Preface

1. This Report has prepared for submission to the Governor under Article 151 of the Constitution.

2. Chapters I and II of this Report contain Audit findings on issues arising from examination of Finance Accounts and Appropriation Accounts respectively of the State Government for the year ended 31 March 2010.

3. Chapter III on 'Financial Reporting' provides an overview and status of the State Government's compliance with various financial rules, procedures and directives issued during the current year.

4. Audit observations on matters arising from performance audit and audit of transactions in various departments, audit of revenue receipts and Statutory Corporations, Boards and Government Companies for the year ended 31 March 2010 are included in a separate Report.

5. The audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

Executive Summary

Background

This Report on the Finances of the Government of Tripura is being brought out with a view to assess objectively the financial performance of the State during the year 2009-10. The aim of this Report is to provide the State Government with timely inputs based on actual data so that there is a better insight into both well performing as well as ill performing schemes/programmes of the Government. In order to give a perspective to the analysis, an effort has been made to compare the achievements with the targets envisaged by the State Government in Fiscal Responsibility and Budget Management Act, 2005 as well as in the Budget estimates of 2009-10. A comparison has been made to see whether the State has given adequate fiscal priority to developmental, social sector and capital expenditure compared to other States in the country and whether the expenditure has been effectively absorbed by the intended beneficiaries.

The Comptroller and Auditor General (C&AG) has been commenting upon the Government's finances for over four years since the FRBM legislation and have published four Reports already. Since these comments formed part of the Civil Audit Report, it was felt that the audit findings on State finances remained camouflaged in the large body of audit findings on compliance and performance audits. The obvious fallout of this well-intentioned but all-inclusive reporting was that the financial management portion of these findings did not receive proper attention. In recognition of the need to bring State finances to centre-stage once again, a stand-alone Report on State Government finances is considered an appropriate audit response to this challenge. Accordingly, from the report year 2009 onwards, C&AG had decided to bring out a separate volume titled "Report on State Finances". This Report is the second in this endeavour.

The Report

Based on the audited accounts of the Government of Tripura for the year ending March 2010, this Report provides an analytical review of the Annual Accounts of the State Government. The Report is structured in three Chapters.

Chapter I is based on the audit of Finance Accounts and makes an assessment of the Government of Tripura's fiscal position as on 31 March 2010. It provides an insight into trends in committed expenditure, borrowing pattern besides a brief account of Central funds transferred directly to the State implementing agencies through off-budget route. Besides, consequent upon the implementation of the State's Pay Revision, there was substantial increase in revenue expenditure by 2009-10, which had a bearing on the fiscal position of the State.

Chapter II is based on audit of Appropriation Accounts and gives the grant-by-grant description of appropriations and the manner in which the allocated resources were managed by the service delivery departments.

Chapter III is an inventory of Tripura Government's compliance with various reporting requirements and financial rules. This chapter also provides details on non-submission of annual accounts and also delay in placement of Separate Audit Reports in the Legislature by the Autonomous Bodies. Besides, the cases of misappropriation and losses that indicate inadequacy of controls in the Government departments are also detailed in this chapter. The report also has an appendage of additional data collated from several sources in support of the findings.

Audit findings and recommendations

The fiscal position of the State viewed in terms of key fiscal parameters – revenue surplus, fiscal deficit, primary deficit etc. indicated that the State had maintained revenue and primary surplus during the last five years period except in 2009-10, in which, the State had witnessed primary deficit. During the current year, there was no further improvement in revenue surplus, and the State managed to minimize holding of large cash surplus.

Revenue Receipts

During 2009-10, 86 *per cent* of the total revenue came from the Government of India as Central transfers (16 *per cent*) and Grants-in-aid (69 *per cent*) while the Own Tax Revenue of the State constituted 12 *per cent* of the total revenue receipts and remained far below the normative assessment made by the Twelfth Finance Commission (TFC) for the State for 2009-10 and State's own projection in the Budget Estimates. Similarly, the non-tax revenue constituted 3 *per cent* of the revenue receipts which was also significantly lower than both the TFC projection and State's own projection in the Budget Estimates.

The State Government should mobilize additional resources both through tax and non-tax sources by expanding the tax base and rationalizing the user charges. It should also make efforts to collect revenue arrears. Efforts should also be made to increase tax compliance, reduce tax administration costs, etc. so that deficits are contained. Ensuring that the Government of India releases all grants due to the State by timely action on all conditionalities that are pre-requisites to the release will also increase the total receipts of the State. There is an urgent need to improve collection of non-tax revenue so that recourse to borrowed funds can be reduced.

Revenue Expenditure

During 2009-10, the Revenue expenditure stood at ₹ 4,213.79 crore (75.74 *per cent* of the total expenditure) which grew by ₹ 1084.34 crore over the previous year while the expenditure incurred under capital head was ₹ 1,332.22 crore (23.95 *per cent* of the total expenditure).

During 2009-10, though the development expenditure (₹ 3,398.56 crore) increased by ₹ 657.83 crore over the previous year, yet it was much below the Budget Estimate (₹ 2,212.41 crore) for 2009-10. The relative share of the revenue development expenditure was 66.58 *per cent* of the total expenditure while this share in respect of capital development expenditure was only 32.90 *per cent*. The expenditure pattern of the State, thus, reveals that there is an increasing pressure on revenue expenditure even though there is a marginal increase in capital expenditure.

The expenditure on salaries and wages increased by 39 *per cent* (from ₹ 1,466.30 crore in 2008-09 to ₹ 2,042.75 crore in 2009-10) against the TFC norms of growth rate of 6 *per cent*. According to recommendation of the TFC, the State should follow a recruitment and wages

policy, in a manner such that the total salary bill relative to revenue expenditure net of interest payments and pensions does not exceed 35 *per cent*. This norm was not followed in the State and the salary and wages expenditure stood at 62.94 *per cent* during 2009-10.

Though expenditure incurred under Capital Heads had been increasing over the years, yet the State needs to prioritize spending more under this head as central grants are meant to improve services mostly in Social and Economic Sectors. A monitoring organ should be put in place to ensure effective budgetary system and keep a vigil on how prudently the Government money are being utilised so that value for money is channelised in its entirety to the intended beneficiaries. The State should initiate action to restrict the components of non-plan revenue expenditure by phasing out implicit subsidies and resort to need based borrowings to cut down interest payments.

Fiscal Correction Path

During 2009-10, there was a sudden fall in revenue surplus by ₹ 759.77 crore and consequently, the fiscal deficit increased by ₹ 915.82 crore over the previous year mainly due to increase in expenditure both in the revenue and capital heads. The State could not manage to achieve the fiscal deficit target of 3 *per cent* of GSDP as prescribed in the TFRBM Act, 2005 for the year 2009-10, which stood at 10.63 *per cent*.

There is a reasonable prospect of returning back to a fiscal correction path if efforts are made to increase tax compliance, reduce tax collection costs, collection of revenue arrears and prune unproductive expenditure so that deficits are contained.

Fiscal Priority

The State had attached low fiscal priority towards development expenditure, as the Development Expenditure/Aggregate Expenditure ratio was much lower than the national average in 2009-10. Since the population of Tripura is low, the per capita expenditure in DE, SSE and CE was higher than the national average but if the DE/AE ratio had been as high as the national average for Tripura, the per capita expenditure would have been much higher.

The increase in the ratio of developmental expenditure to aggregate expenditure indicates that State attaches more fiscal priority towards its development. From the point of view of improving developmental expenditure, it is pertinent for Government of Tripura to take appropriate expenditure measures and lay emphasis on provision of expending more under social and economic sectors.

Fiscal liabilities

The percentage of outstanding liabilities to GSDP during 2009-10 was higher (by 16.63 *per cent*) than the projection (36.36 *per cent*) made in the Medium Term Fiscal Policy Statement (MTFPS). The committed liabilities for the State projected by the TFC was ₹ 1,324.07 crore of non-plan revenue expenditure for the year 2009-10. Compared to this, there was an increase of 43.88 *per cent* in the actual expenditure during 2009-10. During 2009-10, interest receipts, as percentage of outstanding loans and advances was 1.43 whereas interest paid by the Government as percentage to outstanding liabilities was 7.98. The State Government retained a cash balance of ₹ 485.36 crore at the end of 2009-10, which has decreased by ₹ 414.60 crore as compared to previous year.

To match the State's flow of resources with its expenditure obligations, retention of cash balances need to be minimised. A Proper debt management taken up by the State Government through advance planning could reduce the need for holding further cash surplus.

Investment and Returns

Investment of the Government money in the Government Companies and Statutory Corporations are increasing year after year, but no returns from this investment has been received by the Government during 2009-10.

A performance-based system of accountability should be put in place in the Government Companies/Statutory Corporations so as to derive profitability and improve efficiency in service. The Government should ensure better value for money in investments by identifying the Companies/Corporations which are endowed with low financial but high socio-economic returns and justify if high cost borrowings are worth to be channelised there.

Debt sustainability

The State could hardly manage to achieve the debt-GSDP target of 40 *per cent* by 31 March 2010, as set out in TFRBM Act as well as the target fixed in the Twelfth Finance Commission, consequent upon which the position of the Consolidated Debt stood volatile during 2009-10 like the previous years. This is indicative of an adverse impact on the debt position in coming years and the State is unlikely to achieve the Debt-GSDP ratio of 25 *per cent* by 2014-15 as recommended by the Thirteenth Finance Commission.

The State should make efforts to return to primary surplus as were in the past years and continue to be revenue surplus. Maintaining a calendar of borrowings to avoid lumping towards the end of the fiscal year and a clear understanding of the maturity profile of debt payment will go a long way in prudent debt management.

Fiscal position of Tripura among NE States

This year, an attempt has been made to compare the fiscal position of the State of Tripura with that of the other NE States, the objective of which was to have an insight on where Tripura stands amongst the other NE States.

In respect of GSDP – one of the major key fiscal indicators, the Compound Annual Growth Rate for Tripura is 10.97 *per cent* against NE average of 11.97 *per cent* and it ranks sixth in the NE States. Again in respect of Per Capita Income during 2008-09, Tripura stands eighth with ₹ 28,595 against the NE average of ₹ 34,177.

To keep pace with the NE States, the Government of Tripura ought to identify the gaps and take effective measures for mobilizing its own resources so that the State can improve its ranking among the NE States.

Fiscal space

Fiscal space can be characterized as concrete policy actions for enhancing domestic resource mobilisation and the reforms necessary to secure the enabling governance, institutional and economic environment for these policy actions to be effective. The Government should create a fiscal space which would enable undertaking of large investment in both social and physical infrastructure sectors in the State.

In Tripura, raising the ratio of State's own tax and non-tax revenue to GSDP would be a possible way of creating fiscal space.

Finances of the State Government

Chapter 1

Profile of Tripura

Tripura became a Union Territory on 1st July 1963 and finally got recognition for being a State in January 1972. Tripura is a land-locked State, surrounded by Bangladesh on three sides- north, south and west. The State is connected with the rest of the country by National Highway-44, which runs through hilly terrain and gets disrupted in the rainy season due to landslides. The railway link is extremely poor, although Agartala, the capital of the State has recently been connected by metre gauge railway tracks. Tripura has an area of about 10,491.69 sq. km with an estimated population of 35,74,000. The All India Average Compound Annual Growth Rate (CAGR for the period 1999-2000 to 2008-09) of population stood at 1.51 *per cent* while Tripura registered CAGR of 1.24 *per cent.* The estimated per capita income of the State stood at ₹ 28,595[1] during 2009-10 which has increased by 102.24 *per cent* over 2000-01. Against the National average per capita development expenditure of ₹ 5,225 during 2009-10, Tripura's average was ₹ 9,440 which is much above the national average.

During 2009-10 due to macroeconomic slowdown across the country coupled with the implementation of Pay Revision, Tripura had shown some incipient signs of financial stress. There has been a sharp decline in the growth rate of GSDP during 2009-10 which stood at ₹ 10,905.00 crore (9 *per cent)* against ₹ 10,008.26 crore (17.44 *per cent*) during 2008-09. The average Compound Annual Growth Rate in respect of GSDP for NE States between 1999-2000 and 2008-09 was 11.97 *per cent* which was higher than that of Tripura (10.95 *per cent*) (**Appendix 1.1 D**). Tripura, therefore, ranks sixth amongst the other NE States. The outstanding fiscal liabilities of the State as percentage to GSDP showed a persistent decline from the peak level of 60.58 *per cent* in 2005-06 to 50.63 *per cent* in 2008-09 and thereafter increased to 52.99 *per cent* in 2009-10. Nevertheless the debt-GSDP ratio fell much short of the target set out in the Twelfth Finance Commission.

This chapter provides a broad perspective of the finances of the Government of Tripura during the current year and analyses critical changes in the major fiscal aggregates relative to the previous year keeping in view the overall trends during the last five years.

1.1 Summary of Current Year's Fiscal Transactions

Table 1.1 presents the summary of the State Government's fiscal transactions during the current year (2009-10) *vis-a-vis* the previous year while **Appendix 1.2** provides details of receipts and disbursements as well as overall fiscal position during the current year.

[1] The Per Capita Income has been calculated on the basis of current year's GSDP with respect to the population during 2009-10 projected by the Registrar General and Census Commissioner, Ministry of Home Affairs, Government of India.

Table 1.1 Summary of the Current Year's Operations

(Rupees in crore)

2008-09	Receipts	2009-10	2008-09	Disbursements	2009-10		
Section A: Revenue							
					Non-Plan	**Plan**	**Total**
4,076.78	**I. Revenue Receipts**	**4,401.35**	**3,129.45**	**I. Revenue Expenditure**	**3,417.16**	**796.63**	**4,213.79**
442.50	Tax Revenue	527.01	1,336.94	General Services	1,843.67	11.85	1,855.52
149.04	Non-tax Revenue	125.40	1,148.17	Social Services	975.46	585.28	1,560.74
686.52	Share of Union taxes / duties	706.34	564.92	Economic Services	502.41	199.50	701.91
2,798.72	Grants from Government of India	3,042.60	79.42	Grants-in-aid / contribution	95.62	-	95.62
Section B: Capital							
-	**II. Miscellaneous Capital Receipts**	**-**	**1,202.39**	**II. Capital outlay**	**68.45**	**1,263.77**	**1,332.22**
3.25	**III. Recoveries of Loans and Advances**	**3.51**	**18.08**	**III. Loans and Advances disbursed**	**0.63**	**16.93**	**17.56**
208.69	**IV. Public Debt receipts**	**493.81**	**161.12**	**IV. Repayment of Public Debt**	**193.94**	**-**	**193.94**
-	**V. Contingency Fund**	-	-	**V. Contingency Fund**	-	-	-
2,082.46	**VI. Public Account receipts**	**2,293.48**	**1,813.98**	**VI. Public Account disbursements**	**1,849.24**	**-**	**1,849.24**
853.80	**Opening balance**	**899.96**	**899.96**	**Closing balance**	**-**	**-**	**485.36**
7,224.98	**Total**	**8,092.11**	**7,224.98**	**Total**	**5,529.42**	**2,077.33**	**8,092.11**

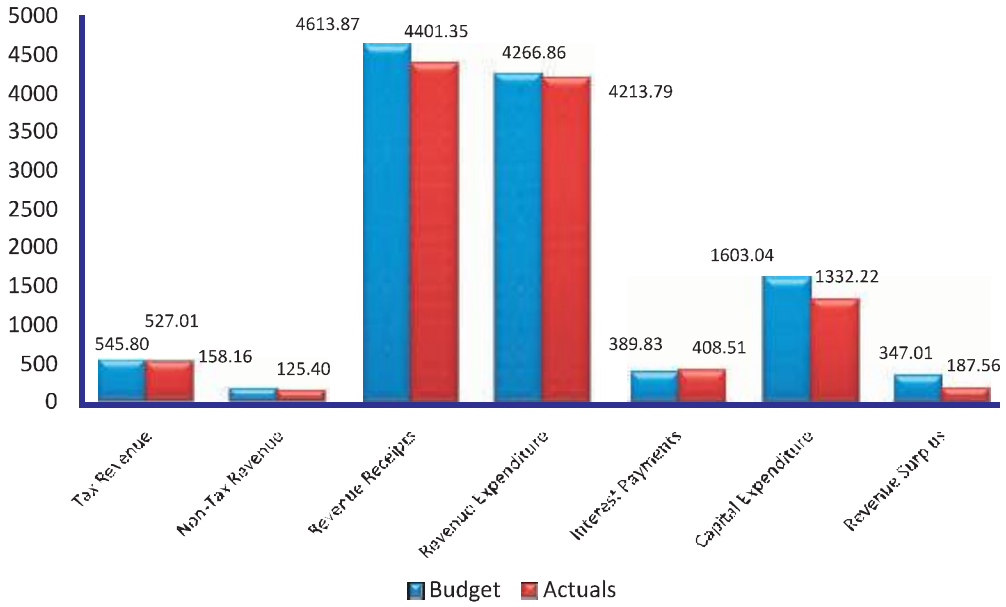
Following are the significant changes during 2009-10 over the previous year:

- Revenue receipts grew by 8 *per cent* during 2009-10 mainly due to increase in Tax Revenue by 19.10 *per cent*, Central tax transfer by 2.89 *per cent* and Grants from GOI by 8 *per cent*. However, the non-tax revenue decreased by 15.86 *per cent* during 2009-10.
- Revenue expenditure increased by 35 *per cent* during 2009-10 over the previous year mainly due to increase in General Services by 38.79 *per cent*, Social Services by 35.93 *per cent*, Economic Services by 24.25 *per cent* and Grants-in-aid and contribution by 20.40 *per cent* during 2009-10 over the previous year.
- During 2009-10 the State has continued to remain revenue surplus which as percentage to Revenue Receipts stood at 4.26 *per cent*.
- Capital expenditure increased by 10.80 *per cent* over the previous year.
- Loans and Advances of ₹ 17.56 crore was disbursed during the year 2009-10 against ₹ 18.08 crore in the previous year. During the year, ₹ 16.50 crore was disbursed for Power Projects to the State Electricity Corporation Limited. Recovery of Loans and Advances increased by ₹ 0.26 crore over the previous year.

- Total inflow during 2009-10 was ₹ 71 92.15 crore against ₹ 6,371.18 crore in 2008-09 while total outflow during 2009-10 was ₹ 7,606. 75 crore as against ₹ 6,325.02 crore in 2008-09 registering an increase of 12.88 *per cent* and 20.26 *per cent* respectively leading to a decline in the cash balance by ₹ 414.60 crore at the end of the year 2009-10 (₹ 485.36 crore) from ₹ 899.96 crore at the end of 2008-09.

Chart 1.1 presents the budget estimates and actuals for some important fiscal parameters during 2009-10.

Chart 1.1 Selected Fiscal Parameters, Budget estimate *vis-à-vis* Actuals



The above chart shows that during 2009-10 there was shortfall in revenue receipts by ₹ 212.52 crore (4.61 *per cent*), revenue expenditure by ₹ 53.07 crore (1.24 *per cent*) and capital expenditure by ₹ 270.82 crore (16.89 *per cent*) over the budget estimates. The revenue surplus decreased by ₹ 159.45 crore (45.95 *per cent*) over the budget estimate of 2009-10 (₹ 347.01 crore).

1.2 Tripura Fiscal Responsibility and Budget Management (FRBM) Act, 2005

As per recommendations of the Twelfth Finance Commission, the Tripura Fiscal Responsibility and Budget Management (TFRBM) Act, 2005, requires preparation of Medium Term Fiscal Policy Statement alongwith other documents[2] for being placed in the Assembly during the Budget Session.

The performance of the State during 2009-10 in terms of Fiscal targets fixed for selected variables laid down in Tripura Fiscal Responsibility and Budget Management (TFRBM) Act, 2005 *vis-à-vis* achievements is given in **Table 1.2**.

[2] Macroeconomic Framework Statement, Fiscal Policy Strategy Statement and eight Disclosures to be filled up in respective forms.

Table 1.2: Trends in major fiscal variations *vis-à-vis* projections for 2009-10

Fiscal Parameters	Targets as prescribed in TFRBM Act	Projections made by State Government in MTFPS*	Actual
Revenue surplus	Strive to remain revenue surplus during the entire award period	15.68 *per cent* of RR	4.26 *per cent* of RR
Fiscal Deficit (-) / surplus (+)	FD to be 3 *per cent* of GSDP	(-) 2.83 *per cent* of GSDP	(-) 10.63 *per cent* of GSDP
Consolidated debt	40 *per cent* of GSDP	36.36 *per cent* of GSDP	52.98 *per cent* of GSDP
Incremental risk Guarantee	1 *per cent* of GSDP	No projections made	-

*** Medium Term Fiscal Policy Statement.**

The State has achieved only one out of four TFRBM Act targets as fixed in the FRBM Act. The fiscal deficit-GSDP ratio during 2009-10 stood at 10.63 *per cent* against the FRBM target of 3 *per cent* and MTFPS target of 2.83 *per cent*. The reasons for such an increase in the ratio of fiscal deficit to GSDP were attributed mainly to shortfall in collection of Revenue and increase in revenue expenditure in both General and Social Services.

The increase in fiscal deficit during 2009-10 is fraught with the chances of being dependent on further market borrowings in order to minimize fiscal deficit. **The State Government should increase revenue receipts by initiating measures like collection of arrears of revenue, reduction in cost of recovery (Para 1.5.2) and minimizing the expenditure on collection of revenue (Para 1.5.3) to bridge the growing gap.**

The Twelfth Finance Commission has recommended growth of Tax and Non-Tax Revenue during 2005-10. The targets fixed by TFC *vis-à-vis* the actuals are given below:

Table 1.3 TFC recommendations *vis-à-vis the actual*

(Rupees in crore)

Year	TFC Recommendation			Actual			Shortfall (percentage)		
	Tax	Non-Tax	Total	Tax	Non-Tax	Total	Tax	Non-Tax	Total
2005-06	392.80	94.62	487.42	296.09	63.62	359.71	96.71 (25)	31.00 (33)	127.71 (26)
2006-07	444.65	113.25	557.90	341.55	94.97	436.52	103.10 (23)	18.28 (16)	121.38 (22)
2007-08	503.35	135.09	638.44	370.70	115.41	486.11	132.65 (26)	19.68 (15)	152.33 (24)
2008-09	569.79	160.89	730.68	442.50	149.04	591.54	127.29 (22)	11.85 (7)	139.14 (19)
2009-10	645.00	191.57	836.57	527.01	125.40	652.51	117.99 (18)	66.17 (35)	184.06 (22)

Source: Twelfth Finance Commission Report and Finance Accounts.

The State could not achieve the targets fixed by the TFC in collection of revenue from own sources both in Tax and Non-Tax sectors. Though the trend in collection was gradually increasing, there was shortfall of about 22 *per cent* at the end of 2009-10. A major shortfall in respect of Non-Tax revenue (35 *per cent*) was noticed during 2009-10, the reason for which was attributed mainly to shortfall in collection of non-tax revenue in General Services which fell short by 39 *per cent* over its budget estimate.

The Twelfth Finance Commission has also recommended growth in General, Social and Economic Services during 2005-10. The targets fixed by TFC *vis-à-vis* the actuals are given below:

Table 1.4: TFC recommendations *vis-à-vis* actuals

(Rupees in crore)

Sectors	TFC Recommendation					Actual				
	2005-06	2006-07	2007-08	2008-09	2009-10	2005-06	2006-07	2007-08	2008-09	2009-10
General	954.60	1025.14	1110.61	1192.69	1285.15	1071.15	1151.93	1306.26	1328.09	1843.67
Social	668.48	728.98	795.11	867.45	946.59	531.69	566.98	608.26	693.01	975.46
Economic	254.02	267.12	280.90	295.41	310.67	376.41	273.60	302.73	373.95	502.41
Others	43.58	49.03	88.83	98.26	108.72	-	-	-	79.42	95.62
Total	**1920.68**	**2070.27**	**2275.45**	**2453.84**	**2651.13**	**1979.25**	**1992.51**	**2217.25**	**2474.47**	**3417.16**

Source: Twelfth Finance Commission Report and Finance Accounts.

However, the State was successfully able to contain its non-plan revenue expenditure during the entire period except in 2009-10 due to payment on account of Pay Revision. Nevertheless, the State continued to remain revenue surplus during the current year as well.

1.3 Growth and Composition of GSDP

GSDP, a major fiscal indicator is considered to be a key factor for assessing the performance of the State's economy. It is prepared based on income generating approach that measures gross income generated by factors of production physically located within the geographical boundaries of the State and also represents the volume of goods and services produced within the State. During 2009-10, the advance estimated GSDP for the State of Tripura was ₹ 10,905.00 crore, which are arrived at on the basis of constant price. The table below shows the trend of growth of GSDP for the last five years.

Table 1.5: GSDP and the rate of growth during 2005-10

	2005-06	2006-07	2007-08	2008-09	2009-10
GSDP	7,296.61	7,888.98(P)	8,521.68(P)	10,008.26 (A)	10,905.00 (A)
ROG	9.90	8.11	8.02	17.44	8.96

(P) – Provisional, (A)– Advance Estimates

Though the average compound annual growth rate of GSDP in respect of Tripura (1999-2000 to 2008-09) is 10.95 *per cent* which is just around the NE average of 11.97 *per cent* yet the State ranks sixth amongst the other NE States. It is evident from the table above that GSDP (₹ 10,905.00 crore) for 2009-10 had increased by only ₹ 896.74 crore (9 *per cent*) over previous year's ₹ 10,008.26 crore (17.44 *per cent*). Considering the GSDP growth rate of NE States, Tripura could attempt for further improvement in its growth rate by intensifying concrete income generating activities.

1.4 Resources of the State

1.4.1 Resources of the State as per Annual Finance Accounts

Revenue[3] and capital[4] are the two streams of receipts that constitute the resources of the State Government. **Table 1.1** presents the receipts and disbursements of the State during the current year as well as the previous year, as recorded in its Annual Finance Accounts while **Chart 1.2** depicts the trends in various components of the receipts of the State during 2005-10. **Chart 1.3** depicts the composition of resources of the State during the current year.

Chart 1.2: Trends in Aggregate Receipts

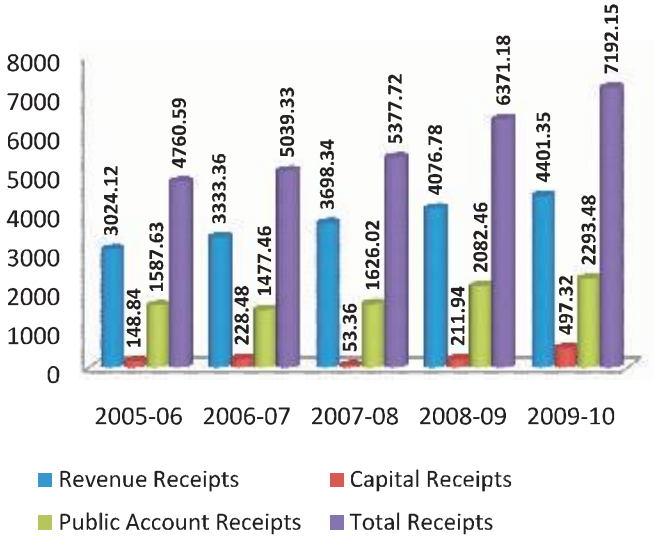
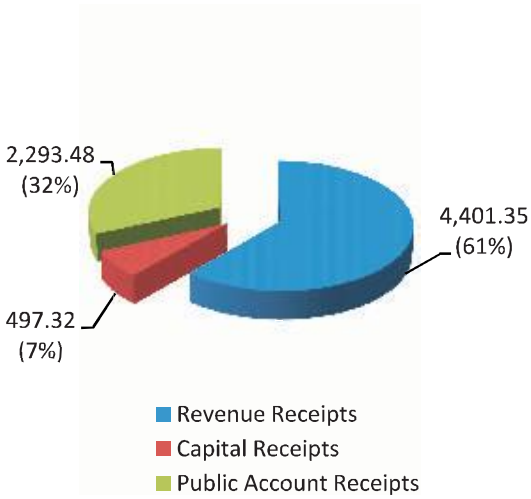


Chart 1.3: Composition of Aggregate Receipts



- Revenue Receipts of the State increased by 45.54 *per cent* from ₹ 3024.12 crore in 2005-06 to ₹ 4401.35 crore in 2009-10.
- Tax revenue increased from 10 *per cent* (2005-06) to 12 *per cent* (2009-10) of the total Revenue Receipts whereas non-tax revenue increased marginally from 2 *per cent* (2005-06) to 3 *per cent* (2009-10) of the total Revenue Receipts during the period.
- State's share of Union taxes and duties increased from 13 *per cent* (2005-06) to 16 *per cent* (2009-10) of the total Revenue receipts. The Grants-in-aid from Central Government comprises of Non-Plan grants, Grants for State/Union Territories, Central Plan Schemes and Centrally Sponsored Plan Schemes. The Grants-in-aid during 2009-10 decreased gradually from 75 *per cent* in 2005-06 of the total Revenue Receipts to 69 *per cent* in 2008-09 and remained same during 2009-10.

[3] Revenue receipts consist of tax revenue, non-tax revenue, State's share of Union taxes and duties and grants-in-aid from the Government of India (GOI).

[4] Capital receipts comprise miscellaneous capital receipts such as proceeds from disinvestments, recoveries of loans and advances, debt receipts from internal sources (market loans, borrowings from financial institutions/commercial banks) and loans and advances from GOI as well as accruals from Public Account.

Central Transfer

The State's share of central tax during 2009-10 was ₹ 706.34 crore which indicated that the growth rate of devolution during 2009-10 was 2.89 *per cent* as compared to 5.52 *per cent* during 2008-09. During 2009-10 the collection of central taxes also showed a frail buoyancy than was anticipated in the revised estimate (₹ 733.75 crore).

Grants-in-aid

Grants-in-aid from Centre to the State, a discretionary component of central transfers, is considered to be an integral element of the revenue receipts of the State which has an impact on the consolidated revenue deficit of the State. The grants-in-aid as percentage to revenue receipts had been declining from 75 *per cent* in 2005-06 to 69 *per cent* during 2007-08 and remained same till 2009-10. The table below shows the composition of the grants-in-aid and its trend over the last five years:

Table 1.6: Trends in Grants-in-aid from the GOI during 2005-10

(Rupees in crore)

	2005-06	2006-07	2007-08	2008-09	2009-10
Non plan grants	1,286.88	1,171.96	1,269.61	1,319.36	1,289.09
Grants for State Plan Schemes	799.57	985.34	1,041.18	1,203.48	1,377.64
Grants for Central Plan Schemes	7.72	12.47	26.06	30.49	32.56
Grants for Centrally Sponsored Plan Schemes	140.53	189.06	192.53	200.50	266.26
Grants for Special Plan Schemes	25.33	22.23	32.23	44.89	77.05
Total :	**2,260.03**	**2,381.06**	**2,561.61**	**2,798.72**	**3,042.60**
Percentage of Revenue Receipts	**75**	**71**	**69**	**69**	**69**

1.4.2 Funds Transferred to State Implementing Agencies outside the State Budget

The Central Government has been transferring a sizeable quantum of funds directly to the State Implementing Agencies[5] for the implementation of various schemes/programmes in social and economic sectors critical for the human and social development of population. The flow of such funds from GOI to State Implementing Agencies is also shown in State Government's Budget at a Glance for the year 2010-11. During 2009-10, the Government of India has transferred an approximate amount of ₹ 1,568.64 crore directly to the Implementing Agencies (detailed in **Appendix 1.3**). Significant amounts released for major programmes/schemes are detailed in **Table 1.7**.

[5] State Implementing Agency includes any Organization/Institution including Non-Governmental Organization which is authorized by the State Government to receive the funds from the Government of India for implementing a specific programme in the State.

Table 1.7: Funds Transferred Directly to State Implementing Agencies

(Rupees in crore)

Sl. No.	Name of the Programme / Scheme	Name of the Implementing Agency in the State	Total fund released by the Government of India during 2009-10
1.	National Rural Employment Guarantee Programme (NREGP)/ IAY/SGSY etc.	Project Directors, DRDA, South, West, North and Dhalai Districts, Tripura	965.98
2.	Pradhan Mantri Gram Sadak Yojana	Tripura Rural Road Development Agency, West Tripura	94.49
3.	National Rural Health Mission (NRHM)	State Health and Family Welfare Society, Tripura	91.65
4.	Sarva Shiksha Abhiyan (SSA)	SSA Rajya Mission, Tripura	74.73
5.	Accelerated Rural Water Supply Scheme and Central Rural Sanitation Scheme	SWSM, Tripura, Agartala	66.79
6.	Rashtriya Madhyamik Shiksha Abhiyan (RMSA)	Rashtriya Madhyamik Shiksha Abhiyan Mission	9.58
		Total	**1,303.22**

Source: 'Central Plan Scheme Monitoring System' portal in Controller General of Accounts' website.

Table 1.7 shows that an amount of ₹ 1,303.22 crore (83.08 *per cent* of the total funds transferred) was given for (i) National Rural Employment Guarantee Programme and other related programmes (61.58 *per cent*), (ii) Pradhan Mantri Gram Sadak Yojana (6.06 *per cent*), (iii) National Rural Health Mission (5.85 *per cent*), (iv) Sarva Shiksha Abhiyan (4.76 *per cent*) and (v) for Rural water supply and sanitation programme (4.26 *per cent*) during 2009-10. With the transfer of an approximate amount of ₹ 1,568.64 crore directly by GOI to the State Implementing Agencies, the total availability of State resources during 2009-10 had increased from ₹ 7,192.15 crore to ₹ 8,760.79 crore. It is evident from the above that there is no single agency monitoring the funds directly transferred by the GOI and there is no readily available data on how much is actually spent in any particular year on major flagship schemes and other important schemes which are being implemented by the State Implementing Agencies and funded directly by the GOI and therefore, utilization of these funds remain to be verified by Audit to establish accountability of the State Government for these funds.

An analysis on how these funds are being transferred and utilised for the purposes for which they are sanctioned, a test check of 2 units *viz.*, Sarva Shiksha Abhiyan (SSA) and National Rural Health Mission (NRHM) were taken up which revealed the following:

➢ National Rural Health Mission (NRHM)

The State Health and Family Welfare Society is registered under the Societies Registration Act, 1860. The activities of the NRH Mission in the State are carried out through the Society headed by the Chief Secretary (CS) at the State level. The Executive Committee of the Society is headed by the Principal Secretary, Health and Family Welfare Department.

A test check of records of the Society revealed that during 2009-10, ₹ 98.04 crore was received by the Society from GOI for implementation of various programmes

under NRHM against ₹ 91.65 crore actually released during the year 2009-10. Programme-wise details of receipt and expenditure are given below:

Table 1.8: Scheme-wise receipt and expenditure under NRHM for the year 2009-10

(Rupees in lakh)

Name of the Implementing Agency	Name of Scheme/ Programme	Amount released by GOI during 2009-10	Amount received by the Implementing Agency from GOI	Expenditure incurred during the year
Health and Family Welfare Society, Tripura	(i) Reproductive and Child Health (RCH – II)	3,953.26	4,592.00	1,406.39
	(ii) Additionalities under NRHM	4,376.00	4,376.00	11,049.00
	(iii) Routine Immunisation including Pulse Polio	247.63	247.63	140.63
	(iv) Intensified Malaria Control Project (IMCP)/ National Vector Borne Disease Control Programme (NVBDCP)	238.23	238.23	254.03
	(v) National Leprosy Eradication Programme (NLEP)	33.45	33.45	9.03
	(vi) Integrated Disease Surveillance Project (IDSP)	17.01	17.01	18.21
	(vii) Revival National Tuberculosis Control Prgramme (RNTCP)	98.00	98.00	88.62
	(viii) National Programme for Control of Blindness (NPCB)	201.74	201.74	214.46
	Total :	**9,165.32**	**9,804.06**	**13,180.37**

Source: As per information at CGA (CPSMS) website on 05-04-2010 and accounts of the Society.

Scrutiny of records revealed that out of ₹ 98.04 crore received by the Society during the year 2009-10, ₹ 9.19 crore pertained to 2008-09 and ₹ 2.80 crore pertaining to 2009-10 was not received till March 2010.

It was observed that the Health and Family Welfare Society incurred an expenditure (**Table 1.8**) of ₹ 131.80 crore on the various components under NRHM during 2009-10. The excess of ₹ 33.76 crore was met from the unutilised funds of the previous years and State share for NRHM. However, the Utilisation Certificates (UCs) to the Ministry/ GOI for ₹ 131.80 crore for the year 2009-10 has not been submitted (September 2010).

The Society, stated (August 2010) that the Utilisation Certificates for the year 2009-10 was pending for want of finalisation of the accounts.

➢ Sharva Shiksha Abhiyan (SSA)

The SSA Programme is implemented by the Rajya Mission (Society) in 1119 Primary Schools and 931 Upper Primary Schools in 4 districts of the State.

The table below shows the component-wise funds received *vis-à-vis* releases under the SSA Programme during 2009-10:

Table 1.9: Status of funds received *vis-à-vis* releases during 2009-10 under SSA

(Rupees in crore)

Sl. No.	Name of Scheme	Approved outlay	Fund released			Fund received by the Society			Expenditure incurred
			Central	State	Total	Central	State	Total	
1.	Sarva Shiksha Abhiyan	110.77	74.02	9.70	83.72	73.78	9.70	83.48	88.97
2.	National Programme of Education for Girls at Elementary Level (NPEGEL)	0.04	0.04	-	0.04	0.04	-	0.04	0.04
3.	Kusturba Gandhi Balika Vidyalaya (KGBV)	0.91	0.67	-	0.67	0.91	-	0.91	0.91
Total :		**111.72**	**74.73**	**9.70**	**84.43**	**74.73**	**9.70**	**84.43**	**89.92**

Source: As per information at CGA (CPSMS) website on 05-04-2010 and accounts of the Society.

During 2009-10, Government of India (GOI) released ₹ 74.73 crore for implementation of various programmes under SSA in the State and the Society also received the same amount against the total approved outlay of ₹ 111.72 crore. But it was noticed that the Society accounted ₹ 73.78 crore as Central Share under SSA while GOI actually released ₹ 74.02 crore in two installments during the year. On the other hand, while GOI released ₹ 0.67 crore for KGBV, the Society booked ₹ 0.91 crore as per records furnished by the Society. However, overall receipts of the Society conforms to GOI releases for the State in respect of SSA, NPEGEL and KGBV.

During 2009-10, the Society utilised ₹ 89.92 crore (SSA: ₹ 88.97 crore; NPEGEL: ₹ 0.04 crore and KGBV: ₹ 0.91 crore) in 4 districts (Dhalai: ₹ 19.99 crore; North: ₹ 16.85 crore; South: ₹ 24.42 crore and West: ₹ 27.26 crore) including ₹ 1.40 crore in ASPD[6] office in 4 districts.

Utilisation Certificates of the funds received are yet to be submitted. However, as per the Quarterly Progress Report for the quarter ending March 2010 submitted to the Ministry of Human Resource Development in May 2010, ₹ 223.37 crore was shown as expenditure.

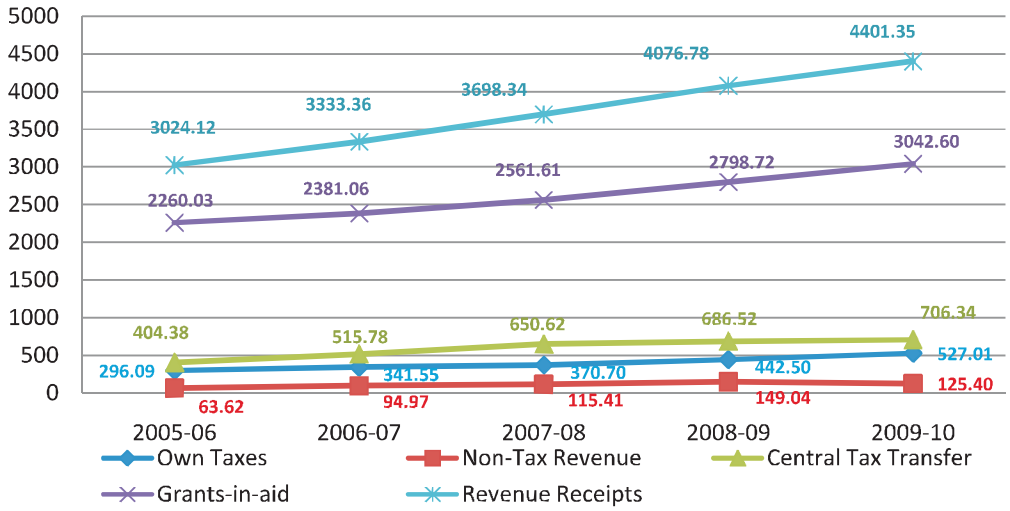
The Society stated (August 2010) that the UCs would be submitted after completion of statutory audit by the Chartered Accountants for the year 2009-10.

1.5 Revenue Receipts

Statement-11 of the Finance Accounts details the revenue receipts of the Government. The revenue receipts of the State consist of its own tax and non-tax revenues, Central tax transfers and grants-in-aid from GOI. The trend and composition of revenue receipts over the period 2005-10 are presented in **Appendix 1.5** and **Chart 1.4**.

[6] Additional State Project Director

Chart 1.4: Trends in Revenue Receipts



Though the average Compound Annual Growth Rate of Revenue Receipts for NE States between 1999-2000 and 2008-09 was 14.10 *per cent* which was higher than that of Tripura (12.27 *per cent*), and hence Tripura lies far behind amongst the other NE States. This position needs improvement keeping in view the growth of GSDP in absolute value during 2008-09 and 2009-10.

The trends in revenue receipts relative to GSDP are presented in **Table 1.10**.

Table 1.10: Trends in Revenue Receipts relative to GSDP

	2005-06	2006-07	2007-08	2008-09	2009-10
Revenue Receipts (RR) *(Rupees in crore)*	3,024.12	3,333.36	3,698.34	4,076.78	4,401.35
Rate of growth of Revenue Receipts (*per cent*)	17	10	11	10	8
Revenue Receipts / GSDP (*per cent*)	41.44	42.25	43.40	40.73	40.36
Buoyancy Ratios[7]					
State's Own Tax Buoyancy with respect to GSDP	2.38	1.89	1.06	1.11	2.13

Though the State's Own Tax Buoyancy with respect to GSDP has increased from 1.11 *per cent* in 2008-09 to 2.13 *per cent* in 2009-10, it does not reveal a healthy fiscal state for Tripura as the rate of growth of revenue receipts during 2009-10 has declined to 8 *per cent* from 10 *per cent* during 2008-09. Except in 2006-07 and 2007-08, the ratio of Revenue Receipts to GSDP had also shown a declining trend over the five years period. Though the current growth rate of GSDP (9 *per cent*) is less than the previous year (17 *per cent*), the growth of GSDP during 2009-10 was attributed to increase in sectors like Agriculture, Industries and Service Sectors by 6.33 *per cent* 7.05 *per cent* and 12.10 *per cent* respectively.

[7] Buoyancy ratio indicates the elasticity or degree of responsiveness of a fiscal variable with respect to a given change in the base variable. For instance, State's own receipts buoyancy ratio with reference to its GSDP at 0.60 implies that revenue receipts tend to increase by 0.60 percentage points, if the GSDP increases by one *per cent*.

1.5.1 State's Own Resources

As the State's share in Central taxes and grants-in-aid are determined on the basis of recommendations of the Finance Commission, collection of Central tax receipts and Central assistance for plan schemes etc., the State's performance in mobilisation of additional resources should be assessed in terms of its own resources comprising of revenue from its own tax and non-tax sources. The gross collection in respect of major taxes and duties and non-tax revenue and their percentage and also expenditure during the year 2005-10 are presented in **Appendix 1.5**. During 2009-10 there had been a variation in the collection of Revenue receipts between projection made by TFC, budget and the actual (**Table 1.11**).

Table 1.11: Revenue Receipts relative to TFC Projections *vis-à-vis* Budget and Actuals for the year 2009-10

(Rupees in crore)

	Assessment made by TFC	Budget	Actual	Variation
Tax Revenue	645.00	545.80	527.01	18.79
Non-tax Revenue	191.57	158.16	125.40	32.76

(a) Tax Revenue

The average Compound Annual Growth Rate of Tax Revenue for NE States between 1999-2000 and 2008-09 was 19.32 *per cent* which was higher than that of Tripura (17.74 *per cent*). The tax revenue during 2009-10 increased by 19 *per cent* from ₹ 442.50 crore in 2008-09. The improvement in the collection was mainly due to improvement under the heads of major taxes *viz.* VAT (19 *per cent*), State Excise (27 *per cent*) and Taxes on vehicles (25 *per cent*).

Table 1.12: Sector-wise Component of tax revenue for the year 2005-10

(Rupees in crore)

Name of Component	Year				2009-10		
	2005-06	2006-07	2007-08	2008-09	Budget Estimate	Actuals	Variation in Actuals with reference over Budget Estimate (*in percentage*)
Taxes on Sales, Trade etc./VAT	203.39	233.45	264.98	314.79	396.00	374.93	(-) 5
State Excise	32.30	38.41	38.50	48.28	46.54	61.09	(+) 31
Taxes on vehicles	17.43	22.51	23.20	29.82	34.26	37.14	(+) 8
Stamps and Registration fees	14.21	16.61	14.98	17.03	22.57	18.15	(-) 20
Land Revenue	3.25	3.03	2.97	5.55	6.20	5.55	(-) 6
Other taxes on commodities and Services	3.40	5.11	2.17	0.84	-	0.95	-
Taxes on Agricultural Income	0.14	0.15	0.11	0.18	-	0.01	-
Taxes and duties on electricity	0.02	0.01	0.01	0.02	0.02	0.02	-
Other taxes	21.95	22.27	23.78	25.99	40.21	29.17	(-) 27
Total :	**296.09**	**341.55**	**370.70**	**442.50**	**545.80**	**527.01**	**(-) 3**

The large variations between the budget estimate and the actual in some of the major

components of own tax revenue indicate that the budget estimates were not prepared on realistic basis. *The Own Tax revenue (OTR) of the State remained below both the normative assessment made by the Twelfth Finance Commission (TFC) for the State for 2009-10 (₹ 645.00 crore) and State's own projection in BE 2009-10 (₹ 545.80 crore).*

(b) Non-tax Revenue

The non-tax revenue decreased by 16 *per cent* from ₹ 149.04 crore in 2008-09 to ₹ 125.40 crore in 2009-10 mainly on account of steep decline in Interest Receipts and dividends etc by 56 *per cent* during 2009-10 over the previous year. Maximum variation was observed in General Services which differed by 39 *per cent* from the budget estimate during 2009-10.

Table 1.13: Composition of non-tax revenue

(Rupees in crore)

Name of Component	Year				2009-10		Percentage of variation in Actuals over Budget Estimates
	2005-06	2006-07	2007-08	2008-09	Budget Estimate	Actuals	
General Services	21.50	42.41	25.71	53.32	101.81	62.35	(-) 39
Social Services	5.47	5.58	6.91	9.06	9.26	9.47	(+) 2
Economic Services	19.75	20.65	23.60	23.72	26.79	25.70	(-) 4
Interest receipts and dividends etc.	16.89	26.33	59.19	62.93	20.30	27.88	(+) 37
Fiscal Services	0.01	-	-	0.01	-	-	-
Total :	**63.62**	**94.97**	**115.41**	**149.04**	**158.16**	**125.40**	**(-) 21**

The State Government, however, received during the year 2009-10 ₹ 22.25 crore under Debt Consolidation and Relief Facility (DCRF) pertaining to the year 2007-08 which formed a part of the total non-tax revenue during the year. During 2008-09, the State became ineligible for any amount under DCRF. *The non-tax revenue (NTR) was significantly lower than both the TFC projection (₹ 191.57 crore) and State's own projection made in the Budget Estimates (₹ 158.16 crore) as well as in the Revised Estimates (₹ 149.18 crore) for the year 2009-10.*

The average Compound Annual Growth Rate of Non-Tax Revenue for NE States between 1999-2000 and 2008-09 was 18.15 *per cent* which was much higher than that of Tripura (7.74 *per cent*) (Appendix 1.1 D).

1.5.2 Cost of recovery

Article 3 (b) of the Tripura Fiscal Responsibility and Budget Management (TFRBM) Act, 2005 envisaged pursuance of policies to raise non-tax revenue with due regard to cost recovery of operations and maintenance expenses and equity of selected services.

Table 1.14: Cost recovery from Socio-economic Services during 2009-10

(Rupees in crore)

Name of Services	2008-09			2009-10		
	Non-tax revenue receipts	Non-plan revenue expenditure	Cost recovery (percentage of Non-tax receipt to Non-plan expenditure)	Non-tax revenue receipts	Non-plan revenue expenditure	Cost recovery (percentage of Non-tax receipt to Non-plan expenditure)
Education, Sports, Art and Culture	1.55	533.91	0.29	1.50	766.45	0.20
Public Health and Family Welfare	4.53	80.70	0.06	4.87	110.48	4.41
Water Supply and Sanitation etc.	1.23	6.08	0.20	2.47	19.11	12.93
Irrigation	0.71	34.20	0.02	0.06	23.27	0.26

It was seen from the above that the cost recovery (ratio of NTR to NPRE) of some selected services such as Health, Water supply and sanitation and Irrigation has improved as compared to previous year whereas during 2009-10 Education fell short by 0.20 *per cent* as compared to the previous year. The cost of recovery reduced mainly due to low collection of non-tax revenue receipts in 2009-10.

1.5.3 Cost of collection

The gross collection in respect of major revenue receipts, expenditure incurred on collection and the percentage of such expenditure to gross collection during the last three years (2007-08 to 2009-10) alongwith relevant all India average percentage of expenditure on collection to gross collection for 2008-09 are mentioned in **Table 1.15**

Table 1.15: Expenditure on collection *vis-à-vis* percentage to gross collection

(Rupees in crore)

Heads of Revenue	Year	Gross collection	Expenditure on collection	Percentage of collection	All India average percentage for 2008-09
Sales Tax / VAT	2007-08	264.98	3.05	1.15	0.88
	2008-09	314.79	3.59	1.14	
	2009-10	374.93	5.19	1.38	
State Excise	2007-08	38.50	0.87	2.26	3.66
	2008-09	48.28	1.09	2.26	
	2009-10	61.09	1.62	2.65	
Stamps and Registration Fees	2007-08	14.98	1.93	12.88	2.77
	2008-09	17.03	1.68	9.86	
	2009-10	18.15	1.80	9.92	
Taxes on vehicles	2007-08	23.20	0.98	4.22	2.93
	2008-09	29.82	1.05	3.52	
	2009-10	37.14	1.60	4.31	

The table above indicates that the percentage of expenditure on collection in respect of all the components of State's Own Tax revenue except State Excise was much higher than the All India Average cost of collection which is indicative of the fact that the excess expenditure incurred on collection of revenue might impede in the path of improvement towards achieving a healthy fiscal path in the State.

1.5.4 Loss of Revenue due to Evasion of Taxes, Write Off / Waivers and Refunds

As on 31 March 2010, 258 cases of evasion in case of Sales Tax were detected. Out of which assessments / investigations were completed and demands raised in respect of 261 cases involving ₹ 5.36 crore including penalty as reported (September 2010) by the Commissioner of Taxes.

There was no write off or waiver cases during the year 2009-10 and no refund was reported to have been made in respect of Sales tax during the current year leaving 3 cases involving ₹ 0.74 lakh outstanding at the end of 31 March 2010.

Besides, test check of the records of Sales tax, Land revenue, State excise, Motor vehicles, Stamps and registration fees, other tax receipts, forest receipts conducted during 2009-10 revealed under assessment / short levy / loss of revenue amounting to ₹ 1.92 crore in 19 cases.

Due to non-realisation/short realisation of revenue, and inaction of the Department to collect arrears of revenue, the collection of OTR during the year was less than the normative projections made by the TFC (₹ 645.00 crore) and also State's own projection (₹ 545.80 crore) for the year while actual OTR was ₹ 527.01 crore during the year. This also affected the State's NTR as well as the total revenue receipts of the State during the current year.

1.5.5 Revenue Arrears

As of March 2010, the collection of Sales tax was in arrears amounting to ₹ 17.71 crore out of which, ₹ 2.00 crore was in arrears for more than five years as per information furnished by the Commissioner of Taxes (September 2010).

1.6 Application of Resources

The analysis of the allocation of expenditure at the State Government level assumes significance since major expenditure responsibilities are entrusted with them. Within the framework of fiscal responsibility legislations, there are budgetary constraints in raising the public expenditure financed by deficit or borrowings. It is therefore, important to ensure that the ongoing fiscal correction and consolidation process at the State level is not at the cost of expenditure, especially expenditure directed towards development and social sectors.

1.6.1 Growth and Composition of Expenditure

Chart 1.5 presents the trends in total expenditure over a period of five years (2005-10) and its composition both in terms of 'economic classification' and 'expenditure by activities', is depicted respectively in **Charts 1.7** and **1.8**.

Chart 1.5: Trends in various components of Total Expenditure during 2009-10

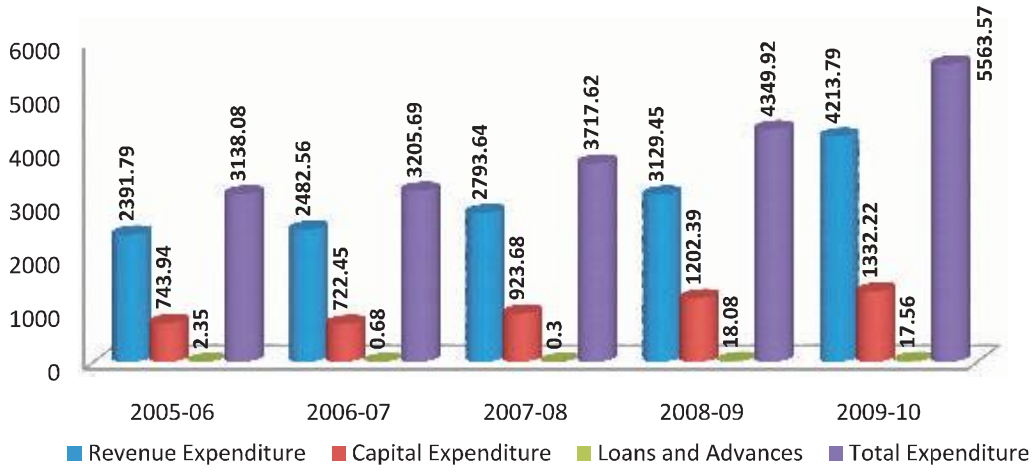


Chart 1.5 shows that during 2009-10 the total expenditure of the State grew by 27.90 *per cent* over 2008-09. The capital expenditure on the other hand was 23.95 *per cent* of the total expenditure in 2009-10 and increased by about 3.69 *per cent* over 2008-09. Loans and Advances by the State Government increased by 647.23 *per cent* during the last five year period ending 2009-10. The high increase was due to loans and advances for the Power Projects (₹ 16.50 crore) in 2009-10.

In Article 3 (c) of TFRBM Act, 2005, it was envisaged that the State Government shall lay down norms for prioritisation of Capital expenditure and pursue expenditure policies that would provide impetus for economic growth, poverty reduction and improvement in human welfare.

The budget speech 2009-10 committed to improve the standard and quality of living with particular focus on the disadvantaged and economically backward sections of the society, better education, child and mother care, housing, drinking water, urban basic services etc.

A comparative study of the plan and non-plan expenditure during 2009-10 with reference to the past years shows that there was not much shift in the ratio of plan expenditure to total expenditure as it accounted only 37 *per cent* of the total expenditure in 2009-10 compared to 35 *per cent* in 2005-06 and 41 *per cent* in 2008-09.

Chart 1.6: Total expenditure – Trends in share of its components

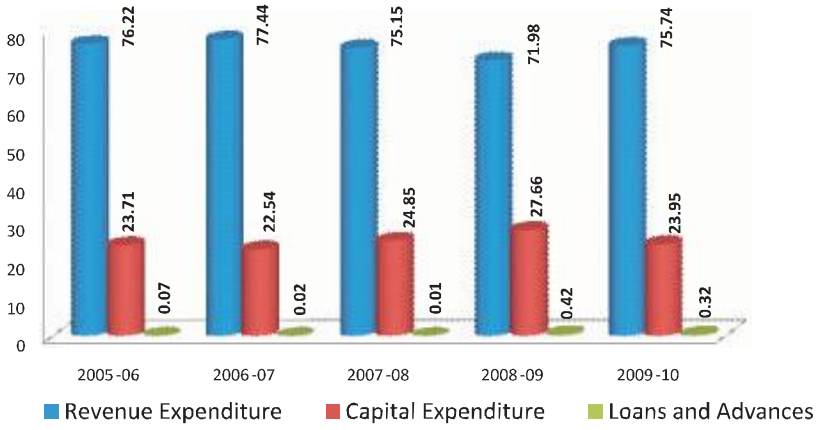


Chart 1.6 shows that as a percentage of total expenditure, Revenue expenditure was 76 *per cent*, of which non-plan revenue expenditure was a major component (about 61 *per cent*) during the year 2009-10. Only 14 *per cent* of total expenditure was in PRE. The trends in composition of revenue expenditure (both plan and non-plan) during 2005-10 are depicted in the table below:

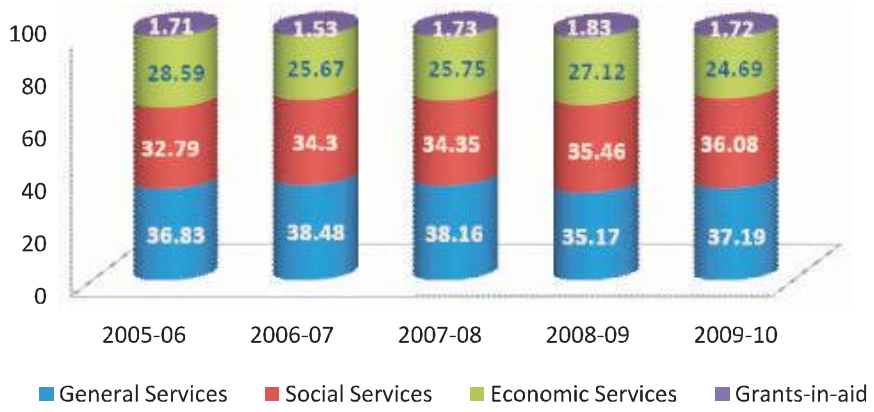
Table1.16: Trends in Composition of revenue expenditure (Non-plan and Plan) during 2005-10

	2005-06	2006-07	2007-08	2008-09	2009-10
Non-plan	1979.25 (83)	1992.51 (80)	2217.25 (79)	2474.47 (79)	3417.16 (81)
Plan	412.54 (17)	490.05 (20)	576.39 (21)	654.98 (21)	796.63 (19)
Total :	**2391.79**	**2482.56**	**2793.64**	**3129.45**	**4213.79**

The non-plan revenue expenditure (₹ 3417.16 crore) was higher than the TFC projection (₹ 2651.13 *crore) for the current year.* Despite the increase in the amount over the years, the share of NPRE has been declining with a corresponding increase in the PRE upto 2008-09. The trend was disturbed in 2009-10 with increase in the share of NPRE with corresponding decrease in PRE. This was mainly due to increase in salary expenditure by 39 *per cent* (₹ 2042.75 crore) compared to ₹ 1466.30 crore in 2008-09. However, the ratio of revenue expenditure to total expenditure was static at 76 *per cent* in 2009-10 as was in 2005-06.

The trends in composition of total expenditure by activities as depicted in **Chart 1.7** show that while the share of General Services was almost static, (36.83 *per cent* to 37.19 *per cent*) during the last five years, the share of social services increased from 32.80 *per cent* in 2005-06 to 36.08 *per cent* in 2009-10. The economic services, however, showed a declining trend and the share was 24.69 *per cent* in 2009-10 as compared to 28.59 *per cent* in 2005-06.

Chart 1.7: Trends in composition of total expenditure by activities during 2009-10



During 2009-10, the expenditure in Social and Economic Sectors increased by 30 *per cent* and 16 *per cent* respectively over the previous year and the combined percentage of expenditure (Non-plan and Plan) in these two sectors increased by 24 *per cent* as compared to the previous year.

The non-plan revenue expenditure in Social and Economic sectors during 2009-10 were ₹ 975.46 crore and ₹ 502.41 crore respectively. *The non-plan revenue expenditure in Social Sector was higher than the TFC Projection (₹ 946.59 crore) for the year. The non-plan revenue expenditure in Economic Sector was also significantly higher than the TFC Projection (₹ 310.67 crore) mainly due to increased expenditure in Agriculture and Allied Activities (₹ 62.91 crore), Rural Development (₹ 30.74 crore) and Energy (₹ 27.27 crore). The increase in Social Sector was attributed mainly to increase in Education, Sports and Culture (₹ 232.54 crore) and Health and Family Welfare (₹ 29.78 crore).*

Revenue expenditure on some of the components in Social and Economic Sectors as provided by the TFC *vis-à-vis* actual for the TFC Award Period 2005-10 are given below:

Table 1.17: Component of expenditure in Revenue provided by TFC *vis-à-vis* actual during the Award Period – 2005-10

(Rupees in crore)

Name of Component	Provided / recommended by TFC		Actual	
	2009-10	2005-10	2009-10	2005-10
Food Subsidies	3.19	15.95	6.12	29.57
General Education	678.41	2,852.35	773.20	2,730.68
Medical, Public Health and Family Welfare	109.62	446.10	206.81	674.69
Maintenance Expenditure for Major and Medium Irrigation	0.46	2.10	NA	NA
Maintenance Expenditure for Minor Irrigation	21.76	98.94	2.80	70.51
Maintenance Expenditure for Buildings	78.88	351.79	177.50	465.04

Though actual expenditure incurred on General Education during 2009-10 was higher than what was recommended by TFC, yet the actual for 2005-10 was 4 *per cent* less than what was recommended during the TFC period. Similarly, the maintenance expenditure for minor irrigation also fell short by 29 *per cent* over the recommendations of TFC during 2005-10.

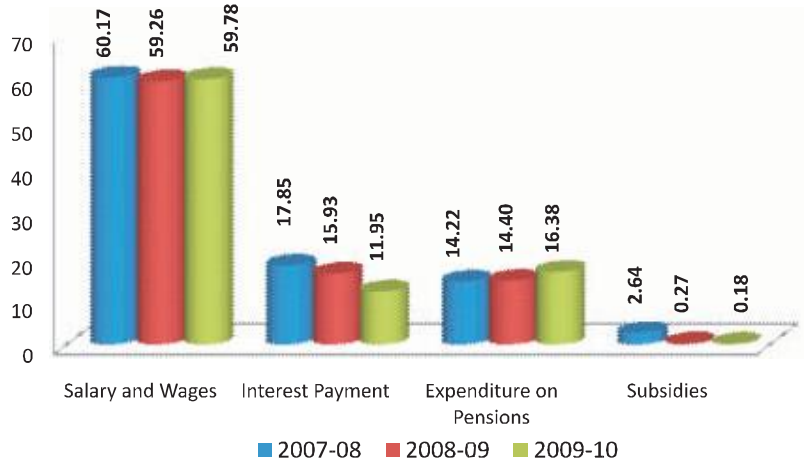
1.6.2 Committed Expenditure

The committed expenditure of the State Government on revenue account mainly consists of interest payments, expenditure on salaries and wages, pensions and subsidies. **Chart 1.8** presents the trends in the expenditure on these components during 2008-10.

The committed expenditure (i.e. interest payments, pensions, salaries and subsidies) of the State Government increased from ₹ 2,223.58 crore in 2008-09 to ₹ 3,017.27 crore in 2009-10. The overall percentage of committed expenditure on non-plan revenue expenditure and total Revenue Receipts was 88 *per cent* and 69 *per cent* respectively during the current year.

The committed liabilities for the State projected by the TFC was ₹ 1,324.07 crore of total non-plan revenue expenditure for 2009-10. Compared to this, there was an increase of 43.88 *per cent* in the actual expenditure during 2009-10.

Chart 1.8: Share of Committed Expenditure in Non-plan Revenue Expenditure



(a) Salary and wage expenditure

The expenditure on salaries and wages increased by 39 per cent from ₹ 1,466.30 crore in 2008-09 to ₹ 2,042.75 crore in 2009-10 against the TFC norms of growth rate of 6 per cent. Out of ₹ 2042.75 crore on salaries and wages, ₹ 1,802.15 crore was in non-plan head while ₹ 204.56 crore was in plan head. ₹ 36.04 crore was paid as wages, the classification of which into plan and non-plan was not available. The expenditure on salary and wages increased mainly due to revision of pay structure of the employees. Amongst top five departments, the share of School Education was 28.58 *per cent* followed by Police (21.75 *per cent*), Public Works (3.68 *per cent*), Health (3.50 *per cent*), Family Welfare & Preventive Medicine (2.90 *per cent*) and Agriculture (2.77 *per cent*). Of the total increase of salary expenditure (₹ 576.45 crore) over the last year, the share of top five departments constituted 46 *per cent*.

The average Compound Annual Growth Rate of expenditure on salary and wages for the entire NE States between 1999-2000 and 2008-09 was lower (7.98 *per cent*) as compared to Tripura (8.57 *per cent*) (Appendix 1.1 D). The trend is

clearly indicative of the fact that the expenditure on salary and wages in the State is quite high.

According to recommendation of the TFC, the States should follow a recruitment and wages policy, in a manner such that the total salary bill relative to revenue expenditure net of interest payments and pensions does not exceed 35 per cent. In the State of Tripura, this norm was not followed and salary and wages expenditure registered 62.94 *per cent* during 2009-10. However, the total salary and wages expenditure (₹ 2,042.75 crore) was below the Budget Estimates (₹ 2,089.21 crore) and also Revised Estimates (₹ 2,213.04 crore) as indicated in the Macro Economic Framework Statement (MEFS) of the State Government.

(b) Interest payments

Interest payments during 2009-10 were ₹ 408.51 crore, which was much higher than the previous year (₹ 394.29 crore). Interest of ₹ 104.26 crore was paid on the borrowing from the NSS Funds, ₹ 93.26 crore on the market borrowings, ₹ 131.62 crore on the small savings fund, ₹ 40.89 crore on the outstanding loans from the GOI and ₹ 38.48 crore on other internal debt.

The expenditure on interest payments was lower than the projection (₹ 464.53 crore) of the State Government in its MEFS during the current year. *The interest payment was, however, much lower than the TFC projection (₹ 505.04 crore) which relative to revenue receipts at 9.93 per cent was well within the norm of 15 per cent recommended by TFC to be achieved during the award period.*

The average Compound Annual Growth Rate of interest payments for the entire NE States between 1999-2000 and 2008-09 was higher (334.86 *per cent*) as compared to Tripura (319.26 *per cent*). However, as a NE State, the interest payments were also relatively low as compared to the General Category States.

(c) Pension payment

Pension payment increased by 57 *per cent* from ₹356.43 crore in 2008-09 to ₹ 559.89 crore in 2009-10, which was about 16 *per cent* of the non-plan Revenue expenditure of the current year. Pension payments during 2009-10 marginally exceeded the projection made by the State Government (₹ 537.13 crore) in its MEFS for 2009-10. *Expenditure on pensions exceeded the normative projection (₹ 467.05 crore) made by the TFC.* The increase was mainly due to revision of pension and addition of about 2,231 pensioners to the previous year's balance of 41,583 numbers which altogether stood at 43,814 at the end of March 2010.

The average Compound Annual Growth Rate of pension payments for the entire NE States between 1999-2000 and 2008-09 was higher (14.22 *per cent*) as compared to Tripura (13.84 *per cent*) (Appendix 1.1 D).

(d) Subsidies

The State Government paid subsidies to the extent of ₹ 58.60 crore in 2007-08, ₹ 6.56 crore in 2008-09 and ₹ 6.12 crore in 2009-10 mainly on the various components like

Agriculture & Allied Activities (Crop Husbandry); subsidy of ₹ 5.05 crore was paid on Crop Husbandry and ₹ 1.07 was paid on Co-operation. The percentage of subsidy paid to total revenue expenditure during last three years was negligible and was gradually decreasing from 3 *per cent* in 2007-08 to 0.23 *per cent* in 2008-09 and further decreased to 0.15 *per cent* in 2009-10.

In the Fourth Quarterly Review Report 2010-11, it was stated that the Government has been providing financial support to the Tripura State Electricity Corporation Limited and Tripura Road Transport Corporation to meet the gap between income and expenditure. This financial support indirectly becomes a subsidy support. The projection of subsidy for 2009-10 made by Government in the MEFS was ₹ 63.29 crore (RE). *However, the TFC provided ₹ 3.19 crore per year as subsidy on food only for the award period.*

1.6.3 Financial Assistance by State Government to local bodies and other institutions

The quantum of assistance provided by way of grants and loans to local bodies and others during the current year relative to the previous two years is presented in **Table 1.18**.

Table 1.18: Financial Assistance to Local Bodies etc.

(Rupees in crore)

Financial assistance to Institutions	2007-08	2008-09	2009-10
Educational Institutions (Aided Schools, Aided Colleges, Universities, etc.)	2.11	29.92	39.76
Municipal Corporations and Municipalities	22.78	59.24	78.52
Zilla Parishads and Other Panchayati Raj Institutions	55.17	60.00	27.57
Development Agencies	Nil	-	-
Hospital and Other Charitable Institutions	Nil	-	-
Other Institutions[1]	68.32	77.50	77.52
Total	**148.38**	**226.66**	**223.37**
Assistance as percentage of RE	5.31	7.24	5.30

The quantum of financial assistance to the Zilla Parishads and other Panchayati Raj Institutions, educational institutions and other local bodies increased during 2009-10 due to devolution of funds to Local Bodies to facilitate their functioning as vibrant institutions of Local Self Government as per the policy of the State Government. The quantum of financial assistance was almost equal to the assessment of ₹ 223.05 crore made by the State Government in Fourth Quarterly Review Report for 2009-10.

1.7 Quality of Expenditure

The availability of better social and physical infrastructure in the State generally reflects the quality of its expenditure. The improvement in the quality of expenditure basically involves three aspects, *viz.*, adequacy of the expenditure (i.e. adequate provisions for providing public services), efficiency of expenditure use and the effectiveness (assessment of outlay-outcome relationships for select services).

[1] Includes Tripura Tribal Areas of Autonomous District Council (TTAADC)

1.7.1 Adequacy of Public Expenditure

The expenditure responsibilities relating to social sectors and economic infrastructure are largely assigned to the State Governments. Low fiscal priority (ratio of expenditure category to aggregate expenditure) is attached to a particular sector if it is below the respective national average. **Table 1.19** analyses the fiscal priority of the State Government with regard to development expenditure, social sector expenditure and capital expenditure during the current year.

Table 1.19: Fiscal Priority of the State during 2009-10

Fiscal Priority by the State	AE/GSDP	DE/AE	SSE/AE	CE/AE	Education/ AE	Health / AE
All States/National Average (Ratio) 2005-06*	18.39	61.91	30.99	14.32	15.08	4.08
All NE States Average (Ratio) 2005-06#	26.08	64.59	33.76	14.86	19.54	3.77
Tripura's Average (Ratio) 2005-06	33.26	61.44	32.79	23.71	16.13	4.92
All States/National Average (Ratio) 2009-10*	19.01	66.13	35.62	15.19	16.24	4.38
All NE States Average (Ratio) 2009-10#	29.44	62.80	37.26	14.39	18.41	5.93
Tripura's Average (Ratio) 2009-10	51.02	61.09	36.08	23.95	16.76	4.94

* Excludes Jharkhand, Mizoram, Meghalaya, Nagaland, Manipur, Delhi, Goa & Puduchery.
Excludes Mizoram, Meghalaya, Nagaland & Manipur.

AE: Aggregate Expenditure DE: Development Expenditure SSE: Social Sector Expenditure
CE: Capital Expenditure
Development expenditure includes Development Revenue Expenditure, Development Capital Expenditure and Loans and Advances disbursed.
Source: (1) For GSDP, the information was collected from the State's Directorate of Economics and Statistics and for the year 2009-10, the GSDP figure (advanced estimate) has been taken from the Fourth Quarterly Review Report of the State Finance Minister.

Table 1.19 shows the fiscal priority given by the Tripura Government to various expenditure heads in 2005-06 (the first year of the Twelfth Finance Commission Award Period) and the current year *viz* 2009-10. The Government of Tripura had a much higher AE / GSDP ratio in both years under consideration compared to the All States Average as well as NE States average. In Social Sector Expenditure invloving the major components *viz* Education and Health, the Tripura Government's expenditure as a percentage of AE was higher than the national average but is slightly lower than that of the NE States, whereas in regards to CE, the ratio is higher in both 2005-06 and 2009-10 than the National Average as well as the NE States average. In DE, however, the DE/AE ratio for Tripura was lower than the national average as well as the NE States Average in 2005-06 and this ratio was even lower in 2009-10. This indicates that the Government had been attaching low priority to economic services.

1.7.2 Efficiency of Expenditure Use

In view of the importance of public expenditure on development heads from the point of view of social and economic development, it is important for the State Governments to take appropriate expenditure rationalisation measures and lay emphasis on provision of core public and merit goods[8]. Apart from improving the

[8] *Core public goods* are which all citizens enjoy in common in the sense that each individual's consumption of such a good leads to no subtractions from any other individual's consumption of that good, e.g. enforcement of law and order, security and protection of our rights; pollution free air and other environmental goods and road infrastructure etc. *Merit goods* are commodities that the public sector provides free or at subsidized rates because an individual or society should have them on the basis of some concept or need, rather than ability and willingness to pay the government and therefore wishes to encourage their consumption. The examples of such goods include the provision of free or subsidized food for the poor to support nutrition, the delivery of health services to improve quality of life and reduce morbidity, providing basic education to all, drinking water and sanitation etc.

allocation towards development expenditure[9], particularly in view of the fiscal space being created on account of decline in debt servicing in recent years, the efficiency of expenditure use is also reflected by the ratio of capital expenditure to total expenditure (and/or GSDP) and proportion of revenue expenditure being spent on operation and maintenance of the existing social and economic services. The higher the ratio of these components to total expenditure (and/or GSDP), the better would be the quality of expenditure. While the **Table 1.20** presents the trends in development expenditure relative to the aggregate expenditure of the State during the current year *vis-à-vis* budgeted and the previous year, **Table 1.21** provides the details of capital expenditure and the component of revenue expenditure incurred on the maintenance of the selected social and economic services.

Table 1.20: Development Expenditure

(Rupees in crore)

Components of Development Expenditure	2005-06	2006-07	2007-08	2008-09	2009-10
Development Expenditure (a to c)	1,928.76 (61.46)	1,923.01 (59.98)	2,234.71 (60.11)	2,740.73 (63.00)	3,398.56 (61.03)
a. Development Revenue Expenditure	1,265.31 (39.37)	1,278.24 (39.97)	1,416.82 (38.11)	1,713.09 (39.38)	2,262.65 (66.58)
b. Development Capital Expenditure	661.10 (21.06)	644.09 (20.09)	817.59 (21.99)	1,009.56 (23.21)	1,118.35 (32.90)
c. Development Loans and Advances	2.35 (0.07)	0.68 (0.02)	0.30 (0.01)	18.08 (0.41)	17.56 (0.52)

Figures in the parentheses indicate *per cent* to aggregate expenditure
Source: Finance Accounts

Table above shows that the development expenditure, combining the expenditure on Social and Economic Sectors, increased in absolute terms from ₹ 1,928.76 crore in 2005-06 to ₹ 3,398.56 crore in 2009-10. The percentage of increase in 2009-10 was 24 *per cent* over the previous year. The percentage of development expenditure to the total expenditure of the State decreased by 2 *per cent* as compared to the previous year. But the development expenditure was much below the level of Budget Estimates of ₹ 4,136.72 crore for the year. The relative share of the revenue development expenditure was 66.58 *per cent* of the total expenditure while this share in respect of development capital expenditure was only 32.90 *per cent*. This indicated lack of Government priority for capital expenditure due to ever increasing pressure on revenue expenditure over the period. *The non-plan development revenue expenditure (SS + ES) of ₹ 1,477.87 crore was also higher than the TFC Projection of ₹ 1,257.26 crore for the State during 2009-10.*

[9] The analysis of the expenditure data is disaggregated into development expenditure. All expenditure relating to Revenue Account, Capital Outlay and Loans and Advances are categorized into social services, economic services constitute development expenditure, while expenditure on general services is treated as non-development expenditure.

Table 1.21 –Efficiency of Expenditure Use in Selected Social and Economic Services

(*In per cent*)

Social/Economic Infrastructure	2008-09			2009-10		
	Ratio of CE to TE	In RE, the share of		Ratio of CE to TE	In RE, the share of	
		S &W	O&M		S&W	O &M
Social Services (SS)						
Education, Sports, Art & Culture	11.56	85.34	14.66	12.65	87.13	12.87
Health & Family Welfare	35.55	75.39	24.61	24.80	76.47	25.53
Water Supply, Sanitation, and Housing & Urban Development	77.48	22.98	77.02	68.60	68.95	31.05
Other Social Services	11.67	16.10	83.90	9.91	16.29	83.71
Total (SS)	**25.52**	**58.21**	**41.79**	**22.24**	**63.85**	**36.15**
Economic Services (ES)						
Agriculture & Allied Activities	23.11	53.36	46.64	20.97	54.16	45.84
Irrigation & Flood Control	55.17	61.73	38.27	65.31	131.40	-
Power & Energy	96.92	37.29	62.71	72.06	3.80	96.20
Transport	71.12	-	100.00	72.41	-	-
Other Economic Services	40.66	50.57	49.43	41.47	51.81	48.19
Total (ES)	**52.17**	**40.84**	**59.16**	**48.91**	**44.46**	**55.54**
Total (SS+ES)	**37.06**	**52.48**	**47.52**	**33.08**	**57.84**	**42.16**

TE: Total Expenditure (CE+RE of the sub-sectors); CE: Capital Expenditure; RE: Revenue Expenditure; S&W: Salaries and Wages; O&M: Operations and Maintenance.

Table above depicts the various component-wise percentages of Revenue and Capital expenditure, percentage of expenditure on salary and wages and operation and maintenance cost in relation to revenue expenditure in Social and Economic Services for the year 2008-09 and 2009-10.

The Table shows that the ratio of CE to TE under Social Services decreased from 25.52 *per cent* in 2008-09 to 22.24 *per cent* in 2009-10 mainly due to decrease under Health & Family Welfare and Water Supply, Sanitation, Housing & Urban Development. Ratio of Economic Services, also decreased by 3.26 *per cent* over the previous year, mainly due to decrease in Agriculture & Allied Services and Power and Energy Sector. The share of salary and wages on Education etc. under Social Services was 85.34 *per cent* of its revenue expenditure, (of which 78.03 *per cent* was for general education) and on Health & Family Welfare and Water Supply, Sanitation, Housing & Urban Development, the share was 75.39 *per cent* and 22.98 *per cent* respectively during 2008-09. The percentage of salary and wages expenditure in relation to its revenue expenditure increased in all the three components (*viz.* Education, Health and Family Welfare and Water Supply, Sanitation etc.) in social sector during 2009-10 over the previous year. The percentage of the salary expenditure in respect of Education (87.13 *per cent*), Health and Family Welfare (76.47 *per* cent) and Water Supply, Sanitation, Housing & Urban Development (68.95 *per* cent) increased by 1.79 *per cent,* 1.08 *per cent* and 45.97 *per cent* respectively over the previous year.

Under Economic Services, the salary and wage expenditure in terms of percentage of revenue expenditure was marginally higher by 3.62 *per cent* over the previous year while the operations and maintenance cost decreased to that extent due to increase in expenditure in Irrigation & Flood Control.

However, in terms of percentage in relation to revenue expenditure under Social and Economic Services taken together there was overall increase in salary and wages (5.36 *per cent*) and decrease in operations and maintenance costs to that extent during 2009-10 over the previous year.

1.7.3 Effectiveness of the Expenditure, i.e. Outlay-Outcome Relationship

During 2004-09, 24 performance reviews on the effectiveness of expenditure and the outcomes thereof were attempted and featured in the Audit Reports. Of the 24 performance reviews, only four were discussed in PAC meetings. The results of such performance reviews are summarised below:

(a) Integrated Dairy Development Project II

The implementation of the Integrated Dairy Development Project II was marred by serious deficiencies in planning and coordination. The cows / heifers were purchased and distributed to the beneficiaries much in advance of the completion of the dairy plant that was to be used for milk production. Most of these cows / heifers had died or were sold by the beneficiaries, leaving only 6 per cent of the cows / heifers distributed to the beneficiaries being available for milk production. There was delay of more than eight years in the construction of the dairy plant and, on completion, there was no assured supply of milk for processing. No effective steps had been taken to ensure adequate supply of milk for processing, which led to extremely low capacity utilisation of the plant and posed a serious threat to its financial viability. Thus, poor planning and execution of the project resulted in most of the objectives of the scheme remaining unrealised.

(Paragraph 3.4 of Audit Report 2005-06)

PAC recommendations

- ✓ The department should take effective steps to revive and strengthen the DCSs to ensure adequate supply of milk to the plant;
- ✓ The department should make effective arrangements for procurement of milk from the points of production to the storage and processing centres;
- ✓ The department should explore the possibility of increasing the capacity utilisation of the plant by effective distribution of the milk procured by the TCMPUL in other areas, until the DCS in Dharmanagar area are in a position to provide adequate supply; and
- ✓ The department should ensure that the TCMPUL gets its accounts audited in terms of the MOU, and makes all records available to Audit.

Remedial Action Taken

The Milk Producer's Cooperative Societies had been revived for procurement of milk from the point of production to the storage and processing centres, increasing the capacity utilisation of plant and auditing of accounts in consultation with TCMPUL.

(b) Bidhayak Elaka Unnayan Prakalpa (BEUP)

The scheme was introduced in 2001-02 for undertaking works of developmental nature, based on locally felt needs and leading to creation of durable assets. The objective of the scheme could not be achieved fully due to non-utilisation of significant amount of funds, short release of funds to the SDMs, delay in sanctioning works and incurring of expenditure on inadmissible works. There were deficiencies in the control and monitoring system and the registers of assets created were not being maintained.

(Paragraph 3.3 of Audit Report 2005-06)

PAC recommendations

- ✓ Provisions of CTR (Vol-I) should be enforced in respect of preparation and submission of DCC bill for adjustment of AC bill.
- ✓ Sanctioning of works by the SDMs within the prescribed time schedule should be ensured.
- ✓ Minutes of monitoring meetings may be maintained.
- ✓ Assembly Constituency-wise asset register in the prescribed format should be maintained and the Directorate should prepare a computerized database of all these assets for monitoring.

The remedial action taken by the Government, if any, is yet to be reported to audit.

(c) National Rural Health Mission

The overall performance of NRHM in the State at mid-course was not very satisfactory with reference to its declared objectives, despite expending ₹ 35.45 crore. Delay in planning process, outsourcing of preparation of the State and District Plans with inadequate community involvement contributed to failure in preparing a comprehensive and focused plan indicating demand based and locality specific infrastructural requirements. Besides, the Department failed to operationalise ASHA network in time, fill up vacancies of key functionaries like Doctors, Nurses, ANM etc. Adequate infrastructure was not developed within the specified time frame and Health Management Information System was also not set up despite the lapse of three years since the commencement of the programme. Thus, performance during the first half of its seven year implementation period, has thrown a major challenge for the Mission towards achieving the targeted objectives by 2012.

(Paragraph 3.3 of Audit Report 2007-08)

PAC recommendations

- ✓ A comprehensive plan should be prepared breaking down the targets into actionable items, indicating need-based, locality specific requirements of infrastructure including human resource requirement.
- ✓ Health Management Information System should be completed on a priority basis for collecting, reporting and analysing the grass-root level data relating to health care facilities.
- ✓ Steps should be taken for speedy completion of all the construction works undertaken, to provide committed benefits under the programme in a time bound manner.
- ✓ Projects taken up during the year should be widely publicised to ensure awareness, accountability and public scrutiny.
- ✓ Monitoring and supervision of the Mission activities should be strengthened by establishing monitoring and planning committees at all levels, as envisaged in the Mission Guidelines.

The remedial action taken by the Government, if any, is yet to be reported to audit.

(d) Functioning of Education (Higher) Department

The Education (Higher) Department is responsible for providing higher education to the youth in the State, in order to equip them with adequate skills for furthering their chances of success in the competitive environment ahead. A performance audit on the functioning of the Department brought out the absence of an appropriate planning process in the Department. The Department does not have vital data from the educational institutions to plan its activities effectively and the allocation of funds for higher education as a percentage of Social Services gradually declined over the years This coupled with shortage of teaching staff and absence of monitoring mechanism affected the objective of the Department of providing quality education to the students.

(Paragraph 1.2 of Audit Report 2008-09)

PAC recommendations

- ✓ The Department should obtain inputs from the educational institutions before planning its activities and formulating its budget.
- ✓ The Department should take effective action for recruitment of teaching staff in line with UGC norms, to ensure quality education.
- ✓ An effective monitoring mechanism should be introduced.
- ✓ A well defined PPP policy should be formulated keeping in view the overall interest of the State. Documentation on PPP projects should be transparent and widely publicised to ensure accountability and public scrutiny.

The remedial action taken by the Government, if any, is yet to be reported to audit.

1.8 Financial Analysis of Government Expenditure and Investments

In the post-FRBM framework, the State is expected to keep its fiscal deficit (and borrowing) not only at low levels but only to meet its capital expenditure/investment

(including loans and advances) requirements. In addition, in a transition to complete dependence on market based resources, the State Government needs to initiate measures to earn adequate return on its investments and recover its cost of borrowed funds rather than bearing the same on its budget in the form of implicit subsidy and take requisite steps to infuse transparency in financial operations. This section presents the broad financial analysis of investments and other capital expenditure undertaken by the Government during the current year *vis-a-vis* previous years.

1.8.1 Financial Results of Irrigation Works

According to Para 6 (vii) of Term of Reference (TOR) of the TFC, there is the need for ensuring the commercial viability of irrigation projects etc. in the State through various means including adjustment of user charges and relinquishing of non-priority enterprises through privatisation or disinvestment. According to Para 6.23 of TFC Report, the cost recovery (Irrigation Receipts / non-plan revenue expenditure) rate of the Irrigation Projects should be 90 *per cent* for 2009-10 in relation to the maintenance expenditure on major, medium and minor Irrigation Projects.

Though there was no commercial Irrigation Project in the State of Tripura, the number of Minor and Medium Irrigation Projects in the State under AIBP as of March 2009 was 1,112 and 3 respectively.

During 2009-10, Non-Plan revenue expenditure on Minor and Medium Irrigation Projects was ₹ 13.79 crore, out of which, ₹ 2.80 crore was maintenance expenditure against TFC projection of ₹ 21.76 crore for 2009-10.

It was stated in the Fourth Quarterly Review Report of the Finance Minister for 2009-10 placed alongwith the Budget for 2010-11 in the State Legislature that imposing of user charges as a general measure was not encouraging due to high percentage of BPL families in the State and collection of user charges on certain select services/items in a modest way had been started.

1.8.2 Incomplete projects

The department-wise information pertaining to incomplete projects of which the scheduled date of completion was already over as on 31 March 2010 are given in the **Table 1.22**.

Table 1.22: Department-wise Profile of Incomplete Projects

(Rupees in crore)

Name of Projects	No. of incomplete Projects	Initial Budgeted Cost	Cumulative actual expenditure as on 31.3.2010
Building works	7	106.90	87.24
Roads works	1	5.07	0.38
Bridges works	1	5.61	3.06
Water Resources (Irrigation) works	3	30.32	21.67
Drinking Water & Sanitation (PHE) works	1	5.81	0.53
Total	**13**	**153.71**	**112.88**

Source: Finance Accounts 2009-10.

As on 31 March 2010, there were 13 incomplete projects each costing rupees five crore and above, involving total budgeted cost of ₹ 153.71 crore on which expenditure

of ₹ 112.88 crore has already been incurred. The works on these projects were started between March 2001 and March 2009. Most of the incomplete projects were Building works, involving budgeted cost of ₹ 106.90 crore, out of which expenditure of ₹ 87.24 crore (81.61 *per cent*) was incurred as on 31 March 2010. Due to delay in completion of the projects, the intended benefits from these projects did not reach the beneficiaries in the State. The reasons for delay in completion of the projects were not on record. An age-wise analysis of the incomplete works revealed that the works got delayed by four months to forty five months compared to their scheduled date of completion. The above list is only indicative and not exhaustive. Among the incomplete projects, three irrigation projects are lingering from 2006-07 while out of seven, two building works *viz* High Court Building and Construction of Assembly Building scheduled to be completed in June 2006 and January 2009 respectively is nearing completion. Another work *viz*. the State Guest House which was scheduled to be completed in March 2009 has been completed and inaugurated in August 2010. The following pictures represent few of the projects lying incomplete till September 2010:



Central Prison at Bishalgarh scheduled in November 2009



Construction of Assembly building scheduled in January 2009



Seismic Retrofitting of Ujjayanta Palace scheduled in October 2008

Delay in completion of works invites the risk of escalation in the cost of the works. As the revised estimated costs were not made available, the extent of estimated cost overrun could not be assessed. The actual cost overrun would however, be available on closure of the claims of the construction agencies after completion. Thus, works need to be completed in time to contain time and cost overrun especially on high cost works.

1.8.3 Investment and returns

As on 31 March 2010, Government had invested ₹ 780.32 crore in 2 Statutory Corporations, 11 Government Companies, 24 Co-operative and local bodies and one Bank **(Table 1.23)**.

Table-1.23: Return on Investment

Investment/Return/Cost of Borrowings	2007-08	2008-09	2009-10
Investment at the end of the year *(Rupees in crore)*	519.06	641.00	780.32
Return *(Rupees in crore)*	0.27	Nil	Nil
Return on investment *(per cent)*	0.05	Nil	Nil
Average rate of interest on Government borrowing *(per cent)*	8.27	8.00	7.98
Difference between interest rate and return *(per cent)*	8.22	8.00	7.98

Source: Finance Accounts

It was seen that upto the end of the year 2009-10, total amount of ₹ 780.32 crore was invested in 11 Government companies (₹ 537.65 crore) (one under liquidation), 2 statutory corporations (₹ 153.81 crore), 24 Co-operative societies and one Rural Bank (₹ 88.86 crore). Investment in the Government Companies, Statutory Corporations and Co-operative Societies and the Bank taken together increased to ₹ 780.32 crore upto end of the year 2009-10 from ₹ 641.00 crore in 2008-09. During 2009-10, the Government invested ₹ 139.32 crore in these companies, corporations etc. Out of total investment of ₹ 780.32 crore, ₹ 153.27 crore was invested in one statutory corporation (Tripura Road Transport Corporation) and ₹ 627.05 crore was invested in eleven Government companies, 24 co-operative societies, one rural bank (including one bank under liquidation and one corporation (Assam Financial Corporation) which is non-functional). Of ₹ 627.05 crore invested in the Government companies etc, ₹ 267.01 crore was invested as equity in the Tripura State Electricity Corporation Limited. Out of ₹ 139.32 crore invested during the year, ₹ 107.57 core was invested in Tripura Sate Electricity Corporation Limited and ₹ 1 crore in TRTC. *No return on the investment was received during 2009-10.* As per the latest finalised accounts, five[10] companies (including two deemed Government Companies) had been marked as profit earning while seven[11] had been incurring losses over the years.

[10] Tripura Forest Development & Plantation Corporation Limited (TFDPCL): ₹ 30.91 crore; Tripura Rehabilitation Plantation Corporation Limited (TRPCL): ₹ 4.04 crore; Tripura State Electricity Corporation Limited (TSECL): ₹ 8.81 crore; North Eastern Industrial Consultants limited (NEICL): 0.02 crore; and Tripura Natural Gas Company Limited: ₹ 0.63 crore.

[11] Tripura Horticulture Corporation Limited (THCL): ₹1.04 crore; Tripura Tea Development Corporation Limited (TTDCL): ₹9.29 crore; Tripura Handloom and Handicrafts Development Corporation Limited (THHDCL): ₹18.17 crore; Tripura Industrial Development Corporation Limited (TIDCL): ₹2.31 crore; Tripura Jute Mills Limited (TJML): ₹120.92 crore; Tripura Transport Corporation (TRTC): ₹180.21 crore; Tripura Small Industries Development Corporation (TSICL): ₹15.68 crore.

1.8.4 Loans and advances by State Government

In addition to investments in Co-operative societies, corporation and companies, Government has also been providing loans and advances to many of these institutions/organisations and also to the Government employees for construction of houses and other miscellaneous purposes. **Table 1.24** presents the outstanding loans and advances as on 31 March 2010, interest receipts *vis-a-vis* interest payments during the last five years.

Table 1.24: Average Interest Received on Loans Advanced by the State Government

(Rupees in crore)

Quantum of Loans/Interest Receipts/ Cost of Borrowings	2005-06	2006-07	2007-08	2008-09	2009-10	
					BE	Actual
Opening Balance	63.06	61.55	58.71	55.74	70.57	70.57
Amount advanced during the year	2.35	0.68	0.30	18.08	3.00	17.56
Amount repaid during the year	3.86	3.52	3.27	3.25	3.00	3.51
Closing Balance	**61.55**	**58.71**	**55.74**	**70.57**	**70.57**	**84.62**
Of which Outstanding balance for which terms and conditions have been settled	(-) 1.51	NA	NA	NA	NA	NA
Net addition	0.12	(-) 2.84	(-) 2.97	(+) 14.83	Nil	14.05
Interest Receipts	0.19	0.53	0.66	0.69	NA	1.21
Interest receipts as *per cent* to outstanding Loans and advances	0.31	0.90	1.18	0.98	NA	1.43
Interest payments as *per cent* to outstanding fiscal liabilities of the State Government.	8.37	8.39	8.34	7.78	NA	7.98
Difference between interest payments and interest receipts (*per cent*)	(-) 8.06	(-) 7.49	(-) 7.16	(-) 6.80		(-) 6.55

NA: Not available.

No budget provision for interest receipts on loans advanced was available in the Budget documents.

At the end of March 2009, the Government had outstanding loans and advances of ₹ 84.62 crore, of which loans for Economic Services, Social Services and loans to Government Servant and miscellaneous proposes were ₹ 49.21 crore, ₹ 18.69 crore and ₹ 16.72 crore respectively. Loans of ₹ 16.41 crore were outstanding from Government employees. During 2009-10, Interest receipts as percentage of outstanding loans and advances was 1.43 against interest paid by the Government as percentage of outstanding liabilities being 7.98.

1.8.5 Cash Balances and Investment of Cash balances

It is generally desirable that the State's flow of resources matches its expenditure obligations. However, to take care of any temporary mismatches in the flow of resources and the expenditure obligations a mechanism of Ways and Means Advances (WMA) - ordinary and special and overdraft from Reserve Bank of India (RBI) has been put in place. The operative limit for normal WMA is ₹ 80 crore for the State with effect from 1 April 2005 and the operative limit for special WMAs has been fixed at ₹ 93.77 crore with effect from 17 June 2005 for the State consequent upon the revaluation of Government of India Securities held by the State Government.

The State did not avail any overdraft facility since 1999-2000. Ways and Means

Advances (ordinary or special) also were not taken by the State since 2005-06. During 2009-10, the State Government maintained the minimum cash balance with RBI without obtaining any advances. However, to make up the deficiency in the cash balance, the holding of the Government of India 14 days Treasury bills were rediscounted on 154 days during 2009-10 and ₹ 26.67 crore was realised as interest @ 5 *per cent* per annum on these securities.

The cash balance of the State decreased by ₹ 414.60 crore (46.29 *per cent)* at the end of 2009-10 over the previous year mainly due to increase in revenue expenditure in General and Social Services by 39 *per cent* and 36 *per cent* respectively.

Table 1.25 depicts the cash balances and investments made by the State Government out of cash balances during the year.

Table 1.25: Cash Balances and Investment of Cash balances

(Rupees in crore)

Particulars	As on 1 April 2009	As on 31 March 2010	Increase (+)/ Decrease (-) *(percentage in bracket)*
Cash Balances	899.96	485.36	(-) 414.60 (46)
Investments from Cash Balances (a to d)	744.35	260.05	(-) 484.30 (65)
a. GOI 91 days Treasury Bills	-	-	-
b. GOI 14 days Treasury Bills	744.35	260.05	(-) 484.30 (65)
c. Other Securities, if any specify	-	-	-
d. Other Investments	-	-	-
Funds-wise Break-up of Investment from Earmarked balances (a to b)	273.78	293.03	(+) 19.25 (7)
a. Sinking Fund	273.78	293.03	
b. Others, if any	-		
Interest Realised	62.24	26.67	(-) 35.57 (57)

1.9 Assets and Liabilities

1.9.1 Growth and composition of Assets and Liabilities

In the Government accounting system, comprehensive accounting of fixed assets like land and buildings owned by the Government is not done. However, the Government accounts do capture the financial liabilities of the Government and the assets created out of the expenditure incurred. **Appendix 1.4** gives an abstract of such liabilities and the assets as on 31 March 2010, compared with the corresponding position on 31 March 2009. While the liabilities in this Appendix consist mainly of internal borrowings, loans and advances from the GOI, receipts from the Public Account and Reserve Funds, the assets comprise mainly the capital outlay and loans and advances given by the State Government and cash balances.

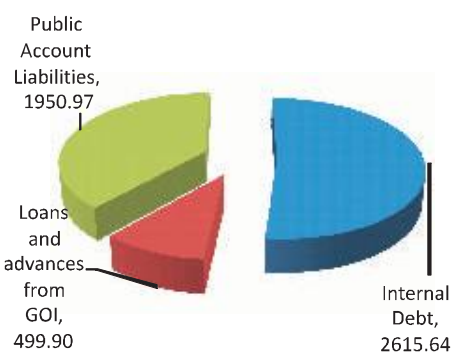
The FRBM Act of the State has defined the total liabilities as follows: *"The total liabilities means the liabilities under the Consolidated Fund of the State and the Public Account of the State and shall also include borrowings by the public sector undertakings and the special purpose vehicles and other equivalent instruments including guarantees where principal and/or interest are to be serviced out of the State budget".*

The ratio of financial assets to liabilities was on an increasing trend during 2005-09 and declined to 1.80 during 2009-10 which is indicative of the fact that the State has resolved good fiscal policies in containing the fiscal burden.

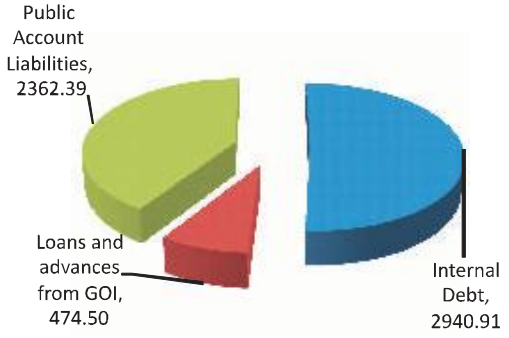
1.9.2 Fiscal Liabilities

The trends in outstanding fiscal liabilities of the State are presented in **Appendix 1.4**. The composition of fiscal liabilities during the current year *vis-à-vis* the previous year are presented in **Charts 1.9 and 1.10.**

Chart 1. 9: Composition of outstanding fiscal liabilities as on 31 March 2009



rt 1.10 : Composition of outstanding fiscal liabilities as on 31 March 2010



The outstanding fiscal liabilities of the State as on 31 March 2010 was ₹ 5,777.80 crore against the liabilities of ₹ 5,066.51 crore as on 1 April 2009 with an increase of ₹ 711.29 crore (14.04 *per cent*) during the period. Outstanding liabilities increased mainly due to increase in internal debt by ₹ 325.27 crore (12 *per cent*) and Public Account by ₹ 411.4 2 crore (21 *per cent*) over the previous year. The State had, however, contained the outstanding liabilities well within the revised estimated liabilities of ₹ 5,756.47 crore projected in the disclosure with the Budget for 2010-11 presented in the State Legislature. During 2009-10, the percentage of Internal Debt liabilities to total revenue receipts was 66.82 while the percentage of total liabilities to revenue receipts was 131.27.

During last five year period of 2005-10, the outstanding liabilities consistently increased from ₹ 4,420.57 crore in 2005-06 to ₹ 5,778.79 crore in 2009-10. *The percentage of fiscal liabilities to GSDP during 2009-10 was 52.99, which was much higher than the projection in the Fiscal Indicator (36.36 per cent) in the MTFP statement.*

1.9.3 Status of Guarantees – Contingent liabilities

Guarantees are liabilities contingent on the Consolidated Fund of the State in case of default by the borrower for whom the guarantee has been extended. As the State Government has not enacted any law or framed any rules according to Article 293 of the Constitution, for fixing the limit on the guarantees given by the Government on its Consolidated Fund, it is not possible to make observations on the maximum or outstanding guarantees of the State Government in a year. However, as per TFRBM

Act 2005, the State Government constituted (July 2007) the Guarantee Redemption Fund and decided to charge guarantee fees at the rate of one *per cent* to cover the risk in the guarantees for meeting the liabilities which may arise on invocation of the guarantees. During 2009-10, the State had not paid any guarantee and hence no guarantee fee was received during this period.

As per Statement 6 of the Finance Accounts, the maximum amount for which guarantees were given by the State and outstanding amount of guarantees for the last three years is given in **Table 1.26**.

Table 1.26: Guarantees given by the Government of Tripura

(Rupees in crore)

Guarantees	2007-08	2008-09	2009-10	
			BE	Actual
Maximum amount guaranteed	74.66	76.66	-	76.66
Outstanding amount of guarantees (including interest)	35.64	29.53	-	29.54
Percentage of maximum amount guaranteed to total revenue receipt	2.02	1.90	-	1.74
Criteria as per FRBM Act/any other Act or Order of the State	1 *per cent* of GSDP	1 *per cent* of GSDP	1 *per cent* of GSDP	0.5 *per cent* of GSDP

During 2009-10, no fresh guarantee was given by the Government to Statutory Corporations, Government Companies and other Institutions. However, at the end of 31 March 2010, the outstanding amount of guarantee including interest stood at ₹ 29.54 crore, which was 0.5 *per cent* of GSDP.

1.9.4 Off - Budget Borrowings

From the State Finance Accounts as well as Appropriation Accounts, it appeared that there were no off-budget borrowings for the year 2009-10. *In fact, the Government has maintained the annual permissible limit of 0.5 per cent of the GSDP for off-budget borrowings according to the TFRBM Act, 2005.* According to the TFC recommendations, the State has also set up a sinking fund for amortisation of all loans but had made no investment in this fund during the year 2009-10. As on 31 March 2010, the accumulated amount in this fund was ₹ 293.03 crore including interest of ₹ 19.25 crore for 2009-10.

1.10 Debt Sustainability

Apart from the magnitude of debt of State Government, it is important to analyse various indicators that determine the debt sustainability[12] of the State. This section assesses the sustainability of debt of the State Government in terms of debt stabilisation[13]; sufficiency of non-debt receipts[14]; net availability of borrowed funds[15]; burden of interest payments (measured by interest payments to revenue receipts ratio) and maturity profile of State Government securities. **Table 1.27** analyses the debt sustainability of the State according to these indicators for the period of three years beginning from 2007-08.

Table 1.27: Debt Sustainability: Indicators and Trends

Indicators of Debt Sustainability	2007-08	2008-09	2009-10
Debt Stabilisation (Quantum Spread + Primary Deficit) *(Rupees in crore)*	(+) 368.18	(+) 321.66	(-) 799.85
Sufficiency of Non-debt Receipts (Resource Gap) *(Rupees in crore)*	(-) 147.20	(+) 9.11	(-) 759.51
Net Availability of Borrowed Funds *(Rupees in crore)*	(-) 390.54	(-) 216.60	(+) 283.60
Burden of Interest Payments (IP/RR Ratio) (in *per cent*)	10.70	9.76	9.28
Maturity Profile of State Debt (in years) *(Rupees in crore)* (percentage to total debt in brackets)			
0 – 1	116.93 (4)	161.12 (5)	104.36 (7)
1 – 3	508.41 (16)	563.87 (17)	306.86 (19)
Indicators of Debt Sustainability	**2007-08**	**2008-09**	**2009-10**
3 – 5	652.33 (20)	1,378.63 (42)	208.32 (13)
5 – 7	499.49 (16)	813.20 (25)	466.00 (29)
7 and above	1,407.74 (44)	359.84 (11)	506.00 (32)
Total	**3184.90**	**3276.66**	**1,591.54**

It would be seen from the above table that the Debt of the State was stable during the last two years period (2007-08 to 2008-09) since the quantum spread *plus* primary deficit remained positive but it became unstable during 2009-10 as there was primary deficit which in turn effected the Debt stabilisation. During 2009-10, the sufficiency of non-debt receipts of the State was negative (₹ 759.51 crore) against ₹ 9.11 crore in

[12] The debt sustainability is defined as the ability of the State to maintain a constant debt-GDP ratio over a period of time and also embodies the concern about the ability to service its debt. Sustainability of debt therefore also refers to sufficiency of liquid assets to meet current or committed obligations and the capacity to keep balance between costs of additional borrowings with returns from such borrowings. It means that rise in fiscal deficit should match with the increase in capacity to service the debt.

[13] A necessary condition for stability states that if the rate of growth of economy exceeds the interest rate or cost of public borrowings, the debt-GDP ratio is likely to be stable provided primary balances are either zero or positive or are moderately negative. Given the rate spread (GSDP growth rate – interest rate) and quantum spread (Debt*rate spread), debt sustainability condition states that if quantum spread together with primary deficit is zero, debt-GSDP ratio would be constant or debt would stabilize eventually. On the other hand, if primary deficit together with quantum spread turns out to be negative, debt-GSDP ratio would be rising and in case it is positive, debt-GSDP ratio would eventually be falling.

[14] Adequacy of incremental non-debt receipt of the State to cover the incremental interest liabilities and incremental primary expenditure. The debt sustainability could be significantly facilitated if the incremental non-debt receipt could meet the incremental interest burden and the incremental primary expenditure.

[15] Defined as the ratio of the debt redemption (Principal + Interest Payments) to total debt receipts and indicates the extent to which the debt receipts are used in debt redemption indicating the net availability of borrowed funds.

2008-09, which indicated that incremental non-debt receipts were inadequate to cover incremental interest burden. Availability of borrowed funds were negative in 2007-08 and 2008-09, but during 2009-10, it stood at positive balance (₹ 283.60 crore), which is indicative of the fact that State was unable to reduce its debt and the chances of recourse to borrowed funds are evident. During 2009-10, the State borrowed at an interest rate ranging from 8.24 *per cent* to 8.49 *per cent* while the interest earned on investment in government treasury bills was only 5 *per cent.*

Of the total debt burden of ₹ 1591.54 crore, ₹ 104.36 crore (7 *per cent*) matured and was paid during 2009-10 and rest of the debt burden (₹ 466.00 crore i.e. 29 *per cent*) would mature during the coming 5 to 7 years. The maximum debt of ₹ 506.00 crore (32 *per cent*) would mature in next seven years.

Box 1.1: Against an average growth rate of 74.17 *per cent* in respect of Public Debt Receipts during 2005-10, the growth in 2009-10 was 137 *per cent* over the previous year. The cash balance came down to ₹ 485.36 crore in 2009-10 compared to ₹ 899.96 crore in 2008-09, yet the surplus cash balances continue to pose new challenges for State governments' financial and cash management.

High level of cash surplus in recent past seems to provide some headroom to withstand pressure on finances and the State was not resorting to ways and means advances or overdrafts. The reason for cash accumulation was attributed to conservative approach in capital spending since the capital outlay as a percentage of total expenditure was almost static during the past (23.71 *per cent* in 2005-06 to 23.95 *per cent* in 2009-10).

In view of the comfortable cash balances, the State may consider to defer and/or resort to more need based borrowing programmes at opportune times in a cost effective manner. The State may consider identifying a clear shelf of projects which require capital investment and borrow only to that extent and by realistic assessment of cash needs and with effective cash management and better synchronization of cash inflows and outflows may be able to minimize their borrowing requirements. This will at the same time curb unwarranted build-up of cash surplus as well.

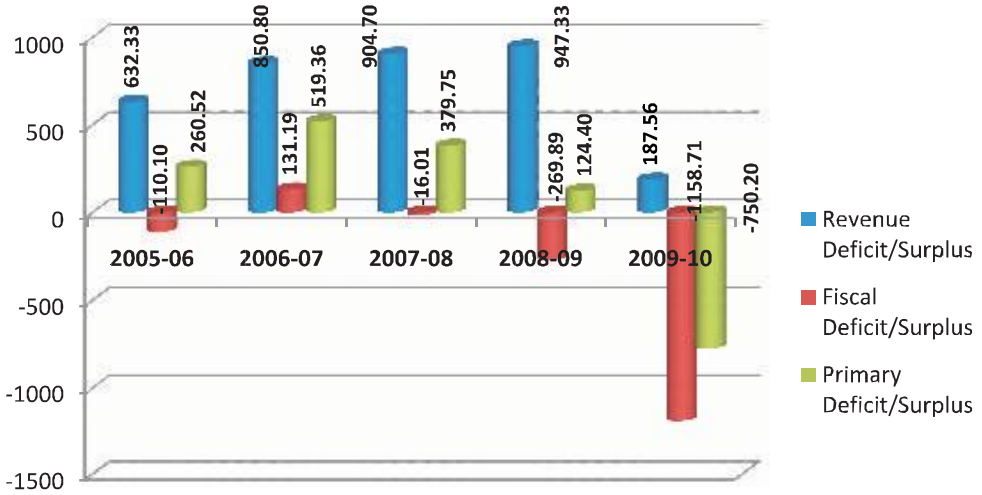
1.11 Fiscal Imbalances

Three key fiscal parameters - revenue, fiscal and primary deficits - indicate the extent of overall fiscal imbalances in the finances of the State Government during a specified period. The deficit in the Government accounts represents the gap between its receipts and expenditure. The nature of deficit is an indicator of the prudence of fiscal management of the Government. Further, the ways in which the deficit is financed and the resources raised and applied are important pointers to its fiscal health. This section presents trends, nature, magnitude and the manner of financing these deficits and also the assessment of actual levels of revenue and fiscal deficits *vis-a-vis* targets set under FRBM Act/Rules for the financial year 2009-10.

1.11.1 Trends in Deficits

Chart 1.11 presents the trends in deficit indicators over the period 2005-10.

Chart 1.11: Trends in Deficit Indicators for the last five years



Though the State had shown quite a healthy trend in revenue surplus during 2005-10, this has dropped down to a declining revenue surplus and a primary deficit in 2009-10 while there were fiscal deficit during the period except in 2006-07. However, consequent upon the recommendations of the TFC as well as the TFRBM Act, 2005 enacted by the Government, the State received more Central grants and debt waiver relief. The fiscal liabilities to GSDP as well as revenue receipts showed an increasing trend during the year 2009-10. The balance from current revenue stands at negative ₹ 769.32 crore against ₹ 142.95 crore in 2008-09.

1.11.2 Composition of Fiscal Deficit and its Financing Pattern

The financing pattern of the fiscal deficit has undergone a compositional shift as reflected in **Table 1.28**.

Table 1.28: Decomposition and Financing Pattern of Fiscal Deficit

(Rupees in crore)

Particulars	2007-08	2008-09	2009-10
Decomposition of Fiscal Deficit (-) / Surplus (+)	(-) 21.95	(-) 269.57	(-) 1158.71
Fiscal Deficit as percentage to GSDP	0.19	2.70	10.63
Revenue Deficit (-) / Surplus (+)	(+) 904.70	(+) 947.33	(+) 187.56
Capital Expenditure	923.68	1202.07	1332.22
Net Loans and Advances	2.97	(-) 14.83	(-) 14.05
Financing Pattern of Fiscal Deficit (-) / Surplus (+)			
Market Borrowings (net)	(-) 45.49	(+) 78.03	(+) 252.00
Loans from GOI (net)	(-) 24.76	(-) 25.81	(-) 25.40
Special Securities Issued to NSSF (net)	(+) 4.87	(-) 18.63	(+) 34.83
Loans from Financial Institutions (net)	(-) 1.45	(+) 13.97	(+) 44.79
Small Savings, PF etc. (net)	(+) 57.18	(+) 67.44	(+) 299.09
Deposits and Advances (net)	(+) 19.54	(+) 52.80	(+) 81.59
Suspense and Misc. (net)	(-) 26.75	(-) 9.16	(+) 58.15
Remittances (net)	(-) 21.46	(+) 3.74	(-) 25.40
Others (R F) (net)	(+) 35.14	(+) 73.37	(+) 11.73
Increase (+) / decrease (-) in cash balance	(+) 70.79	(+) 40.33	(-) 414.60

The fiscal surplus achieved in 2006-07 turned into a fiscal deficit in 2007-08, 2008-09 and further increased to ₹ 1158.71 crore in the current year from ₹ 269.57 crore in 2008-09. Since increase in capital expenditure was the main reason for increasing fiscal deficit, the borrowed funds were going into productive use. Market borrowings, Small Savings, Provident Funds etc., Deposits and Advances, Special Securities issued to NSSF, Loans from financial institutions, Suspense and Miscellaneous Account and General Reserve Fund including Sinking Fund were the main sources of borrowing contributing to 66 *per cent* of the fiscal deficit in 2009-10.

1.11.3 Quality of Deficit/Surplus

Table 1.29 indicates the extent to which the deficit/surplus has been on account of enhancement in capital expenditure which may be desirable to improve the productive capacity of the State's economy.

Table 1.29: Primary deficit/Surplus – Bifurcation of factors

(Rupees in crore)

Year	Non-debt receipts	Primary Revenue Expenditure	Capital Expenditure	Loans and Advances	Primary Expenditure	Non-debt receipts *vis-à-vis* primary revenue expenditure	Primary deficit (-) / surplus (+)
1	2	3	4	5	6 (3+4+5)	7 (2-3)	8 (2-6)
2005-06	3,027.98	2,021.17	743.94	2.35	2,767.46	1,006.81	(+) 260.52
2006-07	3,336.88	2,094.39	722.45	0.68	2,817.52	1,242.49	(+) 519.36
2007-08	3,701.61	2,397.88	923.68	0.30	3,321.86	1,303.73	(+) 379.75
2008-09	4,080.03	2,735.16	1,202.39	18.08	3,955.63	1,344.87	(+) 124.40
2009-10	4,404.86	3,805.28	1,332.22	17.56	5,155.06	599.58	(-) 750.20

The non-debt receipts of the State during 2005-10 were sufficient to meet the primary revenue expenditure. The non-debt receipts increased by 45 *per cent* from ₹ 3,027.98 crore in 2005-06 to ₹ 4,404.86 crore in 2009-10. The primary expenditure, however, increased by 86 *per cent* from ₹ 2,767.46 crore in 2005-06 to ₹ 5,155.06 crore in 2009-10. During this period (2005-10) Capital Expenditure grew by 79.08 *per cent.* The State, however, had a primary deficit of ₹ 750.20 crore during 2009-10.

1.12 Institutional Measures

Towards strengthening fiscal disciplines in the State, the Government of Tripura had taken certain institutional measures like legislation in respect of guarantees and fiscal responsibilities in the form of enactment of the Tripura Fiscal Responsibility and Budget Management Act in 2005. Since then the Government had been undertaking measures like implementation of Consolidated Sinking Fund, introduction of VAT etc.

As a measure to improve fiscal transparency, the Government of India outlined several initiatives to assist the State Governments in their developmental and social roles. The **Public Private Partnership (PPP)** is such an initiation that enables implementation of Government programmes/schemes in partnership with the private sector. Under PPP, the public sector may collaborate with their private counterpart in three forms – as a funding agency, as a buyer and as a coordinator. The potential

benefits derived from PPP are cost effectiveness of the project, higher productivity, accelerated delivery, enhanced social service and recovery of user charges. As under PPP, the Government can access the private sector funds in a non-debt creating manner, it is considered a good way of creating fiscal space for the developmental activities.

In view of the above, several State Governments across India are entering into PPP agreements in the areas of infrastructural projects, survey and exploitation of mines and minerals, development of industrial estates, development of hydro electricity projects etc.

The Government of Tripura however, has not framed a PPP policy for the State as yet and therefore, development of projects in PPP mode has not taken off in the State. However, the State Government with the objective of setting up a medical college (October 2004) entered into a PPP with a private agency which had to be abandoned mid-way due to deficiencies in agreement and injudicious selection of the firm. Hence, it is evident that this was the outcome of not framing a PPP policy which the State Government should frame at the earliest in order to enhance fiscal space for its developmental activities.

1.13 Conclusion and Recommendations

The fiscal position of the State viewed in terms of key fiscal parameters – revenue surplus, fiscal deficit, primary deficit etc. indicated that the State had maintained revenue and primary surplus during the last five years period except in 2009-10, in which, the State had witnessed primary deficit. During the current year, there was no further improvement in revenue surplus, and the State managed to minimize holding of large cash surplus.

Revenue Receipts

During 2009-10, 86 *per cent* of the total revenue came from the Government of India as Central transfers (16 *per cent*) and Grants-in-aid (69 *per cent*) while the Own Tax Revenue of the State constituted 12 *per cent* of the total revenue receipts and remained far below the normative assessment made by the Twelfth Finance Commission (TFC) for the State for 2009-10 and State's own projection in the Budget Estimates. Similarly, the non-tax revenue constituted 3 *per cent* of the revenue receipts which was also significantly lower than both the TFC projection and State's own projection in the Budget Estimates.

The State Government should mobilize additional resources both through tax and non-tax sources by expanding the tax base and rationalizing the user charges. It should also make efforts to collect revenue arrears. Efforts should also be made to increase tax compliance, reduce tax administration costs, etc. so that deficits are contained. Ensuring that the Government of India releases all grants due to the State by timely action on all conditionalities that are pre-requisites to the release will also increase the total receipts of the State. There is an urgent need to improve collection of non-tax revenue so that recourse to borrowed funds can be reduced.

Revenue Expenditure

During 2009-10, the Revenue expenditure stood at ₹ 4,213.79 crore (75.74 *per cent* of the total expenditure) which grew by ₹ 1084.34 crore over the previous year while the expenditure incurred under capital head was ₹ 1,332.22 crore (23.95 *per cent* of the total expenditure).

During 2009-10, though the development expenditure (₹ 3,398.56 crore) increased by ₹ 657.83 crore over the previous year, yet it was much below the Budget Estimate (₹ 2,212.41 crore) for 2009-10. The relative share of the revenue development expenditure was 66.58 *per cent* of the total expenditure while this share in respect of capital development expenditure was only 32.90 *per cent*. The expenditure pattern of the State, thus, reveals that there is an increasing pressure on revenue expenditure even though there is a marginal increase in capital expenditure.

The expenditure on salaries and wages increased by 39 *per cent* (from ₹ 1,466.30 crore in 2008-09 to ₹ 2,042.75 crore in 2009-10) against the TFC norms of growth rate of 6 *per cent*. According to recommendation of the TFC, the State should follow a recruitment and wages policy, in a manner such that the total salary bill relative to revenue expenditure net of interest payments and pensions does not exceed 35 *per cent*. This norm was not followed in the State and the salary and wages expenditure stood at 62.94 *per cent* during 2009-10.

Though expenditure incurred under Capital Heads had been increasing over the years, yet the State needs to prioritize spending more under this head as central grants are meant to improve services mostly in Social and Economic Sectors. A monitoring organ should be put in place to ensure effective budgetary system and keep a vigil on how prudently the Government money are being utilised so that value for money is channelised in its entirety to the intended beneficiaries. The State should initiate action to restrict the components of non-plan revenue expenditure by phasing out implicit subsidies and resort to need based borrowings to cut down interest payments.

Fiscal Correction Path

During 2009-10, there was a sudden fall in revenue surplus by ₹ 759.77 crore and consequently, the fiscal deficit increased by ₹ 915.82 crore over the previous year mainly due to increase in expenditure both in the revenue and capital heads. The State could not manage to achieve the fiscal deficit target of 3 *per cent* of GSDP as prescribed in the TFRBM Act, 2005 for the year 2009-10, which stood at 10.63 *per cent*.

There is a reasonable prospect of returning back to a fiscal correction path if efforts are made to increase tax compliance, reduce tax collection costs, collection of revenue arrears and prune unproductive expenditure so that deficits are contained.

Fiscal Priority

The State had attached low fiscal priority towards development expenditure, as the Development Expenditure/Aggregate Expenditure ratio was much lower than the national average in 2009-10. Since the population of Tripura is low, the per capita

expenditure in DE, SSE and CE was higher than the national average but if the DE/AE ratio had been as high as the national average for Tripura, the per capita expenditure would have been much higher.

The increase in the ratio of developmental expenditure to aggregate expenditure indicates that State attaches more fiscal priority towards its development. From the point of view of improving developmental expenditure, it is pertinent for Government of Tripura to take appropriate expenditure measures and lay emphasis on provision of expending more under social and economic sectors.

Fiscal liabilities

The percentage of outstanding liabilities to GSDP during 2009-10 was higher (by 16.63 *per cent*) than the projection (36.36 *per cent*) made in the Medium Term Fiscal Policy Statement (MTFPS). The committed liabilities for the State projected by the TFC was ₹ 1,324.07 crore of non-plan revenue expenditure for the year 2009-10. Compared to this, there was an increase of 43.88 *per cent* in the actual expenditure during 2009-10. During 2009-10, interest receipts, as percentage of outstanding loans and advances was 1.43 whereas interest paid by the Government as percentage to outstanding liabilities was 7.98.

The State Government retained a cash balance of ₹ 485.36 crore at the end of 2009-10, which has decreased by ₹ 414.60 crore as compared to previous year.

To match the State's flow of resources with its expenditure obligations, retention of cash balances need to be minimised. A Proper debt management taken up by the State Government through advance planning could reduce the need for holding further cash surplus.

Investment and Returns

Investment of the Government money in the Government Companies and Statutory Corporations are increasing year after year, but no returns from this investment has been received by the Government during 2009-10.

A performance-based system of accountability should be put in place in the Government Companies/Statutory Corporations so as to derive profitability and improve efficiency in service. The Government should ensure better value for money in investments by identifying the Companies/Corporations which are endowed with low financial but high socio-economic returns and justify if high cost borrowings are worth to be channelised there.

Debt sustainability

The State could hardly manage to achieve the debt-GSDP target of 40 *per cent* by 31 March 2010, as set out in TFRBM Act as well as the target fixed in the Twelfth Finance Commission, consequent upon which the position of the Consolidated Debt stood volatile during 2009-10 like the previous years. This is indicative of an adverse impact on the debt position in coming years and the State is unlikely to achieve the Debt-GSDP ratio of 25 *per cent* by 2014-15 as recommended by the Thirteenth Finance Commission.

The State should make efforts to return to primary surplus as were in the past years and continue to be revenue surplus. Maintaining a calendar of borrowings to avoid lumping towards the end of the fiscal year and a clear understanding of the maturity profile of debt payment will go a long way in prudent debt management.

Fiscal position of Tripura among NE States

This year, an attempt has been made to compare the fiscal position of the State of Tripura with that of the other NE States, the objective of which was to have an insight on where Tripura stands amongst the other NE States.

In respect of GSDP – one of the major key fiscal indicators, the Compound Annual Growth Rate for Tripura is 10.97 *per cent* against NE average of 11.97 *per cent* and it ranks sixth in the NE States. Again in respect of Per Capita Income during 2008-09, Tripura stands eighth with ₹ 28,595 against the NE average of ₹ 34,177.

To keep pace with the NE States, the Government of Tripura ought to identify the gaps and take effective measures for mobilizing its own resources so that the State can improve its ranking among the NE States.

Fiscal space

Fiscal space can be characterized as concrete policy actions for enhancing domestic resource mobilisation and the reforms necessary to secure the enabling governance, institutional and economic environment for these policy actions to be effective. The Government should create a fiscal space which would enable undertaking of large investment in both social and physical infrastructure sectors in the State.

In Tripura, raising the ratio of State's own tax and non-tax revenue to GSDP would be a possible way of creating fiscal space.

FINANCIAL MANAGEMENT AND BUDGETARY CONTROL

Chapter 2

2.1 Introduction

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

2.1.2 Audit of appropriation by the Comptroller and Auditor General of India seeks to ascertain whether expenditure actually incurred under various grants is within the authorisation given under the Appropriation Act and that the expenditure required to be charged under the provision of the Constitution is so charged. It also ascertains whether the expenditure so incurred is in conformity with the law, relevant rules, regulations and instructions.

2.2 Summary of Appropriation Accounts

The summarised position of actual expenditure during 2009-10 against 56 grants/appropriations was as given in **Table 2.1**:

Table 2.1: Summarised Position of Actual Expenditure *vis-à-vis* Original/Supplementary provision

(Rupees in crore)

	Nature of expenditure	Original grant/ appropriation	Supplementary grant/ appropriation	Total	Actual expenditure	Savings (-)/ Excess (+)
Voted	I. Revenue	4036.00	404.59	4440.59	4003.01	(-) 437.58
	II. Capital	1623.80	743.83	2367.63	1340.89	(-) 1026.74
	III. Loans and Advances	24.00	-	24.00	17.56	(-) 6.44
	Total Voted	**5683.80**	**1148.42**	**6832.22**	**5361.46**	**(-) 1470.76**
Charged	IV. Revenue	400.86	76.59	477.45	419.45	(-) 58.00
	V. Capital	-	-	-	-	-
	VI. Public Debt-Repayment	195.50	3.06	198.56	193.94	(-) 4.62
	Total Charged	**596.36**	**79.65**	**676.01**	**613.39**	**(-) 62.62**
Appropriation to Contingency Fund (if any)		-	-	-	-	-
Grand Total		**6280.16**	**1228.07**	**7508.23**	**5974.85***	**(-) 1533.38**

*These are gross expenditure including actual recoveries in 5 grants (13, 15, 27, 31 and 51) amounting to ₹217.36 crore (Revenue: ₹208.68 crore and Capital: ₹8.68 crore).

The overall saving of ₹1533.38 crore was the result of saving of ₹ 1,595.55 crore in 52 grants and 10 appropriations under Revenue Section, 36 grants and five appropriations under Capital Section, offset by excess of ₹ 62.17 crore in seven grants and one appropriation under Revenue Section and four grants and one appropriation under Capital Section.

Substantial savings occurred mainly in Tribal Welfare (₹ 362.41 crore), Welfare of Scheduled Castes (₹ 232.83 crore), Finance (₹ 266.21 crore), Planning and Co-ordination (₹ 101.67 crore), Education (School) (₹ 71.51 crore), Agriculture (₹ 39.72 crore), Education (Social) (₹ 34.75 crore) and Education (Higher) (₹ 34.71 crore) Departments.

Excess expenditure occurred mainly in Power (₹ 28.87 crore), Panchayati Raj (₹ 13.55 crore), Industries and Commerce (₹ 9.33 crore) and Public Works (Water Resources) (₹ 2.44 crore) Departments.

Reasons for huge savings/ excess had not been intimated by the departments concerned.

2.3 *Financial Accountability and Budget Management*

2.3.1 *Appropriation vis-à-vis Allocative Priorities*

The outcome of the appropriation audit revealed that there was overall savings of ₹ 1,533.38 in 52 grants and 10 appropriations, against which, savings of ₹1,342.70 crore (88 *per cent*) exceeded ₹10 crore and was 10 *per cent* of the total provision **(Appendix 2.1)**.

It was also seen that in 16 cases **(Appendix 2.1)** actual expenditure was less than even the original provision of which in 12 cases supplementary provision were also made. There were savings of more than ₹ 100 crore each in four cases under Capital *viz*. (i) Tribal Welfare (₹ 305.80 crore), (ii) Welfare of Scheduled Castes (₹ 189.91 crore), (iii) Planning and Co-ordination (₹ 101.67 crore) and (iv) Finance (₹ 101.37 crore) Departments and in one case under Revenue *viz*. Finance (₹164.84 crore) Department, which ranged from 23 to 99 *per cent* was less than their provision. Abnormal savings indicated that the basis for assessment of original as well as supplementary requirements were not realistic.

Reasons for huge savings have not been intimated (August 2010) by most of the departments while some of the departments stated that the savings mainly occurred due to late receipt / late release of funds by the Finance Department/ Government of India.

The Transport Department stated that the savings occurred due to payment of salary to TRTC staff for March 2010 from the budget provision 2010-11, non-receipt of proposals for the placement of funds from executive agencies and due to incurring expenditure under Demand No. 19 and 20 in place of Demand No. 11. The Public Works (Water Resources) Department stated that the reason for huge savings in Grant No. 15 was mainly due to release of funds by the GOI at the end of March 2010, and

over estimation of expenditure for interest amount while budgeting. It was also stated that due to non-submission of bills within March 2010 by the executing agencies and less payment/ non-payment of electric bills, non-receipt of State Share under several schemes etc. from the Finance Department the savings occurred. Some other departments (i.e. Demand No. 16, 17, 39, 41, 51 etc) stated that savings were due to non-filling up of vacant posts/ sanctioned posts, non-receipt of bills for supply of materials/ machinery equipment, due to non-completion of construction works in time, due to retirement of staff, due to technical difficulties in inviting tenders, and due to preparation of unrealistic revised estimates etc.

2.3.2 *Persistent Savings*

In 12 cases, there were persistent savings of more than rupees one crore each during the last five year period (**Table 2.2).**

Table 2.2: List of Grants indicating Persistent Savings during 2005-10

(Rupees in crore)

Sl. No.	Number and name of grant	Amount of savings				
		2005-06	2006-07	2007-08	2008-09	2009-10
	Revenue-Voted					
1.	20 – Welfare of Scheduled Castes Department	18.14	10.51	19.89	30.28	42.92
2.	43 - Finance Department	173.68	178.04	154.19	242.75	164.84
3.	52 – Family Welfare and Preventive Medicine	6.17	6.30	14.73	10.52	5.83
	Capital-Voted					
4.	10 – Home (Police) Department	17.18	13.27	16.77	10.45	8.90
5.	15 – Public Works (Water Resources) Department	9.35	11.81	15.34	13.03	27.05
6.	16 – Health Department	37.77	30.40	33.04	13.48	13.63
7.	19 – Tribal Welfare Department	93.41	139.03	183.09	215.90	305.80
8.	20 – Welfare of Scheduled Castes Department	44.32	95.30	85.00	126.01	189.91
9.	27 – Agriculture Department	9.60	13.47	15.35	29.29	39.72
10.	34 – Planning and Coordination Department	42.62	45.03	116.82	73.14	101.67
11.	36 – Jail Department	4.22	9.02	3.01	2.21	3.20
12.	52 – Family Welfare and Preventive Medicine	6.53	5.10	5.37	4.33	8.42

Analysis of the savings revealed that in most of the departments, there was increasing trend of savings in capital account. The savings in Tribal Welfare Department (Grant No. 19) under capital (voted) section increased from ₹215.90 crore in 2008-09 to ₹ 305.80 crore in 2009-10 which is 41 *per cent* of the provision under capital account mainly due to actual inflow of funds from various other grants at the fag end of the year.

2.3.3 *Expenditure without Provision*

As per the Financial Rule, expenditure should not be incurred on a scheme/service without provision of funds. It was, however, noticed that expenditure of ₹ 5.54 lakh was incurred in 2 grants without any provision in the original estimates/supplementary demands and without any re-appropriation orders to this

effect. Details of the scheme / service where expenditure were incurred without any provision of funds are detailed in **Table 2.3**.

Table 2.3: Expenditure incurred without provision during 2009-10

(Rupees in lakh)

Number and Name of Grants/ Appropriations	Head of Service	Amount of expenditure without provision	Reasons/Remarks
14 – Power Department	2049 – Interest Payment 01 – Interest Payment 200 – Interest on Other 58 – Debt Services 16 – Rural Electrification Corporation (REC) (Non-Plan)	551.00	Reasons for expenditure without budget provision were not intimated by the Department (September 2010).
20 – Welfare of Scheduled Castes Department	4202 – Capital Outlay on Education, Sports, Art and Culture 02 – Technical Education 104 – Polytechnics 41 – Human Development 50 – Polytechnic Institute (Plan)	3.40	Reasons for expenditure without budget provision were not intimated by the Department (September 2010).
Total :		**554.40**	

2.3.4 Excess over provision relating to previous years requiring regularisation

As per Article 205 of the Constitution of India, it is mandatory for a State Government to get the excess over a grant/appropriation regularised by the State Legislature. Although no time limit for regularisation of expenditure has been prescribed under the Article, the regularisation of excess expenditure is done after the completion of discussion of the Appropriation Accounts by the Public Accounts Committee (PAC). Information on the regularisation of excess expenditure amounting to ₹ 1248.36 crore for the years 2001-09 has not been furnished by the State Government though called for (June 2010). The year-wise amount of excess expenditure pending regularisation for grants/appropriations is summarised in **Table 2.4**

Table 2.4: Excess over provision relating to previous years requiring regularisation

(Rupees in crore)

Year	Number of		Amount of excess over provision	Status of regularisation
	Grants	Appropriations		
2000-01	5 (5,10,31,45,51)	4 (13,14,25,43)	81.92	NA
2001-02	10 (5, 7, 10, 14, 17, 22, 24, 31, 41, 45)	4 (13, 35, 43,49)	275.57	NA
2002-03	6 (6, 7, 10, 36, 45, 47)	4 (12, 14, 31, 43)	266.77	NA
2003-04	3 (5, 28, 36)	2 (31, 43)	233.55	NA
2004-05	11 (2, 4, 6, 14, 18, 22, 33, 36, 40, 54, 55)	3 (1, 31, 43)	321.67	NA
2005-06	5 (6, 15, 39, 45, 56)	2 (1, 43)	14.58	NA
2006-07	3 (22, 41, 42)	3(13, 20, 43)	14.85	NA
2007-08	3 (23, 28, 36)	2 (43, 48)	22.89	NA
2008-09	5 (22, 31, 35, 41, 56)	2 (2, 43)	16.56	NA
		Total	**1,248.36**	

2.3.5 Excess Expenditure

In 12 cases, expenditure aggregating ₹ 62.17 crore exceeded the approved provision that occurred in 10 grants and two appropriations during the year 2009-10 which are required to be regularised by the State Legislature under Article 205 of the Constitution. Details are given in **Appendix 2.2**. Of these, in the following grants/ heads (**Table 2.5**), excess expenditure by more than 10 *per cent* has been observed.

Table 2.5: List of Grants indicating Excess expenditure by more than 10 *per cent* over the total provision during 2009-10

(Rupees in crore)

Sl. No.	Number and name of grant	Total provision	Total expenditure	Amount of excess expenditure	Percentage of excess expenditure to total provision
Revenue-voted					
1.	23 – Panchayati Raj Department	92.28	105.83	13.55	15%
Revenue-charged					
2.	14 – Power Department	-	5.51	5.51	100%
Capital-voted					
3.	14 – Power Department	75.07	98.43	23.36	31%
4.	24 – Industries and Commerce Department	24.81	34.15	9.34	38%
5.	29 – Animal Resources Development Department	4.36	6.35	1.99	46%

The above table shows that out of total excess expenditure of ₹ 62.17 crore, ₹ 53.75 crore (86 *per cent*) occurred in four grants and one appropriation and it ranged between 15 and 100 *per cent*. 100 *per cent* excess expenditure was observed in one appropriation, which was incurred on interest payments without making any provision for the same by the Power Department.

2.3.6 Unnecessary/Excessive/Inadequate supplementary provision

Supplementary provision aggregating ₹ 535.54 crore obtained in 22 cases (₹ 50 lakh or more in each case) during the year proved unnecessary as the expenditure did not come up to the level of original provision as detailed in **Appendix 2.3**. In 6 cases, supplementary provision of ₹ 68.93 crore proved insufficient, by more than rupees one crore in each case, leaving an aggregate excess expenditure of ₹ 53.09 crore over the supplementary provision **(Appendix 2.4).** In 21 cases, supplementary provision of ₹ 385.90 crore was obtained against actual requirement of ₹ 93.80 crore, resulting in excess supplementary provision of ₹ 292.09 crore, as detailed in **Appendix 2.5**.

2.3.7 Excessive/unnecessary re-appropriation of funds

Re-appropriation is transfer of funds within a grant from one unit of appropriation, where savings are anticipated, to another unit where additional funds are needed. Injudicious re-appropriation proved excessive or insufficient and resulted in savings/excess of over rupees one crore in each sub-head of 27 grants/appropriations as detailed in **Appendix 2.6**.

In 11 out of 125 Sub-heads of 7 grants/appropriations referred to above, savings/ excess of more than ₹ 10 crore in each case, occurred due to injudicious, insufficient or excessive re-appropriation of funds during the year 2009-10. This indicated that re-appropriations were done without proper assessment of actual requirement.

2.3.8 Unexplained re-appropriation

According to the Financial Rules, reasons for the additional expenditure and the savings should be explained in the re-appropriation statement and vague expressions such as "based on actual requirements", "based on trend of expenditure", etc., should be avoided. Scrutiny of re-appropriation orders issued by the Finance Department revealed that in few cases reasons given for additional provision/withdrawal of provision in the re-appropriation orders were specific, such as, non-release of funds by the Government of India for major works, non-receipts of funds from the Finance Department, non-completion of construction works in time, non-submission of bills from the Executive agencies, non-filling up of vacant posts etc., while in most of the cases vague expression like, 'based on actual requirement' etc., was shown as reasons for reappropriation.

2.3.9 Substantial surrenders

Substantial surrenders (the cases where more than 50 *per cent* of total savings) were not made in respect of 23 grants/ appropriations. Out of the total provision of ₹ 1672.27 crore in these 23 cases, ₹ 251.58 crore (15 *per cent*) of total provision was available for surrender. Of this, only ₹ 29.66 crore (12 *per cent* of available savings) was surrendered during the year. It is noticeable that only one *per* cent of available savings were surrendered by two (e.g. Grant No. 30: Forest and Grant No 38 : General Administration (Personnel and Training) Departments, while only 2 *per cent* was surrendered by Agriculture in Revenue Section and Health Department in Capital Section. The details of such cases are given in **Appendix 2.7**. Reasons for not surrendering the balance amount of ₹ 221.92 crore were not stated.

2.3.10 Surrender in excess of actual saving

In 5 cases, the amounts surrendered were in excess of actual savings which indicated inadequate budgetary control in these departments. As against savings of ₹ 289.08 crore, the surrendered amount was ₹ 314.27 crore resulting in excess surrender of ₹ 25.18 crore. Details are given in **Appendix 2.8**. In 2 out of 5 cases, the amount of excess surrender was above rupees two to ₹ 22 crore.

2.3.11 Anticipated savings not surrendered

As per Financial Rules, the spending departments are required to surrender the grants/appropriations or portion thereof to the Finance Department as and when the savings are anticipated. At the close of the year 2009-10, there were 25 grants/appropriations in which savings occurred (₹ 10 lakh and above in each case) but no amount was surrendered by the departments concerned. The amount involved in these cases was ₹ 146.02 crore **(Appendix 2.9).** Out of 25, in 13 cases the savings

were more than rupees one crore while in six cases, there were savings of more than ten crore. The departments involved are (i) Home (Police) (₹ 18.35 crore), (ii) Urban Development (₹ 27.40 crore), (iii) Education (Social) (₹ 14.36 crore), (iv) Family Welfare (₹ 10.06 crore), (v) Revenue (₹ 17.51 crore) and (vi) Panchayati Raj (₹ 27.95 crore).

Similarly, out of total savings of ₹ 295.84 crore in 31 cases (where savings of ₹10 lakh and above occurred in each case), amount aggregating ₹ 237.59 crore (80 *per cent* of total savings) was not surrendered, details of which are given in **Appendix 2.10**. Besides, in four grants and one appropriation, ₹ 18.91 crore was surrendered (**Appendix 2.11)** though there were no savings, resulted in excess expenditure, which is indicative of poor financial management and control over expenditure.

2.3.12 Rush of expenditure

According to the Financial Rules, rush of expenditure in the closing month of the financial year should be avoided. Contrary to this, in respect of 7 grants/ appropriations more than 50 *per cent* of the total expenditure during the year was incurred in the last month of the financial year (**Appendix 2.12**). The major departments were Public Works (WR) (84 *per* cent), Animal Resource Development Department (82 *per* cent), and Education (Sports and Youth Programme) (81 *per cent*).

Rush of expenditure at the close of the year can lead to infructuous, nugatory or ill planned expenditure. The departments should spread the expenditure uniformly throughout the year as far as practicable without holding the funds till the end of the financial year.

2.4 Expenditure controls

2.4.1 Pendency in submission of Detailed Countersigned Contingent (DCC) Bills against Abstract Contingent (AC) Bills

As per sub-rules 2 (ii) and 14 of Delegation of Financial Powers Rules, Tripura, 2007, drawal of the amount in AC Bills should be adjusted in DCC Bills submitted to countersigning officer within 60 (sixty) days from the date of the drawal of the amount, and the Head of the Department/Drawing and Disbursing Officer (DDO) shall countersign all DCC Bills and forward them to the Accountant General (A&E), Tripura within 90 (ninety) days from the date of the drawal of the AC Bill.

Against an outstanding amount of ₹ 174.06 crore drawn on AC bills up to March 2010 by various departments/DDOs of the State, only ₹ 60.61 crore was adjusted through DCC bills leaving 13,264 AC bills amounting to ₹ 113.45 crore un-adjusted as of March 2010. Besides, an amount of ₹ 5.70 crore pertaining to the years up to 2007-08 remained unadjusted from various DDOs. Further, out of ₹ 79.36 crore drawn during 2009-10 only ₹ 4.39 crore was adjusted during the year. As per records, an amount of ₹48.10 crore was drawn in AC bills in the month of March 2010 which indicated that money was drawn on AC bills to avoid lapse of budget grant.

The year-wise break-up for last 3 years is given in **Table 2.6**:

Table 2.6: Year-wise break-up of outstanding AC Bills as on 31-03-2010

(Rupees in crore)

Year	Amount of AC Bills outstanding at the year end	Outstanding AC Bills as on 31-03-2010	
		No. of Bills	Amount
Up to 2007-08*	39.28	137	5.70
2008-09	59.81	995	32.78
2009-10	74.97	12,132	74.97
Total :	**174.06**	**13,264**	**113.45**

* Based on Voucher Level Computerised (VLC) data captured from 2004-05.

Year-end position of substantial amounts drawn on AC Bills by the departments and the adjustments up to March 2010 are given below:

Table 2.7: Year-wise break-up of AC Bills of some major departments

(Rupees in crore)

Sl. No.	Name of Department	Year	Amount of AC Bills at the year end	Amount adjusted in DCC Bills	Outstanding AC Bills as on 31 March 2010
1.	Home (Police) Department	2007-08	9.20	8.15	1.05
		2008-09	-	-	-
		2009-10	-	-	13.24
2.	Tribal Welfare Department	2007-08	20.34	16.37	3.97
		2008-09	30.96	14.03	16.93
		2009-10			16.79
3.	Revenue Department	2007-08	-	-	-
		2008-09	17.11	9.14	7.97
		2009-10			10.28
4.	Welfare of SC, OBC and Minorities Department	2007-08	3.30	2.79	0.51
		2008-09	13.47	7.15	6.32
		2009-10			8.61
5.	Education (School) Department	2009-10			6.37

Non-adjustment of advances for long periods is fraught with the risk of mis-appropriation and therefore, requires close monitoring by the respective DDOs.

2.4.1.1 Status of Abstract Contingent Bills in Rural Development Department

An analysis of the records and information furnished by the DM & Collectors revealed that against the drawal of 10,753 nos. of AC bills involving ₹ 55.48 crore, the related DCC bills for ₹ 34.81 crore pertaining to 6601 nos. of AC bills were outstanding upto May 2010 in respect of 16 Block Development Officers and two Rural Development Engineering Divisions under West Tripura District. Out of the outstanding AC bills, 138 nos involving ₹ 0.68 crore against two DDOs[1] were more than 5 years old. In respect of 11 RD Blocks under South Tripura District, DCC Bills for ₹ 11.69 crore drawn through 1,958 nos. of AC Bills upto March 2010 were outstanding upto July 2010. Out of these, 243 bills for ₹ 1.33 crore against 7 RD Blocks were more than 3 years old.

[1] E.E., R.D, Western Division No. 1: 128 AC bills amounting ₹ 63.70 lakh drawn during 1997-98 to 2003-04 and; BDO, Tulashikar: 10 AC bills amounting to ₹ 3.95 lakh drawn in 2004-05.

Further, in eight RD Blocks and two Rural Development Engineering Divisions, North Tripura District, DCC Bills for ₹ 15.65 crore drawn through 3017 Nos of AC bills upto March 2010 were outstanding upto July 2010. Out of these, 169 bills for ₹ 0.89 crore against 4 DDOs[2] were more than 4 years old. In a RD Review Meeting held in May 2009 it was recorded that 116 nos. AC bills involving ₹ 44.89 lakh relating to 2000-01, 2003-04, and 2004-05 in respect of BDO Dasda Block was reported to be traceless as relevant records and registers were missing. Further development on the issue of missing 116 AC bills could not be made available to audit.

Thus, non-adjustment of AC Bills in time and failure of controlling authority in enforcing strict financial discipline could lead to fraud and misappropriation of funds.

2.5 *Retention of cash balance*

Financial rules stipulates that money should not be drawn from the treasury unless it is required for immediate disbursement or for the recoupment of funds disbursed out of permanent advance. It is also not permissible to draw advance from the treasury for execution of works, the completion of which is likely to take considerable time. Any unspent balance is required to be refunded promptly into the treasury and the DDOs are not authorized by any general or special rules/orders retain the unspent funds by deposit in bank accounts. A study (May-August 2010) in the Rural Development Department revealed that 9 DDOs out of 14 test checked retained cash balance of ₹ 74.22 crore in their bank accounts as of 31 March 2010 pertaining mainly to various schemes[3] of which ₹ 15.60 crore was more than one year old as detailed in the table below.

Table 2.8: Retention of cash balance in bank account for more than one year

(Rupees in lakh)

Sl. No.	Name of DDOs	Retention of cash balance in bank Account	Amount more than one year old
1.	BDO, Kathalia	528.22	80.86
2.	BDO, Dasda	626.59	13.98
3.	BDO, Padmabill	299.59	9.03
4.	BDO, Baxanagar	297.01	29.85
5.	BDO, Jampuijala	422.15	38.35
6.	BDO, Gour Nagar	293.47	69.59
7.	BDO, Kumarghat	1019.88	27.45
8.	EE, RD, Northern Division I	1306.76	333.47
9.	EE, RD, Western Division I	2627.94	957.66
	Total	**7421.61**	**1560.24**

[2] BDO, Dasda: ₹ 44.89 lakh, BDO Kumarghat: ₹ 1.85 Lakh, BDO Panishagar: ₹ 0.10 lakh, and EE, RD Kumarghat: ₹ 42.25 lakh.

[3] Indira Awaas Yojana, Bidhayak Elaka Unnayan Prakalpka, Border Area Development Programme and Panchayat Development Fund.

This indicates that funds were drawn without proper assessment of requirement or to avoid lapse of budget indicating absence of effective financial management and expenditure control in the Department.

2.6 Advances to Implementing Officer (IOs)

Advances are given to various Implementing Officers for implementation of different rural development schemes (IAY, NREGA, PDF, DWS, TW, BADP and SSA)[4]. These advances are required to be utilized within the prescribed time (30 days to 90 days) mentioned in the work orders and the progress of expenditure monitored to ensure proper utilisation. In 11 units out of 14 test checked[5], advances to Implementing Officers (IOs) remained unadjusted for a period ranging between 3 months and 60 months as of June 2010 after they are due for adjustment:

- ₹ 1.43 crore (₹ 0.94 crore of March 2010) advanced by BDO, Panisagarar to 53 IOs during February 2006 to March 2010 remained unadjusted.
- The entire amount of ₹ 0.67 crore (₹ 0.51 crore of March 2010) advanced to 31 IOs of BDO, Kumarghat during the period from June 2009 to March 2010 remained unadjusted.
- Executive Engineer, Rural Development Western Division–I also advanced ₹ 0.64 crore to 44 IOs against which no adjustments have been sumitted by them. The period of advances given to IOs were not made available to audit.
- BDO, Padmabil advanced ₹ 0.62 crore (₹ 0.02 crore of March 2010) during December 2007 to February 2010 to 13 IOs which are outstanding for adjustment.
- An amount of ₹ 0.92 crore was advanced by BDO, Boxanagar to 44 IOs during January 2009 to March 2010 out of which ₹ 0.59 crore (₹ 0.06 crore of March 2010) was yet to be adjusted.
- BDO, Jampaijala advanced ₹ 0.57 crore (₹ 0.03 crore of March 2010) during March 2008 to March 2010 to 23 IOs which was pending final adjustment.
- BDO, Jirania advanced ₹ 1.58 crore (₹ 0.35 crore of March 2010) during June 2009 to March 2010 to 53 IOs out of which ₹ 0.49 crore remained to be adjusted.
- BDO, Dukli advanced ₹ 0.30 crore to 36 IOs during March 2008 to March 2010, out of which ₹ 0.29 crore (₹ 0.02 crore of March 2010) was unadjusted.
- Executive Engineer, Rural Development Northern Division –I advanced ₹ 5.46 crore to 22 IOs during April 2005 to March 2010, out of which ₹ 0.43 crore (₹ 0.11 crore of March 2010) was yet to be adjusted.

[4] IAY : Indira Awaas Yojana, NREGA : National Rural Employment Guarantee Act, PDF : Panchayat Development Fund, DWS : Dinkring Water and Sanitation, TW : Tribal Welfare, BADP : Border Area Development Programme and SSA : Sarva Siksha Aviyan

[5] Director (Projects), SGSY, Joint Secretary RD Departmen, EE, Rural Development Western Division No. I,Agartala, EE, Rural Development Norther Division No. I,Kumarghat and 10 BDOs : Dukli, Jirania, Boxanagar, Jampuijala, Padmabil, Kathalia, Kumarghat, Panisagar, Dasda, Gournagar.

- BDO, Gournagar advanced ₹ 1.97 crore to 46 IOs during January 2008 to March 2010 out of which ₹ 1.93 crore remained unadjusted.
- BDO, Kathalia advanced ₹ 0.55 crore during March 2008 to March 2010 and ₹ 0.24 crore (₹ 0.08 crore of March 2010) remained unadjusted.

Thus, the advances if left unadjusted for long period invites the risk of mis-appropriation and therefore, needs to be monitored closely and adjusted early.

2.7 Amounts drawn in Fully Vouched Contingent (FVC) Bill

Financial rules read with Finance Department instruction dated 13 December 1996 requires that any money drawn from Government accounts, if remaining undisbursed for a period of three months should be remitted to Treasury. Scrutiny of records of six BDOs and two Executing Divisions[6] in the RD Department revealed that ₹ 4.40 crore was drawn through 213 fully vouched contingent (FVC) bills during 2005-06 to 2009-10 out of which ₹ 3.19 crore remained undisbursed for more than three months and above as of June 2010.

Further analysis revealed that an amount of ₹ 0.58 crore against 62 nos FVC bills were more than one to four years old and kept in Current Deposit accounts due to non-execution/part execution of the works. The premature withdrawal of funds and parking it in CD accounts, incurring expenditure subsequently over prolonged periods, exhibiting it as final expenditure in accounts and reporting incorrect figures of expenditure against works/schemes indicated weak expenditure control with the risk of malpractice including misappropriation of Government money.

2.8 Outcome of the Review of Selected Grants

A review of Grant No. 39 – Higher Education Department was conducted in July 2010 in the Directorate of Higher Education mainly to assess the efficiency in the process of budgeting and consequent control of expenditure for both the Revenue and Capital heads during the year 2009-10.

The Principal Secretary, the Controlling Officer of the Higher Education Department assisted by the Director of Higher Education is responsible for the implementation of the Government Policies pertaining to higher education.

2.8.1 The summarised position of budget provision and actual expenditure thereagainst during 2009-10 in respect of Grant No. 39 is given below:

[6] BDO Boxanagar, Dukli, Jampuijala, Gournagar, Dasda, Kumarghat, E.E. RD western Division –I and E.E.,RD Northern Division –I.

Table 2.9: Summarised position of budget provision and actual expenditure

(Rupees in crore)

Nature of Expenditure	Budget Provision					Actual Expenditure			Savings (-) / Excess (+)
	Original		Supplementary		Total	Non-Plan	Plan	Total	
	Non-Plan	Plan	Non-Plan	Plan					
Revenue	46.08	3.97	7.12	-	57.17	50.83	2.93	53.76	(-) 3.41
Capital	-	22.75	-	41.17	63.92	-	29.21	29.21	(-) 34.71
Total :	**46.08**	**26.72**	**7.12**	**41.17**	**121.09**	**50.83**	**32.14**	**82.97**	**(-) 38.12**

Source: Appropriation Accounts 2009-10.

The above table shows that there was a savings of ₹ 38.12 crore (Revenue: ₹ 3.41 crore and Capital ₹ 34.71 crore) which was 31 *per cent* of the total budget provision during the year 2009-10. It was also seen that there was a substantial savings (54 *per cent*) in capital account during the year indicating unrealistic supplementary provision which was much in excess of the actual requirement. As per Financial Rules, the spending departments are required to surrender the anticipated savings to the Finance Department as and when occurred. The Department however, surrendered only ₹ 3.47 crore (Revenue: ₹ 0.77 crore and Capital ₹ 2.70 crore) during the year 2009-10 out of total savings of ₹ 38.12 crore.

Therefore by making unrealistic supplementary provision, the Department made a savings of ₹ 38.12 crore on one hand and by not surrendering the unspent amount in time, on the other hand, needy departments were deprived from utilising the same through reappropriation.

An analysis of the expenditure *vis-à-vis* the budget provision in audit revealed that savings in revenue expenditure was mainly due to inability to spend about ₹ 0.76 crore provided for maintenance works through the State Public Works Department, and ₹ 1.82 crore under teachers training and other human development activities proposed in the budget under revenue section while major savings in Capital Section was due to inadequate expenditure on construction of different educational institutions under ACA by ₹ 11.05 crore, inability to spent ₹ 1.35 crore provided for improvement of State B. Ed. College, ₹3.46 crore for new college of teachers, ₹ 15.83 crore provided for upgradation of facilities for different degree colleges under Special Plan Assistance etc.

Audit Review also disclosed persistent savings under the grant which was showing an increasing trend during last 5 to 6 years period as detailed below:

Table: 2.10: Persistent Savings during 2005-10

(Rupees in crore)

Year	Budget			Expenditure			Savings (-)/ Excess (+)
	Revenue	Capital	Total	Revenue	Capital	Total	
2004-05	34.27	17.58	51.85	32.14	11.19	43.33	(-) 8.52
2005-06	36.22	19.37	55.59	32.47	19.41	51.88	(-) 3.71
2006-07	37.24	8.72	45.96	29.99	3.26	33.25	(-) 12.71
2007-08	36.65	17.76	54.41	30.24	3.84	34.08	(-) 20.33
2008-09	39.42	22.36	61.78	35.81	6.39	42.20	(-) 19.58
2009-10	57.17	63.92	121.09	53.76	29.21	82.97	(-) 38.12

Source: Appropriation Accounts.

On this being pointed out by audit, the Department stated (August 2010) that the Department used to place funds with the implementing agencies like PWD, THCB against approved projects as released by the Finance Department. The agencies are utilising the funds maintaining their standard procedure and the unutilised funds lying with them, if any, are surrendered by them at the end of the year. After revalidation of the unspent fund by the Finance Department, the same fund is placed again in the following year with the implementing agencies.

The occurrence of persistent savings and revalidation of uspent funds every year bypasses the legislative control over the funds provided and expenditure incurred thereon. Besides, the Department has also not surrendered the savings within due dates indicating that budgetary control was deficient.

2.8.2 Short release of Central Funds

During 2009-10, the Government of India released ₹ 84.50 crore against its share of project costs of ₹ 142.26 crore under various Schemes *viz*, ACA, SPA, NLCPR etc. for implementations of various development projects. Approved project costs were ₹ 171.29 crore under Higher Education. The State Finance Department released only ₹ 55.35 crore out of the funds received from the GOI during the year 2009-10. Besides, the FD also released an amount of ₹ 26.00 crore under ACA being the revalidated amount of the previous year. Thus, there was a short release of fund by ₹ 29.15 crore during the year.

2.8.3 Non-utilisation of Central Funds of ₹ 51.21 crore

The summarised position of funds received from GOI, subsequent release by the State Government and utilisation of funds during the year 2009-10 are given below:

Table 1.11: Non-utilisation of central funds

(Rupees in crore)

Name of Scheme	Funds released by GOI during 2009-10	Funds released by Finance Department	Funds utilised during 2009-10	Unspent balance
Additional Central Assistance	16.52	16.52	14.56	1.96
Special Plan Assistance	35.55	6.50	5.98	0.52
Non-Lapsable Central Pool Resources	29.42	29.42	9.84	19.58
Centrally Sponsored Scheme	2.01	2.01	2.01	-
North Eastern Council	1.00	0.90	0.90	-
Total :	**84.50**	**55.35**	**33.29**	**22.06**

Source: Information furnished by the Department.

Scrutiny of records furnished by the Education (Higher) Department, revealed that out of the funds released (₹ 81.35 crore) by the Finance Department (including an amount of ₹ 26.00 crore for the previous years under ACA), only ₹ 33.29 crore were utilised leaving an unspent balance of ₹ 51.21 crore during the year 2009-10.

2.9 Conclusion and Recommendation

There was an overall saving of ₹ 1,533.38 crore and excess expenditure of ₹ 62.17 crore against 56 grants/appropriations during 2009-10. This excess expenditure in 2009-10 compounded to ₹ 1,310.53 crore after increasing from ₹ 1,248.36 crore up to 2008-09. The excess require regularisation by the Legislature under Article 205 of the Constitution of India. A rush of expenditure was also observed towards the end of the year. In respect of 7 grants/appropriations, more than 50 *per cent* of the total expenditure during the year was incurred in the last month of the financial year. The Abstract Contingent Bills were not adjusted for long periods and therefore was fraught with the risk of mis-appropriation.

Budgetary controls should be strengthened in all the Government departments, particularly in the departments where savings/excesses persisted for last five years. Issuance of Re-appropriation/surrender orders at the end of the year should be avoided. A close and rigorous monitoring mechanism should be put in place by the DDOs to adjust the Abstract Contingent Bills within sixty days from the date of drawal of the amount as required under the extant Rules. The Department should follow more reliable mechanism in budgeting to avoid persistent savings or excess;

Monitoring Cells in the departments should be strengthened to follow up the development works and ensure their completion in time.

FINANCIAL REPORTING

Chapter 3

A sound internal financial reporting with relevant and reliable information significantly contributes to the efficient and effective governance by the State Government. The compliance with financial rules, procedures and directives as well as the timeliness and quality of reporting on the status of such compliance is thus one of the attributes of good governance. The reports on compliance and controls, if effective and operational, assist the State Government to meet its basic stewardship responsibilities, including strategic planning and decision making. This Chapter provides an overview and status of the State Government on the compliance of various financial rules, procedures and directives during the current year.

3.1 Utilisation Certificates

Rule 151 (1) of General Financial Rules provides that Utilisation Certificates (UCs) should be obtained by the departmental officers from the grantees and after verification, these should be forwarded to the Accountant General (Accounts and Entitlement) within 18 months from the date of their sanction unless specified otherwise in respect of grants provided for specific purposes. The Institution-wise break-up of the amounts of grants paid and outstanding position of Utilisation Certificates as of August 2010 are given below:

Table 3.1: Department-wise arrears of Utilisation Certificates

(Rupees in crore)

Sl. No.	Name of Grantee Institution to whom grants-in-aid were given	Year	Amount of Grants paid	Utilisation Certificates outstanding as of 31-8-2010
1.	Panchayati Raj Institutions	2008-09	60.00	60.00
		2009-10	27.57	27.57
2.	Urban Local Bodies	2008-09	59.23	59.23
		2009-10	78.52	78.52
3.	Autonomous Bodies	2008-09	77.50	77.50
		2009-10	117.28	117.28
	Total :		**420.10**	**420.10**

Out of total amount of ₹ 420.10 crore paid (₹ 196.73 crore in 2008-09 and ₹ 223.37 crore in 2009-10) to above three categories of Institutions as grants-in-aid as on 31-03-2010, Utilisation Certificates (1854 for 2008-09) for an amount of ₹196.73 crore which were due for submission are awaited as on 31 August 2010.

3.1.1 Status of Utilisation Certificates (UCs) in RD Department

A study (June-July 2010) of utilisation and reporting of funds released for implementation of various schemes by the RD Department revealed instances of wrong reporting by four DDOs (BDO Panisagar and Baxanagar, EE, RD, Western Division –I and EE, RD, Northern Division –I) out of 14 test checked. The BDO Panisagar submitted utilization certificate for entire amount of ₹ 52.18 lakh received

and drawn during 2004-10 relating to PDF fund although ₹ 17.35 lakh remained unutilized in Bank Account. BDO Boxanagar submitted utilization certificate for ₹ 25 lakh received and drawn during 2008-09 as against actual utilization of ₹ 16.68 lakh in connection with MDTW (Medium Deep Tube Well) scheme. Similarly, Executive Engineer, Western Division –I submitted utilization certificate for ₹ 342.96 lakh received during 2007-08 and 2008-09 while ₹ 100.55 lakh was lying in the Bank Account. The Executive Engineer, RD, Northern Division –I submitted utilization certificate for ₹ 284.53 lakh received during 2007-08 and 2008-09 as against actual utilization of ₹ 203.77 lakh.

During the years 2004-05 and 2007-10, a total of ₹ 16.75 crore were placed with 4 implementing agencies (₹ 3.25 crore to Project Director, DRDA, South Tripura in December 2004, ₹ 0.50 crore to Joint Secretary, RDD in December 2007, ₹ 1.50 crore to CEO, TTAADC in December 2007 and ₹ 11.50 crore to Nodal Officer Swavalamban Institute during November 2008 to March 2010) for implementation of different schemes. Against these funds, utilization certificate of only ₹ 0.11 crore was received from one implementing agency (Nodal Officer Swavalamban Institute). The utilization certificate for ₹ 16.64 crore was outstanding from four implementing agencies of which the oldest one (PD, DRDA South) was pending for 66 months as of July 2010.

3.2 *Non-submission/delay in submission of accounts*

In order to identify the institutions which attract audit under Sections 14 and 15 of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971, the Government/Heads of the Departments are required to furnish to Audit every year detailed information about the financial assistance given to various institutions, the purpose of assistance granted and the total expenditure of the institutions.

The annual accounts of 39 Autonomous Bodies/ Authorities due upto 2009-10 had not been received as on 31 August 2010 by the Accountant General (Audit). The details of these accounts are given in **Appendix 3.1** and their age-wise pendency is presented in **Table 3.2**.

Table 3.2: Age-wise Arrears of Annual Accounts due from Autonomous Bodies

Sl. No.	Delay in Number of Years	No. of the Bodies/ Authorities
1.	0 – 1	12
2.	1 – 3	4
3.	3 – 5	7
4.	5 – 7	Nil
5.	7 – 9	Nil
6.	9 & above	16

Out of 39 Autonomous Bodies/ Authorities, annual accounts of 16 bodies were outstanding for more than 9 years, of which 15 were outstanding since inception. The accounts of Tripura Scheduled Castes Development Corporation Limited were in

arrears since 1998-99. None of the Grantee Bodies/ Authorities furnished the information about the amounts of grants received during the year 2009-10.

3.3 *Delay in submission of Accounts/Audit Reports of Autonomous Bodies*

Several Autonomous Bodies have been set up by the State Government in the field of Education, Industries, Housing, Tribal Areas etc. A large number of these Bodies are audited by the Comptroller and Auditor General of India (CAG) with regard to the verification of their transactions, operational activities and accounts, conduct of regulatory compliance audit of all transactions, review of internal management and financial control, etc. The audit of accounts of five Bodies in the State has been entrusted to the CAG. The status of rendering of accounts to Audit, issuance of Separate Audit Report (SAR) and its placement in the Legislature are indicated in **Appendix 3.2**. Delay in placement of SARs in the Legislature after issuing them is summarised in **Table 3.3**.

Table 3.3: Delay in submission / placement of Separate Audit Reports

Sl. No.	Name of the Autonomous Bodies	Year of SAR	Date of issue	Date of placement in the Legislature	Delay in submission to the Legislature
1.	Tripura Board of Secondary Education	1998-99 to 2001-02	26.4.2010	Not yet placed	-
2.	Tripura Housing and Construction Board	1990-91 to 1992-93	3.7.2007	Not yet placed	**More than three years**
		1993-94 to 1996-07	3.6.2009	Not yet placed	**More than one year**
3.	Tripura Khadi and Village Industries Board	1991-92 to 1996-97	21.6.2006	Not yet placed	**More than four years**
4	Tripura State Legal Service Authority	2003-04 to 2004-05	25.9.2007	-do-	**More than two years**
		2005-06 to 2006-07	8.4.2008	-do-	**-do-**
5.	Tripura Tribal Areas Autonomous District Council	1992-93 to 2004-05	31.7.2008	Placed in the Council on 17.8.2009	**One year**
		2006-07 and 2007-08	4.9.2010	-	-

Table 3.3 shows that two SARs of Tripura Housing and Construction Board pertaining to the period 1990-91 to1992-93 and 1993-94 to 1996-07 had not yet been placed in the State Legislature even after a lapse of over one year to three years from the date of issue while the SAR in respect of Tripura Khadi and Village Industries Board for the period 1991-92 to 1996-97 has not been placed in the Legislature even after being issued four years back. Information on submission of SARs in respect of two Autonomous Bodies (i.e. Tripura Tribal Areas Autonomous District Council and

Tripura State Legal Service Authority) pertaining to the period 2005-06 to 2006-07 and 2003-04 to 2006-07 respectively were awaited. The reasons for the delay in submission/placement of the SARs in the Legislature were also not intimated.

Thus, non-placement of the Audit Reports, relating to the Autonomous Bodies, in the legislature violates the statutory provision of informing the legislature about the financial activities and status on year to year basis.

3.4 Misappropriation, loss, defalcation, etc.

As reported (September 2010), there were five cases of misappropriation, involving Government money amounting to ₹ 2.48 crore as on 31 March 2010, relating to the Rural Development and Health and Family Welfare Departments, on which final action was pending. Another two cases of loss involving ₹ 3.10 lakh, were pointed out in audit and reported to the Government/Departments through Inspection Reports during the year 2009-10 for necessary action. Their replies had not been received as on 31 August 2010. The Department-wise break-up is given in **Table 3.4**.

Table 3.4: Department-wise break-up of misappropriations, losses, etc.

(Rupees in lakh)

Name of Department	Misappropriation		Loss	
	No. of cases	Amount	No. of cases	Amount
Rural Development Department	3	49.80	-	-
Health and Family Welfare Department	2	197.96	-	-
Agriculture Department	-	-	1	0.19
Revenue Department	-	-	1	2.91
Total :	**5**	**247.76**	**2**	**3.10**

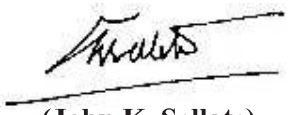
As per information furnished by the Education (School) Department, there were 5 cases of misappropriation involving ₹ 16.12 lakh upto the end of March 2009 for which the Departmental proceedings were pending till date of reporting (May 2010).

Thus, the cases of misappropriation and defalcation should be investigated forthwith to bring the defaulters to book which in turn would also have a deterrent effect on the system.

3.5 Conclusion and Recommendation

Foregoing discussion discloses deficiencies in not furnishing Utilisation Certificates in time against grants/loans received, non-furnishing of detailed information about financial assistance received by various Institutions and non-submission of accounts in time. There were also delays in placement of Separate Audit Reports to Legislature and huge arrears in finalisation of accounts by the Autonomous Bodies/Authorities. Besides, cases of misappropriation and losses indicated inadequacy of controls in the departments. There is a need to ensure that the audit reports of the Autonomous Bodies are placed in legislature on time.

Departmental enquiries in all misappropriation cases should be expedited to bring the defaulters to book. Internal controls in all the organisations should be strengthened to prevent such cases and to bring accountability in the system.



(John K. Sellate)
Accountant General (Audit),
Tripura, Agartala

Agartala
The 2010

Countersigned



(Vinod Rai)
Comptroller and Auditor General of India

New Delhi
The 2010

APPENDIX 1.1

Part A

Structure and Form of Government Accounts

Structure of Government Accounts: The accounts of the State Government are kept in three parts (i) Consolidated Fund, (ii) Contingency Fund and (iii) Public Account.

Part I: Consolidated Fund

All revenues received by the State Government, all loans raised by issue of treasury bills, internal and external loans and all moneys received by the Government in repayment of loans shall form one consolidated fund entitled 'The Consolidated Fund of State' established under Article 266(1) of the Constitution of India.

Part II: Contingency Fund

Contingency Fund of State established under Article 267(2) of the Constitution is in the nature of an imprest placed at the disposal of the Governor to enable him to make advances to meet urgent unforeseen expenditure, pending authorisation by Legislature. Approval of the Legislature for such expenditure and for withdrawal of an equivalent amount from the Consolidated Fund is subsequently obtained, whereupon the advances from the Contingency Fund are recouped to the Fund.

Part III: Public Account

Receipts and disbursement in respect of certain transactions such as small savings, provident funds, reserve funds, deposits, suspense, remittances etc which do not form part of the Consolidated Fund, are kept in the Public Account set up under Article 266 (2) of the Constitution and are not subject to vote by the State Legislature.

APPENDIX 1.1
Part B

Layout of Finance Accounts

The new format of Finance Accounts introduced from the year 2009-10, has been divided into two Volumes – Volume I and II. Volume I represents the financial statements of the Government in summarized form while Volume II represents detailed financial statement. The layout of the Finance Accounts is chalked out in the following manner:

	Layout
VOLUME 1	
Statement 1	Statement of Financial Position
Statement 2	Statement of Receipts and Disbursements
Statement 3	Statement of Receipts (Consolidated Fund)
Statement 4	Statement of Expenditure (Consolidated Fund)
	By Function and Nature
	Notes to Accounts
	Appendix I: Cash Balances and Investment of Cash Balances
VOLUME 2	
PART I	
Statement 5	Statement of Progressive Capital expenditure
Statement 6	Statement of Borrowings and other Liabilities
Statement 7	Statement of Loans and Advances given by the Government
Statement 8	Statement of Grants-in-aid given by the Government
Statement 9	Statement of Guarantees given by the Government
Statement 10	Statement of Voted and Charged Expenditure
PART II	
Statement 11	Detailed Statement of Revenue and Capital Receipts by minor heads
Statement 12	Detailed Statement of Revenue Expenditure by minor heads
Statement 13	Detailed Statement of Capital Expenditure by minor heads
Statement 14	Detailed Statement of Investments of the Government
Statement 15	Detailed Statement of Borrowings and other Liabilities
Statement 16	Detailed Statement on Loans and Advances given by the Government
Statement 17	Detailed Statement on Sources and Application of funds for expenditure (other than revenue account to end of 2009-10)
Statement 18	Detailed Statement on Contingency Fund and other Public Account transactions
Statement 19	Detailed Statement on Investments of earmarked funds
Part III: Appendices	
II	Comparative Expenditure on Salary
III	Comparative Expenditure on Subsidy
IV	Grants-in-aid (Scheme wise and Institution wise)
V	Externally Aided Projects
VI	Plan Scheme expenditure (Central and State Plan Schemes)
VII	Direct transfer of funds to implementing agencies
VIII	Summary of Balances
IX	Financial results of Irrigation Schemes
X	Incomplete Works
XI	Maintenance expenditure with segregation of salary and non-salary portion

APPENDIX 1.1
Part C

Methodology Adopted for the Assessment of Fiscal Position

The norms/Ceilings prescribed by the TFC for selected fiscal variable along with its projections for a set of fiscal aggregates and the commitments/projections made by the State Governments in their Fiscal Responsibility Acts and in other Statements required to be laid in the legislature under the Act **(Para 1.2)** are used to make qualitative assessment of the trends and pattern of major fiscal aggregates. Assuming that GSDP is the good indicator of the performance of the State's economy, major fiscal aggregates like tax and non-tax revenue, revenue and capital expenditure, internal debt and revenue and fiscal deficits have been presented as percentage to the Gross State Domestic Product (GSDP) at current market prices. The buoyancy coefficients for relevant fiscal variables with reference to the base represented by GSDP have also been worked out to assess as to whether the mobilization of resources, pattern of expenditure etc, are keeping pace with the change in the base or these fiscal aggregates are also affected by factors other than GSDP.

The definitions of some of the selected terms used in assessing the trends and pattern of fiscal aggregates are given below:

List of terms used in the Chapter I and basis for their calculation

Term	Basis for calculation
Buoyancy of a parameter	Rate of Growth of the parameter ÷ GSDP Growth
Buoyancy of a parameter (X) with respect to another parameter	Rate of Growth of the parameter (X) ÷ Rate of Growth of the parameter (Y)
Rate of Growth (ROG)	{(Current year Amount ÷ Previous year Amount) *minus* 1} * 100
Average	Trend of growth over a period of 5 years
Share shift/Shift rate of a parameter	Trend of percentage shares, over a period of 5 years, of the parameter in Revenue or Expenditure as the case may be
Development Expenditure	Social Services + Economic Services
Weighted Interest Rate (Average interest paid by the State)	Interest payment / [(amount of previous year's Fiscal Liabilities + current year's Fiscal Liabilities)/2]*100
Interest spread	GSDP growth – Weighted Interest rates
Quantum spread	Debt stock * Interest Spread/100
Interest received as *per cent* to loans outstanding	Interest received / [(opening balance + closing balance of loans and advances)/2]* 100
Revenue deficit	Revenue receipt – revenue expenditure
Fiscal deficit	Revenue Expenditure + Capital Expenditure + Net Loans and Advances – Revenue Receipts – Miscellaneous Capital Receipts
Primary deficit	Fiscal deficit – Interest payments
Balance from current revenue (BCR)	Revenue receipts *minus* plan grants and non-plan revenue expenditure excluding debits under 2048 – Appropriation for reduction or avoidance of debt.
Compound Annual Growth Rate (CAGR)	The compound annual growth rate is calculated by taking the n^{th} root of the total percentage growth rate, where n is the number of years in the period being considered. CAGR = [Ending Value/Beginning Value]$^{(1/no.\ of\ years)}$-1

APPENDIX 1.1
Part D

State Profile

Sl. No.		Particulars	Figures
1.		Area	10,491,69 sq km
2.		Population	
	a.	As per 2001 census	31,99,203
	b.	2009-10	35,74,000
3.		Density of Population (2001) (All India Average = 325 persons per sq km)	305 per sq km
4.		Population below poverty line (All India Average = 27.5%)	18.90%^
5.		Literacy (2001) (All India Average = 64.8%)	73.20%
6.		Infant Mortality (per 1000 live births) (All India Average = 53 per 1000 live births)	34
7.		Life Expectancy at Birth (All India Average = 63.5 yrs)	72.5 yrs
8.		Gross State Domestic Product (GSDP) 2009-10	₹ 10,905 crore (Advance Estimate)
9.		GSDP CAGR* (2000-01 to 2008-09)	10.95%
10.		Per capita GSDP CAGR (2000-01 to 2008-09)	9.20
11.		Per capita income of the State	₹ 28,595

B. Financial Data

Sl. No.		**Particulars**	**Figures**	
1.		CAGR* (1999-2000 to 2008-09)	**NE States**	**Tripura**
	a.	of Revenue Receipts	14.10%	12.27%
	b.	of Own Tax Revenue	19.32%	17.74%
	c.	of Non Tax Revenue	18.15%	7.74%
	d.	of Total Expenditure	12.15%	10.78%
	e.	of Capital Expenditure	14.54%	18.19%
	f.	of Revenue Expenditure on Education	8.80%	5.42%
	g.	of Revenue Expenditure on Health	9.77%	7.75%
	h.	of Salary and Wages	7.98%	8.57%
	i.	of Pension	14.22%	13.84%

*Compound Annual Growth Rate (Calculated on the basis of information made available by the respective State AGs excluding Mizoram, Meghalaya, Nagaland & Manipur).
Source: BPL – Planning Commission & NSSO data, 61st Round, Life Expectancy at Birth – Office of the Registrar General of India, Ministry of Home Affairs and Economic Survey 2009-10, Infant Mortality Rate – SRS Bulletin (October 2009), Density of Population – Ministry of Health and Family Welfare.
^ The level of poverty is being determined on different measures and the data furnished by Planning Commission & NSSO is one such indicator.

APPENDIX 1.2

Abstract of Receipts and Disbursements for the year 2009-10

(Reference: Paragraph 1.1)

(Rupees in crore)

Receipts				Disbursements					
2008-09		2009-10		2008-09		2009-10			
						Non-Plan	Plan	Total	
	Section-A : Revenue								
4,076.78	**I. Revenue Receipts**		**4,401.35**	**3,129.45**	**I. Revenue Expenditure**	**3,417.16**	**796.63**	**4,213.79**	**4,213.79**
442.50	-Tax Revenue	527.01		**1,336.94**	**General Services**	**1,843.67**	**11.85**	**1,855.52**	
149.04	-Non-Tax Revenue	125.40		**1,148.17**	**Social Services**	**975.46**	**585.28**	**1,560.74**	
686.52	-State's Share of Union Taxes	706.34		573.52	-Education, Sports, Art and Culture	766.45	48.07	814.52	
1,319.36	-Non-Plan Grants	1289.09		139.21	-Health and Family Welfare	110.48	96.33	206.81	
1,203.48	-Grants for State/Union Territory Plan Schemes	1377.64		55.69	-Water Supply, Sanitation, Housing and Urban Development	19.11	58.37	77.48	
30.49	-Grants for Central Plan Schemes	32.56		13.46	-Information and Broadcasting	9.77	8.63	18.40	
200.50	-Grants for Centrally Sponsored Plan Schemes	266.26		156.89	-Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	13.29	165.47	178.76	
44.89	-Grants for Special Plan Schemes (NEC)	77.05		8.94	-Labour and Labour Welfare	9.30	4.60	13.90	
				198.88	-Social Welfare and Nutrition	45.50	203.81	249.31	
				1.58	-Others	1.56	-	1.56	
				564.92	**Economic Services**	**502.41**	**199.50**	**701.91**	
				241.08	-Agriculture and Allied Activities	203.12	123.71	326.83	
				102.24	-Rural Development	73.34	47.17	120.51	
				3.72	-Special Areas Programme (NEC)	-	2.50	2.50	
				34.49	-Irrigation and Flood Control	23.27	0.39	23.66	
				2.36	-Energy	29.55	0.16	29.71	
				31.47	-Industry and Minerals	20.03	17.33	37.36	
				117.73	-Transport	122.78	0.46	123.23	
				11.32	Communication	15.81	-	15.81	
				4.56	-Science, Technology and Environment	0.87	3.52	4.39	
				15.95	-General Economic Services	13.64	4.27	17.91	

APPENDIX 1.2 (Contd.)
Abstract of Receipts and Disbursements for the year 2009-10
(Reference: Paragraph 1.1)

(Rupees in crore)

Receipts				Disbursements					
2008-09		2009-10		2008-09		2009-10			
						Non-Plan	Plan	Total	
				79.42	Grants-in-aid and contributions	95.62	-	95.62	
-	II. Revenue deficit carried over to Section-B	-	-	947.33	II. Revenue surplus carried over to Section-B	-	-	-	187.56
4,076.78	Total : Section A		4401.35	4,076.78	Total				4401.35
	Section-B : Others								
853.80	III. Opening cash balance including permanent advance and cash balance investment		899.96	-	III. Opening overdraft from Reserve Bank of India	-	-	-	-
	IV. Miscellaneous capital receipts		-	1,202.39	IV. Capital Outlay-	68.45	1263.77	1332.22	1332.22
				192.83	General Services	26.43	187.44	213.87	
				393.44	Social Services	22.12	424.30	446.42	
3.25	V. Recoveries of loans and advances		3.51	74.94	-Education, Sports, Art and Culture	-	117.92	117.92	
	From Government servants	3.22		76.78	-Health and Family Welfare	4.32	63.88	68.20	
	From others	0.29		191.57	-Water Supply and Sanitation	-	169.51	169.51	
947.33	VI. Revenue surplus brought down		187.56						
208.69	VII. Public debt receipts		493.81		-Housing and Urban Development	-	40.00	40.00	
206.18	Internal debt other than Ways and Means	490.52		25.51	-Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	17.80	28.40	46.20	
	Net transactions under Ways and Means	-							
	Advances including Overdraft			0.30	Information and Broadcasting	-	3.50	3.50	
2.51	Loans and advances from GOI	3.29		23.60	-Social Security and Nutrition	-	0.09	0.09	
				0.74	-Others	-	1.00	1.00	
2082.46	VIII. Public Account receipts		2293.48	616.12	Economic Services	19.90	652.03	671.93	
428.57	Small savings and provident funds etc.	620.53		72.46	-Agriculture and Allied Activities	(-) 0.81	87.51	86.70	
12.10	Reserve fund	16.01		25.44	-Rural Development	17.10	14.58	31.68	
143.80	Sinking fund (earmarked fund)	19.25		61.30	-Special Areas Programme	-	67.88	67.88	
176.88	Deposits and Advances	258.97		42.45	-Irrigation and Flood Control	-	44.55	44.55	
90.07	Suspense and Miscellaneous	180.53		74.35	-Energy	-	76.61	76.61	
1,231.06	Remittances	1198.19		14.15	-Industry and Minerals	-	29.15	29.15	
				317.73	-Transport	3.17	320.29	323.46	

APPENDIX 1.2 (Concld.)

Abstract of Receipts and Disbursements for the year 2009-10

(Reference: Paragraph 1.1)

(Rupees in crore)

Receipts					Disbursements					
2008-09			2009-10		2008-09		2009-10			
	IX. Closing overdraft from RBI				0.58	-Science, Technology and Environment	-	0.30	0.30	
					7.59	-General Economic Services	0.15	11.16	11.31	
					0.07	-Communication	0.29	-	0.29	
	Section-B : Others									
					18.08	**Loans and Advances Disbursed**			**-**	**17.56**
					17.00	**For Power Projects**	-	**16.50**	**16.50**	
					1.08	-To Government Servants	0.63	-	0.63	
					-	-To others	-	0.43	0.43	
					-	**Revenue deficit brought down**	-	-	-	-
					161.12	**Repayment of Public Debt**	**193.94**	-	**194.94**	**193.94**
					132.80	-Internal Debt other than Ways and Means Advances	165.24	-	165.24	
					-	-Net transactions under Ways and Means Advances including Overdraft	-	-	-	
					28.32	-Repayment of Loans and Advances to Central Government	28.70	-	28.70	
					1,813.98	**Public Account Disbursements**		**-**		**1849.24**
					361.13	-Small Savings and Provident Funds	-	-	321.43	
					2.22	-Reserve Fund	-	-	4.52	
					124.08	-Deposits and Advances	-	-	177.32	
					99.23	-Suspense	-	-	122.37	
					1227.32	-Remittances	-	-	1223.60	
					899.96	**Cash Balance at end**				**485.36**
					(-)1.13	-Cash in Treasuries			(-) 1.13	
					(+)13.03	-Departmental Cash Balance including permanent advance			21.56	
					273.78	- Investment of earmarked funds	-	-	293.03	
					744.35	-Cash Balance investment			260.05	
					(-)130.07	-Deposit with Reserve Bank of India			(-) 88.15	
3,457.09		**Total : Section B :**		**3878.32**	**4,095.53**	**Total : Section B :**				**3878.32**

APPENDIX 1.3

Statement showing the funds transferred to the State Implementing Agencies under Programmes / Schemes outside the State budget during 2009-10

(Reference: Paragraph 1.4.2)

(Rupees in lakh)

Sl. No.	Name of the Agency/ Organisation	Total Fund released by GOI during 2009-10	Name of the Scheme	Fund received during 2009-10	Expenditure upto 31-03-2010
1.	ABALAMBAN	5.18	Assistance to Panchayati Raj Institutions Voluntary Organisations Self Help Groups for Programmes Related to Aged SJE	NA	NA
2.	Agartala Govt. Medical College & G.B. Pant Hospital	43.46	Medical Rehabilitation	NA	NA
3.	Ambassa Forest Development Agency	40.00	National Afforestation Programme	NA	NA
4.	Anubhav Women's Welfare Society	6.89	Handicrafts	NA	NA
5.	ASHRAY	6.99	(i) Scheme for quality assurance codex standards and research and development promotional activities (ii) Advocacy and Publicity	NA	NA
6.	Bakafa Forest Development Agency	4.00	National Afforestation Programme	NA	NA
7.	Bahujana Hitaya Education Trust, Sabroom, South Tripura	42.05	(i) Buddhist and Tibetan Studies (ii) Grant in aid to NGOs and for coaching ST Students for competitive exam	42.05	42.05
8.	Bidyasagar Samaj Kalyan Sangsad, Tripura	0.90	Handicrafts	0.90	0.90
9.	Directorate of Handloom Handicrafts & Sericulture, Govt. of Tripura, Agartala	13.64	Handlooms	NA	NA
10.	Directorate of Information & Cultural Affairs, Govt. of Tripura	5.00	North Eastern Council	NA	NA
11.	DISHERI	12.75	Handicrafts		
12.	District Magistrate, North Tripura	100.00	MPs Local Area Development Scheme (MPLADs)	NA	NA
13.	District Magistrate, West Tripura	500.00	MPs Local Area Development Scheme (MPLADs)	800.00	425.94
14.	District Magistrate, South Tripura	117.61	MPs Local Area Development Scheme (MPLADs)	117.61	23.52
15.	DRDA Dhalai	7526,.18	(i) DRDA Administration (ii) Integrated Watershed Management Programme (IWMP) (iii) National Rural Employment Guarantee Scheme (iv) Rural Housing Lay (v) Swarnajayanti Gram Swarozgar Yojana (SGSY)	NA	NA

APPENDIX 1.3 (Contd.)

Statement showing the funds transferred to the State Implementing Agencies under Programmes / Schemes outside the State budget during 2009-10
(Reference: Paragraph 1.4.2)

(Rupees in lakh)

Sl. No.	Name of the Agency/ Organisation	Total Fund released by GOI during 2009-10	Name of the Scheme	Fund received during 2009-10	Expenditure upto 31-03-2010
16.	DRDA North Tripura	26,852.23	(i) DRDA Administration (ii) National Rural Employment Guarantee Scheme (iii) Rural Housing Lay (iv) Swarnajayanti Gram Swa-rozgar Yojana (SGSY)	19,761.83	19,949.14
17.	DRDA South Tripura	24,067.00	(i) DRDA Administration (ii) National Rural Employment Guarantee Scheme (iii) Rural Housing Lay (iv) Swaranjayanti Gram Swa-rozgar Yojana (SGSY)	2285.96	1,618.93
18.	DRDA West Tripura	38,152.86	(i) DRDA Administration (ii) National Rural Employment Guarantee Scheme (iii) Rural Housing Lay (iv) Swaranja-yanti Gram Swarozgar Yojana (SGSY)	27,263.93	27,263.93
19.	Gumti Forest Development Agency	27.00	National Afforestation Programme	NA	NA
20.	Human Welfare Council Tripura	5.37	Handicrafts	NA	NA
21.	Human Welfare Council, Abhoynagar, West Tripura	5.90	Handicrafts	NA	NA
22.	IMC Society of ITI, Dharmanagar	250.00	Upgradation of 1396 Govt. ITIs through PPP	250.00	250.00
23.	Indian Red Cross Society, Dhalai, Tripura	6.55	Schemes Arising Out of the Implementation of the Person with Disabilities SJE	NA	NA
24.	Jan Shikshan Sansthan, Agartala	22.03	Support to NGOs Institutions SRCs for Adult Education and Skill Development merged Schemes of NGOs, JSS, SRCs	NA	NA
25.	Kailashahar Forest Development Agency	30.00	National Afforestation Programme	NA	NA
26.	Kanchanpur Forest Development Agency	50.00	National Afforestation Programme	NA	NA
27.	Mahila Sewa Samity	18.80	Handicrafts	NA	NA
28.	Manu Forest Development Agency	30.00	National Afforestation Programme	NA	NA
29.	Medicinal Plants Board of Tripura	4.45	Medicinal Plants	NA	NA
30.	Merit Research Society	7.22	Handicrafts	NA	NA
31.	Nari Kalyan Samity	9.31	Handicrafts	NA	NA

APPENDIX 1.3 (Contd.)

Statement showing the funds transferred to the State Implementing Agencies under Programmes / Schemes outside the State budget during 2009-10

(Reference: Paragraph 1.4.2)

(Rupees in lakh)

Sl. No.	Name of the Agency/ Organisation	Total Fund released by GOI during 2009-10	Name of the Scheme	Fund received during 2009-10	Expenditure upto 31-03-2010
32.	NB Institute for Rural Technology	28.87	Science and Technology Programme for Social Economic Development	NA	NA
33.	North East India Centre for Mass Communication and Cultural Research	1.20	Science and Technology Programme for Social Economic Development	NA	NA
34.	North Eastern Industrial Consultants Ltd.	1.57	Step Support to Training and Employment Programme for Women	NA	NA
35.	North Eastern Handicrafts Research Society	8.63	Handicrafts	NA	NA
36.	North Tripura Deaf and Dumb School	14.82	Deen Dayal Disabled Rehabilitation Scheme SJE	14.82	14.82
37.	Panchayati Raj Training Institute, Tripura	82.00	Rashtriya Gram Swaraj Yojana	NA	NA
38.	PRABHA DHALAI	11.77	Handicrafts	NA	NA
39.	Ramakrishna Mission-Viveknagar	17.80	Ayush and Public Health	NA	NA
40.	Rashtriya Madhyamik Shiksha Abhiyan Rajya Mission	958.00	Rashtriya Madhyamik Shiksha Abhiyan (RMSA)	NA	NA
41.	Rural Womens Society	5.41	Handicrafts	NA	NA
42.	Sadar Forest Development Agency	40.00	National Bamboo Mission	NA	NA
43.	SANJIVANI WELFARE SOCIETY	0.17	Promotion and Dissemination of Art and Culture	0.17	0.17 *
44.	SCHOOL OF SCIENCE	9.00	Grant in Aid to NGOs and for coaching ST Students for Competitive Exams	NA	NA
45.	Sepahijala Forest Development Agency	10.00	National Afforestation Programme	NA	NA
46.	Shakyamoni Buddhist Temple Committee	1.00	Buddhist and Tibetan Studies	NA	NA
47.	Society for Welfare and Social Research	12.22	Handicrafts	NA	NA
48.	SRC Agartala	49.17	Support to NGOs Institutions SRCs for Adult Education and skill development Merged Schemes of NGOs JSS SRCs	NA	NA
49.	SSA Rajya Mission, Tripura	7,473.00	Sarva Shiksha Abhiyan (SSA)	7,377.57	88.97
			KGBV	91.32	91.32
			NPEGEL	4.12	4.12
50.	State Agriculture Research Station, Department of Agriculture, Government of Tripura	136.50	National Project on Management of Soil & Health	NA	NA
51.	State Health & Family Welfare Society, Blindness Tripura	201.74	National Rural Health Mission (NRHM) Centrally Sponsored	201.74	214.46

APPENDIX 1.3 (Contd.)

Statement showing the funds transferred to the State Implementing Agencies under Programmes / Schemes outside the State budget during 2009-10
(Reference: Paragraph 1.4.2)

(Rupees in lakh)

Sl. No.	Name of the Agency/ Organisation	Total Fund released by GOI during 2009-10	Name of the Scheme	Fund received during 2009-10	Expenditure upto 31-03-2010
52.	State Health & Family Welfare Society, Tripura	240.59	(i) Hospitals and Dispensaries (Under NRHM)	9,602.32	12,965.91
		35.00	(ii) Information Education and Communications		
		8,668.91	(iii) National Rural Health Mission (NRHM) Centrally Sponsored		
		19.08	(iv) National Rural Health Mission NRHM Central Sector		
53.	State Level Nodal Agency Deptt. of Agriculture, Tripura	359.54	Integrated Watershed Management Programme (IWMP)	NA	NA
54.	SUR SOURABH TRIPURA	0.02	Promotion and Dissemination of Art and Culture	NA	NA
55.	SWSM, Tripura Agartala	6,678.66	(i) Accelerated Rural Water Supply Scheme (ii) Central Rural Sanitation Scheme	NA	NA
56.	Teliamura Jhum Forest Development Agency	49.00	Jhum / National Afforestation Programme	32.00	32.00
57.	Tiyari Social welfare Society	0.99	Credit Support Programme	NA	NA
58.	Tribal Research and Cultural Institute, Govt. of Tripura, Agartala	6.00	Research Information and Mass Education Tribal Festivals and Others	NA	NA
				NA	NA
59.	Tripura Adibashi Mahila Samity	31.98	Grant in Aid to NGOs and for coaching ST Students for competitive Exams	NA	33.96
60.	Tripura Board of Wakfs	27.10	Computerisation of records of State Wakf Boards	NA	27.10
61.	Tripura Cooperative Agriculture and Rural Development Bank Limited	2.22	Investment in Debenture of State Land Development Banks	NA	NA
62.	Tripura Council for Child Welfare	6.54	Deen Dayal Disabled Rehabilitation Scheme SJE	6.54	6.54
63.	Tripura Council for Child Welfare (Nutannagar Unit)	17.02	Shishu Greh Scheme	17.02	17.02
64.	Tripura Handloom & Handicrafts Development Corporation Ltd.	34.73	(i) Handicrafts (ii) Handlooms	21.93 12.80	2193 12.80

APPENDIX 1.3 (Contd.)

Statement showing the funds transferred to the State Implementing Agencies under Programmes / Schemes outside the State budget during 2009-10
(Reference: Paragraph 1.2.2)

(Rupees in lakh)

Sl. No.	Name of the Agency/ Organisation	Total Fund released by GOI during 2009-10	Name of the Scheme	Fund received during 2009-10	Expenditure upto 31-03-2010
65.	Tripura Industrial Development Corporation Ltd.	412.75	(i) Aside (Assistance to States for Developing Export Infrastructure and Allied Activities) (ii) Scheme for Strengthening of Institutions Including NIFTEM (iii) MSME clusters development Programme and MSME Growth Poles	NA	NA
66.	Tripura Industrial Development Corporation Ltd	182.00	MSME clusters development Programme and MSME Growth Poles	NA	NA
67.	Tripura Institute of Technology, Narsingarh, Agartala, Tripura	10.25	580 New community Polytechnics	10.25	Nil
68.	Tripura Police Computerisation Agency	138.60	Crime and Criminal tracking Network and System	NA	NA
69.	Tripura Renewable Energy Development Agency	603.30	Demonstration of Solar Thermal SPV systems and other activities Information Publicity and Extension Off Grid DRPS Renewable Energy for Rural Applications for all Villages Renewable Energy for Rural Applications Remote Villages Solar Thermal System Water Heating	NA	NA
70.	Tripura Renewable Energy Development Agency (TREDA)	587.00	Renewable Energy for Rural Applications Remote Villages	NA	NA
71.	Tripura Rural Development Society, Tripura	2.15	Handicrafts	NA	NA
72	Tripura Rural Roads Development Agency, West Tripura	9,448.50	Pradhan Mantri Gram Sadak Yojana (PMGSY)	NA	NA
73	Tripura Science Forum	2.07	Science and Technology Programme for Socio Economic Development	NA	NA
74	Tripura State Agriculture Management & Extension Training Institute (T-SAMETI), Tripura	178.12	Support to State Extension Programme for Extension Reforms	NA	NA
75.	Tripura State AIDS Control Society	562.24	National Aids Control Programme Including ST D Control	562.24	621.46*

APPENDIX 1.3 (Concld.)

Statement showing the funds transferred to the State Implementing Agencies under Programmes / Schemes outside the State budget during 2009-10
(Reference: Paragraph 1.4.2)

(Rupees in lakh)

Sl. No.	Name of the Agency/ Organisation	Total Fund released by GOI during 2009-10	Name of the Scheme	Fund received during 2009-10	Expenditure upto 31-03-2010
76.	Tripura State Council for Science & Technology	24.73	State Science and Technology Programme Technology Development Programme	NA	NA
77	Tripura State Labour Welfare Society	667.90	Health Insurance for Unorgranised Sector worker (Rashtriya Swasthya Bima Yojana)	NA	NA
78	Tripura State Literacy Mission Authority	82.68	Adult Education and skill Development Scheme	NA	NA
79	Tripura State Pollution Control Board	26.27	(i) Environment Information Education and Awarness (ii) Pollution Abatement	NA	NA
80	Tripura Tourism Development Corporation Ltd.	12.00	Domestic promotion and publicity including Hospitality	NA	NA
81	Tripura Women's Welfare Society	18.80	Handicrafts	NA	NA
82	Trishna Forest Development Agency	40.00	National Afforestation Programme	40.00	40.00
83	Udaipur Forest Development Agency	40.00	National Afforestation Programme	40.00	36.84
84	Udayan Yuva Sangha (Tripura)	0.90	Handicrafts	NA	NA
85	Vivekananda Social Welfare Society, Tripura	1.67	Handicrafts	NA	NA
86	Voluntary Health Association of Tripura	0.90	Handicrafts	NA	NA
87	Voluntary Social Development Organisation	19.44	Handicrafts	NA	NA
88	VYAKTI VIKAS KENDRA, INDIA (TRIPURA)	7.97	Grant in aid to NGOs and for coaching students for competitive exams	NA	NA
89	Women Craft Society of Tripura	2.58	Handicrafts	NA	NA
90	Women Development Society	11.54	Handicrafts	NA	NA
91	Women's Welfare Society	5.40	Handicrafts	NA	NA
	Total :	**1,56,863.60**			

Source: e-lekha portal of the Controller General of Accounts, Ministry of Finance, Government of India and Departmental figures. The information furnished in the Appendix is not fully exhaustive.

APPENDIX 1.4
Assets and Liabilities
(Reference: Paragraphs 1.9.1 and 1.9.2)

(Rupees in crore)

		Liabilities		
As on 31 March 2009				**As on 31 March 2010**
2,615.64		Internal Debt		**2940.91**
	1,191.89	Market Loans bearing interest	1,443.88	
	0.05	Market Loans not bearing interest	0.05	
	176.87	Loans from LIC of India	160.55	
	1,096.16	Special Securities to National Small Savings Fund of Central Government	1,130.99	
	150.67	Loans from other Institutions	205.44	
499.90		Loans and Advances from Central Government		474.50
	0.20	Pre- 1984-85 Loans	0.20	
	9.11	Non-Plan Loans	8.39	
	451.86	Loans for State Plan Schemes	429.81	
	0.75	Loans for Central Plan Schemes	0.69	
	20.15	Loans for Centrally Sponsored Plan Schemes	18.97	
	-	Ways and Means Advances	-	
	17.83	Loans for Special Schemes	16.44	
1,496.89		Small Savings, Provident Funds, etc.		1,795.99
329.79		Reserve Fund (including Sinking Funds)		360.52
114.29		Deposits not bearing interest		195.88
10.00		Contingency Fund		10.00
4,463.57		Accumulated surplus on Government Account		4,651.13
	3,516.24	Accumulated Surplus at the beginning of the year	4,463.57	
	947.33	**Add:** revenue surplus for the current year	187.56	
9,530.08		**Total: Liabilities**		**10,428.93^**
		Assets		
8,376.77		Gross capital outlay on Fixed Assets		**9,709.00**
	641.00	Investment in Government Companies and Statutory Corporations, etc.	780.32	
	7,735.77	Other Capital Outlay on General, Social and Economic Services	8,928.68	
70.56		Loans and Advances by the State Government		**84.61**
	34.26	Other Development Loans	34.70	
	19.00	Loans to Government Servants	16.41	
	17.00	Loans for Power Projects	33.50	
2.55		Other Advances		**2.47**
73.41		Suspense and Miscellaneous Balances		**15.26**
106.83		Remittance Balances		**132.23**
899.96		Cash Balance		**485.36**
	(-) 1.13	Cash in Treasuries and local remittance	(-) 1.13	
	13.03	Departmental Cash Balance including permanent advances	21.56	
	273.78	Investment of earmarked funds	293.03	
	744.35	Cash balance investment	260.05	
	(-) 130.07	Deposits with Reserve Bank of India**	(-) 88.15	
9,530.08		**Total : Assets**		**10,428.93^**

** Minus balance was the net difference between receipts and disbursement of the State Government for the year 2008-09 after incorporating all adjustments made by RBI for the year 2008-09 up to 25 April 2008/2009.

^ Difference of ₹ 0.01 crore with Finance Accounts due to rounding.

Explanatory Notes for Appendices 1.2 and 1.4

The abridged accounts in the foregoing statements have to be read with comments and explanations in the Finance Accounts. Government accounts being mainly on cash basis, the surplus on Government account, as shown in APPENDIX 1.4, indicates the position on cash basis, as opposed to accrual basis in commercial accounting. Consequently, items payable or receivable or items like depreciation or variation in stock figures, etc., do not figure in the accounts. Suspense and Miscellaneous balances include cheques issued but not paid, payments made on behalf of the State and other pending settlements, etc. There was a difference of ₹ 0.65 crore (Net credit) between the figures reflected in the Accounts (Cr. ₹ 88.15 crore) and that intimated by the Reserve Bank of India (Cr. ₹ 87.50 crore) under "Deposits with Reserve Bank". The difference of ₹ 0.65 crore is under reconciliation.

APPENDIX 1.5

Time Series Data on State Government Finances

(Reference: Paragraph 1.5.1)

(Rupees in crore)

	2005-06	2006-07	2007-08	2008-09	2009-10
Part A. Receipts					
1. Revenue Receipts	**3,024.12**	**3,333.36**	**3,698.34**	**4,076.78**	**4,401.35**
(i) Tax Revenue	296.09 (10)	341.55 (10)	370.70 (10)	442.50 (11)	527.01 (12)
Taxes on Agricultural Income	0.14 (#)	0.15 (#)	0.11 (#)	0.18 (#)	0.01 (#)
Taxes on Sales, Trade, etc.	203.39 (69)	233.45 (68)	264.98 (72)	314.79 (71)	374.93 (71)
State Excise	32.30 (11)	38.41 (11)	38.50 (10)	48.28 (11)	61.09 (12)
Taxes on Vehicles	17.43 (6)	22.51 (7)	23.20 (6)	29.82 (7)	37.14 (7)
Stamps and Registration Fees	14.21 (5)	16.61 (5)	14.98 (4)	17.03 (4)	18.15 (3)
Land Revenue	3.25 (1)	3.03 (1)	2.97 (1)	5.55 (1)	5.55 (1)
Other Taxes including taxes on commodities and services	25.37 (8)	27.39 (8)	25.96 (7)	26.85 (6)	30.14 (6)
(ii) Non-Tax revenue	63.62 (2)	94.97 (3)	115.41 (3)	149.04 (3)	125.40 (3)
(iii) State's share of Union taxes and duties	404.38 (13)	515.78 (16)	650.62 (18)	686.52 (17)	706.34 (16)
(iv) Grants-in-aid from Government of India	2,260.03 (75)	2,381.06 (71)	2,561.61 (70)	2,798.72 (69)	3,042.60 (69)
2. Misc. Capital Receipts	**NIL**	**NIL**	**NIL**	**NIL**	**NIL**
3. Recoveries of Loans and Advances	**3.86**	**3.52**	**3.27**	**3.25**	**3.51**
4. Total Revenue and Non-debt Capital Receipts (1+2+3)	**3,024.12**	**3,333.36**	**3,698.34**	**4,080.03**	**4,404.86**
5. Public Debt Receipts	**144.98**	**224.96**	**50.09**	**208.69**	**493.81**
Internal Debt (excluding Ways and Means Advances and Overdrafts)	136.16	219.13	46.80	206.17	490.51
Net transactions under Ways and Means Advances and Overdrafts	NIL	NIL	NIL	NIL	NIL
Loans and Advances from Government of India▲	8.82	5.83	3.29	2.52	3.30
6. Total Receipts in the Consolidated Fund (4+5)	**3,172.96**	**3,561.84**	**3,751.70**	**4,288.72**	**4,898.67**
7. Contingency Fund Receipts	**NIL**	**NIL**	**NIL**	**NIL**	**NIL**
8. Public Account Receipts	**1,587.63**	**1,477.49**	**1,626.02**	**2,082.46**	**2,293.48**
9. Total Receipts of the State (6+7+8)	**4,760.59**	**5,039.33**	**5,377.72**	**6,371.18**	**7,192.15**

▲ Includes Ways and Means Advances from GOI.

APPENDIX 1.5 (Contd.)

Time Series Data on State Government Finances

(Reference: Paragraph 1.5.1)

(Rupees in crore)

	2005-06	2006-07	2007-08	2008-09	2009-10
Part B. Expenditure/Disbursement					
10. Revenue Expenditure	**2,391.79 (76)**	**2,482.56 (78)**	**2,793.64 (75)**	**3,129.45 (72)**	**4,213.79 (76)**
Plan including CSS	412.54 (17)	490.05 (20)	576.39 (21)	654.98 (21)	796.63 (19)
Non-plan	1979.25 (83)	1992.51 (80)	2217.25 (79)	2474.47 (79)	3,417.16 (81)
General Services (including Interest Payment)	1072.87 (34)	1155.20 (36)	1312.65 (47)	1336.94 (43)	1,855.52 (44)
Economic Services	484.70 (15)	408.99 (13)	473.82 (17)	564.92 (18)	701.91 (17)
Social Services	780.61 (25)	869.25 (27)	943.00 (34)	1148.17 (37)	1,560.74 (37)
Grants-in-aid and Contributions	53.61 (2)	49.12 (2)	64.17 (2)	79.42 (3)	95.62 (2)
11. Capital Expenditure	**743.94 (24)**	**722.45 (23)**	**923.68 (25)**	**1,202.39 (27)**	**1,332.22 (24)**
Plan including CSS	697.36 (94)	661.97 (92)	847.78 (92)	1123.75 (93)	1,263.77 (95)
Non-Plan	46.58 (6)	60.48 (8)	75.90 (8)	78.64 (7)	68.45 (5)
General Services	82.84 (11)	78.36 (11)	106.09 (12)	192.83 (16)	213.87 (16)
Economic Services	412.60 (55)	413.89 (57)	483.45 (52)	616.12 (51)	671.93 (50)
Social Services	248.50 (34)	230.20 (32)	334.14 (36)	393.44 (33)	446.42 (34)
12. Disbursement of Loans and Advances	**2.35**	**0.68**	**0.30**	**18.08**	**17.56**
13. Total (10+11+12)	**3,138.08**	**3,205.69**	**3,717.62**	**4,349.92**	**5,563.57**
14. Repayments of Public Debt	**163.34**	**95.78**	**116.93**	**161.12**	**193.94**
Internal Debt (excluding Ways and Means Advances and Overdrafts)	134.39	68.05	88.88	132.80	165.24
Net transactions under Ways and Means Advances and Overdrafts	NIL	NIL	NIL	NIL	NIL
Loans and Advances from Government of India	28.95	27.73	28.05	28.32	28.70
15. Appropriation to Contingency Fund	**NIL**	**NIL**	**NIL**	**NIL**	**NIL**
16. Total Disbursement out of Consolidated Fund (13+14+15)	**3,301.42**	**3,301.47**	**3,834.55**	**4,511.04**	**5,757.51**
17. Contingency Fund Disbursements	**NIL**	**NIL**	**NIL**	**NIL**	**NIL**
18. Public Account Disbursements	**1,300.85**	**1,354.01**	**1,562.38**	**1,813.98**	**1,849.24**
19. Total disbursement by the State (16+17+18)	**4,602.27**	**4,655.48**	**5,436.93**	**6,325.02**	**7,606.75**

Includes Ways and Means Advances from GOI.

APPENDIX 1.5 (Contd.)

Time Series Data on State Government Finances

(Reference: Paragraph 1.5.1)

(Rupees in crore)

	2005-06	2006-07	2007-08	2008-09	2009-10
Part C. Deficits					
20. Revenue Deficit (-)/ Surplus (+) (1-10)	(+) 632.33	(+) 850.80	(+) 904.70	(+) 947.33	(+) 187.56
21. Fiscal Deficit (-) / Surplus (+) (4 - 13)	(-) 110.10	(+) 131.19	(-) 16.01	(-) 269.89	(-) 1158.71
22. Primary Surplus (+)/ Deficit (-) (21+23)	(+) 260.52	(+) 519.36	(+) 379.75	(+) 124.40	(-) 750.20
Part D. Other data					
23. Interest payments (percentage of Revenue expenditure)	370.62 (15)	388.17 (16)	395.76 (14)	394.29 (13)	408.51 (10)
24. Arrears of Revenue[1] (percentage of Tax and Non-Tax revenue receipts)	12.01 (3.34)	13.41 (3.07)	11.16 (2.30)	18.37 (3.11)	17.71 (2.71)
25. Financial Assistance to local bodies etc.	134.62	171.25	148.38	226.66	223.37
26. Ways and Means Advances/Overdraft availed (days)	NIL	NIL	NIL	NIL	NIL
27. Interest on Ways and Means Advances/Overdraft (₹ in crore)	NIL	NIL	NIL	NIL	NIL
28. Gross State Domestic Product (GSDP)[4]	7,296.61	7,888.98	8,521.68	10,008.26	10,905.00 (A)
29. Outstanding Fiscal Liabilities[2] (year-end)	4,420.57	4,626.08	4,745.32	5,066.51	5,777.80
30. Outstanding guarantees (year-end)[3]	46.98	40.89	35.64	29.53*	29.54*
31. Maximum amount guaranteed (year-end)	65.37	67.96	74.66	76.66	76.66
32. Number of incomplete projects[1]	220	185	212	116	13
33. Capital blocked in incomplete projects	177.24	188.52	213.05	276.84	112.88
Part E: Fiscal Health Indicators					
Own Tax revenue / GSDP (ratio)	4.05	4.32	4.35	4.42	4.83
Own Non-Tax Revenue /GSDP (ratio)	0.87	1.20	1.35	1.49	1.15
Central Transfers / GSDP (ratio)	36.51	36.72	37.69	34.82	34.38
II Expenditure Management					
Total Expenditure / GSDP (ratio)	43.00	40.63	43.63	43.46	51.02
Total Expenditure / Revenue Receipts (ratio)	103.77	96.17	100.52	106.70	126.41
Revenue Expenditure / Total Expenditure (ratio)	76.22	77.44	75.15	71.94	75.74
Expenditure on Social Services / Total Expenditure (ratio)	32.79	34.30	34.35	35.44	36.08
Expenditure on Economic Services / Total Expenditure (ratio)	28.59	25.67	25.75	27.15	24.69
Capital Expenditure/ Total Expenditure (ratio)	23.71	22.54	24.85	27.64	23.95

* Including interest of ₹5.29 crore.

* Including interest of ₹5.29 crore.

[1] Number of incomplete projects upto 2008-09 were costing ₹ one crore and above each and for the year 2009-10 it was involving ₹ five crore and above.

APPENDIX 1.5 (Concld.)

Time Series Data on State Government Finances

(Reference: Paragraph 1.5.1)

(Rupees in crore)

	2005-06	2006-07	2007-08	2008-09	2009-10
Capital Expenditure on Social and Economic Services / Total Expenditure	21.07	20.09	21.99	23.81	20.10
III Management of Fiscal Imbalances					
Revenue surplus / GSDP (ratio)	8.67	10.78	10.62	9.47	1.72
Fiscal deficit / GSDP (ratio)	1.51	*	0.19	2.70	(-)10.63
Primary Deficit (surplus) / GSDP (ratio)	3.57	6.58	4.46	1.24	(-) 6.88
Revenue Surplus / Fiscal Deficit (ratio)	(-) 574.32	648.52	5650.84	(-) 351.01	(-) 16.19
Primary Revenue Balance / GSDP (ratio)	13.79	15.75	15.30	13.44	5.50
IV Management of Fiscal Liabilities					
Fiscal Liabilities / GSDP (ratio)	60.58	58.63	55.68	50.62	52.98
Fiscal Liabilities / RR (ratio)	146.19	138.78	128.30	124.28	131.27
Primary deficit vis-à-vis quantum spread (ratio)	(-) 4.91	24.99	32.82	(-) 27.89	(-) 15.11
Debt Redemption (Principal + Interest) / Total Debt Receipts (ratio)	299.90	168.99	805.31	210.90	107.49
V Other Fiscal Health Indicators					
Return on Investment (₹ in crore)	0.27	0.11	0.27	Nil	Nil
Balance from Current Revenue (₹ in crore)	111.72	151.69	192.90	142.95	(-) 769.32
Financial Assets / Liabilities (ratio)	1.40	1.57	1.73	1.88	1.80

1. The information on arrears of revenue as furnished by the taxation authorities included only Sales Tax
2. Apart from public debt, includes other liabilities (i.e., Small savings etc., Reserve fund and Deposit).
3. Outstanding guarantees include interest.
4. GSDP for the year upto 2005-06 is on actual basis and for the year 2006-07 is on provisional figures as made available by the State Government. The figure for the year 2007-08 arrived at on the basis of average rate of growth for the last 4 years. The figure for 2008-09 and 2009-10 are is Advanced estimated GSDP, based on constant price and appeared in the Quarterly Review Report of Finance Minister for the Third Quarter of 2008-09, and 4th quarter of 2009-10 respectively placed before the State Legislature with State Budget.
5. Figures in brackets represent percentage to total of each sub-heading.

APPENDIX 2.1

Statement of various grants/appropriations with savings of Rs 10 crore and above

(Reference: Paragraph 2.3.1)

Sl. No.	No. and Name of the Grant	Original	Supplementary	Total	Actual Expenditure	Savings
Revenue-Voted						
1.	19 – Tribal Welfare Department	320.02	83.09	403.11	346.50	56.61
2.	20 – Welfare of Scheduled Castes Department	116.62	35.40	152.02	109.10	42.92
3.	27 – Agriculture Department	115.70	2.49	118.19	95.89	22.30
4.	35 - Urban Development Department	74.88	27.03	101.91	74.51	27.40
5.	43 – Finance Department	728.28	-	728.28	563.44	164.84
6.	52 – Family Welfare and Preventive Medicine	86.44	4.23	90.67	80.61	10.06
Capital-Voted						
7.	6 – Revenue Department	24.85	23.04	47.89	30.38	17.51
8.	11 – Transport Department	24.77	12.94	37.71	16.34	21.37
9.	13 – Public Works (Roads and Bridges) Department	164.45	50.55	215.00	191.98	23.02
10.	15 – Public Works (Water Resources) Department	42.85	6.53	49.38	22.33	27.05
11.	**16 – Health Department**	**22.18**	**15.46**	**37.64**	**24.01**	**13.63**
12.	19 – Tribal Welfare Department	473.42	273.23	746.65	440.85	305.80
13.	20 – Welfare of Scheduled Castes Department	249.93	144.18	394.11	204.20	189.91
14.	23 – Panchayati Raj Department	19.55	30.96	50.51	22.56	27.95
15.	27 – Agriculture Department	50.16	10.10	60.26	20.54	39.72
16.	30 – Forest Department	20.43	0.36	20.79	4.89	15.90
17.	31 – Rural Development Department	33.15	1.15	34.30	19.51	14.79
18.	34 – Planning and Co-ordination Department	104.79	-	104.79	3.12	101.67
19.	39 – Education (Higher) Department	22.75	41.17	63.92	29.21	34.71
20.	40 – Education (School) Department	26.46	48.48	74.94	42.20	32.74
21.	41 – Education (Social) Department	8.76	11.63	20.39	-	20.39
22.	42 – Education (Sports and Youth Programme) Department	0.91	11.34	12.25	1.82	10.43
23.	43 – Finance Department	102.00	-	102.00	0.63	101.37
24.	51 – Public Works (Drinking Water and Sanitation) Department	85.30	1.53	86.83	66.22	20.61
	Total :	**2,918.65**	**834.89**	**3,753.54**	**2,410.84**	**1,342.70**

APPENDIX 2.2

Statement of various grants/appropriations where excess expenditure occurred during the year 2009-10 which are required to be regularised
(Reference: Paragraph 2.3.5)

(Rupees in crore)

Sl. No.	Grant No	Name of the Grant/Appropriation	Total Grant/ Appropriation	Total expenditure	Excess expenditure
(1)	(2)	(3)	(4)	(5)	(6)
1.	13	Public Works (Roads and Bridges) Department (Revenue – Voted)	281.51	283.93	2.42
2.	14	Power Department (Revenue – Charged)	-	5.51	5.51
		(Capital – Voted)	75.07	98.43	23.36
3.	15	Public Works (Water Resources) Department (Revenue – Voted)	82.90	85.34	2.44
4.	16	Health Department (Revenue – Voted)	95.99	96.58	0.59
5.	23	Panchayati Raj Department (Revenue – Voted)	92.28	105.83	13.55
6.	24	Industries and Commerce Department (Capital – Voted)	24.81	34.14	9.33
7.	25	Industries (Handloom, Handicrafts and Sericulture) Department (Capital – Voted)	4.25	4.42	0.17
8.	29	Animal Resources Development Department (Capital – Voted)	4.36	6.35	1.99
9.	32	Tribal Rehabilitation in Plantation and Primitive Group Programme Department (Revenue – Voted)	13.51	13.86	0.35
10.	37	Labour Organisation (Revenue – Voted)	5.21	5.60	0.39
11.	43	Finance Department (Capital – Charged)	159.68	161.74	2.06
12	54	Factories and Boilers (Revenue – Voted)	1.20	1.21	0.01
Total :			**840.77**	**902.94**	**62.17**

APPENDIX 2.3

Cases where supplementary provision (₹ 50 lakh or more in each case) proved unnecessary
(Reference: Paragraph 2.3.6)

(Rupees in lakh)

Sl. No.	Number and name of Grant / Appropriation	Original provision	Actual expenditure	Savings out of original provision	Supplementary provision
Revenue-voted					
1.	3 – General Administration (SA) Department	3,227.18	3,014.01	213.17	89.27
2.	6 – Revenue Department	8,038.95	7,926.21	112.74	79.09
3.	20 – Welfare of Scheduled Castes Department	11,661.87	10,910.27	751.60	3,540.19
4.	24 – Industries and Commerce Department	1,905.41	1,897.72	7.69	164.59
5.	26 – Fisheries Department	2,555.96	2,504.91	51.05	92.50
6.	27 – Agriculture Department	11,569.52	9,589.30	1,980.22	249.25
7.	28 – Horticulture Department	2,441.60	2,339.32	102.28	57.10
8.	29 – Animal Resource Development Department	4,770.08	4,197.64	572.44	273.72
9.	30 – Forest Department	4,758.15	4,479.24	278.91	199.22
10.	35 – Urban Development Department	7,487.59	7,450.99	36.60	2,703.03
11.	38 – General Administration (Printing and Stationery) Department	1,094.27	975.70	118.57	70.73
12.	42 – Education (Sports and Youth Programme) Department	2,761.54	2,759.71	1.83	253.61
13.	45 – Taxes and Excise	709.42	701.46	7.96	177.88
14.	52 – Family Welfare and Preventive Medicine	8,644.18	8,061.41	582.77	423.44
Capital-voted					
15.	11 – Transport Department	2,477.00	1,633.71	843.29	1,293.98
16.	15 – Public Works (Water Resources) Department	4,285.44	2,232.92	2,052.52	652.82
17.	19 – Tribal Welfare Department	47,342.23	44,085.44	3,256.79	27,323.40
18.	20 – Welfare of Scheduled Castes Department	24,992.32	20,419.73	4,572.59	14,418.23
19.	27 – Agriculture Department	5,015.87	2,054.24	2,961.63	1,010.06
20.	28 – Horticulture Department	620.32	474.55	145.77	213.20
21.	31 – Rural Development Department	3,315.40	1,951.00	1,364.40	115.00
22.	51 – Public Works (Drinking Water and Sanitation) Department	8,529.52	6,621.91	1,907.61	153.21
	Total:	**168,203.82**	**146,281.39**	**21,922.43**	**53,553.52**

APPENDIX 2.4

Statement of cases where supplementary provision proved insufficient resulting in excess expenditure of more than ₹ 1 crore

(Reference: Paragraph 2.3.6)

(Rupees in crore)

Sl. No.	Number Name of the Grants and Appropriation	Original Provision	Supplementary provision	Total	Actual Expenditure	Excess
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Revenue-voted						
1.	13 – Public Works (Roads and Bridges) Department	258.13	23.38	281.51	283.93	2.42
2.	15 – Public Works (Water Resource) Department	72.10	10.80	82.90	85.34	2.44
3.	23 – Panchayati Raj Department	89.17	3.11	92.28	105.83	13.55
Capital-voted						
4.	14 – Power Department	51.07	24.00	75.07	98.43	23.36
5.	24 – Industries and Commerce Department	17.59	7.22	24.81	34.14	9.33
6.	29 – Animal Resource Development Department	3.94	0.42	4.36	6.35	1.99
	Total	**492.00**	**68.93**	**560.93**	**614.02**	**53.09**

APPENDIX 2.5

Statement of cases where supplementary provision proved excessive by more than ₹ 50 lakh
(Reference: Paragraph 2.3.6)

(Rupees in lakh)

Sl. No.	Number and name of Grant/Appropriation	Original provision	Actual expenditure	Additional requirement	Supplementary provision	Savings
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Revenue-voted						
1.	4 – Election Department	1,140.74	1,456.49	315.75	541.74	225.99
2.	10 – Home (Police) Department	53,261.35	53,683.48	422.13	2,257.05	1,834.92
3.	11 – Transport Department	215.94	1,304.11	1,088.17	1,209.84	121.67
4.	12 – Co-operation Department	1,235.59	1,632.57	396.98	531.15	134.17
5.	22 – Relief and Rehabilitation	1,644.64	1,940.65	296.01	600.75	304.74
6.	25 – Industries (Handloom, Handicraft and Sericulture) Department	1,409.34	1,492.19	82.85	292.90	210.05
7.	39 – Education (Higher) Department	5,004.47	5,376.13	371.66	712.18	340.52
8.	40 – Education (School) Department	67,314.23	68,631.10	1,316.87	5,194.29	3,877.42
Revenue-charged						
9.	43 – Finance Department	35,756.00	37,191.25	1,435.25	7,569.01	6,133.76
10.	53 – Tribal Welfare (Research) Department	114.25	126.00	11.75	113.93	102.18
Capital-voted						
11.	6 – Revenue Department	2,484.87	3,037.58	552.71	2,303.63	1,750.92
12.	16 – Health Department	2,217.58	2,401.17	183.59	1,546.36	1,362.77
13.	17 – Information, Cultural Affairs and Tourism Department	181.00	297.59	116.59	996.08	879.49
14.	21 – Food and Civil Supplies Department	95.09	129.00	33.91	106.45	72.54
15.	23 – Panchayati Raj Department	1,954.86	2,256.08	301.22	3,096.06	2,794.84
16.	36 – Jail Department	658.50	748.22	89.72	410.21	320.49
17.	39 – Education (Higher) Department	2,274.52	2,920.74	646.22	4,116.96	3,470.74
18.	40 – Education (School) Department	2,645.57	4,220.19	1,574.62	4,848.00	3,273.38
19.	42 – Education (Sports and Youth Programme) Department	91.00	181.91	90.91	1,133.50	1,042.59
20.	52 – Family Welfare and Preventive Medicine	303.50	320.78	17.28	859.52	842.24
Capital-charged						
21.	13 – Public Works (Roads and Bridges) Department	2,800.00	2,836.17	36.17	150.00	113.83
	Total :	**1,82,803.04**	**1,92,183.40**	**9,380.36**	**38,589.61**	**29,209.25**

APPENDIX 2.6

Statement of cases where re-appropriation proved unnecessary, excessive or insufficient resulting in saving / excess of ₹ 1 crore and above

(Reference : Paragraph 2.3.7)

(Rupees in lakh)

Sl. No.	Number and name of Grant / Appropriation	Head of Account	Description	Re-appropriation	Final excess (+) / savings (-)
(1)	(2)	(3)	(4)	(5)	(6)
1.	**3 – General Administration (SA) Department**	(i) 2052	Secretariat – General Services		
		05	Establishment		
		08	Civil Secretariat (Non-Plan)	(-) 0.50	(-) 101.54
2.	**5 – Law Department**	(i) 2014	Administration of Justice		
		105	Civil and Session Courts		
		22	Judicial		
		05	Judicial Administration (Non-Plan)	(+) 0.40	(-) 191.25
3.	**6 – Revenue Department**	(i) 2029	Land Revenue		
		101	Collection Charges		
		05	Establishment		
		16	District Establishment (Non-Plan)	(+) 1.75	(+) 251.50
		(ii) 4070	Capital Outlay on Other Administrative Services		
		800	Other Expenditure		
		44	Additional Central Assistance		
		70	State Share		
		06	Revenue (Plan)	(-) 150.00	(-) 150.00
4.	**10 – Home (Police) Department**	(i) 2055	Police		
		108	State Headquarters Police		
		11	T.S.R Battalion		
		01	Battalion No. I (Non-Plan)	(+) 25.68	(-) 247.55
		(ii) 12	Indian Reserve Battalion (Non-SRE)		
		09	Battalion No. IX (Non-Plan)	(-) 805.90	(-) 137.54
		(iii) 003	Education and Training		
		08	Police		
		14	Police Training College (Non-Plan)	(+) 307.29	(-) 229.93
		(iv) 04	Battalion No. IV (Non-Plan)	(+) 312.24	(-) 146.13
		(v) 06	Battalion No. VI (Non-Plan)	(+) 471.03	(-) 142.32
		(vi) 08	I.R Battalion No. VIII (Non-Plan)	(-) 720.81	(+) 812.94
		(vii) 3275	Other Communication Services		
		101	Wireless Planning and Co-ordination		
		08	Police		
		10	Police Communication (Non-Plan)	(+) 251.43	(-) 145.29
		(viii) 4055	Capital Outlay on Police		
		800	Other Expenditure		
		08	Police		

APPENDIX 2.6 (Contd.)

Statement of cases where re-appropriation proved unnecessary, excessive or insufficient resulting in saving / excess of rupees one crore and above
(Reference : Paragraph 2.3.7)

(Rupees in lakh)

Sl. No.	Number and name of Grant / Appropriation	Head of Account	Description	Re-appropriation	Final excess (+) / savings (-)
		11	Police Force Modernisation (Non-Plan)	(+) 12.00	(-) 353.04
5.	**11 – Transport Department**	(i) 4552	Capital Outlay on North Eastern Areas		
		050	Lands and Buildings		
		47	Inter-State Truck Terminus at Transport Nagar near Jirania (NEC Scheme)	(-) 60.00	(-) 138.38
6.	**13 – Public Works (Roads and Bridges) Department**	(i) 2059	Public Works		
		80	General		
		001	Direction and Administration		
		25	Public Works		
		03	Execution (Non-Plan)	(-) 60.75	(+) 215.45
		(ii) 3054	Roads and Bridges		
		04	District and Other Roads		
		800	Other Expenditure		
		25	Public Works		
		03	Execution (Non-Plan)	(-) 37.00	(+) 636.26
		(iii) 2059	Public Works		
		053	Maintenance and Repairs		
		43	Finance Commission		
		28	Public Buildings (Non-Plan)	(-) 100.00	(-) 195.96
		(iv) 3054	Roads and Bridges		
		80	General		
		052	Machinery and Equipment		
		25	Public Works		
		03	Execution (Non-Plan)	(-) 500.00	(-) 490.21
		(v) 5054	Capital Outlay on Roads and Bridges		
		04	District and Other Roads		
		800	Other Expenditure		
		44	Additional Central Assistance		
		01	ACA (Plan)	(+) 991.48	(-) 1,155.60
		(vi) 99	Others		
		60	Other than M.N.P (Plan)	(-) 3,058.00	(+) 825.97
		(vii) 54	National Bank for Agriculture and Rural Development (NABARD)		
		01	RIDF-V-Construction of ongoing Rural Bridges Project (Plan)	(+) 1,170.52	(-) 387.18
		(viii) 6003	Internal Debt of the State Government		
		103	Loans from Life Insurance Corporation of India		
		58	Debt Services		
		08	LIC Loan (Non-Plan)	(-) 70.00	(-) 107.92
7.	**14 – Power Department**	(i) 4552	Capital Outlay on North Eastern Areas		
		04	Diesel/ Gas Power Generation		

APPENDIX 2.6 (Contd.)

Statement of cases where re-appropriation proved unnecessary, excessive or insufficient resulting in saving / excess of rupees one crore and above

(Reference : Paragraph 2.3.7)

(Rupees in lakh)

Sl. No.	Number and name of Grant / Appropriation	Head of Account	Description	Re-appropriation	Final excess (+) / savings (-)
		800	Other Expenditure		
		57	North Eastern Area Development		
		65	21 MW Baramura Unit-V Gas Based Power Project, Tripura (NEC)	(-) 216.00	(+) 1536.60
		(ii) 4801	Capital Outlay on Power Projects		
		80	General		
		190	Investment in Public Sector and other Undertakings		
		56	Non-lapsable		
		09	Sub-Transmission and Distribution (CSS)	(+) 0.52	(+) 192.00
8.	**15 – Public Works (Water Resources) Department**	(i) 2711	Flood Control and Drainage		
		01	Flood Control		
		001	Direction and Administration		
		27	Water Resource		
		05	Flood Control and Drainage (Non-Plan)	(-) 7.40	(-) 146.11
		(ii) 4701	Capital Outlay on Medium Irrigation		
		80	General		
		800	Other Expenditure		
		45	Accelerated Irrigation Benefit Programme (AIBP)		
		02	Khowai Irrigation Projects (Plan)	(+) 327.59	(-) 314.11
		(iii) 03	Manu Irrigation Projects (Plan)	(-) 252.91	(-) 119.39
		(iv) 4702	Capital Outlay on Minor Irrigation		
		101	Surface Water		
		45	Accelerated Irrigation Benefit Programme (AIBP)		
		04	Other Irrigation Projects (Plan)	(-) 305.72	(-) 581.50
		(v) 46	State Share of AIBP		
		04	Other Irrigation Projects (Plan)	(+) 71.88	(-) 172.17
		(vi) 4711	Capital Outlay on Flood Control Projects		
		01	Flood Control		
		800	Other Expenditure		
		27	Water Resource		
		17	Critical Flood Control and Anti Erosion Schemes in Brahmaputra and Barak Valley (Plan)	(-) 363.28	(-) 339.91
9.	**16 – Health Department**	(i) 2059	Public Works		
		43	Finance Commission		
		28	Public Building (Non-Plan)	(+) 124.24	(-) 106.06

APPENDIX 2.6 (Contd.)

Statement of cases where re-appropriation proved unnecessary, excessive or insufficient resulting in saving / excess of rupees one crore and above
(Reference : Paragraph 2.3.7)

(Rupees in lakh)

Sl. No.	Number and name of Grant / Appropriation	Head of Account	Description	Re-appropriation	Final excess (+) / savings (-)
		(ii) 2210	Medical and Public Health		
		01	Urban Health Services – Allopathy		
		001	Direction and Administration		
		98	Administration		
		16	Health (Non-Plan)	(-) 214.21	(-) 539.48
		(iii) 4210	Capital Outlay on Medical and Public Health		
		(iv) 53	Upgradation of I.G.M Hospital, Agartala	(+) 538.72	(-) 600.00
		(v) 44	Additional Central Assistance		
		56	Non-Lapsable		
		24	Development of G.B.P. Hospital (CSS)	(-) 106.44	(-) 163.01
		(vi) 70	State Share		
		16	Health (Plan)	(+) 2.99	(-) 255.44
10.	**19 – Tribal Welfare Department**	(i) 2225	Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes		
		02	Welfare of Scheduled Tribes		
		001	Direction and Administration		
		33	Welfare Programme		
		09	General (Non-Plan)	(-) 406.77	(-) 135.05
		(ii) 227	Education		
		86	C.S. Scheme – I		
		29	Post Matric Scholarship to S.T. Students (CSS)	(+) 22.25	(+) 104.81
		(iii) 3604	Compensation and Assignments to Local Bodies and Panchayati Raj Institutions		
		108	Taxes on Professions, Trade, Callings and Employment		
		34	Tribal Sub-Plan		
		14	Sixth Schedule (Non-Plan)	(+) 406.77	(-) 826.67
		(iv) 200	Other Miscellaneous Compensations and Assignments		
		34	Tribal Sub-Plan		
		14	Sixth Schedule (Non-Plan)	(-) 37.34	(-) 616.66
		(v) 101	Land Revenue		
		34	Tribal Sub-Plan		
		14	Sixth Schedule (Non-Plan)	(+) 275.00	(+) 1,443.33
		(vi) 2401	Crop Husbandry		
		109	Extension and Farmer's Training		
		37	Agricultural Development		
		36	Rastriya Krishi Vikash Yojana (RKVY) (Plan)	(-) 406.18	(-) 112.90
		(vii) 001	Direction and Administration		
		98	Administration		
		27	Agriculture (Plan)	(-) 8.77	(+) 148.07

APPENDIX 2.6 (Contd.)

Statement of cases where re-appropriation proved unnecessary, excessive or insufficient resulting in saving / excess of rupees one crore and above
(Reference : Paragraph 2.3.7)

(Rupees in lakh)

Sl. No.	Number and name of Grant / Appropriation	Head of Account	Description	Re-appropriation	Final excess (+) / savings (-)
		(viii) 2406	Forestry and Wild Life		
		01	Forestry		
		101	Forest Conservation, Development and Regeneration		
		43	Finance Commission		
		27	Maintenance of Forest – Preservation of Forest Wealth (Plan)	(-) 14.00	(-) 130.40
		(ix) 2202	General Education		
		02	Secondary Education		
		104	Teachers and Other Services		
		41	Human Development		
		18	Government Secondary Schools (Plan)	(-) 18.15	(-) 279.69
		(x) 2235	Social Security and Welfare		
		03	National Social Assistance Programme		
		67	National Social Assistance Programme (NSAP)		
		01	National Old Age Pension (Plan)	(+) 3.45	(-) 336.89
		(xi) 02	Social Welfare		
		102	Child Welfare		
		33	Welfare Programme		
		15	Integrated Child Development Scheme (Plan)	(+) 16.42	(-) 224.98
		(xii) 2210	Medical and Public Health		
		03	Rural Health Services – Allopathy		
		103	Primary Health Centres		
		70	State Share		
		52	Family Welfare and Preventive Medicine (Plan)	(+) 4.65	(-) 147.35
		(xiii) 2405	Fisheries		
		101	Inland Fisheries		
		36	Fishery Development		
		01	Development of Fisheries (Plan)	(-) 188.62	(+) 202.50
		(xiv) 02	Development of Inland Fisheries (Plan)	(+) 146.48	(-) 202.87
		(xv) 2211	Family Welfare		
		101	Rural Family Welfare Services		
		87	C.S. Scheme – II		
		72	Health Sub-Centre (CSS)	(+) 2.56	(+) 173.69
		(xvi) 4701	Capital Outlay on Medium Irrigation		
		02	Khowai Irrigation Projects (Plan)	(+) 13.82	(-) 190.48

APPENDIX 2.6 (Contd.)

Statement of cases where re-appropriation proved unnecessary, excessive or insufficient resulting in saving / excess of rupees one crore and above
(Reference : Paragraph 2.3.7)

(Rupees in lakh)

Sl. No.	Number and name of Grant / Appropriation	Head of Account	Description	Re-appropriation	Final excess (+) / savings (-)
		(xvii) 4702	Capital Outlay on Minor Irrigation		
		101	Surface Water		
		45	Accelerated Irrigation Benefit Programme (AIBP)		
		04	Other Irrigation Projects (Plan)	(-) 1,012.72	(-) 324.47
		(xviii) 46	State Share of AIBP		
		04	Other Irrigation Projects (Plan)	(-) 22.59	(-) 101.59
		(xix) 4515	Capital Outlay on Other Rural Development Programmes		
		101	Panchayati Raj		
		99	Others		
		70	Backward Regions Grant Fund (BRGF) (Plan)	(+) 0.62	(-) 231.58
		(xx) 4875	Capital Outlay on Other Industries		
		60	Other Industries		
		800	Other Expenditure		
		75	Special Plan Assistance		
		01	SPA (Plan)	(+) 70.80	(-) 500.00
		(xxi) 4215	Capital Outlay on Water Supply and Sanitation		
		01	Water Supply		
		800	Other Expenditure		
		70	State Share		
		31	Rural Development (Plan)	(-) 900.00	(-) 256.83
		(xxii) 5054	Capital Outlay on Roads and Bridges		
		02	Strategic and Border Roads		
		337	Road Works		
		56	Non-lapsable		
		06	Halahali – Dangabari – Belonia Road (CSS)	(+) 111.68	(-) 173.68
		(xxiii) 04	District and Other Roads		
		800	Other Expenditure		
		13	Transportation		
		01	Central Road Fund (CRF) (Plan)	(+) 29.24	(-) 100.00
		(xxiv) 4552	Capital Outlay on North Eastern Areas		
		04	Diesel/ Gas Power Generation		
		800	Other Expenditure		
		57	North Eastern Area Development		
		65	21 MW Baramura Unit-V Gas based Power Project, Tripura (NEC Scheme)	(-) 98.00	(-) 1,302.00

APPENDIX 2.6 (Contd.)

Statement of cases where re-appropriation proved unnecessary, excessive or insufficient resulting in saving / excess of rupees one crore and above
(Reference : Paragraph 2.3.7)

(Rupees in lakh)

Sl. No.	Number and name of Grant / Appropriation	Head of Account	Description	Re-appropriation	Final excess (+) / savings (-)
		(xxv) 4801	Capital Outlay on Power Projects		
		80	General		
		190	Investment in Public Sector and Other Undertakings		
		56	Non-lapsable		
		09	Sub-Transmission and Distribution (CSS)	(+) 0.31	(-) 124.00
		(xxvi) 4210	Capital Outlay on Medical and Public Health		
		01	Urban Health Services		
		110	Hospital and Dispensaries		
		56	Non-lapsable		
		23	Para Medical Institute (CSS)	(+) 65.99	(-) 109.56
		(xxvii) 26	North District Hospital (CSS)	(+) 69.00	(-) 100.00
		(xxviii)35	Construction of Some Components of 150 Bedded Dhalai District Hospital (CSS)	(+) 204.72	(-) 257.23
		(xxix) 4406	Capital Outlay on Forestry and Wild Life		
		01	Forestry		
		800	Other Expenditure		
		51	Externally Aided Project		
		08	Indo-German Development Co-operation Project (Plan)	(-) 260.00	(-) 140.00
		(xxx) 4202	Capital Outlay on Education, Sports, Art and Culture		
		01	General Education		
		202	Secondary Education		
		44	Additional Central Assistance		
		01	ACA (Plan)	(+) 13.32	(-) 400.00
		(xxxi) 75	Special Central Assistance		
		01	SPA (Plan)	(+) 5.00	(-) 330.00
		(xxxii) 4070	Capital Outlay on Other Administrative Services		
		800	Other Expenditure		
		73	National e-Governance Plan		
		01	NEGAP (Plan)	(-) 26.90	(-) 200.64
		(xxxiii)4711	Capital Outlay on Flood Control Projects		
		01	Flood Control		
		800	Other Expenditure		
		17	Critical Flood Control and Anti Erosion Schemes in Brahmaputra and Barak Valley (Plan)	(+) 236.41	(-) 193.24
11.	**20 – Welfare of Scheduled Castes Department**	(i) 2225	Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes		
		03	Welfare of Backward Classes		
		277	Education		

APPENDIX 2.6 (Contd.)

Statement of cases where re-appropriation proved unnecessary, excessive or insufficient resulting in saving / excess of rupees one crore and above
(Reference : Paragraph 2.3.7)

(Rupees in lakh)

Sl. No.	Number and name of Grant / Appropriation	Head of Account	Description	Re-appropriation	Final excess (+) / savings (-)
		33	Welfare Programme		
		27	O.B.C Welfare	(+) 7.35	(-) 100.63
		(ii) 2401	Crop Husbandry		
		109	Extension and Farmer's Training		
		37	Agricultural Development		
		36	Rastriya Krishi Vikash Yojana (RKVY) (Plan)	(-) 83.59	(-) 189.34
		(iii) 2217	Urban Development		
		01	State Capital Development		
		191	Assistance to Municipal Corporation		
		32	Urban Development		
		20	Jawaharlal Nehru National Urban Renewal Mission (JNNURM) (Plan)	(-) 67.10	(-) 266.03
		(iv) 2202	General Education		
		02	Secondary Education		
		104	Teachers and Other Services		
		41	Human Development		
		18	Government Secondary Schools (Plan)	(+) 0.03	(-) 225.38
		(v) 2235	Social Security and Welfare		
		02	Social Welfare		
		102	Child Welfare		
		33	Welfare Programme		
		15	Integrated Child Development Scheme (Plan)	(+) 15.07	(-) 123.21
		(vi) 4552	Capital Outlay on North Eastern Areas		
		04	District and Other Roads		
		800	Other Expenditure		
		57	North Eastern Area Development		
		09	Road of Fatikroy – Kailashahar – Dharmanagar – Kukital – Chankira Road – Pechartal – Chebri Road (NEC Scheme)	(+) 1,148.07	(-) 1,700.00
		(vii) 4701	Capital Outlay on Medium Irrigation		
		80	General		
		800	Other Expenditure		
		45	Accelerated Irrigation Benefit Programme (AIBP)		
		02	Khowai Irrigation Projects (Plan)	(-) 51.88	(-) 105.44
		(viii) 4702	Capital Outlay on Minor Irrigation		
		101	Surface Water		
		45	Accelerated Irrigation Benefit Programme (AIBP)		

APPENDIX 2.6 (Contd.)

Statement of cases where re-appropriation proved unnecessary, excessive or insufficient resulting in saving / excess of rupees one crore and above
(Reference : Paragraph 2.3.7)

(Rupees in lakh)

Sl. No.	Number and name of Grant / Appropriation	Head of Account	Description	Re-appropriation	Final excess (+) / savings (-)
		04	Other Irrigation Projects (Plan)	(-) 432.06	(-) 189.64
		(ix) 4515	Capital Outlay on Other Rural Development Programmes		
		101	Panchayati Raj		
		99	Others		
		70	Backward Regions Grant Fund (BRGF) (Plan)	(+) 0.34	(-) 124.74
		(x) 4406	Capital Outlay on Forestry and Wild Life		
		01	Forestry		
		800	Other Expenditure		
		51	Externally Aided Project		
		06	Japan Bank of International Corporation (Plan)	(-) 75.00	(-) 200.00
		(xi) 4215	Capital Outlay on Water Supply and Sanitation		
		01	Water Supply		
		800	Other Expenditure		
		70	State Share		
		31	Rural Development (Plan)	(-) 700.00	(-) 182.96
		(xii) 102	Rural Water Supply		
		28	Public Health		
		06	Execution (Plan)	(+) 21.84	(-) 150.97
		(xiii) 4202	Capital Outlay on Education, Sports, Art and Culture		
		01	General Education		
		41	Human Development		
		44	Additional Central Assistance		
		01	ACA (Plan)	(+) 26.96	(-) 200.54
		(xiv) 202	Secondary Education		
		203	University and Higher Education		
		18	Government Secondary Schools (Plan)	(+) 79.21	(-) 115.68
		(xv) 4552	Capital Outlay on North Eastern Areas		
		04	Diesel/ Gas Power Generation		
		800	Other Expenditure		
		57	North Eastern Area Development		
		65	21 MW Baramura Unit-V Gas Based Power Project, Tripura (NEC Scheme)	(+) 14.00	(-) 714.00
		(xvi) 4210	Capital Outlay on Medical and Public Health		
		01	Urban Health Services		
		110	Hospital and Dispensaries		
		56	Non-lapsable		

APPENDIX 2.6 (Contd.)

Statement of cases where re-appropriation proved unnecessary, excessive or insufficient resulting in saving / excess of rupees one crore and above
(Reference : Paragraph 2.3.7)

(Rupees in lakh)

Sl. No.	Number and name of Grant / Appropriation	Head of Account	Description	Re-appropriation	Final excess (+) / savings (-)
		48	Improvement of Teliamura Sub-Divisional Hospital (CSS)	(+) 101.80	(-) 230.65
		(xvii) 70	State Share		
		16	Health (Plan)	(+) 0.87	(-) 474.31
		(xviii) 4875	Capital Outlay on other Industries		
		60	Other Industries		
		800	Other Expenditure		
		75	Special Plan Assistance		
		01	SPA (Plan)	(+) 33.99	(-) 204.00
		(xix) 4070	Capital Outlay on Other Administrative Services		
		800	Other Expenditure		
		73	National e-Governance Plan		
		01	NEGAP (Plan)	(-) 14.75	(-) 110.03
12.	**23 – Panchayati Raj Department**	(i) 4515	Capital Outlay on Other Rural Development Programmes		
		101	Panchayati Raj		
		99	Others		
		70	Backward Regions Grant Fund (BRGF) (Plan)	(-) 22.90	(-) 306.84
13.	**24 – Industries and Commerce Department**	(i) 2230	Labour and Employment		
		03	Training		
		003	Training of Craftsman and Supervisors		
		05	Establishment		
		29	Industries Training Institute (Non-Plan)	(+) 0.33	(-) 155.20
		(ii) 4070	Capital Outlay on Other Administrative Services		
		800	Other Expenditure		
		29	Industries Development		
		24	Acquisition of Land (Plan)	(+) 279.52	(+) 230.64
14.	**27 – Agriculture Department**	(i) 2401	Crop Husbandry		
		001	Direction and Administration		
		37	Agriculture Development		
		50	Project for Development of Infrastructural Facilities (Non-Plan)	(-) 403.45	(-) 674.17
		(ii) 109	Extension and Farmer's Training		
		37	Agricultural Development		
		36	Rastriya Krishi Vikash Yojana (RKVY) (Plan)	(-) 252.18	(-) 950.50
		(iii) 86	C.S. Scheme – I		
		83	State Extension Programme (ATMA) (C.S.S)	(+) 105.00	(-) 388.28
		(iv) 4401	Capital Outlay on Crop Husbandry		
		103	Seeds		
		800	Other Expenditure		

APPENDIX 2.6 (Contd.)

Statement of cases where re-appropriation proved unnecessary, excessive or insufficient resulting in saving / excess of rupees one crore and above
(Reference : Paragraph 2.3.7)

(Rupees in lakh)

Sl. No.	Number and name of Grant / Appropriation	Head of Account	Description	Re-appropriation	Final excess (+) / savings (-)
		37	Agricultural Development		
		36	Rastriya Krishi Vikash Yojana (RKVY) (Plan)	(-) 1,352.35	(-) 291.68
15.	**28 – Horticulture Department**	(i) 2401	Crop Husbandry		
		001	Direction and Administration		
		98	Administration		
		28	Horticulture (Non-Plan)	(-) 152.00	(-) 194.32
16.	**29 – Animal Resources Development Department**	(i) 2403	Animal Husbandry		
		101	Veterinary Services and Animal Health		
		39	Animal Resource Development		
		36	Veterinary Hospitals and Dispensaries (Non-Plan)	(-) 119.80	(-) 137.53
		(ii) 102	Cattle and Buffalo Development		
		39	Animal Resource Development		
		05	Breeding Operation (Plan)	(+) 108.43	(-) 107.01
		(iii) 4403	Capital Outlay on Animal Husbandry		
		87	C.S. Scheme – II		
		01	Assistance to States for Control of Animal Diseases (CSS)	(-) 28.00	(+) 145.83
		(iv) 102	Cattle and Buffalo Development		
		39	Animal Resource Development		
		05	Breeding Operation (Plan)	(-) 74.20	(+) 102.50
17.	**30 – Forest Department**	(i) 2406	Forestry and Wild Life		
		01	Forestry		
		001	Direction and Administration		
		43	Finance Commission		
		27	Maintenance of Forest – Preservation of Forest Wealth (Plan)	(+) 23.00	(-) 179.95
		(ii) 4406	Capital Outlay on Forest and Wild Life		
		01	Forestry		
		800	Other Expenditure		
		51	Externally Aided Project		
		06	Japan Bank of International Co-operation (Plan)	(-) 925.00	(-) 200.00
		(iii) 08	Indo – German Development Co-operation Project (Plan)	(-) 250.00	(-) 100.00
18.	**31 – Rural Development Department**	(i) 4215	Capital Outlay on Water Supply and Sanitation		
		01	Water Supply		
		800	Other Expenditure		
		70	State Share		

APPENDIX 2.6 (Contd.)

Statement of cases where re-appropriation proved unnecessary, excessive or insufficient resulting in saving / excess of rupees one crore and above
(Reference : Paragraph 2.3.7)

(Rupees in lakh)

Sl. No.	Number and name of Grant / Appropriation	Head of Account	Description	Re-appropriation	Final excess (+) / savings (-)
		31	Rural Development (Plan)	(-) 900.00	(-) 582.93
19.	**36 – Jail Department**	(i) 2056	Jails		
		101	Jails		
		99	Others		
		62	Prison Administration (Non-Plan)	(+) 5.00	(-) 147.93
20.	**40 – Education (School) Department**	(i) 2202	General Education		
		01	Elementary Education		
		106	Teachers and Other Services		
		42	Government Primary Schools		
		01	Middle Stage Education (From Class VI to VIII) (Non-Plan)	(+) 346.25	(-) 1,308.38
		(ii) 02	Secondary Education		
		104	Teachers and Other Services		
		41	Human Development		
		18	Government Secondary Schools (Non-Plan)	(+) 1.38	(-) 1,695.17
		(iii) 800	Other Expenditure		
		70	State Share		
		40	School Education (Plan)	(+) 4.21	(+) 131.61
		(iv) 80	General		
		001	Direction and Administration		
		98	Administration		
		40	School Education (Non-Plan)	(+) 24.21	(-) 175.46
		(v) 4202	Capital Outlay on Education, Sports, Art and Culture		
		202	Secondary Education		
		44	Additional Central Assistance		
		01	ACA (Plan)	(+) 118.80	(-) 513.11
		(vi) 75	Special Plan Assistance		
		01	SPA (Plan)	(+) 202.00	(-) 1,591.20
		(vii) 88	C.S. Scheme - III		
		03	Information and Communication Technology in Schools in Tripura (CSS)	(+) 5.75	(-) 135.11
21.	**41 – Education (Social) Department**	(i) 2202	General Education		
		01	Elementary Education		
		106	Teachers and Other Services		
		33	Welfare Programme		
		09	General (Non-Plan)	(+) 48.46	(-) 128.77
		(ii) 2235	Social Security and Welfare		
		02	Social Welfare		
		001	Direction and Administration		
		33	Welfare Programme		
		09	General (Plan)	(+) 38.28	(-) 168.63
		(iii) 58	Integrated Child Development Scheme (CSS)	(+) 30.00	(-) 1,105.57
		(iv) 03	National Social Assistance Programme		
		101	National Old Age Pension Scheme		

APPENDIX 2.6 (Contd.)

Statement of cases where re-appropriation proved unnecessary, excessive or insufficient resulting in saving / excess of rupees one crore and above
(Reference : Paragraph 2.3.7)

(Rupees in lakh)

Sl. No.	Number and name of Grant / Appropriation	Head of Account	Description	Re-appropriation	Final excess (+) / savings (-)
		67	National Social Assistance Programme (NSAP)		
		01	National Old Age Pension (Plan)	(-) 553.24	(+) 209.63
		(v) 103	Women's Welfare		
		33	Welfare Programme		
		58	Monthly Pension for Widows and Deserted Women from BPL families between 18 and 65 years (Plan)	(+) 4.63	(+) 408.29
		(vi) 03	National Social Assistance Programme		
		101	National Old Age Pension Scheme		
		33	Welfare Programme		
		25	National Old Age Pension Scheme (Plan)	(+) 480.44	(+) 153.98
22.	**42 – Education (Sports and Youth Programme) Department**	(i) 4202	Capital Outlay on Education, Sports, Art and Culture		
		03	Sports and Youth Services		
		800	Other Expenditure		
		75	Special Plan Assistance		
		01	SPA (Plan)	(+) 8.00	(-) 412.50
23.	**43 – Finance Department**	(i) 2071	Pensions and Other Retirement Benefits		
		01	Civil		
		101	Superannuation and Retirement Allowances		
		02	Pension		
		01	General Pension (Non-Plan)	(+) 1,042.00	(+) 2,523.24
		(ii) 104	Gratuities		
		02	Pension		
		01	General Pension (Non-Plan)	(+) 200.00	(+) 141.78
		(iii) 7610	Loans to Government Servants etc.		
		201	House Building Advances		
		53	Advance to Members of the Legislative Assembly (Non-Plan)	(+) 50.00	(-) 105.00
		(iv) 6003	Internal Debt of the State Government		
		101	Market Loans		
		58	Debt Services		
		10	Market Loans (Non-Plan)	(-) 1,366.45	(+) 1,568.96
24.	**45 – Taxes and Excise**	(i) 2039	State Excise		
		001	Direction and Administration		
		05	Establishment		
		10	Commissioner of Taxes and Excise (Non-Plan)	(+) 6.66	(-) 103.17
25.	**51 – Public Works (Drinking Water and Sanitation) Department**	(i) 4215	Capital Outlay on water Supply and Sanitation		
		01	Water Supply		

APPENDIX 2.6 (Concld.)

Statement of cases where re-appropriation proved unnecessary, excessive or insufficient resulting in saving / excess of rupees one crore and above
(Reference : Paragraph 2.3.7)

(Rupees in lakh)

Sl. No.	Number and name of Grant / Appropriation	Head of Account	Description	Re-appropriation	Final excess (+) / savings (-)
		102	Rural Water Supply		
		28	Public Health		
		06	Execution (Plan)	(-) 252.42	(+) 382.24
26.	**52 – Family Welfare and Preventive Medicine**	(i) 2211	Family Welfare		
		101	Rural Family Welfare Services		
		87	C.S. Scheme – II		
		72	Health Sub-centre (CSS)	(+) 21.75	(-) 169.35
27.	**56 – Information Technology Department**	(i) 4070	Capital Outlay on Other Administrative Services		
		800	Other Expenditure		
		73	National e-Governance Plan		
		01	NEGAP (Plan)	(+) 14.65	(-) 192.33

APPENDIX 2.7

Statement showing the cases where more than 50 *per cent* savings were not surrendered
(Reference: Paragraph 2.3.9)

(Rupees in lakh)

Sl. No.	Number and name of grants / appropriations	Total provision	Total savings (Percentage of total savings over the total provision)	Amount surrendered (Percentage of surrender to savings)
Revenue-voted				
1.	1 – Department of Parliamentary Affairs	1,026.00	125.51(12)	19.52 (16)
2.	5 – Law Department	2,266.50	199.15 (9)	5.16 (3)
3.	6 – Revenue Department	8,118.04	191.83 (2)	24.90 (13)
4.	24 – Industries and Commerce Department	2070.00	172.28 (8)	40.00 (23)
5.	25 – Industries (Handloom, Handicrafts and Sericulture) Department	1,702.24	210.05 (12)	72.03 (34)
6.	27 – Agriculture Department	11,818.77	2,229.47 (19)	42.45 (2)
7.	28 – Horticulture Department	2,498.70	159.38 (14)	53.20 (33)
8.	29 – Animal Resources Development Department	5,043.80	846.16 (17)	186.49 (22)
9.	30 – Forest Department	4,957.37	478.12 (10)	3.28 (1)
10.	33 – Science, Technology and Environment Department	351.43	23.11 (7)	6.90 (30)
11.	34 – Planning and Co-ordination Department	280.15	60.16 (21)	19.00 (32)
12.	38 – General Administration (Printing and Stationary) Department	1,165.00	189.30 (16)	2.50 (1)
13.	39 – Education (Higher) Department	5,716.65	340.52 (6)	76.85 (23)
14.	40 – Education (School) Department	72,508.52	3,877.42 (5)	245.17 (6)
15.	51 – Public Works (Drinking Water and Sanitation) Department	2,741.44	736.08 (27)	61.44 (8)
Capital-voted				
16.	13 – Public Works (Roads and Bridges) Department	21,499.51	2,301.62 (10)	196.08 (9)
17.	15 – Public Works (Water Resources) Department	4,938.26	2,705.34 (55)	98.49 (4)
18.	16 – Health Department	3,763.94	1,362.77 (36)	30.70 (2)
19.	27 – Agriculture Department	6,025.93	3,971.69 (66)	1,210.75 (30)
20.	28 – Horticulture Department	833.52	358.77 (43)	109.25 (30)
21.	39 – Education (Higher) Department	6,391.48	3,470.74 (54)	270.15 (8)
22.	51 – Public Works (Drinking Water and Sanitation) Department	1,163.02	842.24 (72)	77.00 (9)
23.	56 – Information Technology Department	346.68	306.68 (88)	114.35 (37)
Total :		**1,67,226.95**	**25,158.39 (15)**	**2,965.66 (12)**

APPENDIX 2.8
Surrendered in excess of actual savings
(Reference: Paragraph 2.3.10)

(Rupees in lakh)

Sl. No.	Number and name of the grant/ appropriation	Total grant/ appropriation	Savings	Amount surrendered	Amount surrendered in excess
Revenue – Voted					
1.	17 – Information, Cultural Affairs and Tourism Department	1,719.81	52.72	126.57	73.85
2.	26 – Fisheries Department	2,648.46	143.55	143.87	0.32
3.	43 – Finance Department	72,827.69	16,484.02	18,700.77	2,216.75
Capital – Voted					
4.	34 – Planning and Co-ordination Department	10,479.33	10,167.33	10,188.05	20.72
5.	51 – Public Works (Drinking Water and Sanitation) Department	8,682.73	2,060.82	2,267.54	206.72
	Total :	**96,358.02**	**28,908.44**	**31,426.80**	**2,518.36**

APPENDIX 2.9

Statement of grants / appropriations in which savings of ₹ 10 lakh and above occurred but no part had been surrendered during 2009-10
(Reference : Paragraph: 2.3.11)

(Rupees in lakh)

Sl. No.	Number and name of grant / appropriation	Savings
Revenue-voted		
1.	3 – General Administration (S.A) Department	302.44
2.	4 – Election Department	225.99
3.	7 – Administrative Reforms Department	33.33
4.	9 – Statistical Department	71.66
5.	10 – Home (Police) Department	1,834.92
6.	11 – Transport Department	121.67
7.	18 – General Administration (Political) Department	20.02
8.	22 – Relief and Rehabilitation Department	304.74
9.	31 – Rural Development Department	39.32
10.	35 – Urban Development Department	2,739.63
11.	41 – Education (Social) Department	1,435.76
12.	46 – Treasuries	58.07
13.	47 – Chief Minister's Secretariat	13.85
14.	49 – Fire Service Organisation	67.13
15.	50 – Civil Defence	11.05
16.	52 – Family Welfare and Preventive Medicine	1,006.21
17.	53 – Tribal Welfare (Research) Department	102.18
18.	55 – Employment	39.61
Capital-voted		
19.	5 – Law Department	12.26
20.	6 – Revenue Department	1,750.92
21.	17 – Information, Cultural Affairs and Tourism Department	879.49
22.	21 – Food and Civil Supplies Department	72.54
23.	23 – Panchayati Raj	2,794.84
Capital-charged		
24.	13 – Public Works (Roads and Bridges) Department	113.83
25.	14- Power Department	551.00
Total :		**14,602.46**

APPENDIX 2.10

Statement showing the cases where substantial savings were not surrendered

(Reference: Paragraph: 2.3.11)

(Rupees in lakh)

Sl. No.	Number and name of grant / appropriations	Amount of savings	Amount surrendered	Savings not surrendered (% of savings in brackets)
Revenue-voted				
1.	1- Department of Parliamentary Affairs	125.51	19.52	105.99 (84)
2.	5 – Law Department	199.15	5.16	193.99 (97)
3.	6 – Revenue Department	191.83	24.90	166.93 (87)
4.	14 – Power Department	21.58	11.68	9.90 (46)
5.	21 – Food and Civil Supplies Department	57.00	27.77	29.23 (51)
6.	24 – Industries and Commerce Department	172.28	40.00	132.28 (77)
7.	25 – Industries (Handloom, Handicrafts and Sericulture) Department	210.05	72.03	138.02 (66)
8.	27 – Agriculture Department	2,229.47	42.45	2,187.02 (98)
9.	28 – Horticulture Department	159.38	53.20	106.18 (67)
10.	29 – Animal Resource Development Department	846.16	186.49	659.67 (78)
11.	30 – Forest Department	478.13	3.28	474.85 (99)
12.	33 – Science, Technology and Environment Department	23.11	6.90	16.21 (70)
13.	34 – Planning and Coordination Department	60.16	19.00	41.16 (68)
14.	38 – General Administration (Printing and Stationary) Department	189.30	2.50	186.80 (99)
15.	39 – Education (Higher) Department	340.52	76.85	263.67 (77)
16.	40 – Education (School) Department	3,877.42	245.17	3,632.25 (94)
17.	51 – Public Works (Drinking Water and Sanitation) Department	736.08	61.44	674.64 (92)
Revenue-charged				
18..	13 – Public Works (Roads and Bridges) Department	70.26	50.00	20.26 (29)
Capital-voted				
19.	10 – Home (Police) Department	889.54	510.68	378.86 (43)
20.	11 – Transport Department	2,137.27	1,290.69	846.58 (40)
21.	13 – Public Works (Roads and Bridges) Department	2,301.62	196.08	2,105.54 (91)
22.	15 – Public Works (Water Resource) Department	2,705.34	98.49	2,606.85 (96)
23.	16 – Health Department	1,362.77	30.70	1,332.07 (98)
24.	28 – Horticulture Department	358.97	109.25	249.72 (70)
25.	30 – Forest Department	1,589.96	1,181.42	408.54 (26)
26.	31 – Rural Development Department	1,479.40	900.00	579.40 (39)
27.	39 – Education (Higher) Department	3,470.74	270.15	3,200.59 (92)
28.	41 – Education (Social) Department	2,039.40	1.00	2,038.40 (99.95)
29.	49 – Fire Service Organisation	112.50	96.28	16.22 (14)
30.	52 – Family Welfare and Preventive Medicine	842.24	77.00	765.24 (91)
31.	56 – Information Technology Department	306.68	114.35	192.33 (63)
	Total :	**29,583.82**	**5,824.43**	**23,759.39 (80)**

APPENDIX 2.11

Statement of cases where amount surrendered though there were no savings
(Reference : Paragraph 2.3.11)

(Rupees in lakh)

Sl. No.	Number and name of grant / appropriations	Provision	Actual expenditure	Excess	Amount surrendered
Revenue-voted					
1.	16 – Health Department	9,598.72	9,657.75	59.03	0.45
Capital-voted					
2.	14 – Power Department	7,506.72	9,843.14	2,346.42	416.00
3.	24 – Industries and Commerce Department	2,480.75	3,414.39	933.64	1.00
4.	29 – Animal Resources Development Department	435.83	634.59	198.76	113.79
Capital-charged					
5.	43 – Finance Department	15,967.46	16,173.68	206.22	1,359.46
	Total :	**35,989.48**	**39,733.55**	**3,744.07**	**1,890.70**

APPENDIX 2.12

Statement showing rush of expenditure in the month of March 2010

(Reference : Paragraph 2.3.12)

(Rupees in crore)

Sl. No.	Number and name of grant / appropriation	Total provision	Total expenditure	Expenditure upto December 2009	Expenditure during March 2010	Percentage of expenditure incurred during March 2010 to total expenditure
Capital						
1.	6 – Revenue Department	47.88	30.38	3.98	18.85	62
2.	10 – Home (Police) Department	39.20	30.30	7.81	19.12	63
3.	15 – Public Works (Water Resources) Department	52.37	25.32	11.87	21.36	84
4.	17 – Information, Cultural Affairs and Tourism Department	11.77	2.98	0.95	1.87	63
5.	28 – Horticulture Department	8.34	4.75	0.61	3.35	71
6.	29 – Animal Resource Development Department	4.36	6.35	0.13	5.19	82
7.	42 – Education (Sports and Youth Programme) Department	12.25	1.82	-	1.47	81
	Total	**176.17**	**101.90**	**25.35**	**71.21**	

APPENDIX 3.1

Statement showing names of bodies and authorities, the accounts of which had not been received

(Reference: Paragraph 3.2)

Sl. No.	Name of the Body / Authority	Year for which accounts had not been received
(1)	(2)	(3)
1.	Tripura State Social Welfare Advisory Board	2009-10
2.	District Rural Development Agency, West	2007-08 to 2009-10
3.	District Rural Development Agency, South	2009-10
4.	District Rural Development Agency, North	2007-08 to 2009-10
5.	District Rural Development Agency, Dhalai	2009-10
6.	Tripura Scheduled Caste Development Corporation Limited.	1998-99 to 2009-10
7.	Tripura Renewal Energy Development Agency	2009-10
8.	Pragati Vidya, Agartala	2009-10
9.	Ramthakur Pathsala (Boys) H.S (+2 stage) School, Agartala	2006-07 to 2009-10
10.	Health and Family Welfare Society	2009-10
11.	Tripura State Aids control Society	2005-06 to 2009-10
12.	Tripura State Blindness Control Society	2003-04 to 2009-10
13.	Tripura State Leprosy Control Society	2008-09 to 2009-10
14.	Tripura State Council for Science and Technology	2009-10
15.	D. N. Vidyamandir, Dharmanagar	2009-10
16.	Hindi H. S. School, Agartala	2009-10
17.	Prachya Bharati H. S. School	Since inception
18.	Srinath Vidyaniketan Khowai	Since inception
19.	Tripura State TB Control Society	2009-10
20.	Tripura Mental Health Society	2005-06 to 2009-10
21.	Bordwali H. S. School, Agartala	2007-08 to 2009-10
22.	N. S. Vidya Niketan School, Agartala	2006-07 to 2009-10
23.	Isanchandra Nagar Pargana H. S. School, Bishalgarh	2009-10
24.	Karaimura H. S. School (Secondary Stage)	2006-07 to 2009-10
25.	Fatikroy Class – XII School, (Secondary Stage)	2006-07 to 2009-10
26.	Swami Dayalananda Vidyaniketan, Dhaleswar	2009-10
27.	Ramthakur Pathsala (Girls) H. S. (+2 Stage) School, Agartala	Since inception
28.	Bishalgarh H. S. School, Bishalgarh	Do
29.	Ranirbazar Vidyamandir, Ranirbazar	Do
30.	Ramesh H. S. School, Udaipur	Do

APPENDIX 3.1 (Concld.)

Statement showing names of bodies and authorities, the accounts of which had not been received
(Reference: Paragraph 3.2)

Sl. No.	Name of the Body / Authority	Year for which accounts had not been received
31.	Belonia Vidyapith, Belonia	Do
32.	Mahatma Gandhi H. S. School, College Tilla, Agartala	Do
33.	Tripura Veterinary Council	Do
34.	Sankaracharya Vidyaniketan (Secondary Stage)	Do
35.	Vivekananda H. S. School (Secondary Stage)	Do
36.	Saradamoyee Vidyapith, (Secondary Stage), Teliamura	Do
37.	Jolaibari High School, (Secondary Stage)	Do
38.	R. K. Shiksha Paratisthan, (Secondary Stage), Kailashahar	Do
39.	Harachandra H. S. School (Secondary Stage)	Do

APPENDIX 3.2
Statement showing performance of the autonomous bodies

(Reference: Paragraph 3.3)

Sl. No.	Name of the Autonomous Bodies	Period of entrustment	Year up to which accounts were rendered	Period up to which Separate Audit Report issued	Date of issue	Placement of SAR in the Legislature	Delay, if any, in submission of accounts/placement of SAR	Reasons for delay
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1.	Tripura Board of Secondary Education	2001-02 to 2005-06	2001-02	1998-99 to 2001-02	26-04-2010	Not yet placed	Annual Accounts from 2002-03 to 2009-10 are pending.	NA
2.	Tripura Housing and Construction Board	2005-06	2006-07	1990-91 to 1992-93	03-07-2007	Not yet placed	Annual Accounts from 2007-08 to 2009-10 are pending.	NA
				1993-94 to 1996-97	03-06-2009	Not yet placed		
3.	Tripura Khadi and Village Industries Board	1999-02 to 2003-04	2004-05	1991-92 to 1996-97	21-06-2006	Not yet placed	Annual Accounts from 2005-06 to 2009-10 are pending.	NA
				1997-98 to 2002-03	18-12-2009	Not yet placed		
4.	Tripura Tribal Areas Autonomous District Council	Article Sixth Schedule	2006-07	1992-93 to 2004-05	31-08-2008	17/08/2009	Annual Accounts from 2007-08 to 2009-10 are pending.	NA
				2005-06 to 2006-07	04-09-2010	Yet to be placed		
5.	Tripura State Legal Service Authority	2008-09	2006-07	1999-2000 to 2002-03	29-04-2004	17-03-2005	Annual Accounts from 2007-08 to 2009-10 are pending.	NA
				2003-04 to 2004-05	25-09-2007	NA		
				2005-06 to 2006-07	08-04-2008	NA		