamjao Lairembi dramatic and cultural union	4.08
Kala Sanskriti Vikas Yojana	Rhythms of Manipur	6.15
	Sangeet Kala Sangam	13.55
	Star Repertory	1.50
	Pakhangba Cultural Foundation (PCF)	0.41
	Tribal Art and Culture Development Organization	0.38

Scheme	Implementing Agency	Amount
	Tapasya a Centre for Performing Arts	0.63
	Tekcham Gopal Foundation for Arts and Culture	10.75
	The Gulapi Nata Sankirtana Academy	8.70
	The Juvenile Theatre	5.05
	Theatre Mirror	4.93
	The Manipur Thang Ta Cultural Association	5.77
	The Umbilical Theatre	1.12
	Women and Child Care Mission	5.10
Training Schemes-PPG&P	State Academy of Training (ATI) under Govt. of Manipur	6.60
Atal Innovation Mission(AIM) including Self Employment and Talent Utilization (SETU)	Mothers Pride Academy	2.00
	Gandha Memorial English School Phubala	12.00
	Gulap School Nambol	12.00
	Royal Academy AMS Chingphu Chinglak	12.00
	Sambanlei Sekpil School Bishnupur	12.00
	Toupokpi High School Chandel Chandel	12.00
	Churachand Hr. Secondary School	2.00
	Langdum High School Imphal East	12.00
	The Yambem High School Imphal East	12.00
	Martin Grammar School	2.00
	Apex Christian High School	2.00
	Ngaimel Children School Keithelmanbi	12.00
	Lighthouse School Kangpokpi	12.00
	Victory High School Kakching	12.00
	Ukhrul Public School Ukhrul	12.00
	Standard Robarth Higher Secondary School	2.00
	Kindergarten Montessori School	2.00
Environmental Information Systems	Directorate of Environment, Department of Environment and Forests, Govt. of Manipur	46.78
Trade Infrastructure for Export Schemes (TIES)	Manipur Industrial Development Corporation Ltd	563.00
Rashtriya Gokul Mission	Manipur Livestock Development Board Ltd.	500.64
Khelo India	Manipur Sports Development Authority (MSDA)	200.00
Environmental Education, Awareness and Training	Manipur Pollution Control Board	20.00
e-Courts Phase II	Registrar General, High Court of Manipur	130.45
Relief and Rehabilitation for migrants and repatriates	Deputy Commissioner, Thoubal	4.20
Development of Skills	Jan Shikshan Sansthan, Imphal West (Manipur)	50.00
	Jan Shikshan Sansthan, Senapati	49.91
	Jan Shikshan Sansthan, Thoubal	50.00
Research and Development (DST)	Directorate of Environment, Department of Environment and Forests, Govt. of Manipur	33.96
	Thoubal College	7.98
Development of Nursing Services	GNM Training School	234.92
Solar Power-Grid Interactive	Manipur Renewable Energy Development Agency (MANIREDA)	403.19
Solar Power-Offgrid	Manipur Renewable Energy Development Agency (MANIREDA)	1,867.64
Assistance to State Agencies for intra-state movement of foodgrains and FPS dealers margin under NFSA	Directorate of Consumer Affairs, Food & Public Distribution	2,162.89
Pradhan Mantri Matru Vandana Yojna	Department of Social Welfare, Government of Manipur	648.17
Aid to Voluntary Organisations Working for the Welfare of Scheduled Tribes	Unique Trust	21.72
	Chil Chil Asian Mission Society (CHAMS), Kanglatongbi, Manipur	30.02

Scheme	Implementing Agency	Amount
	Integrated Educational Social Development Organization (IESDO)	46.21
	Adimjati Shiksha Ashram, Imphal	12.46
	Manipur North Economic Development Association	12.06
	WYN Stevens Computer Training Institute	7.45
	Rural Health Organization, Imphal	7.07
	Siamsinpawlpi (Paite Students Welfare Association), Siamsinpawlpi Complex, Bungmual, Churachandpur	65.30
	Society for Women's Education Action and Reflection	7.07
	Type Writing Institution & Rural Development Services (TWIRDS)	57.46
	United Rural Development Service	14.10
Power Tex India	Department of Textiles, Commerce & Industry	12.00
Pradhan Mantri Kisan Sampada Yojana-mega Food Parks	Manipur Food Industries Corporation Limited (MFICL)	823.40
Pradhan Mantri Kisan Sampada Yojana- Food Safety	Manipur Food Industries Corporation Limited (MFICL)	304.37
Pradhan Mantri Kisan Sampada	Unique Trust	15.21
Pradhan Mantri Kisan Samman Nidhi (PM-Kisan)	Department of Agriculture, Manipur	20,663.83
Strengthening of Infrastructure for Institutional Training	Enhancing Skill Development Infrastructure Society Manipur	1,187.17
National Action Plan for Senior Citizens	All Manipur Senior Citizens Welfare Association	17.45
	Centre for Development Activities	24.93
	Community Development Association	28.88
	Centre of Rural Upliftment Service(CRUS)	24.10
	The Centre for Upliftment of Rural Women Association	19.43
National Action Plan for Senior Citizens	Ima Leimarel Women Welfare Association	28.81
	Integrated Rural Development Agency	27.02
	Integrated Rural Development And Educational Organization IRDEO	29.41
	Integrated Rural Upliftment Services	29.41
	Kumbi Khullakpam Leikai Women's Association	38.86
	Bashikong Chanura Sinlon Lup	28.88
	Rural Industries Development Association	76.22
	Health for All Organization	33.63
	Social Development & Rehabilitation Council	28.88
	The Manipur Scheduled Caste Welfare Association	19.43
	New Integrated Rural Management Agency	46.51
	Rural Downtrodden People Upliftment Society	19.43
	Rural Development Society, Manipur	10.37
	Rural Medical Institute	10.37
	Rural Peoples Development Organization	54.04
	Rural Service Agency (RUSA)	25.83
	South Eastern Rural Development Organization	19.43
	Social Human Action for Rural Empowerment Society	48.60
	Society for Women's Education Action and Reflection	28.88
	United Hill Peoples Development Society	27.32
	United Rural Development Service	28.51
	Volunteers For Rural Health and Action (VORHA)	32.30
	Wangjing Women and Girls Society WWAGS	217.29
	Youth Progressive Organization	27.91
National Animal Disease Control Programme for Foot and Mouth Disease (FMD) and Brucellosis	Manipur Livestock Development Board Ltd.	19.31
National Action Plan for Drug Demand Reduction (SJE)	Born Again Rehabilitation Centre, Ukhrul, Manipur	12.78
	The Bishnupur District Rural Social Welfare Society	21.90

Scheme	Implementing Agency	Amount
	Community Development Programme Centre	21.19
	Galaxy Club	37.16
	Institute for Social Disease	59.01
	Integrated Women & Child Development Centre	37.59
	Kha-Manipur Yoga and Nature Cure Association	48.25
	Manipur Rural Institute Society	22.33
	Social Upliftment Association	31.94
	Agent for Social Change	21.44
	Social Development & Rehabilitation Council	17.73
	Rural Development Association	19.00
	Rural Development Foundation Association	12.33
	Rural Development Society, Manipur	21.88
	Rural Health Organization, Imphal	29.51
	Rural Voluntary Services	11.73
	Sneha Bhavan	38.72
National Action Plan for Drug Demand Reduction (SJE)	Social Care Ministry	12.16
	Social Reformation and Development Organization	23.89
	The Centre of Mental Hygiene	34.77
	The Youth Development Organization	47.00
	United Voluntary Youth Council	32.32
	Manipur Renewable Energy Development Agency (MANIREDA)	35.56
	Office of Agriculture Officer (Market Intelligence), Manipur	8.25
Higher Education Statistics and Public Information System (HESPIS)	AISHE State Unit Manipur	4.59
Scheme for Usage of Geotextiles in North East	Department of Command Area Development	10.01
	Monitoring & Quality Control Division, PWD, Manipur	72.96
NER Textiles Promotion Scheme	Directorate of Sericulture, Govt. of Manipur, Imphal	134.00
	Directorate of Sericulture, Govt. of Manipur, Imphal	794.00
	Department of Textiles, Commerce & Industry	32.70
National Programme for Dairy Development	Manipur Milk Producers Co-operative Union Ltd.	514.62
National Rural Health Mission	State Rural Livelihood Mission-Manipur	1.00
Free Coaching for SC and OBC Students	Youths Step Forward Centre	8.12
National Handloom Development Programme	Manipur Apex Handloom Weavers & handicrafts Artisans Co-op Society Ltd, Imphal	26.00
	Manipur Handloom & Handicrafts Development Corporation Ltd., Imphal	7.50
National AIDS and STD Control Programme	Manipur State AIDS Control Society	4,058.07
Beti Bachao Beti Padhao	Beti Bachao Beti Padhao (BBBP) Senapati	50.00
	Deputy Commissioner, Bishnupur	50.00
	Deputy Commissioner Churachandpur	35.47
	Deputy Commissioner, Chandel	33.70
	District Collector Imphal East BBBP	50.00
	District Magistrate Tamenglong BBBP	50.00
	District Magistrate DC BBBP Thoubal District	50.00
	Deputy Commissioner, Ukhrul	50.00
Upgrading Skills and Training in Traditional Arts/Crafts for Development (USTTAD)	Integrated Rural Development And Educational Organization IRDEO	48.80
	Hao Crafts Society	27.80
	Ardent Foundation	24.60
Working Women Hostel	Pioneer Welfare Association	67.12

Scheme	Implementing Agency	Amount
One Stop Center	Deputy Commissioner, Bishnupur	41.07
	DC One Stop Centre, Churachandpur	21.00
	Deputy Commissioner, Chandel	21.00
	District Magistrate, One Stop Centre, Imphal East	21.00
	District Magistrate One Stop Centre, Jiribam	49.98
	Deputy Commissioner Kamjong	21.00
	Deputy Commissioner, Kakching & District Programme Officer, ICDS Thoubal	41.07
	District Magistrate, One Stop Centre, Kangpokpi District	21.00
	District Magistrate, One Stop Centre, Noney	41.07
	OSC PZL Manipur	21.00
	Deputy Commissioner, Senapati	21.00
	District Magistrate, One Stop Centre, Tamenglong	41.07
	One Stop Centre Scheme, Thoubal District, Manipur	22.51
	Deputy Commissioner, Tengnoupal	41.07
	Deputy Commissioner, Ukhrul	21.00
	Deputy Commissioner, Imphal West	56.07
Assistance to Voluntary Organisations Working for Welfare of SCS	IGNOU Oinam Ibohal Polytechnic Community College	1.53
	The Eastern Social Welfare Association (ESWA)	25.96
	The Women's Economic Development Society (WEDS)	27.24
	Western Rural Socio Economic Dev. Organization	25.56
North East Road Sector Development Scheme	Public Works Department, Govt. of Manipur	5,082.00
Ongoing Programme and Schemes-Power	Deputy Commissioner, Chandel	300.00
	Total	58,072.44

Appendix 4.4

(Reference Paragraph – 4.11)

Controlling Officers of the Government of Manipur who had not reconciled the figures for the year 2020-21 with the Accounts booked by the Office of the Principal Accountant General (A&E), Manipur

(₹ in crore)

Sl. No.	Name of CCOs/COs	Receipts Amount	Expenditure Amount
1	Deputy Commissioner (DC), Imphal East	0.00	7.58
2	Deputy Commissioner (DC), Chandel	0.00	5.23
3	Deputy Commissioner (DC), Ukhrul	0.00	6.14
4	Deputy Commissioner (DC), Tamenglong	0.00	5.21
5	The Director General of Home Guard, Imphal	0.00	52.94
6	Resident Commissioner, Manipur Bhawan, Kolkata	0.00	1.28
7	Additional Director, Employment Exchange, Lamphel	0.00	1.91
8	Joint Director, Craftsmanship, Lamphel	0.00	12.75
9	District & Sessions Court, Imphal West	0.00	3.36
10	Director, Economics & Statistics, Lamphel	0.00	17.14
11	Inspector General of Registration, Imphal West, Lamphelpat	8.66	3.27
12	Director, Consumer Affairs Food & Public Distribution (CAF&PD), Imphal West	0.21	52.88
13	Registrar, Co-operation, Imphal West	0.34	24.73
14	Secretary, Manipur Legislative Assembly, Chingmeirong, Imphal West	0.00	151.97
15	Director, Tourism, Imphal	0.40	94.35
16	Director, Local Fund Audit, Secretariat Building, Imphal	0.00	1.90
17	The Commissioner/Secretary (Finance), Secretariat, Babupara, Imphal	972.08	924.36
Total		981.69	1367.00

Appendix 4.5

(Reference: Paragraph 4.16)

Recommendation of Public Accounts Committee (PAC) on State Finances Audit Report (SFAR)

Date of placing Recommendation of PAC	Gist of Recommendation	Action taken notes	Remarks
SFAR 2017-18 (Date of placing – 27-08-2019)			
10-02-2021	- The Committee observed that the budget estimates showed poor financial management and that the activities were not executed in planned manner. The Committee strictly recommends to prepare more relevant and accurate budget in future. - It is observed that in some of the cases, savings exceeded in each case by more than 25 <i>per cent</i> of the total provision. Even where the Supplementary Grants were given, the actual expenditure was less than original provision. This shows the need to strengthen budgetary and expenditure monitoring management and to take timely action in order to avoid large savings of funds without any reasons. - It is observed that trends of persistent saving are being highlighted in the report of the CAG on State Finances every year but corrective measures had not been taken up by the department concerned to obviate such a situation in future. It is further observed that if savings were surrendered in time, accordingly these funds could be utilized for other welfare purposes. - The Committee observes that 25 <i>per cent</i> of the total expenditure for the year was incurred in March, 2018. In three cases, 100 <i>per cent</i> of the expenditure was incurred in March, and it shows that there was no control over the flow of expenditure. The Committee further directed to observe Rule 62(3) of the General Financial Rules, 2017. - It is observed that the Personal Deposit account which are supposed to be closed at the end of the same financial year were not being closed and unspent amount which was supposed to be transferred to the Consolidated Fund were not transferred. It is further observed that the deposit of various departments under Major Head '8449 – Other Deposits' where deposits unclaimed for more than three years which are required to be credited to the Government under consolidated Fund as lapsed deposit were still lying for more than three years. The Committee recommends that the departments transferred and deposited their fund on time as per Rule 635 of the Central Treasury Rules. - The Excess over Voted Grants and Charged Appropriations amounts to ₹46,720.56 lakhs for the financial year 2017-18, the Committee on Public Accounts recommends that the said excess expenditure for the financial year be regularized to fulfil Article 205 of the Constitution of India. - It is further noticed by the Committee from the State Finances Audit Report of the Comptroller and Auditor General of India for the year ended 31 March, 2018 that Excess Expenditure required regularization for the period 2010-2016 which had been recommended for regularization by the Committee on Public Accounts was still pending. Hence the Committee once again recommends to regularize at the earliest.	Action taken Note yet to be received.	Excess expenditure over budget provisions was discussed.
SFAR 2018-19 (Date of placing – 05-02-2021)			
	Yet to be discussed/examined by PAC		

(Source: Reports of Public Accounts Committee)

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