



SUPREME AUDIT INSTITUTION OF INDIA  
लोकहितार्थं सत्यनिष्ठा  
Dedicated to Truth in Public Interest



# Accounts at a Glance

## 2021-22

GOVERNMENT OF ASSAM



**ACCOUNTS AT A GLANCE  
2021- 2022**

**Principal Accountant General  
(Accounts and Entitlement), Assam**



# Preface


This is the 24<sup>th</sup> issue of our annual publication '**Accounts at a Glance**'.

The Annual Accounts of the State Government are prepared and examined under the directions of Comptroller and Auditor General of India (C&AG), 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 (Vol. I & II) and (b) Appropriation Accounts. Finance Accounts are summary statements of accounts under the Consolidated Fund, Contingency Fund and the Public Account. The Appropriation Accounts record the Grant-wise expenditures against provisions approved by State Legislature and offer explanations for variations between the actual expenditure and the funds provided. The Principal Accountant General (Accounts and Entitlements) 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.

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

GUWAHATI  
Dated: 14 June 2023

  
( K.S. Gopinath Narayan )  
Principal Accountant General (A&E)  
Assam



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# Our Vision, Mission and Core Values

## VISION

(The 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.

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.

## MISSION

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

## CORE VALUES

(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



# Chapter-I

## Overview

### 1.1 Introduction

The monthly accounts of the State Government are compiled and consolidated from the accounts submitted by the District Treasuries, Public Works and Forest Divisions, etc. to the Principal Accountant General (Accounts and Entitlement). Besides, the Finance Accounts (Vol. I & II) and the Appropriation Accounts are prepared annually by the Principal Accountant General under the directions of the 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.

## 1.2 Structure of Government Accounts

### 1.2.1 Government accounts are kept in three parts:

#### Structure of Government Accounts

##### Part 1 CONSOLIDATED FUND

- All revenue received by the Government including tax and non-tax revenues, loans raised and repayment of loan given (including interest thereon) form the Consolidated Fund.
- All expenditure and disbursements of the Government, including release of loans and repayments of loans taken (and interest thereon), are met from this fund.

The Contingency Fund is in the nature of an imprest, intended to meet unforeseen expenditure, pending authorization by the Legislature. Such expenditure is recouped subsequently from the Consolidated Fund.

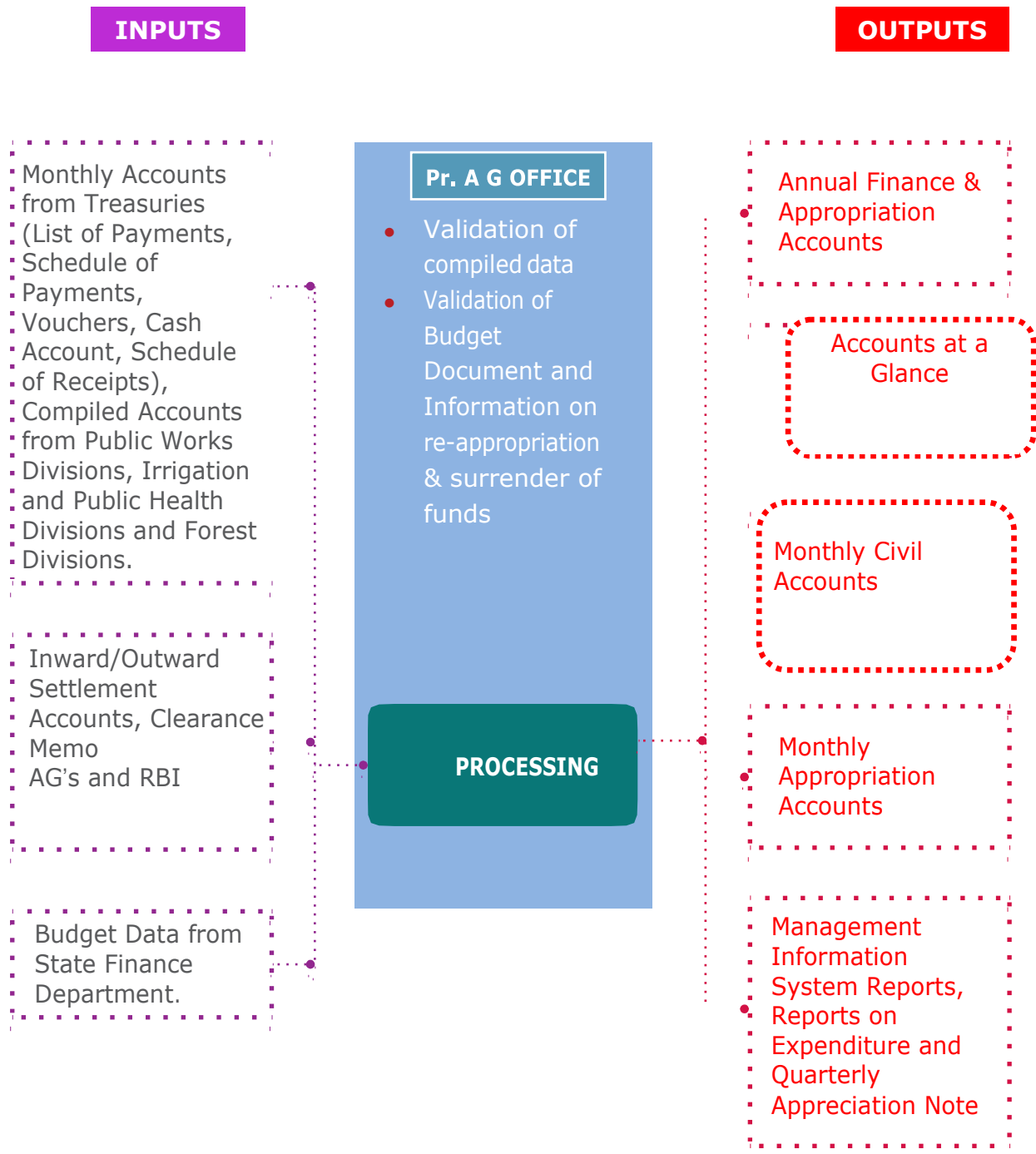
##### Part 2 CONTINGENCY FUND

##### Part 3 Public Account

- All public moneys received, other than those credited to the Consolidated Fund, are accounted for under the Public Account. In respect of such receipts, Government acts as a banker or trustee. The Public Account comprises: repayable like Small Savings and Provident Funds, Reserve Fund, Deposits and Advances, Suspense and Miscellaneous transaction (adjusting entries pending booking to final heads of account), Remittances between accounting entities, and Cash Balance.

## 1.2.2 Compilation of Accounts

### Flow diagram for Accounts Compilation



## 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. Finance Accounts have been issued in two volumes, in a new format, to make them more comprehensive and informative. Volume - I of the Finance Accounts contains the certificate of the Comptroller and Auditor General of India, summarized 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 Assam, as depicted in the Finance Accounts 2021-2022, are given below:

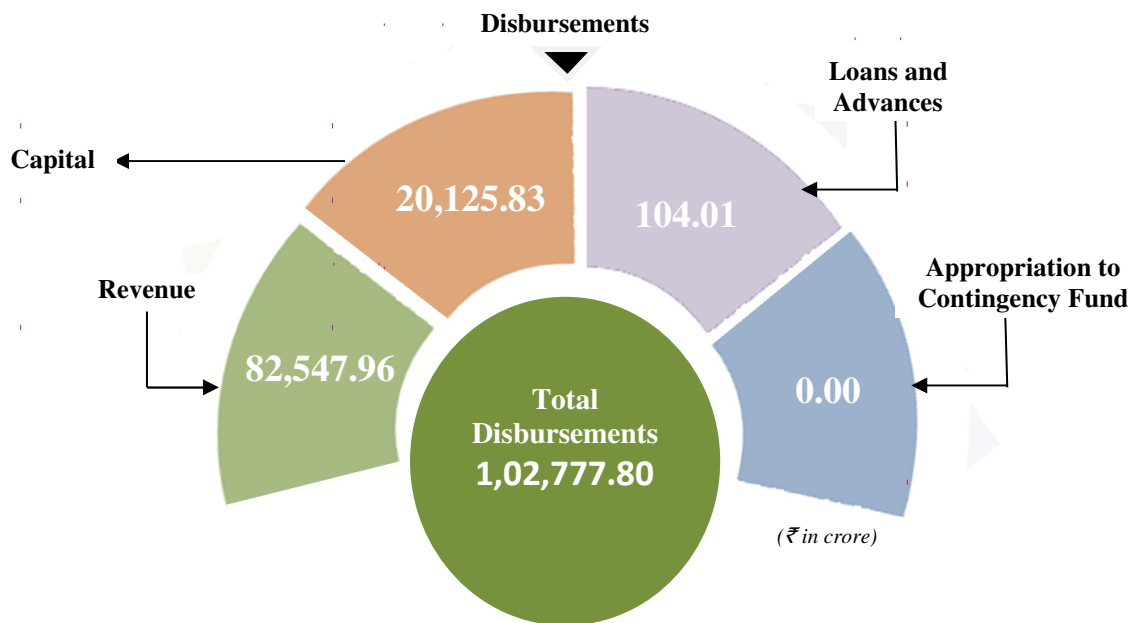
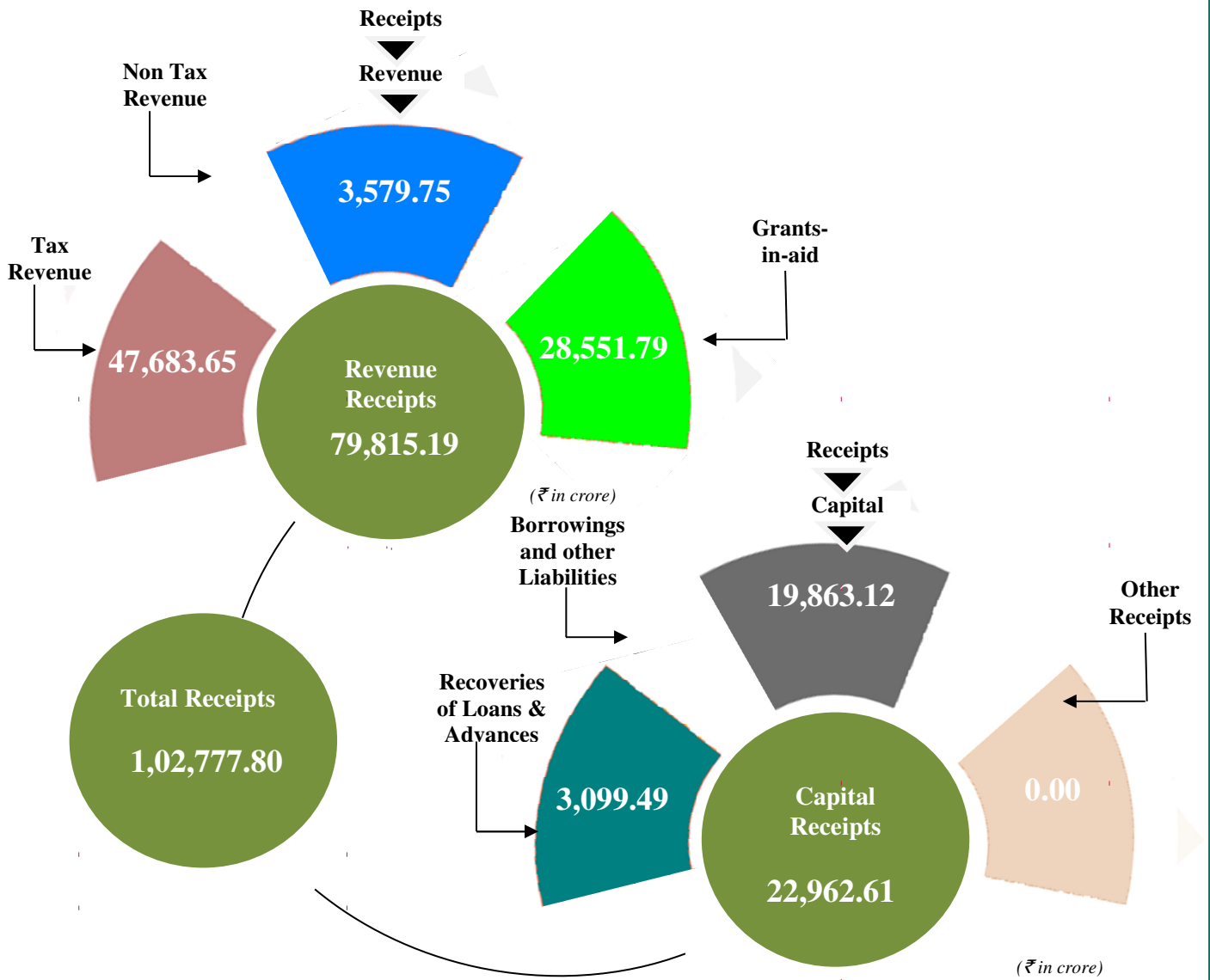
<b>Receipts</b> (Total: 1,02,777.80)	<b>Revenue</b> (Total: 79,815.19)	Tax Revenue	47,683.65
		Non-Tax Revenue	3,579.75
		Grants-in-Aid	28,551.79
	<b>Capital</b> (Total: 22,962.61)	Recovery of Loans and Advances	3,099.49
		Borrowing and other liabilities*	19,863.12
<b>Disbursements</b> (Total: 1,02,777.80)	Revenue		82,547.96
	Capital		20,125.83
	Loans and Advances		104.01
	Appropriation to Contingency Fund		---

\* Borrowing and other Liabilities: Net (Receipts-Disbursements) of Public Debt + Net of Contingency Fund + Net (Receipts- Disbursements) of Public Account + Net of Opening and Closing Cash Balance.

Government of India transferred substantial funds to State Implementing Agencies/ Non-Government Organizations (NGOs) for implementation of various Schemes/ Programmes. As per PFMS portal of the Controller General of Accounts (CGA), Government of India released ₹ 12,543.88 crore to the Implementing Agencies in Assam during 2021-22.

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.

# Receipts and disbursement in the year 2021-22



### ***1.3.2. Appropriation Accounts***

Under the Constitution, no expenditure can be incurred by the Government except with authorization of the Legislature. Barring certain expenditure specified in the Constitution as “charged” on the Consolidated Fund, which can be incurred without vote of the Legislature, all other expenditure requires to be “voted”. The budget of the Assam has 3 charged Appropriation and 78 voted Grants. The purpose of the Appropriation Accounts is to indicate the extent to which the actual expenditure compiled with the appropriation authorized by the Legislature through the Appropriation Act of each year.

### ***1.3.3 Efficiency on Budget Preparation***

At the end of the year, the gross expenditure (₹ 1,07,814.62 crore) of the Government of Assam against the gross budget (₹ 1,36,554.69 crore) approved by the Legislature, showed a net saving of ₹ 28,740.06 crore (26.66 *per cent* of estimates). Against a recovery budget estimates of ₹ 858.00 crore, ₹ 1,509.93 crore was recovered as reduction of expenditure resulting in excess of recoveries of ₹ 746.68 crore over the budget estimates. Certain grants like those relating to Industries, North Eastern Council Schemes and Urban Development (GDD) etc. showed substantial savings over the last five years. The gross expenditure includes ₹ 25.57 crore drawn on Abstract Contingent (AC) Bills, of which the entire amount is outstanding at the end of the year for want of supporting Detailed Contingent (DC) Bills.

## **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 Governments to maintain their liquidity. Overdraft (OD) facilities are provided when there is a shortfall in the agreed minimum cash balance (₹ 1.08 crore) maintained with the RBI. The Government maintained the minimum cash balance with the RBI during 2021-22 and no Ways and Means Advances or Overdraft was taken during the year.



### **1.4.2 Overdraft from the Reserve Bank of India**

Overdraft is taken from the Reserve Bank of India while the limit of minimum cash balance falls below ₹ 1.08 crore, even after taking Ways and Means Advances which is required to be maintained with the Reserve Bank of India. The Government maintained the minimum cash balance with the RBI during 2021-22 and no Overdraft was taken during the year.

### **1.4.3 Fund flow statement**

The State had a Revenue Deficit of ₹ 2,732.77 crore and a Fiscal Deficit of ₹ 19,863.12 crore representing 0.63 *per cent* and 4.58 *per cent* respectively of the Gross State Domestic Product (GSDP). The Fiscal Deficit constituted 19.33 *per cent* of total expenditure of ₹ 1,02,777.80 crore. The Fiscal Deficit of ₹ 19,863.12 crore was financed by way of (i) Internal debt (Market borrowing, Loans from financial Institution etc.) ₹ 10,766.08 crore, (ii) Loans and Advances from the Central Government ₹ 2,377.18 crore, (iii) Small Savings, Provident Fund etc. ₹ 601.53 crore, (iv) Deposit and Advances ₹ 46.52 crore, (v) Sinking Funds and Reserve Funds ₹ (-) 1,131.30 crore, (vi) Suspense & Miscellaneous ₹ (-) 36.04 crore, (vii) Remittances ₹ 23.76 crore (viii) Cash Balance ₹ 5,523.34 crore (ix) Investments ₹ (-)307.95 crore (x) Amount closed to Government Account during 2020-21 ₹ 2,000.00 crore.

N.B. Gross State Domestic Product (GSDP) for 2021-2022 as per Directorate of Economics and Statistics, GOA at current prices was ₹ 4,33,925.44 crore (current price).

## Sources and Application of Funds

(₹ in crore)

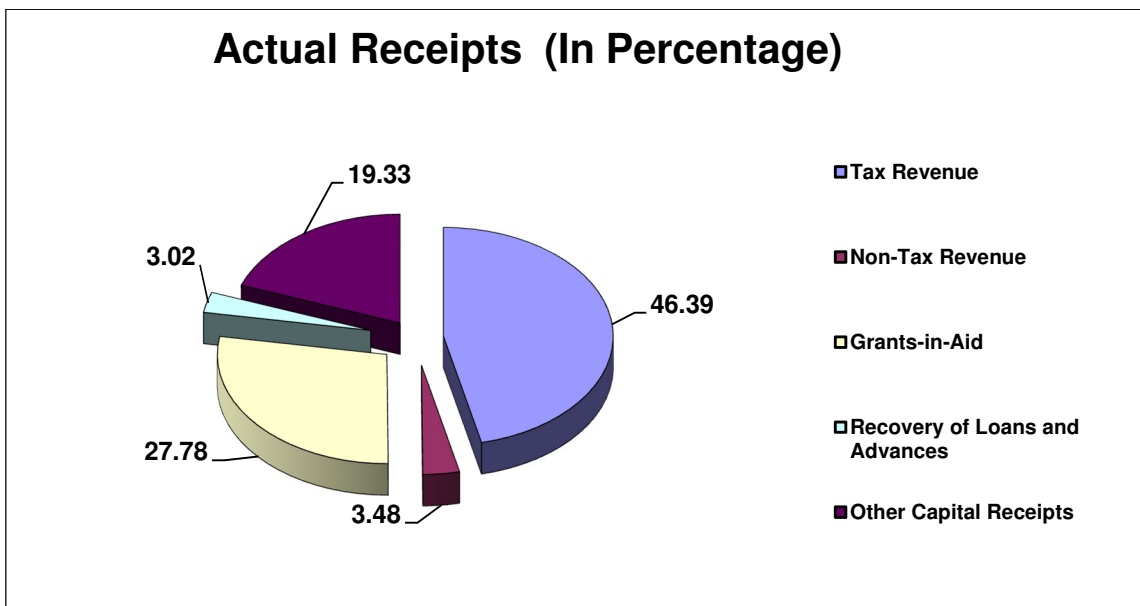
### SOURCES

Opening Cash Balance as on 1 April 2021	3,696.76
Revenue Receipts	79,815.19
Recovery of Loans and Advances	3,099.49
Public Debt (Net)	13,143.26
Public Account (Net)	1,196.52
<b>TOTAL</b>	<b>1,00,951.22</b>

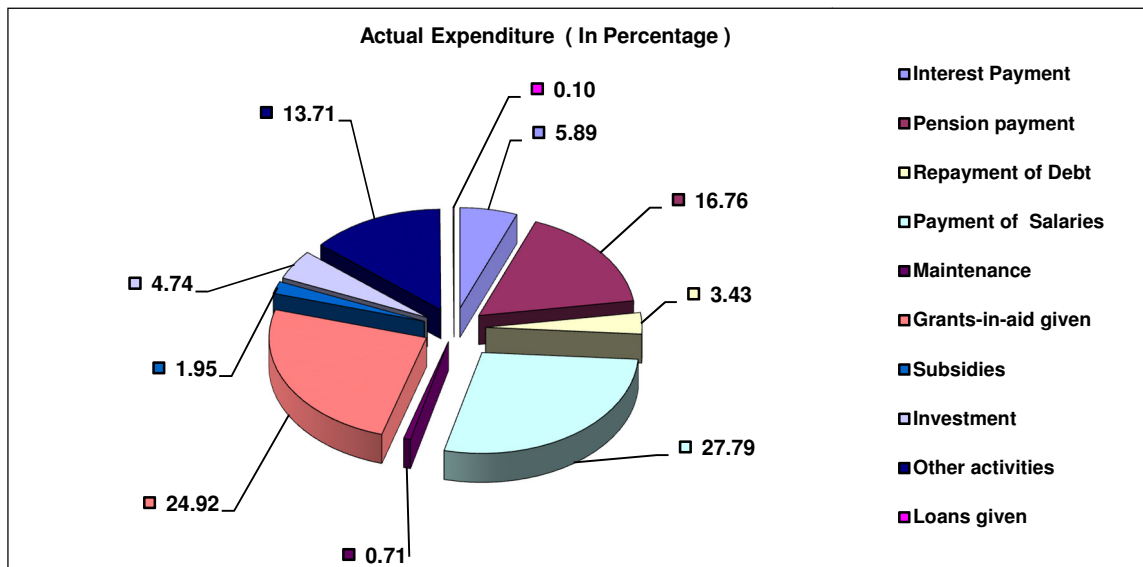
### APPLICATION

Revenue Expenditure	82,547.96
Capital Expenditure	20,125.83
Loans Given	104.01
Closing Cash Balance as on 31 March 22	(-)1,826.58
<b>TOTAL</b>	<b>1,00,951.22</b>

### 1.4.4 Where the Rupee came from



### 1.4.5 Where the Rupee went



## 1.5 Highlights of Accounts

(₹ in crore)

Particulars		B.E. 2021-22	Actuals 2021-22	Percentage of Actuals to B.E.	Percentage of Actuals to GSDP #
1.	Tax Revenue	41,996.37	47,683.65	113.54	10.99
2.	Non-Tax Revenue	6,097.60	3,579.75	58.71	0.82
3.	Grants-in-aid & Contributions	40,885.44	28,551.79	69.83	6.58
4.	Revenue Receipts (1+2+3)	88,979.41	79,815.19	89.70	18.39
5.	Recovery of Loans & Advances	12.61	3,099.49	24,579.62	0.71
6.	Other Receipts	---	---	---	---
7.	Borrowings and Other Liabilities	44,026.44	19,863.12	45.12	4.58
8.	Capital Receipts (5+6+7)	44,039.05	22,962.61	52.14	5.29
9.	Total Receipts (4+8)	1,33,018.46	1,02,777.80	77.27	23.69
10.	Revenue Expenditure	99,752.92	82,547.96	82.75	19.02
11.	Interest Payments out of 10	7,063.73	6,051.47	85.67	1.39
12.	Capital Expenditure*	33,265.54	20,229.84	60.81	4.66
13.	Total Expenditure (10+12)	1,33,018.46	1,02,777.80	77.27	23.69
14.	Revenue Surplus (+) Deficit (-) (4-10)	(-)10,773.51	(-)2,732.77	25.37	0.63
15.	Fiscal Surplus (+) Deficit (-) {(4+5)-13}	(-)44,026.44	(-)19,863.12	45.12	4.58

\* Expenditure on Capital Account consists of Capital Expenditure (₹ 20,125.83 crore), Loans and Advances disbursed (₹ 104.01 crore).

# GSDP ₹ 4,33,925.44 Crore (current price).

## What do the deficits and surpluses indicate?

### ● **DEFICIT**

- Refers to the gap between revenue and expenditure. The kind of deficit, how the deficit is financed, and application of funds are important indicators of prudence in financial management.

Refers to the gap between revenue receipt and revenue expenditure. Revenue expenditure is required to maintain the existing establishment of government and ideally, should be fully met from revenue receipts.

### · **REVENUE/ DEFICIT SURPLUS**

### ● **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 and ideally should be invested in capital projects.

Deficit indicators, revenue augmentation and expenditure management are major yardsticks for judging the fiscal performance of the Government.

## 1.6 Fiscal Responsibility and Budget Management (FRBM) Act, 2005

As per the recommendations of the XIV Finance Commission, Government of Assam had laid the fiscal strategy under Assam FRBM Act before the Legislature, along with the Budget documents for 2021-22, State Government's performance, against the targets prescribed in the Act as reflected in the accounts for 2021-22, is given below:

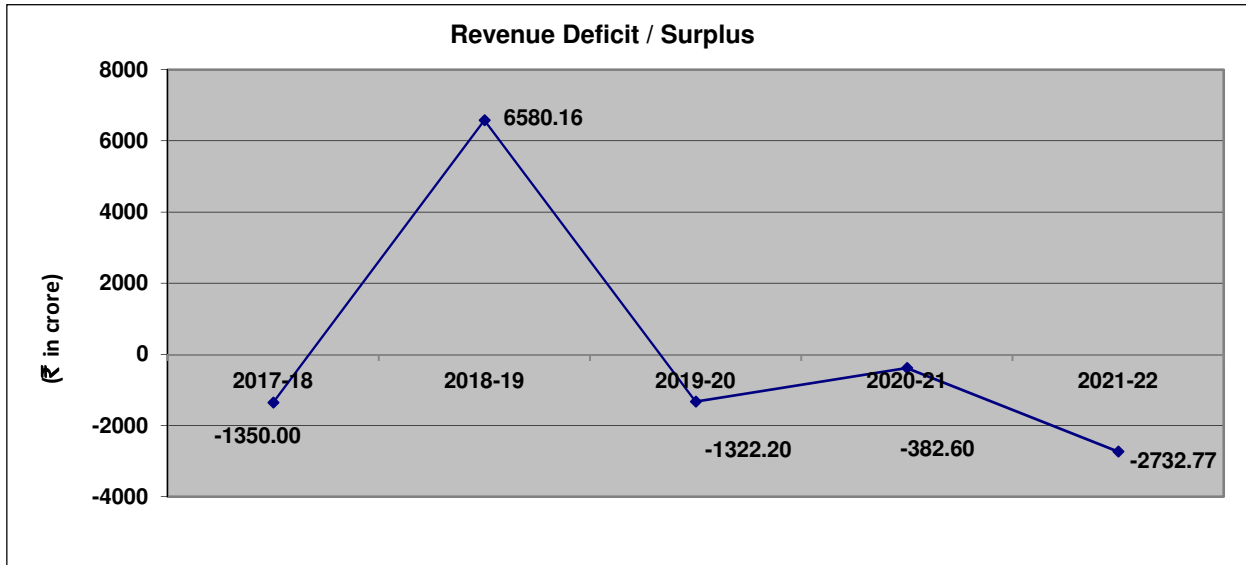
Sl. No.	Targets	Achievements during the year as per the accounts and GSDP*
1	Maintain Revenue Surplus	The State Government could not maintain Revenue Surplus during 2021-22. There was Revenue Deficit of ₹ 2,732.77 crore during the year (0.63 per cent of Gross State Domestic Product)
2	Fiscal deficit shall not exceed 5.00 per cent of Gross State Domestic Product**.	The Fiscal Deficit for 2021-22, was ₹ 19,863.12 crore as per the accounts (4.58 per cent of Gross State Domestic Product).
3	Outstanding debt expressed as percentage of GSDP shall be less than 28.50 per cent of GSDP.	The Outstanding Debt of ₹ 99,918.54 # crore for 2021-22 as per accounts, was 23.03 per cent of GSDP.

\*Gross State Domestic Product for 2020-21 as per Directorate of Economic and Statistics, Government of Assam, at current prices was ₹ 4,33,925.44 crore.

\*\* Government of India allowed additional borrowing of 2.00% of GSDP over and above of 3.00% of GSDP for the year 2021-22 to overcome revenue loss due to COVID-19 pandemic (Amendment of Section – 4 of FRBM Act 2020 vide Notification No. IGL.59/2005/85 dated 19-10-2020).

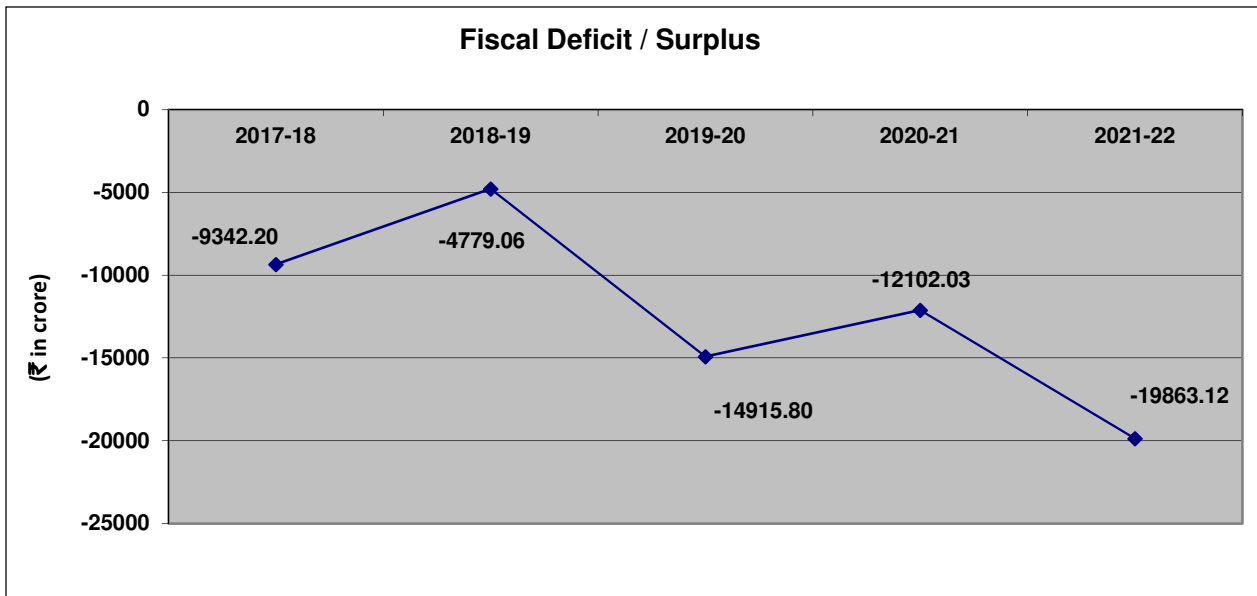
# This debt does not include ₹ 2,767.87 crore, which was passed on as back to back loans by GOI, in lieu of shortfall in GST Compensation vide GOI's letter No. F. No. 40(1)PF-S/2021-22/GST-07 dated 28-10-2021.

### 1.6.1 Trend of Revenue Deficit / Surplus



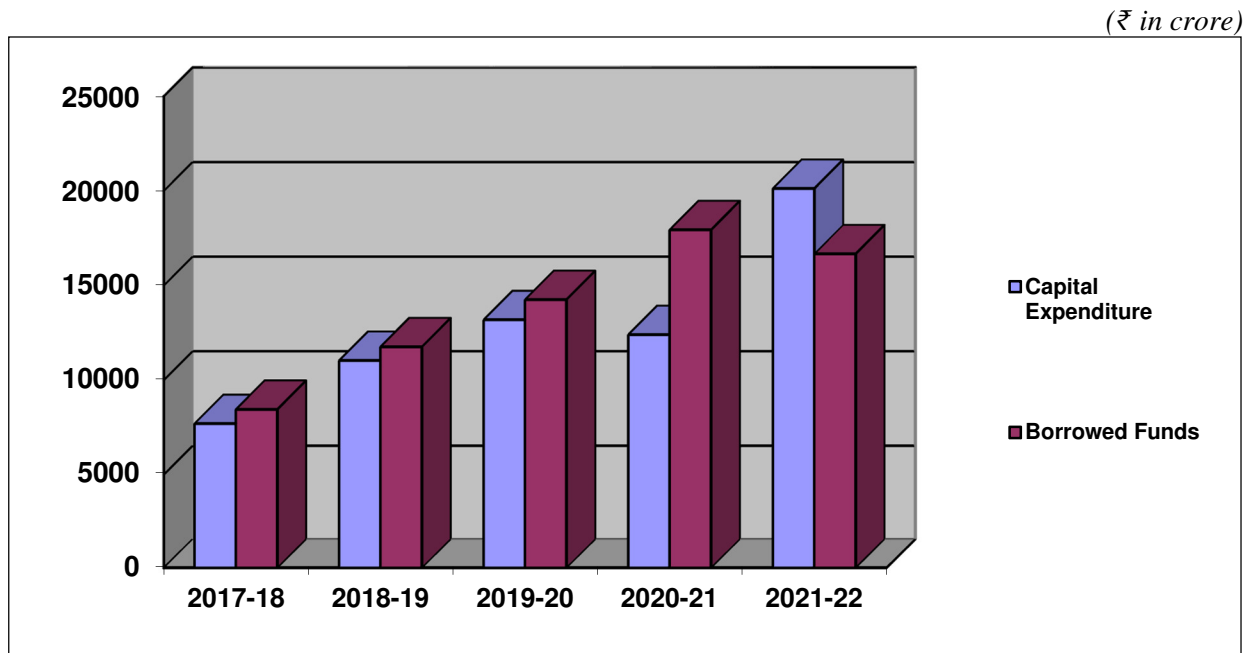
It appears from the above, the State Government could not maintained Revenue Surplus during 2021-22 indicating that the State was not within its means to meet its revenue expenditure

### Trend of Fiscal Deficit / Surplus



The above graph shows that the State Government registered a fiscal deficit of ₹ 19,863.12 crore (4.58 per cent of GSDP) in 2021-22 and thus could not managed to restrict it below FRBM target, which is 5 per cent of GSDP. It increased from fiscal Deficit ₹ 9,342.20 crore in 2017-18 to fiscal deficit ₹ 19,863.12 crore in 2021-2022.

### 1.6.3 Proportion of borrowed funds spent on Capital Expenditure.



It is desirable to fully utilize borrowed funds for the creation of capital assets, and to use revenue receipts for the repayment of principal and interest. The State Government fully utilized the borrowed fund of the current year (₹ 16,670.15 crore) on capital expenditure (₹ 20,125.83 crore).



# Chapter-II Receipts

## 2.1 Introduction

Receipts of the Government are classified as Revenue Receipts and Capital Receipts. Total Revenue Receipts for 2021-22 were ₹ 79,815.19 crore.

## 2.2 Revenue Receipts

### ● TAX REVENUE

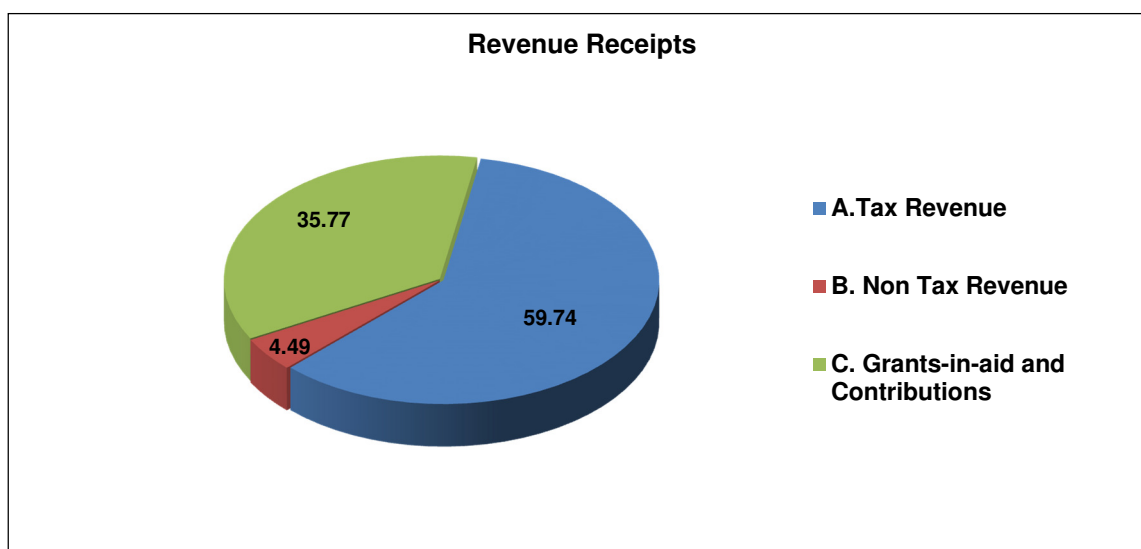
- Comprises taxes collected and retained by the state and State's share of Union Taxes under Article 280(3) of the Constitution.

Includes interest receipts, dividend, profits, departmental receipts etc.

### ● NON-TAX REVENUE

### ● GRANTS-IN-AID

- Essentially, a form of Central Assistance to the State Government from the Union Government. Includes 'External Grant Assistance' and 'Aid Material and 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 Receipt Components (2021-22)

(₹ in crore)

Components	Actuals	Per cent to Revenue Receipt
<b>A. Tax Revenue*</b>	<b>47,683.65</b>	<b>59.74</b>
Goods and Service Tax	18,474.99	23.15
Taxes on Income & Expenditure	16,777.35	21.02
Taxes on Property & Capital Transactions	626.53	0.78
Taxes on Commodities & Services	11,804.78	14.79
<b>B. Non-Tax Revenue</b>	<b>3,579.75</b>	<b>4.49</b>
Interest Receipts, Dividends and Profits	234.51	0.29
General Services	230.16	0.29
Social Services	43.98	0.06
Economic Services	3,071.10	3.85
<b>C. Grants-in-aid &amp; Contributions</b>	<b>28,551.79</b>	<b>35.77</b>
<b>Total – Revenue Receipts</b>	<b>79,815.19</b>	<b>100.00</b>

\* Includes Share of net proceeds of taxes assigned to States received from Union Government.

### 2.2.1 Trend of Revenue Receipt and GSDP

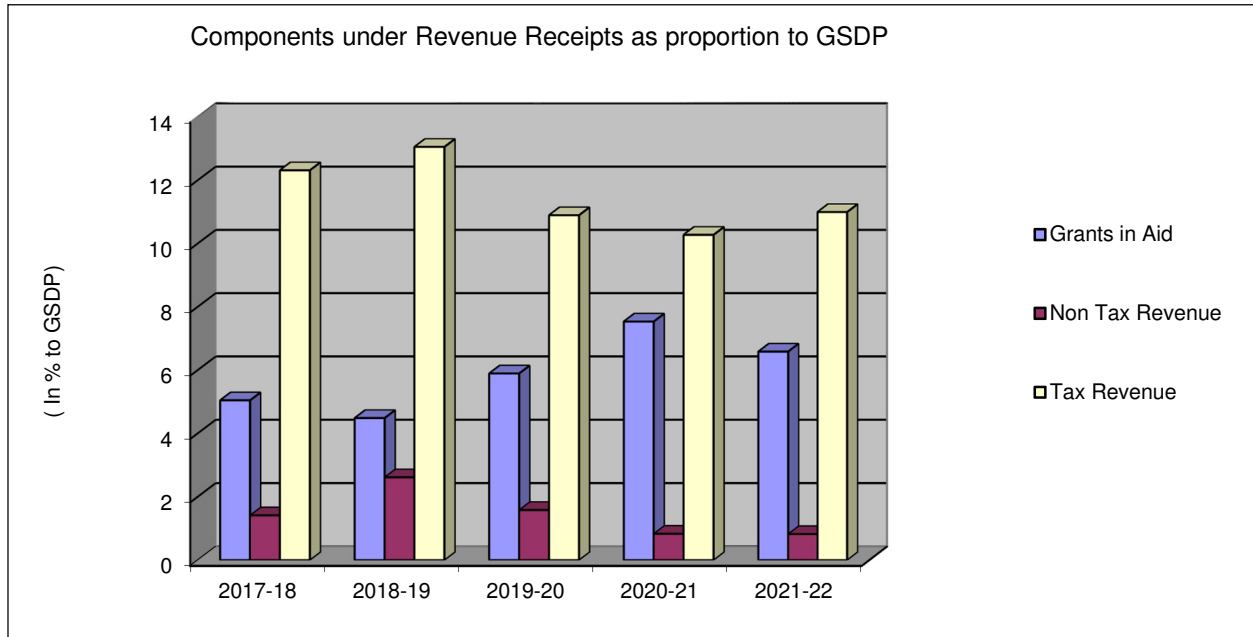
(₹ in crore)

	2017-18	2018-19	2019-20	2020-21	2021-22
Tax Revenues	35,517.06 (12.54)	41,140.70 (13.29)	38,250.13 (10.14)	35,762.93 (9.39)	47,683.65 (10.99)
Non-Tax Revenues	4,071.97 (1.44)	8,221.29 (2.66)	5,539.34 (1.47)	2,899.61 (0.76)	3,579.75 (0.82)
Grants-in-Aid	14,541.91 (5.14)	14,117.17 (4.56)	20,705.61 (5.49)	26,239.65 (6.89)	28,551.79 (6.58)
Total Revenue Receipts	54,130.94 (19.12)	63,479.16 (20.52)	64,495.08 (17.09)	64,902.19 (17.03)	79,815.19 (18.39)
GSDP	2,83,164.90 <sup>@</sup>	3,09,336.32 <sup>@</sup>	3,77,404.81 <sup>@</sup>	3,81,003.97 <sup>@</sup>	4,33,925.44 <sup>@</sup>

Note: Figures in parentheses represent percentage to GSDP and it varies from last year figure due to revised GSDP. Source of GSDP data: Director of Economics and Statistics, Government of Assam.

<sup>@</sup> Current price

Industry and service sector mainly led the current year GSDP growth by 13.89 *per cent* over 2020-21. Against this, growth in revenue receipts was 22.98 *per cent*. Tax Revenues increased by 33.33 *per cent* and Non-Tax Revenue by 23.46 *per cent*. Significant increase in collections under Non-Tax Revenues were under ‘Petroleum (₹ 2,505.29) crore, ‘Other Administrative Services’ (₹ 113.84) crore and ‘Forestry and Wild Life’ (₹ 393.14) crore. The State’s Own Revenue under certain tax components, like ‘0030’-Stamps and Registration Fees’(₹439.46) crore,‘0041-Taxes on Vehicles’ (₹ 978.21) crore and ‘0043- Taxes and Duties on Electricity’ (₹ 337.91) crore showed a higher trend.

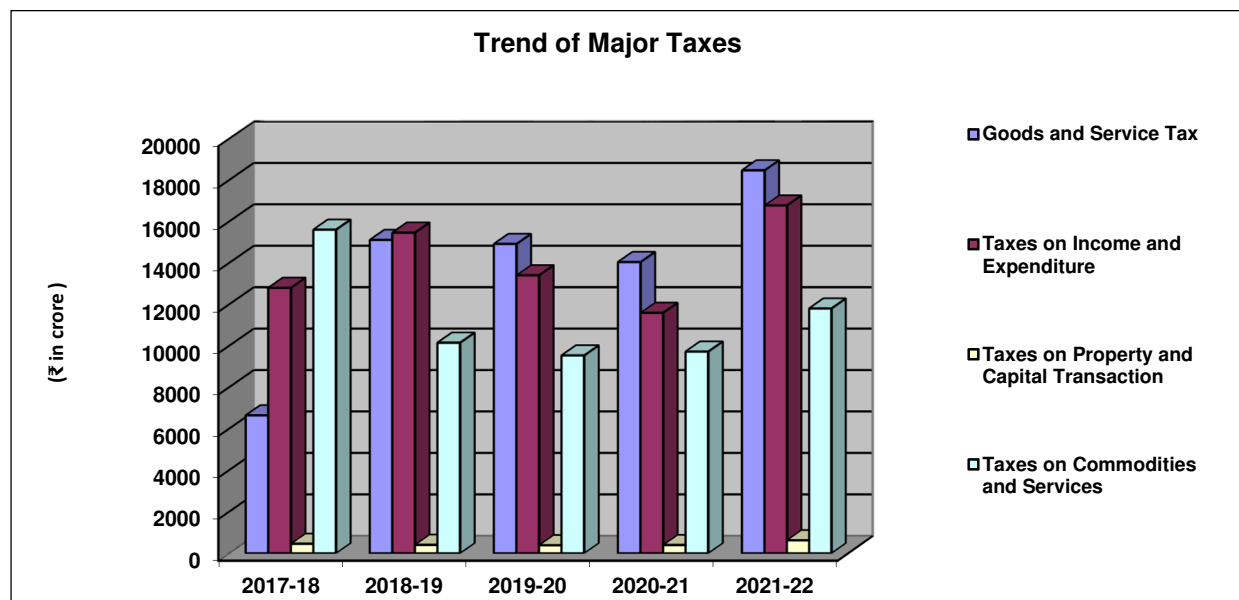


## 2.3 Tax Revenue

### Sector-wise Tax Revenue

	2017-18	2018-19	2019-20	2020-21	2021-22
	(₹ in crore)				
Goods and Service Tax	6,644.87	15,113.23	14,919.19	14,046.78	18,474.99
Taxes on Income and Expenditure	12,803.35	15,466.62	13,406.13	11,593.96	16,777.35
Taxes on Property and Capital Transactions	458.36	407.15	387.14	397.57	626.53
Taxes on Commodities and Services	15,610.48	10,153.70	9,537.67	9,724.62	11,804.78
<b>Total Tax Revenue</b>	<b>35,517.06</b>	<b>41,140.70</b>	<b>38,250.13</b>	<b>35,762.93</b>	<b>47,683.65</b>
<b>GSDP</b>	<b>2,83,164.90<sup>@</sup></b>	<b>3,09,336.32<sup>@</sup></b>	<b>3,77,404.81<sup>@</sup></b>	<b>3,81,003.97<sup>@</sup></b>	<b>4,33,925.44<sup>@</sup></b>

@ Current Price



### 2.3.1 State's own tax and State's share of Union Taxes

(₹ in crore)

Year	Tax Revenue	Devolution of Union Taxes	State's Own Tax Collection	
			Amount	Percentage to GSDP
(1)	(2)	(3)	(4)	(5)
2017-18	35,517.06	22,301.54	13,215.52	4.67
2018-19	41,140.70	25,215.85	15,924.85	5.14
2019-20	38,250.13	21,721.44	16,528.69	4.38
2020-21	35,762.93	18,629.32	17,133.61	4.50
2021-22	47,683.65	28,150.55	19,533.10	4.50

### 2.4 Cost of Tax Collection

(₹ in crore)

Taxes	2017-18	2018-19	2019-20	2020-21	2021-22
<b>Taxes on Sales, Trade etc.</b>					
Revenue Collection	646.95	4,698.74	4,480.96	5,070.97	4,866.68
Expenditure on Collection	30.11	60.48	61.99	62.24	65.64
Cost of Tax Collection	4.65%	1.29%	1.38%	1.23%	1.35%
<b>Land Revenue</b>					
Revenue Collection	219.39	163.22	94.16	116.81	185.02
Expenditure on Collection	18.35	19.98	25.08	21.25	21.22
Cost of Tax Collection	8.36%	12.24%	26.64%	18.19%	11.47%
<b>Taxes on Vehicles</b>					
Revenue Collection	646.95	765.01	815.82	723.98	978.21
Expenditure on Collection	30.11	32.95	36.50	36.89	36.97
Cost of Tax Collection	4.65%	4.31%	4.47%	5.10%	3.78%

Taxes on Sales, Trade etc. form a major chunk of tax revenue. Tax collection efficiency is excellent. However, the expenditure on collection of Taxes on Land Revenue was very high as compared to other taxes.

## 2.5 Tax Buoyancy

If tax revenue increases with the growth of its base, but without an extension of the tax coverage or upward revision of the tax rates, the tax is said to be buoyant. It has an inherent tendency to yield more tax revenue with the growth of the base. Numerically, the buoyancy of a tax is measured as a ratio of the proportionate increase in tax revenue to a proportionate increase in the tax base (in other word GDP/SGDP growth). Table below explains tax buoyancy relative to GSDP growth:

		(₹ in crore)	
	Parameters	2020-2021	2021-2022
(I)	Tax Revenue (TR) (₹ in crore)	35,762.93	47,683.65
(II)	Rate of growth of TR ( <i>per cent</i> )	(-)6.50	33.33
(III)	State's own taxes (₹ in crore)	17,133.61	19,533.10
(IV)	Rate of growth of own taxes ( <i>per cent</i> )	3.66	14.00
(V)	Gross State Domestic Product (GSDP) (₹ in crore)	3,81,003.97 <sup>@</sup>	4,33,925.44 <sup>@</sup>
(VI)	Rate of growth of GSDP (Per cent)	0.95	13.89
(VII)	TR buoyancy w.r.t. GSDP ( II / VI) <sup>1</sup>	(-)6.84	2.40
(VIII)	State's own taxes buoyancy w.r.t. GSDP (IV/VI) <sup>1</sup>	3.85	1.00

@ Current price

<sup>1</sup> Tax buoyancy with respect to GSDP at 2.40 (2021-22) implies that tax revenue tends to increase by 2.40 percentage points and State's own taxes by 1. percentage points, if the GSDP increase by one *per cent*.

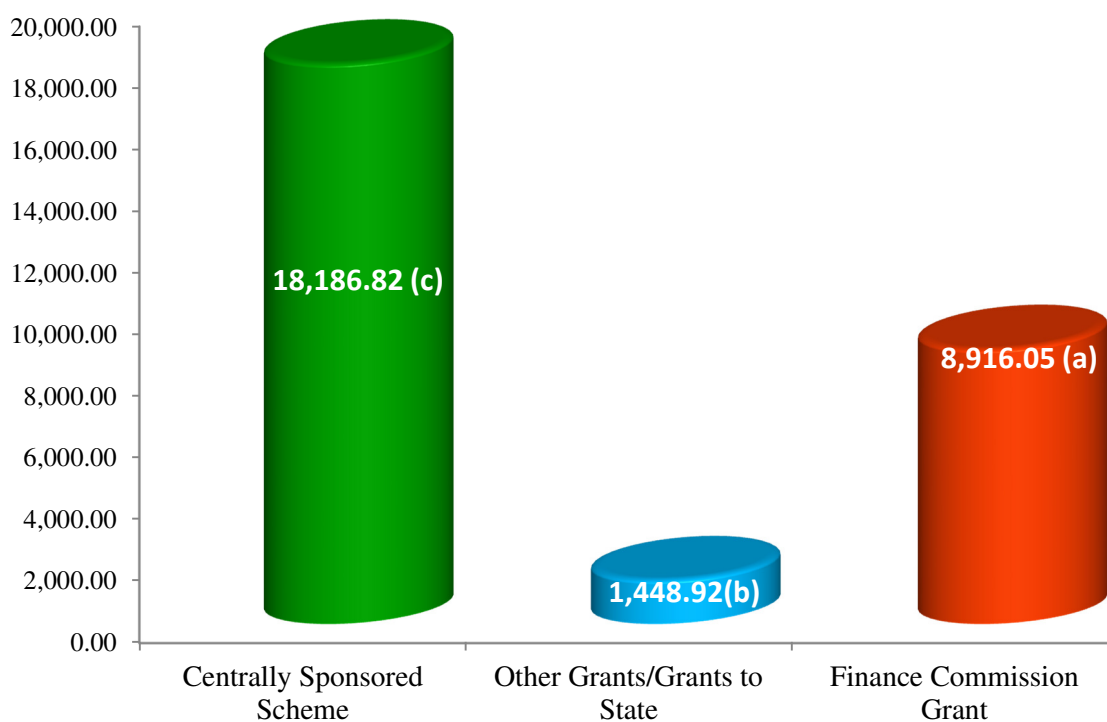
## 2.6 Trend in State's share of Union Taxes over the past five years

		(₹ in crore)				
Major Head Description	2017-18	2018-19	2019-20	2020-21	2021-22	
Central Goods and Service Tax (CGST)	315.80	6,223.49	6,163.89	5,497.76	7,895.43	
Integrated Goods and Service Tax (IGST)	2,251.40	496.70	---	---	...	
Corporation Tax	6,829.45	8,768.87	7,406.13	5,648.64	8,298.61	
Taxes on Income other than Corporation Tax	5,767.00	6,457.89	5,803.21	5,794.53	8,272.50	
Other Taxes on Income and Expenditure	...	45.67	---	---	0.06	
Taxes on Wealth	(-) 0.20	3.21	0.33	---	2.05	
Customs	2,250.70	1,787.36	1,376.85	964.41	2,073.20	
Union Excise Duties	2,352.60	1,187.80	957.27	622.41	1,156.10	
Service Tax	2,534.80	231.85	---	86.82	424.25	
Other Taxes and Duties on Commodities and Services	(-) 0.01	13.01	13.76	14.75	28.35	
<b>State Share of Union Taxes</b>	<b>22,301.54</b>	<b>25,215.85</b>	<b>21,721.44</b>	<b>18,629.32</b>	<b>28,150.55</b>	
<b>Total Tax Revenue</b>	<b>35,517.06</b>	<b>41,140.70</b>	<b>38,250.13</b>	<b>35,762.93</b>	<b>47,683.65</b>	
<b>Percentage of Union Taxes to Total Tax Revenue</b>	<b>62.79</b>	<b>61.29</b>	<b>56.79</b>	<b>52.09</b>	<b>59.04</b>	

## 2.7 Grants-in aid

Grants-in-aid represent assistance from the Government of India, and comprise Grants, for Centrally Sponsored Schemes, Finance Commission Grants and Other Transfer/Grants to States/Union Territories with Legislature. Total receipts during 2021-22 under Grants-in-aid were ₹ 28,551.79 crore, as shown below:-

### Grants-in-aid

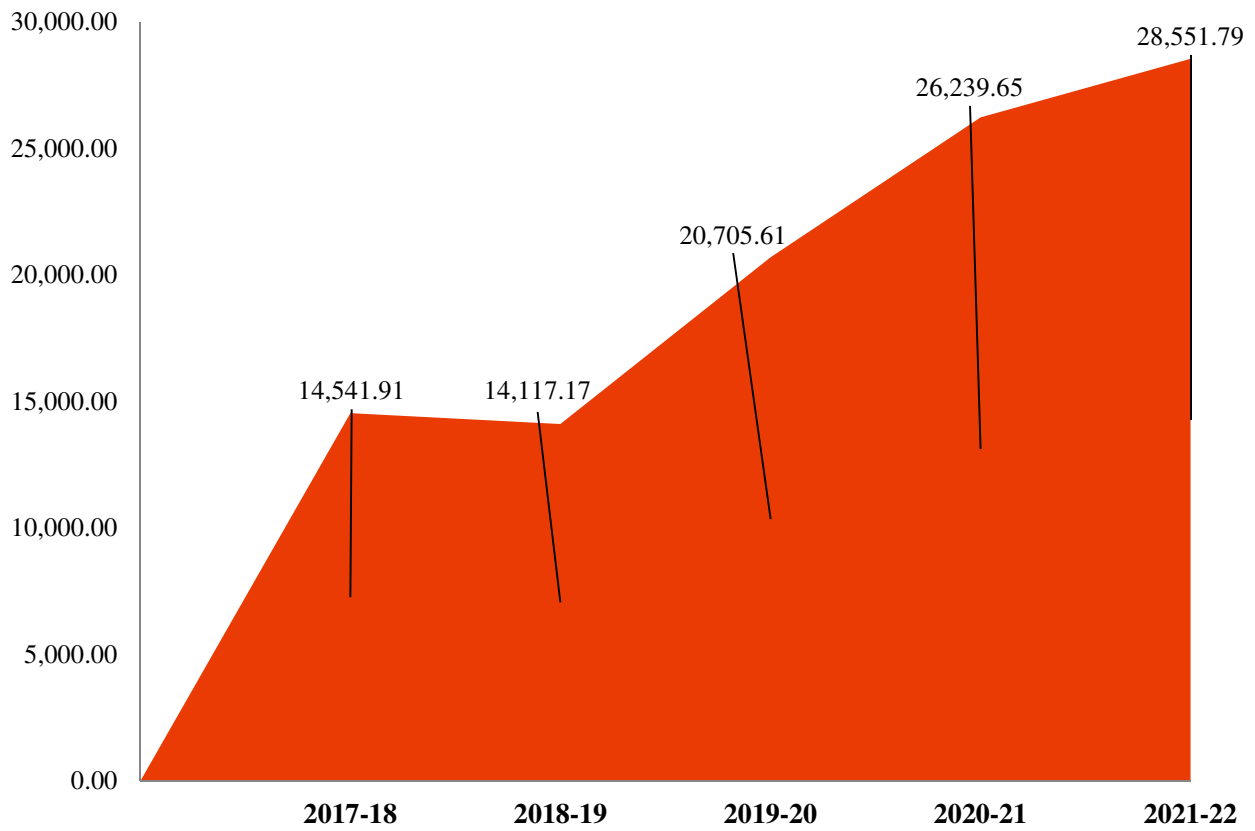


(a) It includes ₹ 617.60 crore being the Grants-in-aid for State Disaster Response Fund.

(b) It includes ₹ 77.51 crore Grants-in-aid for Central Road Fund.

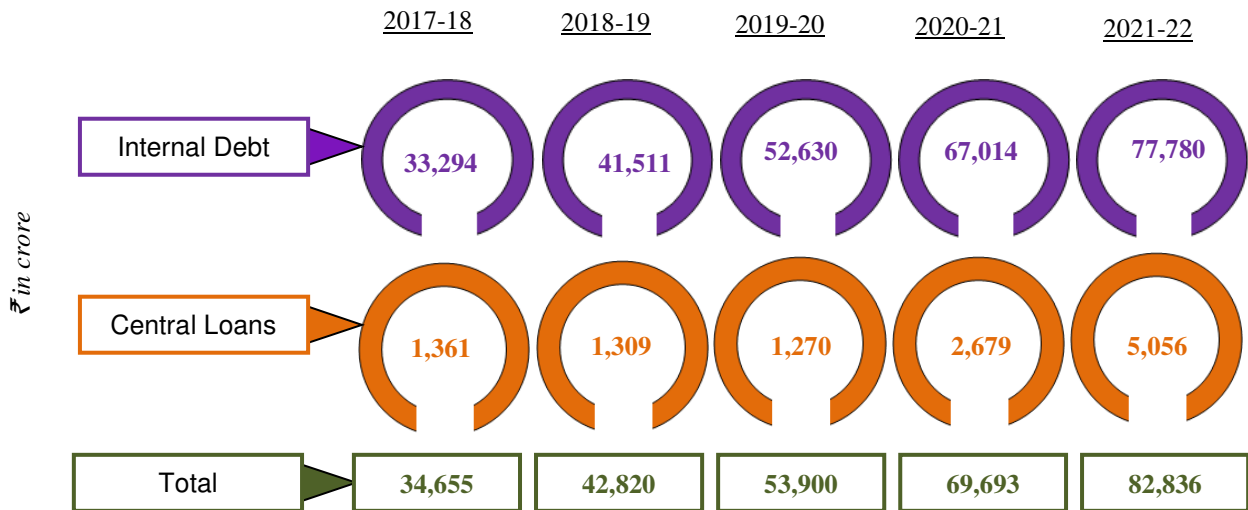
(c) It includes ₹ 1,450.50 crore of block grants (Grants for Externally Aided Project).

## Trends of Grants-in-aid

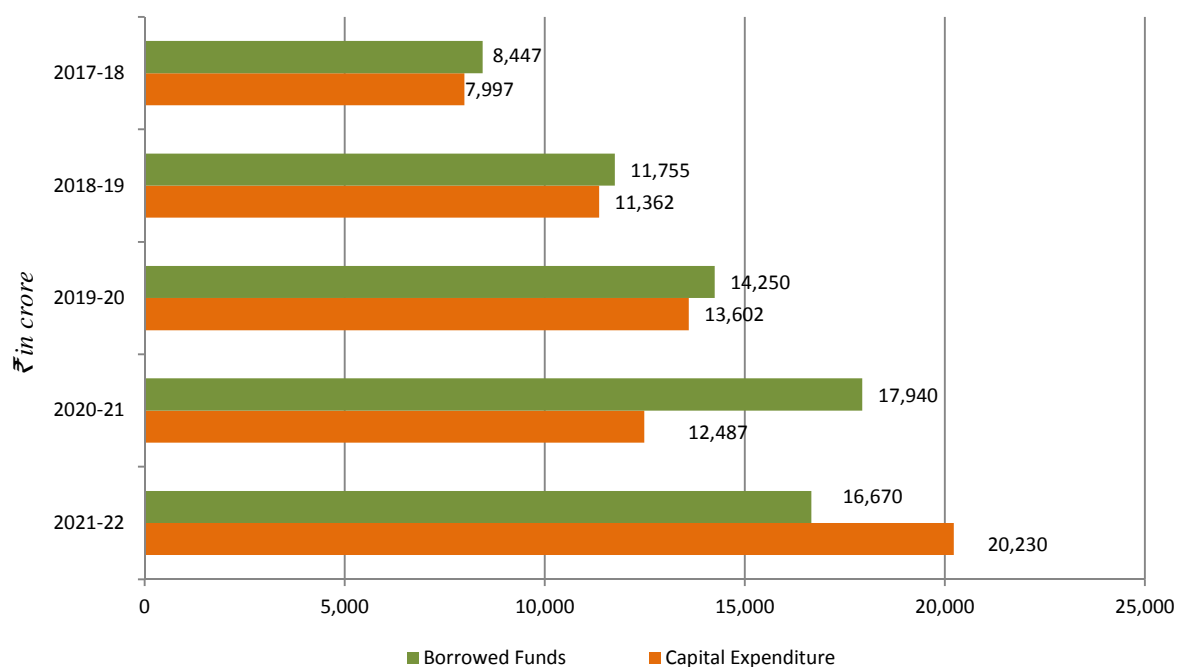


## 2.8 Public Debt

Trends of position of Public Debt over the past five year



During the year 2021-22, 23 (Twenty Three) loans totaling ₹12,753.00 crore were raised from the open market at interest rates varying from 4.97 per cent to 7.33 per cent and the same are redeemable during the period between 2024-2032. In addition, the State Government raised loan of ₹ 1,385.94 crore from the financial institutions. Thus, the total Internal Debt raised by the Government during the year 2021-22 aggregated to ₹ 14,138.94 crore. The Government also received ₹ 2,531.21 crore (including ₹ 1,773.87 crore of back to back loan) from Government of India as loans and advances.





# Chapter-III

## 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 organization, Capital expenditure is used to create permanent assets, or to enhance the utility of such assets, or to reduce permanent liabilities.

#### ● GENERAL SERVICES

Includes Justice, Police, Jail, PWD Interest, Pension etc.

Includes Education, Health & Family Welfare, Water Supply, Welfare of SC-ST etc.

#### ● SOCIAL SERVICES

#### ● ECONOMIC SERVICES

Includes Agriculture, Rural Development, Irrigation, Cooperation, Energy, Industries, and Transport etc.

## 3.2 Revenue Expenditure

Revenue Expenditure was 19.02 *per cent* of GSDP. It was less than the Budget Estimates by ₹ 17,204.96 crore.

The shortfall / excess of expenditure against budget estimates under the Revenue section, during the past five years, is as below:

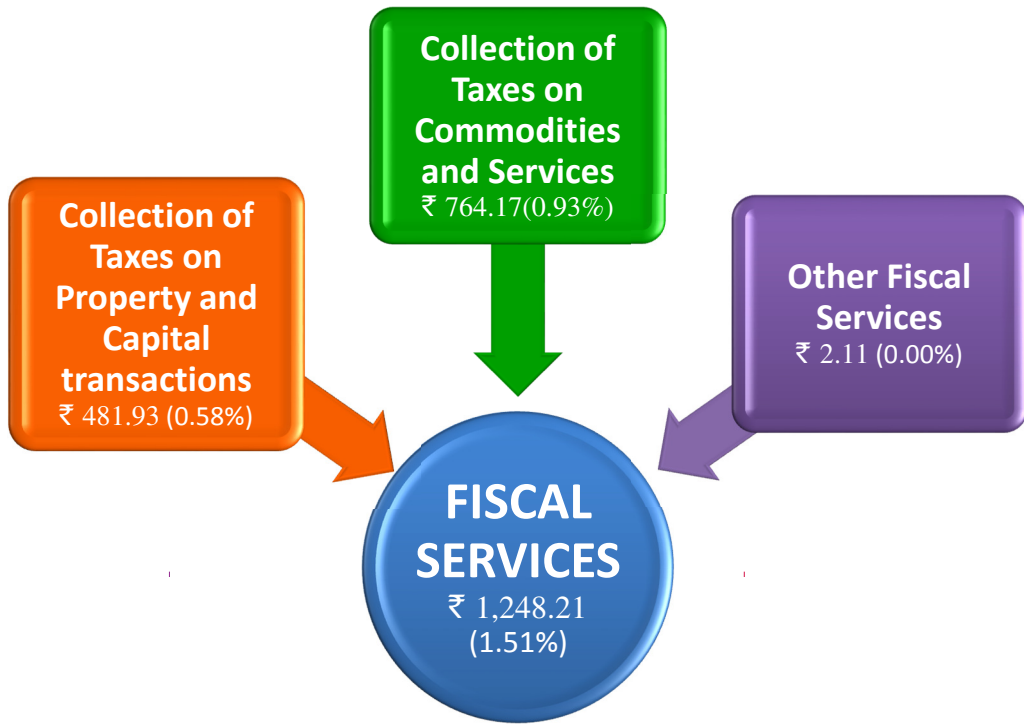
(₹ in crore)

	2017-18	2018-19	2019-20	2020-21	2021-22
<b>Budget Estimates</b>	76,462.99	82,004.81	92,213.76	96,011.59	99,752.92
<b>Actual</b>	55,480.94	56,899.00	65,817.28	64,519.59	82,547.96
<b>Gap</b>	20,982.05	25,105.81	26,396.48	31,492.00	17,204.96
<b>Percentage of gap over BE</b>	27.44	30.62	28.63	32.80	17.25

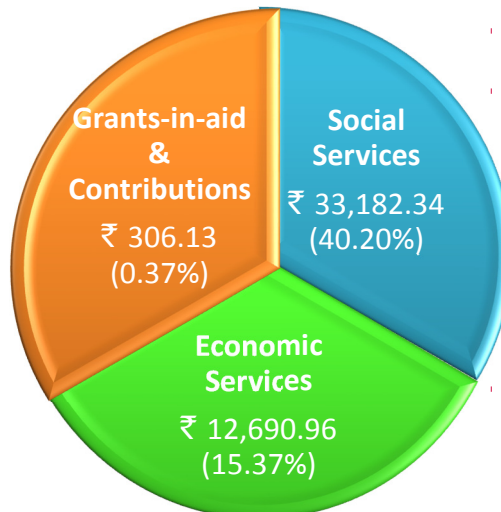
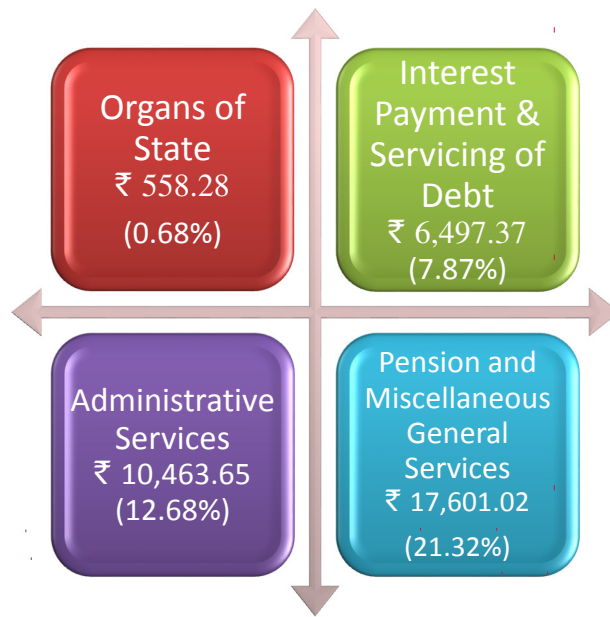
### 3.2.1 Sectoral distribution of Revenue Expenditure (2021-22)

(₹ in crore)

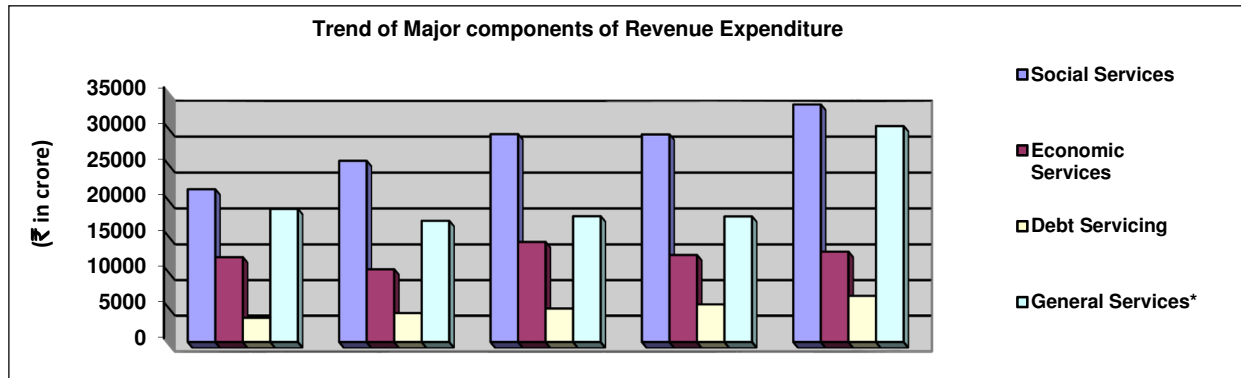
Components	Amount	Percentage
A. Fiscal Services	1,248.21	1.51
i) Collection of Taxes on Property and Capital transactions	481.93	0.58
ii) Collection of Taxes on Commodities and Services	764.17	0.93
iii) Other Fiscal Services	2.11	---
B. Organs of State	558.28	0.68
C. Interest Payments and Servicing of Debt	6,497.37	7.87
D. Administrative Services	10,463.65	12.68
E. Pensions and Miscellaneous General Services	17,601.02	21.32
F. Social Services	33,182.34	40.20
G. Economic Services	12,690.96	15.37
H. Grants-in-aid and Contributions	306.13	0.37
<b>TOTAL EXPENDITURE (REVENUE ACCOUNT)</b>	<b>82,547.96</b>	<b>100.00</b>



(₹ in crore)

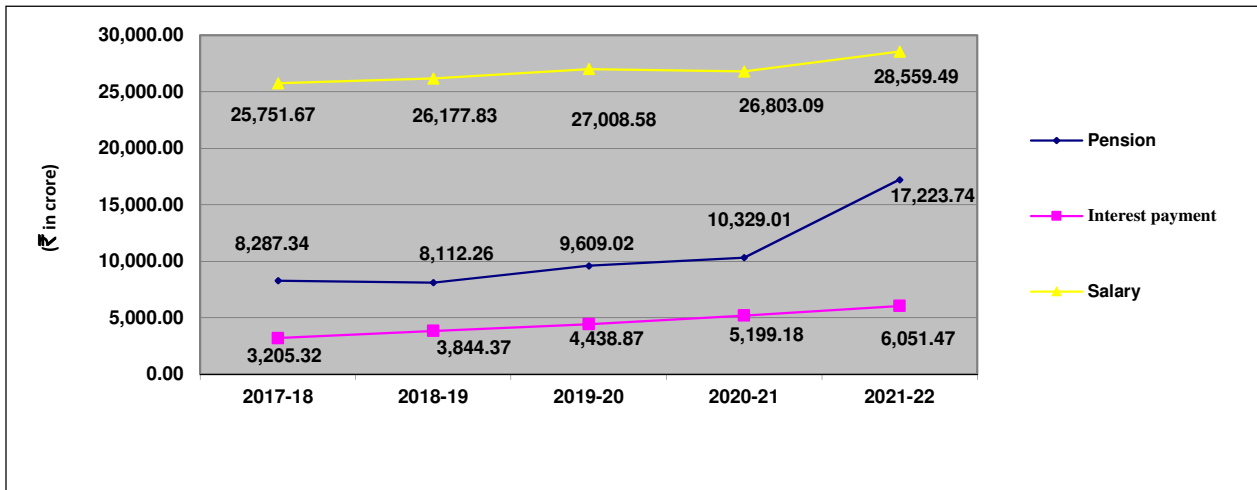


### 3.2.2 Major components of Revenue Expenditure (2017-18 to 2021-2022)



\* General Services excludes MH 2048 (Appropriation for reduction or avoidance of debt), MH 2049 (Interest payments) and includes MH 3604 (Compensation and assignment to Local Bodies and Panchayati Raj Institutions). Debt Servicing includes MH 2048 & 2049.

### 3.2.3 Committed Expenditure



(₹ in crore)					
Component	2017-18	2018-19	2019-20	2020-21	2021-22
Committed Expenditure	37,244.33	38,134.46	41,056.47	42,331.28	51,834.70
Revenue Expenditure	55,480.94	56,899.00	65,817.28	64,519.59	82,547.96
Percentage of Committed Expenditure to Revenue Receipts	68.80	60.07	63.66	65.22	64.94
Percentage of Committed Expenditure to Revenue Expenditure	67.13	67.02	62.38	65.61	62.79

The steep upward trend on committed expenditure leaves the government with lesser flexibility for developmental spending. It appears from the above table that almost 64.94 per cent of the Revenue Receipts was spent for committed expenditure.

### 3.3 Capital Expenditure

Capital disbursements for 2021-2022, at 4.66 per cent of GSDP, were less than the Budget Estimates by ₹ 13,035.70 crore.

#### 3.3.1 Sectoral distribution of Capital Expenditure

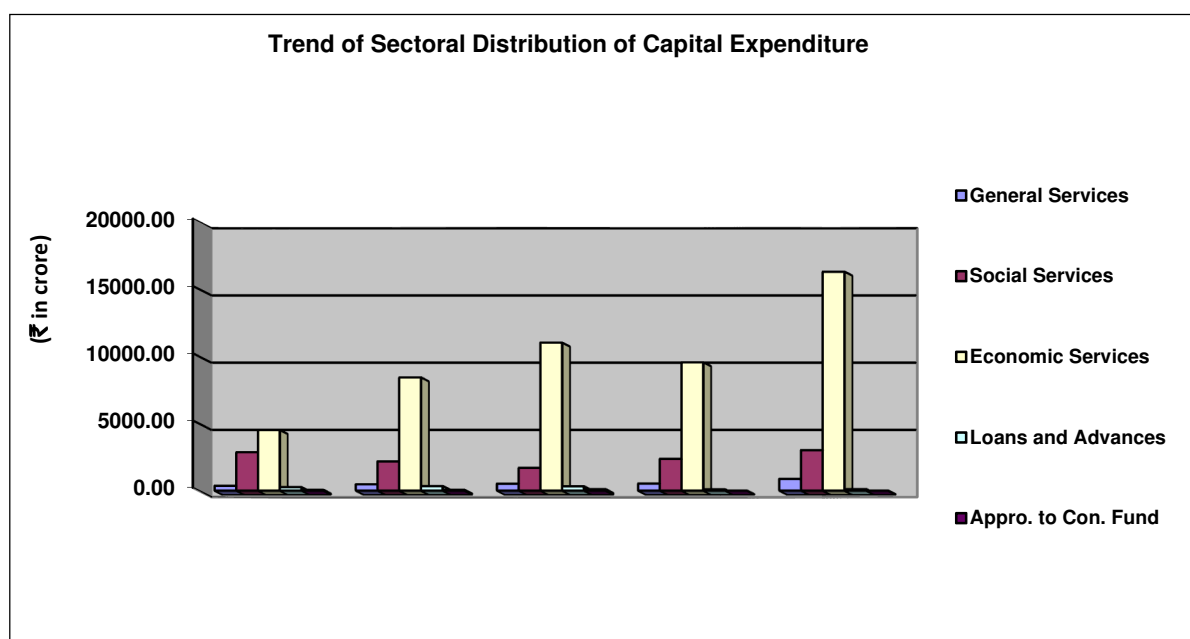
(₹ in crore)

Sl. No.	Sector	Amount	Percentage
1	<b>General Services</b> - Police, Public Works etc.	862.79	4.27
2	<b>Social Services</b> - Education, Health & Family Welfare, Water Supply, Welfare of SC/ST etc.	3,000.52	14.83
3	<b>Economic Services</b> - Agriculture, Rural Development, Irrigation, Cooperation, Energy, Industries, Transport etc.	16,262.52	80.39
4	Loans and Advances Disbursed	104.01	0.51
<b>Total</b>		<b>20,229.84</b>	<b>100.00</b>

#### 3.3.2 Sectoral distribution of Capital Expenditure over the past 5 years

(₹ in crore)

Sl. No	Sector	2017-18	2018-19	2019-20	2020-21	2021-22
1.	General Services	350.63	464.28	506.74	518.45	862.79
2.	Social Services	2,845.87	2,164.07	1,683.64	2,354.34	3,000.52
3.	Economic Services	4,496.34	8,405.73	10,995.04	9,526.60	16,262.52
4.	Loans and Advances	254.07	328.07	316.16	87.80	104.01
5.	Appropriation to Contingency Fund	50.00	....	100.00	....	....
<b>Total</b>		<b>7,996.91</b>	<b>11,362.15</b>	<b>13,601.58</b>	<b>12,487.19</b>	<b>20,229.84</b>



### 3.4 Development and Non-development Expenditure

Public Expenditure whether Capital or Revenue can also be classified into development and non-development expenditure. Development expenditure is broadly defined to include all items of expenditure that are designed directly to promote economic development and social welfare. Non-development expenditure refers to government expenditure incurred on essential services required for normal running of the government. Such expenditure is essential from administrative point of view.

Trend of development and non-development expenditure relative to aggregate disbursements for 2017-18 to 2021-22, as emerged from the Annual Accounts, is given below:

(₹ in crore)

	Items	2017-18	2018-19	2019-20	2020-21	2021-22
I.	<b>Developmental*</b>	<b>40,893.35</b>	<b>46,464.26</b>	<b>56,273.05</b>	<b>53,220.00</b>	<b>66,043.97</b>
(a)	Revenue	32,951.37	35,102.86	42,771.94	40,732.81	45,818.47
(b)	Capital	7,692.84	11,034.08	13,185.42	12,399.39	20,125.83
(c)	Loans & Advances	249.14	327.32	315.69	87.80	99.67
II.	<b>Non-developmental #</b>	<b>18,994.16</b>	<b>17,449.57</b>	<b>17,960.67</b>	<b>18,110.65</b>	<b>29,930.34</b>
(a)	Revenue	18,989.23	17,448.82	17,960.20	18,110.65	29,926.00
(b)	Capital	Nil	Nil	Nil	Nil	Nil
(c)	Loans & Advances	4.93	0.75	0.47	Nil	4.34
III.	<b>Others</b>	<b>5,548.94</b>	<b>7,936.68</b>	<b>8,354.40</b>	<b>7,824.11</b>	<b>10,330.38</b>
(a)	Revenue (MH –2048,2049 & 3604)	3,540.34	4,347.32	5,085.14	5,676.13	6,803.49
(b)	Capital (MH-6003 & 6004)	1,958.60	3,589.36	3,169.26	2,147.98	3,526.89
(c)	Appropriation to Contingency Fund (MH-7999)	50.00	...	100.00	...	
IV.	<b>Aggregate Disbursements (I+II+III)</b>	<b>65,436.45</b>	<b>71,850.51</b>	<b>82,588.12</b>	<b>79,154.76</b>	<b>1,06,304.69</b>
V.	I as Percentage of IV	62.49	64.67	68.13	67.24	62.13
VI.	II as Percentage of IV	29.03	24.29	21.75	22.88	28.16
VII.	III as Percentage of IV	8.48	11.05	10.12	9.88	9.72

\* It includes Social & Economic Services (excluding MH 2251, 3451, 3452, 3454, 3456 & 3475) and Public Works under General Services under Revenue Expenditure and all expenditure under Capital expenditure and also Loans and Advances (excluding loans to government servant other than HBA)

# It includes General Services (excluding Public Works) and also includes (MH 2251, 3451, 3452, 3454, 3456 & 3475) and Loans to Government Servants (other than HBA) and Miscellaneous Loans under Loans & Advances and excludes (MH 2048, 2049 & 3604)

## Chapter-IV

# Appropriation Accounts

### 4.1 Summary of Appropriation Accounts for 2021-22

(₹ in crore)

Sl. No.	Nature of Expenditure	Original Grant	Supplementary Grant	Re-appropriation	Total	Actual Expenditure	Savings (-) / Excesses (+)
1.	<b>Revenue Voted</b>	76,771.39	15,344.11	918.98	92,115.50	77,456.72	(-) 14,658.78
	<b>Charged</b>	7,634.08	3.33	0.03	7,637.41	6,597.88	(-) 1,039.53
2.	<b>Capital Voted</b>	19,490.99	13,645.65	135.33	33,136.64	20,129.12	(-) 13,007.52
	<b>Charged</b>	...	...	...	...	...	...
3.	<b>Public Debt Charged</b>	3,536.23	...	...	3,536.23	3,526.89	(-) 9.34
4.	<b>Loans and Advances Voted</b>	123.60	5.30	...	128.90	104.01	(-) 24.89
	<b>Charged</b>	...	...	...	...	...	...
	<b>Total</b>	<b>1,07,556.29</b>	<b>28,998.39</b>	<b>1,054.34</b>	<b>1,36,554.68</b>	<b>1,07,814.62</b>	<b>(-) 28,740.06</b>

### 4.2 Trend of Saving / Excess during the past five years

(₹ in crore)

Year	Saving (-) / Excess (+)				Total
	Revenue	Capital	Public Debt	Loans & Advances	
2017-2018	(-) 20,633.04	(-) 7,159.27	(-) 2,744.81	(-) 328.96	(-) 30,866.08
2018-2019	(-) 24,624.97	(-) 8,570.57	(-) 2,740.95	(-) 222.51	(-) 36,159.00
2019-2020	(-) 25,953.54	(-) 9,539.03	(-) 940.31	(-) 251.73	(-) 36,684.61
2020-2021	(-) 27,848.44	(-) 11,348.73	(-) 0.01	(-) 255.85	(-) 39,453.03
2021-2022	(-) 15,698.31	(-) 13,007.52	(-) 9.34	(-) 24.89	(-) 28,740.06

The overall savings under Consolidated Fund of the State have decreased from ₹ 30,866.08 crore in 2017-18 to ₹ 28,740.06 crore in 2021-22. The savings under Revenue Expenditure during the last five years indicate that the fund was not utilized for the purpose for which it was voted by the Legislature and capital expenditure for development purposes.

### 4.3 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:

(₹ in crore)

Year	Grant No. Major Head	Total Allocation	Percentage of Savings (-) / Excess (+) to Total Grant
	31- Urban Development (Revenue) (Town & Country Planning) 2215-Water Supply and Sanitation 2217- Urban Development		
2017-18	DO	551.79	(-) 54.38
2018-19	DO	692.47	(-) 82.05
2019-20	DO	747.26	(-)57.16
2020-21	DO	780.19	(-) 37.65
2021-22	DO	946.38	(-) 36.00
	34- Urban Development (Revenue) (Municipal Administration Department.) 2215-Water Supply and Sanitation 2217-Urban Development 3054-Roads and Bridges		
2017-18	DO	911.44	(-) 78.69
2018-19	DO	1,110.16	(-) 63.14
2019-20	DO	1,631.56	(-) 68.38
2020-21	DO	1,500.35	(-) 76.12
2021-22	DO	1,807.07	(-) 62.77
	42-Social Services (Revenue) 2070-Other Administrative Services 2250-Other Social Services 2575-Other Special Areas Programmes		
2017-18	DO	530.57	(-) 16.36
2018-19	DO	339.35	(-) 65.10
2019-20	DO	254.32	(-) 90.72
2020-21	DO	256.37	(-) 36.64
2021-22	DO	152.94	(-) 33.65
	50-Other Special Areas Programme 2575-Other Special Areas Programme		
2017-18	DO	6.85	(-) 84.23
2018-19	DO	6.12	(-) 74.84
2019-20	DO	6.73	(-) 49.63
2020-21	DO	5.83	(-) 80.31
2021-22	DO	3.33	(-) 57.33
	53- Dairy Development 2404-Dairy Development		
2017-18	DO	27.62	(-) 29.76
2018-19	DO	32.68	(-) 35.95
2019-20	DO	30.68	(-) 28.78
2020-21	DO	31.27	(-) 30.96
2021-22	DO	77.62	(-) 72.63



During 2021-22, Supplementary Grants totaling ₹ 28,998.39 crore (26.90 per cent of Total Expenditure) proved to be unnecessary in some cases, where there were significant savings at the end of the year even against original allocations. A few instances are given below:-

(₹ in crore)

Grant	Nomenclature	Section	Original	Supple- mentary	Actual Expenditure
3	Administration of Justice	Revenue	530.12	18.80	383.23
4	Election	Revenue	160.34	1.20	137.12
5	Sales Tax and Other Tax	Revenue	719.31	101.42	653.56
9	Transport Services	Revenue	402.81	28.22	332.67
11	Secretariat and Attached Offices	Revenue	900.94	80.79	696.75
14	Police	Revenue	5,004.91	150.55	4,317.16
16	Stationary & Printing	Revenue	40.14	1.00	24.04
17	Administrative and Functional Building	Revenue	220.90	27.84	153.03
22	Administrative Training	Revenue	18.71	0.02	10.27
		Capital	9.27	1.00	5.05
26	Education (Higher Education)	Revenue	2,775.17	109.00	2,435.64
		Capital	243.14	1.00	75.24
27	Art and Culture	Capital	62.31	3.56	30.02
30	Water Supply and Sanitation	Revenue	520.76	2.20	446.81
34	Urban Development (Municipal Administration)	Revenue	1,425.85	381.21	672.82
36	Labour and Employment	Revenue	214.12	24.89	188.12
		Capital	60.51	0.52	15.29
38	Welfare of SC/ ST / OBC	Revenue	1,164.54	313.97	1,072.03
		Capital	60.01	1.17	28.66
39	Social Security, Welfare and Nutrition	Capital	28.18	36.50	0.60
44	North Eastern Council Schemes	Capital	1,338.59	43.80	502.35
45	Census, Surveys and Statistics	Revenue	43.20	2.78	31.38
48	Agriculture	Revenue	1,931.34	252.30	1,570.66
49	Irrigation	Revenue	540.73	156.54	466.75
51	Soil and Water Conservation	Revenue	184.38	1.49	59.63
52	Animal Husbandry	Revenue	452.54	0.50	286.90
		Capital	57.68	1.01	33.27
55	Forestry and Wild Life	Revenue	716.48	40.25	597.22
		Capital	13.64	3.00	1.12
57	Rural Development	Revenue	5,206.95	2,813.19	3,593.86
58	Industries	Capital	105.26	4.89	59.01
59	Village and Small Industries, Sericulture and Weaving	Revenue	368.07	4.91	206.92
60	Cottage Industries	Revenue	56.27	0.20	46.01
63	Water Resources	Revenue	343.80	8.72	301.88
		Capital	549.77	145.33	477.88
64	Roads and Bridges	Revenue	1,406.57	230.85	947.70
67	Horticulture	Revenue	179.67	78.61	123.69
70	Hill Areas	Revenue	23.39	6.34	11.01
71	Education (Elementary, Secondary Etc.)	Revenue	14,158.57	1,482.71	13,512.64
73	Urban Development (GDD)	Revenue	387.44	6.00	210.32
76	Hill Areas Department (Karbi Anglong Autonomous Council)	Revenue	1,366.80	81.58	1,122.57
77	Hill Areas Department (North Cachar Hills)	Revenue	606.86	29.29	520.51
78	Bodoland Territorial Council	Revenue	2,871.31	8.85	2,246.86

# Chapter-V

## Assets and Liabilities

### 5.1 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 generation, except to the limited extent shown by the rate of interest and period of existing loans.

### 5.2 Investment

Total investments, as share capital in Statutory Corporations, Government Companies, Joint Stock Companies, Rural Banks *etc.*, stood at ₹ 7,010.79 crore at the end of 2021-2022. However, dividend received on investment, during the year, was ₹ 113.64 crore (*i.e.* 1.62 *per cent*). During 2021-2022, investments in PSUs increased by ₹ 4,370.35 crore, while the corresponding decreased in dividend income had been ₹ 368.25 crore.

### 5.3 Debt and Liabilities

Outstanding Public Debt, at the end of 2021-2022, was ₹ 80,068.14 crore, comprising internal debt of ₹ 77,780.15 crore and loans and advances of ₹ 2,287.99 crore (excluding ₹ 2,767.87 crore of Back to Back loan) from the Central Government. In addition, Other Liabilities accounted under the Public Account amounted to ₹ 19,850.40 crore.

The State also acts as a banker and trustee in respect of deposits like Small Savings Collections, Provident Funds and Deposits. There was an overall increase of ₹ 1,141.36 crore in respect of such liabilities of State Government during 2021-2022.

Interest payments on debt and Other Liabilities, totaling ₹ 6,051.47 crore, constituted 7.33 per cent of the Revenue Expenditure of ₹ 82,547.96 crore. Interest payments on public debt amounting to ₹ 5,152.05 crore (Internal debt ₹ 5,062.74 crore and Loans and Advances from Central Governments ₹ 89.31 crore) and ₹ 888.98 crore on Other Liabilities. Expenditure on Account of Interest Payment increased by ₹ 852.29 crore during 2021-2022 over the previous year.

Details of the Public Debt and Total Liabilities of the State Government are as under:

(₹ in crore)

At the end of the year	Internal Debt	Loans & Advances from Central Government	Total Public Debt	Small Savings, Provident Funds, etc.	Other Obligations	Total Liabilities*	GSDP #	Percentage of total liability to GSDP
2017-2018	33,293.73	1,361.18	34,654.91	11,206.99	3,412.98	49,274.88	2,83,164.90@	7.40(a)
2018-2019	41,511.13	1,309.07	42,820.20	12,188.05	4,417.36	59,425.61	3,09,336.32@	9.21(a)
2019-2020	52,630.27	1,270.29	53,900.56	13,156.52	5,199.44	72,256.52	3,77,404.81@	9.15(a)
2020-2021	67,014.07	1,684.68#	68,698.75	14,045.37	4,663.67	87,407.79	3,81,003.97@	2.94(a)
2021-2022	77,780.15	2,287.99\$	80,068.14	14,646.90	5,203.50	99,918.54	4,33,925.44@	3.03(a)

(a) Varies from last year figure due to revised GSDP.

\* Public Debt, Small Saving, Provident Funds, Non-interest bearing obligations such as deposits of Local Funds, other earmarked Funds.

GSDP-@Current Price

# It excludes back to back loan of ₹ 994.00

, \$ It excludes back to back loan of ₹ 1,773.87.

## 5.4 Debt Service Ratio

It indicates percentage of expenditure (with reference to debt receipts) incurred for repayment of principal and payment of interest on Public Debt borrowings. The following table presents the position of debt servicing relative to debt receipts for 2017-18 to 2021-22.

Sl. No.	Particulars	2017-18	2018-19	2019-20	2020-21	2021-22
I	Debt Receipts * (₹ in crore)	8,447.07	11,754.65	14,249.63	16,964.18@	14,896.28\$
II	Debt Repayment * (₹ in crore)	1,958.60	3,589.36	3,169.27	2,147.98	3,526.89
III	Payment of Interest # (₹ in crore)	2,476.59	3,052.11	3,563.98	4,312.43	5,152.05
IV	Total Servicing of Debt (₹ in crore)	4,435.19	6,641.47	6,733.25	6,460.41	8,678.94
V	Debt Service Ratio (in per cent) IV/I	52.51	56.50	47.25	38.12	58.26

\* MH 6003 & 6004

# MH 2049 (SMH 01, except Minor Head-305 & SMH- 04, )

@ It excludes back to back loan of ₹ 994.00 crore.

\$ It excludes back to back loan of ₹ 1,773.87 crore.

It appears from the above table that there was increasing trend in Public debt management during the last five years other than 2019-20 & 2020-21.

### 5.5 Indian Government Accounting Standards (IGAS)-I

The Indian Government Accounting Standards (IGAS) 1 specifies the disclosure requirements in the Financial Statements of the State governments of Guarantees given by Government. In compliance with the standards, guarantees given by the State Government for repayment of loans etc. raised by Statutory Corporations, Government Companies, Local Bodies and Other Institutions during the year and sums guaranteed outstanding on 31 March, 2022 are shown below in the prescribed format.

(₹ in crore)

Sector*	Maximum amount guaranteed	Outstanding at the beginning of 2021-22		Additions during the year (2021-22)	Deletions (other than invoked during the year (2021-22))	Invoked during the year (2021-22)	
		Principal	Interest			Discharge	Net Discharge
1	2	3	4	5	6	7	8
Power	125.00	6.28	---	---	6.28	---	---
Co-operative	20.00	2.14	4.13	---	---	---	---
Any Other	10,027.00	33.83	31.34	238.63	---	---	---
<b>Grand Total</b>	<b>10,172.00</b>	<b>42.25</b>	<b>35.47</b>	<b>238.63</b>	<b>6.28</b>	<b>---</b>	<b>---</b>

Outstanding at the end of (2021-22)		Guarantee Commission or Fee		Other Material Details
Principal	Interest	Receivable	Received	
9	10	11	12	13
---	---	---	---	---
2.14	4.13	---	---	---
272.46	33.03	---	---	---
<b>274.60</b>	<b>37.16</b>	<b>---</b>	<b>---</b>	<b>---</b>

\*Number of guarantees issued not furnished by the State Government.

### **5.5.1 Indian Government Accounting Standards (IGAS) 2**

“Accounting and classification of Grants-in-aid” prescribes the principles of accounting and classification of Grants-in-aid in the Financial Statements of Government both as Grantor as well as Grantee. Grants-in-aid are classified and accounted for as revenue expenditure in the Financial Statements of the grantor irrespective of its ultimate application by the grantee. The position holds true even in those cases where Grants-in-aid are utilized by the grantee for the purpose of creation of assets. Receipts of Grants-in-aid are also required to be treated as revenue receipts in the Financial Statements of grantee Government. It also specifies that expenditure on Grants-in-aid for the purpose of creating assets shall not, except in cases specifically authorized by the President on the advice of the Comptroller and Auditor general of India, be debited to a capital head of account in the Financial Statements of the Government. However, during the year, the State Government made budget provision and classified Grants-in-aid of ₹ 6,168.69 crore under capital major heads, instead of under the Revenue Section, in deviation of IGAS classification structure for Grants-in-aid.

### **5.5.2 Indian Government Accounting Standards (IGAS) 3**

This standard applies to Loans and Advances given by the Government for incorporation and presentation in the Financial Statements of the Government. The Financial Statements shall not be described as complying with the standard unless they comply with all the requirements contained therein. This standard shall apply only to Government accounts being maintained on a cash basis. The detailed statement of Loans and Advances given by the State Government in the prescribed formats, as mandated in IGAS 3, is given in Statement No 18 of the Finance Accounts.

## Chapter-VI

# Other Items

### 6.1 Loans and Advances by the State Government

Total Loans and Advances made by the State Government at the end of 2021-2022 were ₹ 3,146.76 crore. Total loans and advances to Government Corporations / Companies, Non - Government Institutes, Local bodies etc., at the end of 2021-2022, stood at ₹ 3,064.19 crore. As regards recovery, principal amount aggregating to ₹ 3,099.49 crore and interest on loan amounting to ₹ 573.79 crore (as per records available with this office), were in arrears at the end of 31 March, 2022.

### 6.2 Financial Assistance to Local Bodies and Others

Assistance to local bodies etc. during 2021-2022 was ₹ 6,120.88 crore. It increased from ₹ 4,461.21 crore in 2017-2018 to ₹ 6,120.88 crore in 2021-2022, indicating 37.20 *per cent* increase in the last five years. During 2021-2022, the major portion of assistance ₹ 5,261.28 crore (85.96 *per cent*) of the total assistance of ₹ 6,120.88 crore was consumed by Educational Institutions.

### 6.3 Cash Balance and Investment of Cash Balance

The closing cash balance, according to the Reserve Bank of India, was ₹ 1,539.19 crore (Debit), against the general cash balance of ₹ 1,826.58 crore (Credit) reflected in the State Government Accounts. Thus, there is a difference of ₹ 287.39 crore (Credit) between the two figures. The difference is mainly because of erroneous reporting by the accredited banks to the RBI, Nagpur, which maintains the cash balance of the State Government. The difference of ₹ 287.39 crore (Net Credit) is under reconciliation with Reserve Bank of India.

Investments held in the Cash Balance Investment Account, \* as on 31 March, 2022, were ₹ 8,295.14 crore.

Other cash balances and investment, comprising cash with departmental officers (₹ 6.84 crore), Permanent advances with departmental officers (₹ 0.47 crore) and investment of earmarked funds (₹ 2,956.83 crore), as on 31 March, 2022, were ₹ 2,964.14 crore.

\* *Short term investment in Government of India Treasury bills.*

#### **6.4 New Pension Scheme**

The State Government employees recruited on or after 30 January 2005 are covered under the National Pension System (NPS) which is a Defined Contribution Pension Scheme. In terms of the Scheme, the employee contributes 10 *per cent* of his/her basic pay and dearness allowance and 14 *per cent* of basic pay and dearness allowance (w.e.f. 01 April 2019) is contributed by the State Government and the entire amount is to be transferred to the designated fund manager through the National Securities Depository Limited (NSDL)/Trustee Bank.

During the year 2021-22, the total contribution to Defined Contribution Pension Scheme was ₹ 2,355.10 crore (Employees contribution ₹ 876.49 crore and Government contribution ₹ 1,478.61 crore). The State Government transferred ₹ 2,355.10 crore to the Public Account under Major Head 8342-117 Defined Contribution Pension scheme.. There was no short contribution of Government share during the year.

During the year 2021-22, ₹ 2,420.02 crore was withdrawn from the fund account of which ₹ 2,419.02 crore transferred to NSDL/Trustee Bank and ₹ 1.00 crore was paid to the nominees/legal heirs of deceased/retired Government employees as PRANs could not be issued till their death/retirement. As on 31 March 2022, a balance of ₹ 251.83 crore remained in the fund account.

#### **6.5 Status of Reserve Fund**

##### **(A) Reserve Funds bearing Interest:**

##### **(a) State Disaster Response Fund (SDRF):**

In terms of guidelines on constitution and administration of the State Disaster Response Fund (under Major Head- '8121 General & Other Reserve Funds' which is under interest bearing section), the Central and State Governments are required to contribute to the fund in the proportion of 90:10. During the year 2021-22, the State Government received ₹ 617.60 crore as Central Government's share. The State Government's share due during the year is ₹ 68.80 crore. The State Government did not receive any fund from NDRF during 2021-22. Against these fund received/due, the State Government transferred only ₹ 339.68 crore (Central share: ₹ 308.80

crore plus State share: ₹ 30.88 crore) to the Fund account under the Major Head: 8121-122 SDRF leading to short transfer of ₹ 346.72 crore (Central share: ₹ 308.80 crore plus State share: ₹ 37.92 crore) during the year.

The State Government also transferred ₹ 258.87 crore (Central share: ₹ 193.00 crore plus State share: ₹ 21.50 crore plus funds from NDRF ₹ 44.37 crore) to the Fund account during 2021-22 which were due, but not transferred during 2020-21.

During 2021-22, the calamity related expenditure of ₹ 647.92 crore incurred by the State Government was set off (MH: 2245-901) against the fund balance. At the end of 31 March 2022, a balance of ₹ 719.06 crore remained un-invested in the fund.

**(b) State Compensatory Afforestation Fund:**

In compliance with the instructions issued by the Ministry of Environment, Forest and Climate Change, Government of India, the State Governments are required to establish the State Compensatory Afforestation Fund under interest bearing section in Public Account of the State for amounts received from user agencies for undertaking Compensatory Afforestation.

During the 2021-22, the State Government received no fund from the user agencies and remitted to the National fund. The Government also did not receive any money from National Compensatory Afforestation Deposit during 2021-22. The total balance in the State Compensatory Afforestation Fund as on 31 March was ₹ 560.81 crore.

**(B) Reserve Funds not bearing Interest:**

**(a) Consolidated Sinking Fund:**

The Government of Assam set up the Consolidated Sinking Fund for amortization of loans in 2007-08. According to the guidelines of the Fund, States may contribute a minimum of 0.5 per cent of their outstanding liabilities (internal debt + public account) as at the end of the previous year to the consolidated Sinking Fund. In the year 2021-22, the State Government contributed ₹ 445.89 crore as against ₹ 428.62 crore (0.5 per cent of outstanding liabilities as on 31 March 2021 amounting to ₹ 85,723.11 crore) it was required to contribute to the fund. The State Government dis-invested ₹ 1,821.52 crore from the fund account during the year for redemption of Open Market Loan. The total accumulation of the Fund was ₹ 2,893.06 crore as on 31 March 2022 (₹ 3,988.35 crore as on 31 March 2021) including accrued interest of ₹ 280.34 crore of which ₹ 2,885.83 crore had been invested by RBI.



## (b) Guarantee Redemption Fund:

The State Government constituted the Guarantee Redemption Fund to be administered by the RBI. The latest amendment to the Fund notification issued by the State Government, effective from the year 2012-13, stipulates that the State Government shall initially contribute ₹ 5.00 crore and thereafter an amount equivalent to at least 3 per cent of the outstanding guarantees, at the end of the second financial year preceding the current financial year, as reflected in the books of accounts maintained by the Principal Accountant General. During 2021-22, the State Government contributed ₹ 9.00 crore to the fund against the outstanding guarantees of ₹ 83.42 crore at the end of the second financial year preceding the current financial year (i.e. 2019-20), leading to no short contribution. The total accumulation of the Fund was ₹ 70.59 crore as on 31 March 2022 (₹ 57.22 crore as on 31 March 2021) including accrued interest of ₹ 4.37 crore for 2021-22. The entire fund had been invested by Reserve Bank of India.

### 6.6 Personal Deposit Accounts

In specific circumstances, the Government may authorize the opening of Personal Deposit Accounts (PD) for operation by designated Administrators. Transfer of funds to PD accounts is booked under the service major heads, as expenditure under the Consolidated Fund of the State. Under the rules, the Administrators are required to close such accounts on the last working day of the year and transfer the unspent balances back to the Consolidated Fund, with the PD accounts being reopened in the next year, if necessary. The Government of Assam, however, did not follow this procedure. As on 31-03-2022, there were 09 PD Accounts and all these accounts have been inoperative for more than two years. The status of PD accounts during 2021-22, as per the records of Principal Accountant General (A&E), is as under:

(₹ in crore)

Opening Balance as on 1 <sup>st</sup> April 2021		Addition during the year 2021-22		Closed/Withdrawal during the year 2021-22		Closing Balance as on 31 March 2022	
Number of Administrators	Amount	Number of Administrators	Amount	Number of Administrators	Amount	Number of Administrators	Amount
22	0.57	Nil	Nil	13	0.48	9	0.09

No departmental officers had verified/reconciled these balances with the records maintained by the Principal Accountant General (A&E), as required.

### 6.7 Reconciliation of Accounts

All Controlling Officers are required to reconcile receipts and expenditure of the Government with figures accounted for by the Pr. Accountant General (A&E) Assam. During the year,

receipts amounting to ₹ 93,647.16 crore (94.04 per cent of total receipts) and expenditure amounting to ₹ 72,636.01 crore (68.33 per cent of total expenditure) were reconciled by the State Government.

## 6.8 Reconciliation of Deposits and Other Accounts in Public Account

In order to ensure correctness of balances recorded under Public Account, reconciliation with State Government authorities specially treasury officers in respect of deposit heads, departmental officers in respect of remittance and departmental balance heads and finance department in respect of Reserve Fund and cash balance investment account is required. Such a reconciliation was never carried out thus impacting the quality and transparency of accounts kept under Public Account. The position of balances under Public Account up to 2021-22 is given below:

(₹ in crore)

Public Account Balances	Opening balance as on 01-04-2021	Closing balance as on 31-03-2022
I. Small Savings, Provident Fund etc.	Cr. 14,045.37	Cr. 14,646.90
II. Reserve Fund	Cr. 1,343.70 (Net)	Cr. 1,294.33 (Net)
III. Deposits	Cr. 3,319.96	Cr. 3,909.17
IV. Advances	Dr. 2,939.39	Dr. 3,482.08
V. Suspense & Miscellaneous *	Dr. 8,055.64	Dr. 7,481.55
VI. Remittances	Dr. 788.85	Dr. 765.08
<b>Total</b>	<b>Cr. 6,925.15</b>	<b>Cr. 8,121.69</b>

\* It includes cash balance Investment Account.

The surplus in Public Account is utilized for deficit financing, as was done in 2020-21.

## 6.9 Submission of accounts by Accounts Rendering Units

The accounts of receipts and expenditure of the Government of Assam have been compiled, based on the initial accounts rendered by 33 District Treasuries, 50 Sub-Treasuries, Assam House (New Delhi), Cyber Treasury (Dispur), 146 Forest Divisions, 43 Public Works (Building) Divisions, 69 Irrigation Divisions, and 47 Public Health Engineering, 36 Water Resources Divisions, 90 Public Works (Road) Divisions, 03 Inland Water Transport Divisions, 55 Pay and Accounts offices and Advices of the Reserve Bank of India. No accounts was excluded at the end of the year.

## 6.10 Unadjusted Abstract Contingency (AC) bills

Financial rules (Rule 290 of Central Treasury Rules) envisage that no moneys should be drawn from Government Treasury unless it is required for immediate disbursement. In emergent circumstances, Drawing and Disbursing Officers (DDOs) are authorised to draw sums of money through Abstract Contingent (AC) bills by debiting Service Heads. In terms of the Rule 21 of the Assam Contingency Manual, 1989 and Para 12.6 of Assam Budget Manual, DDOs are required to present Detailed Countersigned Contingent (DCC) bills to which they relate. Delayed submission or prolonged non-submission of supporting DCC bills renders expenditure through AC Bills opaque and the expenditure shown in the Finance Accounts cannot be vouched as correct or final.

Out of 32 AC bills amounting to ₹ 25.57 crore drawn during the year 2021-22, 20 AC bills amounting to ₹ 13.98 crore (54.67 per cent) were drawn in March, 2022. DCC Bills in respect of a total of 1540 AC bills amounting to ₹ 958.37 crore as on 31 March 2022 were not received. Details of unadjusted AC bills as on 31 March 2022 pending submission of DCC bills are given below:

Year	No. of unadjusted AC Bills	Amount (₹ in crore)
Up to 2019-20	1393	867.87
2020-21	115	64.93
2021-22	32	25.57
<b>Total</b>	<b>1540</b>	<b>958.37</b>

## 6.11 Outstanding Utilization Certificates (UC)

In terms of Rules 517 (Appendix 16) of the Assam Financial Rules 1939, Utilization Certificates (UCs) in respect of Grants-in-Aid received by the grantee should be furnished by the grantee to the authority that sanctioned it, within one year from the date of receipt of grant or before applying for a further grant on the same object, whichever is earlier. To the extent of non-submission of UCs, there is no assurance that the amount shown in Finance Accounts had reached the beneficiaries and thus the expenditure cannot be vouched as correct or final.

During the year 2021-22, ₹ 28,760.49 crore pertaining to outstanding UCs for the period up to 2021-22 was cleared. The position of outstanding UCs as on 31-03-2022 is given below:

Year*	Number of UCs Outstanding	Amount (₹ in crore)
Up to 2020-21	11166	25,639.04
2021-22	2516	11,048.80
<b>Total</b>	<b>13682</b>	<b>36,687.84</b>

\*The year mentioned above relates to “Due year” i.e. after one year of actual drawal.

Additions during the year 3266 UCs amounting to ₹ 19,189.62 crore which are due in 2022-23.

### **6.12 Suspense Accounts**

Under suspense heads are recorded all such transactions as are ultimately removed either by payment or recovery in cash or by book adjustments on receipt of supporting documents. The overall debit balance under Suspense Account indicates assets and credit balance indicates liabilities.

During 2021-22, the suspense balance was increased from ₹ 1,142.38 to ₹ 1,180.48 crore (3.34 *per cent*). Net increase during the year was ₹ 38.10 crore. Main reasons for outstanding balance were (a) non-reimbursement of maintenance expenditure on National Highways by the Ministry of Shipping, Road Transport and Highways, Government of India and (b) Non-receipt of supporting documents / vouchers *etc.* from the state treasuries in respect of withdrawal from the Consolidated Fund of the State.

### **6.13 Commitments on account of Incomplete Works**

A total expenditure of ₹ 1,613.42 crore was incurred up to the year 2021-2022 by the State Government on various incomplete projects costing one crore and above, which have been taken up by the Public Works Department, Irrigation Department and Public Health Engineering Department. However, incomplete projects / works under Public Works Department, Irrigation Department and Public Health Engineering Department, involving costs amounting to ₹ 1,715.21 crore, is still pending for payments.







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