

सत्यमेव जयते

Accounts at a Glance 2020-21



लोकहितार्थ सत्यनिष्ठा
Dedicated to Truth in Public Interest

Government of Gujarat

Preface

The Annual Accounts of the State Government are prepared 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 Finance Accounts and 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 expenditure against provisions approved by the State Legislature and offer explanations for variations between the actual expenditure and the funds provided.

'Accounts at a Glance' provides a broad overview of Government activities, as reflected in the Finance Accounts and the Appropriation Accounts. The information is presented through brief explanations, statements and graphs. While it has been our endeavour to rely on the figures in the certified Finance Accounts and Appropriation Accounts, the certified Annual Accounts should be referred to for authentic figures.

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



(Biren D. Parmar)

Principal Accountant General (A&E)

Place : Rajkot

Date : 30/12/2021

Our Vision, Mission and Core Values

VISION

(The vision of the institution of the Comptroller of 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

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1.1 Introduction

The Principal Accountant General (PAG) (A&E), Gujarat collates, classifies, compiles the accounts data rendered by multiple agencies, and prepares the accounts of the Government of Gujarat. The accounts of receipts and expenditure of the Government of Gujarat have been compiled based on the initial accounts rendered by 33 Treasuries, 70 Forest Divisions, 157 Public Works Divisions (86 Irrigation Divisions and 71 Road and Building Divisions), 02 Pay and Accounts Offices and Advices of the Reserve Bank of India. A Monthly Civil Account is presented by the office of the Principal Accountant General (A&E) to the Government of Gujarat every month. The office of PAG (A&E) also submits a quarterly Appreciation Note on the important financial indicators and quality of expenditure of the Government. The PAG (A&E) also prepares, annually, Finance Accounts and the Appropriation Accounts which are placed before the State Legislature after audit by the Principal Accountant General (Audit-II), Gujarat and certification by the Comptroller and Auditor General of India.

1.2 Structure of Government Accounts

1.2.1 Government Accounts are kept in three parts:

Structure of Government Accounts

● Part 1 CONSOLIDATED FUND

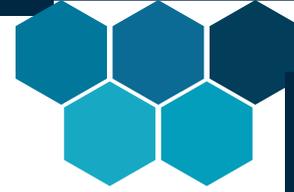
All revenue received by the Government including tax and non-tax revenues, loans raised and repayment of loans given (including interest thereon) form the Consolidated Fund. All expenditure and disbursements of the Government, including release of loans and repayments of loanstaken (and interest thereon), 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. The corpus of this fund for the Government of Gujarat is ₹ 200 crore.

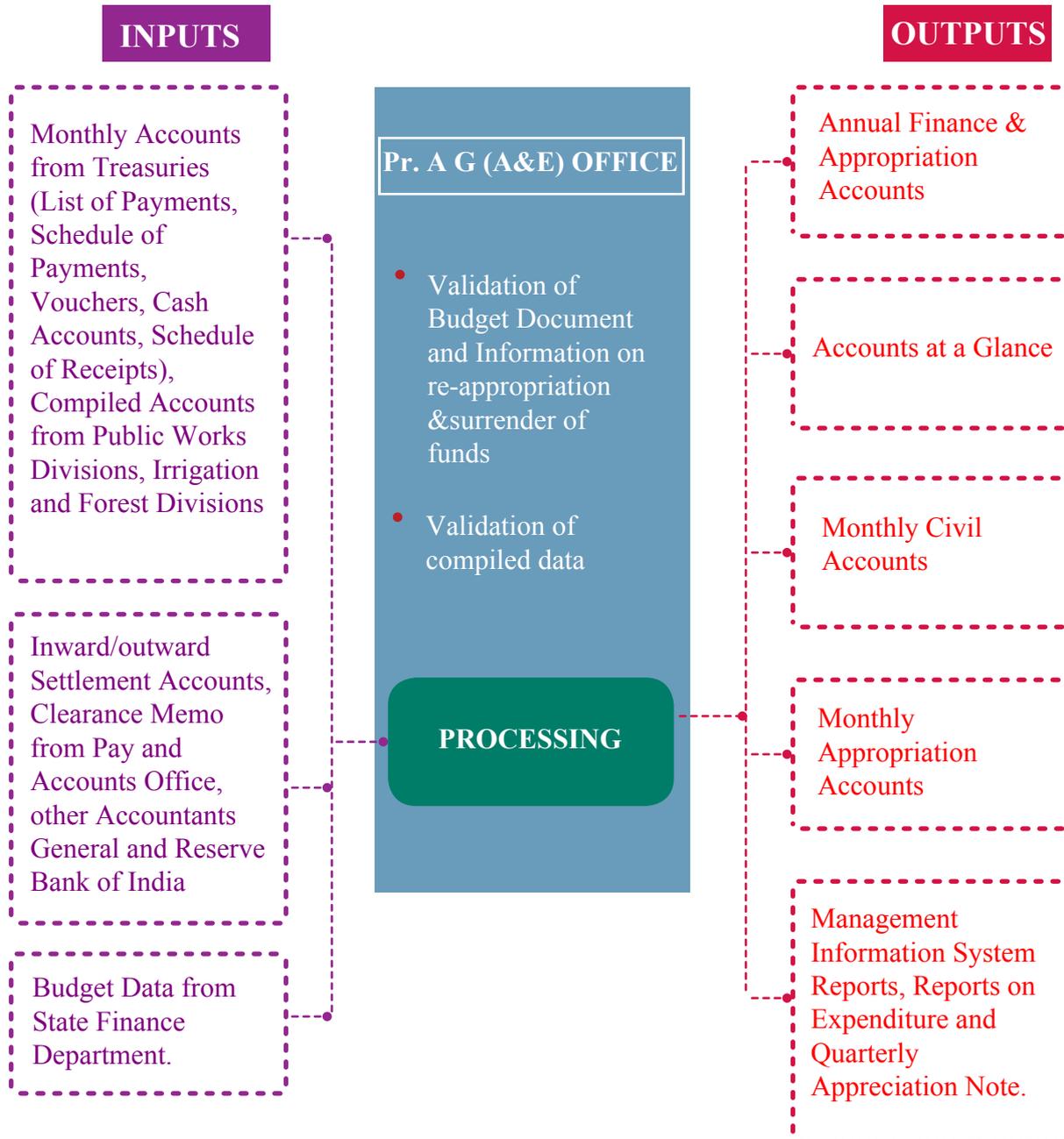
Part 2 CONTINGENCY FUND ●

● 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 transactions (adjusting entries pending booking to final heads of account), Remittances between accounting entities, and Cash Balance.



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 are prepared in two volumes to make them more comprehensive and informative. Volume I of the Finance Accounts contains the certificates of the Comptroller and Auditor General of India, matter of emphasis, summarized statements of overall receipts and disbursements and 'Notes to Accounts' containing summary of significant accounting policies, comments on quality of accounts and other items. Volume II contains detailed statement (Part-I) and appendices (Part-II).

The Union Government transfers substantial funds directly to State Implementing Agencies/ Non-Governmental Organisations for implementation of various schemes and programmes. During the year 2020-21, the Government of India (GOI) released ₹ 14,211 crore directly to the implementing agencies in Gujarat. Since these funds are not routed through the State Budget, these are not reflected in the Accounts of the State Government. These transfers are exhibited in Appendix VI of Volume II of the Finance Accounts.

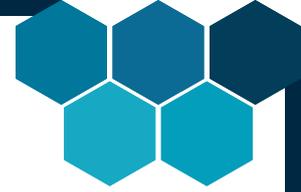
1.3.2 Financial highlights of year 2020-21

The following table provides the details of actual financial results vis-à-vis budget estimates for the year 2020-21:

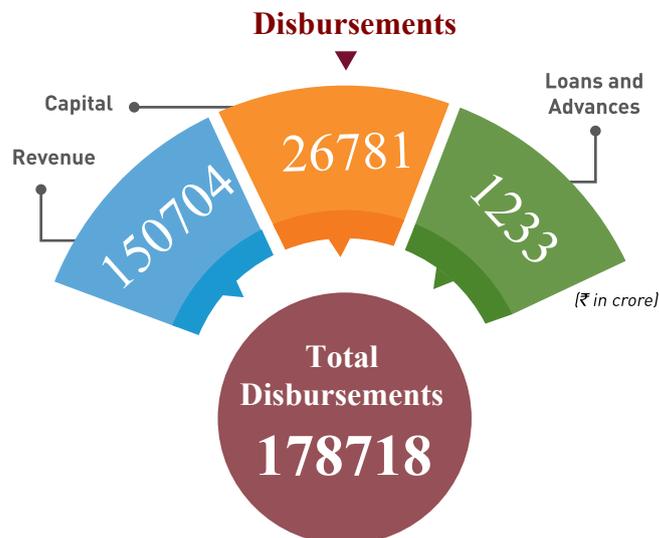
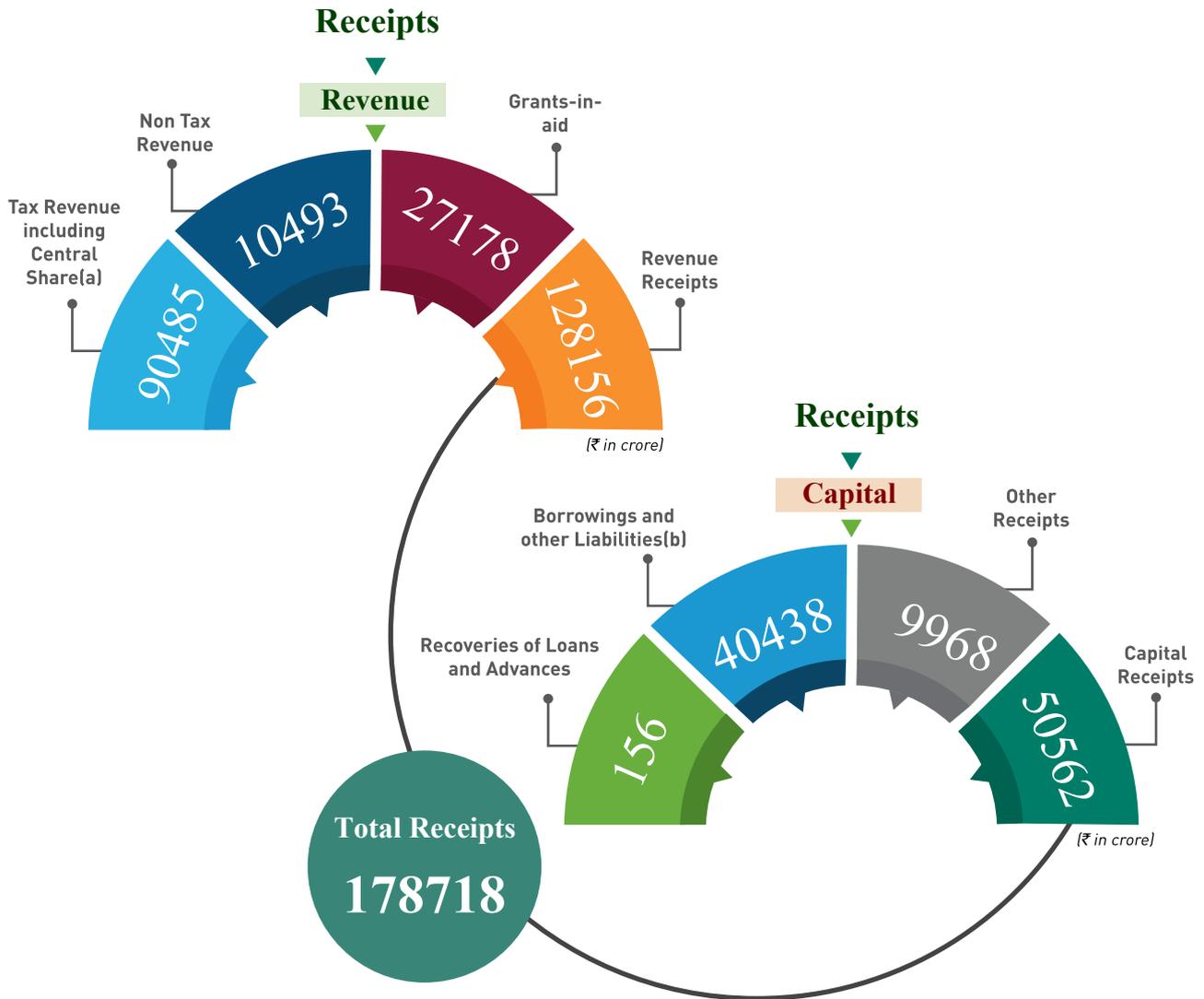
Sl. No	Component	Budget Estimate 2020-21	Actuals 2020-21	Percentage of Actuals to B.E.	Percentage of Actuals to GSDP (#)
		(₹ in crore)	(₹ in crore)		
1	Tax Revenue	1,05,093	70,266	66.86	4.24
2	Non-Tax Revenue	14,600	10,493	71.87	0.63
3	Share of Union Taxes/ duties	26,660	20,219	75.84	1.22
4	Grants-in-aid & Contributions	16,094	27,178	168.87	1.64
5	Revenue Receipts (1+2+3+4)	1,62,447	1,28,156	78.89	7.73
6	Recovery of Loans & Advances	265	156	58.87	0.01
7	Other Receipts	0	9,968	-	0.6
8	Borrowings and other liabilities (a)	33,536	40,438	120.58	2.44
9	Capital Receipts (6+7+8)	33,801	50,562	149.59	3.05
10	Total Receipts (5+9)	1,96,248	1,78,718	91.07	10.77
11	Revenue Expenditure	1,61,658	1,50,704	93.22	9.08
12	Expenditure on Interest Payments (out of Revenue Expenditure)	23,871	24,203	101.39	1.46
13	Capital expenditure, of which:-	34,590	28,014	80.99	1.69
14	Capital Outlay	33,371	26,781	80.25	1.61
15	Loans and Advances Disbursed	1,219	1,233	101.15	0.07
16	Total Expenditure (11+13)	1,96,248	1,78,718	91.07	10.77
17	Revenue Deficit (-) /Revenue Surplus (+)(5-11)	(+789)	(-22,548)	(-2857.79)	(-1.36)
18	Fiscal Deficit (5+6+7-16)	(-33,536)	(-40,438)	120.58	(-2.44)
19	Primary Deficit(18-12)	(-9,665)	(-16,235)	167.98	(-0.98)

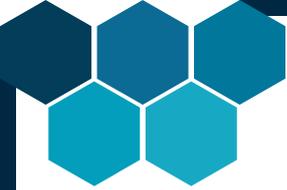
(a) Borrowings and other liabilities: Net (Receipts- Disbursements) of Public Debt + Net of Contingency Fund + Net (Receipts- Disbursements) of Public Account + Net of Opening and closing balance.

GSDP of 2020-21 was ₹ 16,58,865 crore (advance)



Receipts and disbursement in the year 2020-21





1.3.3 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 Gujarat has 02 Charged Appropriation and 79 Voted and 27 combined (Charged and 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.

1.3.4 Efficiency on Budget Preparation

Against the total budgetary provision of ₹ 2,28,776 crore during 2020-21, the State Government incurred an expenditure of ₹ 2,00,216 crore in 108 grants. This resulted in net savings of ₹ 28,560 crore (gross savings of ₹ 30,279 crore offset by an excess of ₹ 1,719 crore in Six grants/Appropriations). This excess expenditure of ₹ 1,719 crore is required to be regularised by the State Legislature, as per Article 205 of Constitution of India.

1.4 Sources and Application of Funds

1.4.1 Fund flow statement

The state had a revenue deficit of ₹ 22,548 crore and a fiscal deficit of ₹ 40,438 crore as on 31 March 2021. The fiscal deficit was met from net Public Debt (₹ 40,934 crore) decrease in Public Account (₹ 658 crore) and net decrease of opening and closing cash balance (₹ 162 crore). Around 59.60 *per cent* of the revenue receipts (₹ 1,28,156 crore) of the State Government was spent on committed expenditure like salaries (₹ 11,465 crore), interest payments (₹ 24,203 crore), pensions (₹ 18,570 crore) and subsidies (₹ 22,141 crore).

During the year 2020-21 revenue deficit of ₹ 22,548 crore (₹ 1,945 crore surplus in 2019-20) and fiscal deficit of ₹ 40,438 crore (₹ 24,581 crore in 2019-20) represents 1.36 *per cent* and 2.44 *per cent* of Gross State Domestic Product (GSDP) respectively. The fiscal deficit constituted 22.63 *per cent* of total expenditure.



1.4.2 Sources and Application of Funds

SOURCES	Particulars	Amount
		(₹ in crore)
	Opening Cash Balance as on 1 April 2020	15
	Revenue Receipts	1,28,156
	Capital Receipts	9,968
	Recovery of Loans and Advances	156
	Public Debt Receipts	58,857
	Small Savings, Provident funds etc.	2,065
	Reserves Funds and Sinking funds	10,277
	Deposits Received	52,126
	Suspense Account	2,11,021
	Remittances	19,877
	Total	4,92,518

APPLICATION	Particulars	Amount
		(₹ in crore)
	Revenue Expenditure	1,50,704
	Capital expenditure	26,781
	Loans Given	1,233
	Repayment of Public Debt	17,922
	Small Savings, Provident funds etc.	2,220
	Reserves Funds and Sinking funds	10,976
	Deposits Repaid	49,770
	Suspense Account	2,13,311
	Remittances	19,748
	Closing Cash Balance as on 31 Mrach 2021	(-)147
	Total	4,92,518

1.4.3 Where the ₹ came from

Actual Receipts



46% Tax Revenue



30% Public Debt



14% Grants-in-aid



5% Non-Tax Revenue



5% Capital Receipts

0% Recovery of Loans and Advances

(Recovery of Loans and Advances were only ₹ 156 crores, which is negligible amount. Hence value is shown as zero.)

1.4.4 Where the ₹ went

Actual Expenditure



63% Development Expenditure



27% Non- Development Expenditure



9% Public Debt

1% Loans and Advances



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
-
-
-
-
-

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.
-
-
-
-
-

1.5 Gujarat Fiscal Responsibility Act, 2005

The Government of Gujarat has enacted the Gujarat Fiscal Responsibility Act, 2005. As per this Act, the State Government was required to achieve certain fiscal targets by specified periods. Achievements during the year 2020-21 against fiscal targets laid down in the Act and rules framed there under, were as follows:-

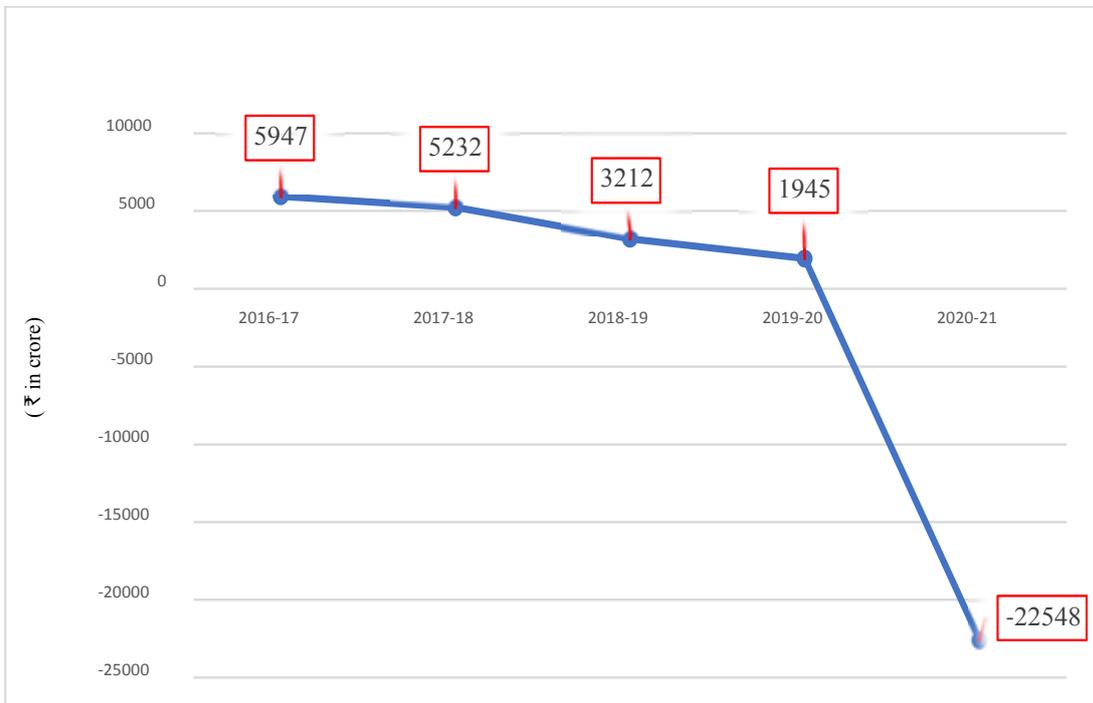
Sl. No.	Targets	Achievements during the year as per the accounts and GSDP (*)
1	Revenue Deficit shall be maintained at ₹ 21,952 crore during the period 2020-21	The Government of Gujarat had a Revenue Deficit of ₹ 22,547.92 crore in 2020-21 (1.36 per cent of GSDP)
2	Fiscal deficit shall not exceed 3.10 per cent of GSDP during the period 2020-21	The Fiscal Deficit of ₹ 40,438.35 crore as per the accounts was 2.44 per cent of GSDP for 2020-21
3	Public debt expressed as percentage of GSDP shall be less than 18.14 per cent of GSDP during 2020-21	Public debt for Gujarat ₹ 3,08,029.98 crore was 18.57 per cent of GSDP

(*) Source: GSDP figure (₹ 16,58,865 crore) is taken from Economic and Statistics department, Government of Gujarat as the same was not available on the website of Ministry and Statistics and Programme implementation, Government of India.

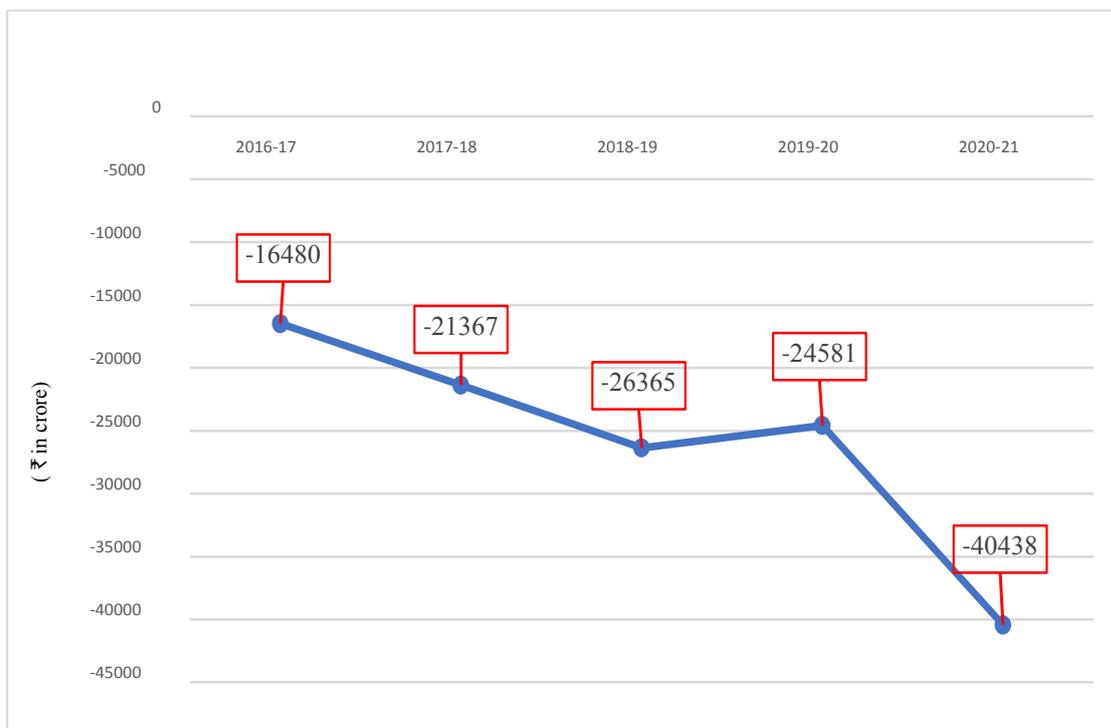
The State Government had made disclosures to the Legislature required under the Gujarat Fiscal Responsibility Rules, 2006.



1.5.1 Trend of Revenue Surplus/ Deficit



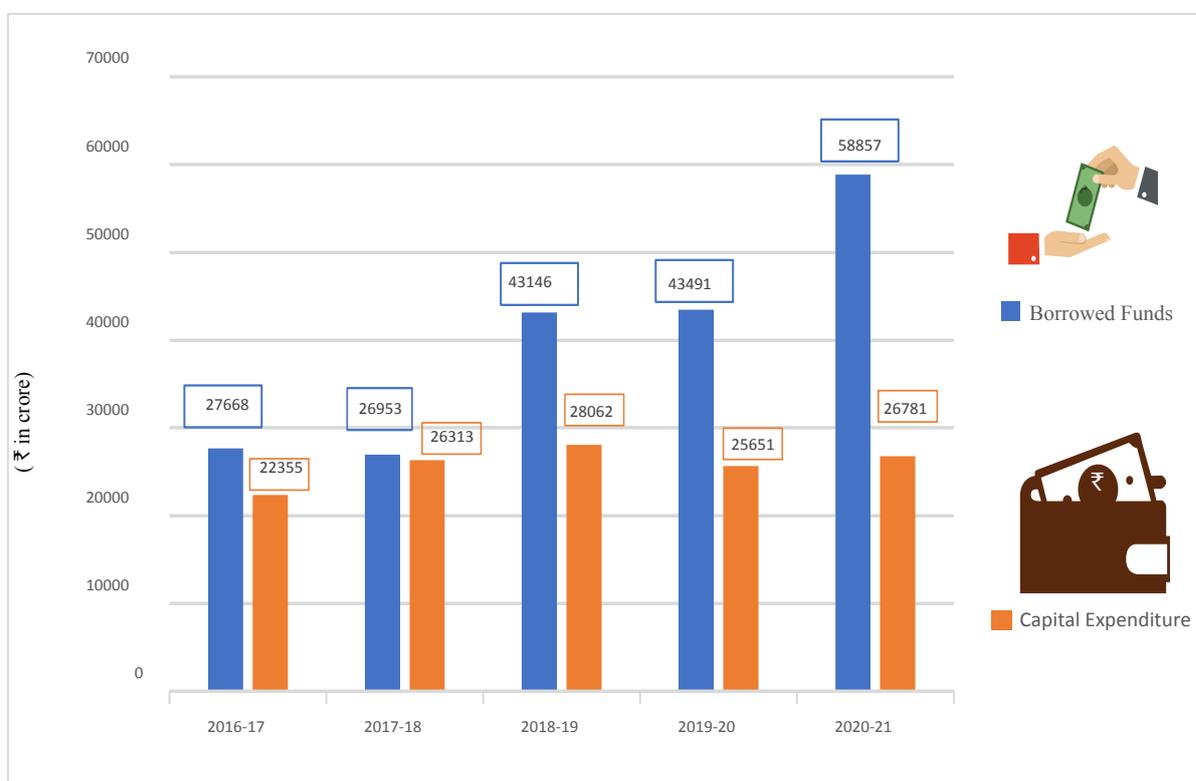
1.5.2 Trend of Fiscal Deficit



1.5.3 Proportion of borrowed funds spent on Capital Expenditure

(₹ in crore)

Year	Borrowed Fund	Capital Expenditure
2016-17	27,668	22,355
2017-18	26,953	26,313
2018-19	43,146	28,062
2019-20	43,491	25,651
2020-21	58,857	26,781



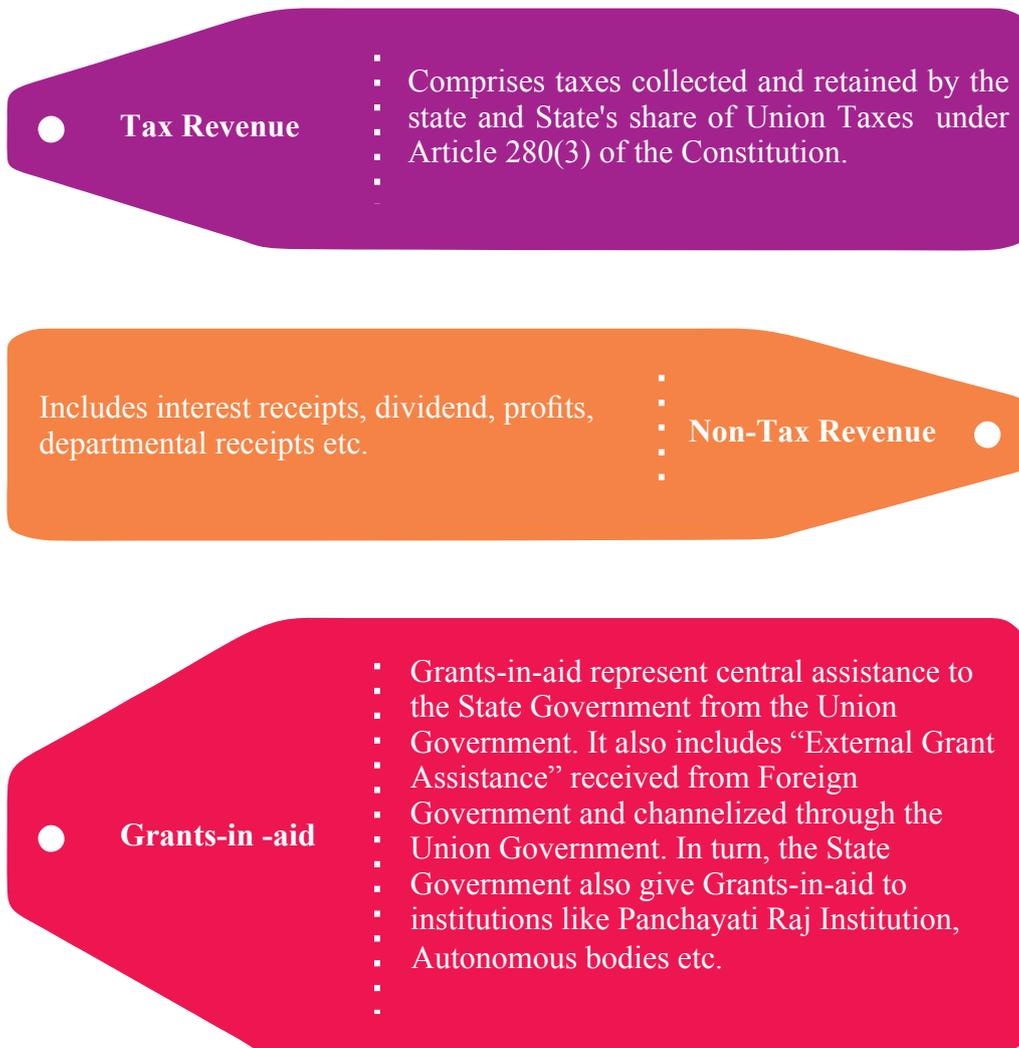
The government usually runs fiscal deficits and borrow funds for capital/ assets formation or for creation of economic and social infrastructure, so that assets created through borrowings could pay for themselves by generating an income stream. Thus, it is desirable to fully utilize borrowed funds for creation of capital assets and to use revenue receipts for the repayment of principal and interest. The state government, however, spent only 46 *per cent* of the borrowings of the current year (₹ 58,857 crore) on capital expenditure (₹ 26,781 crore). It would therefore appear that balance of the borrowings in the public debt was utilized to repay the principal (₹ 17,922 crore) and part of interest on public debt of previous year.

2.1 Introduction

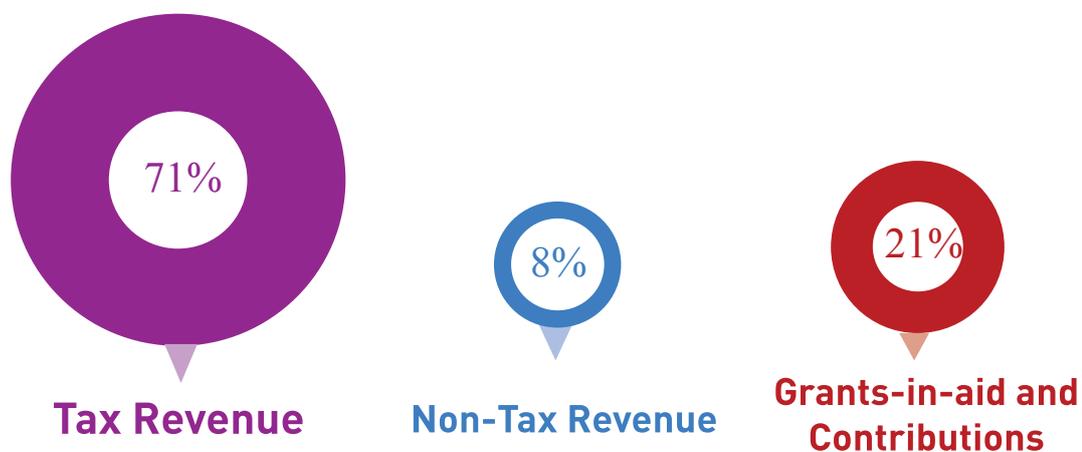
Receipts of the Government are classified as Revenue Receipts and Capital Receipts. Total revenue and non-debt capital receipts are ₹ 1,38,280 crore.

2.2 Revenue Receipts

The revenue receipts of the government comprise three components viz. Tax Revenue, Non-tax Revenue and Grants-in-aid received from the Union Government.



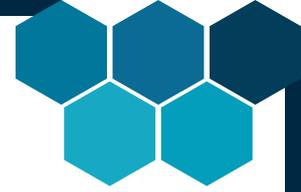
Revenue Receipts



2.2.1 Revenue Receipts Components

(₹ in crore)

Components	Actuals
A. Tax Revenue	90,485
Goods and Service Tax	35,489
Taxes on Income and Expenditure	12,576
Taxes on Property and Capital Transactions	9,862
Taxes on Commodities and Services	32,558
B. Non- Tax Revenue	10,493
Interest Receipts, Dividends and Profits	979
General Services	798
Social Services	2,160
Economic Services	6,556
C. Grants-in-aid & Contribution	27,178
	1,28,156

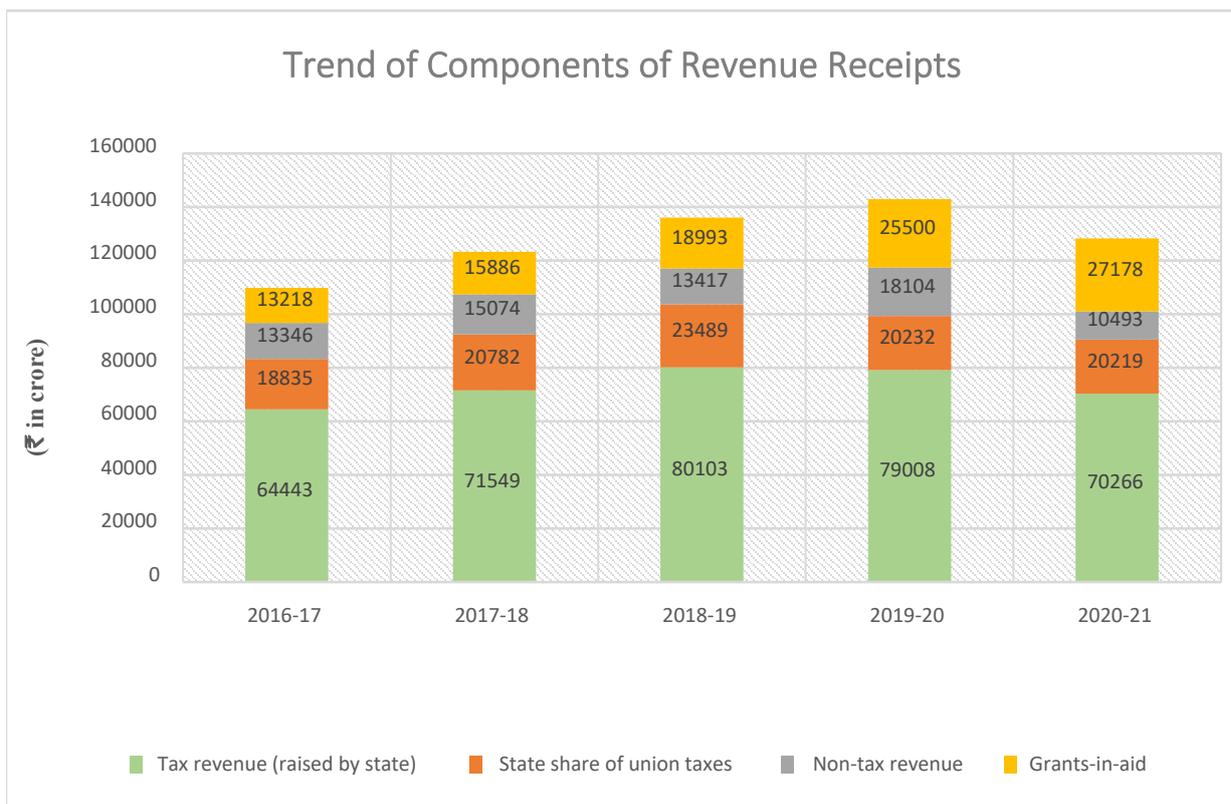


2.2.2 Trend of Revenue Receipts

(₹ in crore)

	2016-17	2017-18	2018-19	2019-20	2020-21
Tax Revenue (Raised by the State)	64,443	71,549	80,103	79,008	70,266
State Share of Union Taxes/Duties	18,835	20,782	23,489	20,232	20,219
Non-Tax Revenues	13,346	15,074	13,417	18,104	10,493
Grants-in-aid	13,218	15,886	18,993	25,500	27,178
Total Revenue Receipts	1,09,842	1,23,291	1,36,002	1,42,844	1,28,156
GSDP	11,67,156	13,29,095	15,02,899	16,49,505	16,58,865

GSDP increased by 0.57 *per cent* in 2020-21 compared to previous year, whereas there was a decrease of 10 *per cent* in revenue receipts. The tax revenue decreased by 11 *per cent*, the non-tax revenue decreased by 42 *per cent*, however, grants-in-aid increased by 7 *per cent* compared to the previous year.



2.3 Tax Revenue

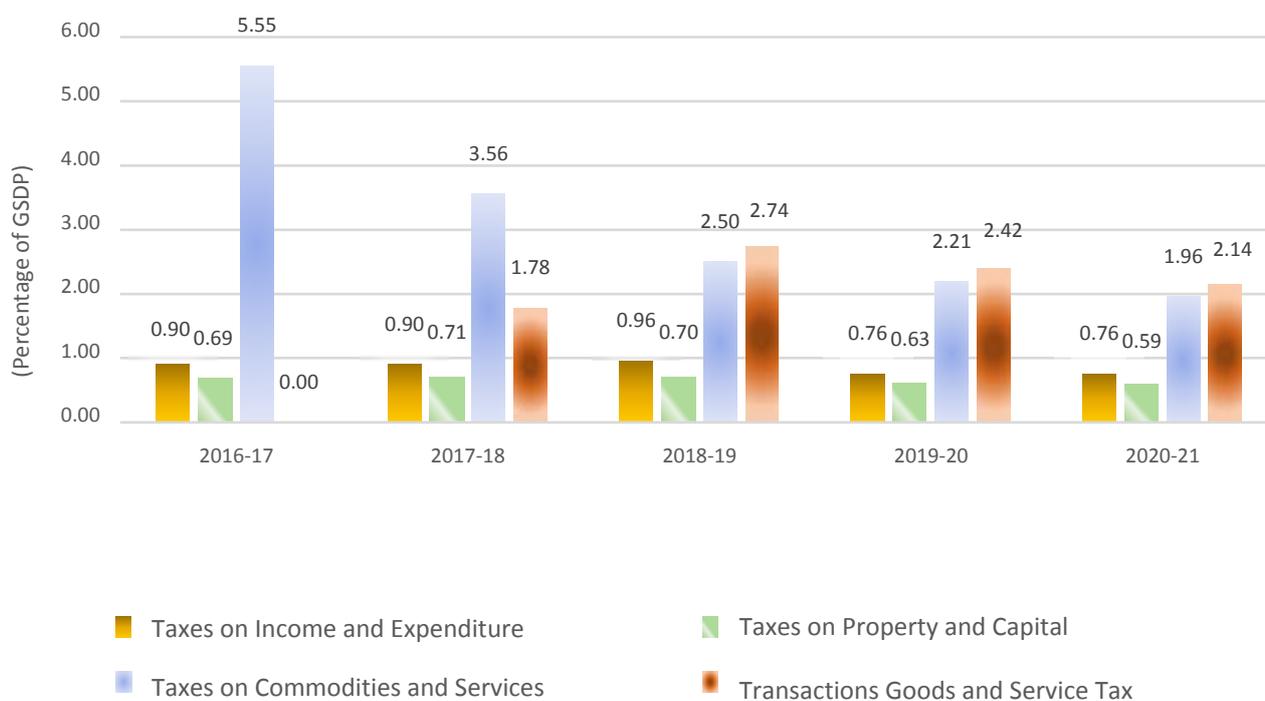
(₹ in crore)

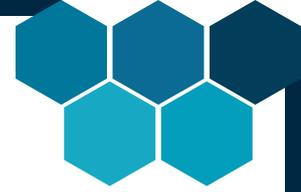
Sector-wise Tax Revenue					
	2016-17	2017-18	2018-19	2019-20	2020-21
a. Goods and Service Tax	NA *	23,640	41,148	39,848	35,489
b. Taxes on Income and Expenditure	10,465	11,992	14,486	12,563	12,576
c. Taxes on Property and Capital Transactions	8,055	9,400	10,451	10,389	9,862
d. Taxes on Commodities and Services	64,758	47,299	37,507	36,440	32,558
Total Tax Revenue	83,278	92,331	1,03,592	99,240	90,485
GSDP	11,67,156	13,29,095	15,02,899	16,49,505	16,58,865

*Not applicable

The decrease in total tax revenue during 2020-21 was mainly attributable to less receipts under SGST (₹ 4,648 crore), Taxes on Sales and Trade etc. (₹ 2,271 crore) and Interest Receipts (₹ 1,484 crore).

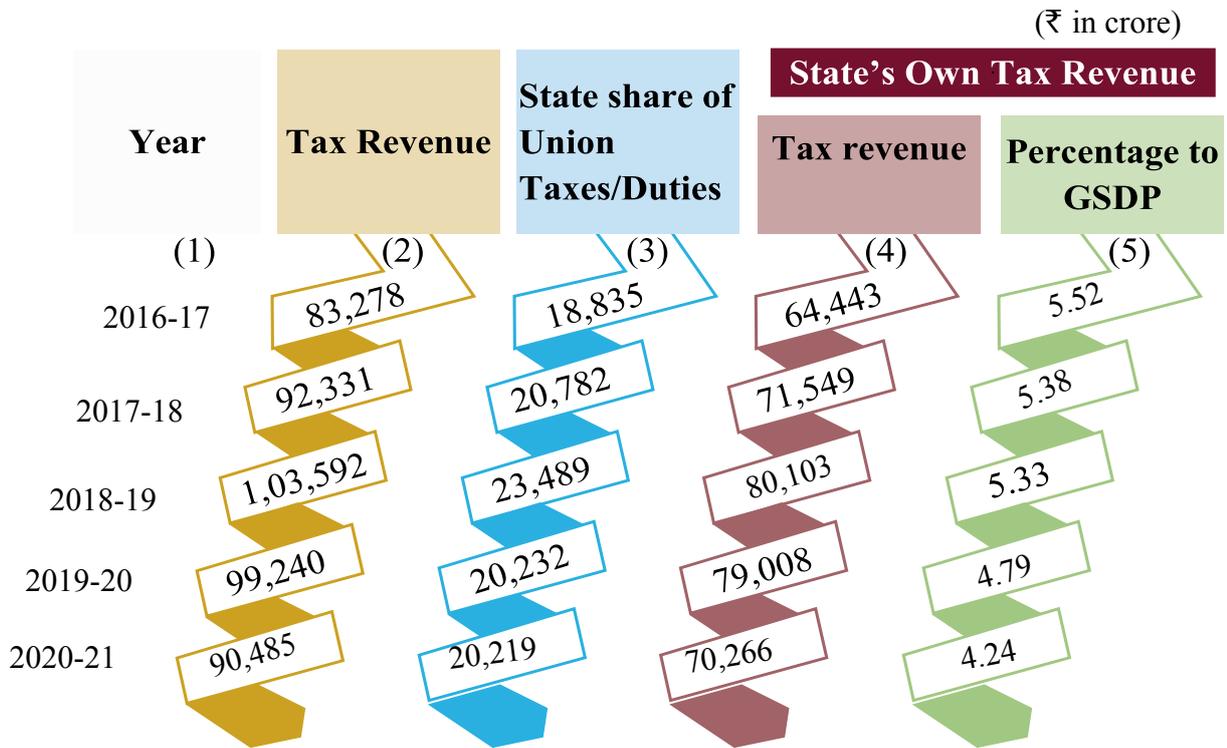
2.3.1 Trend of Major Taxes in proportion to GSDP

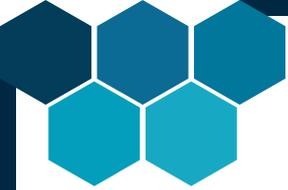




2.3.2 State's own Tax collection and State's share of Union Taxes

Tax Revenue of the State Government comes from two sources viz. State's own Tax collection and Transfer of Union Taxes.





2.3.3 Comparative position of the amount of Tax revenue received from the two sources over a period of five years.

(₹ in crore)

	2016-17	2017-18	2018-19	2019-20	2020-21
State's own Tax collection	64,443	71,549	80,103	79,008	70,266
Transfer of Union Taxes	18,835	20,782	23,489	20,232	20,219
Total Tax Revenue	83,278	92,331	1,03,592	99,240	90,485
Percentage of State's own tax to total tax revenue	77	77	77	80	78

The proportion of State's own collection in overall Tax revenue 78 *per cent* compared to 80 per cent in 2019-20.

2.3.4 Trend in State's own Tax collection over the past five years

(₹ in crore)

Taxes	2016-17	2017-18	2018-19	2019-20	2020-21
State Goods and Service Tax	NA*	21,251	34,889	34,107	29,458
Taxes on Sales, Trade etc.	46,314	29,639	22,414	21,072	18,800
State Excise	152	85	131	138	134
Taxes on Immovable Property other than Agricultural Land	259	287	259	329	338
Taxes on Vehicle	3,213	3,885	4,119	3,847	2,981
Stamp and Registration fees	5,783	7,255	7,781	7,701	7,390
Taxes and Duties on electricity	5,833	6,484	7,348	8,774	8,319
Land Revenue	1,999	1,859	2,408	2,359	2,134
Taxes on Goods and Passengers	66	131	116	48	104
Others Taxes	824	673	638	633	608
Total State' own Taxes	64,443	71,549	80,103	79,008	70,266

(*) Not Applicable



2.4 Cost of Tax collection

(₹ in crore)

Taxes	2016-17	2017-18	2018-19	2019-20	2020-21
1. Taxes on property and Capital transactions					
Revenue collection	8,055	9,400	10,451	10,390	9,862
Expenditure on	227	263	276	229	222
Cost of tax collection	3%	3%	3%	2%	2%
2. Taxes on commodities and services					
Revenue collection	64,758	47,299	37,507	36,440	32,558
Expenditure on	414	460	463	458	444
Cost of tax collection	1%	1%	1%	1%	1%

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

Description	2016-17	2017-18	2018-19	2019-20	2020-21
Central Goods & Service Tax (CGST)	NA*	292	5,797	5,741	6,031
Integrated Goods & Service Tax (IGST)	NA*	2,097	463	0	0
Corporation Tax	6,027	6,361	8,168	6,898	6,084
Taxes on Income other than Corporation Tax	4,189	5,371	6,015	5,405	6,235
Other taxes on Income and Expenditure	0	0	42	0	0
Taxes on Wealth	14	0	3	0.30	0
Customs	2,593	2,096	1,665	1,282	1,089
Union Excise Duties	2,960	2,191	1,106	892	682
Service Tax	3,052	2,373	218	0	84
Other Taxes and Duties on Commodities and Services	0.06	0	12	13	14
State's share of Union Taxes/Duties	18,835	20,782	23,489	20,232	20,219
Total Tax Revenue	83,278	92,331	1,03,592	99,240	90,485
Percentage of Union Taxes to Total Tax Revenue	23	23	23	20	22

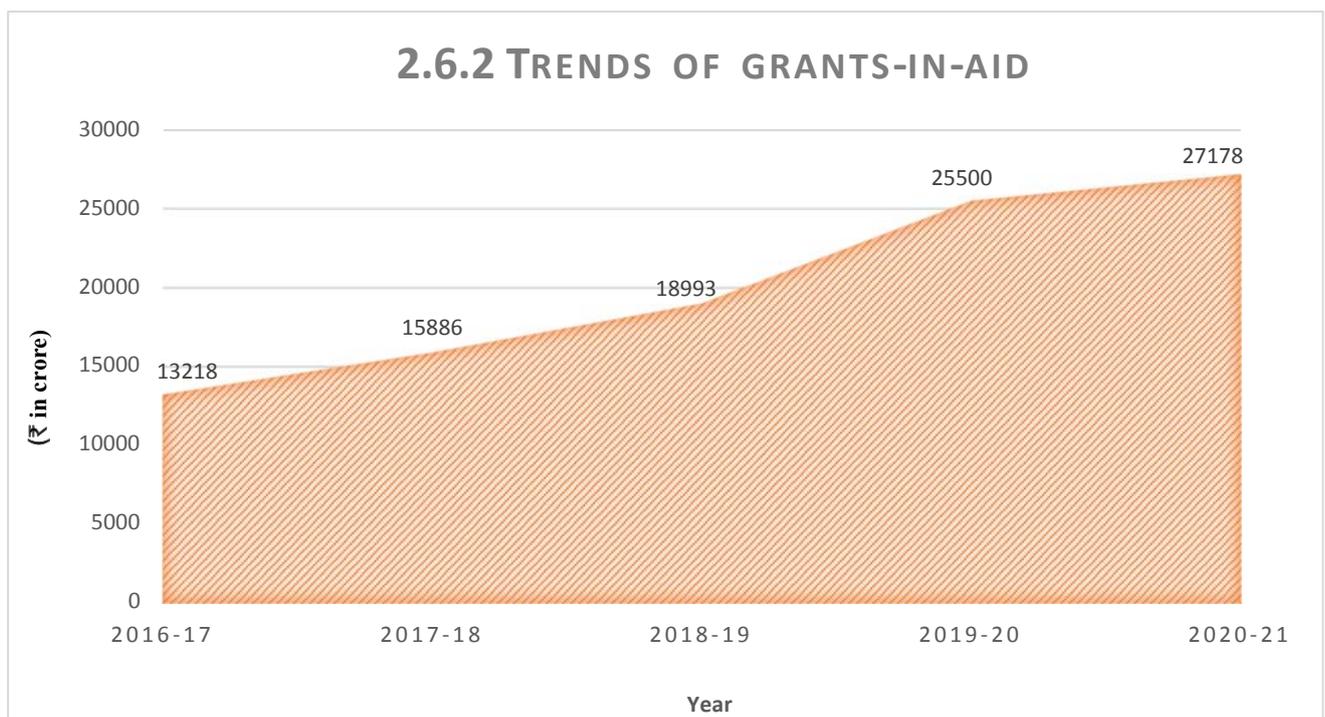
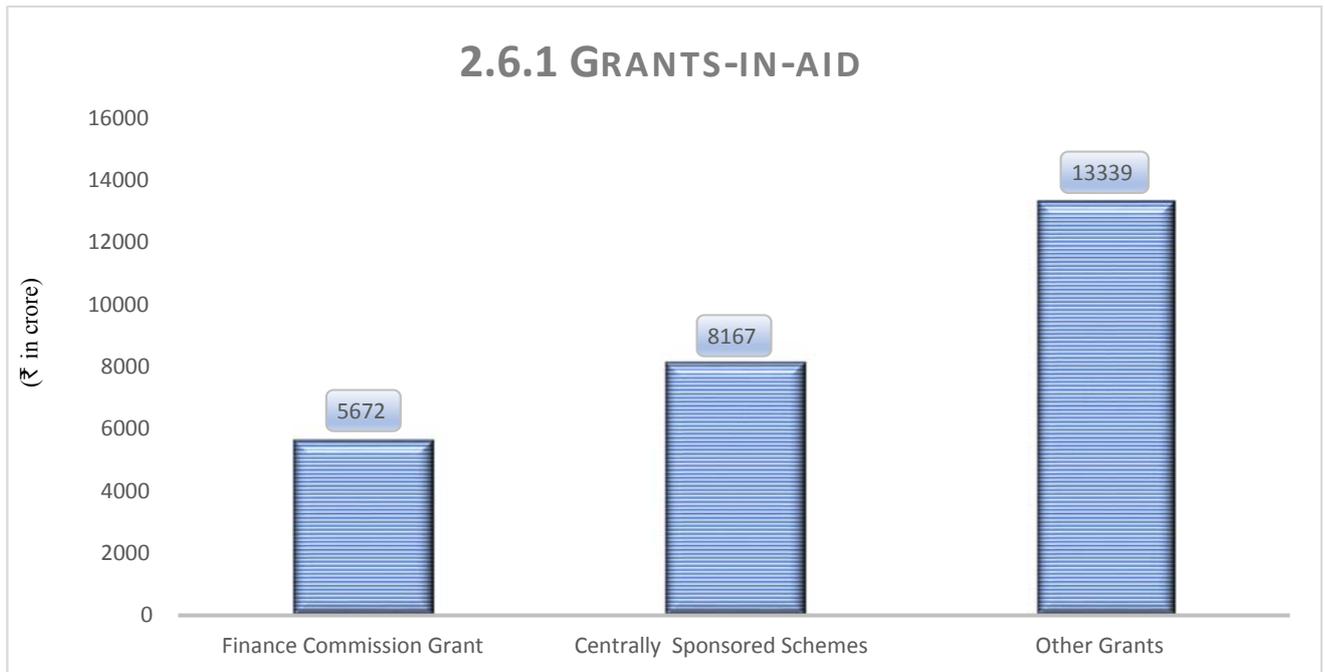
(*) Not Applicable

Government of Gujarat received ranging between 20 per cent to 23 per cent share of total Tax Revenue from the net proceeds of all shareable Union taxes during the period 2016-17 to 2020-21.



2.6 Grants-in-aid

Grants-in-aid represent assistance from the Government of India, and comprise Centrally Sponsored Schemes Finance Commission Grants and other grants Total receipts during 2020-21 under Grants-in-aid were ₹ 27,178 crore as shown below:

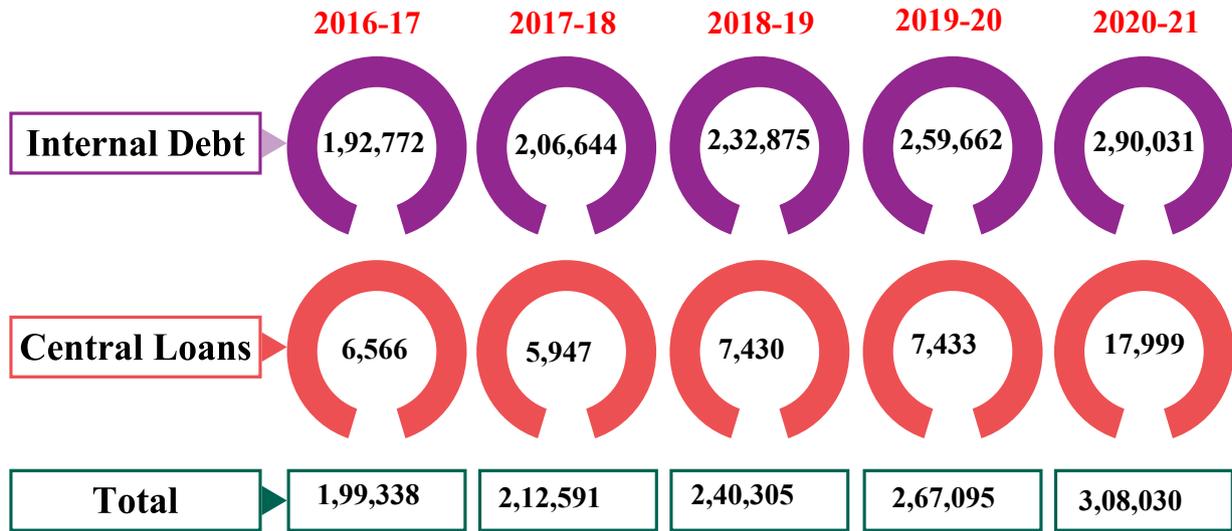




2.7 Public Debt

Trend of Public debt over the last five years is shown below:

(₹ in crore)



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. Expenditure is further classified as State Fund Expenditure and Central Assistance (including CSS/CS).

In Government accounts, the expenditure is classified at top level into three sectors: General Services, Social Services and Economic Services. The significant areas of expenditure covered under these sectors are mentioned in the table given below:

● General Service

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

Includes Education, Health and Family Welfare, Water Supply etc.

Social Service ●

● Economic Service

Includes Agriculture, Rural Development, Irrigation, Co-operation, Energy, Industries, Transport etc.



3.2 Revenue Expenditure

The shortfall of revenue expenditure against budget estimates as per Appropriation Accounts during the past five years is given below:

(₹ in crore)

Components	2016-17	2017-18	2018-19	2019-20	2020-21
Budget Estimate	1,16,493	1,35,638	1,48,123	1,51,858	1,61,658
Actuals	1,03,895	1,18,060	1,32,790	1,40,899	1,50,704
Gap	12,598	17,578	15,333	10,959	10,954
Percentage of variation of the Actuals against BE	10.81	12.96	10.35	7.20	6.78

(Source: Budget Publication no. 1 for the year 2020-21.)

Around 51 *per cent* of the total revenue expenditure was incurred on committed expenses viz. on salaries (₹ 11,465 crore) Interest payment (₹ 24,203 crore) and Pension (₹ 18,570 crore) and subsidies (₹ 22,141 crore) which is the committed liabilities of the State Government.

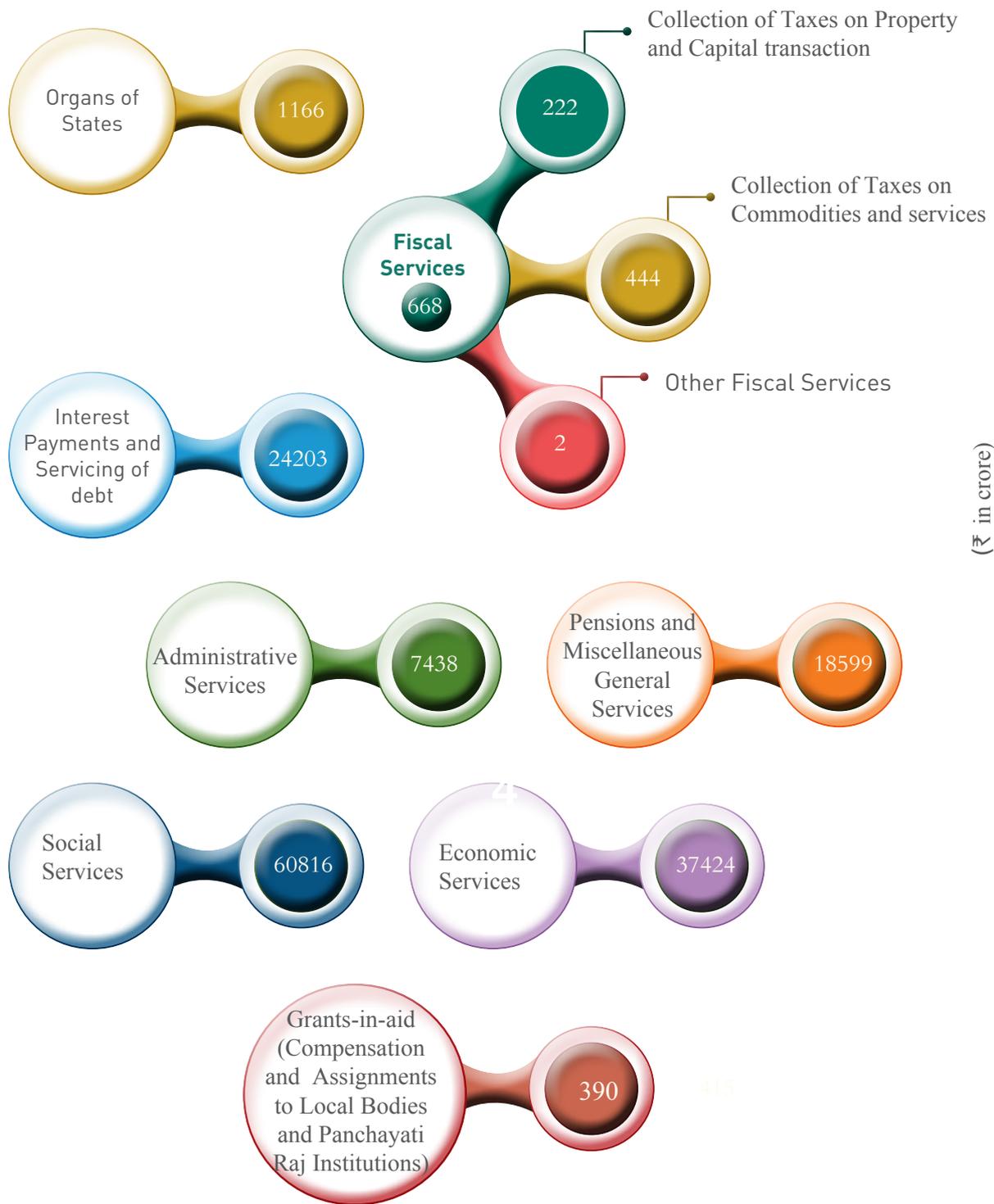
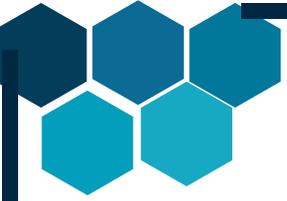
3.2.1 Position of committed and uncommitted revenue expenditure over the last five years

(₹ in crore)

Components	2016-17	2017-18	2018-19	2019-20	2020-21
Total Revenue Expenditure	1,03,895	1,18,060	1,32,790	1,40,899	1,50,704
Committed Revenue Expenditure (#)	48,691	56,846	66,583	69,482	76,379
Percentage of Committed Revenue Expenditure to Total Revenue Expenditure	47	48	50	49	51
Uncommitted Revenue Expenditure	55,204	61,214	66,207	71,417	74,325

(#) Committed revenue expenditure includes expenditure on salaries, Interest payments, pensions and subsidies.

It may be seen that the uncommitted revenue expenditure available for implementation of various schemes has increased by 34.64 *per cent* from ₹ 55,204 crore in 2016-17 to ₹ 74,325 crore in 2020-21. The total revenue expenditure increased by 45.05 *per cent* from ₹ 1,03,895 crore in 2016-17 to ₹ 1,50,704 crore in 2020-21 and committed revenue expenditure increased by 56.86 *per cent* over the same period.



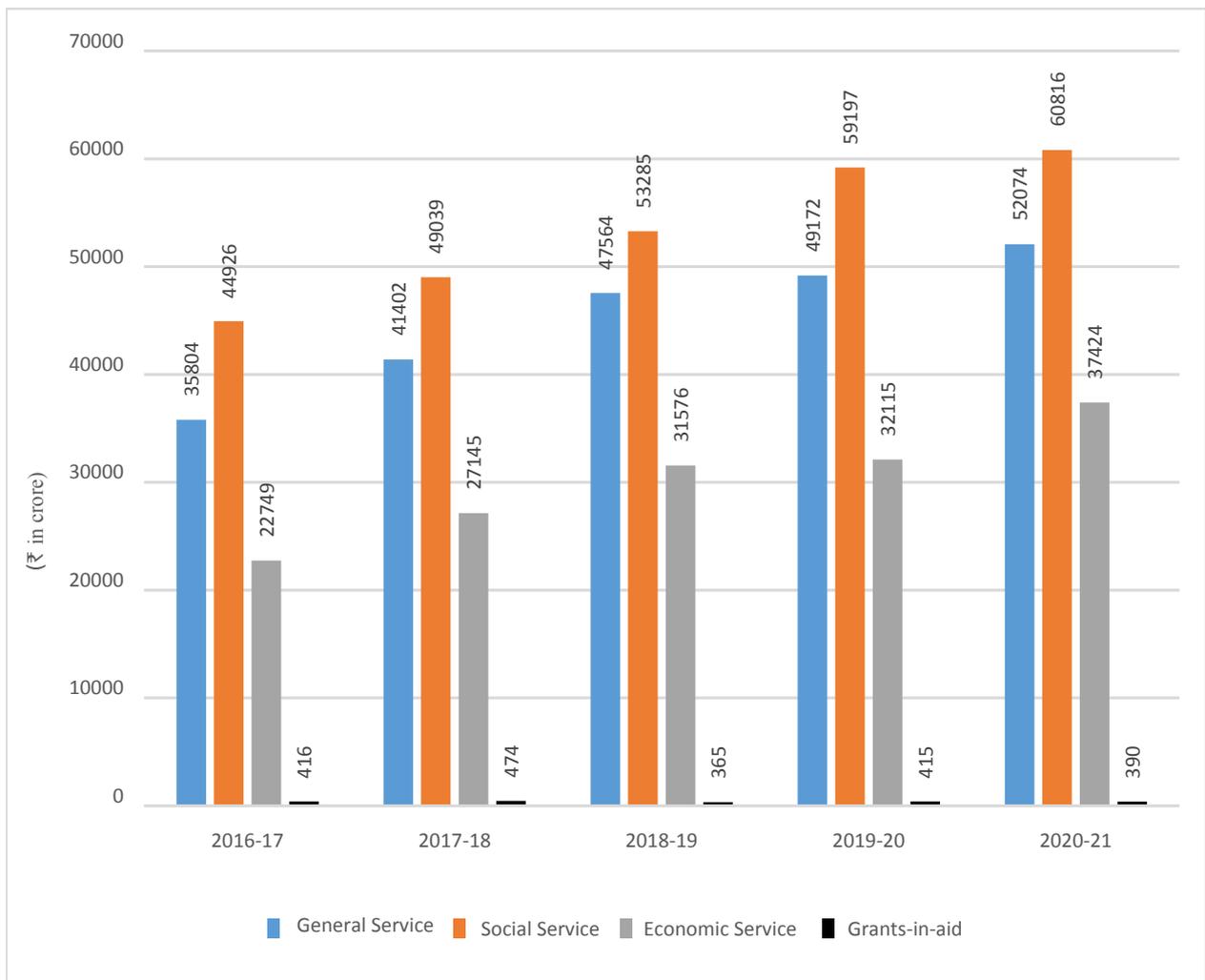
(₹ in crore)



3.2.2 Major Components of Revenue Expenditure 2016-17 to 2020-21

(₹ in crore)

Components	2016-17	2017-18	2018-19	2019-20	2020-21
General Service	35,804	41,402	47,564	49,172	52,074
Social Service	44,926	49,039	53,285	59,197	60,816
Economic Service	22,749	27,145	31,576	32,115	37,424
Grants in Aid and Contribution	416	474	365	415	390



3.3 Capital Expenditure

Capital disbursements for 2020-21 were 1.61 *per cent* of GSDP. It was less than the Budget Estimates by ₹ 4,036 crore.

(₹ in crore)

Sl No.	Components	2016-17	2017-18	2018-19	2019-20	2020-21
1	Budget Estimate (B.E.)	27,602	29,370	33,247	32,807	33,371
2	Actual Expenditure	22,355	26,313	28,062	25,650	26,781
3	Percentage of Actual Expenditure to B.E	80.99	89.59	84.40	78.18	80.24
4	Yearly growth in Capital Expenditure	(-) 7.51%	17.71%	6.65%	(-) 8.59%	4.41%
5	GSDP	11,67,156	13,29,095	15,02,899	16,49,505	16,58,865
6	Yearly growth in GSDP	13.43%	13.87%	13.08%	9.75%	0.57%

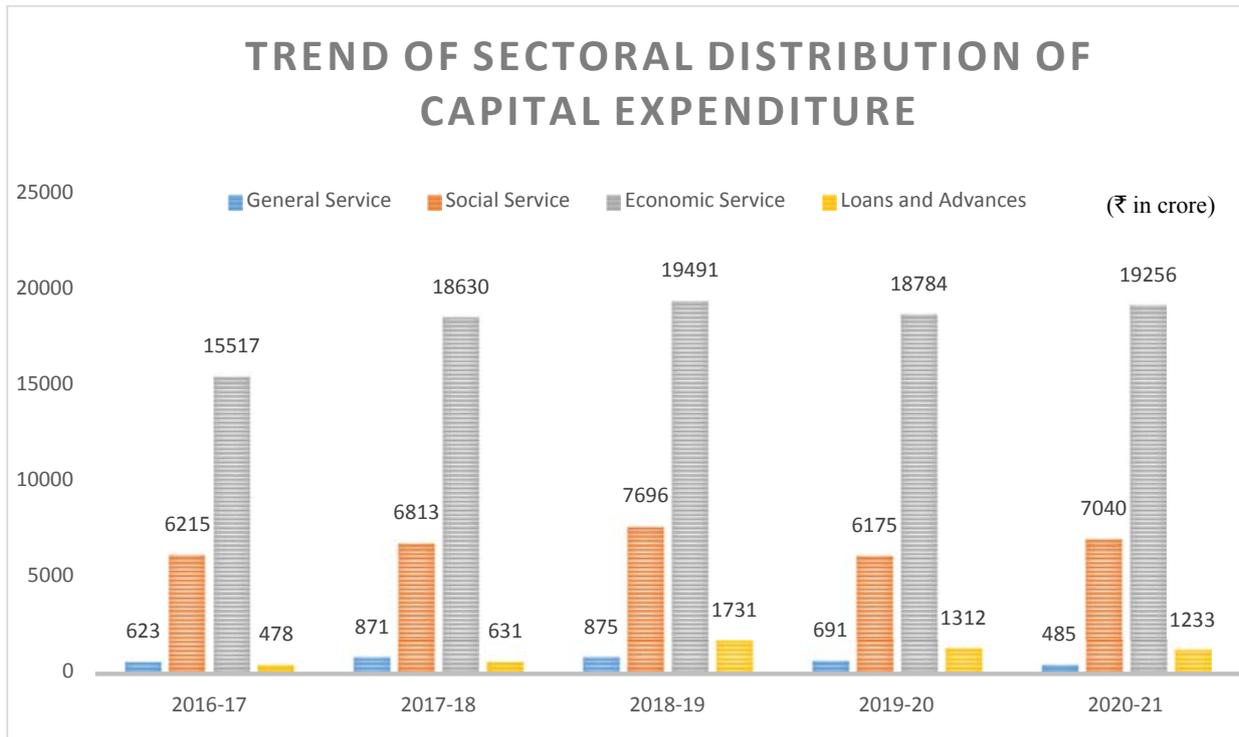
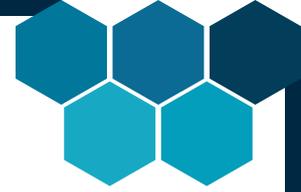
3.3.1 Sectoral distribution of Capital Expenditure

During 2020-21, the Government spent ₹ 5,877 crore on Irrigation and Flood Control (₹ 2,114 crore on Major Irrigation and ₹ 2,162 Crore on Medium Irrigation). Apart from above, the Government spent ₹ 5,452 Crore on construction of roads and bridges.

3.3.2. Sectoral distribution of Capital Expenditure & Loan and Advances over the past five years

(₹ in crore)

Sector	2016-17	2017-18	2018-19	2019-20	2020-21
General Service	623	871	875	691	485
Social Service	6,215	6,813	7,696	6,175	7,040
Economic Service	15,517	18,630	19,491	18,784	19,256
Loans and Advances	478	631	1,731	1,312	1,233



3.3.3 Sectoral distribution of Capital and Revenue Expenditure

The comparative sectoral distribution of capital and revenue expenditure over the past five years is illustrated below:

(₹ in crore)

Sector		2016-17	2017-18	2018-19	2019-20	2020-21
General Service	Capital	623	871	875	691	485
	Revenue	35,804	41,402	47,564	49,172	52,074
Social Service	Capital	6,215	6,813	7,696	6,175	7,040
	Revenue	44,926	49,039	53,285	59,197	60,816
Economic Service	Capital	15,517	18,630	19,491	18,784	19,256
	Revenue	22,749	27,145	31,576	32,115	37,424
Grants-in-aid	Revenue	416	474	365	415	390

Chapter IV

Appropriation Accounts

4.1 Summary of Appropriation Accounts for the year 2020-21

(₹ in crore)

	Nature of expenditure	Original grant / Appropriation	Supplementary grant/ Appropriation	Total	Actual Expenditure	Saving (-) / Excess (+)
	I- Revenue	1,40,283.48	8,532.36	1,48,815.84	1,29,369.29	(-) 19,446.55
	II- Capital	33,657.40	2,279.67	35,937.07	27,118.98	(-) 8,818.08
	III- Loans and Advances	1,218.83	25.00	1,243.83	1,233.43	(-) 10.40
Total Voted		1,75,159.71	10,837.03	1,85,996.74	1,57,721.70	(-) 28,275.04
	IV- Revenue	24,126.98	591.91	24,718.89	24,436.54	(-) 282.35
	V- Capital	115.85	25.63	141.48	135.13	(-) 6.35
	VI- Public Debt- Repayment	17,884.70	34.58	17,919.28	17,922.45	3.17
	VII- Loans and Advances	0.00	0.00	0.00	0.00	0.00
Total Charged		42,127.53	652.12	42,779.65	42,494.12	(-) 285.53
Grand Total		2,17,287.24	11,489.15	2,28,776.39	2,00,215.82	(-) 28,560.57



4.2 Trend of Savings / Excess during the past five years

(₹ in crore)

Year	Savings (-)/Excess (+)				Total
	Revenue	Capital	Public Debt	Loans and Advances	
2010-11	(-) 3,204	(-) 1,219	(-) 20	(-) 70	(-) 4,513
2011-12	(-) 4,500	(-) 1,347	(+) 471	(-) 144	(-) 5,520
2012-13	(-) 7,048	(-) 989	(-) 1	(-) 251	(-) 8,289
2013-14	(-) 8,942	(-) 3,469	(-) 14	(-) 318	(-) 12,743
2014-15	(-) 15,336	(-) 5,882	(-) 3	(-) 393	(-) 21,614
2015-16	(-) 12,294	(-) 5,308	(+) 267	(-) 56	(-) 17,391
2016-17	(-) 13,315	(-) 5,281	(-) 4,361	(-) 629	(-) 23,586
2017-18	(-)16,634	(-)2,989	(-)2,100	(-)185	(-)21,908
2018-19	(-)14,976	(-)4,800	(-)8	(-)313	(-)20,097
2019-20	(-) 18,801	(-)6,941	(+)47	(-) 297	(-) 25,992
2020-21	(-) 19,729	(-)8,824	(+)3	(-) 10	(-) 28,560

4.3 Significant Savings

Substantial Savings under a grant indicate either non-implementation or slow implementation of certain schemes/ programs. This also indicates weak budgetary control. Some grants with persistent and significant savings are given below:

(Per cent)

GR	Grant description	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21
0019	Other Expenditure Pertaining to Finance Department	86.33	99.11	99.17	99.31	99.14	99.20
0076	Revenue Department	35.41	32.99	33.67	27.04	36.20	49.46
0077	Tax Collection Charges (Revenue Department)	30.76	22.57	16.61	7.04	27.85	30.01
0078	District Administration	19.40	12.96	11.29	12.71	17.96	19.58
0084	Non-Residential Buildings	29.01	44.63	32.79	31.76	39.57	46.78
0085	Residential Buildings	25.49	17.42	15.03	34.33	46.91	40.84

4.3.1 Significant savings at the end of the year even against original allocations

During 2020-21, Supplementary Grants totaling ₹ 11,489.15 crore (5.74 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: Few instances are given below:

(₹ in crore)

GR	NOMENCLATURE	SECTION	ORIGINAL	SUPPLEMENTARY	ACTUAL EXPENDITURE
0005	Co-operation	Capital / Voted	98.68	64.80	86.19
0018	Pension and Other Retirement Benefits	Revenue/ Voted	11,830.20	204.51	10,987.38
0052	Other Expenditure Pertaining to Industries and Mines Department	Revenue/ Voted	100.34	1.98	93.90
0085	Residential Buildings	Revenue/ Voted	210.05	51.83	189.91
0092	Social Security and Welfare	Revenue / Voted	2,155.80	124.46	2,028.00
0096	Tribal Area Sub-Plan	Revenue / Charge	5.00	2.10	3.00

5.1 Assets

The existing forms of accounts do not clearly depict valuation of Government assets like land, building etc., except 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.

Total investment as share capital in non-financial public sector undertakings (PSU) stood at ₹ 1,07,518 crore at the end of the year of 2020-21. However, dividends received during the year were ₹ 131.04 crore (i.e. 0.12 *per cent*) on total investment ₹ 1,07,518 crore. At the end of the year 2020-21, investments increased by 7,599 crore and dividend income increased by ₹ 42 crore.

5.2 Debt and Liabilities

Article 293 of the Constitution of India empowers the State Government to borrow on the security of the Consolidated Fund. Government of India determines, from time to time, the limit up to which State Government can borrow from the market.

5.2.1 Details of the Public Debt and total liabilities of the State Government

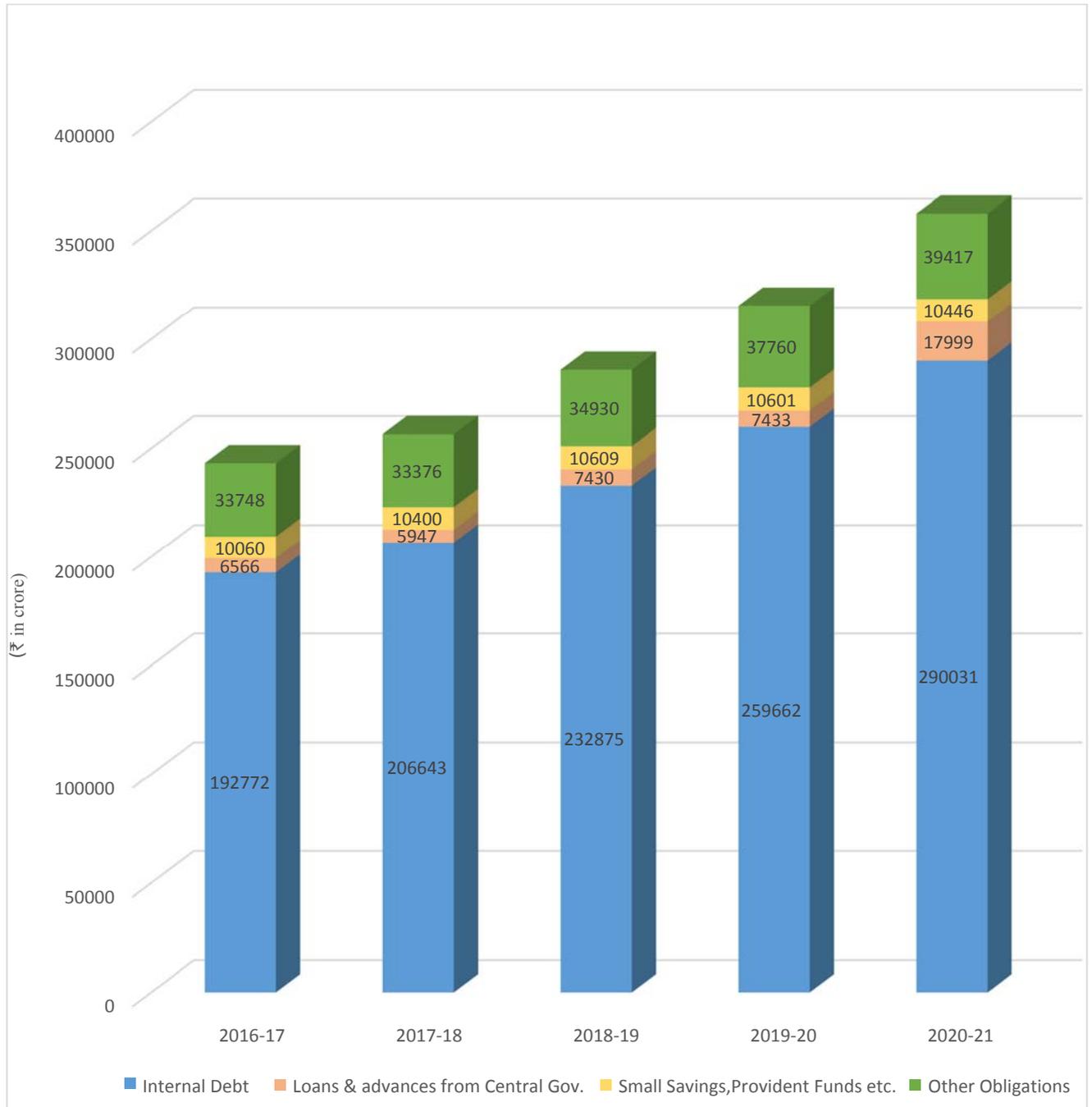
(₹ in crore)

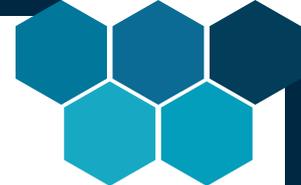
Year	Public Debt	<i>Per cent of</i> GSDP	Public Account	<i>Per cent of</i> GSDP	Total Liabilities	<i>Per cent of</i> GSDP
2016-17	1,99,338	17	43,808	4	2,43,146	21
2017-18	2,12,590	16	43,776	3	2,56,366	19
2018-19	2,40,305	16	45,539	3	2,85,844	19
2019-20	2,67,095	16	48,361	3	3,15,456	19
2020-21	3,08,030	19	49,863	3	3,57,893	22



Public Debt and other Liabilities showed a net increase of ₹ 42,437 crore (13.45 per cent) over the previous year.

5.2.2 Trend in Government Liabilities over the past five years





5.3 Guarantees

In addition to directly raising loans, State Governments also guarantee loans raised by Government companies and corporation from the market and financial institution for implementation of various plan schemes and programmes. These guarantees are projected outside the State Budget. The position of guarantees by the State Government for the repayment of loans (payment of principal and interest thereon) raised by statutory corporation, government companies, corporations, cooperative societies etc., is given below.

(₹ in crore)

At the end of the year	Maximum amount guaranteed (Principal only)	Amount outstanding at the end of the year
2016-17	11,333	4,804
2017-18	11,796	4,834
2018-19	11,796	4,699
2019-20	11,747	4,462
2020-21	11,751	3,656

6.1 Adverse balances under Internal Debt

Borrowings of State Governments are governed by Article 293 of the Constitution of India. In addition to directly raising loans, the State Government also guarantees loans raised by government companies and corporations from the market and financial institutions for implementation of various plan schemes and programmes which are projected outside the State Budget.

6.2 Loans and advances by the State Government

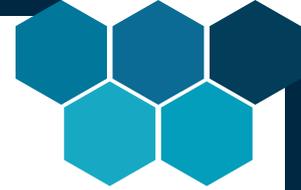
Total Loans and Advances given by the State Government outstanding at the end of 2020-21 was ₹ 11,563 crore. During the year 2020-21 the State Government disbursed loans and advances amounting to ₹ 1,233 crore and recovered outstanding loans amounting to ₹ 156 crore.

6.3 Financial assistance to local bodies and others

During the past five years, Grants-in-aid to local bodies etc. increased from ₹ 48,055 crore (in the year 2016-17) to ₹ 64,637 crore (in 2020-21). Grants given to Zilla Parishads, Municipal Corporation and Gram Panchayats and Panchayat Samitis amounting ₹ 29,730 crore represented 46 *per cent* of total grants given during the year. Details of Grants-in-aid for the past 5 years are as under:

(₹ in crore)

Sl No.	Name of Institution	2016-17	2017-18	2018-19	2019-20	2020-21
1	Zila Parishads	2,554	2,655	2,875	5,067	3,949
2	Municipal Corporation & Municipalities	670	7,020	7,482	8,100	7,454
3.	Gram Panchayats and Panchayat Samities	13,570	17,032	16,770	16,967	20,374
4	Other Institute	25,361	28,100	32,484	34,128	32,860
	Total	48,055	54,807	59,611	64,262	64,637



6.3.1 Details of Grants-in-aid given for creation of Asset in the past 5 years

(₹ in crore)

	Name of Institution	2016-17	2017-18	2018-19	2019-20	2020-21
1	Zila Parishads	26.26	91.73	27.14	38.22	20.14
2	Panchayat Samities	...	79.83	95.35	96.80	2.48
3	Gram Panchayats	0.01	...	5.50	1.48	11.96
4	Municipal Corporation	64.49	409.00	228.00	651.98	290.00
5	Municipalities/Municipal Councils	833.34	1,015.41	1,318.23	938.57	327.88
6	Universities	102.93	89.85	234.39	243.41	168.66
7	Development Authorities	77.09	48.95	...
8	Co-operative Institution	146.42	1.01	1.00	1.50	133.82
9	Non-Government Organisations	9.00	7.00	6.00	4.00	1.00
10	Others	313.30	298.63	212.43	682.45	252.28
	Total	1,495.75	1,992.56	2,205.13	2,707.36	1,208.22

6.4 Cash Balance and Investment of cash Balance

(₹ in crore)

Component	As on 01 April 2020	As on 31 March 2021	Net increase(+)/ decrease(-)
Cash Balances	15.29	(-)146.70	(-)161.99
Investment from cash balance (GoI treasury bills)	10,348	11,477	(+)1,129
Investment from earmarked fund balances	13,673	5,523	(-)8,150
(a) Sinking Fund	13,196	5,009	(-)8,187
(b) Other Funds	477	514	(+)37
Interest realised during the year	211	97	(-) 114



6.5 Reconciliation of Accounts

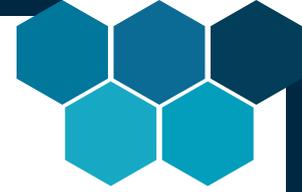
In terms of the Gujarat Budget Manual, Controlling Officers are required to reconcile the Receipts and Expenditure of the Government with the figures accounted for by the Office of the Pr. Accountant General (A&E). During the year, reconciliation of receipts amounting to ₹ 1,71,694.39 crore (87.09 *per cent* of total receipts) and reconciliation of expenditure amounting to ₹ 1,79,850.44 crore (91.46 *per cent* of total expenditure) were reconciled by the State Government.

6.6 Submission of Accounts by Accounts rendering units

The accounts of receipts and expenditure of the Government of Gujarat have been compiled based on the initial accounts rendered by 33 District Treasuries, 157 Public Works Divisions and 70 Forest Divisions compiled accounts of Pay and Accounts Offices at Gandhinagar and Ahmedabad and Advices of the Reserve Bank of India. No accounts remained excluded at the end of the Financial Year.

6.7 Advance payments

As per the provisions of Gujarat Treasury Rules 2000, Drawing and Disbursing Officers/ Controlling Officers are authorized to draw money in advance for emergent purposes by preparing Abstract Contingent (AC) bills by debiting Service Heads. They are required to submit Detailed Contingent (DC) bills containing supporting vouchers of final expenditure to the Office of the Pr. Accountant General (A&E) within three months from the drawal of the AC bills. As of 31 March 2021, 3650 DC bills for ₹ 553.13 crore were not received by the Office of the Pr. Accountant General (A&E).



6.8 Status of Suspense Balances and Remittances Balances

(₹ in crore)

Name of Minor Head	2016-17		2017-18		2018-19		2019-20		2020-21		
	Dr	Cr									
8658- Suspense Accounts											
101-Pay and Accounts Office-Suspense	166	30	189	4	221	9	167	(-)	5	210	2
Net	136 Dr		185 Dr		212 Dr		172 Dr		208 Dr		
102-Suspense Accounts (Civil)	91	0	74	0	98	8	246	312	10	62	
Net	91 Dr		74 Dr		90 Dr		66 Cr		52 Cr		
8782-Cash Remittances and adjustments											
102-Public works Remittances	14,920	15,655	17,666	18,642	20,045	20,711	18,396	19,317	18,555	19,441	
Net	735 Cr		976 Cr		666 Cr		741 Cr		886 Cr		
103-Forest Remittances	807	906	892	961	942	988	945	1,012	1,096	1,150	
Net	99 Cr		69 Cr		46 Cr		67 Cr		54 Cr		
108-other Remittances	112	127	118	127	113	124	87	103	96	110	
Net	15Cr		9Cr		11C r		16 Cr		14Cr		

6.9 Status of Outstanding Utilisation Certificate

In terms of the Gujarat Financial Rules, 1971 and Finance Department notification dated 12 April 1985, Controlling Officers who draw Grants-in-aid bills are required to submit Utilization Certificates (UCs) to the Pr. Accountant General (A&E) within 12 months after the end of the year in which the grant is released. At the end of 2020-21, 8058 UCs for an amount of ₹ 29,244 crore were outstanding (including 3447 UCs amounting to ₹ 16,807.35 crore which are due in 2021-22).

6.10 Incomplete Capital Projects/Works aged five years or more

As per information received from the State Government, there are 02 incomplete projects under Road and Building Department and 01 incomplete project under Irrigation Department, which are aged five years or more. The details of incomplete projects along with revised cost and escalation in the cost are given in Appendix-IX of the Finance Accounts.

6.11 New Pension Scheme

State Government employees recruited on or after 01.04.2004 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 10 *per cent* of basic pay and dearness allowance 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 2020-2021, total contribution to Defined Contribution Pension Scheme was ₹ 1,967.37 crore (Employees contribution ₹ 990.76 crore and Government contribution ₹ 976.61 crore). The Government booked ₹ 1,967.37 crore in the Public Account under Major Head 8342-117: Defined Contribution Pension scheme. The Closing Balance under the fund as on 31.03.2020 was ₹ 20.64 crore. The Government contribution to NPS was less by ₹ 14.15 crore which resulted in understatement of Revenue deficit and Fiscal deficit to that extent.

During the year 2020-21 only ₹ 1,941.03 crore was transferred to NSDL/Trustee Bank. Balance amount of ₹ 40.49 crore is yet to be transferred to NSDL. Therefore, the total unmatched and un-transferred amounts, with accrued interest of ₹ 61.13 crore (₹ 40.49 crore + ₹ 20.64 crore) represents outstanding liabilities of the Government under the Scheme.

6.12 Personal Deposit Accounts

A Personal Deposit Account is intended to facilitate the administrator to credit receipts into and effect withdrawals directly from the treasury account for a specific purpose. As per Rule 377 of the Gujarat Treasury Rules, 2000 balances in the Personal Deposit Accounts would not lapse to Government under Rule 386 if outstanding for more than three complete account years. However, in cases in which Personal Deposit Accounts are credited by debit to the Consolidated Fund, the same should be closed at the end of the financial year by minus debit of balance to the relevant service heads. The status of PD accounts as of 31 March 2021 is given below:

Opening Balance		Addition during the year		Closed/Withdrawal during the year		Closing Balance	
Number	Amount	Number	Amount	Number	Amount	Number	Amount
465	795.41	7	1,922.97*	2	1,714.60	470	1,003.78

(*) Includes ₹ 407.30 crore remitted into the P.D Accounts from sources other than the Consolidated Fund of the State.



6.13 Investment

The State Government invested ₹ 7,598.86 crore in 2020-21. Government investment of ₹ 1,07,518.28 crore as on 31 March 2021 yielded dividend of ₹ 131.04 crore (0.12 per cent) during 2020-21. The same has not been reconciled by the concerned administrative departments, Finance department, and the investee entity with the office of the Principal Accountant General (A&E).

6.14 Status of Reserve Funds

Reserve Funds: There are 17 active Reserve Funds earmarked for specific purposes. The total accumulated balance at the end of 31 March 2021 in these funds was ₹ 7,984.33 crore. Out of which ₹ 1,073.03 crore was under interest bearing Reserve Fund and ₹ 6,911.30 crore under non-interest bearing Reserve Fund.

Inoperative Reserve Funds: Out of the 17 Reserve Funds, five Reserve funds with a balance of ₹ 2.11 crore were inoperative, of which four Reserve Funds have remained inoperative since 1999-2000 while one Reserve Funds is inoperative since 2014-15.

6.14.1 Consolidated Sinking Fund

The Government of Gujarat 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. Following are the transactions in the Fund:

(₹ in crore)

Opening balance as on 01 April 2020	Additions to the Fund (Contribution and interest)		Payments out of the Fund	Total balance in the Fund	Amount invested by RBI during the year	Closing balance as on 31 March 2021
	Required contribution (0.5% of the outstanding liabilities as on 31 March 2020)	Contribution and interest added during the year				
13,526.15	1,577.28	Nil	8,187.08	5,339.07	Nil	5,339.07

6.14.2 Guarantee Redemption Fund

The State Government constituted the Guarantee Redemption Fund in 2001-02 vide notification No. GR BHD/102013/414/A that is administered by RBI. The latest amendment to the Fund notification issued by the State Government, effective from the year 2013-14, stipulates that the State Government shall initially contribute a minimum of one *per cent* and thereafter at the rate of 0.5 *per cent* of outstanding guarantees at the end of the previous year to achieve a minimum level of three *per cent* in next five years. The Fund shall be gradually increased to a desirable level of five *per cent*.

The total accumulation of the Fund was ₹ 773.12 crore as on 31 March 2021. Out of which ₹ 36.87 crore has been invested by RBI. The corpus in the fund is above the required limit i.e. five *per cent* of the outstanding guarantees at the end of previous year. The details are as under:

(₹ in crore)

Opening balance (01 April 2020)	Additions to the Fund (Contribution and interest)		Payment out of Fund	Total balance the Fund	Required balance in the Fund 5% of the Total outstanding Guarantees as on 31 2020)	Amount invested by RBI during year 2020-21	Closing balance (31 March 2021)	
	Required contribution (0.5 % of Total outstanding Guarantees as on 31 March 2020)	Actuals during 2020-2021						
		Contribution						Interest
736.26	22.31	Nil	36.87	0.00	773.12	182.82	36.87	773.12

6.14.3 State Disaster Response Fund/National Disaster Response Fund

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 75:25. During the year 2020-21, the State Government received ₹ 1,324.00 crore as Central Government's share. The State Government's share during the year is ₹ 441.00 crore. The State Government transferred ₹ 1,765.00 crore (Central share ₹ 1,324.00 crore, State share ₹ 441.00 crore) to the Fund under Major Head 8121-122 SDRF.

(₹ in crore)

Opening balance (01 April 2020)	Contribution by Centre	State Share	Receipts under NDRF	Total receipts during the year	Amount set off (MH 2245-05)	Balance in the fund (31 March 2021)	Invested by RBI/State Government during the year
333.37	1,324.00	441.00	Nil	2,098.37	2,340.16	(-)241.79	Nil



The entire expenditure of ₹ 2,340.16 crore incurred on natural calamities was set off (MH 2245-05 against the Fund balance of ₹ 2,098.37 crore. The balance lying under the Fund as at the end of 31 March 2021 was ₹ (-) 241.79 crore.

6.15 Accounting of Building and Other Construction Workers Welfare Cess

The Government of India enacted the Building and Other Construction workers (Regulation of Employment and Conditions of Services) Act, 1996 which provides for constitution of the 'State Building and Other Construction Workers Welfare Board' for formulation and implementing various welfare schemes for construction workers. To augment the resources of the Board, the Central Government enacted the Building and Other Construction Workers Welfare Cess Act, 1996 and Building and Other Construction Workers Welfare Cess Rules, 1998. Section 3 of the Cess Act provides for levy of cess at a rate not exceeding two per cent but not less than one per cent of total cost of construction of projects.

This cess would be applicable on all establishments whether Central Government or State Government Departments/Organisation or Semi Government or Private Organisations. As per Rule 5 of the Building and Other Construction Workers ' Welfare Cess Rules, 1998, the amount collected from cess shall be transferred to the Board within 30 days of its collection.

During the year 2020-21, the Government collected ₹ 452.92 crore as Labour Cess under Major Head 0230 and transferred ₹ 115.84 crore to the Building and Other Construction Workers' Welfare Board. The amount not transferred under the Major Head 0230 was ₹ 337.08 crore as on 31 March, 2021.

6.16 Compliance with Accounting Standards

Three Indian Accounting Standards (IGAS) have been notified by the Government of India. Compliance to above IGASs are partly complied with and steps for compliance are being pursued with the Finance Department. They are mainly:

- (i) Guarantees given by Governments: Disclosure Requirement (IGAS-1)
- (ii) Accounting Classification of Grants-in-Aid/Subsidy (IGAS-2)
- (iii) Loans and Advances made by the Government (IGAS-3)

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