

ACCOUNTS AT A GLANCE

2016-2017

GOVERNMENT OF MADHYA PRADESH

PREFACE

This is the Nineteenth issue of our annual publication "**Accounts at a Glance**".

The Annual Accounts of the State Government are prepared and examined under the direction of Comptroller and Auditor General of India in accordance with the requirements of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971 for being laid before the Legislature of the State. The Annual Accounts consist of (a) Finance Accounts and (b) Appropriation Accounts. Finance Accounts are summary statement of accounts under the Consolidated Fund, the Contingency Fund and the Public Account. The Appropriation Accounts record the Grant-wise expenditure against provisions approved by State Legislature and offer explanations for variations between the actual expenditure and the funds provided. The Accountant General (Accounts and Entitlement) prepares the State Finance Accounts and the Appropriation Accounts.

"Accounts at a Glance" provides a broad overview of Governmental activities, as reflected in the Finance Accounts and the Appropriation Accounts. The information is presented through brief explanations, statements and graphs. These figures have been adopted from the Finance and Appropriation Accounts of Government of Madhya Pradesh. In case of difference, the figures depicted in the Finance and Appropriation Accounts may be treated as correct.

We look forward to suggestions that would help us in improving the publication.

Place : Gwalior

Date :

(Ravindra Pattar)
Accountant General (A&E) I
Madhya Pradesh

Our Vision, Mission and Core Values

This vision of the institution of the Comptroller and Auditor General of India represents what we aspire to become.

We strive to be a global leader and initiator of national and international best practices in public sector auditing and accounting and recognized for independent, credible, balanced and timely reporting on public finance and governance.

*Our **mission** enunciates our current role and describes what we are doing today.*

Mandated by the Constitution of India, we promote accountability, transparency and good governance through high quality auditing and accounting and provide independent assurance to our stakeholders - the Legislature, the Executive and the Public - that public funds are being used efficiently and for the intended purposes.

*Our core **values** are the guiding beacons for all that we do and give us the benchmarks for assessing our performance.*

- Independence
- Objectivity
- Integrity
- Reliability
- Professional Excellence
- Transparency
- Positive Approach

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CHAPTER 1

OVERVIEW

1.1 Introduction

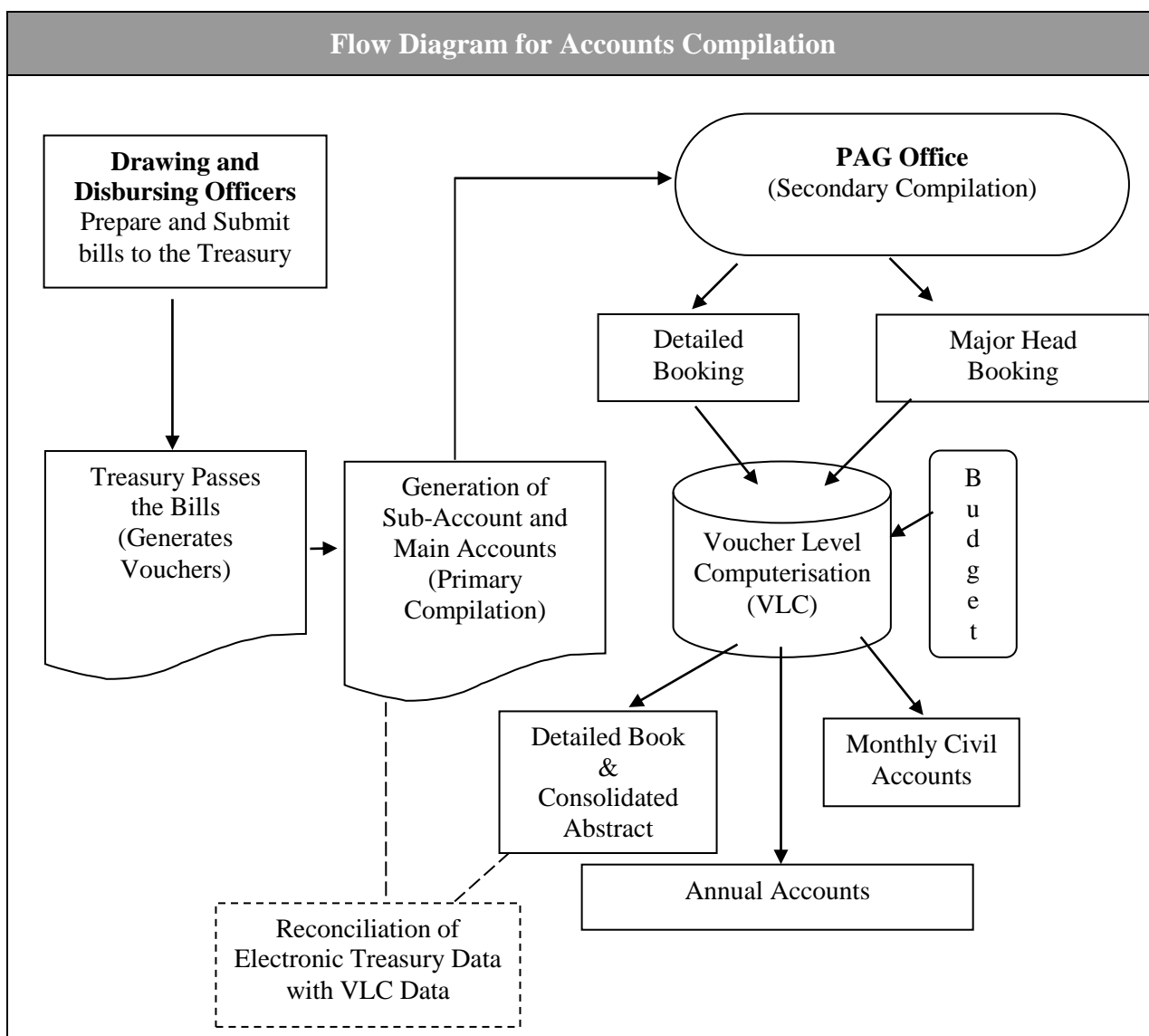
The Principal Accountant General (Accounts and Entitlements)-I, Madhya Pradesh compiles the accounts of receipts and expenditure of the Government of Madhya Pradesh. This compilation is based on the initial accounts rendered by the District Treasuries, Public Works and Forest Divisions and advices of the Reserve Bank of India. Following such compilation, the Principal Accountant General (A&E)-I prepares annually, the Finance Accounts and the Appropriation Accounts, which are placed before the State Legislature after audit by the Accountant General (General and Social Sector Audit) Madhya Pradesh and certification by the Comptroller and Auditor General of India.

1.2 Structure of Accounts

1.2.1 Government Accounts are kept in three parts:

Part 1 CONSOLIDATED FUND	Receipts and Expenditure on Revenue and Capital Accounts, Public Debt and Loans and Advances. Inter-State Settlement, Appropriation to Contingency Fund.
Part 2 CONTINGENCY FUND	Intended to meet unforeseen expenditure not provided for in the budget. Expenditure from this Fund is recouped subsequently from the Consolidated Fund.
Part 3 PUBLIC ACCOUNT	Comprises of Debt, Deposits, Advances, Remittances and Suspense transactions. Debt and Deposits represent repayable liabilities of the Government. Advances are receivables of the Government. Remittances and Suspense transactions are adjusting entries that are to be cleared eventually by booking to the final heads of account.

1.2.2 Compilation of Accounts



1.3 Finance Accounts and Appropriation Accounts

1.3.1 Finance Accounts

The Finance Accounts depict the Receipts and Disbursements of the Government for the year, together with the financial results disclosed by the Revenue and Capital accounts, Public Debt and Public Account balances recorded in the accounts. The Finance Accounts are being issued in two volumes since 2009-10 to make them more comprehensive and informative. Volume I of the Finance Accounts contains the certificate of the Comptroller and Auditor General of India, summarised statements of overall Receipts and

Disbursements and 'Notes to Accounts' containing summary of significant accounting policies, quality of accounts and other items; Volume II contains, Detailed statements (Part-I) and Appendices (Part-II).

Receipts and Disbursements of the Government of Madhya Pradesh as depicted in the Finance Accounts 2016-17 are given below.

(₹ in crore)			
Receipts (Total: 15,17,66)	Revenue Total: 12,33,07	Tax Revenue	9,02,58
		Non-Tax Revenue	90,87
		Grants-in-aid	2,39,62
	Capital Total: 2,84,59	Recovery of Loans and Advances	7,72
		Borrowings and Other Liabilities ¹	2,76,63
		Other Receipts ²	24
Disbursements (Total: 15,17,66)	Revenue		11,95,37
	Capital		2,72,88
	Loans and Advances		49,40
	Inter-State Settlement		1

The Union Government transfers substantial funds directly to State Implementing Agencies/NGOs for implementation of various schemes and programmes. The Government of India directly released ₹ 12,40 crore (₹ 6,29 crore last year) during the year 2016-17. Since these funds are not routed through the State Budget, they are not reflected in the accounts of the State Government. These transfers are now exhibited in Appendix VI of Volume II of the Finance Accounts.

¹ Borrowing and other Liabilities : Net (Receipts-Disbursements) of Public debt (₹2,49,22 crore) + Net of Contingency fund (Nil crore) + Net (Receipts-Disbursements) of Public account (₹16,79 crore) + Net of Opening and Closing Cash Balance (₹ 10,62 crore).

² Includes capital receipts (₹24 crore) on account of refund of investment in share capital by co-operative societies/Banks and Inter-state settlement (Nil crore).

1.3.2 Appropriation Accounts

The Appropriation Accounts supplement the Finance Accounts. They depict the expenditure of the State Government against amounts 'charged' on the Consolidated Fund or 'voted' by the State Legislature. It comprises 51 charged Appropriations, 131 voted Grants under 78 various Grants.

The Appropriation Act, 2016-17 had provided for gross expenditure of ₹ 20,15,18.52 crore and reduction of expenditure (recoveries) of ₹ 29,35.33 crore. Against this, the actual gross expenditure was ₹ 16,10,92.89 crore and reduction of expenditure was ₹ 44,00.86 crore resulting in savings of ₹ 4,04,25.63 crore (20.06%) and an under-estimation of ₹ 14,65.54 crore (49.93%) on reduction of expenditure. Reduction of expenditure, in revenue and Capital was more than estimates.

During 2016-17, ₹ 34,72.19 crore was transferred from the Consolidated Fund to Personal Deposit (PD) Accounts under the Public Account, which are maintained by designated Administrators for specific purposes. Normally, unspent balances under PD accounts are to be transferred back to the Government at the end of the financial year. However, detailed of such transfers, if any, and outstanding balances in individual PD accounts are available only with the treasuries, since they are responsible for maintaining such records.

1.4 Sources and Application of Funds

1.4.1 Ways and Means Advances

The Reserve Bank of India (RBI) extends the facility of Ways and Means Advances (WMA) to enable State Government to maintain their liquidity. Overdraft (OD) facilities are provided when there is a shortfall in the agreed minimum cash balance (₹ 1.96 crore) maintained with the RBI. During 2016-17, the Government of Madhya Pradesh did not resort to OD facilities and WMA.

1.4.2 Fund flow statement

The State had a Revenue Surplus of 37,69 crore and a Fiscal Deficit of ₹ 2,76,63 crore representing 0.59 *per cent* and 4.32 *per cent* of the Gross State Domestic Product (GSDP)³ respectively. Revenue Surplus and Fiscal Deficit excluding expenditure under UJWAL Discom Assurance Yojana were ₹ 77,80 crore and ₹ 2,03,03 crore respectively as per details given in para no.7.7. The Fiscal Deficit Constituted 18 *per cent* of Total expenditure. This deficit was met from Public Debt (₹ 2,49,22 crore), Surplus in Public Account (₹ 16,79 crore) and net of opening and closing cash balance (₹ 10,62 crore) and net of Contingency Fund nil crore). Around 32 *per cent* of the revenue receipts (₹ 12,33,07 crore) of the State Government was spent on committed expenditure like salaries including wages (₹ 2,15,77 crore), interest payments (₹ 90,79 crore) and pensions (₹ 84,56 crore).

³ Expected where indicated otherwise, GSDP figures used in this publication are adopted from the Economics Survey of the Planning Department, Government of Madhya Pradesh.

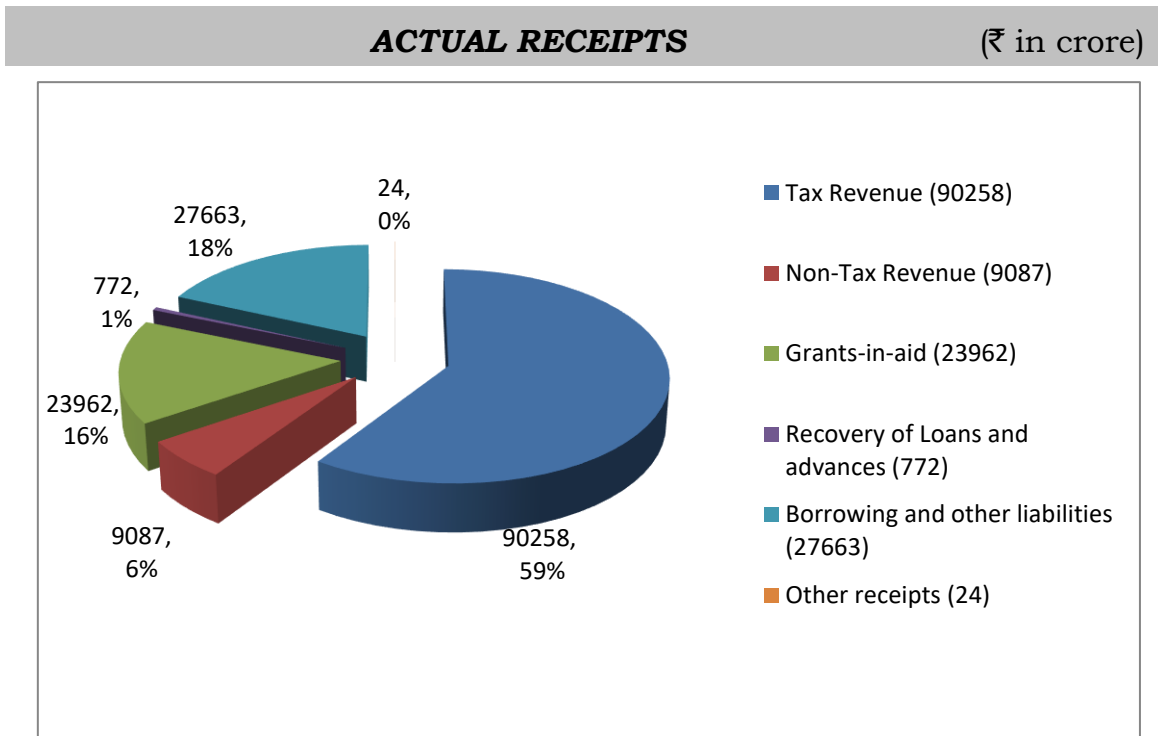
Sources and Application of Funds

(₹ in crore)

SOURCES	PARTICULARS	AMOUNT
	Opening Cash Balances as on 01 April 2016	10,09
	Revenue Receipts	12,33,07
	Capital Receipts	24
	Recovery of Loans & Advances	7,72
	Public Debt	2,98,47
	Small Savings, Provident Fund & Others	34,86
	Reserves & Sinking Funds	37,01
	Deposits Received	2,70,70
	Civil Advances Repaid	25
	Suspense Account	36,13,46
	Remittances	1,80,64
	Inter-State Settlement	--
	TOTAL	56,86,51

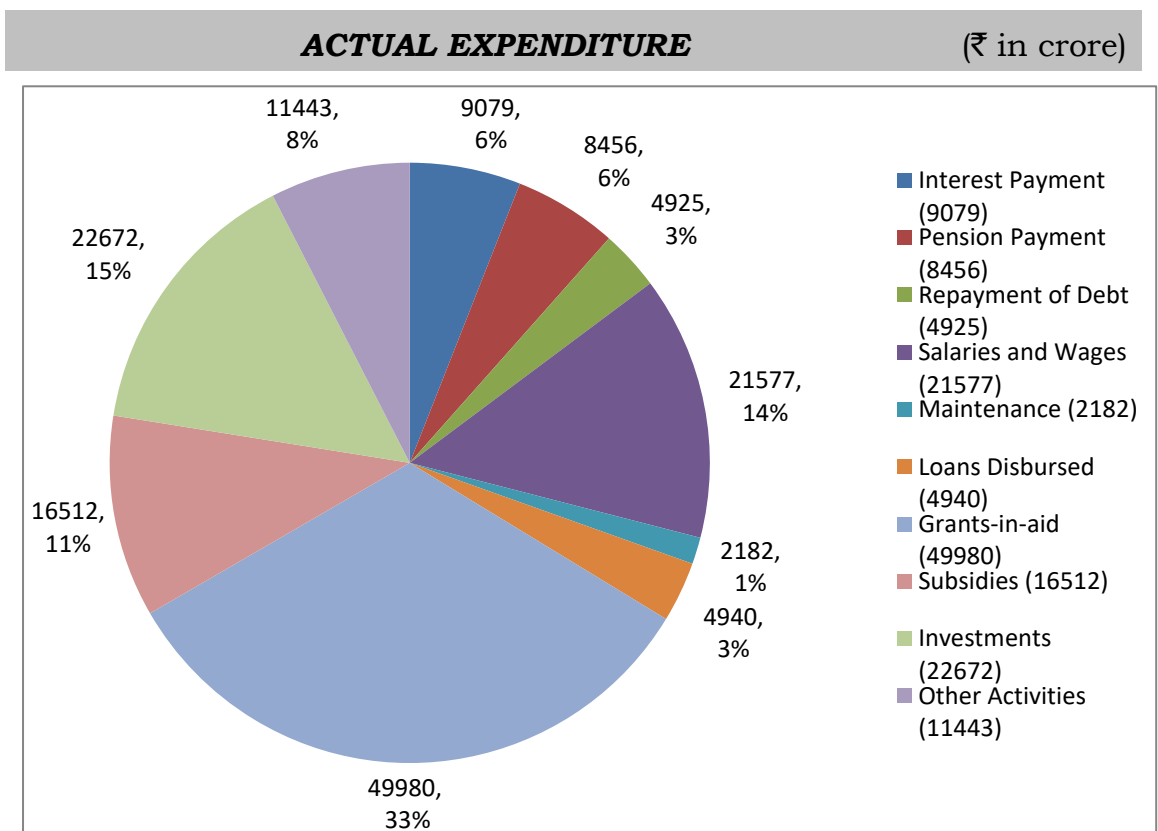
APPLICATION	Revenue Expenditure	11,95,37
	Capital Expenditure	2,72,88
	Loans Disbursed	49,40
	Repayment of Public Debt	49,25
	Small Savings, Provident Fund & Others	26,74
	Reserves & Sinking Funds	42,14
	Deposits Spent	2,36,35
	Civil Advances Given	24
	Suspense Account	36,33,31
	Remittances	1,81,35
	Closing Cash Balance as on 31 March 2017	(-) 53
	Inter-State Settlement	1
	TOTAL	56,86,51

1.4.3 Where the Rupee came from



Note:- Zero depicts negligible "Other Receipts" during the year.

1.4.4 Where the Rupee went



1.5 Highlights of Accounts

(₹ in crore)

Items	B.E. 2016-17	Actuals	Percentage of actuals to B.E.	Percentage of actuals to GSDP ⁴
1. Tax Revenue ⁵	9,01,99	9,02,58	100	14
2. Non-Tax Revenue	1,04,10	90,87	87	1
3. Grants-in-aid & Contributions	2,54,42	2,39,62	94	4
4. Revenue Receipts (1+2+3)	12,60,51	12,33,07	98	19
5. Recovery of Loans and Advances	6,80	7,72	114	0
6. Other Receipts ⁶	--	24	--	0
7. Borrowings & other Liabilities ⁷	2,92,13	2,76,63	95	4
8. Capital Receipts (5+6+7)	2,98,93	2,84,59	95	4
9. Total Receipts (4+8)	15,66,30	15,17,66	97	24
10. Non-Plan Expenditure ⁸	8,06,49	7,69,86	95	12
11. NPE on Revenue Account	7,78,49	7,32,67	94	11
12. NPE on Interest Payments out of 11	99,37	90,79	91	1
13. NPE on Capital Account ⁹	28,00	37,19	133	1
14. Plan Expenditure	7,59,81	7,47,80	98	12
15. PE on Revenue Account	4,66,67	4,62,70	99	7
16. PE on Capital Account ¹⁰	2,93,14	2,85,10	97	4
17. Total Expenditure (10+14)	15,66,30	15,17,66	97	24
18. Revenue Expenditure (11+15)	12,45,16	11,95,37	96	19
19. Capital Expenditure (13+16) ¹¹	3,21,14	3,22,29	100	5
20. Revenue Surplus (4-18)	15,35	37,69	246	1
21. Fiscal Deficit (4+5+6-17)	2,98,99	2,76,63	93	4

⁴ GSDP figure of ₹ 64,04,84 crore adopted from the Economic Survey published by Planning Department, Government of Madhya Pradesh.

⁵ Includes State's share of Union Taxes of ₹ 4,60,64 crore.

⁶ See footnote 2 at page No.3.

⁷ See footnote 1 at page No.3.

⁸ Actual non plan expenditure includes Revenue expenditure (₹ 7,32,67 crore), Capital expenditure (₹ 1,29 crore), Loans and Advances disbursed (₹ 35,89 crore) and Inter-State Settlement (₹ one crore).

⁹ Includes ₹ 35,89 crore Loans and Advances, ₹ one crore Inter-State Settlement and ₹ 1,29 crore Capital Expenditure

¹⁰ Includes Plan Capital Expenditure ₹ 2,71,59 crore and Plan Loans and Advances expenditure ₹ 13,51 crore.

¹¹ Expenditure on Capital Account includes Capital Expenditure (₹ 2,72,88 crore) and Loans and Advances disbursed (₹ 49,40 crore) and Inter-State Settlement (₹ one crore).

1.6 What do the Deficits and Surpluses indicate

Deficit	Refers to the gap between Receipts and Expenditure. The kind of deficit, how the deficit is financed and application of funds are important indicators of prudence in Financial Management.
Revenue Deficit/Surplus	Refers to the gap between Revenue Receipts and Revenue Expenditure. Revenue Expenditure is required to maintain the existing establishment of Government and ideally, should be fully met from Revenue Receipts.
Fiscal Deficit/Surplus	Refers to the gap between Total Receipts (excluding borrowings) and Total Expenditure. This gap, therefore, indicates the extent to which expenditure is financed by borrowings. Ideally, the Borrowings should be invested in capital projects.

Deficit indicators, revenue augmentation and expenditure management are major yardsticks for judging the fiscal performance of the Government. The "Twelfth" Finance Commission had recommended that the State should achieve revenue surplus by 2008-09 and reduce Fiscal Deficit to three *per cent* of GSDP by 2009-10. In view of the economic slow-down, Government of India further relaxed the acceptable ceiling for the Fiscal Deficit-GSDP ratio to four *per cent* in 2009-10, 3.5 *per cent* in 2010-11 and three *per cent* again from the year 2011-12. Consequently, the Government of Madhya Pradesh enacted the Fiscal Responsibility and Budget Management (FRBM) Act, 2005. As per the recommendations of 13th Finance Commission the fiscal deficit should be kept within limit of Three *per cent*, whereas the actual fiscal deficit for the year 2016-17 was 4.32 *per cent* of GSDP (3.17 *per cent* of GSDP excluding expenditure under UJWAL Discom Assurance Yojana) ¹².

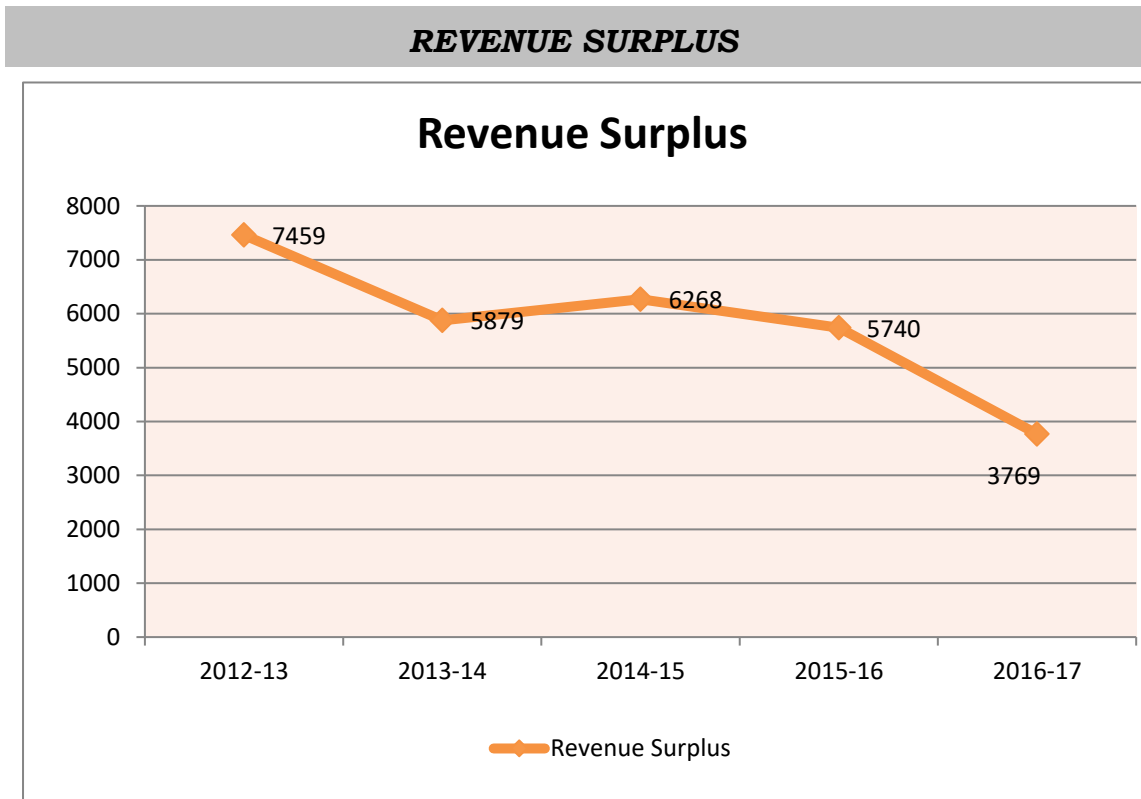
The State Government has been successful in achieving the Revenue Surplus in 2004-05 and maintaining it thereafter¹³.

¹² Details are given in para no.7.7.

¹³ The Revenue Surplus was ₹ 57,40 crore in 2015-16 and ₹ 37,69 crore as per Finance Accounts in 2016-17.

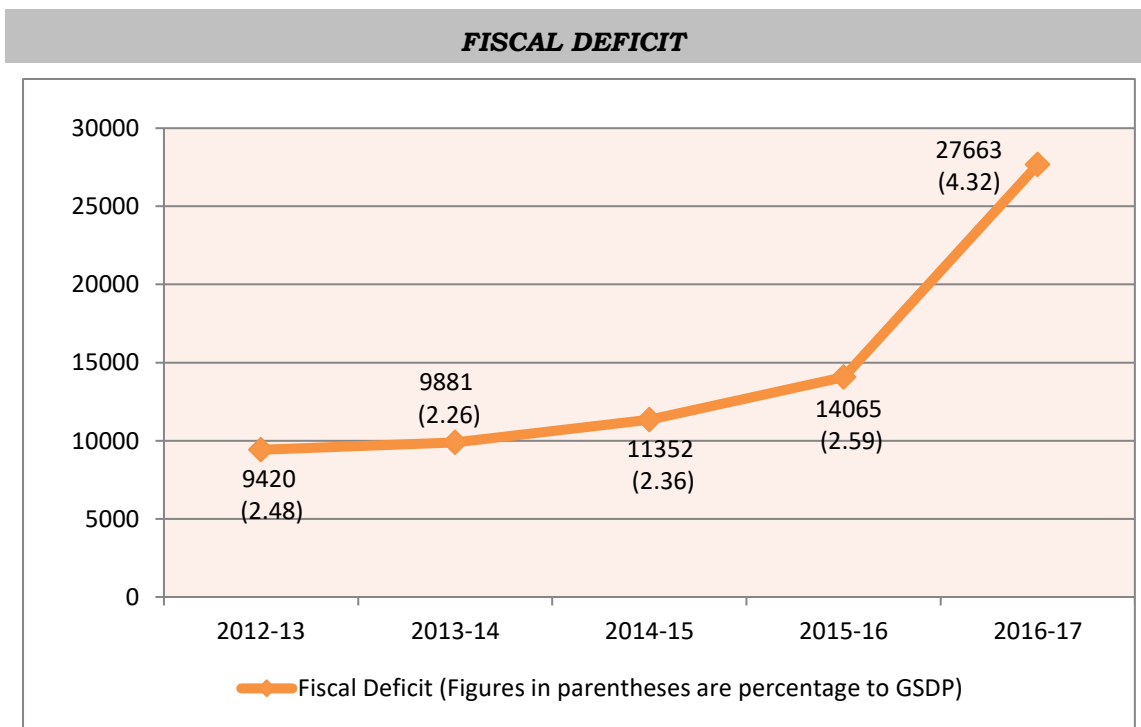
1.6.1 Trend of Revenue Surplus

(₹ in crore)



1.6.2 Trend of Fiscal Deficit

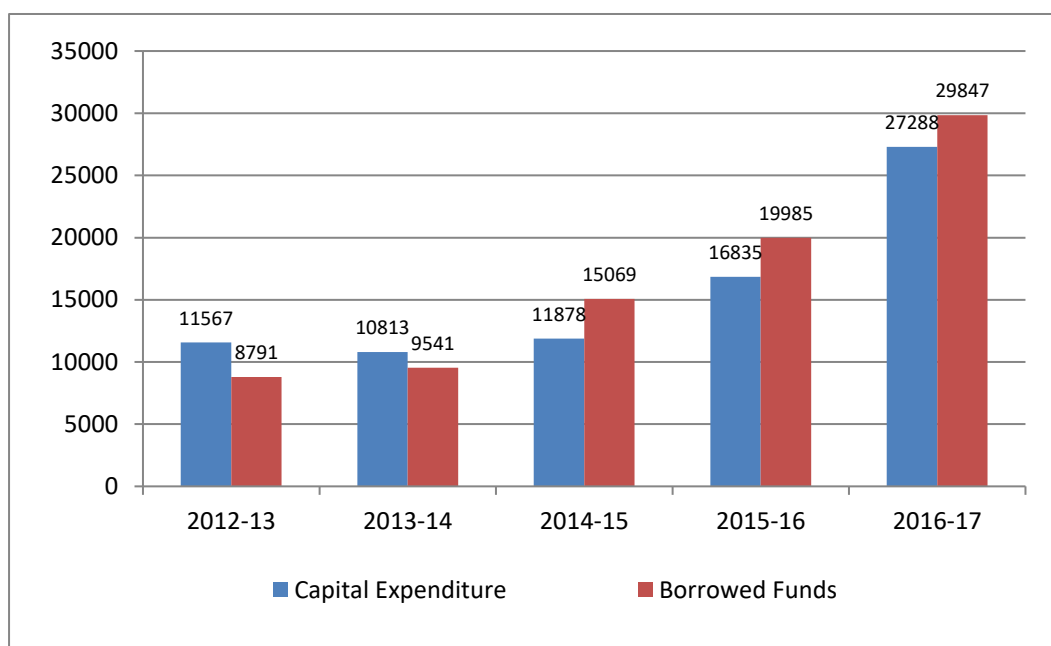
(₹ in crore)



1.6.3 Proportion of borrowed funds spent on Capital expenditure

BORROWED FUNDS SPENT ON CAPITAL EXPENDITURE

(₹ in crore)



It is desirable to fully utilise borrowed funds for the creation of capital assets, and to use revenue receipts for the repayment of principal and interest. The State Government spent only 91% of the borrowings of the current year (₹ 2,98,47 crore) on capital expenditure (₹ 2,72,88 crore). It would therefore appear that 9% of the public debt (₹ 25,59 crore) was utilised to repay the principal and interest on public debt of previous years.

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HAPTER 2

RECEIPTS

2.1 Introduction

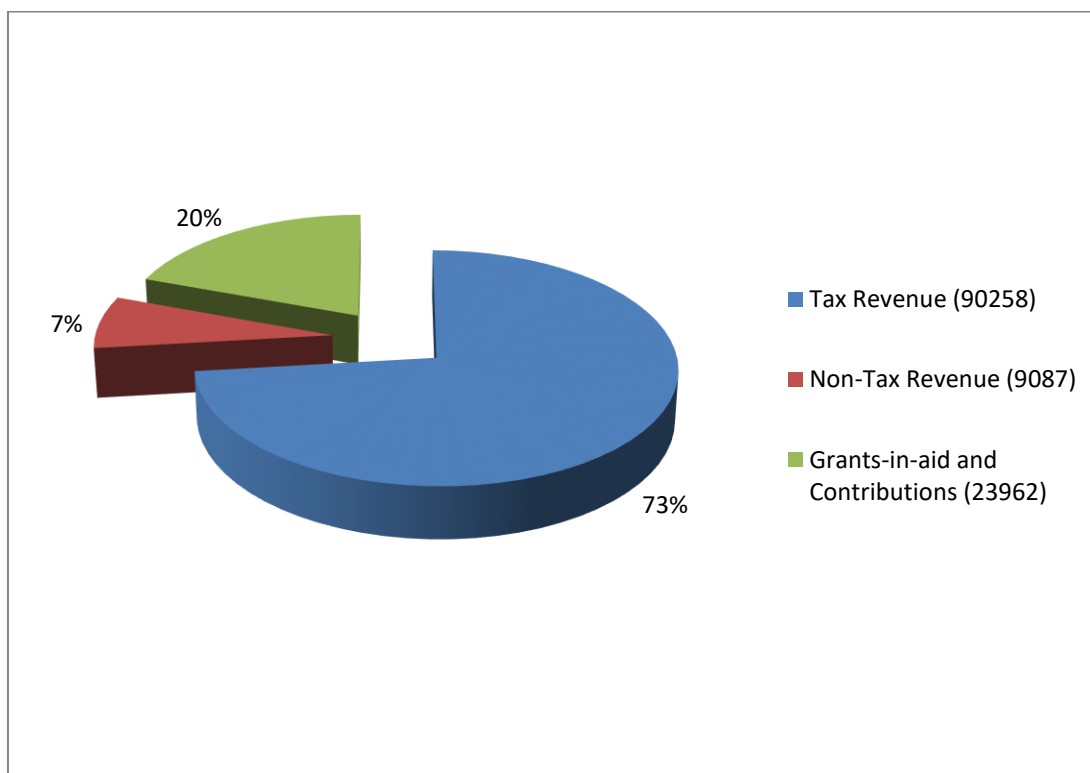
Receipts of the Government are classified as Revenue Receipts and Capital Receipts. Total Receipts for 2016-17 were ₹15,17,66 crore.

2.2 Revenue Receipts

Tax Revenue	Comprises taxes collected and retained by the State and State's share of Union taxes under Article 280(3) of the Constitution.
Non-Tax Revenue	Includes interest receipts, dividends, profits etc.
Grants-in-aid	Essentially, a form of Central Assistance to the State Government from the Union Government. It includes 'External Grant Assistance' and 'Aid, Material & Equipment' received from foreign Governments and channelised through the Union Government. In turn, the State Governments also give Grants-in-aid to institutions like Panchayati Raj Institutions, Autonomous bodies etc.

REVENUE RECEIPTS

(₹ in crore)

**Revenue Receipts Components**

(₹ in crore)

Components	Actuals
A. Tax Revenue	9,02,58
Taxes on Income and Expenditure	2,53,34
Taxes on Property and Capital Transactions	49,49
Taxes on Commodities and Services	5,99,75
B. Non-Tax Revenue	90,87
Interest Receipts, Dividends and Profits	8,13
General Services	6,64
Social Services	23,39
Economic Services	52,71
C. Grants-in-aid & Contributions	2,39,62
Total - Revenue Receipts	12,33,07

2.3 Trend of Receipts

(₹ in crore)

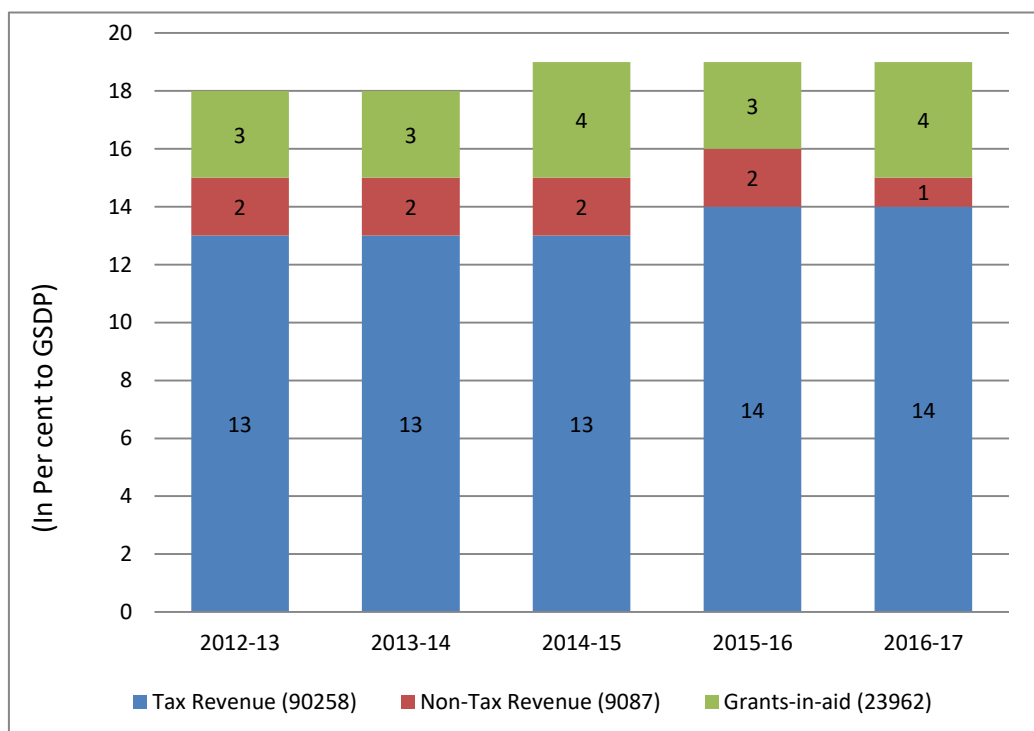
	2012-13	2013-14	2014-15	2015-16	2016-17
Tax Revenue	5,13,87 (13)	5,62,67 (13)	6,06,74 (13)	7,86,12 (14)	9,02,58 (14)
Non-Tax Revenues	70,00 (2)	77,05 (2)	1,03,75 (2)	85,69 (2)	90,87 (1)
Grants-in-aid	1,20,40 (3)	1,17,77 (3)	1,75,92 (4)	1,83,30 (3)	2,39,62 (4)
Total Revenue Receipts	7,04,27 (18)	7,57,49 (18)	8,86,41 (19)	10,55,11 (19)	12,33,07 (19)
GSDP ¹⁴ (A)	38,09,24	43,77,37	48,19,82	54,39,75	64,04,84

Note:- Figures in parentheses represent percentage to GSDP.

Though the growth of GSDP increased by 18 per cent in 2016-17 as compared to 2015-16, growth in revenue collection was only 17 per cent. Tax Revenues and Non-Tax Revenues increased by 15 and six per cent respectively in 2016-17 as compared to 2015-16.

COMPONENTS UNDER REVENUE RECEIPTS AS PROPORTION TO GSDP

(₹ in crore)



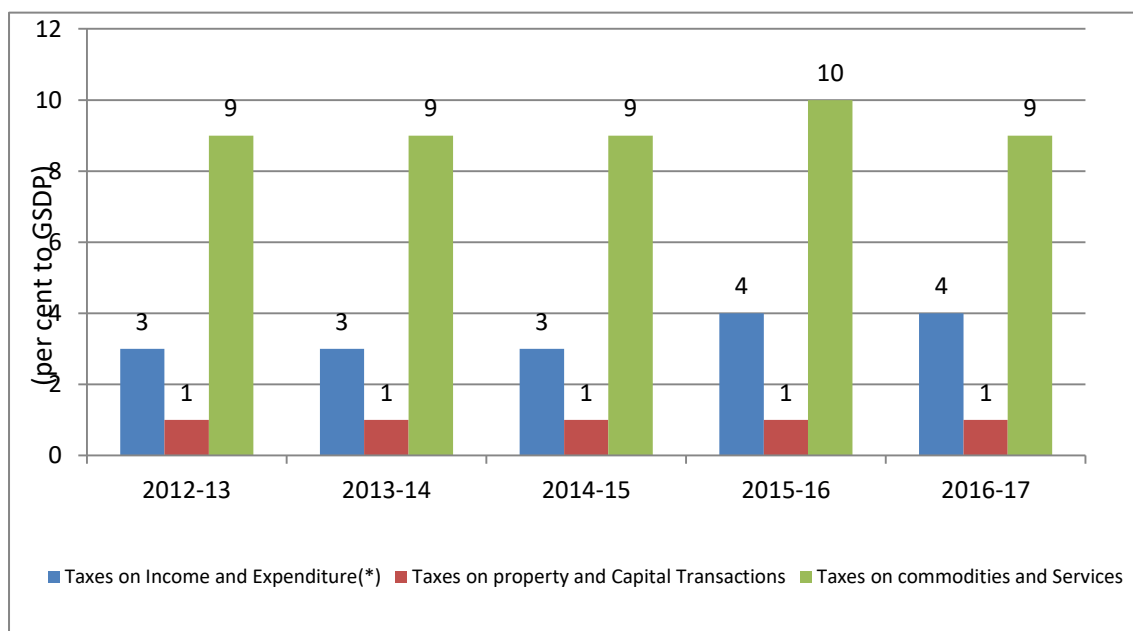
¹⁴ GSDP estimates at current prices are revised hence percentage ratio of various parameters with reference to GSDP indicated in earlier issues have also been revised.

Sector-wise Tax Revenue

(₹ in crore)

Component	2012-13	2013-14	2014-15	2015-16	2016-17
Taxes on Income and Expenditure	1,22,02	1,29,45	1,47,14	2,07,95	2,53,34
Taxes on Property and Capital Transactions	48,13	44,54	47,93	47,25	49,49
Taxes on Commodities and Services	3,43,72	3,88,68	4,11,67	5,30,92	5,99,75
Total Tax Revenue	5,13,87	5,62,67	6,06,74	7,86,12	9,02,58

TREND OF MAJOR TAXES IN PROPORTION TO GSDP



(*) Primarily net proceeds of Central Share to the State.

2.4 Performance of State's own Tax Revenue Collection:-

(₹ in crore)

Year	Tax Revenue	State share of Union Taxes	State's Own Tax Revenue	
			Amount	Percentage to GSDP
2012-13	5,13,87	2,08,05	3,05,82	8
2013-14	5,62,67	2,27,15	3,35,52	8
2014-15	6,06,74	2,41,07	3,65,67	8
2015-16	7,86,12	3,83,98	4,02,14	7
2016-17	9,02,58	4,60,64	4,41,94	7

2.5 Efficiency of Tax Collection:-

A. Taxes on property and Capital Transactions:-

(₹ in crore)

	2012-13	2013-14	2014-15	2015-16	2016-17
Revenue Collection	48,13	44,54	47,93	47,25	49,49
Expenditure on Collection	7,23	10,39	6,07	6,01	6,00
Efficiency of Tax Collection (In per cent)	15	23	13	13	12

B. Taxes on Commodities and Services:-

(₹ in crore)

	2012-13	2013-14	2014-15	2015-16	2016-17
Revenue Collection	3,43,72	3,88,68	4,11,67	5,30,92	5,99,75
Expenditure on Collection	16,60	15,42	15,26	22,76	20,31
Efficiency of Tax Collection (In per cent)	5	4	4	4	3

Taxes on commodities and services form a major chunk of tax revenue. Tax collection efficiency is excellent. However, the collection efficiency of taxes on property and capital transactions can be improved.

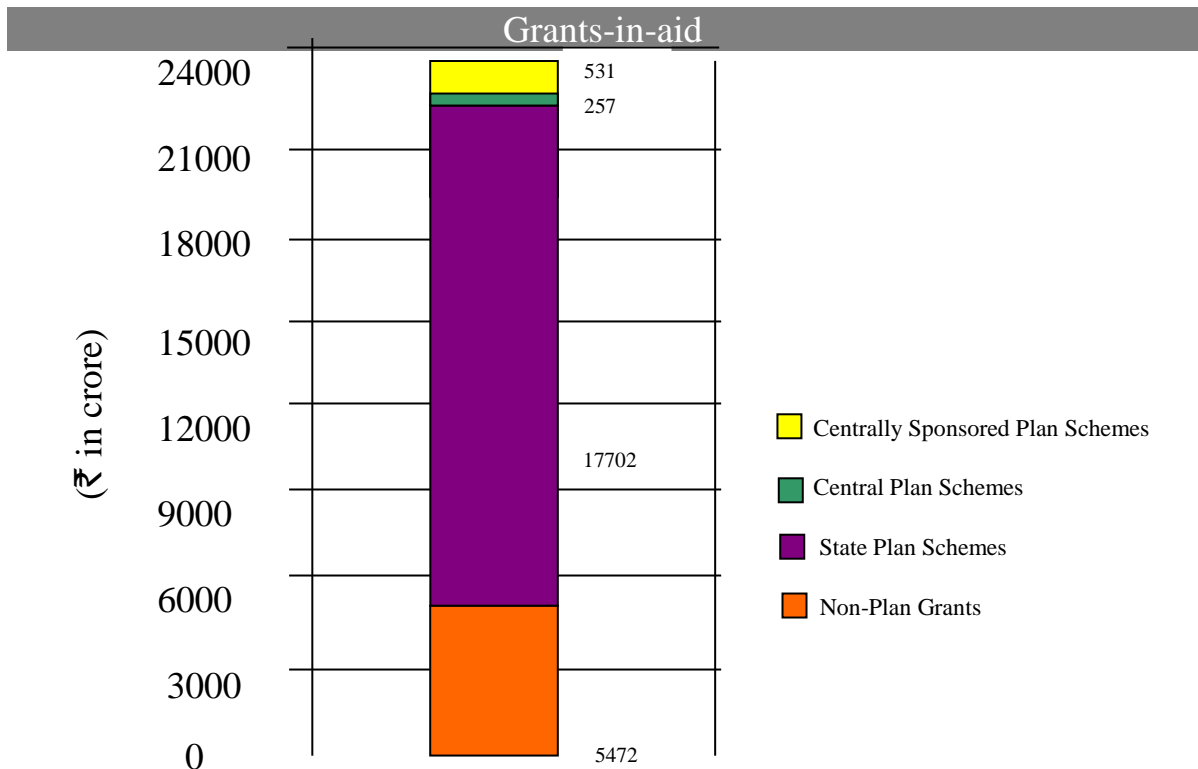
2.6 Trend in State's Share of Union Taxes over the past five years:-

(₹ in crore)

Particulars	2012-13	2013-14	2014-15	2015-16	2016-17
Corporation Tax	74,73	76,39	84,18	1,20,78	1,47,52
Taxes on Income other than Corporation Tax	44,74	50,30	60,11	84,00	1,02,52
Taxes on Wealth	13	21	23	03	34
Customs	34,57	37,06	38,99	61,34	63,46
Union Excise Duties	23,50	26,18	22,02	51,00	72,46
Service Tax	30,38	37,01	35,54	66,56	74,34
Other Taxes and Duties on Commodities and Services	--	--	--	27	--
State's Share of Union Taxes	2,08,05	2,27,15	2,41,07	3,83,98	4,60,64
Total Tax Revenue	5,13,87	5,62,67	6,06,74	7,86,12	9,02,58
<i>Per cent of Union Taxes to Total Tax Revenue</i>	40	40	40	49	51

2.7 Grants-in-aid:-

Grants-in-aid represent assistance from the Government of India and comprise, Grants for State Plan Schemes, Central Plan Schemes and Centrally Sponsored Schemes approved by the Planning Commission and State Non-plan Grants recommended by the Finance Commission. Total receipts during 2016-17 under Grants-in-aid were ₹ 2,39,62 crore as shown below:



As against a budget estimate of ₹ 2,54,42 crore of Union share in Non-Plan and Plan schemes, the State Government has actually received ₹ 2,39,62 crore as Grants-in-aid (94 *per cent* of BE).

2.8 Public Debt:-

Trend of Public Debt over the past five years

(₹ in crore)

Particulars	2012-13	2013-14	2014-15	2015-16	2016,17
Internal Debt	42,98	50,86	96,13	1,47,11	2,46,73
Central Loans	9,09	4,50	5,35	4,14	2,49
Total Public Debt	52,07	55,36	1,01,48	1,51,25	2,49,22

Note:- Net figure = Receipts - Disbursements.

In 2016-17, Ten loans totaling ₹ 1,61,00 crore at interest rates varying from 7.76 *per cent* to 7.15 *per cent* and redeemable in the years 2026-27 were raised at par.

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HAPTER 3

EXPENDITURE

3.1 Introduction

Expenditure is classified as Revenue Expenditure and Capital Expenditure. Revenue Expenditure is used to meet the day-to-day running of the organisation. Capital expenditure is used to create permanent assets or to enhance the utility of such assets or to reduce permanent liabilities. Expenditure is further classified under Plan and Non-Plan.

General Services	Includes Justice, Police, Jail, PWD, Pension etc.
Social Services	Includes Education, Health & Family Welfare, Water Supply, Welfare of SC/ST etc.
Economic Services	Includes Agriculture, Rural Development, Irrigation, Co-operation, Energy, Industries, Transport etc.

3.2 Revenue Expenditure

Revenue Expenditure of ₹ 11,95,37 crore for 2016-17 was less than the budget estimates by ₹ 49,79 crore due to less disbursement of ₹ 3,97 crore under plan Expenditure and less disbursement of ₹ 45,82 crore under Non-Plan Expenditure. State has maintained revenue surplus in terms of the Madhya Pradesh FRBM Act, 2005.

The expenditure against budget estimates under Revenue section during the past five years is given below:-

(₹ in crore)

	2012-13	2013-14	2014-15	2015-16	2016-17
Budget Estimates	6,35,43	7,43,89	9,90,14	11,06,93	12,45,16
Actuals	6,29,68	6,98,70	8,23,73	9,97,71	11,95,37
Gap	5,75	45,19	1,66,41	1,09,22	49,79
<i>Per cent of gap over BE</i>	1	6	17	10	4

The above table indicates that there was decrease (by 4 *per cent*) of Revenue Expenditure against budget estimates during 2016-17.

3.2.1 Sectoral distribution of Revenue Expenditure

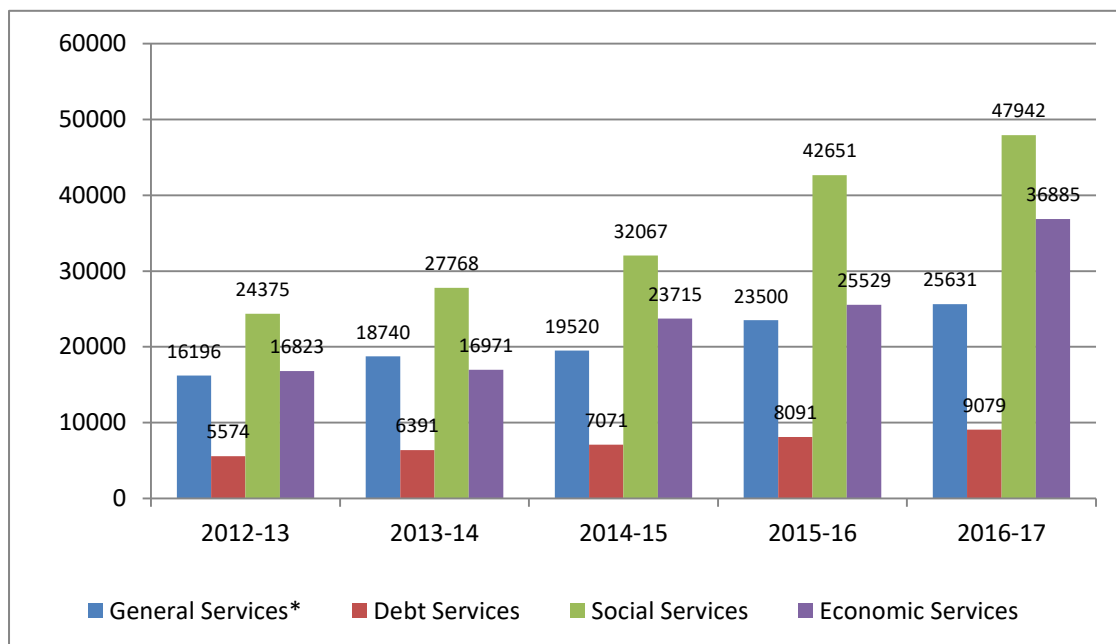
(₹ in crore)

Components	Amount	Percentage to Total Expenditure
A. Fiscal Services	26,33	2
(i) Collection of Taxes on Property and Capital transactions	6,00	--
(ii) Collection of Taxes on Commodities and Services	20,31	2
(iii) Other Fiscal Services	2	--
B. Organs of State	9,46	1
C. Interest Payments and Servicing of debt	90,79	8
D. Administrative Services	64,17	5
E. Pensions and Miscellaneous General Services	88,28	7
F. Social Services	4,79,42	40
G. Economic Services	3,68,85	31
H. Grants-in-aid and Contributions	68,07	6
Total Expenditure (Revenue Account)	11,95,37	100

3.2.2 Major components of Revenue Expenditure (2012-17):-

TREND OF MAJOR COMPONENTS OF REVENUE EXPENDITURE

(₹ in crore)



* General Services excludes **MH 2049 (Interest payments)** and includes **MH 3604 (Compensation and assignment to Local Bodies and Panchayati Raj Institutions)**.

3.3 Capital Expenditure:-

3.3.1 Sectoral distribution of Capital Expenditure

During 2016-17, the Government spent ₹ 81,52 crore on various Projects (₹ 58,70 crore on Major Irrigation, ₹ 11,66 crore on Medium Irrigation, and ₹ 11,16 crore on Minor Irrigation). Apart from the above, the Government spent ₹ 185 crore on Construction of Buildings under the Head "Housing" and invested ₹ 61,17 crore in various Statutory Corporations/ Government Companies/Co-operatives.

(₹ in crore)

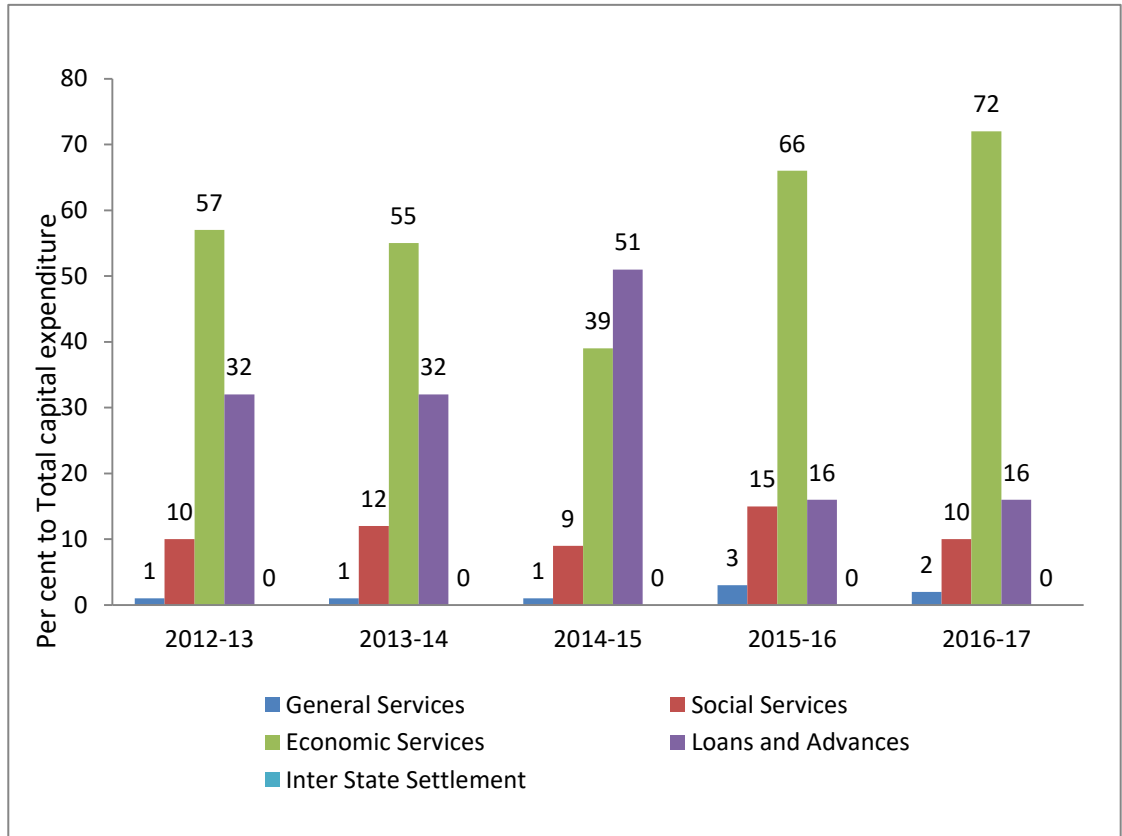
Sl.No.	Sector	Amount	Percentage
1.	General Services - Police, Land Revenue, Public Works etc.	6,98	2
2.	Social Services - Education, Health & Family Welfare, Water Supply, Welfare of SC/ST etc.	32,85	10
3.	Economic Services - Agriculture, Rural Development, Irrigation, Co-operation, Energy, Industries, Transport etc.,	2,33,05	72
4.	Loans and Advances Disbursed	49,40	16
5.	Inter-State Settlement	1	--
Total		3,22,29	100

3.3.2 Sectoral distribution of capital expenditure over the past five years

(₹ in crore)

Sl. No.	Sector	2012-13	2013-14	2014-15	2015-16	2016-17
1.	General Services	2,05	1,97	2,57	5,49	6,98
2.	Social Services	16,21	18,99	20,71	30,24	32,85
3.	Economic Services	97,41	87,17	95,50	1,32,62	2,33,05
4.	Loans and Advances	53,78	50,77	1,25,35	31,58	49,40
5.	Inter-State Settlement	7	2	1	2	1
Total		1,69,52	1,58,92	2,44,14	1,99,95	3,22,29

TREND OF SECTORAL DISTRIBUTION OF CAPITAL EXPENDITURE



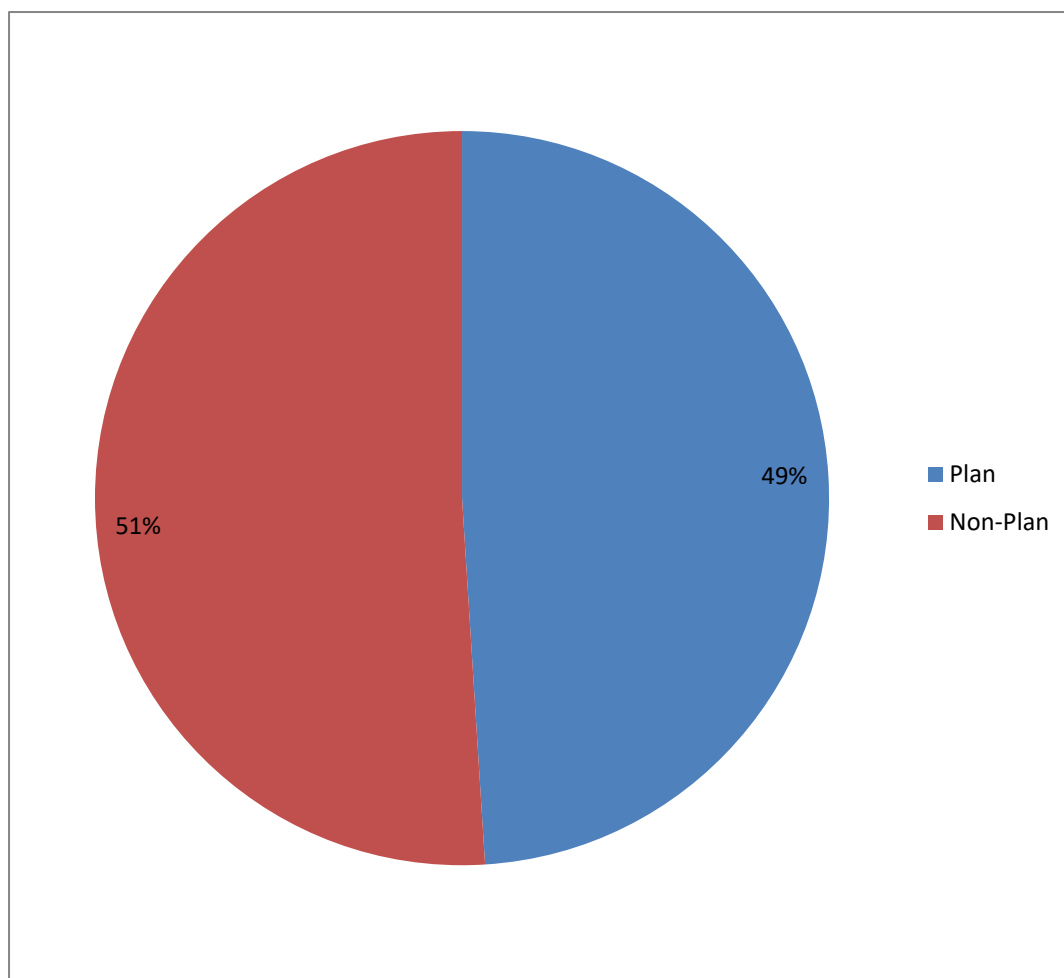
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HAPTER 4

PLAN AND NON PLAN EXPENDITURE

4.1 Distribution of Expenditure

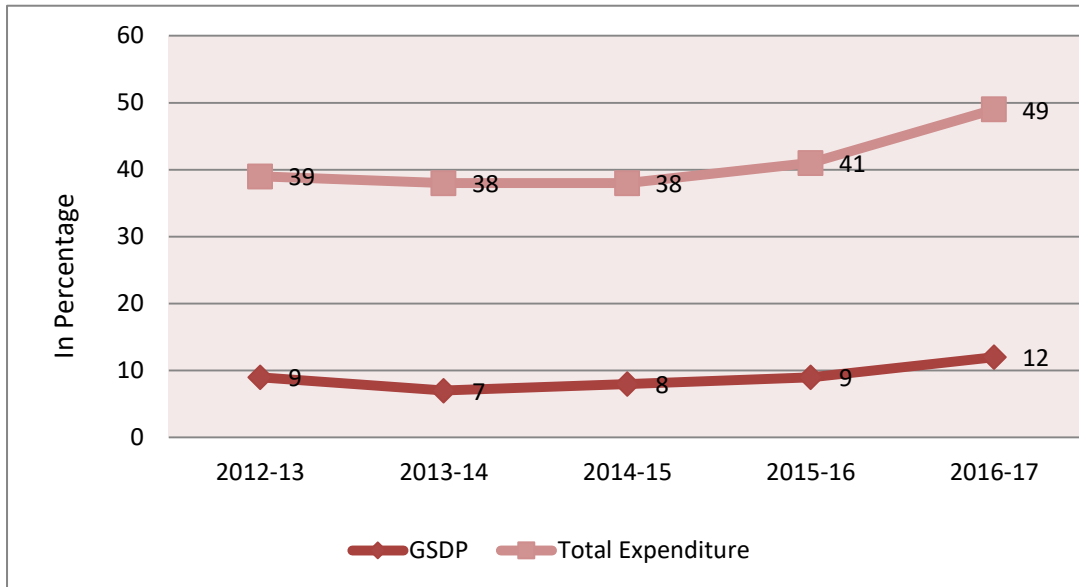
DISTRIBUTION OF EXPENDITURE



4.2 Plan Expenditure

During 2016-17, Plan Expenditure, representing 49 *per cent* of total disbursements, was ₹ 7,47,80 crore (₹ 4,35,50 crore under State Plan, ₹ 2,98,79 crore under Centrally Sponsored/Central Plan Schemes and ₹ 13,51 crore under Loans and Advances).

PLAN EXPENDITURE AS PROPORTION OF TOTAL EXPENDITURE AND GSDP



4.2.1 Plan expenditure under Capital Account

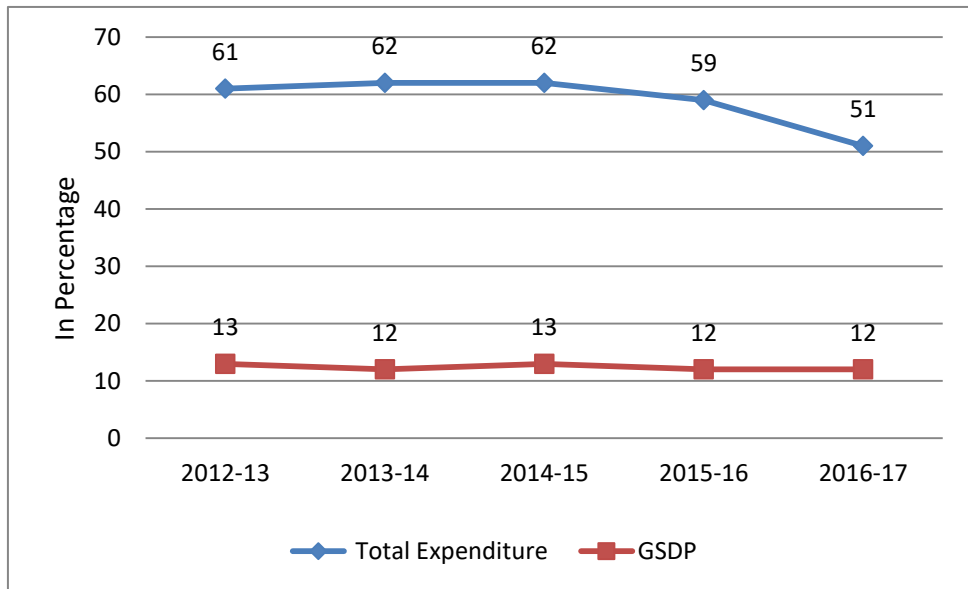
(₹ in crore)

	2012-13	2013-14	2014-15	2015-16	2016-17
Total Capital Expenditure	1,69,52	1,58,92	2,44,14	1,99,95	3,22,29
Capital Expenditure (Plan)	1,30,79	1,29,41	1,37,16	1,77,25	2,85,10
Per cent of Capital Expenditure (plan) to Total Capital Expenditure	77	81	56	89	88

4.3 Non-Plan Expenditure

Non-Plan Expenditure during 2016-17, representing 51 per cent of total disbursements, was ₹ 7,69,86 crore, (₹ 7,32,67 crore under Revenue and ₹ 37,19 crore under Capital).

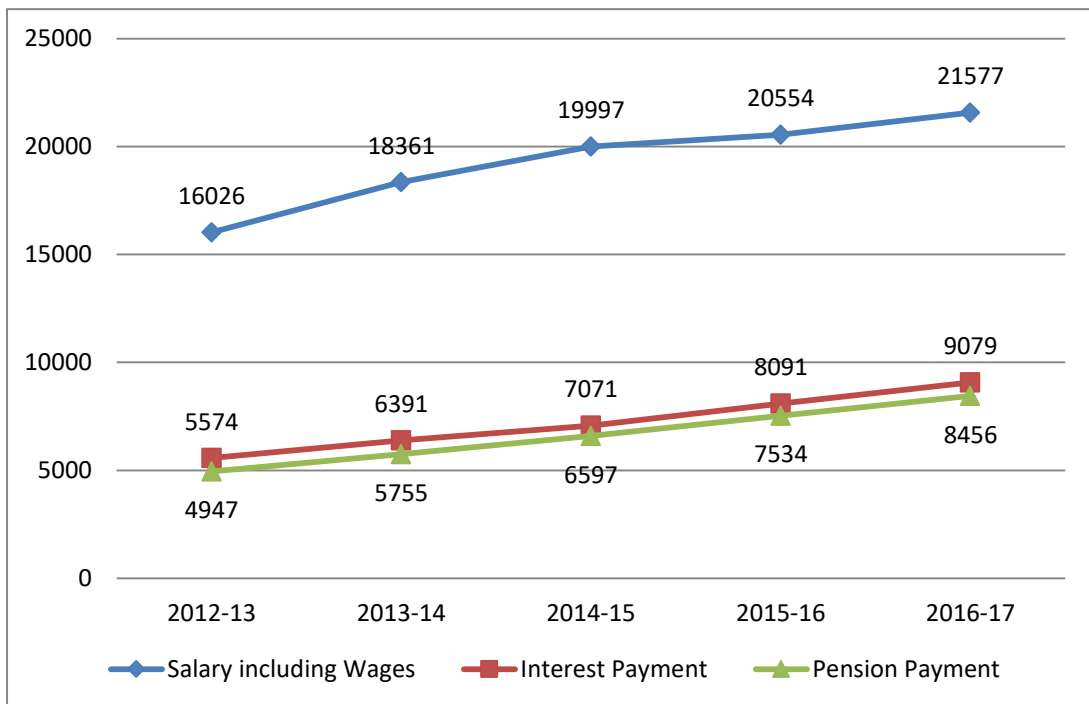
NON PLAN EXPENDITURE AS PROPORTION OF TOTAL EXPENDITURE AND GSDP



4.4 Committed Expenditure

(₹ in crore)

TREND OF COMMITTED EXPENDITURE



Salary including wages increased by five *per cent*, interest payment increased by 12 *per cent* and Pension payment increased by 12 *per cent* over the previous year.

(₹ in crore)

Component	2012-13	2013-14	2014-15	2015-16	2016-17
Committed Expenditure	2,65,47	3,05,07	3,36,65	3,61,79	3,91,12
Revenue Expenditure	6,29,68	6,98,70	8,23,73	9,97,71	11,95,37
Revenue Receipts	7,04,27	7,57,49	8,86,41	10,55,11	12,33,07
<i>Per cent</i> of Committed Expenditure to Revenue Receipts	38	40	38	34	32
<i>Per cent</i> of Committed Expenditure to Revenue Expenditure	42	44	41	36	33

The major disbursement on Committed Expenditure leaves the Government with lesser flexibility for development spending.

C HAPTER 5

APPROPRIATION ACCOUNTS

5.1 Summary of Appropriation Accounts

(₹ in crore)

S. No.	Nature of expenditure	Original grant/ Appropriation	Supplementary grant/ Appropriation	Total	Actual expenditure	Savings(-) Excesses(+)	Surrender
1	Revenue						
	Voted	11,30,46.61	2,31,76.28	13,62,22.89	11,20,54.64	(-)2,41,68.25	(-)1,25,32.90
	Charged	1,15,63.74	2,28.51	1,17,92.25	1,05,09.78	(-)12,82.47	(-)37.95
2	Capital						
	Voted	3,15,85.99	61,60.43	3,77,46.42	2,86,31.80	(-)91,14.62	(-)71,58.63
	Charged	61.45	..	61.45	30.33	(-)31.12	(-)10.35
3	Public Debt						
	Charged	91,05.63	..	91,05.63	49,25.41	(-)41,80.22	..
4	Loans and Advances						
	Voted	53,90.57	11,99.31	65,89.88	49,40.93	(-)16,48.95	(-)15,21.34
	Charged
	Total	17,07,53.99	3,07,64.53	20,15,18.52	16,10,92.89	(-)4,04,25.63	(-)2,12,61.17

5.2 Trend of Savings/Excess during the past five years

(₹ in crore)

Year	Savings (-)/Excess (+)				Total
	Revenue	Capital	Public Debt	Loans & Advances	
2012-13	(-) 91,98.39	(-) 22,69.64	(-) 39,03.16	(-) 20,90.01	(-) 1,74,61.20
2013-14	(-)1,43,36.99	(-)30,08.87	(-)40,18.05	(-)17,53.62	(-)2,31,17.53
2014-15	(-)2,46,12.66	(-)46,92.31	(-)42,56.48	(-)18,91.75	(-)3,54,53.20
2015-16	(-)2,95,15.00	(-)50,47.43	(-)39,12.81	(-)23,21.03	(-)4,07,96.27
2016-17	(-)2,54,50.72	(-)91,45.74	(-)41,80.22	(-)16,48.95	(-)4,04,25.63

5.3 Significant Savings

Substantial savings under a grant indicates either non-implementation or slow implementation of certain schemes/programmes.

Some grants with persistent and significant savings are given below:-

(Saving in Percentage)

Grant	Nomenclature	2012-13	2013-14	2014-15	2015-16	2016-17
REVENUE VOTED SECTION						
01	General Administration	14.87	16.53	32.07	13.76	18.85
04	Other expenditure pertaining to Home Department	15.46	16.27	51.05	52.49	46.63
13	Farmers Welfare and Agriculture Development	17.16	28.43	21.06	63.36	26.77
25	Mineral Resources	15.99	21.89	32.24	29.80	23.34
29	Law and Legislative Affairs	28.05	35.46	44.34	18.62	23.69
48	Narmada Valley Development	19.41	26.27	66.17	34.98	29.26
64	Scheduled Caste Sub-Plan	15.13	24.54	37.11	34.03	21.81
CAPITAL VOTED SECTION						
01	General Administration	13.40	13.10	62.06	11.44	14.39
06	Finance	95.53	81.98	30.00	75.82	94.34
27	School Education (Primary Education)	49.71	71.42	21.44	34.92	33.03
41	Tribal Area Sub-Plan	19.51	24.50	42.09	32.39	44.13
58	Expenditure on Relief on account of Natural Calamities and Scarcity	76.77	100	100	100	100
64	Scheduled Caste Sub-Plan	23.48	24.23	33.93	27.57	42.74
67	Public Works-Buildings	32.98	49.97	40.33	28.48	33.73

During 2016-17, supplementary grants/Appropriation totaling ₹ 3,07,64.53 crore (19.10 per cent of total expenditure ₹ 16,10,92.89 crore) proved to be unnecessary in some cases, where there were significant saving at the end of the year against original allocations. A few instances are given below:-

(₹ in crore)

Grant	Nomenclature	Section	Original	Supplementary	Actual Expenditure
01	General Administration	Revenue Voted	3,75.96	22.52	3,23.35
03	Police	Revenue Voted	51,36.63	99.71	46,84.18
07	Commercial Tax	Revenue Voted	26,07.20	4.92	17,09.28
08	Land Revenue and District Administration	Revenue Voted	12,55.74	16.71	9,69.25
10	Forest	Revenue Voted	17,24.72	32.13	14,94.45
12	Energy	Capital Voted	96,40.43	5,62.71	73,55.97
14	Animal Husbandry	Revenue Voted	7,64.18	6.00	6,18.34
16	Fisheries	Revenue Voted	68.93	14.90	58.73
22	Urban Development and Environment	Revenue Voted	27,34.95	9,13.54	22,02.39
27	School Education (Primary Education)	Revenue Voted	74,15.76	13.45	59,93.91
29	Law and Legislative Affairs	Revenue Voted	8,48.70	73.51	7,03.76
34	Social Justice	Revenue Voted	2,43.00	27.15	1,89.18
38	Ayush	Revenue Voted	3,59.95	10.45	3,11.06
40	Other Expenditure Pertaining to School Education Department (Excluding Primary Education)	Capital Voted	1,23.50	35.00	48.35
41	Tribal Areas Sub-Plan	Revenue Voted Capital Voted	57,51.77 52,77.56	9,86.82 6,83.92	45,14.48 33,30.52
44	Higher Education	Capital Voted	1,20.29	38.64	1,07.70
47	Technical Education and Skill Development	Revenue Voted	5,71.19	10.52	4,70.77
50	Horticulture and Food Processing	Revenue Voted	5,02.52	1,81.54	4,98.64
53	Financial Assistance to Urban Bodies Under Scheduled Castes Sub-Plan	Revenue Voted	9,28.54	1,18.87	6,67.89
55	Women and Child Development	Revenue Voted	25,88.69	30.12	25,00.80
64	Scheduled Castes Sub-Plan	Revenue Voted Capital Voted	42,01.75 43,90.52	5,13.17 3,11.34	36,86.77 26,92.22
67	Public Works-Buildings	Revenue Voted	6,51.73	11.00	4,98.45
73	Medical Education Department	Revenue Voted	6,41.73	41.31	6,25.95
	Total		5,89,25.94	47,59.95	4,62,56.39

5.4 Rush of Expenditure

Regular flow of expenditure in the year is a primary requirement of budgetary control. Rush of expenditure particularly in the closing months of the financial year is regarded as a breach of financial rules (Para 26.13 of Madhya Pradesh Budget Manual.) It was, however, noticed that in the eleven cases the expenditure incurred during March 2017 ranged between 25 *per cent* to 61 *per cent* of the total expenditure during the year indicating the tendency to utilise the budget provision at the fag end of the financial year:-

(₹ in crore)

Sl. No.	Description of Grant	Total Budget provision	Total expenditure (Net)	Expenditure in March	Percentage of expenditure in March to total expenditure
1	04-Other Expenditure Pertaining to Home Department	83.51	44.69	12.35	27.63
2	12-Energy	2,34,06.03	2,00,96.76	1,21,70.66	60.56
3	22-Urban Development and Environment	43,18.29	23,91.85	7,87.37	32.92
4	37-Tourism	2,63.56	2,46.54	1,15.62	46.90
5	39-Food, Civil Supplies and Consumer Protection	19,51.86	19,08.85	6,21.31	32.55
6	50-Horticulture and Food Processing	6,84.07	4,98.64	1,52.23	30.53
7	51-Religious Trusts and Endowments	1,55.94	1,41.29	36.28	25.68
8	53-Financial Assistance to Urban Bodies under Scheduled Castes Sub-Plan	12,48.87	6,67.89	3,55.62	53.24
9	61-Expenditure Pertaining to Bundelkhand Package	2,12.78	1,91.58	63.27	33.03
10	66-Welfare of Backward Classes	9,37.61	7,65.61	2,45.09	32.01
11	68-Financial Assistance Tribal Area Sub-Plan-Urban Bodies	1,15.86	53.00	19.66	37.09

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CHAPTER 6

ASSETS AND LIABILITIES

6.1 Assets

The existing form of accounts do not easily depict valuation of Government assets like land, buildings etc., except in the year of acquisition/purchase. Similarly, while the accounts present the impact of liabilities arising in the current year, they do not depict the overall impact of the liabilities to future generations except to the limited extent shown by the rate of interest and period of existing loans.

Total investments as share capital in statutory corporations, Government Companies, Joint Stock Companies, Banks, Co-operatives and Public Sector Undertakings stood at ₹ 2,26,72¹⁵ crore at the end of 2016-17. However, dividends received during the year were ₹ 2,31 crore (i.e. 1.02 *per cent*) on investment. During 2016-17, investments increased by ₹ 60,72 crore and dividend income increased by ₹ 102 crore.

Cash Balance with RBI stood at ₹ 10,09 crore on 31st March 2016 and decreased to ₹ (-) 53 crore at the end of March 2017. During the year cash balance of the State Govt. decreased by ₹ 10,62 crore.

6.2 Debt and Liabilities

Article 293 of the Constitution of India empowers the State Government to borrow on the security of the Consolidated Fund of the State within such limits, if any, as may be from time to time fixed by the State Legislature.

¹⁵

Includes ₹ 8,45 crore yet to be allocated between MP and CG as per MP Re-organisation Act 2000.

Details of the Public Debt and total liabilities of the State Government are as under:

(₹ in crore)

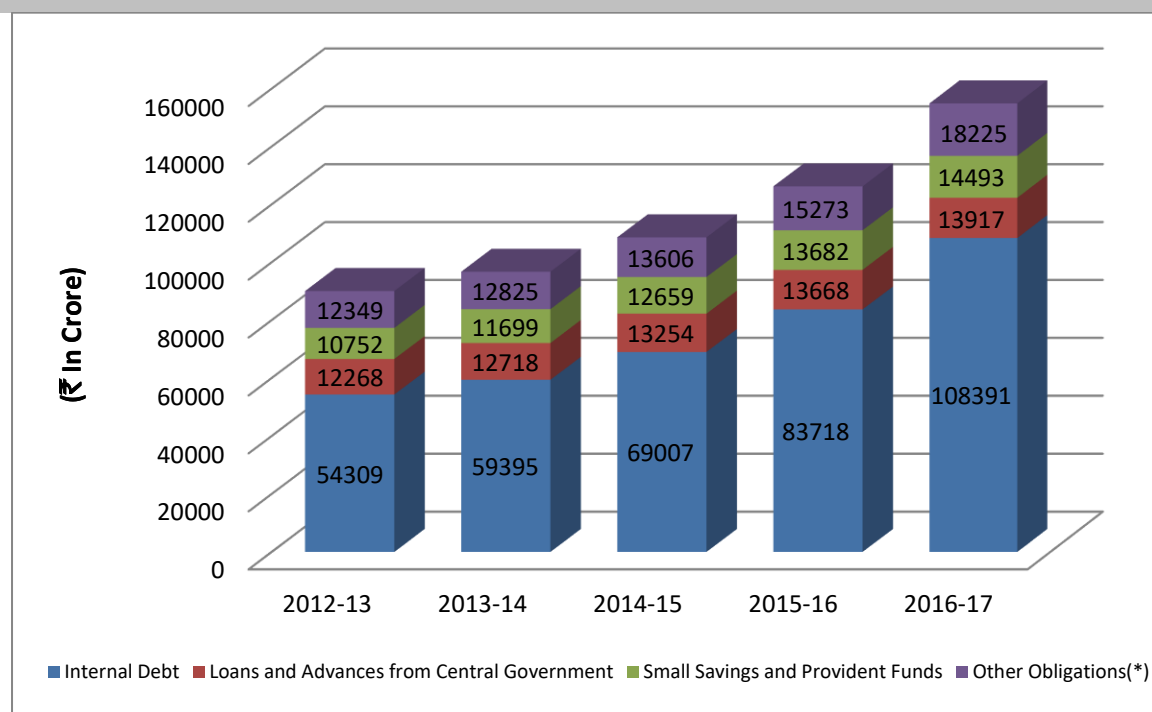
Year	Public Debt	Per cent to GSDP	Public Account* ¹⁶	Per cent to GSDP	Total Liabilities* ¹⁶	Per cent to GSDP
2012-13	6,65,77	17	2,35,91	6	9,01,68	24
2013-14	7,21,13	17	2,47,13	6	9,68,26	22
2014-15	8,22,62	17	2,64,26	5	10,86,88	22
2015-16	9,73,86	17	2,97,58	5	12,71,44	23
2016-17	12,23,08	19	3,34,92	5	15,58,00	24

* Excludes suspense and remittance balances.

Note:- Figures are progressive balances to end of the year.

There is a net increase of ₹ 2,86,56 crore (23 per cent) in Public Debt and Other liabilities in 2016-17 as compared to 2015-16.

TRENDS IN GOVERNMENT LIABILITIES



(*) Non-interest bearing obligations such as deposits of Local Funds, other earmarked funds, etc.

¹⁶ The amount of ₹ 6,62 crore retained in Madhya Pradesh pending allocation between Madhya Pradesh and Chhattisgarh as per re-organisation Act, 2000.

6.3 Guarantees

The position of guarantees by the State Government for the re-payment of loans and capital and payment of interest thereon raised by Statutory Corporations, Government Companies, Corporations, Co-operative Societies, etc., is given below.

(₹ in crore)

At the end of the year	Maximum Amount Guaranteed (Principal only)	Outstanding Principal and Interest as on 31st March
2012-13	1,47,52	77,20
2013-14	2,14,72	99,78
2014-15	3,18,85	2,01,24
2015-16	4,01,71	2,75,30
2016-17	4,03,95	3,33,97

Note:- Details are available at Statement No.9 and are based on information received from the State Government and where available, from the respective institutions.

The State Government constituted the Guarantee Redemption Fund in 2006 in terms of the recommendation of the Twelfth Finance Commission. As per the scheme, the Government is required to contribute an amount equal to the guarantee fee realised in the preceding year and matched by equal contribution by the State Government. Guarantee fees of ₹ 14.21 crore was realised in the preceding year. Accordingly ₹ 28.42 crore was to be contributed by the State to the Fund in the year 2016-17 but ₹ 14.21 crore was contributed by State Government to the fund resulting in short contribution of ₹ 14.21 crore. The balance in the Fund was ₹ 4,08.79 crore and the entire balance was invested in Central Government dated securities.

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CHAPTER 7

OTHER ITEMS

7.1 Loans and Advances by the State Government

Total Loans and Advances made by the State Government at the end of 2016-17 was ₹ 4,49,95¹⁷ crore. Of this, Loans and Advances to Government Corporations/Companies, non-Government Institutes and Local Bodies amounted to ₹ 4,49,70¹⁸ crore. During the year the State Government had disbursed loans and advances amounting to ₹ 49,40 crore and recovered outstanding loans amounting to ₹ 7,72 crore. ₹ 62 crore as interest was received during the year.

7.2 Financial Assistance to Local Bodies and Others

During the past five years, Grants-in-aid to local bodies etc., increased from ₹ 1,86,88 crore in 2012-13 to ₹ 4,99,80 crore in 2016-17. Grants to Urban Local Bodies and Panchayati Raj Institutions (₹ 2,50,02 crore) represented 50 *per cent* of total grants given during the year.

Details of Grants-in-aid for the past five years are as under.

(₹ in crore)

Year	Urban Local Bodies	Panchayati Raj Institutions	Others	Total
2012-13	51,74	69,00	66,14	1,86,88
2013-14	67,48	67,95	73,62	2,09,05
2014-15	66,70	1,00,13	1,14,10	2,80,93
2015-16	75,79	1,43,17	1,57,50	3,76,46
2016-17	81,94	1,68,08	2,49,78	4,99,80

¹⁷ Includes ₹ 21,76 crore retained in Madhya Pradesh yet to be apportioned between Madhya Pradesh and Chhattisgarh.

¹⁸ Includes ₹ 21,19 crore retained in Madhya Pradesh yet to be apportioned between Madhya Pradesh and Chhattisgarh.

7.3 Cash Balance and investment of Cash Balance

(₹ in crore)

Component	As on 1st April, 2016	As on 31st March, 2017	Net increase(+)/ decrease (-)
Cash Balances	10,09	(-) 53	10,62
Investments from cash balance (GOI Treasury Bills & GOI securities)	94,85	1,06,28	11,43
Investment from earmarked fund balances	4,02	4,16	14
(a) Sinking Fund	--	--	--
(b) Guarantee Redemption Fund	3,95	4,09	14
(c) Other Funds	7	7	--
Interest Realised	2,51	4,27	1,76

Interest realised on investment of cash balance decreased by 70 *per cent* during the year as compared to 2015-16.

7.4 Reconciliation of accounts

Accuracy and reliability of accounts depend among other things, on timely reconciliation of the figures available with the departments and the figures appearing in the accounts compiled by the Principal Accountant General (Accounts and Entitlements). This exercise is to be conducted by respective Heads of Departments. The reconciliation of accounts of many departments is in arrears. In 2016-17 only 35.58 *Per cent* (₹ 5,39,85.77 crore) of the total expenditure of ₹15,17,66.61 crore of the State Government was reconciled. Similarly, out of total receipts of ₹ 12,41,03.04 crore, only 3.07 *Per cent* (₹ 38,06.56 crore) was reconciled. Reconciliation of Deposits, Reserve Funds and Other Accounts in Public Account is not being done by the State Government.

7.5 Outstanding Utilization Certificates (UCs) against Grants-in-aid given by the State Government:

In the case of conditional grants, a formal Utilisation Certificate (UC) about the proper utilisation of the grant from the administrative, technical and financial point of view is to be furnished to the Principal Accountant General (A&E) by the sanctioning authority on or before 30th September of the year following that to which the Grant is related as per rule 182 of Madhya Pradesh Financial Code. Proper utilisation of funds could not be known because of non-receipt of Utilisation Certificates from the users.

The status of outstanding UCs is mentioned below:-

Year-wise position of outstanding Utilisation Certificates

(₹ in crore)

Year	Number of Utilisation Certificate awaited	Amount
Up to 2014-15	21075	17,748.04
2015-16	17	327.21
2016-17	2	4.85*
Total	21094	18,080.10

(*Except where the sanction orders state otherwise, Utilisation Certificate in respect of grants disbursed till 31 March 2017 will be due on or before 30th September 2017).

64.58 *per cent* of Utilisation Certificates were awaited from Agriculture Department (3090 UCs amounting to ₹ 439.99 crore), Social Security and Welfare (1143 UCs amounting to ₹ 748.03 crore), Food, Civil Supplies and Consumer Protection Department (1596 UCs amounting to ₹ 4,795.82 crore), Labour and Employment (1269 UCs amounting to ₹ 44.61 crore), Industries Department (2987 UCs amounting to ₹ 187.07 crore) and Fisheries Department (3536 UCs amounting to ₹ 11.12 crore) as on 31st March 2017.

7.6 Accumulation of Suspense Balances: Non-clearance of outstanding balances under Suspense Heads affects the accuracy of receipt/expenditure figures and balances under different heads of accounts which are carried forward from year to year. Clearance of suspense items depends on details furnished by the State Treasuries, Works, Forest and R.E.S. Divisions, PAOs etc.

Details of significant outstanding Suspense Balances are as given below :

(₹ in crore)

Head of Account		Opening Balance as on 1 st April, 2016		Receipts	Disbursements	Closing Balance as on 31 st March, 2017	
8658	Suspense Accounts						
101	Pay and Accounts Office Suspense	Dr.	58,55	(-) 26	4,40	Dr.	63,21
107	Cash settlement Suspense Account	Dr.	1,41,63	32	--	Dr.	1,41,31
110	Reserve Bank Suspense – Central Accounts office	Dr.	2,18,44	77	1,95,49	Dr.	4,13,16
112	Tax Deducted at Source (TDS) Suspense	Cr.	1,98,94	17,87	--	Cr.	2,16,81
129	Material Purchase Settlement Suspense Account	Cr.	2,19,29	--	--	Cr.	2,19,29

7.7 Disclosure under the Madhya Pradesh Fiscal Responsibility and Budget Management (MPFRBM) Act, 2005:

Section 5 of the MPFRBM Act requires that the State Government shall, at the time of presenting the Annual Budget, make disclosures in three statements namely (a) the Macroeconomic Framework Statement (b) the Medium Term Fiscal Policy Statement and (c) the Fiscal Policy Strategy Statement. While making these

statements in the Budget of 2016-17, the State Government has made all the disclosures.

In terms of the recommendations of the Fourteenth Finance Commission, the State Government amended the MPFRBM Act, 2005 in January 2016. The targets mentioned in the Act and achievements in 2016-17 as depicted in the Accounts are given below:

Fiscal Targets and Achievements in accordance to FRBM Act/Rules

Area	Target	Achievement (2016-17)
Revenue Surplus/ Deficit	Revenue Surplus	As per Accounts, the Revenue Surplus is ₹ 7,780.42 crore (excluding ₹ 4,011 crore expenditure under UDAY).
Fiscal Deficit	Not exceeding 3.5 <i>per cent</i> of GSDP	As per Accounts, the Fiscal Deficit is ₹ 20,303.5 crore (excluding expenditure of ₹ 7,568 crore : ₹ 4,011 crore under Revenue Section and ₹ 3,557 crore under Capital Section and excluding receipt of ₹ 208 crore under Loans and Advances under UDAY) which is 3.17 <i>per cent</i> of GSDP.
Outstanding Debt	Not exceeding 25.00 <i>per cent</i> of GSDP	The outstanding debt of ₹ 1,48,440.13 crore (excluding bonds for ₹ 7,360 crore issued under UDAY) is 23.18 <i>per cent</i> of GSDP.

(*) Source:- GSDP for the year 2016-17 is taken as ₹ 6,40,483.64 crore as per advance estimates of Directorate of Economics and Statistics, Government of Madhya Pradesh. The figures are not available on the web site of the Ministry of Statistics and Programme Implementation, Government of India.