

CHAPTER-III

BUDGETARY MANAGEMENT

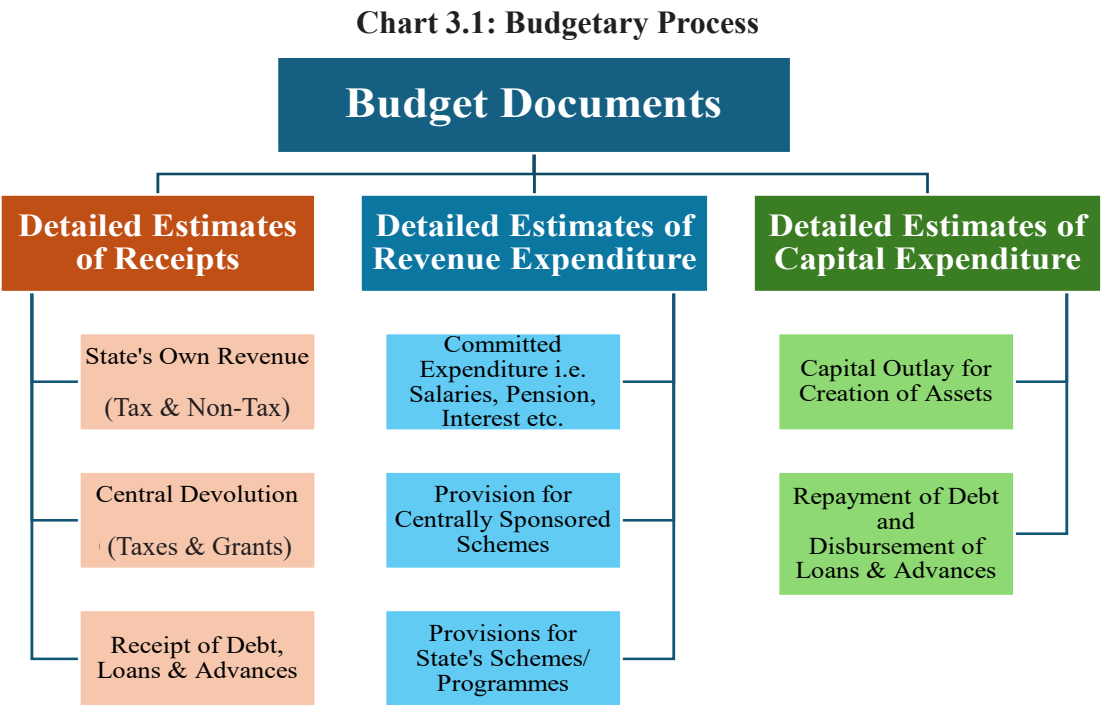
This Chapter reviews the integrity, transparency and effectiveness of the budgetary process and allocative priorities, including supplementary grants and the concomitant financial management, assessing whether decisions taken at the policy level are implemented at the administrative level without the diversion of funds. It is based on the audit of Appropriation Accounts and gives a grant-wise description of appropriations and the manner in which the allocated resources were managed by the service delivery Departments.

3.1 Budget Process

The annual exercise of budgeting is a means for detailing the roadmap for efficient use of public resources. The budget process commences with the issuance of the budget circular by the Finance Department containing instructions, to be followed by all Departments, in the preparation of revised estimates for the current year and the Budget Estimates for the next financial year. This takes place, normally in August-September each year as prescribed in the Bihar Budget Manual. Original Budget (BE) is enhanced with Supplementary budget. Financial activities of the State have been integrated in the Comprehensive Financial Management System (CFMS) since 01 April 2019.

Legislative authorisation is necessary for the incurring of any expenditure by the State Government. The State Government has framed financial rules and provided for delegation of financial powers for the incurrence of expenditure and also authorised levels to sanction such expenditure together with restrictions on appropriation and re-appropriations. Apart from supplementary grants, re-appropriation is also used to re-allocate funds within a Grant.

State budget comprises of the documents shown in Chart 3.1.



3.1.1 Summary of total provisions, actual disbursements, and savings during the financial year

A summary of the total budget provisions, disbursements, and savings, with their further bifurcation into ‘voted’ and ‘charged’ components, is given in **Table 3.1**.

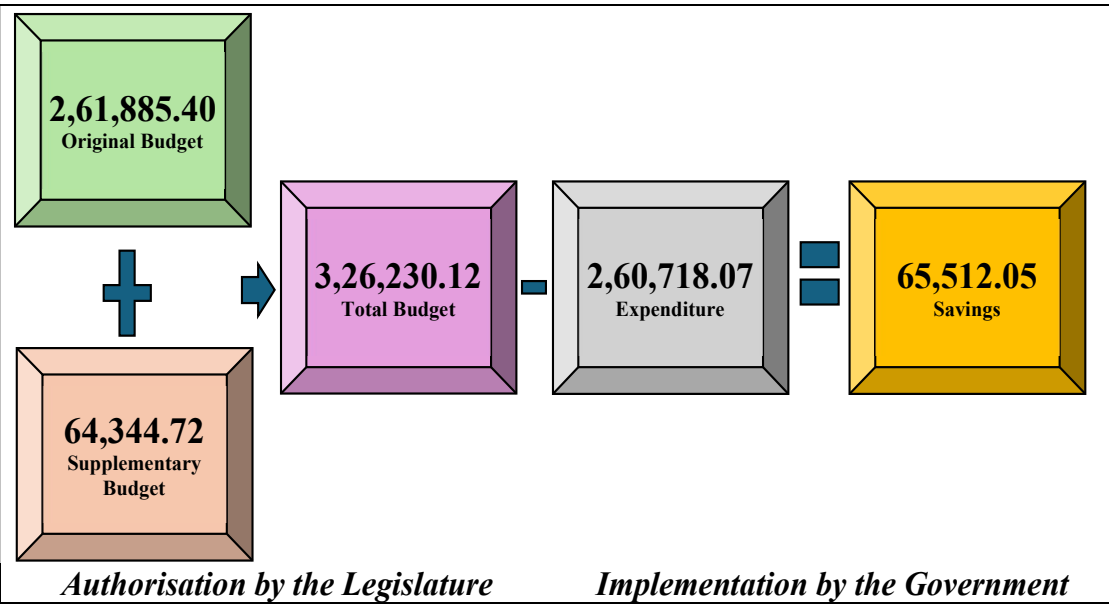
Table 3.1: Budget provisions, disbursements, and savings during 2023-24
(₹ in crore)

	Total Budget Provisions		Total Disbursements		Savings	
	Voted	Charged	Voted	Charged	Voted	Charged
Revenue	2,35,829.40	20,364.25	1,78,642.05	19,538.08	57,187.35	826.17
Capital	44,105.37	0.00	37,422.70	0.00	6,682.67	0.00
Public Debt	0.00	23,558.69	0.00	22,979.38	0.00	579.31
Loans and Advances	2,372.41	0.00	2,135.86	0.00	236.55	0.00
Total	2,82,307.18	43,922.94	2,18,200.61	42,517.46	64,106.57	1,405.48
	3,26,230.12		2,60,718.07		65,512.05	

(Source: Detailed Appropriation Accounts for the year 2023-24)

The various components of the budget are shown in the **Chart 3.2**.

Chart 3.2: Components of the budget
(₹ in crore)



(Source: Detailed Appropriation Accounts for the year 2023-24)

Budget Estimates (BEs) of the State were prepared for ₹ 2,61,885.40 crore. Thereafter, Supplementary Budget (SB) of ₹ 64,344.72 crore¹ was also made. Thus, Total Budget (TB) of the State was ₹ 3,26,230.12 crore in the year 2023-24. However, against this, the State had not been able to spend even the entire amount of the Original Budget. The expenditure of the State was ₹ 2,60,718.07 crore (i.e., 99.55 per cent of Original Budget) leaving ₹ 65,512.05 crore as savings.

As can be seen from **Chart 3.2**, the State Government incurred expenditure of 79.92 per cent (1.97 percentage points more than FY 2022-23) against the total

¹ 1st Supplementary Budget: ₹34,124.76 crore, 2nd Supplementary Budget: ₹26,086.36 crore and 3rd Supplementary Budget: ₹4,133.60 crore.

budget made (Original + Supplementary) during 2023-24, resulting in savings of 20.08 *per cent*.

3.1.2 Charged and Voted Budget and Disbursements

A break-up of the total budget and their disbursements, into ‘charged²’ and ‘voted³’ during the last five years (from 2019-20 to 2023-24), is shown in **Table 3.2**.

**Table 3.2: Charged and Voted Budget and Disbursements
during 2019-20 to 2023-24**

(₹ in crore)

Year	Total Budget		Disbursements		Savings/Excess		Savings against Total Budget (Per cent)	
	Voted	Charged	Voted	Charged	Voted	Charged	Voted	Charged
2019-20	2,08,629.14	19,858.04	1,30,506.24	19,135.68	78,122.90	722.36	37.45	3.64
2020-21	2,24,274.43	21,248.16	1,48,348.42	19,566.98	75,926.04	1,681.18	33.85	7.91
2021-22	2,41,479.13	23,917.74	1,71,395.87	22,806.33	70,083.26	1,111.41	29.02	4.65
2022-23	2,69,053.83	32,632.63	2,04,037.83	31,139.01	65,016.00	1,493.62	24.16	4.58
2023-24	2,82,307.18	43,922.94	2,18,200.61	42,517.46	64,106.57	1,405.48	22.70	3.20

(Source: Appropriation Accounts for respective years)

3.1.3 Budget Marksmanship

3.1.3.1 Aggregate Budget Outturn

The Aggregate Budget Outturn measures the extent to which the aggregate budget expenditure outturn/ actual expenditure reflects the amount originally approved, both in terms of less than and in excess of approved. Summary of this break-up is given in **Table 3.3(A)**.

Table 3.3(A) : Aggregate Budget Outturn of Financial Year 2023-24

(₹ in crore)

Description	Original Budget (BE)	Actual Outturn	Difference between Actual and BE*(3) -(2)	Per cent Deviation
(1)	(2)	(3)	(4)	(5)
Revenue	2,07,848.00	1,98,180.13	(-) 9,667.87	(-) 4.65
Capital	54,037.40	62,537.94	8,500.54	15.73
Total	2,61,885.40	2,60,718.07	(-) 1,167.33	(-) 0.45

(Source: Detailed Appropriation Account for the year 2023-24)

* Excess of actuals over original budget is denoted as (+) figure and shortage of actuals over original provision is denoted as (-) figure

Deviation of actual outturn (in *per cent*) in comparison with Budget Estimates (BE) under Revenue ((-) 4.65 *per cent*) and Capital sections ((+) 15.73 *per cent*) of all 52 grants are detailed in **Table 3.3(B)**.

² Certain categories of expenditure (e.g. salaries of Constitutional authorities, loan repayments, etc.) constitute a charge on the consolidated fund of the State and are not subject to Vote by the Legislature.

³ All other expenditure are voted by the Legislature.

Table 3.3(B) : Percentage deviation of Actual Outturn

Range of deviation (±) (in per cent)	No. of Grants (Revenue Section)	No. of Grants (Capital Section)	Total
Up to 25	29	8	37
>25 up to 50	18	7	25
>50 up to 100	2	13	15
100 and above	1	5	06
No deviation*	2	19	21
	52	52	104

(Source: Appropriation Accounts 2023-24)

* No deviation was recorded in 21 grants (two in Revenue Section and 19 in Capital Section) as no provision was made therein.

3.1.3.2 Expenditure Composition Outturn

The Expenditure Composition Outturn measures the extent to which re-allocations between the main budget categories during execution have contributed to variance in expenditure composition, as described in Table 3.4 (A) .

Table 3.4 (A) : Expenditure Composition Outturn (FY 2023-24)

(₹ in crore)

Description	Original Budget (BE)	Revised Estimate (RE)	Actual Outturn	Difference between Actual outturn and RE*	Deviation (Per cent) of Column 5 in relation to R.E.
1	2	3	4	5 (4-3)	6
Revenue	2,07,848.00	2,50,023.84	1,98,180.13	(-) 51,843.71	(-) 20.74
Capital	54,037.40	64,926.70	62,537.94	(-) 2,388.77	(-) 3.68
Total	2,61,885.40	3,14,950.54	2,60,718.07	(-) 54,232.48	(-) 17.22

(Source: Appropriation Accounts 2023-24)

* Excess of actuals outturn over revised estimate is denoted as (+) figure and shortage of actuals outturn over revised provision is denoted as (-) figure

Deviation of actual outturn (in per cent) in comparison with Revised Estimates (RE) under Revenue ((-) 20.74 per cent) and Capital section ((-) 3.68 per cent) of all 52 grants are detailed in Table 3.4 (B) .

Table 3.4 (B) : Percentage Deviation of actual outturn w.r.t. RE

Range of deviation (±) (In per cent)	No. of Grants (Revenue Section)	No. of Grants (Capital Section)	Total
Up to 25	33	14	47
>25 up to 50	13	11	24
>50 up to 100	4	8	12
100 and above	0	1	1
No deviation*	2	18	20
	52	52	104

(Source: Appropriation Accounts 2023-24)

* No deviation was recorded in 20 grants (two in Revenue Section and 18 in Capital Section) as no provision was made therein.

3.2 Appropriation Accounts

The Appropriation Accounts depict the Original Budget, supplementary grants, surrenders, savings, and re-appropriations distinctly, and indicate the 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 the budget. Appropriation Accounts, thus, facilitate understanding the utilisation of funds, the management of finances and monitoring of budgetary provisions.

Audit of Appropriation Accounts by the CAG seeks to ascertain whether the expenditure actually incurred under 52 grants, is in accordance with the authorisation given under the Appropriation Act and that the expenditure required to be charged under the provisions of the Constitution (Article 202) is so charged. It also ascertains whether the expenditure incurred is in conformity with the laws, relevant rules, regulations, and instructions.

3.3 Integrity of the Budgetary and accounting process

Integrity of the Budget means, “public funds are being spent properly and according to the interest of the public”. The budget must be credible, and the information contained in the fiscal and financial report must be reliable. Budget integrity and accountability would ultimately depend on the capacity of the Department to programme the expenditure realistically, implement their programmes and schemes timely and efficiently.

3.3.1 Transfers not mandated by the Appropriation Act (into Public Account)

It was observed that the provisions of funds in the budget were made and referred to the Administrative Departments, by the Finance Department, for incurring expenditure. The concerned Departments then drew the amount provisioned and deposited them (partly or fully) in the Public Account, for further payments, even if they were not required for immediate use.

Head-wise details of the funds transferred to the Public Account are shown in **Table 3.5**.

Table 3.5: Details of funds transferred to the Major Head 8443 and 8448

(₹ in crore)

Head	Transferred to MH-8448				Transferred to MH-8443			
	2020-21	2021-22	2022-23	2023-24	2020-21	2021-22	2022-23	2023-24
Receipts	276.69	325.57	438.83	338.92	0	0.05	0.59	2.64
Revenue Expenditure	11,876.36	12,454.01	8,780.60	12,295.37	538.88	435.82	228.14	320.86
Capital Expenditure	9,166.60	10,564.51	9,965.26	11,072.28	1,330.20	1,394.31	1,307.33	1,364.00
Loans & Advances	605.79	731.48	1,406.50	1,619.09	0	0	0	0
Total	21,925.44	24,075.57	20,591.19	25,325.66	1,869.08	1,830.18	1,536.06	1,687.50

(Source: SFAR of 2020-21, 2021-22 & 2022-23 and for 2023-24 data provided by office of the AG (A&E), Bihar)

It was observed that under 131 sub-heads/schemes of 21 grants, a sum of ₹ 6,777.10 crore, equal to total expenditure under these schemes for the year were transferred to the two heads of accounts under Public Account.

Out of these 131 sub-heads/schemes, five sub-heads/schemes wherein 100 per cent expenditure was incurred by transferring the funds into Public Account are shown in **Table 3.6**.

Table 3.6: 100 per cent transfer of funds to the Major Head 8443 and 8448

(₹ in crore)

Sl. No.	Grant No.	Head of Account- Scheme name	Budget	Expenditure	Amount transferred
1	48	5075-60-190-0101- Patna Metro Rail Corporation Limited	620.00	590.00	590.00
2	20	4210-03-789-0101- For Medical Colleges	538.14	538.12	538.12
3	10	4801-05-190-0107- Project of North Bihar Power Distribution Company Ltd. (NBPDC)	503.00	503.00	503.00
4	20	2210-05-105-0017- Indira Gandhi Institute of Medical Sciences, Patna	500.00	491.47	491.47
5	37	4515-00-103-0519- Chief Minister Village Connectivity Plan (NDB) (BRICS Bank Aided)	700.00	455.00	455.00
Total			2,861.14	2,577.59	2,577.59

(Source: Information received from office of the AG (A&E) , Bihar)

Details of some other schemes, wherein significant amounts (₹ 750 crore or more) were transferred/deposited in the Public Account, during 2023-24 are shown in Table 3.7.

Table 3.7: Fund transferred to MH-8443 & MH-8448

(₹ 750 crore and more)

(₹ in crore)

Sl. No.	Grant No.-Schemes	Total Budget	Total Expenditure	Transferred to Public Account
1	22-4055-00-051-0101 Construction and Maintenance of Police Buildings	865.63	913.96	798.76
2	35-4070-00-051-0107 Chief Minister Area Development Scheme	1,114.48	1,069.91	1,068.48
3	12-6202-01-190-0101-Bihar State Education Finance Corporation	1,600.00	1,603.09	1,600.00
4	37-4515-00-789-0104 Mukhya Mantri Gram Sampark Yojana	2,400.00	1,900.00	1,146.00
5	48-2215-02-105-0101 Solid and Liquid Waste Management-Seven Decision-2	4,121.00	4,049.01	4,000.00
6	37-3054-04-105-0001 Rural Road- Other Maintenance Expenditure	4,000.00	3,821.57	3,577.48
Total		14,101.11	13,357.54	12,190.72

(Source: Appropriation Accounts and information provided by O/o AG (A&E), Bihar)

3.3.2 Unnecessary/excessive supplementary grants

As per Article 205 of the Constitution of India, a Supplementary or Additional Grant or Appropriation, over the provision made by the Appropriation Act for the year, can be made during the current financial year.

When such additional expenditure is found to be inevitable and there is no possibility of effecting savings within the Grant to cover the excess expenditure by Re-Appropriation, the Secretary in the Department concerned, proposes a Supplementary or Additional Grant or Appropriation to the Finance Department, which is subsequently approved by the Legislature through a Supplementary Budget.

During 2023-24, in 13 cases of 13 different grants, supplementary budget amounting to ₹ 11,042.66 crore (₹ 100 crore or more in each case) proved unnecessary/excessive and remained fully unutilised, as the expenditure (₹ 50,659.58 crore) had not been recorded even up to the level of the original provision (₹ 68,728.26 crore) in these grants, as detailed in *Appendix 3.1*.

3.3.3 Unnecessary and Excess Re-Appropriation

‘Re-appropriation’ means the transfer of savings by a competent authority, from one unit of appropriation to meet additional expenditure under another unit within the same grant or charged appropriation. The Government is thus allowed to re-appropriate provisions from one unit of appropriation to another within the same Grant, altering the destination of an original provision for one purpose to another, subject to the limits and restrictions laid down.

From the Detailed Appropriation Accounts for the year 2023-24, it was noticed that:

- i. Re-appropriation of ₹ 216.97 crore in 14 cases, under four grants, proved unnecessary, as the expenditure did not reach up to the level of Budget provided and there were final savings (five crore rupees or more in each case) of ₹ 566.65 crore (*Appendix 3.2*).
- ii. Although an amount of ₹ 877.71 crore was provided through re-appropriation, in seven cases under four grants, there were final savings (₹ 10 crore or more in each case) of ₹ 190.56 crore (*Appendix 3.3*).

Re-appropriation of funds proved unnecessary/excess because expenditure did not come up to the level of the original/total budget provisions. This indicated re-appropriation, without assessing actual requirements in these cases.

3.3.4 Unspent amounts, surrendered appropriations and/or Large Savings/ Surrender

During 2023-24, there were 42 cases (related to 32 Grants) where there was savings of ₹ 100 crore or more, in each case under voted and charged expenditure. This amounted to a total savings of ₹ 66,461.86 crore (23.97 *per cent* of total provision of ₹ 2,77,249.71 crore), as detailed in *Appendix 3.4*.

Further, during the year there were cases of significant savings of more than ₹ 500 crore and 30 *per cent* and above, in eight Grants, which resulted in substantial savings of ₹ 27,852.39 crore (40.17 *per cent* of total provision of ₹ 69,341.24 crore) (*Appendix 3.5*).

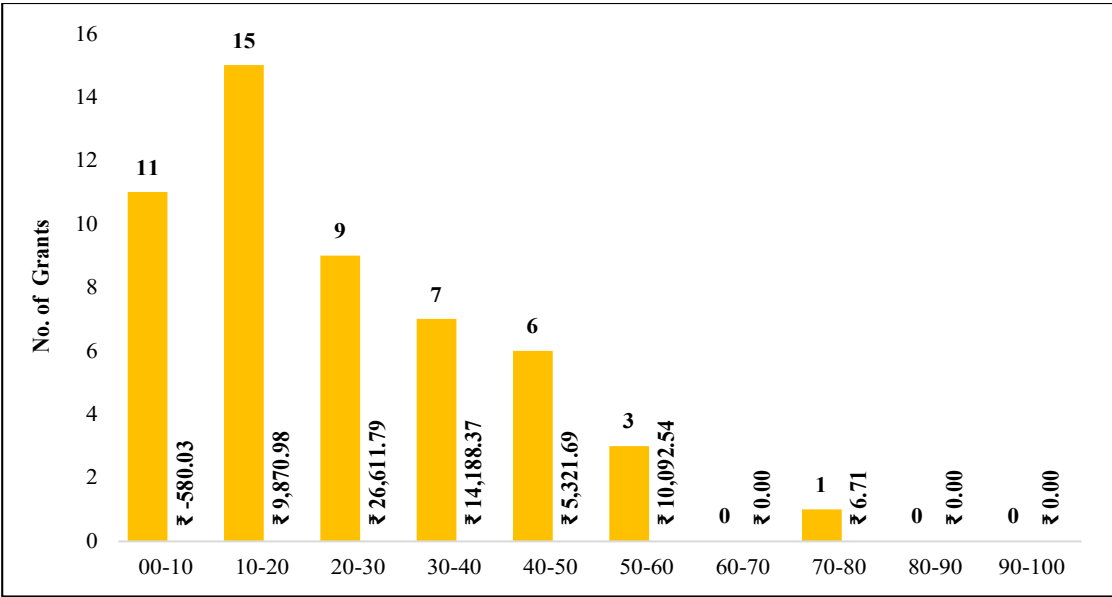
In 12 Grants, there were persistent savings of ₹ 500 crore or more in each grant/appropriation during the last five years, leading to a minimum saving of ₹ 51,187.57 crore during each year, as detailed in *Appendix 3.6*.

Persistent savings indicate that budget allocations had been made without considering the trends of expenditure in previous years.

Number of grants/appropriations, grouped by the percentage of savings, along with their total savings during the financial year is presented in **Chart 3.3**.

Chart 3.3: Number of Grants/Appropriations grouped by the percentage of Savings along with their total amount of savings

(₹ in crore)



(Source: Appropriation Accounts for the year 2023-24)

Chart 3.3 shows that 17 grants out of 52, had savings more than 30 per cent, that constitutes a significant amount of ₹ 29,609.31 crore. These savings of ₹ 29,609.31 crore were 45.20 per cent of the total savings of ₹ 65,512.05 crore.

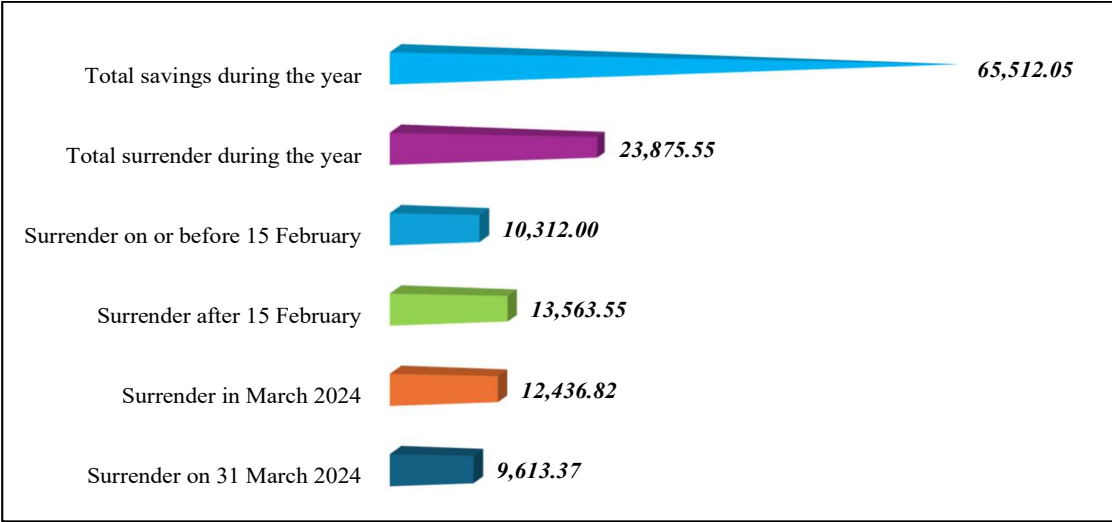
As per paragraph 104 of the Bihar Budget Manual, 2016, no amount out of the savings should be held in reserve for meeting additional expenditure not definitely foreseen or not already approved by the competent authority.

Further, surrender of savings is to be submitted by 15th of February of the concerned financial year to the Finance Department of the State. In exceptional cases, surrenders may be submitted up to 31st March of that financial year.

An overview of savings and surrenders during the financial year 2023 - 24, is shown in Chart 3.4.

Chart 3.4: Savings and surrenders before the close of FY 2023-24

(₹ in crore)



(Source: Appropriation Accounts for the year 2023-24)

As is evident from **Chart 3.4**, a balance of ₹ 13,563.55 crore (56.81 *per cent* of total amount surrendered) was surrendered after 15th February, in violation of the stipulated provisions under the Bihar Budget Manual. In addition to these surrenders, funds amounting to ₹ 12,436.82 crore were surrendered in the month of March. Out of this, ₹ 9,613.37 crore was surrendered on the last day of month of March. Details of significant cases of surrenders of ₹ 21,586.93 crore (₹ 500 crore or more in each case) under nine Grants are detailed in **Appendix 3.7**.

3.3.5 Excess expenditure and its regularization

Article 205(1) (b) of the Constitution provides that if any money has been spent on any service during a financial year in excess of the amount granted for that service and for that year, the Governor shall cause to be presented to the Legislative for the Financial Year services in which excess expenditure was incurred.

Although no time limit for regularisation of excess expenditure has been prescribed under the Article, the regularisation of excess expenditure is done after the completion of discussion on Appropriation Accounts by the Public Accounts Committee.

3.3.5.1 Excess expenditure

Excess expenditure over the provision for the year is not only in contravention of the provisions requiring Legislative approval but also indicative of bad planning, which could be avoided by keeping track of expenditure progression with budget made for the purpose. Cases of excess expenditure over the provision of the financial year are to be carefully examined.

In this connection, Audit observed some cases of excess expenditure over budget provision. Details are given in **Table 3.8**.

Table 3.8: Details of Excess Expenditure over budgetary provisions
(₹ in lakh)

Revenue/ Capital	Voted/ Charged	Name of Department/Grant	
		Road Construction (Grant No. 41)	Rural Development (Grant No. 42)
Capital	Voted	3,942.96	1.40
Revenue	Voted	-	2.53
Total		3,942.96	3.93
Grand Total		3,946.89 (₹ 39.47 crore)	

(Source: Appropriation Accounts for the year 2023-24)

Table 3.8 shows expenditure of ₹ 39.47 crore over budgetary provisions in case of two grants (Grant No. 41 and 42). This excess expenditure is contrary to the budgetary provisions and needs to be regularised.

3.3.5.2 Regularisation of excess expenditure of previous financial years

Cases of excess expenditure relating to previous years requiring regularisation are detailed in **Table 3.9**.

Table 3.9 : Expenditure relating to previous years requiring regularisation
(₹ in crore)

Year	Excess expenditure	Year	Excess expenditure
Animal Husbandry Department			
1987-88	6.92	1992-93	87.77
1988-89	6.13	1993-94	125.03
1989-90	8.65	1994-95	170.61
1990-91	29.29	1995-96	146.49
1991-92	70.72	1996-97	6.37
Legislature			
2019-20	2.30		
Total	660.28		

(Source: Information furnished by PAC section of O/o Accountant General (Audit), Bihar

Out of total ₹ 660.28 crore of excess expenditure required to be regularised, ₹ 657.98 crore is *sub judice*.

3.4 Effectiveness of budgetary and accounting process

3.4.1 Budget projection and gap between expectation and actual

Efficient management of tax administration/other receipts and public expenditure are the deciding factors for the achievement of various fiscal indicators.

A summarised position of the actual Expenditure *vis-à-vis* the budget (Original/ Supplementary) provisions, during the financial year 2023-24, is shown in Table 3.10.

Table 3.10: Summarised position of Actual Expenditure *vis-à-vis* Budgetary provisions, during 2023-24

(₹ in crore)

Nature of Expenditure		No. of Grants	Original Grant/ Appropriation	Supplementary Grant/ Appropriation	Total Grant/ Appropriation	Actual Expenditure	Savings	Surrenders	Amount surrendered in March 2024	Percentage of savings surrendered in March 2024 (Col. J/ Col. H*100)
A	B	C	D	E	F	G	H	I	J	K
Voted	i-Revenue	47	1,87,677.27	48,152.13	2,35,829.40	1,78,642.05	57,187.35	19,457.21	11,187.37	19.56
	ii-Capital	33	29,257.31	14,848.05	44,105.36	37,422.70	6,682.66	4,335.07	1,249.45	18.70
	iii-Loans and Advances	7	1,221.40	1,151.02	2,372.42	2,135.86	236.56	83.27	0	-
	Total Voted		2,18,155.98	64,151.20	2,82,307.18	2,18,200.61	64,106.57	23,875.55	12,436.82	19.41
Charged	iv-Revenue	8	20,170.73	193.52	20,364.25	19,538.08	826.17	-	0	-
	v-Capital		-	-	-	-	-	-	0	-
	vi-Public Debt-Repayment	1	23,558.69	-	23,558.69	22,979.38	579.31	-	0	-
	Total Charged		43,729.42	193.52	43,922.94	42,517.46	1,405.48	-	0	-
Grand Total			2,61,885.40	64,344.72	3,26,230.12	2,60,718.07	65,512.05	23,875.55	12,436.82	19.00

(Source: Appropriation Accounts for the year 2023-24)

Note: The expenditure includes recoveries/refund of revenue expenditure amounting to ₹ 7,301.87 crore and recoveries of capital expenditure amounting to ₹ 969.68 crore adjusted as reduction of expenditure.

As evident from Table 3.10, the expenditure incurred during the year was only ₹ 2,60,718.07 crore (79.92 per cent) against the total provisions of ₹ 3,26,230.12 crore. This indicated that the Supplementary Budget of ₹ 64,344.72 crore were avoidable

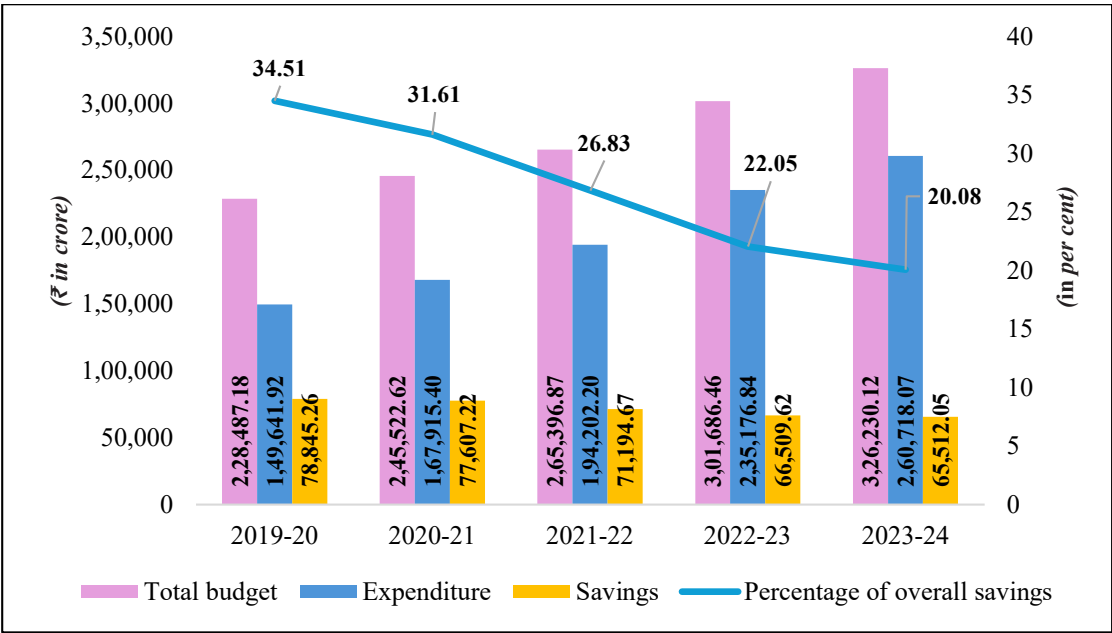
since the final expenditure did not even reach up to the level of the original provisions (₹ 2,61,885.40 crore).

Overall savings of ₹ 65,512.05 crore resulted from savings of ₹ 58,013.52 crore in 47 grants and eight Appropriations under the Revenue section and savings of ₹ 7,498.53 crore in 33 Grants and one Appropriation under the Capital section.

Out of the total savings of ₹ 65,512.05 crore, only 36.44 *per cent* were surrendered (₹ 23,875.55 crore) during the year. This resulted in non-surrender of savings aggregating ₹ 41,636.50 crore (63.56 *per cent*) of total savings. The total savings were more than the Supplementary Budget.

Trends in the percentage of overall savings, against the overall provisions in the budget, are shown in **Chart 3.5**.

Chart 3.5: Budget Utilisation during 2019-20 to 2023-24



(Source: Appropriation Accounts of respective years)

The trend analysis of savings shows that during the last five years, the overall savings ranged from 20.08 *per cent* to 34.51 *per cent*, with respect to the total budget. This indicates that budgetary allocations were based on unrealistic proposals as Budget Estimates of the State were inflated and the actual expenditure was less than the Budgetary Provisions.

Further, Audit analysed some major cases of non-utilisation of the entire budget provision (₹ 100 crore and above) amounting to ₹ 7,567.93 crore in 20 Scheme Head of Accounts under 11 grants/appropriations, as detailed in **Appendix 3.8**.

3.4.2 Trend analysis of Budgeting and its implementation

3.4.2.1 Trends in BE, RE and Expenditure

Trends in the Original Budget, Revised Estimate and Actual Expenditure, for the Financial Years 2019-20 to 2023-24, are given in **Table 3.11**.

Table 3.11: Original Budget, Revised Estimate and Actual Expenditure, during 2019-20 to 2023-24

(₹ in crore)

Sl. No.	Description	2019-20	2020-21	2021-22	2022-23	2023-24
1	Original Budget	2,00,501.01	2,11,761.50	2,18,302.70	2,37,691.21	2,61,885.40
2	Supplementary Budget	27,986.17	33,761.12	47,094.17	63,995.25	64,344.72
3	Total budget (TB) (1+2)	2,28,487.18	2,45,522.62	2,65,396.87	3,01,686.46	3,26,230.12
4	Revised Estimate (RE)	2,18,729.55	2,29,716.91	2,58,632.52	2,89,734.83	3,14,950.54
5	Actual Expenditure (AE)	1,49,641.92	1,67,915.40	1,94,202.20	2,35,176.84	2,60,718.07
6	Savings (3-5)	78,845.26	77,607.22	71,194.67	66,509.62	65,512.05
7	Percentage of supplementary to the original provision	13.96	15.94	21.57	26.92	24.57
8	Percentage of overall savings/ excess to the overall provisions	34.51	31.61	26.83	22.05	20.08
9	TB-RE	9,757.63	15,805.71	6,764.35	11,951.63	11,279.58
10	RE-AE	69,087.63	61,801.51	64,430.32	54,557.99	54,232.47
11	(TB-RE) as <i>per cent</i> of TB	4.27	6.44	2.55	3.96	3.46
12	(RE-AE) as <i>per cent</i> of TB	30.24	25.17	24.28	18.08	16.62

(Source: Annual Financial Statement and Appropriation Accounts of Respective Financial Years)

During each of the last five years, Original Budget (Budget Estimates) of the State was less than its Total Budget of immediate preceding year. These Original Budget had, however, been subsequently increased by making additional provisions through Supplementary Budget. These Supplementary Budget ranged from 13.96 *per cent* to 26.92 *per cent* of the Original Budget for a financial year. In the last three financial years, Supplementary Budget made were above 20 *per cent* of the Original Budget. However, in every year, the actual expenditure was less than the Original Budget for that year. It is thus clear that total budgetary provisions were inflated, leading to Actual Expenditure being less than the Original Budgetary Provisions.

3.4.2.2 Saving trends in different Scheme Categories

The budget of the State is broadly divided into six sections, which can be identified on the basis of the first two digits of the four-digit subhead of the bill code.

The budget of the financial year 2023-24, as per above categorisation is shown/presented in **Table 3.12**.

Table 3.12: Category wise budget provisions and expenditure thereagainst for FY 2023-24

(₹ in crore)

Sl. No.	Type of schemes	Original Budget	Supple-mentary	Total Budget	Expen-diture	Total savings	Savings in <i>per cent</i>
1	Establishment & Committed	1,61,855.67	19,017.34	1,80,873.01	1,54,381.74	26,491.27	40.44
2	Central Share (CSS)	44,712.64	3,397.09	48,109.73	21,480.17	26,629.56	40.65
3	State Share (CSS)	14,613.02	15,791.29	30,404.31	25,370.19	5,034.12	7.68
4	State Schemes	37,941.34	25,674.70	63,616.04	57,439.07	6,176.97	9.43

Sl. No.	Type of schemes	Original Budget	Supplementary	Total Budget	Expenditure	Total savings	Savings in per cent
5	Central Area Scheme	29.73	64.30	94.03	88.67	5.36	0.01
6	Externally Aided Projects	2,733.00	400.00	3,133.00	1,958.23	1,174.77	1.79
	Total	2,61,885.40	64,344.72	3,26,230.12	2,60,718.07	65,512.05	100

(Source: Appropriation Accounts for the year 2023-24)

It is evident from **Table 3.12** that during 2023-24, there were total savings of ₹ 65,512.05 crore. Out of these total savings of ₹ 65,512.05 crore, ₹ 31,663.68 crore (48.33 per cent) pertained to Centrally Sponsored Schemes.

Funding under Centrally Sponsored Schemes is contributed by Centre and State in predetermined ratio mentioned under related scheme guidelines. In this context, ratio of Centre and state share should be constant in budgeting, expenditure and savings. In this connection, audit examined ratio of Central and State share in budgeting, expenditure and savings in last five years being presented in **Table 3.13**.

Table 3.13: Ratio of Central and State Share in different stages of Budgeting, expenditure and savings under CSS during 2019-24

(₹ in crore)

Sl. No.	Schemes & Components		2019-20	2020-21	2021-22	2022-23	2023-24
1	Original Budget	Central Share for CSS	37,407.69	39,236.09	42,026.28	46,019.44	44,712.64
2		Percentage of Central Share	67.05	70.22	74.28	76.94	75.37
3		State Share for CSS	18,380.03	16,638.17	14,551.68	13,789.55	14,613.02
4		Percentage of State Share	32.95	29.78	25.72	23.06	24.63
5		Total (1+3)	55,787.72	55,874.26	56,577.96	59,808.99	59,325.66
6	Supplementary Budget	Central Share for CSS	2,291.70	1,808.07	2,355.57	3,502.91	3,397.09
7		Percentage of Central Share	28.00	23.50	13.15	11.98	17.70
8		State Share for CSS	5,893.53	5,886.15	15,553.97	25,725.78	15,791.29
9		Percentage of State Share	72.00	76.50	86.85	88.02	82.30
10		Total (6+8)	8,185.23	7,694.22	17,909.54	29,228.69	19,188.38
11	Total Budget	Central Share for CSS	39,699.39	41,044.16	44,381.85	49,522.35	48,109.73
12		Percentage of Central Share	62.06	64.57	59.58	55.62	61.28
13		State Share for CSS	24,273.56	22,524.32	30,105.65	39,515.33	30,404.31
14		Percentage of State Share	37.94	35.43	40.42	44.38	38.72
15		Total (11+13)	63,972.95	63,568.48	74,487.50	89,037.68	78,514.04
16	Actual Expenditure	Central Share for CSS	14,988.13	16,766.59	19,683.43	25,985.02	21,480.17
17		Percentage of Central Share	45.13	48.25	46.13	45.06	45.85
18		State Share for CSS	18,221.28	17,981.57	22,989.93	31,685.20	25,370.19
19		Percentage of State Share	54.87	51.75	53.87	54.94	54.15
20		Total (16+18)	33,209.41	34,748.16	42,673.36	57,670.22	46,850.36

Sl. No.	Schemes & Components		2019-20	2020-21	2021-22	2022-23	2023-24
21	Savings	Central Share for CSS	24,711.26	24,277.57	24,698.42	23,533.38	26,629.56
22		Percentage of Central Share	80.33	84.24	77.63	75.03	84.10
23		State Share for CSS	6,052.28	4,542.75	7,115.72	7,830.13	5,034.12
24		Percentage of State Share	19.67	15.76	22.37	24.97	15.90
25		Total (21+23)	30,763.54	28,820.32	31,814.14	31,363.51	31,663.68

(Source: Appropriation Accounts for the year 2023-24)

As can be seen from **Table 3.13**:

- i. For CSS, ratios of Budget provisions, between Central and State Governments are fixed for Original Budget, Supplementary Budget and Total Budget. Accordingly, the State Government was to allocate its share at each stage of budgeting. However, during the last five years, ratio of State’s budgetary provisions for CSS was not as per the ratio fixed, as it had varied at each stage of budgeting, during every year. The State Government persistently kept relatively high percentage of budget provisions (i.e. more than the ratio fixed) on the part of Central share in the Original Budget for these schemes. Parallely, the Government kept the State share for these schemes relatively low as compared to the defined ratio of contribution, in the Original Budget. Subsequently, State’s share was increased through Supplementary Budget.
- ii. During the last five years, expenditure ratio of Central and State shares is not consistent with scheme guidelines. As per norms of CSS, Central share is usually more than the State share. However, during the last five years expenditure incurred in the State share component is more than the Central share.
- iii. Amount of savings in Central share was very large and contributed to between 75.03 per cent to 84.24 per cent of total savings in CSS budget.

Above indicates that budgeting and expenditure on the CSS have not been as per the ratio fixed for the Central and State Governments and has caused savings in Central share of these Schemes.

3.4.3 Missing/ Incomplete Explanations for Variation from Budget

Norms adopted for comments on the Appropriation Accounts (at Sub-head level) for Bihar State, are described in **Table 3.14**.

Table 3.14: Criteria for comments on the Appropriation Accounts

Sl. No.	Grant-wise Budget Provision	Savings (-) / Excess (+)	Sub-head wise norm
1	2	3	4
1	Up to ₹ 5.00 crore	₹ 5.00 lakh	At the Sub-head level in each case amount shown in Column No. 3 or 10 per cent of Sub-head wise provision, whichever is more
2	More than ₹ 5.00 crore but less than ₹ 50.00 crore	₹ 10.00 lakh	
3	More than ₹ 50.00 crore but less than ₹ 100.00 crore	₹ 15.00 lakh	
4	More than ₹ 100.00 crore but less than ₹ 500.00 crore	₹ 20.00 lakh	
5	More than ₹ 500.00 crore	₹ 25.00 lakh	

(Source: Appropriation Accounts for the year 2023-24)

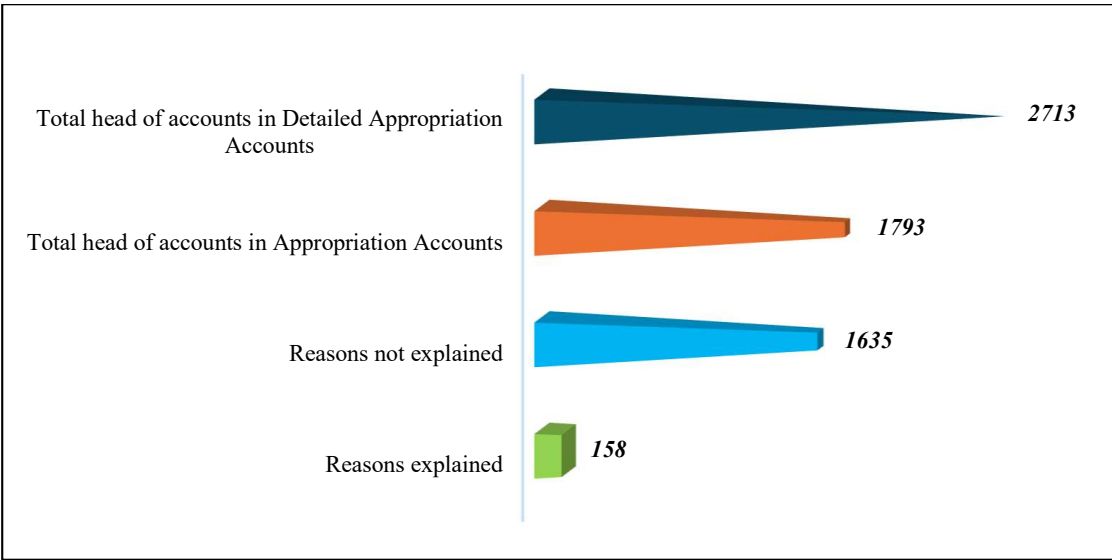
After compilation of the expenditure data for the year, all Grant Controlling Officers are required to provide reasons of Excess or Savings for inclusion in the final Appropriation

Accounts of the state of Bihar. For this, Accountant General (A&E) , Bihar, provided the draft Appropriation Accounts to the Controlling Officers of the Departments, seeking the reasons/ explanations for the variations in expenditure, with reference to approved budgetary allocation, in keeping with the limits set by the PAC.

For Appropriation Accounts for 2023-24, the Controlling Officers, however, provided explanations for variations in the expenditure *vis-à-vis* budgeted allocations in 8.81 *per cent* of total cases only. Reasons for variations were called for in respect of 1,793 cases under all 52 Grants/ Appropriations. However, reasons for variations, in respect of only 158 cases under 24 Grants/ Appropriations, were furnished by the Controlling Officers of Government Departments.

The status of explanations, received in case of variations in the Appropriation Accounts, requiring explanation, is shown in **Chart 3.6**.

Chart 3.6: Summary of Explanation for Variations in the Appropriation Accounts



(Source: Appropriation Accounts for the year 2023-24)

There are 1,635 Head of Accounts wherein savings and excess of ₹ 39,770.24 crore were not explained.

In the absence of explanation for variations between the budgeted allocations and their utilisation limits, the informational utility of the , for enabling the financial accountability of the Government and legislative control over budget, remained void.

3.4.4 Rush of Expenditure

Rule 125 of the Bihar Budget Manual (BBM), 2016, stipulates that late allotments should be avoided unless they are inevitable. Uniform flow of expenditure is essential for ensuring budgetary control.

During 2023-24, out of the total expenditure of ₹ 1,20,104.48 crore, in nine⁴ departments, expenditure of ₹ 50,470.05 crore (42.02 *per cent*) was incurred during the last quarter. Also, in the month of March 2024, expenditure of ₹ 28,321.95 crore (23.58 *per cent*) was incurred (*Appendix 3.9*).

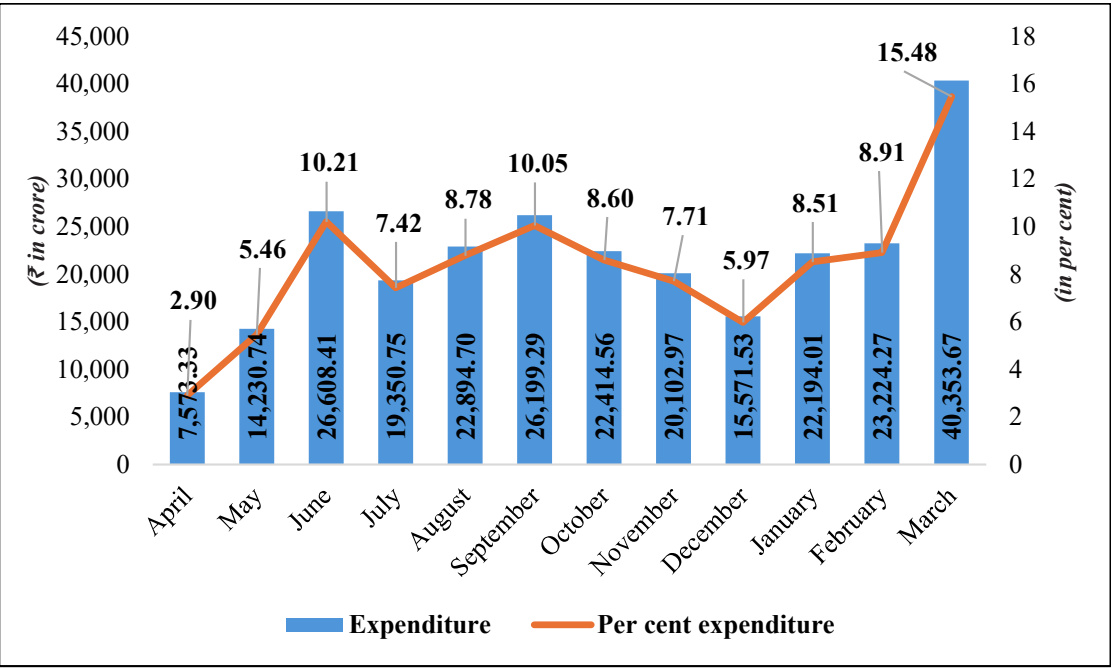
⁴ Excluding Grant no. 13 (Interest payment) and 14 (Repayment of loans).

It can also be seen from *Appendix 3.9* that, during March 2024, percentage wise (83.09 *per cent*) highest expenditure (₹ 2,494.51 crore) , was incurred in Grant No. 39 – Disaster Management Department, but overall maximum expenditure of ₹ 7,434.09 crore was incurred under Grant No. 21 – Education Department.

Hundred *per cent* expenditure, amounting to ₹ 5,475.30 crore (₹ 10 crore and above in each case), was incurred in the month of March 2024, under 30 sub-heads (scheme) of 16 Grants, as detailed in *Appendix 3.10*.

Further, for the overall appropriation of ₹3,26,230.12 crore, the expenditure in March 2024 (₹40,353.67 crore) was 15.48 *per cent* of the total expenditure (₹ 2,60,718.07 crore). Month-wise expenditure for the financial year, is shown in **Chart 3.7**.

Chart 3.7: Monthly Expenditure during the FY 2023-24



(Source: Monthly Expenditure Report 2023-24)

Substantial expenditure incurred by the departments, at the fag end/ last month of the year, indicated inefficient financial management and inadequate expenditure control. Rush of expenditure towards the end of the financial year indicated inadequate control over expenditure monitoring.

3.5 Review of selected grants

A review of the budgetary procedure and control over expenditure was conducted in respect of Grant No.- 03 “Building Construction Department” and Grant No.- 21 “Education Department, on the basis of the savings/excess and magnitude of the Grants and Supplementary demands, made during the period 2023-24. The results of the review are detailed in subsequent paragraphs.

3.5.1 Grant No.-03 “Building Construction Department”

Building Construction Department (BCD) is responsible for construction, renovation, up-gradation and maintenance of the residential and non-residential government buildings in Bihar. The Department, headed by its Secretary, functions through its

divisions and one corporation namely “Bihar State Building Construction Corporation Limited” (BSBCCL) and its Project Implementing Units (PIUs) .

Total 18 major heads, viz. 2052, 2059, 2216, 2235, 3053, 3055, 4047, 4055, 4059, 4202, 4210, 4216, 4225, 4235, 4250, 4406, 4408, and 5452 were operated under the Grant during the financial year 2023-24.

3.5.1.1 Budget and Expenditure

The overall position of budget provisions, actual disbursements, and savings/excess under the grant, for the last three financial years (2021-22 to 2023-24), is given in Table 3.15.

Table 3.15: Budget and Expenditure during the period 2021-24

(₹ in crore)

Year	Revenue (Voted) / Capital (Voted)	Original Budget	Supplementary budget	Total Budget	Expenditure as per Department's record	Unutilized Provisions (percentage with total budget)
2021-22	Revenue (Voted)	835.02	3.01	838.03	700.54	137.49 (16.41)
	Capital (Voted)	4,486.38	927.91	5,414.29	2,939.12	2,475.17 (45.72)
2022-23	Revenue (Voted)	859.13	46.63	905.76	753.11	152.65 (16.85)
	Capital (Voted)	4,101.99	1,518.89	5,620.88	3,589.30	2,031.58 (36.14)
2023-24	Revenue (Voted)	965.28	35.13	1,000.41	851.12	149.29 (14.92)
	Capital (Voted)	3,756.20	1,810.18	5,566.38	3,548.14	2,018.24 (36.26)

(Source: Appropriation Accounts for the respective years & Records of BCD)

Figures in parenthesis indicate percentage to the total budget provisions.

Table 3.15 shows that unutilised budget provisions under the Revenue (Voted) and Capital (Voted) ranged between 14.92 per cent and 45.72 per cent during 2021-24. In Capital section there was persistent non-utilization (more than 36 per cent) during 2021-24.

3.5.1.2 Non-Surrender of savings

During 2023-24, the Department made original budget provision of ₹ 4,721.48 crore and supplementary budget provision of ₹ 1,845.31 crore, making it a total budget provision of ₹ 6,566.79 crore. Out of this, the Department expended an amount of ₹ 4399.26 crore and there were savings of ₹ 2,167.53 crore during the year ending 31 March 2024. The Department did not surrender 100 per cent of savings in the Revenue section and 92.67 per cent of savings under the Capital section during this year. Details of non-surrendered amount of savings, are noted in Table 3.16.

Table 3.16: Non-surrender of savings

(₹ in crore)

Year	Revenue			Capital			Overall percentage of non-surrender
	Savings	Surrender	Per cent of non-surrender	Savings	Surrender	Per cent of non-surrender	
2021-22	137.49	-	100	2,475.17	35.00	98.59	98.66
2022-23	152.65	8.00	94.76	2,031.58	224.29	88.96	89.37
2023-24	149.29	-	100	2,018.24	148.00	92.67	93.17
Total	439.43	8.00	98.18	6,524.99	407.29	93.76	94.06

(Source: Detailed Appropriation Accounts & Department's report)

As can be seen from **Table 3.16**, substantial savings and comparatively less surrenders have been made by the Department during 2021-24.

3.5.1.3 Persistent savings

Audit observed persistent savings in the last three years in some schemes of the BCD. Details of eight cases wherein savings of ₹ 50 crore and above were made in 2023-24, are presented in **Table 3.17**.

Table 3.17: Persistent savings above ₹ 50 crore
(₹ in crore & per cent in parenthesis)

Sl. No.	Head of Account - Name of the Scheme	2021-22	2022-23	2023-24
1	4059-80-051-0220 - Development of Infrastructure Facilities for Judiciary including Gram Courts	81.25 (82.93)	79.00 (79.00)	105.91 (75.65)
2	4216-01-700-0206 - Development of Infrastructure Facilities for Judiciary including Gram Courts	52.97 (88.28)	31.04 (52.57)	183.48 (84.62)
3	4059-60-051-0112 - Construction/Re-construction/ Upgradation of Industrial Training Institute (ITI) Buildings	1.34 (0.88)	38.96 (12.93)	128.41 (57.84)
4	4059-80-051-0123 - Dr. A. P. J. Abdul Kalam Science City	60.81 (40.54)	35.67 (44.59)	101.60 (50.80)
5	4059-60-051-0121 - Extension of Patna High Court	40.46 (80.92)	107.19 (89.33)	100.68 (88.32)
6	4059-01-789-0101 - Building for Scheduled Castes	55.35 (27.68)	43.10 (18.74)	174.18 (58.06)
7	4055-00-051-0105 - Construction of Police and Other Buildings- Home Department	3.97 (35.04)	5.37 (59.67)	219.86 (99.94)
8	4216-01-700-0306 - Development of Infrastructure Facilities for Judiciary including Village Courts	13.99 (77.72)	0.60 (3.07)	122.32 (84.62)

(Source: Data furnished by Department)
Figures in parenthesis indicate percentage to total budget provision.

Persistent savings over the years indicated improper estimation under these schemes or non-achievement of the projected financial outlays in the respective years.

3.5.1.4 Entire provisions remained unutilised

It was observed that entire budgetary provisions amounting to ₹ 63.98 crore had remained unutilised under 48 head of accounts in the BCD during the year 2023-24. Cases, wherein budgetary provisions equal to and above ₹ 5.00 crore were made and were unutilized, have been detailed in **Table 3.18**.

Table 3.18: Entire Budget Provisions remaining completely unutilised during 2023-24 (₹ 5.00 crore and above)
(₹ in crore)

Sl. No.	Head of Accounts – Schemes	2021-22	2022-23	2023-24
1	4055-00-051-0103 - Construction of new Police Headquarter Building- Home Department	18.00	-	5.00
2	4059-80-051-0324 - Multi-sectoral Development Programme for Minorities, Special State Share (Pradhanmantri Jan Vikas Karyakram)	5.00	5.00	5.00
3	4059-01-796-0106 - Construction of Joint Labour Building	-	-	6.28
4	4059-01-051-0130 - Nagar Vikas Bhawan	-	20.00	10.00

Sl. No.	Head of Accounts – Schemes	2021-22	2022-23	2023-24
5	4059-60-051-0144 - Bihar Bhawan, New Delhi	-	-	10.00
6	4059-80-051-0125 - Consolidated Check post	-	-	10.00
Total		23.00	25.00	46.28

(Source: Detail Appropriation Accounts & Data furnished by Department)

As can be seen from **Table 3.18**, in Head of Account “03-4059-80-051-0324”, the Department made budget provisions consistently despite nil utilization over the years.

3.5.1.5 Unnecessary Supplementary Budget

Scrutiny of the Budget Document and Appropriation Accounts, for the year 2023-24, revealed that the Department made Supplementary Budget of ₹ 1,845.31 crore across the grant. Out of this, under five scheme heads, against the Original Budget provisions of ₹ 335.81 crore, the Department could spend only ₹ 201.54 crore (60.01 *per cent*), and Supplementary Budget of ₹ 467.74 crore proved unnecessary as the expenditure could not reach to the level of Original Budget provision. The details are given in **Table 3.19**.

Table 3.19: Cases where Supplementary Budget proved un-necessary

(₹ in crore)

Sl. No.	Head of Accounts	Name of Scheme	Original Budget	Supplementary Budget	Expenditure (as per CFMS)
1	2059-80-001-0004	Establishment and Committed (Execution)	234.81	0.90	154.00
2	4216-01-700-0206	Development of infrastructure facilities for judiciary including Gram courts	60.00	156.84	33.36
3	4055-00-051-0105	Construction of police and other buildings – Home department	20.00	200.00	0.14
4	4059-80-051-0109	Construction of hostel for Bihar state judicial service, training institute (Law department)	7.00	10.00	0.72
5	4059-60-051-0121	Extension of Patna high court	14.00	100.00	13.32
Total			335.81	467.74	201.54

(Source: DAA & CFMS report provided by Department)

Further in five heads of accounts⁵, only supplementary provision of ₹ 23.46 crore was made. However, against these provisions, no expenditure was incurred and therefore, Supplementary Budget of ₹ 23.46 crore proved unnecessary.

3.5.1.6 Unnecessary re-appropriation of funds

It was observed that though re-appropriation provisions of ₹ 97.49 crore were made in 14 Heads of Accounts (HoA), in three HoA re-appropriations proved unnecessary, as the expenditure did not come up to the level of the Original Budget provisions, as shown in **Table 3.20**.

⁵ 4059-60-051-0144; 4059-80-051-0125; 4059-60-051-0420; 2059-80-053-0019 and 4059-60-051-0425.

Table 3.20: Unnecessary re-appropriation of funds

(₹ in crore)

Sl. No.	Head of Accounts	Name of scheme	Original Budget	Supplementary Budget	Re-appropriation	Expenditure
1	2052-00-090-0020	Building Construction	3.84	0.00	0.11	3.32
2	2059-80-001-0001	Direction	25.78	0.00	0.34	22.94
3	2059-80-001-0004	Execution	234.81	0.90	0.81	154.00
Total			264.43	0.90	1.26	180.26

(Source: DAA & CFMS report provided by the department)

Unnecessary re-appropriation indicates that the Department used the provision of re-appropriation without assessing the actual requirement of funds in these cases.

3.5.1.7 Other issues

It was also observed that:

- i. During the year 2023-24, out of total expenditure of ₹ 4,399.26 crore, an amount of ₹ 941.48 crore (21.40 per cent) has been spent in the month of March 2024 by the BCD. In seven Capital Heads of Accounts⁶, expenditure incurred in the month of March 2024 (₹ 214.79 crore) was more than 63 per cent of the total expenditure (₹ 273.69 crore).
- ii. Adjustment of outstanding 77 AC bills of ₹ 26.73 crore was pending (as of November 2023) . These bills were pending from F.Y. 2002-03 to 2022-23.
- iii. The Building Construction Division-II, Patna, had transferred ₹ 11.58 crore to other Departments for shifting of pipelines, construction of approach road and electrification works but Utilisation Certificates against this amount were yet to be received.

3.5.2 Grant No. 21 – “Education Department”

The Education Department (Grant No. 21) is concerned with providing education and setting up related infrastructure across the state.

Grant No. 21 –Education includes only voted grants under Major Heads 2202- General Education, 2205- Art and Culture, 2251- Secretariat- Social Services, 2204- Sports and Youth Services, 4202-Capital Expenditure on Education, Sports, Art, and Culture, 2059-Public works and 4059-Capital outlay on Public Works.

3.5.2.1 Budget and Expenditure

The overall position of budget, expenditure, and savings under the Grants, for the last three financial years (2021-24), is given in Table 3.21.

Table 3.21: Budget and Expenditure during the period 2021-22 to 2023-24

(₹ in crore)

Financial Year	Head	Original Budget	Supplementary Budget	Total Budget	Expenditure	Savings	Percentage of Savings
2021-22	Revenue	36,971.29	8,943.67	45,914.96	33,279.81	12,635.15	27.52
2021-22	Capital	1,064.64	-	1,064.64	704.88	359.76	33.79

⁶ 4059-01-051-0105; 4059-01-051-0110; 4059-01-789-0104; 4059-01-796-0107; 4202-02-104-0111; 4202-02-789-0102 and 4210-01-110-0116.

Financial Year	Head	Original Budget	Supplementary Budget	Total Budget	Expenditure	Savings	Percentage of Savings
2022-23	Revenue	38,482.26	16,398.54	54,880.80	40,904.52	13,976.28	25.47
2022-23	Capital	709.61	301.96	1,011.57	515.27	496.30	49.06
2023-24	Revenue	39,929.24	15,061.82	54,991.06	42,157.67	12,833.39	23.34
2023-24	Capital	521.67	959.17	1,480.84	1,360.82	120.02	8.10

(Source: Education department and Copy of Demand of Grants)

It is evident from the **Table 3.21** that the unutilised budget provisions under the Revenue and Capital section ranged between 23.34 to 27.52 *per cent* and 8.10 to 49.06 *per cent*, respectively during F.Y. 2021-24.

3.5.2.2 Surrenders of savings

The Department had not surrendered 54.84 *per cent* to 99.92 *per cent* of the savings, made during 2021-22 to 2023-24, as shown in **Table 3.22**.

Table 3.22: Surrender of savings

(₹ in crore)

Financial Year	Revenue			Capital			Overall percent age of surrender
	Savings	Surrender	Per cent of surrender	Savings	Surrender	Per cent of surrender	
2021-22	12,635.15	52.77	0.42	359.76	-	-	0.41
2022-23	13,976.28	6,376.74	45.63	496.30	159.30	32.10	45.16
2023-24	12,833.39	10.00	0.08	120.02	-	-	0.08
Total	39,444.82	6,439.51	16.33	976.08	159.30	16.32	16.33

(Source: Education Department and Appropriation Accounts)

3.5.2.3 Persistent savings

A substantial portion of the budgetary provisions had remained unutilised (above ₹ 50 crore in each case), under five Heads of Accounts, during 2021-22 to 2023-24, as shown in **Table 3.23**.

Table 3.23: Persistent savings above ₹ 50 crore

(₹ in crore)

Sl. No.	Head of Accounts	Name of Scheme	2021-22	2022-23	2023-24
1	2202-01-101-0001	Government primary and middle school	408.99 (9.14)	514.69 (11.33)	896.37 (14.45)
2	2202-01-789-0203	Sarva Shiksha Abhiyan (Samagra Shiksha)	517.54 (43.13)	1193.91 (57.79)	1054.77 (57.08)
3	2202-01-789-0308	Sarva Shiksha Abhiyan (Holistic Education)	345.02 (43.13)	146.46 (24.51)	118.59 (18.32)
4	2202-02-001-0002	District Education officer and sub-divisional education officer	77.92 (27.06)	84.39 (28.8)	77.54 (25.29)
5	2202-02-109-0001	Other schools	87.93 (10.31)	85.71 (9.65)	214.91 (11.44)
6	2202-02-109-0207	Rashtriya Madhyamik Shiksha Abhiyan (Samagra Shiksha)	330.35 (86.63)	166.52 (51.12)	249.77 (44.08)

Sl. No.	Head of Accounts	Name of Scheme	2021-22	2022-23	2023-24
7	2202-02-109-0307	Rashtriya Madhyamik Shiksha Abhiyan (Samagra Shiksha)	62.19 (64.67)	220.65 (67.52)	240.39 (53.22)
8	2202-03-102-0011	Lalit Narayan Mithila University	112.37 (16.01)	91.29 (14.28)	141.46 (19.79)

(Source: Appropriation Accounts of the respective years)
Figures in parenthesis indicate percentage to total budget provision.

Persistent savings over the years indicated improper estimation under these schemes or non-achievement of the projected financial outlays in the respective years.

3.5.2.4 Entire provisions remaining unutilised

It was observed that the entire budgetary provision had remained unutilised under seven schemes (three Centrally Sponsored Schemes (CSS) and four State Plan Schemes), during 2023-24 as shown in Table 3.24.

Table 3.24: Entire Budget Provision remained unutilised during 2023-24
(₹ in crore)

Sl. No.	Head of Accounts- Schemes	2021-2022	2022-2023	2023-2024
1	2202-02-110-0007 Assistance to Non-Government Schools	616.61	-	342.00
2	2202-03-102-0323 National Higher Education Expedition	-	63.20	18.00
3	2202-04-200-0205 New India Literacy Programme (NILP)	-	8.99	18.83
4	2202-04-200-0305 New India Literacy Programme (NILP)	-	5.99	12.27
5	4202-01-203-0207 National Higher Education Abhiyan	-	158.00	15.20
6	2202-01-001-0105 Educational Seminar workshop and organisation of different Educational Festivals.	-	-	20.00
7	2202-03-104-0003 Financial Aided College	-	-	507.84
	Total	616.61	236.18	934.14

(Source: Appropriation Accounts 2021-22 to 2023-24)

It can be observed from Table 3.24 that the entire Budget Provisions of ₹ 616.61 crore (2021-22) and ₹ 342.00 crore (2023-24) under 2202-02-110-0007: ‘Assistance to Non-Government Schools’, remained unutilised.

3.5.2.5 Unnecessary Supplementary Budget

During 2023-24, under five scheme heads, against the Original Budget provisions of ₹ 7,599.46 crore, the Department could spend only ₹ 6,696.41 crore (88.12 per cent). Supplementary Budget of ₹ 1,777.54 crore under these schemes proved unnecessary as detailed in Table 3.25.

Table 3.25: Unnecessary Supplementary budget
(₹ in crore)

Sl. No.	Head of Accounts - Scheme	Original Budget	Supplementary Budget	Total budget provision	Expenditure	Percentage expenditure against Original Budget
1	2202-01-197-0002- Consolidated Payment to Block Teachers and Physical Teachers	2,829.22	2.00	2,831.22	2,457.29	86.85

Sl. No.	Head of Accounts - Scheme	Original Budget	Supplementary Budget	Total budget provision	Expenditure	Percentage expenditure against Original Budget
2	2202-01-111-0301- Sarva Shiksha Abhiyan (SSA) (Holistic Education)	2,233.38	423.61	2,656.99	2,003.23	89.69
3	2202-02-196-0001- Consolidated Grant to Zila Parishad Secondary Teachers	1,782.63	2.00	1,784.63	1,658.50	93.04
4	2202-05-103-0003- Non-Government Sanskrit School	200.00	869.93	1,069.93	161.14	80.57
5	2202-03-102-0002- Magadh University	554.23	480.00	1,034.23	416.25	75.10
Total		7,599.46	1,777.54	9,377.00	6,696.41	88.12

(Source: Appropriation Accounts 2023-24)

Further, under eight scheme heads, against the Original Budget provisions of ₹ 47.00 crore, Supplementary Budget provision of ₹ 13.90 crore was made. However, no expenditure was incurred against any of these provisions and the Supplementary Budget proved unnecessary. These eight schemes are detailed in Table 3.26.

Table 3.26: Unnecessary Supplementary Budget against NIL expenditure schemes

(₹ in crore)

Sl. No.	Heads of Accounts - Scheme	Original Budget	Supplementary Budget	Expenditure
1	2202-01-001-0105-Educational Seminar workshop and organisation of different Educational Festivals.	10.00	10.00	0.00
2	2202-04-200-0205-New India Literacy Programme (NILP)	17.61	1.22	0.00
3	2202-04-200-0305-New India Literacy Programme (NILP)	11.99	0.28	0.00
4	2202-04-789-0204-New India Literacy Programme (NILP)	2.04	0.28	0.00
5	2202-04-789-0303-New India Literacy Programme (NILP)	1.78	0.06	0.00
6	2202-04-796-0205-New India Literacy Programme (NILP)	0.35	0.05	0.00
7	2202-04-796-0303-New India Literacy Programme (NILP)	0.23	0.01	0.00
8	4202-01-202-0115-Jal Jeevan Hariyali	3.00	2.00	0.00
Total		47.00	13.90	0.00

(Source: Appropriation Account 2023-24)

3.5.2.6 Unnecessary re-appropriation of funds

It was observed that in eight scheme heads provisions through re-appropriation proved unnecessary, as the expenditure did not come up to the level of the Original Budget. Some examples are shown in Table 3.27.

Table 3.27: Unnecessary re-appropriation of funds (2023-24)

(₹ in crore)

Sl. No.	Heads of Accounts - Schemes	Original Budget	Supplementary Budget	Re-appropriation	Expenditure incurred
1	21-2202-01-001-0001-Directorate of Primary Education	11.13	2.95	0.72	9.20
2	21-2202-02-001-0003-Regional Deputy Director and Other Officer	17.21	2.00	0.20	13.93
3	21-2202-03-102-0008- B. N. Mandal University Madhepura	318.00	2.00	22.20	290.46
4	21-2202-03-102-0011-Lalit Narayan Mithila University	621.31	14.00	79.60	573.46
5	21-2202-03-102-0027-Munger University, Munger.	88.12	6.00	8.00	81.14
6	21-2202-80-001-0001-Headquarter Establishment	11.13	1.50	0.40	8.26
7	21-2202-80-001-0002-State Education Research and Training Institute Directorate	2.06	0.48	0.10	1.87
8.	21-2251-00-090-0002-Education Department	14.14	1.77	0.50	9.42
	Total	1,083.10	30.70	111.72	987.74

(Source: Appropriation Accounts 2023-24)

3.5.2.7 Substantial savings under Centrally Sponsored Schemes

Details of utilisation of Budget Provisions for two CSS viz., Sarva (Samagra) Shiksha Abhiyan and Pradhan Mantri Poshan Yojna/ Midday meal in the Department during last three years are given in **Table 3.28**.

Table 3.28: Budget Proposal and non-utilization (savings)

(₹ in crore)

Head	2021-22		2022-23		2023-24	
	Total Budget	Savings (in per cent)	Total Budget	Savings (in per cent)	Total Budget	Savings (in per cent)
Sarva Shiksha Abhiyan (SSA)						
21-2202-01-111-0201	6,638.63	3,897.39 (58.71)	6,515.76	3,870.98 (59.41)	6,858.79	3,859.74 (56.27)
21-2202-01-111-0301	1,883.21	55.72 (2.96)	2,304.70	541.50 (23.50)	2,656.99	653.76 (24.61)
21-2202-01-789-0203	1,200.00	517.54 (43.13)	2,065.94	1,389.29 (67.25)	1,848.16	1,055.03 (57.09)
21-2202-01-789-0308	800.00	345.02 (43.13)	597.56	146.46 (24.51)	673.88	145.13 (21.54)
21-2202-01-796-0309	48.00	3.36 (7.00)	51.71	22.62 (43.74)	96.50	62.41 (64.67)
Total	10,569.84	4,819.03 (45.59)	11,535.67	5,970.85 (51.76)	12,134.32	5,776.07 (47.60)
Mid-Day Meal (MDM)						
21-2202-01-112-0002	1.56	1.22 (78.21)	1.70	1.47 (86.47)	9.35	8.96 (95.83)
21-2202-01-112-0104	460.00	216.43 (47.05)	506.00	142.81 (28.22)	535.00	500.00 (93.46)

Head	2021-22		2022-23		2023-24	
	Total Budget	Savings (in per cent)	Total Budget	Savings (in per cent)	Total Budget	Savings (in per cent)
21-2202-01-112-0203	1,155.78	466.59 (40.37)	1,975.00	1,224.75 (62.01)	2,002.00	1,278.09 (63.84)
21-2202-01-789-0209	245.67	71.99 (29.30)	450.00	299.04 (66.45)	450.00	267.57 (59.46)
21-2202-01-796-0210	32.63	16.55 (50.72)	75.00	63.02 (84.03)	48.00	31.10 (64.79)
21-2202-01-796-0310	21.76	6.18 (28.40)	18.00	4.68 (26.00)	24.43	8.43 (34.51)
Total	1,917.40	778.96 (40.63)	3,025.70	1,735.77 (57.37)	3,068.78	2,094.15 (68.24)

(Source: Appropriation Accounts)

As can be seen from the **Table 3.28**, 2.96 per cent to 95.83 per cent of the Budget Provisions have not been utilised under these two schemes by the Department in the last three years.

3.6 Review of Specific Budget

Certain aspects of budget & expenditure like Government spending on women, children, environment, forest, and climate change require special attention and a more transparent and logical approach. Bihar prepared a Gender Budget, Child Welfare Budget, and Green Budget, during 2023-24.

3.6.1 Review of Gender Budget

Performance of the Gender Budget is analysed on the basis of expenditure incurred on various categories of schemes across the various department the Gender Budget.

3.6.1.1 Budgetary Provisions and expenditure incurred

During the last three years the State government dedicated 14.50 to 15.80 per cent of Budgetary resources for Gender Budget. An overview of planning and execution of the Gender budget with respect to the State budget, for the last three years (2021-22 to 2023-24), is detailed in **Table 3.29**.

Table 3.29: Budget Resources dedicated to the Gender Budget in different phases of Budget and its implementation

Details		(₹ in crore)		
Budget Estimates*		2021-22	2022-23	2023-24
	Original Budget (BE)	2,18,302.70	2,37,691.21	2,61,885.40
	Provisions for Women (BE)	34,490.56	36,657.03	37,948.71
	Share (per cent) for women in the State budget (BE) of Bihar	15.80	15.42	14.50
Total Budget	Total Size of State Budget	2,65,396.87	3,01,686.46	3,26,230.12
	Total Budget in Gender Budget Scheme	95,103.97	1,04,543.15	94,394.65
	Share (per cent) for women in the State budget of Bihar	35.83	34.65	28.93
Expenditure	Total expenditure of State	1,94,202.20	2,35,176.84	2,60,718.07
	Total expenditure in Gender Budget schemes	64,648.33	78,041.75	64,316.15
	Share (per cent) in State's expenditure	33.29	33.18	24.67

(Source: Gender Budget (Budget Estimates) , and Appropriation Accounts of F.Y. 2021-22 to 2023-24)

*Note: Budget Estimates amount is taken from Gender Budget and some schemes are excluded due to duplicity of data and non-clear provision of budget against each head of scheme.

As can be seen from **Table 3.29**:

- i. during each of the last three years, the total budget amount and total expenditure incurred under Gender Budget has increased significantly from its Budget Estimates (original budget) .
- ii. in last two financial years, percentage share of Budget Estimates, Total Budget and total expenditure incurred under the Gender Budget have declined against the Budget Estimates, Total Budget and total expenditure of the State.

Gender Budget schemes are divided in two categories viz. Category ‘A’ (Scheme with 100 *per cent* Budget dedicated for women only) and ‘B’ (at least 30 *per cent* of budget is dedicated for women). There are 94 schemes in Category ‘A’ and 491 schemes in Category ‘B’ run by the concerned departments of the State Government.

An overview of Budget provisions and expenditure in these two categories of schemes with respect to the Gender Budget is detailed in **Table 3.30**.

Table 3.30: Budget allocation in the categories of schemes under Gender Budget

		(₹ in crore)		
Details		2021-22	2022-23	2023-24
Budget Estimates	Budgetary provision in Gender Budget	34,490.56	36,657.03	37,948.71
	Scheme ‘A’	12,084.29	13,069.64	10,536.37
	Per cent provision of Scheme ‘A’	35.04	35.65	27.76
	Scheme ‘B’	22,406.27	23,587.39	27,412.34
	Per cent provision of Scheme ‘B’	64.96	64.35	72.24
Total Budget	Total Budget for Women	95,103.97	1,04,543.15	94,394.65
	Scheme ‘A’	18,457.03	20,788.68	13,016.77
	Per cent provision of Scheme ‘A’	19.41	19.89	13.79
	Scheme ‘B’	76,646.94	83,754.47	81,377.87
	Per cent provision of Scheme ‘B’	80.59	80.11	86.21
Expenditure	Total expenditure in Gender Budget schemes	64,648.33	78,041.75	64,316.15
	Expenditure under Category ‘A’ schemes	11,240.74	18,261.32	4,985.01
	Percentage of Expenditure under Category ‘A’ schemes	17.39	23.40	7.75
	Expenditure under Category ‘B’ schemes	53,407.59	59,780.43	59,331.14
	Percentage of Expenditure Category under ‘B’ schemes	82.61	76.60	92.25

(Source: Gender Budget and Appropriation Account of F.Y. 2021-22 to 2023-24,

As can be seen from the **Table 3.30** that during the current year:

- i. Budget Estimates for Category ‘A’ schemes declined by 7.28 *percentage point* in 2023-24, in comparison to the Gender Budget estimates of 2021-22.
- ii. Although Original Budget was enhanced significantly through Supplementary Budget, most of the Budgetary Provisions are allocated to Category ‘B’ schemes and share of Category ‘A’ schemes was reduced to nearly half (14 *per cent*) of the initial share in terms of percentage.
- iii. In terms of execution, expenditure incurred under Category ‘A’ schemes was low (eight *per cent*) as against standard share planned in Original Budget.

- iv. Share of Category ‘A’ schemes in Budget Estimates, Total Budget and Expenditure under Gender Budget had declined in comparison to last year and the percentage expenditure incurred on Category ‘A’ Schemes was the lowest (7.75 *per cent*) in the last three years.

3.6.2 Review of the Child Welfare Budget

National Policy for Child (NPC) - 2013 guided the State Government to prepare Child Welfare Budget. Following the NPC, State Government issued Standard Operating Procedure, and Child Budget Manual for preparation of the Child Welfare Budget. Accordingly, the Government started preparing Child Welfare Budget since 2013-14 in the State.

There are total 234 schemes under the Child Welfare Budget of the State. Major schemes, in terms of budgetary provisions and expenditure, under this budget included Samagra Siksha Abhiyan, Mid Day Meal, Integrated Child Development Services and PM Poshan Shakti Nirman *etc.*

3.6.2.1 Budgetary Provisions and expenditure incurred

An overview of the Child Welfare Budget planning and execution with respect to the State budget, for last three years (2021-22 to 2023-24), is presented in **Table 3.31**.

Table 3.31: Overview of Child Welfare Budget for 2021-22 to 2023-24

(₹ in crore)

Details		2021-22	2022-23	2023-24
Original Budget (BEs)	Budget of the State	2,18,302.70	2,37,691.21	2,61,885.40
	Budgetary provision for Child Welfare Budget	38,863.99	44,917.07	46,066.29
	Percentage share of Child Welfare Budget	17.80	18.90	17.59
Total Budget (Original Budget + Supplementary Budget)	Total Budgetary provision of the State	2,65,396.87	3,01,686.46	3,26,230.12
	Total Budget for Child Welfare Budget	52,016.72	73,414.14	74,604.90
	Percentage share of Child Welfare Budget	19.59	24.33	22.87
Expenditure	Total expenditure of the State	1,94,202.20	2,35,176.84	2,60,718.07
	Total expenditure for Child Welfare Budget	39,296.12	54,069.87	56,496.61
	Percentage share of expenditure for Child Welfare Budget	20.23	22.99	21.67

(Source: Child Welfare Budget and Appropriation Accounts of F.Y. 2021-22 to 2023-24)

Original Budget (Budget Estimate) of CWB was ₹ 46,066.29 crore. Total Budget under CWB was increased to ₹ 74,604.90 crore by providing Supplementary Budget. Total Expenditure under CWB was ₹ 56,496.61 crore, indicating savings of ₹ 18,108.29 crore, which was 24 *per cent* of the total budget provisions.

Audit analysed trend of Budget and expenditure in four major schemes of the Child Welfare Budget. These schemes have been considered for analysis on account of budgetary provisions and expenditure incurred therein. Details are shown in **Table 3.32**.

Table 3.32: Overview of Budget Management in four major schemes (HoA)
(₹ in crore)

Head of Account and Scheme Name	Budget, Expenditure and Savings	Financial Year			Total
		2021-22	2022-23	2023-24	
21-2202-01-111-0201- Sarva Shiksha Abhiyan	CWB BE	6,638.63	6,515.76	6,858.79	20,013.18
	Total Budget	6,638.63	6,515.76	6,858.79	20,013.18
	Expenditure	2,741.23	2,644.79	2,999.05	8,385.07
	Saving (per cent savings)	3,897.40	3,870.97	3,859.74	11,628.11 (58.10)
21-2202-01-112-0104- Mid-day Meal	CWB BE	460.00	300.00	300.00	1,060.00
	Total Budget	460.00	506.00	535.00	1,501.00
	Expenditure	243.57	363.19	535.00	1,141.76
	Saving (per cent savings)	216.43	142.81	0.00	359.24 (23.93)
51-2236-02-101-0203 - Integrated Child Development Services (Saksham Anganwadi Poshan 2.0)	CWB BE	819.48	1,020.98	989.89	2,830.35
	Total Budget	854.49	1,020.98	989.89	2,865.36
	Expenditure	701.77	754.87	761.14	2,217.78
	Saving (per cent savings)	152.72	266.11	228.75	647.58 (22.60)
21-2202-01-112-0203 - Pradhan Mantri Poshan Shakti Nirman	CWB BE	1,155.78	1,975.00	2,002.00	5,132.78
	Total Budget	1,155.78	1,975.00	2,002.00	5,132.78
	Expenditure	689.19	750.25	723.91	2,163.35
	Saving (per cent savings)	466.59	1,224.75	1,278.09	2,969.43 (57.85)

(Source: Child Welfare Budget for Budget estimates and Detailed Appropriation Account for Total Budget and expenditure of F.Y. 2021-22 to 2023-24)

From **Table 3.32**, significant savings against the total budget provided can be observed in two schemes (Samagra Siksha Abhiyan and PM Poshan Shakti Nirman) during the period of last three years. During the last three years, total savings under PM Poshan Shakti Nirman were ₹ 2,969.43 crore, which was 57.85 per cent of its total budget provisions of ₹ 5,132.78 crore. Similarly, total savings during the last three years under Samagra Siksha Abhiyan was ₹11,628.11 crore, which was 58.10 per cent of its total budget provisions of ₹ 20,013.18 crore.

3.6.3 Review of the Green Budget

Since Financial Year 2020-21, the State government has been preparing a Green Budget and has dedicated at least three per cent of its original budgetary resources for the Green Budget during the last three years.

An overview of BEs, Total Budget and expenditure in the Green Budget vis-à-vis State budget, for last three years (2021-22 to 2023-24), is presented in **Table 3.33**.

Table 3.33: Green Budget vis-à-vis State Budget
(₹ in crore)

Details		2021-22	2022-23	2023-24
Budget Estimate	Budget of the State	2,18,302.70	2,37,691.21	2,61,885.40
	Budgetary provisions for Green Budget	7,682.91	7,710.25	9,920.77
	Percentage share of Green Budget	3.52	3.24	3.79

Details		2021-22	2022-23	2023-24
Total Budget (Original Budget + Supplementary Budget)	Total Budgetary provisions of the State	2,65,396.87	3,01,686.46	3,26,230.12
	Total Budgetary provisions for Green Budget	36,368.58	28,366.70	44,331.56
	Percentage share of Green Budget	13.70	9.40	13.59
Expenditure	Total expenditure of the State	1,94,202.20	2,35,176.84	2,60,718.07
	Total expenditure for Green Budget	22,000.07	17,936.63	37,048.61
	Percentage share of Green Budget	11.33	7.63	14.21

(Source: Green Budget for Budget estimates and Detailed Appropriation Account for Total Budget and expenditure of F.Y. 2021-22 to 2023-24)

As can be seen from **Table 3.33**, during 2023-24 percentage share of expenditure on Green Budget has increased from 11.33 *per cent* in 2021-22 to 14.21 *per cent* in 2023-24.

Schemes included under Green Budget are divided in six categories⁷ based on their percentage share dedicated for green budget component under the scheme.

An overview of Budget and expenditure under the Green Budget schemes across six categories is presented in **Table 3.34**.

Table 3.34: Category wise Budget and Expenditure under Green Budget

(₹ in crore)

Financial year	Category	Green Budget Estimates	Per cent of total BE	Total Budget	Per cent of Total Budget	Expenditure incurred	Per cent of Total Exp.
2021-22	A	2,274.08	29.60	2,283.87	6.28	797.10	3.62
	B	342.55	4.46	441.04	1.21	85.47	0.39
	C	3,360.15	43.74	5,747.21	15.80	3,784.67	17.20
	D	604.18	7.86	2,996.69	8.24	1,650.93	7.50
	E	619.38	8.06	8,567.95	23.56	6,036.68	27.44
	F	482.57	6.28	16,331.82	44.91	9,645.22	43.84
	Total	7,682.91	100.00	36,368.58	100.00	22,000.07	100.00
2022-23	A	3,344.44	43.38	3,868.32	13.64	2,443.74	13.62
	B	283.93	3.68	504.16	1.78	112.55	0.63
	C	2,009.92	26.07	3,517.62	12.40	1,988.58	11.09
	D	663.37	8.60	3,956.93	13.95	2,116.83	11.80
	E	920.71	11.94	7,203.39	25.39	3,172.82	17.69
	F	487.88	6.33	9,316.28	32.84	8,102.11	45.17
	Total	7,710.25	100.00	28,366.70	100.00	17,936.63	100.00
2023-24	A	4,306.85	43.41	8,555.31	19.30	6,898.08	18.62
	B	190.02	1.92	306.71	0.69	66.92	0.18
	C	3,587.16	36.16	5,246.24	11.83	3,336.99	9.01
	D	530.33	5.35	2,095.94	4.73	1,662.10	4.49
	E	872.28	8.79	7,640.75	17.24	8,077.03	21.80
	F	434.13	4.38	20,486.61	46.21	17,007.49	45.91
	Total	9,920.77	100.00	44,331.56	100.00	37,048.61	100.00

(Source: Green Budget and Detailed Appropriation Account of F.Y. 2021-22 to 2023-24)

Note: During process of data of Green Budget, some schemes are excluded due to duplicity and non-specific budget amount against scheme heads. Therefore, amount of Budget estimates may slightly vary in comparison with aggregate Budget estimates of Green Budget.

⁷ (A) Fully dedicated (>90-100 per cent), (B) Very high significance (>75-90 per cent), (C) High significance (>50-75 per cent), (D) Medium significance (>25-50 per cent), (E) Low significance (>05-25 per cent) and (F) Marginal significance (05 per cent or less).

As can be seen from **Table 3.34:**

- i. During the Financial Year 2023-24, total percentage share of amount provisioned for Category ‘A’, ‘B’ and ‘C’ schemes was 81.49 *per cent* (₹ 8,084.03 crore) of the Original Green Budget (₹ 9,920.77 crore) which was significant. However, percentage share of expenditure under these categories of schemes was only 27.81 *per cent* (₹10,301.99 crore) of the total expenditure (₹ 37,048.61 crore) under the Green Budget.
- ii. BEs under ‘D’, ‘E’ and ‘F’ Categories of the schemes were significantly low as compared to their total budget during the period 2021-24.
- iii. Majority of expenditure has been incurred on less important schemes (Category E and F).

3.7 Conclusions

The following are some conclusions arrived at, as a result of the analysis of the Budget and Appropriation Accounts:

Sl. No.	Para No.	Conclusions
1	3.4.2	Budgetary provisions for the State for the year 2023-24 increased by 24 <i>per cent</i> with three Supplementary Budget being incorporated. However, the actual expenditure did not come up to the level of the Original Budget.
2	3.3.1	Approximately 10 <i>per cent</i> of the total expenditure (₹ 2,60,718.07 crore) was transferred to the Public Account.
3	3.3.2 and 3.3.3	Supplementary Budget as well as re-appropriations were made without proper assessment of requirement as these remained either unutilised or were found to be in excess of actual requirements.
4	3.3.4	There were significant as well as persistent savings of ₹ 500 crore or more. These included savings of ₹ 27,852.39 crore under eight grants during the year and persistent savings of ₹ 51,187.57 crore under 12 grants during the last five years.
5	3.3.5.1	An excess expenditure of ₹ 39.47 crore was observed under two grants which requires regularisation.
6	3.4.3	Explanations in respect to variations from the budget were required in 1,793 cases but were explained in only 158 cases (8.81 <i>per cent</i>) .
7	3.4.4	15 <i>per cent</i> of State’s expenditure was incurred in the month of March 2024 including 30 schemes (₹ 10 crore and above) , wherein 100 <i>per cent</i> expenditure was incurred during this month.

3.8 Recommendations

The Government may:

- i. evolve a system so that cases of excess expenditure may not reoccur and take steps to regularise excess expenditure already incurred.

- ii. ensure that all anticipated savings are surrendered on time, so that the funds can be utilised for other purposes.
- iii. ensure that budget are prepared in a realistic manner so as to minimise savings/surrenders.
- iv. review the reasons for persistent savings and take necessary steps to avoid such situations, to ensure optimal utilisation of the amounts allocated.
- v. monitor and control rush of expenditure during the fag end of the financial year.