



**Report of the  
Comptroller and Auditor General of India  
on  
State Finances  
for the year ended March 2013**

The Report has been laid on the table of the State Legislature Assembly on 10-07-2014



**Government of West Bengal**

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## P r e f a c e

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

Chapters 1 and 2 of this Report respectively contain Audit observations on matters arising from examination of Finance Accounts and Appropriation Accounts of the State Government for the year ended 31 March 2013. Information has also been obtained from the Government of West Bengal, wherever necessary.

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

Findings of performance and compliance audits in various departments and observations arising out of audit of Statutory Corporations, Boards and Government Companies and the observations on Revenue receipts are being presented in separate reports.

# EXECUTIVE SUMMARY

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## Executive Summary

### The Report

Based on the audited accounts of the Government of West Bengal for the year 2012-13, this report provides an analytical review of the annual accounts of the State Government. The financial performance of the State has been assessed based on the FRBM Act, budget documents, Economic Review 2012-13, Thirteenth Finance Commission Report and other financial data obtained from various Government departments and organisations. The report is structured in three chapters.

**Chapter 1** is based on the audit of Finance Accounts and makes an assessment of West Bengal Government's fiscal position as on 31 March 2013. It, *inter-alia*, provides an insight into trends in committed expenditure, borrowing patterns besides a brief account of central funds transferred directly to the State implementing agencies through off budget route.

**Chapter 2** is based on Appropriation Accounts and gives description of appropriations and the manner in which the allocated resources were managed by the service delivery departments.

**Chapter 3** is an inventory of West Bengal Government's compliance with various reporting requirements and financial rules.

The report also has an appendage of additional data collated from several sources in support of the findings.

### Audit findings

#### Finances of the State Government:

**Fiscal position of the State:** The State Government has succeeded in improving the fiscal situation during 2012-13. Revenue receipts grew at a rate of 16 *per cent*, while the growth of revenue expenditure was 12 *per cent*. During the year revenue receipts were ₹ 68296 crore as against revenue expenditure of ₹ 82111 crore resulting in revenue deficit of ₹ 13815 crore. The revenue deficit was 2.22 *per cent* of GSDP as against the FRBM Act target of 1.1 *per cent*. The fiscal deficit during 2012-13 stood at ₹ 19146 crore which was 3.08 *per cent* of GSDP as against the FRBM Act target of 3.5 *per cent*.

**Enactment of Fiscal Responsibility Legislation:** The State introduced the West Bengal Fiscal Responsibility and Budget Management (WBFRBM) Act in July 2010 and amended it in February 2011 fixing the rolling fiscal targets for 2010-15. The Act aimed at bringing in direction and prudence in fiscal management and improving fiscal stability by progressive elimination of revenue deficit, reduction in fiscal deficit accompanied by prudent debt management consistent with fiscal sustainability and greater transparency. The

second Medium-term fiscal policy statement and Fiscal policy strategy statement was presented before the Legislature along with the Budget for the year 2013-14 in March 2013.

**Prioritisation of Capital expenditure:** Capital expenditure as well as expenditure under economic sector is the major indicator of development activity. In both the cases, not only was the actual expenditure below budget estimate, capital expenditure was low at only 5.19 *per cent* of total expenditure during 2012-13. This was indicative of failure on the part of the State in utilising its high cost borrowed funds to create capital assets for accelerating development, as most of the high cost borrowed funds were utilised to meet revenue expenditure.

**Review of Government investment:** The Government is getting negligible return from its investments in irrigation works. Return on investment in statutory corporations, rural banks, etc. also depicted a grim picture and was less than 0.1 *per cent* while Government had to pay interest at the average rate of 7.78 to 8.70 *per cent* on its borrowings during 2008-09 to 2012-13.

#### **Financial management and budgetary control:**

Against a total provision ₹ 131286.68 crore during 2012-13, an expenditure of ₹ 115548.64 crore was incurred. This resulted in overall saving (unspent provision) of ₹ 15738.04 crore. Expenditure of ₹ 5846.88 crore was incurred in 77 cases without any provision in the original estimates/supplementary demand. There were instances of inadequate provision of funds, unnecessary/excessive re-appropriations and rush of expenditure at the end of the year. In some cases, the anticipated savings were not surrendered leaving no scope for utilising these funds for other development purposes. In violation of the provisions of Budget Manual and West Bengal Financial Rules, the Controlling Officers of test checked departments did not monitor the progress of expenditure.

#### **Financial Reporting**

For ensuring proper utilisation of Government assistance received by autonomous bodies, timely submission of annual accounts assumes utmost importance. Delays were, however, noticed in submission of annual accounts of autonomous bodies/ authorities as also in placement of Separate Audit Reports of some of the bodies in the Legislative Assembly. There were also delays in finalising *pro forma* accounts of departmentally managed commercial undertakings indicating laxity in the accountability mechanism of both the management and Government in respect of public funds invested in those undertakings.

Accumulation of unadjusted AC bills and parking of developmental funds in Personal Deposit (PD) Accounts was a major area of concern, as amounts were drawn from treasury or transferred out of the Consolidated Fund of the State without proper treasury checks .

# **CHAPTER 1**

## **Finances of the State Government**

# Chapter 1

# Finances of the State Government

## Profile of West Bengal

The State is located in the eastern part of the Gangetic basin. It is the 13<sup>th</sup> largest State in terms of geographical area (88,752 sq. km) and the fourth largest by population. As indicated in **Appendix 1.1** the State's population increased from 801.76 lakh in 2001 to 913.48 lakh<sup>1</sup> in 2011 recording a decadal growth of 13.93 *per cent*. The percentage of population below the poverty line was lower than the all-India average<sup>2</sup>. The State's Gross State Domestic Product (GSDP) in 2012-13 at current prices was ₹ 622263 crore. The State's literacy rate increased from 68.64 *per cent* (as per 2001 census) to 77.08 *per cent* (as per 2011 census). The per capita income of the State<sup>3</sup> stands at ₹ 63530 at current prices against the country average of ₹ 77729. General data relating to the State is given in **Appendix 1.1**.

## Gross State Domestic Product (GSDP)

GSDP is the market value of all officially recognised final goods and services produced within the State in a year. The trends in the annual growth of India's GDP and that of the State's GSDP at current prices are indicated below:

**Table 1.1 Growth of GSDP of the State vis-à-vis GDP of India**

Year	2008-09	2009-10	2010-11	2011-12	2012-13	CAGR <sup>4</sup> (in per cent)
India's GDP (in crore)	5303567	6108903	7266967	8353495	9461013	
Growth rate of GDP (percentage)	15.75	15.18	18.96	14.95	13.26	15.57
State's GSDP (in crore)	341942	398880	462240	532329	622263	
Growth rate of GSDP (percentage)	14.18	16.65	15.88	15.16	16.89	16.15

Source: Central Statistics office, Ministry of Statistics and Programme implementation as on 1 August 2013.

During 2008-09 to 2012-13, West Bengal's GSDP grew at a CAGR of 16.15 *per cent* while India's GDP grew at a CAGR of 15.57 *per cent*.

## 1.1 Introduction

This chapter provides a broad perspective of the finances of the Government of West Bengal (GoWB) 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. The structure of Government Accounts

<sup>1</sup> Provisional figure

<sup>2</sup> Source: Press note July 2013 Planning Commission BPL 2011-12

<sup>3</sup> Source: Economic Review 2012-13

<sup>4</sup> Compound Annual Growth Rate

and the layout of Finance Accounts are shown in *Appendix 1.2*. The methodology adopted in analysing the trends of State Government finances has been discussed in *Appendix 1.3*.

### 1.1.1 Summary of Fiscal Transactions in 2012-13

**Table 1.2** presents the summary of the State Government's fiscal transactions during the current year (2012-13) *vis-à-vis* the previous year (2011-12), while *Appendix 1.4* provides details of receipts and disbursements as well as overall fiscal position during the current year.

**Table 1.2 Summary of Fiscal Operations in 2012-13**

(₹ in crore)

Receipts			Disbursements				
	2011-12	2012-13		2011-12	2012-13		
					Non-Plan	Plan	Total
<b>Section-A: Revenue</b>							
Revenue Receipts	<b>58755</b>	<b>68296</b>	Revenue Expenditure	<b>73326</b>	<b>64436</b>	<b>17675</b>	<b>82111</b>
Tax Revenue	24938	32809	General Services	32289	35191	134	35325
Non-Tax Revenue	1340	1918	Social Services	31564	22236	11976	34212
Share of Union Taxes/Duties	18588	21226	Economic Services	8969	6500	5543	12043
Grants from Government of India	13889	12343	Grants-in-aid and Contributions	504	509	22	531
<b>Section-B: Capital</b>							
Misc. Capital Receipts	-	-	Capital Outlay	<b>2764</b>	1	4546	<b>4547</b>
Recoveries of Loans and Advances	<b>78</b>	<b>280</b>	Loans and Advances Disbursed	<b>448</b>	795	269	<b>1064</b>
Public Debt Receipts*	<b>26555</b>	<b>28291</b>	Repayment of Public Debt*	<b>9299</b>			<b>10142</b>
Contingency Fund	-	<b>1</b>	Contingency Fund	<b>1</b>			-
Public Account Receipts	<b>94384</b>	<b>105827</b>	Public Account Disbursements	<b>91187</b>			<b>101736</b>
Opening Cash Balance <sup>5</sup>	<b>5676</b>	<b>8423</b>	Closing Cash Balance <sup>5</sup>	<b>8423</b>			<b>11518</b>
<b>Total</b>	<b>185448</b>	<b>211118</b>	<b>Total</b>	<b>185448</b>			<b>211118</b>

Source: Finance Accounts; Differences of one is due to rounding.

\*Including net transactions under ways and means advances and overdraft

Significant changes in fiscal position of the State during 2012-13 over the previous year are given below:

<b>Revenue Receipts</b>	<ul style="list-style-type: none"> <li>Increased by 16.24 per cent.</li> <li>Own tax revenue increased by 31.56 per cent.</li> </ul>
<b>Revenue Expenditure</b>	<ul style="list-style-type: none"> <li>Increased by 11.98 per cent.</li> <li>Plan expenditure increased by 25.10 per cent.</li> <li>Non-plan expenditure increased by 8.85 per cent.</li> </ul>
<b>Capital expenditure</b>	<ul style="list-style-type: none"> <li>Increased by 25.91 per cent.</li> <li>Capital outlay increased by 64.51 per cent.</li> </ul>
<b>Loans and Advances</b>	<ul style="list-style-type: none"> <li>Recoveries increased by 258.97 per cent.</li> <li>Disbursements increased by 137.50 per cent</li> </ul>
<b>Public Debt</b>	<ul style="list-style-type: none"> <li>Receipts increased by 6.54 per cent.</li> <li>Repayments increased by 9.07 per cent.</li> </ul>
<b>Cash Balance</b>	<ul style="list-style-type: none"> <li>Increased by 36.74 per cent.</li> </ul>

<sup>5</sup> Cash balance includes i) Cash in Treasuries and Local Remittances, ii) Departmental Balances, iii) Permanent Imprest, iv) Cash Balance Investments, v) Deposit with RBI and vi) Investments from Earmarked Funds.

## 1.1.2 Review of the fiscal situation

With a view to ensuring prudence in fiscal management and fiscal stability by progressive elimination of revenue deficit, reduction of fiscal deficit, prudent debt management and greater transparency in fiscal operation of the State Government, West Bengal Fiscal Responsibility and Budget Management Act, 2010 was passed by the West Bengal State Legislature in July 2010. In compliance with the Act, WBFRBM Rules, 2011 was introduced by the Finance department in February 2011. The Act was amended with effect from 7 February 2011 by passing the WBFRBM (Amendment) Act 2011 in April 2011. Extract of the WBFRBM Act 2010 and the Amendment Act are given in **Appendix 1.5**.

As per the Act, the State Government was required to bring out the following fiscal documents in prescribed *pro forma* and table the same along with the Budget before the Legislative Assembly :

- Medium-Term Fiscal Policy Statement (MTFPS);
- Fiscal Policy Strategy Statement (FPSS);
- Documents in the nature of Budget in brief, containing separate statements on indicators of fiscal situation, components of State Government's liabilities and interest i.e. cost of borrowing, guarantee given by the State, Guarantee Redemption Fund, Statement of Assets, etc.

The second MTFPS and FPSS were presented before the Legislature along with the Budget for the year 2013-14 in March 2013.

Major fiscal variables provided in the budget based on the recommendations of the 13<sup>th</sup> Finance Commission (FC) and as targeted in the WBFRBM Act along with the actuals for 2012-13 are depicted in **Table 1.3**:

**Table 1.3 Targets for major fiscal variables**

Fiscal variables	2012-13				
	13th FC targets for the State	Targets as prescribed in FRBM Act	Targets proposed in the Budget	Projections made in Five Year Fiscal plan/MTFP	Actuals for 2012-13
Revenue Deficit/GSDP (In per cent)	1.10	1.10	1.10	1.16	2.22
Fiscal Deficit/GSDP (In per cent)	3.50	3.50	2.56	2.65	3.08
Ratio of total Outstanding Debt of the Government to GSDP (In per cent)	37.70	37.70	36.41	37.74	36.93

Source: 13<sup>th</sup> FC Report, WBFRBM Act, Budget Publication 2012-13 and MTFPS

It transpires from **Table 1.3** that the targets for revenue deficit could not be achieved. In the FPSS for the year 2013-14, it was stated that due to excessive financial burden on the State, the fiscal indicators have not moved towards the targets prescribed in the WBFRBM Act.

According to WBFRBM Act 2010, the State Government at the time of presentation of the budget is required to disclose significant changes in the Accounting Standard, policies and practices affecting or likely to affect the

compliance of the prescribed fiscal indicators. However, no such disclosure has been made by the State Government. Similarly, no disclosure has been made regarding Major Works and Contracts, Committed liabilities in respect of land acquisition charges, Claims in respect of unpaid bills on works and supplies, and Statement of Assets and also in respect of weighted average interest rates on Government liabilities.

### 1.1.3 Budget Estimates vis-à-vis Actuals

Budget papers presented by the State Government provide projections or estimations of revenue and expenditure for a particular fiscal year. The importance of accuracy in the estimation of revenue and expenditure is widely accepted in the context of effective implementation of fiscal policies for overall financial management. Deviations from budget estimates are indicative of non-attainment and non-optimisation of the desired fiscal objectives due to a variety of causes, some within and some beyond the control of the Government.

Budget estimates vis-à-vis actual for the major fiscal variables for the year 2012-13 is depicted in *Appendix 1.6* and in **Table 1.4**.

**Table 1.4: Budget estimate vis-a-vis actuals during 2012-13**

Particulars	Budget Estimates	Actual	Percentage variations
	₹ in crore		
Revenue Receipts	76743	68296	(-)11.01
Tax Revenue	31222	32809	5.08
Stamps and Registration fees	2941	4357	48.15
Taxes on Goods and Passengers	0.06	1284 <sup>6</sup>	
Non-Tax Revenue	3263	1918	(-)41.22
Food Storage and Warehousing	1432	1	(-)99.93
Revenue Expenditure	83719	82111	(-)1.92
Irrigation and Flood Control	1229	871	(-)29.13
Power	645	1865	189.15
Capital Outlay	8281	4547	(-)45.09
Revenue Deficit (-)/Surplus(+)	(-)6858	(-) 13815	101.44
Fiscal Deficit(-)/Surplus(+)	(-)15923	(-) 19146	20.24
Primary Deficit(-)/Surplus(+)	2186	(-) 1575	(-)172.05

Source: Budget publications and Finance Accounts

In order to fund the increased development expenditure, the State Government in the budget for the year 2012-13 proposed a strategy which included on the one hand simplifying the tax administration of the State and on the other hand mobilizing additional resources. New initiatives were taken in respect of e-Governance in tax administration. In order to meet the cost of better road connectivity, better transport facilities, etc., a tax on entry of goods into local areas of the State was introduced. Further, a higher rate of tax was proposed to be levied in respect of a few high value luxury goods. Actual receipts under tax revenue surpassed the budgetary estimates by ₹ 1587 crore (five per cent) primarily due to significant collections in taxes on goods and passengers and Stamps and Registration fees. Non-tax revenue was, however, significantly

<sup>6</sup> Increase on account of a new tax on entry of goods into local areas introduced w.e.f 1 April 2012 in the State.

lower (41 per cent) than that projected in the BE, mainly because of less receipts under Food Storage and Warehousing.

Capital outlay fell significantly short of the budgetary estimates (by 45 per cent) due to significant shortfalls in respect of Health and Family Welfare (66 per cent), Education, Sports, Art and Culture (61 per cent) under social services and in Irrigation and Flood Control (74 per cent) and Agriculture and Allied Activities (62 per cent) under economic services.

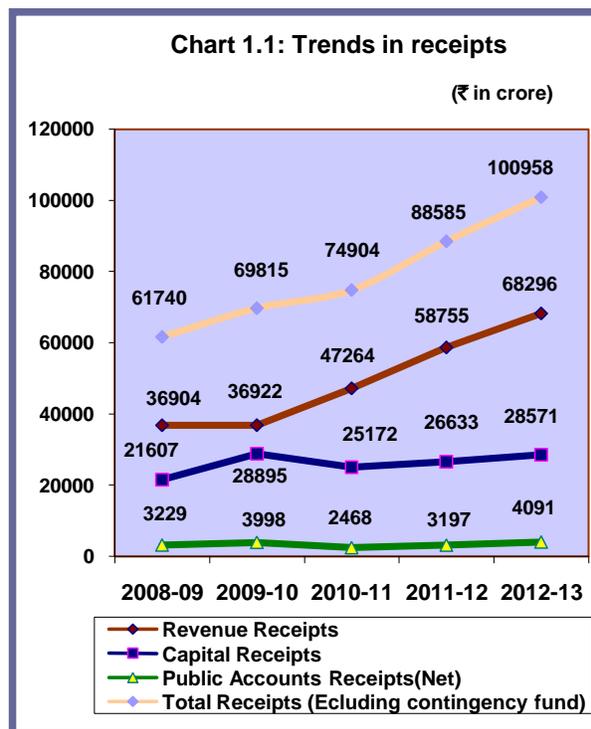
## 1.2 Resources of the State

### 1.2.1 Resources of the State as per Annual Finance Accounts

Revenue and Capital are the two streams of receipts that constitute the resources of the State Government. 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). 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. **Table 1.2** presents the receipts and disbursements of the State during the current year as recorded in its Annual Finance Accounts while **Chart 1.1** depicts the trends in various components of the receipts of the State during the years 2008-13.

Total receipts (including net Public Accounts receipts) of the State grew at a CAGR of 13.08 per cent during the period 2008-09 to 2012-13. Increase of receipts in 2012-13 over the previous year was ₹ 12373 crore (14 per cent excluding contingency fund receipts).

Revenue receipts grew at a CAGR of 16.64 per cent while capital receipts grew at a CAGR of 7.23 per cent during 2008-09 to 2012-13. The share of revenue receipts in total receipts varied between 53 per cent and 68 per cent during 2008-13 and stood at 68 per cent during 2012-13.



Source: Finance Accounts

The share of capital receipts in total receipts fluctuated during the last five years and accounted for 28 *per cent* of total receipts during 2012-13.

### 1.2.2 Funds transferred by Central Government to State Implementing Agencies outside the State Budget

Government of India has been transferring a sizeable quantum of funds directly to the State implementing agencies<sup>7</sup> for implementation of various schemes/programmes in social and economic sectors, which are recognised as critical. Under the existing mechanism, these funds are not routed through the State Budget/ State Treasury System and hence the flow of these funds are not captured in the Finance Accounts of the State. The total funds directly transferred to State Implementing Agencies are presented in **Table 1.5**.

**Table 1.5: Overall position of release of funds by GoI Ministries**

Type of Schemes Recipient agency	Assistance to State Plan	Central Sector	Centrally sponsored	Amount released during 2012-13	Amount released during 2011-12
(₹ in crore)					
State PSUs	--	47	1	48	167
Statutory bodies	--	548	25	573	583
Local bodies	292	4	--	296	196
Government Autonomous bodies	--	955	8207	9162	8323
State Government institutions	--	6	65	71	20
NGOs	--	67	1	68	70
Others <sup>8</sup>	1	64	--	65	50
<b>Total direct transfer</b>	<b>293</b>	<b>1691</b>	<b>8299</b>	<b>10283</b>	<b>9409</b>

Source: Website of CGA

The funds transferred directly to the State Implementing Agencies by various GoI Ministries outside the State budget are captured in the Central Plan Scheme Monitoring System (CPSMS) portal of the website of Controller General of Accounts (CGA). During 2012-13, ₹ 10283 crore was transferred by the Central Government to the State implementing agencies outside the State budget, while the total grants received by the State Government from the Centre within their budget amounted to ₹ 12343 crore during the year. **Table 1.5** shows that there has been nine *per cent* increase in direct transfer of funds in 2012-13 compared to previous year. There is a need for an institutionalized mechanism to monitor utilisation of these funds.

The major centrally sponsored schemes where funds were directly transferred by the Central Government is presented in **Table 1.6**:

<sup>7</sup> State implementing agencies include any organisation/institution including Non-Governmental organisation which is authorised by the State Government to receive funds from GoI for implementing specific programmes in the State

<sup>8</sup> Other include private section companies, trusts and individuals.

Table :1.6 Funds transferred directly to State Implementing Agencies

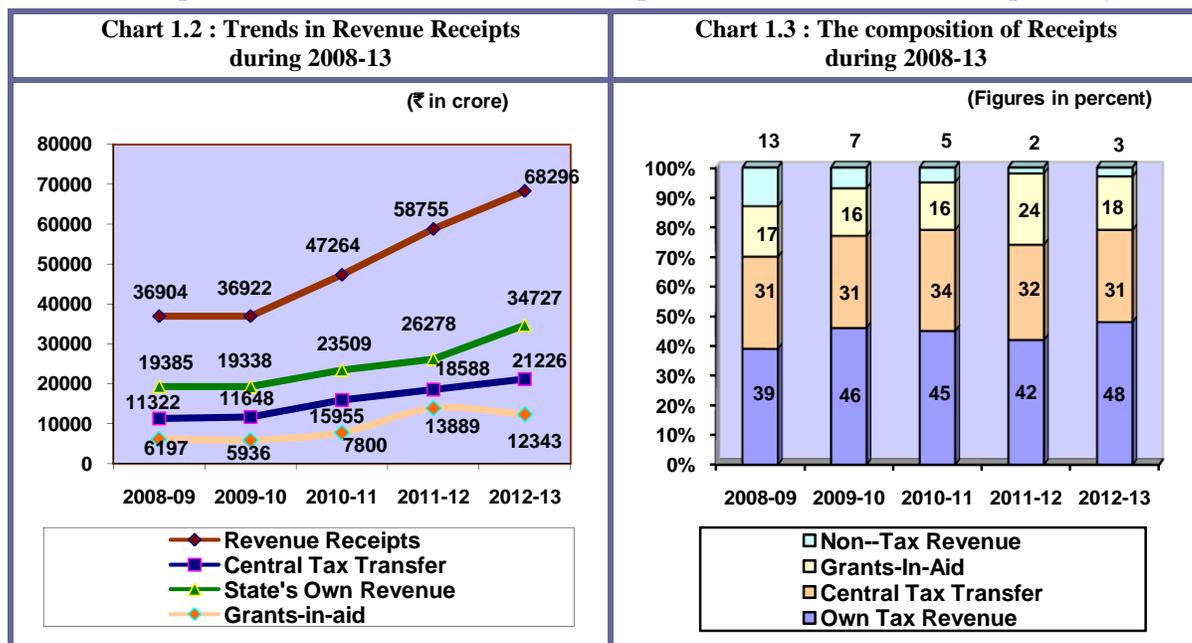
Programme/Scheme	Implementing Agency in the State	Funds transferred directly by GoI during 2012-13 (₹ in crore)
Mahatma Gandhi National Rural Employment Guarantee Scheme	State Employment Guarantee Funds (WB)	3395
Sarva Shiksha Abhiyan (SSA)	Paschim Banga Sarva Shiksha Mission (PBSSM)	2581
National Rural Health Mission (NRHM) Centrally Sponsored	West Bengal State Health & Family Welfare Samiti	518
National Rural Drinking Water Programme	State Water and Sanitation Mission, Kolkata	510
Rural Housing -IAY	District Rural Development Agencies (DRDAs)	370
MPs Local Area Development Scheme (MPLADS)	Commissioner, Kolkata Municipal Corporation & Others	292
Aajeevika-Swarna Jayanti Gram Swarojkar Yojana SGSY/NRLM	District Rural Development Agencies (DRDAs)	77
District Hospitals	National Medical College	75
Swarna Jayanti Shahari Rojgar Yojana (SJSRY)	State Urban Development Agency	63
National Food Security Mission	State Food Security Agency	42
<b>Total</b>		<b>7923</b>

Source: Finance Accounts

Amount utilised during 2012-13, out of the funds directly transferred to the State implementing agencies outside State budget in respect of the programmes listed above, were not readily available except in case of Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS). During 2012-13, out of available fund of ₹ 4124.21 crore<sup>9</sup> for MGNREGS, Utilisation Certificates for ₹ 3909.98 crore (May 2013) were submitted on the basis of amounts released, and hence actual utilisation of these funds could not be ascertained.

### 1.3 Revenue Receipts

The trends and composition of revenue receipts over the period 2008-13 are presented in *Appendix 1.7* and also depicted in **Chart 1.2** and **1.3** respectively.



Source: Finance Accounts

<sup>9</sup> ₹ 3395.48 crore received from GoI, ₹ 497.33 crore from GoWB and ₹ 231.40 crore as unspent balances of earlier years and miscellaneous receipts

**Revenue Receipts** have shown progressive increase during 2008-13. The growth rate of revenue (16 per cent) during the current year was, however, lower than the growth rate during 2011-12 (24 per cent), primarily due to decrease in grants-in-aid from GoI as discussed in para 1.3.2. Revenue from State's own resources ranged between 44 per cent and 53 per cent of the revenue receipt during the period 2008-13. Non-tax revenue constituted only three per cent of revenue receipts during 2012-13.

The trend in revenue receipts relative to GSDP is presented in **Table 1.7** below:

**Table 1.7: Trends in Revenue Receipts relative to GSDP**

	2008-09	2009-10	2010-11	2011-12	2012-13
<b>Revenue Receipts (RR) (₹ in crore)</b>	<b>36904</b>	<b>36922</b>	<b>47264</b>	<b>58755</b>	<b>68296</b>
Rate of growth of RR (per cent)	22.33	0.05	28.01	24.31	16.24
RR/GSDP (per cent)	10.79	9.26	10.22	11.04	10.98
<b>Buoyancy Ratio</b>					
State's Own Tax Buoyancy w.r.t. GSDP	0.69	1.03	1.58	1.19	1.87

Source: Finance Accounts

Though revenue receipts registered significant growth in four of the above five year period, the ratio of revenue receipts to GSDP has remained practically the same over the period except for minor fluctuations. It can also be seen that the State's own tax revenue with respect to the GSDP remained buoyant in 2012-13 indicating their potential to yield more revenue for the State.

### 1.3.1 State's Own Resources

As the State's share in central taxes and grants-in-aid is determined on the basis of recommendations of the Finance Commission, collection of central tax receipts, central assistance for plan schemes, etc., the State's performance in mobilization of resources was assessed in terms of its own resources comprising own tax and non-tax sources. The gross collection in respect of major taxes and duties as well as collection under non-tax receipts are given in **Appendix-1.7**.

The State's actual tax and non-tax receipts for the year 2012-13 *vis-à-vis* assessment made by 13<sup>th</sup> FC and MTFPS (2013-14) is given in **Table 1.8**:

**Table 1.8: Actual tax and Non-Tax Revenue *vis-à-vis* projections**

	13 <sup>th</sup> FC projection	Budget estimates	MTFP projection <sup>10</sup>	Actual
Tax Revenue	34338	31222	32405	32809
Non-Tax Revenue	3612	3263	1598	1918

(Source: 13<sup>th</sup> FC Report, Budget Publication 2012-13, MTFPS and Finance Accounts)

Non tax revenue fell significantly short of the 13<sup>th</sup> FC projections and the budget estimates. Shortfall in collection of non-tax receipts was mainly due to low collections under Food storage and warehousing.

<sup>10</sup> In the MTFPS, RE figures for 2012-13 were mentioned

### 1.3.1.1 Tax Revenue

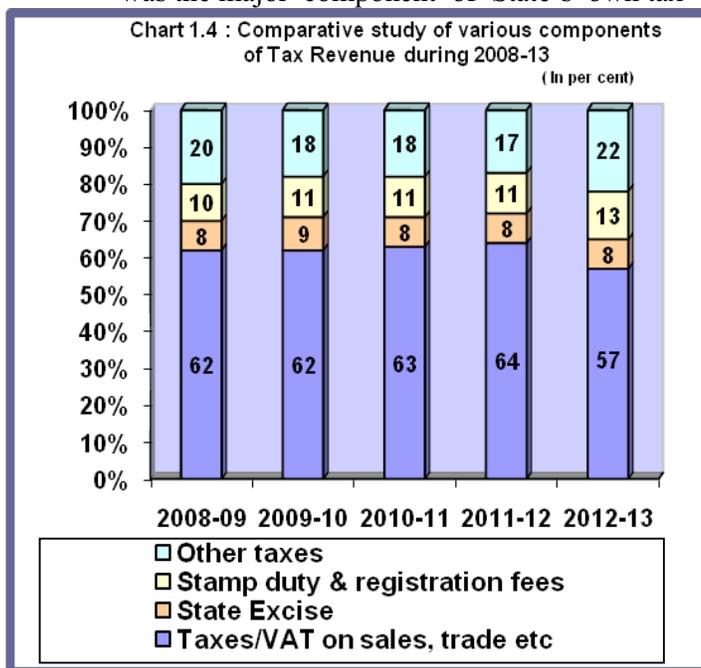
The gross collection in respect of major taxes and duties for the period 2008-13 is given in **Table 1.9**.

**Table 1.9: Components of State's own tax revenue** (₹ in crore)

Revenue Head	2008-09	2009-10	2010-11	2011-12	2012-13	CAGR
Taxes/VAT on sales, trade etc.	8955	10510	13276	15888	18555	19.98
State excise	1083	1444	1783	2117	2621	24.73
Stamp duty and registration fees	1509	1814	2265	2732	4357	30.35
Taxes on vehicles	608	774	936	1007	1222	19.07
Land revenue	984	929	1254	1872	2024	19.76
Taxes on goods and passengers	-	-	-	(-1)	1284	-
Taxes and duties on electricity	588	665	769	408	1837	32.95
Other taxes	692	764	846	915	909	7.06
	14419	16900	21129	24938	32809	

Source: Finance Accounts

Increase in taxes on sales, trades, etc during 2012-13 was attributable to increase in the rate of tax from 13.5 per cent to 14.5 per cent in respect of a few high value luxury goods. Receipts for adjustment for energy charges, waiving of Government electricity duty as per incentive scheme, etc. resulted in increase in taxes and duties on electricity. Increase in Stamp duty and registration fees was due to increase in the market value of properties and accommodation of the same in the software, increase in number of special housing project, computerization of registration offices, increased transaction of the real estates, etc. During the period 2008-13, taxes on sales, trade, etc. was the major component of State's own tax revenue (57 to 64 per cent).



There were significant variations among relative shares of the major components of tax revenue in 2012-13 compared to 2008-09. While contribution of sales tax to total revenue declined from 62 per cent in 2008-09 to 57 per cent in 2012-13, the share of stamps and registration fees increased from 10 per cent to 13 per cent during the aforesaid period.

Source: Finance Accounts

Note-Other taxes also includes Land revenue, taxes on vehicles, goods and passenger and Taxes and duties on electricity

### Cost of collection

The gross collection from major taxes and expenditure incurred on collection during the years 2010-11 to 2012-13 along with All India Average is given in **Table 1.10**:

**Table 1.10: Gross collection vis-a-vis expenditure on collection**

Particulars	Year	Gross collection	Expenditure on collection	Percentage of expenditure to gross collection	
		₹ in crore		State's figure	All India Average
Taxes/VAT on sales	2010-11	13276	165	1.24	0.75
	2011-12	15888	175	1.10	0.83
	2012-13	18555	191	1.03	NA
State Excise	2010-11	1783	92	5.16	3.05
	2011-12	2117	77	3.64	2.98
	2012-13	2621	80	3.05	NA
Stamp Duty & Registration Fees	2010-11	2265	94	4.15	1.60
	2011-12	2732	97	3.55	1.89
	2012-13	4357	101	2.32	NA
Taxes on Vehicles	2010-11	936	20	2.14	3.71
	2011-12	1007	20	1.99	2.96
	2012-13	1222	21	1.72	NA

Source: Finance Accounts

As depicted in **Table 1.10**, the cost of collection as percentage of total collection in respect of sales tax/VAT, state excise and stamp duty and registration fees were above the All India Average.

#### 1.3.1.2 Non Tax Revenue

**Table 1.11: Components of Non Tax Revenue**

(₹ in crore)

Revenue Head	2008-09	2009-10	2010-11	2011-12	2012-13	Percentage increase over previous year
Interest receipts	4000 <sup>11</sup> (80.55)	363(14.89)	717(30.13)	292(21.79)	934(48.70)	219.86
Dividends and Profit	6(0.12)	1(0.04)	1(0.04)	1(0.07)	2(0.10)	100
Other non-tax receipts	960(19.33)	2074(85.07)	1662(69.83)	1047(78.14)	982(51.20)	(-) 6.21
<b>Total</b>	<b>4966</b>	<b>2438</b>	<b>2380</b>	<b>1340</b>	<b>1918</b>	

Source: Finance Accounts

Figures in brackets indicate the share of the components.

Non-tax revenue was three *per cent* of the revenue receipts during 2012-13. Increase in collection (₹ 578 crore) over the previous year was attributable to significant increase in interest receipts from investment of Cash Balances, interest earned on loans given to West Bengal State Electricity Distribution Company Ltd. (WBSEDCL) and West Bengal Electronic Industries Development Corporation, 13<sup>th</sup> FC benefit on interest relief on NSSF, etc.

<sup>11</sup> Inflation of the figures for the year 2008-09 was due to book adjustment of waiver of interest.

### 1.3.2 Grants-in-aid from Government of India

The trends of release of grants-in-aid by GoI under non-plan, State plan, centrally sponsored and central plan schemes is shown in **Table 1.12**.

**Table 1.12: Components of Grants-in-aid** (₹ in crore)

Particulars	2008-09	2009-10	2010-11	2011-12	2012-13
Non-Plan Grants	1420	1395	2536	3537	4032
Grants for State Plan Schemes	3016	2734	3127	6529	5004
Grants for Central Plan Schemes	74	89	163	203	150
Grants for Centrally Sponsored Schemes	1687	1718	1974	3620	3157
Grants for Special Plan Schemes	-	-	-	-	-
<b>Total</b>	<b>6197</b>	<b>5936</b>	<b>7800</b>	<b>13889</b>	<b>12343</b>
Percentage of increase over previous year	28.06	(-) 4.21	31.42	78.06	(-) 11.13
Total grants as a percentage of Revenue Receipts	16.79	16.07	16.50	23.64	18.07

Source: Finance Accounts

During 2012-13, grants-in aid from GoI decreased by ₹1546 crore mainly due to decrease in grants for State plan schemes (₹ 1525 crore). Under State plan schemes, the decrease was in Additional Central Assistance (ACA) grants for Externally Aided Projects (EAPs), Central Assistance grants under Accelerated Irrigation Benefits Programme, ACA grants for Urban Infrastructure Development for Small and Medium town under JNNURM, ACA grants for Integrated Housing and Slum Development Programme, etc. due to, *inter alia*, non-submission of UCs for previously released grants, failure to submit action plans, etc.

### 1.3.3 Central Tax Transfers

The 13<sup>th</sup> FC recommended that the State's share of central taxes be increased to 32 per cent from 30.50 per cent as recommended by Twelfth Finance Commission. The State's share in the net proceeds of central tax (excluding Service Tax) and net proceeds of Service Tax has been fixed at 7.26 and 7.38 per cent, respectively.

During 2012-13, central tax transfers stood at ₹ 21226 crore with an increase of 14 per cent over the previous year and constituted 31 per cent of revenue receipts. The increase was mainly under Service Tax (₹ 881.03 crore) and Taxes on Income other than Corporation Tax (₹ 848.33 crore).

### 1.3.4 Optimisation of the 13<sup>th</sup> FC grants

The status on utilisation of 13<sup>th</sup> FC grants allocated upto the year 2012-13 is depicted below.

**Table 1.13: Status on utilisation of 13th FC grants** (₹ in crore)

Sl. No.	Transfer	Recommendation of the FC (Allocation upto 2012-13)	Actual release by GoI	Expenditure <sup>12</sup>	Unutilised amount <sup>13</sup>
1	Local Bodies	2604	1926	1116	810
	Grants to PRIs	1875	1347	873	474
	General performance grants to PRIs	512	212	0	212
	Grants to ULBs	728	579	243	336

<sup>12</sup> As per UCs received

<sup>13</sup> As deduced from UCs not received

Sl. No.	Transfer	Recommendation of the FC (Allocation upto 2012-13)	Actual release by GoI	Expenditure <sup>12</sup>	Unutilised amount <sup>13</sup>
	General performance grants to ULBs	200	138	0	138
2	Disaster Relief	736	736	1	735
3	Improving outcome grants	275	100	14	86
4	Environment related grants	188	114	67	47
5	Elementary education	1251	1251	771	480
6	Roads and bridges	307	307	212	95
7	State specific grants	852	423	211	212
	<b>Total</b>	<b>9528</b>	<b>7133</b>	<b>3508</b>	<b>3625</b>

Source: FC Report and departmental figures

### Failure to avail 13<sup>th</sup> FC grants

Audit scrutiny (July 2013) of Finance department revealed that various departments of GoWB could not avail the 13<sup>th</sup> FC grants amounting to ₹ 66.38 crore and ₹ 589.01 crore allocated by the GoI for the various sector/components as detailed in **Appendix 1.8** for the period 2011-12 and 2012-13 respectively due to non-compliance with the conditions / prerequisites imposed by 13<sup>th</sup> F.C and suitably adopted by GoI. Had the departments paid due attention to the requirements of submission of annual action plan/ timely submission of utilisation certificate for funds released in previous years, the situation could have been avoided.

### Short receipt of 13<sup>th</sup> FC grants from GoI

Out of ₹ 1227 crore allocated by the GoI of 13<sup>th</sup> FC grants pertaining to award period 2012-13 for Panchayati Raj Institutions (PRIs) and Urban Local Bodies (ULBs), GoWB could not avail ₹ 601 crore due to non fulfillment of preconditions and delayed submission of UC for the initial installments released by GoI as detailed in **Appendix 1.9**.

## 1.4 Capital Receipts

The trends in growth and composition of capital receipts for the period 2008-13 is depicted in **Table 1.14**.

**Table 1.14: Trends in growth and composition of capital receipts**

Sources of State's Receipts	2008-09	2009-10	2010-11	2011-12	2012-13
<b>Capital Receipts (CR)</b>	<b>21607</b>	<b>28895</b>	<b>24566</b>	<b>26633</b>	<b>28571</b>
Recovery of Loans and Advances	5616 <sup>14</sup>	387	372	78	280
Public Debt Receipts <sup>15</sup>	15991	28508	24194	26555	28291
<i>of which Market Loans</i>	12397	18353	10556	23591	23006
Rate of growth of Public Debt	4.29	78.28	(-) 15.13	9.76	6.54
Rate of growth of GSDP	14.18	16.65	15.88	15.16	16.89

Source: Finance Accounts

During 2012-13, capital receipts increased by 7.28 per cent over the previous year. This was mainly on account of increase in public debt receipts by

<sup>14</sup> High recovery of loans and advances was attributable to contra credit of ₹ 4874 crore in the loan head, in connection with waiver of dues.

<sup>15</sup> Excluding Ways and means advances from RBI

₹ 1736 crore and recovery of loans and advances by ₹ 202 crore. Increase in public debt receipts was due to increase in receipts from Special Securities issued to NSSF and loans and advances from GoI. Recovery of loans and advances was due to increased recoveries from Government companies in economic sector. There were no miscellaneous capital receipts from disinvestment, sale of land, etc. during the period 2008-13. Non-debt capital receipts thus comprised only of recovery of loans and advances.

## 1.5 Public Accounts Receipts

Receipts and disbursements 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. Here the Government acts as a banker. The net accrual to the Public Account is available with the Government for financing the fiscal deficit. The trends and composition in net Public Accounts receipts for the period 2008-13 is depicted in **Table 1.15**.

**Table 1.15: Trends in growth and composition of Net Public Accounts Receipts**

(₹ in crore)

Resources under various heads	2008-09	2009-10	2010-11	2011-12	2012-13
<b>Public Accounts Receipts</b>					
a. Small Savings Provident Fund, etc.	355	738	1129	1032	945
b. Reserve Fund	985	676	1192	1296	533
c. Deposits and Advances	1231	1364	870	1367	2944
d. Suspense and Miscellaneous	384	1162	- 458	-823	-559
e. Remittances	274	58	-265	325	228
<b>Total</b>	<b>3229</b>	<b>3998</b>	<b>2468</b>	<b>3197</b>	<b>4091</b>

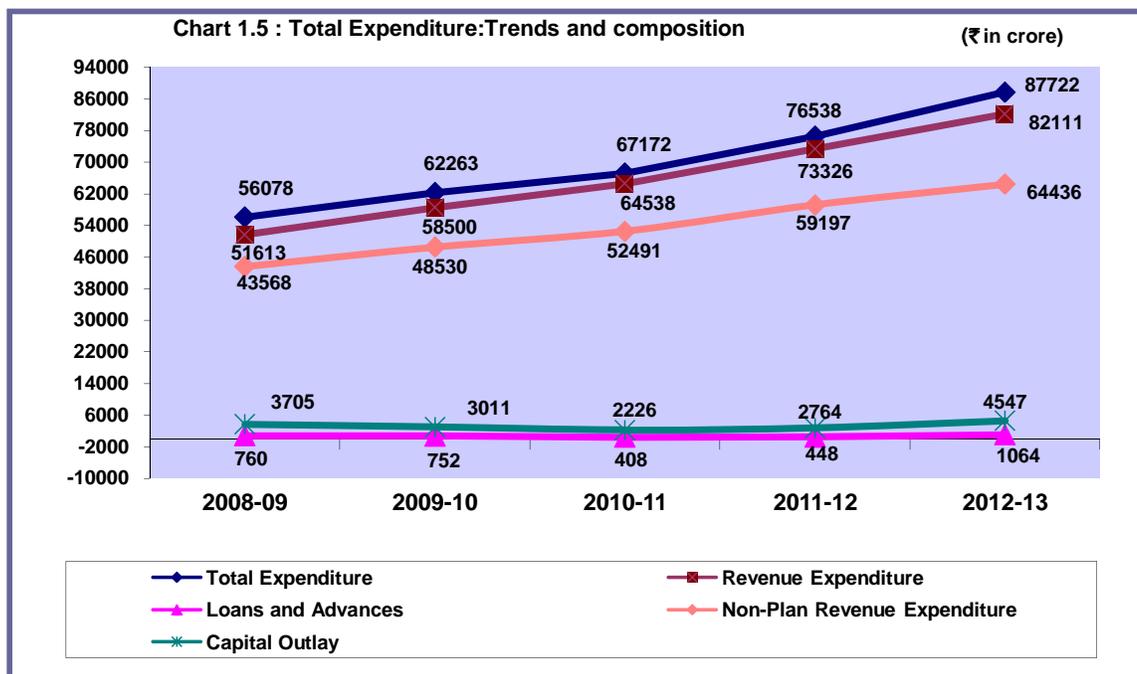
Source: Finance Accounts

## 1.6 Application of Resources

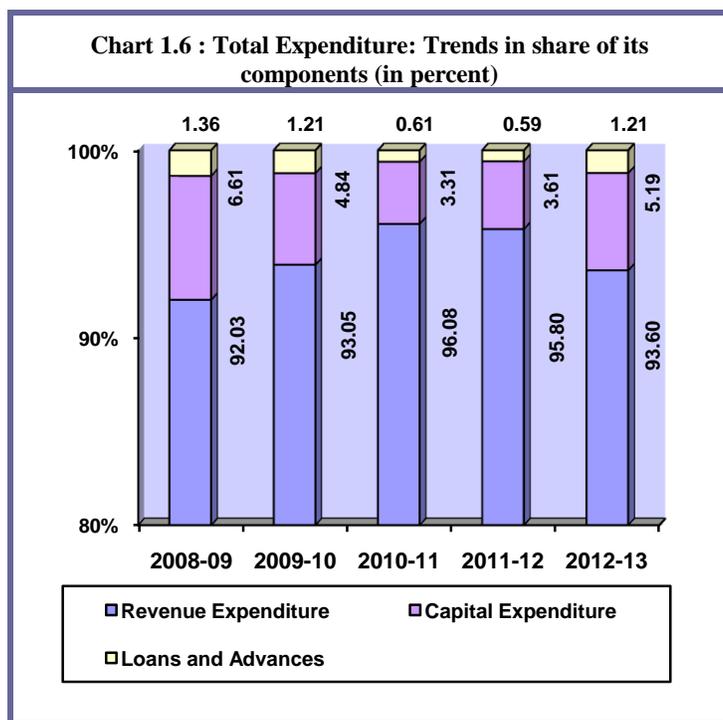
Analysis of the allocation of expenditure at the State Government level assumes significance since major expenditure responsibilities are entrusted with them. Within the framework of fiscal responsibility legislations, there are budgetary constraints in raising public expenditure financed by deficit 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 the expenditure directed towards development of social sector.

### 1.6.1 Growth and composition of expenditure

**Chart 1.5** presents the trends in total expenditure over the period 2008-13 and its composition both in terms of 'economic classification' and 'expenditure by activities' are depicted in **Charts 1.6 and 1.7** respectively.



Source: Finance Accounts



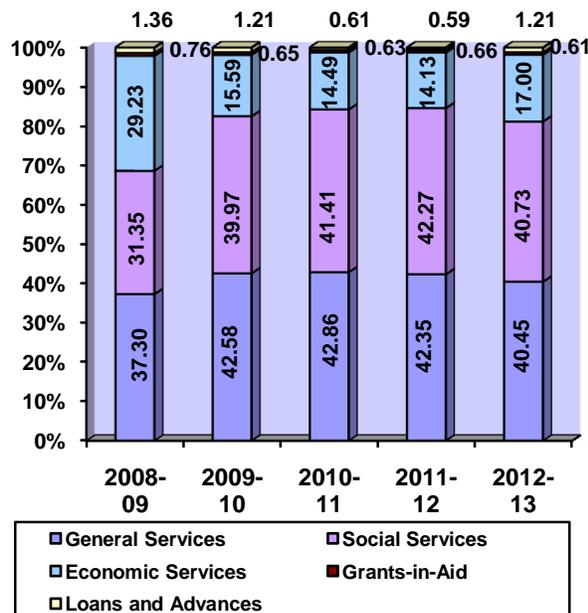
Source: Finance Accounts

Total expenditure during 2012-13 increased by ₹11184 crore (14.61 per cent) over the previous year mainly due to increases in revenue expenditure (₹ 8785 crore) and capital outlay (₹ 1783 crore). Revenue expenditure constituted 93.60 per cent while Capital outlay constituted only 5.19 per cent of the total expenditure during 2012-13.<sup>16</sup>

<sup>16</sup>Total expenditure shown here does not include repayment of public debt.

In terms of activities, total expenditure is composed of expenditure on general services (which includes interest payments as one of its major components), social and economic services, grants-in-aid and loans and advances. The structure of expenditure in terms of the relative shares of these components has undergone some significant change since the last five years wherein the developmental expenditure, in particular the expenditure on social services has been gaining increased focus at the cost of expenditure on economic services.

**Chart 1.7 : Total Expenditure : Trends by activities (in percent)**



Source: Finance Accounts

### Significant Capital Outlays

During 2012-13, plan capital outlay amounting to ₹ 159.25 crore was incurred for development of schools and hostels under Backward Region Grant Fund and ₹ 31.74 crore incurred for establishment of new polytechnics, new ITIs, etc. In the Health and Family Welfare sector, plan capital expenditure of ₹ 15.31 crore was incurred for setting up of new medical colleges. During 2012-13, under capital outlay on power projects, equity participation of the State Government for implementation of the Sagardighi Thermal Power Project and implementation of DPL unit amounted to ₹ 70 crore and ₹ 44 crore respectively. Grants for creation of capital assets stood at ₹ 2883.69 crore during 2012-13 against ₹ 1143.63 crore during 2011-12.

### 1.6.2 Revenue Expenditure

During the period 2008-09 to 2012-13, revenue expenditure increased consistently at a CAGR of 12.31 per cent. Non-Plan Revenue Expenditure (NPRE) (₹ 64436 crore) constituted 78 per cent of the total revenue expenditure during 2012-13 and was substantially higher (by 26 per cent) than the normative projections of 13<sup>th</sup> FC (₹ 51229 crore).

### 1.6.3 Committed Expenditure

Committed expenditure of the State Government on revenue account mainly consists of interest payments, expenditure on salaries and wages, pensions and

subsidies. **Table 1.16** presents the trends in the expenditure on these components during 2008-13.

**Table-1.16: Components of Committed Expenditure**

(₹ in crore)

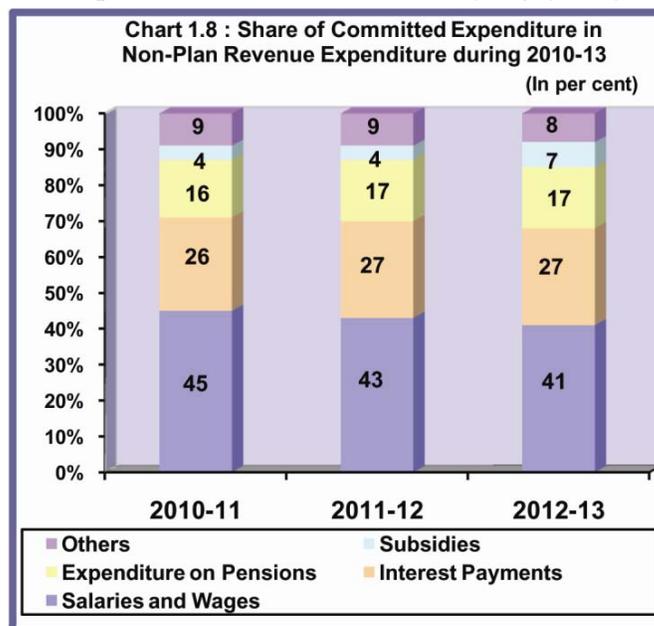
Components of Committed Expenditure	2008-09	2009-10	2010-11	2011-12	2012-13	
					BE	Actuals
Salaries* & Wages, Of which	13779(37)	21903(59)	24954(53)	27031 (46)	31185	28342(41)
Non-Plan Head	12996	20849	23728	25537		26685
Plan Head**	783	1054	1226	1494		1657
Interest Payments	12069(33)	13305(36)	13817(29)	15896(27)	18109	17571(26)
Expenditure on Pensions	4433(12)	6511(18)	8078(17)	10066(17)	9582	11036(16)
Subsidies	1256(3)	2556 (7)	2093 (4)	2564 (4)	1513	4404(6)
<b>Total</b>	<b>31537</b>	<b>44275</b>	<b>48942</b>	<b>55557</b>		<b>61353</b>

Source: Finance Accounts, Voucher Level Computerisation (VLC) done by Pr. A.G. (A&E) and Budget Publications  
Figures in the parentheses indicate percentage to revenue receipts,

\* It also includes the salaries paid out of grants-in-aid,

\*\*Plan Head also includes the salaries and wages paid under Centrally Sponsored Schemes

Committed expenditure of the State grew at a CAGR of 18.10 per cent during 2008-13. Proportion of committed expenditure with respect to revenue expenditure hovered between 75 and 76 per cent during 2009-13 indicating little improvement in terms of flexibility enjoyed by the State in managing the



Source: Finance Accounts

**Expenditure on salaries and wages:**

Expenditure on salaries and wages grew at a CAGR of 19.76 per cent during 2008-13. During 2012-13, salary expenditure was lower than the budgetary estimates (₹ 31185 crore) by ₹ 2843 crore (nine per cent).

**Pension payments:**

Expenditure on Pensions grew at a CAGR of 25.61 *per cent* during 2008-13. It surpassed the budgetary estimates (₹ 9582 crore) by ₹ 1454 crore in 2012-13. Expenditure on pensions constituted 16 *per cent* of the revenue receipts and 17 *per cent* of the NPRES during the current year.

The expenditure on pension during 2012-13 surpassed the 13<sup>th</sup> FC projection (₹7119 crore) by 55 *per cent*.

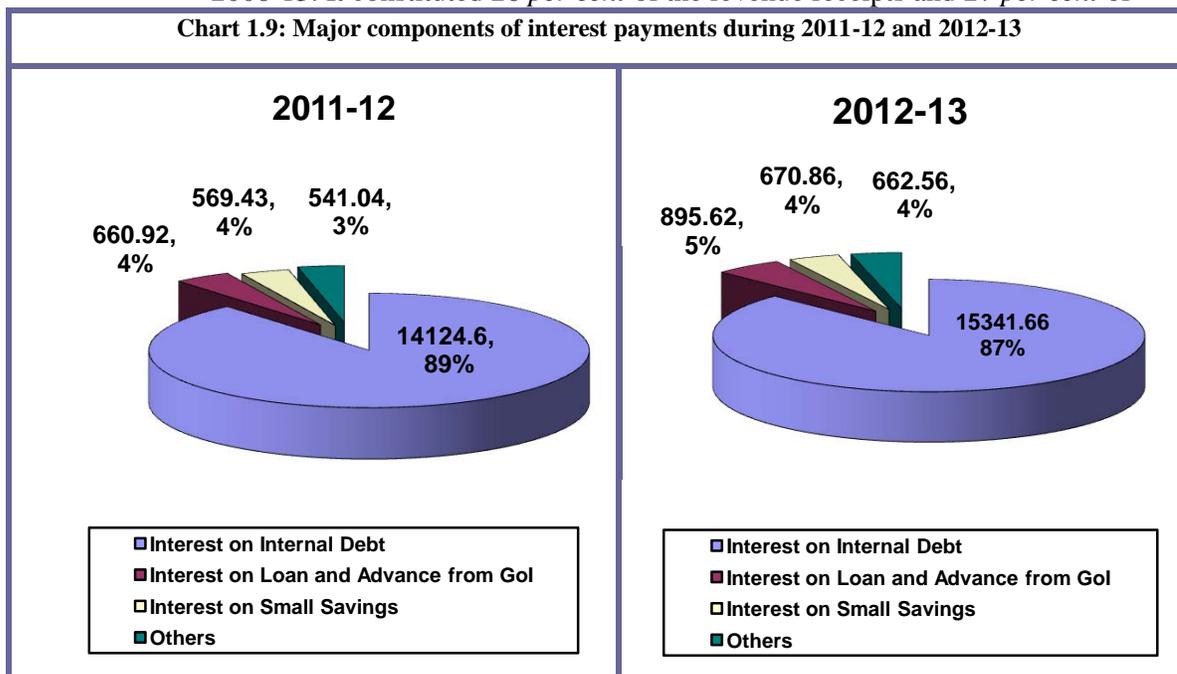
**Contributory Pension Scheme for All India Service officers:**

All India Service (AIS) officers recruited on or after 01 January 2004 are covered under the New Pension Scheme, which is a defined contributory pension scheme. In terms of the scheme, the employee contributes 10 *per cent* of his basic pay and dearness allowance, which is matched by the State Government and the entire fund is transferred to the designated fund manager through the National Securities Depository Limited (NSDL)/Trustee bank. The amount of employees' and employer's contributions receivable in the scheme during inception was not estimated. During 2012-13, the State Government transferred ₹ 0.39 crore to NSDL/Trustee bank, which included ₹ 0.11 crore towards employees' contribution and ₹ 0.28 crore towards employer's contribution, leaving a balance of ₹ 0.13 crore (₹ 0.09 crore employers' contribution and ₹ 0.04 crore employee's contribution) as on March 2013 remaining to be transferred to NSDL/Trustee bank. Uncollected, unmatched and untransferred amounts, with accrued interest, represented outstanding liabilities under the scheme.

**Interest payments:**

Expenditure on Interest Payments grew at a CAGR of 9.85 *per cent* during 2008-13. It constituted 26 *per cent* of the revenue receipts and 27 *per cent* of

Chart 1.9: Major components of interest payments during 2011-12 and 2012-13



Source: Finance Accounts;

"Others" include interest on Reserve Funds and interest on Deposits.

NPRE during 2012-13. As depicted in **Chart 1.9** interest on internal debt comprised the major share of interest payments being 87 per cent in 2012-13. In Internal Debt, interest on market loans and interest on special securities issued to NSSF constituted 97 per cent of the interest payments during 2012-13.

Against the 13<sup>th</sup> FC projection of ₹16461 crore during 2012-13, actual expenditure incurred on interest payment was higher by seven per cent.

Interest payment on market loans as percentage of revenue receipts is depicted in **Table 1.17**:

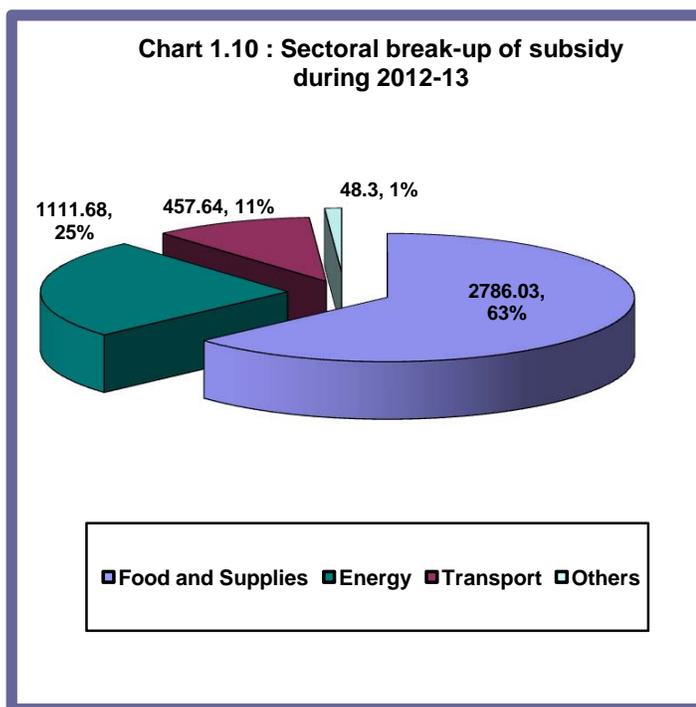
**Table 1.17: Interest payment as percentage of Revenue Receipts**

Particulars	2008-09	2009-10	2010-11	2011-12	2012-13
Interest payment on market loans (₹ in crore)	3002	3831	4899	5839	7455
Percentage of Revenue Receipts	8	10	10	10	11

Source: Finance Accounts

### Payment of subsidies

Expenditure on subsidies grew at a CAGR of 36.84 per cent during the period 2008-13. The sectoral segregation of subsidies is depicted in **Chart 1.10**.



Subsidy in the Food and Supplies department increased by ₹ 701.36 crore during 2012-13 over the previous year and predominantly related to subsidy for supply of rice to the APL/BPL families in the TPDS as well as transport subsidy on distribution of rice and wheat. Under energy sector subsidy related to WBSEDCL for subsidisation of power tariff to its consumers. Subsidy under Transport sector was in the form of assistance to the Public Sector and other undertakings. Further, Government provided a subsidy of ₹ 55.73 crore in the form of grants-in-aid on various other schemes.

Source: Finance Accounts

### Significant policies, projects entailing committed expenditure on the State

Major policy decisions during the year 2012-13 on 21 new schemes proposed in the budget had implications for annual revenue expenditure amounting to

₹ 1635.22 crore<sup>17</sup> including committed expenditure of ₹ 222.54 crore. Substantial plan revenue expenditure was involved in respect of housing for economically weaker section (₹ 158.00 crore), distribution of bicycles among girl students of recognized and aided Madrasah (₹ 44.91 crore) and Talent Support Programme for meritorious minority students (₹ 34.32 crore).

#### 1.6.4 Financial assistance by State Government to local bodies and other institutions

##### **Introduction to Local Bodies**

The West Bengal Panchayat Act, 1973 was enacted, *inter alia* to reorganise Panchayats in rural areas of West Bengal. The Act depicted the broad aspects of duties, powers and functions of three tier Panchayati Raj Institutions (PRIs) in West Bengal. Municipal Bodies have been accorded constitutional status in the 74th Constitutional Amendment Act of 1992 and raised to the status of 'Government' at the local level. The Urban Local Bodies (ULBs) in West Bengal are governed by the West Bengal Municipal Act, 1993. With effect from November 2008, all municipal corporations (except Kolkata and Howrah) have been brought under the West Bengal Municipal Corporation Act, 2006. The PRIs and ULBs were entrusted with the implementation of key socio-economic development programmes through devolution of funds and functions as per recommendations of the successive Central/ State Finance Commissions.

In exercise of the powers conferred by the above stated Panchayat Act and Municipal Acts of the State, the Examiner of Local Accounts (ELA), West Bengal was appointed as the Auditor entrusted with the responsibility to audit the PRIs and ULBs. The Panchayat Act stipulates that the report of the ELA on PRIs shall be laid before the State Legislature and in terms of the Rules of Procedure and Conduct of Business in the WBLA, matters relating to scrutinising the Report have been entrusted to the Standing Committee on Panchayats and Rural Development (P & RD), Land & Land Reforms and Sundarban Development, WBLA. The Municipal Acts envisage that the Auditor shall prepare a report on the accounts examined and send it to the Chairman / Mayor and a copy thereof to the Director of Local Bodies. For examining Audit Reports on ULBs, a State Level Audit Committee<sup>18</sup> (SLAC) was constituted in February 2006.

##### **Financial Assistance to Local Bodies and others**

The quantum of assistance provided by way of grants and loans to local bodies and others during the current year relative to the previous years is presented below:

<sup>17</sup> Plan: ₹262.11 crore and Non-plan: ₹1373.11 crore

<sup>18</sup> Comprising the Chief Secretary (Chairman), Principal Secretary / Secretary of the P & RD Department (Member), Principal Secretary / Secretary of the Municipal Affairs Department (Member), Principal Secretary of the Finance Department (Member), Pr. Accountant General, West Bengal (Member) and Principal Secretary of the Finance (IA) Department (Member-Secretary)- Notification No. 4010-F.B. dated 23 February 2006 of the Finance Department, Government of West Bengal.

**Table 1.18: Financial Assistance to Local Bodies/Institutions, etc.**

Financial Assistance to Local Bodies/Institutions	2008-09	2009-10	2010-11	2011-12	2012-13
	( ₹ i n c r o r e )				
Panchayati Raj Institutions (PRIs)	1355	2180	2192	2670	5623
Urban Local Bodies	1718	2105	2435	2365	2500
Public Sector Undertakings	8554	86	66	67	89
Autonomous Bodies	1639	1712	2028	2332	2310
Others	9081	13508	16935	19334	17611
<b>Total</b>	<b>22347</b>	<b>19591</b>	<b>23656</b>	<b>26768</b>	<b>28133</b>
Assistance as per percentage of Revenue Expenditure	43	33	37	37	34

Source: Finance Accounts

**Table 1.18** indicates that as compared to last year, financial assistance to local bodies/institutions increased by ₹ 1365 crore during 2012-13. Substantial increase (₹ 2953 crore) was noticed in assistance provided to Panchayati Raj Institutions (PRIs).

## 1.7 Quality of Expenditure

The availability of good social and physical infrastructure in the State generally reflects the quality of its expenditure. 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 of the expenditure incurred (assessment of outlay-outcome relationships for selected services).

### 1.7.1 Adequacy of Public Expenditure

Enhancing human development levels require the States to step up their expenditure on key social services like education, health, etc. **Table 1.19** analyses fiscal priority of the State Government with regard to Development Expenditure (DE), Social Sector Expenditure (SSE), Capital Expenditure (CE) and expenditure under Education<sup>19</sup> and Health<sup>20</sup> sectors during 2009-10 and 2012-13.

**Table-1.19: Fiscal priority of the State for 2009-10 and 2012-13: (in per cent)**

		AE/GSDP	DE <sup>#</sup> /AE	SSE/AE	CE/AE	Expenditure on Education / AE	Expenditure on Health / AE
2009-10	General category States' Average (Ratio)	17.06	66.05	35.73	14.96	16.19	4.24
	West Bengal's figure (Ratio)	15.61	56.76	40.09	4.84	19.40	5.20
2012-13	General category States' Average (Ratio)	15.93	65.79	32.77	13.23	17.23	4.47
	West Bengal's figure (Ratio)	14.10	58.94	40.85	5.19	19.72	4.59

\* States other than 11 states termed as Special Category States (Arunachal Pradesh, Assam, Jammu and Kashmir, Himachal Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura and Uttarakhand). All India average of General Category States has been calculated on the basis of figures provided by 16 General Category States excluding Delhi, Goa and Puducherry.

<sup>#</sup> Development Expenditure includes Development Revenue Expenditure, Development Capital Expenditure and Development Loans and Advances disbursed

Source: Ratios relating to West Bengal were arrived at on the basis of Finance Accounts figures

AE: Aggregate Expenditure; DE: Development Expenditure; SSE: Social Sector Expenditure; CE: Capital Expenditure

Source: For GSDP, Central Statistics office of Ministry of Statistics and Programme Implementation.

<sup>19</sup> Education, Sports, Art and Culture sector

<sup>20</sup> Health and Family Welfare sector

- The above table shows that during both the years, the **ratio of aggregate expenditure to the GSDP** for West Bengal was lower compared to that of all general category States.
- Expenditure incurred on social and economic sectors taken together is considered as **Developmental Expenditure**. The proportion of expenditure in these sectors was lower compared to corresponding all general category States' averages in both these years. However, the State incurred higher percentage of expenditure on Health and Education sectors, as compared to what the general category States were spending on an average during 2012-13. Consequently, in the **Social Sector**, level of expenditure has been higher than the average of all general category States' expenditure in 2012-13.
- Proportion of capital expenditure in aggregate expenditure (4.84 and 5.19 *per cent*) was significantly lower compared to general category States' average of 14.96 and 13.23 *per cent* during 2009-10 and 2012-13 respectively, which is a matter of concern.

**Table 1.20** and **Chart 1.11** present the trends in various components of development expenditure relative to the aggregate expenditure of the State during the current year *vis-à-vis* that budgeted and of the previous years.

Table-1.20: Development Expenditure

(₹ in crore)

Components of Development Expenditure	2008-09	2009-10	2010-11	2011-12	2012-13	
					BE	Actuals
<b>Revenue Expenditure</b>	<b>51613 (92)</b>	<b>58500 (94)</b>	<b>64538 (96)</b>	<b>73326 (96)</b>	<b>83719</b>	<b>82111 (94)</b>
Development Revenue Expenditure	30410 (54)	31738 (51)	35434 (53)	40533 (53)	47028	46255 (53)
<b>Capital Expenditure</b>	<b>3705 (7)</b>	<b>3011 (5)</b>	<b>2226 (3)</b>	<b>2764 (4)</b>	<b>8281</b>	<b>4547 (5)</b>
Development Capital Expenditure	3562 (6)	2854 (5)	2119 (3)	2641 (3)	7923	4385 (5)
<b>Loans and Advances</b>	<b>760 (1)</b>	<b>752 (1)</b>	<b>408 (1)</b>	<b>448 (1)</b>	<b>716</b>	<b>1064 (1)</b>
Development Loans and Advances	758 (1)	750 (1)	406 (1)	444 (1)	711	1061 (1)
<b>Development Expenditure</b>	<b>34730 (62)</b>	<b>35342 (57)</b>	<b>37959 (57)</b>	<b>43618 (57)</b>	<b>55662</b>	<b>51701 (59)</b>
<b>Aggregate Expenditure</b>	<b>56078</b>	<b>62263</b>	<b>67172</b>	<b>76538</b>	<b>92716</b>	<b>87722</b>
Planned Expenditure	12469	13926	14616	17216	27692	22491
Non-planned Expenditure	43609	48337	52556	59322	65024	65231

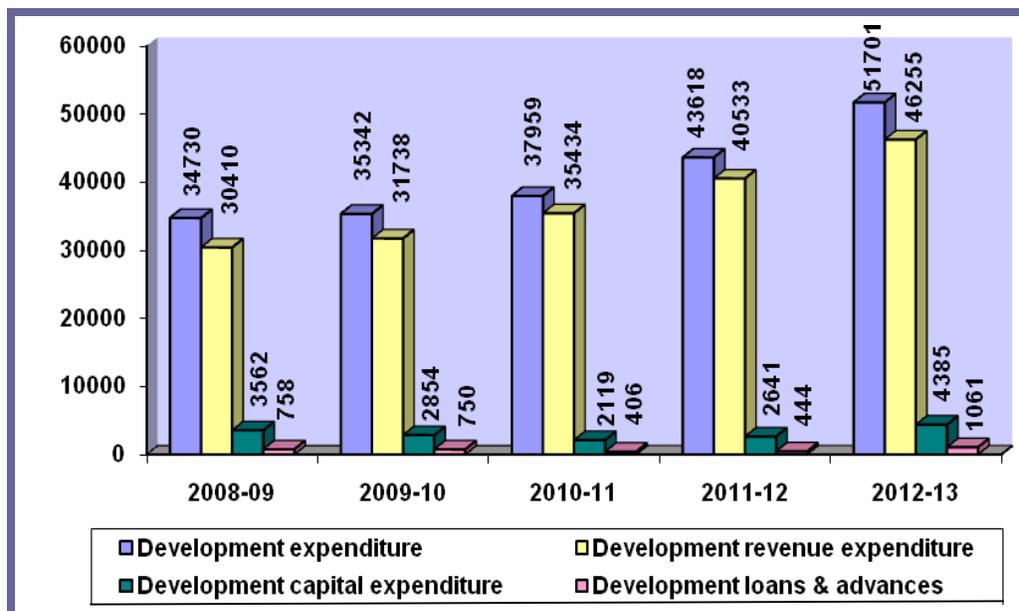
Source: Finance Accounts and Budget Publications

Figures in parentheses indicate percentage to aggregate expenditure

As depicted in **Table 1.20**, development capital expenditure fell significantly short of the budgetary estimates during 2012-13. As a whole, development expenditure during 2012-13 fell short of the budgetary estimates by ₹ 3961 crore. Shortfall in development capital expenditure was mainly due to significantly low capital expenditure on Water Supply, Sanitation, Housing and Urban Development and Education, Sports, Art and Culture in social sector and Irrigation and Flood Control and Agriculture and Allied Activities in economic sector.

Chart 1.11 : Trend in Development Expenditure during 2008-2013

(₹ in crore)



Source: Finance Accounts

### 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 State Governments to take appropriate expenditure rationalisation measures and lay emphasis on provision of core public and merit goods<sup>21</sup>. Apart from improving the allocation towards development expenditure, 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. **Table 1.21** presents the efficiency of expenditure in selected social and economic services.

<sup>21</sup> 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 subsidised rates because an individual or society should have them on the basis of some concept of need, rather than ability and willingness to pay the government and therefore wishes to encourage their consumption. Examples of such goods include the provision of free or subsidised food for the poor to support nutrition, delivery of health services to improve quality of life and reduce morbidity, providing basic education to all, drinking water and sanitation etc.

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

Social/Economic Infrastructure	2011-12			2012-13		
	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**
<i>In per cent</i>						
<b>Social Services (SS)</b>						
Education, Sports, Art and Culture	0.56	82.79	0.16	1.78	79.57	0.01
Health and Family Welfare	9.86	74.72	0.33	2.93	71.65	0.32
WS, Sanitation, & HUD	5.31	32.57	2.84	14.61	29.35	3.19
<b>Total (SS)</b>	<b>2.45</b>	<b>58.55</b>	<b>0.49</b>	<b>4.23</b>	<b>56.05</b>	<b>0.50</b>
<b>Economic Services (ES)</b>						
Agriculture & Allied Activities	7.51	60.05	0.53	7.64	57.42	0.48
Irrigation and Flood Control	32.97	68.48	14.94	42.27	67.12	12.90
Power & Energy	24.56	0.33	-	5.71	0.08	-
Transport	42.91	15.00	30.24	43.50	15.19	30.98
<b>Total (ES)</b>	<b>17.09</b>	<b>37.44</b>	<b>5.00</b>	<b>18.09</b>	<b>30.00</b>	<b>3.72</b>
<b>Total (SS+ES)</b>	<b>6.12</b>	<b>53.88</b>	<b>1.49</b>	<b>8.48</b>	<b>49.26</b>	<b>1.34</b>

Source: Finance Accounts and VLC

TE: Total Expenditure; CE: Capital Expenditure (excluding loans and advances); RE: Revenue Expenditure; S&W: Salaries and Wages; O&M: Operations & Maintenance \*\* As could be identified, may not reflect the complete picture

Though the ratio of capital expenditure to total expenditure increased both under social and economic services during 2012-13 over the previous year, there has been considerable decrease in capital outlay on Health and Family Welfare under social services and on Power and Energy under economic services.

## 1.8 Financial Analysis of Government Expenditure and Investments

In the post-WBFRBM framework, the State is expected to keep its Fiscal Deficit (and borrowings) at low levels. In addition, the State Government needs to initiate measures to earn adequate returns on its investments and recover its cost of borrowed funds. This section presents the broad financial analysis of investments and other capital expenditure undertaken by the Government during the current year *vis-à-vis* the previous years.

### 1.8.1 Financial Results of Irrigation Works

Works in Irrigation department are classified as productive or unproductive according to whether the net revenue (gross revenue less working expenses) derived from each work on the expiry of ten years from the date of closure of the construction covers or does not cover the prescribed annual interest charges on the capital invested. Going by this defined criterion, there was no productive work in the State at the end of 2012-13. Revenue realised from 15 schemes during 2012-13 was only ₹ 6.11 crore (0.27 *per cent* of the capital outlay of ₹ 2238.74 crore). The revenue receipts of none of these schemes were sufficient to cover even the direct working expenses. After meeting the working expenses and interest charges, the 15 schemes suffered a net loss of ₹ 212.75 crore (9.50 *per cent* of the capital outlay). The major loss making projects were Damodar Valley Project (₹ 62.62 crore), Kangsabati Reservoir

Project (₹ 55.22 crore), Teesta Barrage Project (₹ 47.71 crore) and Mayurakshi Reservoir Project (₹ 30.47 crore).

### 1.8.2 Incomplete projects

As of March 2013, there were 710 incomplete capital works<sup>22</sup>. A total of ₹ 1481 crore was invested in these projects by the Government.

**Table 1.22: Work-wise Profile of Incomplete Projects**

(₹ in crore)

Types of Works	Number	Estimated cost of works	Expenditure up to March 2013	Cases for which revised estimates were available		
				Number	Original estimates	Revised estimates
Roads	229	2440	748	15	413	514
Buildings	366	2737	533	-	-	-
Canal	17	144	39	3	26	26
Irrigation	54	481	111	1	30	32
Sundarban Affairs	44	140	50	-	-	-
<b>Total</b>	<b>710</b>	<b>5942</b>	<b>1481</b>	<b>19</b>	<b>469</b>	<b>572</b>

Source: Finance Accounts

There have been cost over-runs, since initial budgeted costs have been scaled up in the cases of time over-run. In 19 out of 710 cases, for which original as well as revised estimates were available, there were escalation of ₹ 103 crore over the estimated cost. Non-completion of these projects/ works within the stipulated period not only resulted in increase of cost, but also deprived the State of the intended benefits for prolonged periods.

### 1.8.3 Investment and returns

As on 31 March 2013, Government invested ₹ 11521 crore in statutory corporations, banks, Government companies, joint stock companies and co-operatives (Table 1.23). The average return on this investment was negligible while the Government paid interest rate of 7.78 to 8.70 per cent on its borrowings during 2008-09 to 2012-13.

**Table 1.23: Return on Investment**

Investment/Return/Cost of Borrowings	2008-09	2009-10	2010-11	2011-12	2012-13
Investment at the end of the year (₹ in crore)	10163	10676	10850	11156	11521
Return (₹ in crore)	6	-	1	1	2
Return (per cent)	0.06	-	0.01	0.01	0.02
Average rate of interest on Government borrowing (per cent)	8.70	8.51	7.78	8.05	8.03
Difference between interest rate and return (per cent)	8.64	8.51	7.77	8.04	8.01

Source: Finance Accounts

During 2012-13, Government earned a meager return of ₹ two crore on its investment of ₹ 11521 crore. Further scrutiny showed that in many cases the companies having Government investment have suffered substantial losses leading to erosion of their net worth. Appendix 1.10 shows an illustrative list of some such companies. Of these, in 12 non-working Government companies and one non-working statutory corporation, accumulated losses amounted to

<sup>22</sup> Works costing ₹ one crore and above have only been included. Works with incomplete information, works which have not been commenced and works clubbed under broad scheme names were excluded.

₹ 713 crore as per the latest accounts received. The negative net worth of these companies amounted to ₹ 622 crore.

The possibility of any return on Government investments made in these companies is remote.

#### 1.8.4 Loans and advances by State Government

In addition to investments in co-operative societies, corporations and companies, Government also provided loans and advances to many of these institutions/ organisations. **Table 1.24** presents the outstanding loans and advances, interest receipts *vis-à-vis* interest payments during the last five years.

**Table-1.24: Average interest received on loans given by the State** (₹ in crore)

Quantum of Loans/Interest Receipts/ Cost of Borrowings	2008-09	2009-10	2010-11	2011-12	2012-13	
					BE	Actual
Opening Balance	18438	13582	13947	13982		14352
Amount advanced during the year	760	752	408	448	716	1064
Amount repaid during the year	5616	387	373	78	54	280
<b>Closing Balance</b>	<b>13582</b>	<b>13947</b>	<b>13982</b>	<b>14352</b>		<b>15136</b>
<i>Of which</i> Outstanding balance for which terms and conditions have not been settled	1050	1435	1300	1303		1302
Net addition to outstanding loans and advances during the year	(-) 4856	365	35	370		784
Interest receipts from loans and advances	3866 <sup>23</sup>	234	580	163		516

Source: Finance Accounts

During 2012-13, major portion of the loan went to West Bengal Highway Development Corporation Limited (₹ 700 crore) in economic sector while in social sector, major portion went to Kolkata Municipal Corporation for Kolkata Environmental Improvement Project (₹ 105.73 crore). Recovery of loans and advances increased during 2012-13, mainly on account of increased recoveries from Government companies under economic services. Substantial increase in interest receipts was due to increase in interest receipts under energy sector. At the end of the year, however, arrears of ₹ 4420.94 crore on account of principal and ₹ 6692.60 crore on account of interest was overdue for realisation. No irrecoverable loans were, however, written off during the year.

Only 13 loanees out of 167 loanees confirmed the loan balances. Confirmation/acceptance of the outstanding balance of loans advanced (₹ 11816.60 crore) as at the end of March 2013, was not available. Such non-confirmation/acceptance served as a hindrance to the authentic depiction of loan balances.

Scrutiny revealed that loans amounting to ₹ 866.27 crore relating to 17 departments remained unaltered for long period, the oldest item being 47 years. Fifteen of these departments had such loans worth more than ₹ one crore, as shown in **Table 1.25**. In addition, 7026 Government loans aggregating to ₹ 4501.73 crore were sanctioned to 42 Autonomous

<sup>23</sup> Of ₹ 3865.93 crore, ₹ 3245.50 crore was book adjustment.

Bodies/Authorities, etc. by nine departments by the end of 2012-13, though no repayments were made in respect of previous loans by the concerned loanees.

**Table 1.25: Cases of old loans without any recovery**

	Name of the Department	Loans with no recovery	Period of drawal
		Amount (₹ in crore)	
1	Industrial Reconstruction	260	1976-77 to 2005-06
2	Public Enterprise	193	1975-76 to 2005-06
3	Power and Non-Conventional Energy Sources	151	1995-96 to 2004-05
4	Commerce and Industries	123	1974-75 to 2004-05
5	Micro & Small Scale Enterprises and Textiles	38	1974-75 to 1998-99
6	Urban Development	38	1966-67 to 1994-95
7	Agriculture	28	1984-85 to 1992-93
8	Water Resources Investigation & Development	15	1984-85 to 1990-91
9	Transport	9	1982-83 to 1989-90
10	Fisheries	2	1977-78 to 1993-94
11	Food Processing Industries and Horticulture	2	1988-89 to 1998-99
12	Municipal Affairs	2	1966-67 to 1969-70
13	Panchayat and Rural Development	2	1968-69
14	Public Health Engineering	2	1983-84 to 1997-98
15	Tourism	1	1975-76 to 1992-93
	<b>Total</b>	<b>866</b>	

Source: Finance Accounts 2012-13

Sanction of loan without assessing the loan repayment capacity of the loanee coupled with poor monitoring resulted in huge accumulation of unpaid loans for years together which has resulted in adverse fund position of the State Government.

### 1.8.5 Cash Balances and investment of Cash Balances

Under an agreement with the Reserve Bank of India, the State Government has to maintain with the Bank a daily minimum balance of ₹ 2.48 crore with effect from 1 May 2000. If the balance falls below the agreed minimum limit on any day, the deficiency is made good by taking special or normal ways and means advance/overdraft from the bank. During the year 2012-13, the State Government had to resort to special and normal ways & means advances and overdrafts for 96, 33 and 14 days respectively (total 143 days). During 2012-13, the quantum of such advances was ₹ 15693.20 crore. The State had to pay ₹ 18.81 crore as interest on ways and means advances and overdrafts. Treasury bills amounting to ₹ 35217.66 crore and ₹ 33821.13 crore respectively were purchased and sold during the period 2012-13. An amount of ₹ 68.38 crore was received as interest on investment under treasury bills during the year. The investment made out of general cash balance and earmarked funds up to end of March 2013 is given in **Table 1.26**.

Table-1.26: Cash Balances and Investment of Cash Balances

	(₹ in crore)		
	As on 1 April 2012	As on 31 March 2013	Increase/ Decrease
<b>(a) General Cash Balance</b>			
Cash in Treasuries	0.39	0.42	0.03
Deposits with Reserve Bank of India	(-) 791.88	404.90	1196.78
Deposits with other Banks (B)	-	-	-
Remittances in transit – Local	-	-	-
<b>Total</b>	<b>(-) 791.49</b>	<b>405.32</b>	<b>1196.81</b>
<b>Investments held in Cash Balance investment account</b>	3067.74	4464.27	1396.53
<b>Total (a)</b>	<b>2276.25</b>	<b>4869.59</b>	<b>2593.34</b>
<b>(b) Other Cash Balances and Investments</b>			
Cash with departmental officers viz. Public Works, Department Officers, Forest Department Officers, District Collectors	27.84	34.21	6.37
Permanent advances for contingent expenditure with departmental officers	1.65	1.81	0.16
Investment of earmarked funds	6117.64	6612.34	494.70
<b>Total (b)</b>	<b>6147.13</b>	<b>6648.36</b>	<b>501.23</b>
<b>Grand total (a) + (b)</b>	<b>8423.38</b>	<b>11517.95</b>	<b>3094.57</b>

Source: Finance Accounts

## 1.9 Assets and Liabilities

### 1.9.1 Growth and composition of Assets and Liabilities

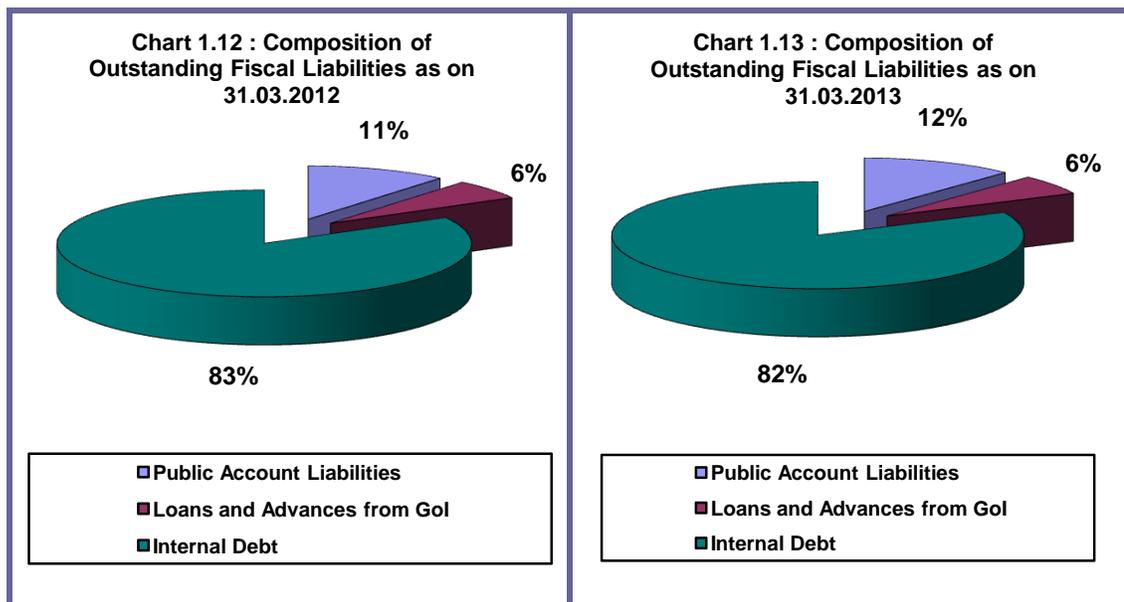
In the existing cash-based Government accounting system, comprehensive accounting of fixed assets like land and buildings owned by the Government is not done. However, the Government accounts do capture the financial liabilities of the Government and assets created out of the expenditure incurred. **Appendix 1.4** gives an abstract of such Assets and Liabilities as on 31 March 2013, compared with the corresponding position on 31 March 2012. While the liabilities consist mainly of internal borrowings, loans and advances from the GoI, receipts from the Public Account and Reserve Funds, assets comprise mainly the capital outlay and loans and advances given by the State Government and cash balances. During 2008-13, assets-liability ratio hovered around 0.26 to 0.28 and stood at 0.27 in 2012-13.

### 1.9.2 Fiscal Liabilities

There are two sets of liabilities namely, public debt and other liabilities. Public debt consists of internal debt of the State and is reported under the Consolidated Fund – Capital Accounts. It includes market loans, special securities issued by RBI and loans and advances from the Central Government. Other liabilities, which are part of Public Account, include net accruals under small savings, provident funds and other accounts, reserve funds as well as deposits & advances heads.

The trends in outstanding fiscal liabilities of the State are presented in **Appendix 1.7**. The composition of fiscal liabilities during the current year

vis-à-vis the previous year almost remained the same as depicted in Charts 1.12 and 1.13.



Source: Finance Accounts

Fiscal Liabilities of the State, their rate of growth, ratio of these liabilities to GSDP, revenue receipts and own resources is brought out in Table 1.27.

Table-1.27: Trend in Fiscal Liabilities of the State

(₹ in crore and ratios in percentage)

	2008-09	2009-10	2010-11	2011-12	2012-13
Fiscal Liabilities	145075	167682	187387	207702	229779
Rate of growth	9.51	15.58	11.75	10.84	10.63
<b>Ratio of Fiscal Liabilities to</b>					
GSDP	42.43	42.04	40.54	39.02	36.93
Revenue Receipts	393.11	454.15	396.47	353.51	336.45
Own resources	748.39	867.11	797.09	790.40	661.67

Source: Finance Accounts

The overall fiscal liabilities of the State has depicted an increasing trend growing at a CAGR of 12.18 per cent during the period 2008-09 to 2012-13. The ratio of fiscal liabilities to GSDP, however, depicted a declining trend and the same was well within the targets stipulated in WBFRBM (Amendment) Act, 2011 (37.70 per cent) during 2012-13. The buoyancy of fiscal liabilities to GSDP during 2012-13 was 0.6 indicating that for each one per cent increase in GSDP, fiscal liabilities grew by 0.6 per cent.

### 1.9.3 Transactions under Reserve Funds

There were 31 Reserve Funds earmarked for specific purposes, out of which eight funds were active and 23 inactive<sup>24</sup>. As of 31 March 2013, the total accumulated balance in these funds was ₹ 7282.44 crore<sup>25</sup>. Investment out of

<sup>24</sup> For more than five years.

<sup>25</sup> Of which ₹ 7261.96 crore was in active funds and ₹ 20.48 crore in the inoperative ones.

this balance was ₹ 6612.34 crore (90.80 per cent). During the year, an amount of ₹ 1108.70 crore was transferred as annual contribution in various reserve funds. Action needs to be taken to close the inoperative reserve funds and remit the balances into the Consolidated Fund.

#### ***State Disaster Response Fund***

On the recommendation of the 13<sup>th</sup> FC, the State Disaster Response Fund (SDRF) was constituted in July 2011 with the corpus of contribution by Centre (75 per cent) and State (25 per cent). During the year 2012-13, an amount of ₹ 336.07 crore<sup>26</sup> was transferred to SDRF. According to the guidelines for administration of SDRF, the accumulation in SDRF were to be invested in Central Government dated securities and/ or auctioned treasury bills and/ or interest earning deposits and certificates of deposits with scheduled commercial banks. In 2012-13, only ₹ 50 crore was invested in interest bearing deposits leaving an amount of ₹ 286.07 crore lying in the fund without investment as of March 2013.

#### ***Consolidated Sinking Fund***

As per reports of the 12<sup>th</sup> FC and reports of the Technical Group (RBI) on borrowings by States, GoWB has set up a revised model scheme for Consolidated Sinking Fund (CSF) from the financial year 2008-09. The fund was to be utilised as an amortisation fund for redemption of the outstanding liabilities of the Government commencing from the financial year 2013-14. The corpus of the fund was to consist of periodic contributions as well as income accruing to the fund. The contribution was to be on a modest scale of at least 0.5 per cent of the outstanding liabilities (internal debt and public account liabilities) as at the end of the previous year. Accordingly, the State Government was to contribute ₹ 1038.51 crore<sup>27</sup> during 2012-13. However, during 2012-13 there was a meager contribution of only ₹ 50.00 crore to the fund.

### ***1.9.4 Contingent liabilities***

#### **Status of Guarantees**

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. The West Bengal Ceiling on Government Guarantees Act, 2001 stipulated that the total outstanding Government guarantees as on the first day of April of any year shall not exceed 90 per cent of the State revenue receipts of the second preceding year. Finance department acts as the tracking authority for guarantees.

As per Finance Accounts, the maximum amount for which guarantees were given by the State and outstanding guarantees for the last five years is given in **Table 1.28**.

<sup>26</sup> Central share: ₹252.05 crore and State share: ₹84.02 crore.

<sup>27</sup> Outstanding liabilities as at the end of the year 2011-12 was ₹207702 crore

**Table-1.28: Guarantees given by the Government of West Bengal**

	(₹ in crore)				
	1 April 2009	1 April 2010	1 April 2011	1 April 2012	1 April 2013
Maximum amount guaranteed	19974	20298	19860	20106	18981
Outstanding amount of guarantees	11973	10355	11943	10192	8821
Ceiling fixed by State Government Act (90 per cent of Revenue Receipt of the second preceding year)	27150	33214	33230	42538	52880
Percentage of outstanding amount guaranteed to Revenue Receipts of second preceding year	40	28	32	22	15

Source: Finance Accounts

The outstanding Government guarantees during 2008-13 were well within the limits prescribed under the West Bengal Ceiling on Government Guarantees Act, 2001. Out of a total 606 guarantees outstanding as on 31 March 2013, Power sector alone accounted for 411 guarantees. No guarantees, however, have been invoked during 2012-13.

Further, in terms of Section 10 of West Bengal Finance Act of 2002, the loanee for whom the State Government provided guarantee to the financial institutions, was required to pay guarantee fee at the rate of one *per cent* (minimum) on the total amount guaranteed. However, ₹ 150.73 crore towards guarantee commission or fee was outstanding as on 31 March 2013, of which Power sector alone accounted for ₹ 114.91 crore (76 *per cent*). During 2012-13, the State Government received ₹ 6.37 crore towards guarantee fee.

Sums paid by the Government in the event of invocation of guarantees are charged to the Consolidated Fund of the State under the concerned loan head and irrecoverable sums are adjusted under the concerned revenue expenditure heads, where the Guarantee Redemption Fund does not exist and to the Guarantee Redemption Fund, where it exists. In the FPSS for 2013-14, it was stated that State Government has not created "Guarantee Redemption Fund"; instead contribution to Consolidated Sinking Fund has been increased. However it was found that the contribution to the Consolidated Sinking Fund fell significantly short of the prescribed norms both during 2011-12 and 2012-13 as discussed in *para* 1.9.3.

### 1.9.5 Analysis of Borrowings of Government

Market loans comprised the major source of borrowing by the State Government during 2012-13. During the year the State Government raised an amount of ₹ 20500.00 crore as market loan bearing interest rates ranging between 8.60 *per cent* and 9.31 *per cent*. During 2012-13, market loans amounting to ₹ 2506.57 crore was repaid leaving an outstanding balance of ₹ 105968.96 crore. Besides, ways and means advances for ₹ 15693.20 crore was taken from the bank which was repaid in full during the year and an amount of ₹ 18.81 crore was paid as interest on this advance. The State also borrowed an amount of ₹ 2978.25 crore as special securities issued to NSSF and ₹ 1489.33 crore as loans from GoI during 2012-13.

## 1.10 Debt Management

Apart from the magnitude of debt of the State Government, it is important to analyse various indicators that determine the debt sustainability<sup>28</sup> of the State. This section assesses the sustainability of debt of the State Government in terms of debt stabilisation<sup>29</sup>, net debt utilised, burden of interest payments (measured by ratio of interest payments to revenue receipts) and maturity profile of State Government securities. **Table 1.29** analyses the debt sustainability of the State according to these indicators during the five year period 2008-13.

**Table 1.29: Debt Sustainability: Indicators and Trends**

(₹ in crore)

Sustainability Indicators of Debt	2008-09	2009-10	2010-11	2011-12	2012-13
Debt Stabilisation (Quantum Spread + Primary Deficit)	6116 {7605+ (-) 1489}	1080 {12729+ (-) 11649}	8661 {14380+ (-)5719}	12236 {14045+ (-)1809}	17805 {19380+ (-)1575}
Debt-GSDP ratio	0.42	0.42	0.41	0.39	0.37
Net debt utilised <sup>30</sup>	4890	8104	5099	2100	1129
Ratio of Net Debt utilised to Total Debt Received ( <i>per cent</i> )	30.58	28.43	20.56	7.91	3.99
Burden of Interest Payments (IP/RR Ratio)	0.33	0.36	0.29	0.27	0.26

Source: Figures from Finance Accounts

Changes in figures of previous years are due to changes in GSDP figures

The sum of quantum spread and primary deficit was positive during all five years resulting in declining trend in debt-GSDP ratio from 42.43 *per cent* in 2008-09 to 36.93 *per cent* in 2012-13. These trends indicate that the State is moving towards debt stabilisation. Burden of interest payments also declined from 33 *per cent* in 2008-09 to 26 *per cent* of revenue receipts in 2012-13 depicting a healthy trend. There was, however, noticeable decline in the ratio of net debt utilised to total debt received during the last five years, indicating increasing non-availability of borrowed funds for purposes other than debt repayment.

### Maturity profile of the State Debt

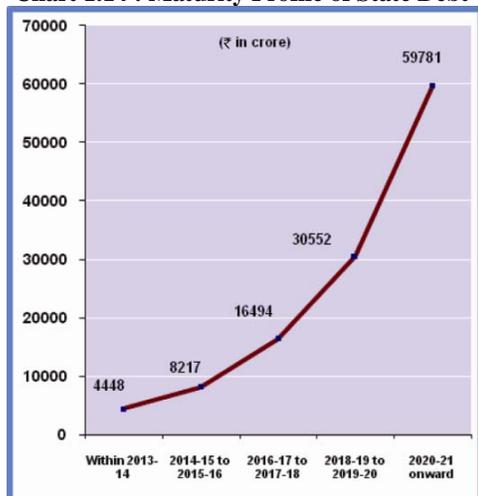
The maturity profile of the State debt as depicted in **Table 1.30** and **Chart 1.14** indicates that the liability of the State to repay the debt would be on the rise in coming years which would put a strain on the state finances during those periods. The State will have to borrow further to repay those loans and an appropriate debt repayment strategy will have to be worked out by the Government to ensure that no additional borrowings, which mature in these critical years, are made. Non-availability of maturity profile of ₹ 83356 crore (41.09 *per cent*) of the State debt would seriously affect the planning and preparedness of the State in repaying its debt.

<sup>28</sup> See glossary at page 128

<sup>29</sup> See glossary at page 128

<sup>30</sup> Total public debt received less debt repayment including interest less net disbursement of loans and advances by the State

Chart 1.14 : Maturity Profile of State Debt



Source : Finance Accounts

Table 1.30 : Maturity Profile of State Debt

Period	Maturity amount of State debt (₹ in crore)	Maturity amount of Market loans (₹ in crore)	Maturity amount as % of total outstanding market loans
Details of Maturity year not available	83356	Nil	-
Within 2013-14	4448	3680	3.47
2014-15 to 2015-16	8217	6341	5.98
2016-17 to 2017-18	16494	14808	13.97
2018-19 to 2019-20	30552	28949	27.32
2020-21 onwards	59781	52191	49.25
<b>Total redeemable debt</b>	<b>202848</b>	<b>105969</b>	

Source : Finance Accounts

### 1.10.1 Debt consolidation and relief facility

NSSF loan contracted till 2006-07 and outstanding at the end of 2009-10 was to be reset at a common interest rate of nine *per cent* in place of 10.5 *per cent* or 9.5 *per cent*. In terms of the recommendation of the 13<sup>th</sup> FC, benefit in respect of interest relief on loans availed from NSSF would be made available to the States on bringing the necessary amendments/enactments of FRBM Acts. The interest relief recommended by 13<sup>th</sup> FC was ₹ 1291.66 crore<sup>31</sup> during 2010-13 against which GoWB received ₹ 274.05 crore<sup>32</sup> as arrear amount of relief under “Debt Relief to States - Reset of NSSF Interest Rates” upto December 2012. The shortfall in receipt of interest relief as on 31 December 2012 worked out to ₹ 613.08 crore during 2010-12. Shortfall for the year 2010-11 was attributable to the delay in amendment/enactment of the FRBM Act.

### 1.11 Fiscal Imbalances

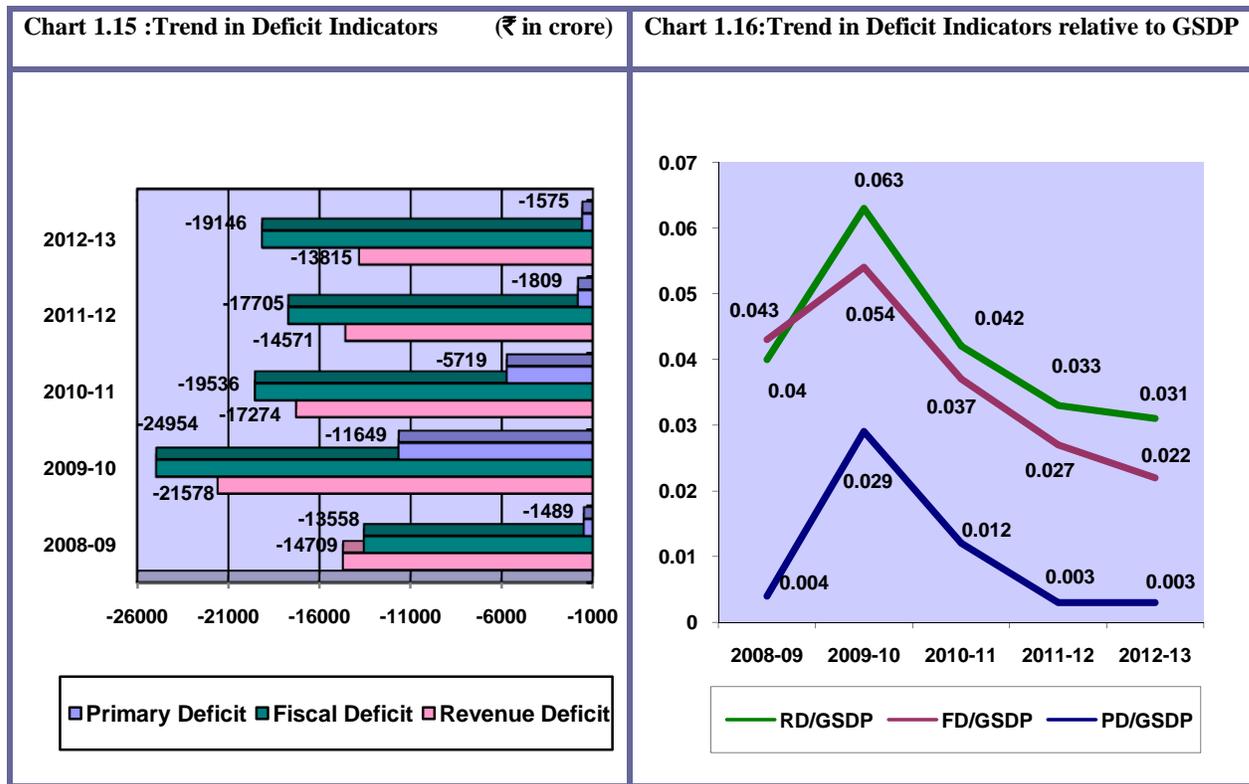
Three key fiscal parameters - revenue, fiscal and primary deficits - indicate the extent of overall fiscal imbalance in Government finances. Deficit in Government accounts represents the gap between receipts and expenditure. Nature of deficit is an indicator of prudence of fiscal management of the Government. Further, the ways in which the deficit is financed and the resources raised are 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 for the financial year 2012-13.

<sup>31</sup> 2010-2011 - ₹455.85 crore, 2011-2012 - ₹431.28 crore and 2012-2013 - ₹404.53 crore

<sup>32</sup> 2010-2011 & 2011-2012 - ₹274.05 crore and 2012-2013, up to December 2012 - Nil

### 1.11.1 Trends in Deficits

Charts 1.15 and 1.16 present trends in deficit indicators over the period 2008-09 to 2012-13.



Source : Finance Accounts and data furnished by Ministry of Statistics and Programme Implementation for GSDP

Decrease in revenue deficit in 2012-13 was attributable to 16 per cent increase in revenue receipts compared to 12 per cent increase in revenue expenditure over the previous year. The increase in fiscal deficit during 2012-13 was attributable to significant increases in capital outlay as well as disbursement of loans and advances. Revenue, fiscal and primary deficits relative to GSDP showed declining trends commencing from the year 2009-10.

### 1.11.2 Components of Fiscal Deficit and its financing pattern

Fiscal Deficit is the total borrowing requirement of the State and is the excess of revenue expenditure and capital expenditure including loans and advances over revenue and non-debt receipts. Decomposition of fiscal deficit reveals the extent of various borrowings resorted to by the State to meet its requirement of funds over and above revenue and non-debt receipts. Financing pattern of fiscal deficit has undergone a compositional shift as reflected in **Table 1.31**.

**Table 1.31: Components of Fiscal Deficit and its Financing Pattern**

(₹ in crore)

	Particulars					2012-13		
		2008-09	2009-10	2010-11	2011-12			
<b>Decomposition of Fiscal Deficit (1 to 3) (a)</b>		<b>13558(3.96)</b>	<b>24954(6.26)</b>	<b>19536(4.23)</b>	<b>17705(3.33)</b>	<b>19146 (3.08)</b>		
1	Revenue Deficit	14709 (4.30)	21578 (5.41)	17274 (3.74)	14571 (2.74)	13815 (2.22)		
2	Capital Outlay	3705	3011	2226	2764	4547		
3	Net Loans and Advances	(-) 4856	365	36	370	784		
<b>Financing Pattern of Fiscal Deficit (b)</b>		<b>Net disbursements/outflows</b>				<b>Receipts</b>	<b>Disbursement</b>	<b>Net</b>
1	Market Borrowings	11543	15605	8445	20800	23006	5013	17993
2	Loans from GoI	(-) 586	(-)1009	(-) 249	(-)91	1490	632	858
3	Special Securities Issued to NSSF	520	6431	10089	(-)989	2978	3027	(-) 49
4	Loans from Financial Institutions and Bonds	(-) 341	(-)191	(-) 936	(-)1859	817	1470	(-) 653
5	Ways and Means	-	-	606	(-) 606	15693	15693	-
6	Small Savings, PF, etc.	355	738	1129	1032	2927	1982	945
7	Reserve Fund	985	676	1192	1296	1109	576	533
8	Deposits and Advances	1231	1364	870	1367	38435	35491	2944
9	Suspense and Miscellaneous	384	1162	(-) 458	(-) 823	55934	56493	(-) 559
10	Remittances	274	58	(-) 265	325	7422	7194	228
11	Contingency Fund	6	(-) 1	3	-	1	0	1
12	Appropriation to/from Contingency Fund	-	-	-	-	-	-	-
<b>13</b>	<b>Total (1 to 12)</b>	<b>14371</b>	<b>24833</b>	<b>20426</b>	<b>20452</b>			<b>22241</b>
14	Increase (-) / Decrease (+) in Cash Balance	(-) 813	(+) 121	(-) 890	(-) 2747			(-) 3095
<b>15</b>	<b>Overall Surplus/Deficit (13 +14)</b>	<b>13558</b>	<b>24954</b>	<b>19536</b>	<b>17705</b>			<b>19146</b>

Figures in brackets indicate the per cent to GSDP

Differences with Finance Accounts are due to rounding

Source: Finance Accounts

It is evident from **Table 1.31** that during 2012-13, capital outlay accounted for only 23.75 per cent of the fiscal deficit while market borrowings financed the major portion of the fiscal deficit (93.98 per cent).

### 1.11.3 Quality of Deficit/Surplus

The ratio of revenue deficit to fiscal deficit and the decomposition of primary deficit into primary revenue deficit and capital expenditure (including loans and advances) indicate the quality of deficit. The ratio of revenue deficit to fiscal deficit indicates the extent to which borrowed funds were used for current consumption. Further, persistently high ratio of revenue deficit to fiscal deficit also indicates that asset base of the State was continuously shrinking and a part of borrowings (fiscal liabilities) did not have asset backup. The bifurcation of primary deficit (**Table 1.32**) indicates the extent to which deficit has been on account of enhancement in capital expenditure which is desirable for improvement of the productive capacity of the State's economy.

Table 1.32: Analysis of Primary Deficit/Surplus

(₹ in crore)

	Primary Revenue Deficit (-) / Surplus (+)	Capital Outlay	Loans and Advances	Primary Deficit (-) / Surplus (+)
2008-09	(+) 2976	3705	760	(-) 1489
2009-10	(-) 7886	3011	752	(-) 11649
2010-11	(-) 3085	2226	408	(-) 5719
2011-12	(+) 1403	2764	448	(-) 1809
2012-13	(+) 4036	4547	1064	(-) 1575

Source: Finance Accounts

It can be seen that the State generated primary revenue surpluses only in three years during the period 2008-13 as depicted in **Table 1.32**.

## 1.12 Conclusion and Recommendations

**Fiscal position of the State:** The State Government has improved its fiscal situation during 2012-13. Revenue receipts grew at a rate of 16 *per cent*, while the growth of revenue expenditure was 12 *per cent*. As a result, there was reduction in revenue deficit. Revenue deficit and fiscal deficit during 2012-13 stood at 2.22 *per cent* and 3.08 *per cent* of GSDP against FRBM Act target of 1.1 *per cent* and 3.5 *per cent* respectively.

**Enactment of Fiscal Responsibility Legislations:** The State introduced the FRBM Legislation in July 2010 and amended it in February 2011 fixing the rolling fiscal targets for 2010-15. The second Medium Term Fiscal Policy and Strategy Statement detailing the fiscal indicators and rolling plan for additional resource mobilisation was presented before the West Bengal Legislative Assembly in March 2013.

**Prioritisation of Capital Expenditure:** Capital outlay as well as expenditure under economic sector are the major indicators of development activity. In both the cases, not only was the actual expenditure far below the budget estimates, but capital outlay was only 5.19 *per cent* of total expenditure. Thus, most of the borrowed funds were utilised to meet revenue expenditure.

**Review of Government investment:** Government is getting meagre return from its capital outlay on irrigation works. Return on investment in Statutory Corporations, rural banks, etc. was less than 0.1 *per cent*, while Government paid interest at the average rate of 7.78 to 8.70 *per cent* on its borrowings during 2008-09 to 2012-13.

### Recommendations:

The Government may consider:

- *assigning priority to expenditure on economic sector and capital expenditure.*
- *ensuring better value for money for its investment.*

# **CHAPTER 2**

## **Financial Management and Budgetary Control**

## 2.1 Introduction

**2.1.1** Appropriation Accounts are accounts of expenditure, voted and charged, of the Government for each financial year as compared with amounts of voted grants and appropriations charged for different purposes as specified in the schedules appended to the Appropriation Acts. These accounts list original budget estimates, 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. Appropriation Accounts thus facilitate management of finances and monitoring of budgetary provisions and are therefore complementary to Finance Accounts.

**2.1.2** Audit of appropriations by the Comptroller and Auditor General of India seeks to ascertain whether the expenditure actually incurred under various grants is within the authorisation given under the Appropriation Act and the expenditure required to be charged under the provisions of the Constitution is so charged. It also ascertains whether 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 2012-13 against 63 grants/appropriations is given in **Table 2.1**:

**Table 2.1: Summarised Position of Actual Expenditure vis-à-vis Original/Supplementary provisions (₹ in crore)**

	Nature of expenditure	Original grant/appropriation	Supplementary grant/appropriation	Total	Actual expenditure	Saving (-)/ Excess (+)
<b>Voted</b>	I Revenue	68177.39	6568.42	74745.81	66004.26	(-) 8741.55
	II Capital	8528.72	811.24	9339.96	4907.48	(-) 4432.48
	III Loans and Advances	716.01	771.87	1487.88	1064.03	(-) 423.85
<b>Total Voted</b>		<b>77422.12</b>	<b>8151.53</b>	<b>85573.65</b>	<b>71975.77</b>	<b>(-) 13597.88</b>
<b>Charged</b>	IV Revenue	18306.62	12.63	18319.25	17737.43	(-) 581.82
	V Capital	-	3.28	3.28	0.89	(-) 2.39
	VI Public Debt-Repayment	22452.25	4938.25	27390.50	25834.55	(-) 1555.95
<b>Total Charged</b>		<b>40758.87</b>	<b>4954.16</b>	<b>45713.03</b>	<b>43572.87</b>	<b>(-) 2140.16</b>
<b>Grand Total</b>		<b>118180.99</b>	<b>13105.69</b>	<b>131286.68</b>	<b>115548.64</b>	<b>(-) 15738.04</b>

Source: Appropriation Accounts

Note: The expenditure excludes the recoveries adjusted as reduction of expenditure under revenue expenditure ₹ 1630.82 crore and capital expenditure ₹ 361.06 crore.

The overall saving of ₹ 15738.04 crore was the result of saving of ₹ 16203.00 crore in 58 grants and 19 appropriations under revenue section and 51 grants and 17 appropriations under capital section, offset by excess of ₹ 464.96 crore in four grants and six appropriations under revenue section and three grants and three appropriations under capital section.

The savings/excesses (Detailed Appropriation Accounts) were intimated to the Departmental Controlling Officers (DCOs) requesting them to explain the significant variations. Explanations for variations in respect of the sub-heads mentioned in Appropriation Accounts 2012-13 were not received from any department. Substantial savings occurred in Irrigation and Waterways, Finance, School Education, Municipal Affairs, Public Works and Home departments. Substantial excess occurred in Power and Non-conventional Energy Sources, Food and Supplies, Public Health Engineering and Backward Classes Welfare departments.

## 2.3 Financial Accountability and Budget Management

### 2.3.1 Appropriation vis-à-vis Allocative Priorities

The outcome of the appropriation audit reveals that in 106 cases<sup>1</sup>, savings exceeded by more than 20 per cent of the total provision (**Appendix 2.1**). Savings exceeding ₹ 500 crore occurred in each of the seven cases relating to six grants indicated in **Table 2.2**.

**Table 2.2: List of Grants with major savings**

(₹ in crore)						
Sl. No	Number and name of the Grant	Original	Supplementary	Total	Actual expenditure	Savings
<b>Revenue-Voted</b>						
1	15-Education (School)	14785.08	882.98	15668.06	14503.89	1164.17
2	18-Finance	10406.91	2000.00	12406.91	11700.14	706.77
3	25-Public Works	2042.04	-	2042.04	1341.78	700.26
4	27-Home	4252.43	-	4252.43	3590.51	661.92
5	39-Municipal Affairs	3558.25	-	3558.25	2790.65	767.60
	<b>Total</b>					<b>4000.72</b>
<b>Capital-Voted</b>						
1	32-Irrigation and Waterways	2157.80	-	2157.80	550.81	1606.99
	<b>Total</b>					<b>1606.99</b>
<b>Capital-Charged</b>						
1	18-Finance	22366.38	4933.35	27299.73	25745.79	1553.94
	<b>Total</b>					<b>1553.94</b>

Source: Appropriation Accounts

### 2.3.2 Persistent Savings

There were persistent savings during the last five years<sup>2</sup> in 25 sub heads under 17 grants. Details are given in **Appendix 2.2**. Persistently high savings were noticed under Teesta Barrage Project Works of Accelerated Irrigation Benefit Programme, development of Aliah University, development and expansion of library services, construction and upgradation of fire stations, etc. in capital-voted section and under development of State roads under PW department,

<sup>1</sup> Comprising 38 cases in Revenue-voted section, 48 cases in Capital-voted section, 14 cases in Revenue-charged section and 6 cases in Capital-charged section.

<sup>2</sup> Except in respect of 4202-01-201- Plan- SP 004-Development of Aliah University (Capital-Voted) where savings of 100 per cent were persistently noticed for four years ending 2012-13.

development of Sunderban, grants to HRBC for maintenance of Vidyasagar Setu, development of State owned shallow tubewells, deep tubewells irrigation, etc. in revenue-voted section.

### 2.3.3 Excess over provisions during 2012-13 requiring regularisation

**Table 2.3** contains the summary of total excess expenditure under seven grants and seven appropriations amounting to ₹ 464.96 crore from the Consolidated Fund of the State over the amounts authorised by the State Legislature during 2012-13 which requires regularisation under Article 205 of the Constitution.

**Table 2.3: Excess over provisions during 2012-13 requiring regularisation**

Sl. No.	Number and title of grant/appropriation		Total grant/ appropriation	Expenditure	Excess
( ₹ i n c r o r e )					
<b>Voted Grants</b>					
1	7-Capital	Backward Classes Welfare	46.61	85.41	38.80
2	11-Capital	Micro and Small Scale Enterprises and Textiles	116.33	119.63	3.30
3	13-Capital	Higher Education	48.10	52.56	4.46
4	21-Revenue	Food and Supplies	2889.61	2973.62	84.01
5	43-Revenue	Power and Non-conventional Energy Sources	1611.89	1870.41	258.52
6	45-Revenue	Public Health Engineering	729.53	768.47	38.94
7	60-Revenue	Civil Defence	305.79	321.62	15.83
<b>Total</b>	<b>Voted</b>				<b>443.86</b>
<b>Charged Appropriations</b>					
1	19-Capital	Fire and Emergency Services	0.37	0.88	0.51
2	20-Revenue	Fisheries	6.00	7.47	1.47
3	23-Revenue	Forest	-	0.07	0.07
	23-Capital		-	0.11	0.11
4	27-Revenue	Home	2.53	9.19	6.66
	27-Capital		-	3.88	3.88
5	36-Revenue	Land and Land Reforms	1.00	1.31	0.31
6	39-Revenue	Municipal Affairs	-	0.88	0.88
7	40-Revenue	Panchayats and Rural Development	2.76	9.97	7.21
<b>Total</b>	<b>Charged</b>				<b>21.10</b>
<b>Grand total</b>					<b>464.96</b>

Source: Appropriation Accounts

### 2.3.4 Excess expenditure of 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. The time limit for regularisation of expenditure has, however, not been prescribed under the Article. Regularisation of excess expenditure is done after the completion of discussion of the Appropriation Accounts by the Public Accounts Committee (PAC). However, excess expenditure amounting to ₹ 29968.81 crore for the years 2006-2012 was yet to be regularised as of September 2013 as detailed in **Table 2.4**.

**Table 2.4: Excess over provisions relating to previous years requiring regularisation**

Year	Number of		Amount of excess over provision (₹ in crore)
	Grants	Appropriations	
2006-07	12 (Grant Nos. 8,9,11,13,20,26,28,30, 31,43,45,54)	8 (Grant Nos. 5, 6, 20, 23, 27, 42, 47, 53)	293.31
2007-08	14 (Grant Nos. 3, 4, 5, 9, 18, 20, 21, 26, 32, 43, 44, 46, 50, 56)	8 (Grant Nos. 6, 9, 18, 23, 34, 42, 53, 55)	12145.54
2008-09	13 (Grant Nos. 4, 9, 18, 20, 21, 25, 27, 35, 50, 52, 53, 54, 59)	4 (Grant Nos. 12, 18, 39, 53)	705.89
2009-10	16 (Grant Nos. 4, 5, 19, 20, 21, 23, 24, 25, 27, 28, 33, 35, 40, 43, 53, 56)	6 (Grant Nos. 5, 18, 20, 29, 32, 43)	3492.90
2010-11	13 (Grant Nos. 4, 5, 15, 18, 20, 22, 23, 25, 27, 33, 35, 46, 60)	10 (Grant Nos. 11, 18, 23, 27, 35, 42, 43, 45, 47, 53)	8330.72
2011-12	6 (Grant Nos. 4,5,18,25,47,60)	13 (Grant Nos. 5, 12, 18, 20, 23, 25, 27, 32, 39, 42, 43, 46, 53)	5000.45
<b>Total</b>	<b>74</b>	<b>49</b>	<b>29968.81</b>

Source: Appropriation Accounts

Thus, excess expenditure for the years 2006-07 to 2012-13 worth ₹ 30433.77crore<sup>3</sup> needs regularisation. In case of most of the grants, inadequate supplementary provision led to excess expenditure, which indicates lack of control over financial management by the controlling officers.

### 2.3.5 Significant excess expenditure

In 16 cases, expenditure aggregating ₹ 6225.48 crore exceeded the approved provisions by more than ₹ one crore in each case or by more than 20 per cent of the total provisions. Details are given in **Appendix 2.3**.

### 2.3.6 Expenditure without Provision

As per the Budget Manual, expenditure should not be incurred on a scheme/service without provision of funds. It was, however, noticed that expenditure of ₹ 5846.88 crore was incurred in 77 cases as detailed in **Appendix 2.4** without any provision in the original estimates/supplementary demand and without any re-appropriation orders to this effect. Reasons for incurring expenditure without any budget provision were not intimated by the departments (July 2013).

### 2.3.7 Unnecessary/Excessive/Inadequate supplementary provision

Supplementary provision aggregating ₹ 1422.76 crore obtained in 36 cases (₹ 10 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 2.5**. On the other hand, in seven cases, supplementary provision of ₹ 1510.01 crore proved insufficient by more than ₹ 1 crore in each case leaving an aggregate uncovered excess expenditure of ₹ 437.44 crore (**Appendix 2.6**). Four illustrative cases are described below:

<sup>3</sup> ₹ 29968.81 crore pertaining to 2006-12 plus ₹ 464.96 crore pertaining to 2012-13

Under **Revenue-Voted Section of Grant Number 15- School Education**, savings out of original provision stood at ₹ 281.19 crore, further supplementary provision of ₹ 882.98 crore proved to be unnecessary.

Under **Revenue-Voted Section of Grant Number 56- Women and Child Development and Social Welfare**, savings out of original provision was ₹ 108.40 crore, further supplementary provision of ₹ 250.45 crore proved to be unnecessary.

Under **Capital-Voted Section of Grant Number 5- Agriculture**, savings out of original provision was ₹ 89.89 crore, further supplementary provision of ₹ 79.00 crore proved to be unnecessary.

Under **Revenue-Voted Section of Grant Number 43- Power and Non-conventional Energy Sources**, supplementary provision of ₹ 959.65 crore proved insufficient leaving an uncovered excess expenditure of ₹ 258.52 crore.

#### 2.3.8 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. Cases were noticed where injudicious re-appropriation proved excessive or insufficient leading to savings of ₹ 418.77 crore (in 21 sub-heads under 12 grants) and excess expenditure of ₹ 83.71 crore (in 10 sub-heads under five grants) as detailed in **Appendix 2.7**.

#### 2.3.9 Anticipated savings not surrendered

As per Budget Manual, the spending departments are required to surrender the grants/appropriations or portion thereof to the Finance department as and when savings are anticipated. At the close of the year 2012-13, under 60 grants and 18 appropriations, no part of the aggregate savings of ₹ 13957.20 crore was surrendered by the concerned departments, as detailed in **Appendix 2.8**. Such un-surrendered savings accounted for 86 per cent of the total savings of ₹ 16203.00 crore during 2012-13.

Similarly, out of total savings of ₹ 2156.84 crore under four grants/appropriations, only ₹ 906.52 crore was surrendered (short surrender by ₹ one crore and above in each case) leaving un-surrendered balances aggregating ₹ 1250.32 crore (58 per cent of savings under those grants), details of which are given in **Appendix 2.9**.

Besides, in six cases under five grants (surrender of funds in excess of ₹ one crore), ₹ 995.91 crore were (**Appendix 2.10**) surrendered on the last working day of March 2013 or thereafter indicating inadequate financial control and the fact that these funds could not be gainfully utilised for other development purposes.

Under Grant number **12-Development and Planning (Capital Voted)**, out of total grant/appropriation of ₹ 135.00 crore, there were savings of ₹ 58.74 crore.

The department, however, surrendered ₹ 60.00 crore indicating excess surrender of ₹ 1.26 crore.

### **2.3.10 Rush of expenditure**

According to Rule 389 A of West Bengal Financial Rules (WBFR), rush of expenditure in the closing month of the financial year should be avoided.

However, out of total expenditure of ₹ 44740.37 crore<sup>4</sup> during 2012-13, expenditure of ₹ 9668.15 crore (21.61 per cent) was incurred during March 2013. Further, expenditure on the last working day of March 2013 amounted to ₹ 2684.35 crore. High percentage of expenditure in March, especially on the last working day of March indicates that uniform flow of expenditure during the year, a primary requirement of budgetary control, was not maintained.

### **2.3.11 New Service/New Instrument of Service**

Article 205 of the Constitution provides that expenditure on a “New Service” not contemplated in the Annual Financial Statement (Budget) can be incurred only after its specific authorisation by the Legislature.

In 16 cases, expenditure totaling ₹ 73.17 crore which should have been treated as “New Service”/“New Instrument of Service” was met without obtaining the requisite approval of the Legislature. Details of these cases are given in **Appendix 2.11**.

### **2.3.12 Drawal of funds to avoid lapse of budgetary provision**

The 13<sup>th</sup> FC recommended that Public Accounts should not be treated as an alternative to the Consolidated Fund and Government expenditure should be directly incurred from the Consolidated Fund avoiding transfer from Consolidated Fund to the Public Accounts. West Bengal Treasury Rules *inter alia* stipulates that no money should be drawn from the Consolidated Fund unless it is required for immediate disbursement and the money should be spent for the purpose for which it was provided for in the Appropriation Act passed by the Legislature.

Test-check of records (April and May 2013) of five Drawing and Disbursing Officers (DDOs)<sup>5</sup> and sample service heads of account revealed that in violation of the aforesaid statutory provision, an amount of ₹ 77.66 crore meant for various purposes were drawn (between April 2012 and March 2013) by the concerned DDOs from the Consolidated Fund, by drawing Nil bills, under different service heads of account by contra credit to 8443-Civil Deposit, as per orders of the department/DDO. Out of the same, credit of ₹ 49.60 crore (64 per cent) of the total transfer took place in the month of March 2013, indicating rush of expenditure at the fag end of the year. Moreover, it was noticed that out

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<sup>4</sup> Without pay vouchers

<sup>5</sup> District Magistrates of Murshidabad, Nadia, North 24 Parganas, South 24 Parganas and Hooghly

of the total transferred fund, ₹ 62.98 crore<sup>6</sup> (81 per cent) remained unutilised and was parked (31 March 2013) with the District Magistrates in their Personal Ledger (PL) Accounts as detailed in **Appendix 2.12**.

Thus, transferring of funds to Deposit Accounts and its parking in the PL Account in anticipation of expenditure, was irregular.

## 2.4 Advances from Contingency Fund

The Contingency Fund of the State has been established under the Act in terms of provisions of Article 267 (2) and 283 (2) of the Constitution of India. Advances from the Fund are permissible only for meeting expenditure of an unforeseen and emergent character, postponement of which, till its authorisation by the Legislature, would be undesirable. Advances from West Bengal Contingency Fund may be given for meeting expenditure in the circumstances where (i) provision could not be made in annual/supplementary budget, (ii) expenditure could not be foreseen and (iii) the expenditure cannot be postponed till vote of Legislature is obtained. The Fund is in the nature of an imprest and has a corpus of ₹ 20 crore.

As on 1 April 2012, the balance in the fund was ₹ 19.47 crore. An amount of ₹ 0.53 crore remaining unrecouped under the Contingency Fund was recouped during 2012-13. Further an amount of ₹ 10.28 crore drawn during the year 2012-13 out of Contingency Fund, has been fully recouped to the Fund. Hence no amount remains to be recouped to this fund at the end of 2012-13.

Out of ₹ 10.28 crore sanctioned for withdrawal from Contingency Fund during 2012-13, the character of expenditure for which departments obtained advances from the Fund amounting to ₹ 9.44 crore was foreseeable and not of emergent nature in 12 cases listed in **Appendix 2.13**. Therefore, drawal of such funds from the Contingency Fund was not appropriate. On scrutiny of records following points emerged.

- Under nine sanctions, the Home (Police), Public Health Engineering, Irrigation & Waterways and Agricultural Marketing departments withdrew ₹ 2.77 crore from Contingency Fund during 2012-13 for payments of land compensation, decretal dues to contractors, etc. in pursuance of court orders passed between January 2006 and August 2010 instead of routing the payments through necessary budget provision in respective financial year. In respect of seven<sup>7</sup> sanctions there was no budgetary provision for the years 2010-11 and 2011-12 though there was scope to incorporate these payments in the budgetary provisions so as to avoid withdrawals from Contingency Fund. In case of one sanction (Sl. no. 5 of **Appendix 2.13**) despite having budgetary provision in 2011-12 no expenditure was incurred.
- Paschim Banga Agri Marketing Corporation Limited was incorporated as wholly owned Government company in November 2011. No budget

<sup>6</sup> Includes an amount of ₹ 3.93 crore transferred to deposit heads in respect of DM, Nadia for which utilisation was not on record

<sup>7</sup> Sl. nos. 4, 6, 7, 8, 9, 10, 11 of Appendix 2.13

provision was made for 2012-13 though the Government sanction (April 2012) cited immediate necessity for smooth functioning of the Company during 2012-13 as the reason for withdrawal from Contingency Fund towards investment in paid up share capital of the company. Thus, this transaction could have been routed through normal budgetary procedures instead of resorting to withdrawal from Contingency Fund.

## **2.5 Misclassification of Expenditure**

### ***Misclassification of Grants-in-Aid***

In terms of Standard Detailed Code of Expenditure of the GoWB, grants-in aid is to be classified under 31-Grants-in-Aid-General and Other Charges under 50-Other Charges. However, review of the Sub-head Accounts with the VLC System, indicated that ₹ 44.04 crore<sup>8</sup> actually spent as “Grants-in-Aid” was booked under “Other Charges” leading to understatement of the grants-in aid.

### ***Misclassification of capital expenditure as revenue expenditure***

Transactions from Consolidated Fund are divided into two main divisions – Revenue and Capital in Government accounts. Revenue expenditure is recurring in nature and is supposed to be made from revenue receipt whereas capital expenditure is defined as expenditure incurred with the object of increasing concrete assets of a material and permanent character to be met from borrowed funds and capital receipts.

Object heads like 51- Motor vehicles, 52- Machinery & Equipments, 53- Major works, 54-Investments, 55- Loans & Advances, 56- Repayment of Borrowing, 77- Computerisation, 87-Regeneration of plantation and 91- Renewals & Replacements are capital class in nature. It was observed in audit that during 2012-13 the State Government incurred gross expenditure of ₹ 309.02 crore on these object heads under revenue account.

## **2.6 Outcome of Inspection of Treasuries**

Review of treasuries during the year 2012-13 revealed the following:

### ***Overpayment of Pension***

- An amount of ₹ 39.50 lakh was credited to the bank account of the pensioners even after death of the pensioners in 419 cases spread across 25 treasuries. The said amount was not recovered from the concerned banks and deposited to Government accounts.
- An amount of ₹ 77.05 lakh was paid in excess in respect of family pension due to non-reduction of basic pension from enhanced rate to normal rate. Such overpayments were made in 96 cases spread across 17 treasuries.
- An amount of ₹ 20.36 lakh in 20 cases was paid in excess due to irregular grant of dearness relief on the basis of revised pension in four treasuries.

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<sup>8</sup> Grants towards Marketing Facilities Marketing Promotion [FT]: ₹40.00 crore and West Bengal State Minor Irrigation Corporation Grants-in-Aid for meeting administrative expenses (WI): ₹4.04 crore

### ***Abstract Contingent Bills***

- On scrutiny of the records of Advance Check Register of different treasuries, it was noticed that pending adjustment of earlier DC bills, treasury officers of 40 treasuries entertained further claims through AC bills, in contravention of the provisions of WBTR. Further, bills relating to advances on TA, LTC, GPF, Salary, etc. were included as AC Bills in six treasuries<sup>9</sup>.
- The purpose of drawal of advances was not mentioned in the Advance Check Register of 11 treasuries.
- Register of AC Bills was not closed at the end of each financial year and the details of un-adjusted advances were not brought forwarded to the next financial year as required under Rule 4.138(5) of WBTR in five treasuries.

### ***Allotment of Funds***

- On scrutiny of the Allotment Register, it was observed that excess drawals over allotment made during 2011-12 were not regularised during the financial year 2011-12 in 25 treasuries, despite clear instructions of Finance department in this regard.

## **2.7 Review of budgetary process and financial management**

One basic tenet of efficient financial management is realistic preparation of budget. Under Article 202 (1) of the Constitution of India, the overall responsibility of preparation of budget lies with the Finance department. The materials based on which budget estimates are to be prepared should be obtained from the local budgeting officers. The responsibility for preparation of annual budget estimate for a department by collecting necessary inputs from the lower level functionaries (DDOs) lies with the Departmental Controlling Officer (DCO) of that department. The detailed procedure for the same and time schedule for submission of the same to the Finance department have been stipulated in the West Bengal Financial Rules (WBFR) as well as the West Bengal Budget Manual (WBBM).

The systems of preparation of budget as well as expenditure control followed by four departments namely, Mass Education Extension & Library Services (ME), Housing, Public Health Engineering (PHE) and Micro and Small Scale Enterprises and Textiles (MSSET) during 2008-09 to 2012-13 were reviewed in Audit. Various deficiencies in budget preparation process, control over expenditure as well as lack of prudence in financial management, as discussed in the succeeding paragraphs were observed.

### ***2.7.1 Budget preparation process***

Under the provisions of WBFR and WBBM, the departmental budget estimates are required to be prepared by the respective department after obtaining budget proposals from the subordinate offices.

<sup>9</sup> Burdwan-I, Ranaghat, Bolpur, Mal, Jalpaiguri-I and Gangarampur

**A) *Non-obtaining of input from field level***

Substantial deviation from the laid down procedures in respect of preparation of budget was noticed in the departments under review as detailed below.

In case of PHE department normally a meeting is convened by State Planning Board (SPB) for finalization of budget allocation in the month of February preceding the financial year for which budget was to be prepared. The size of allocation is then intimated to the department by the SPB with a direction to prepare plan budget and submit the same within stipulated time. Accordingly, PHE department allocated the amount fixed by SPB to different Heads of account as per requirement instead of fixing the amount based on inputs provided by the subordinate offices.

Housing department prepared a proposal for budget for the next financial year by proposing 20 *per cent* excess allocation over that year's head of account-wise budgetary provision and submitted it to the Finance department as well as SPB. Subsequently, on the basis of allocation by Finance department, Housing department prepared and submitted the Head of Account-wise budget to the Finance department.

Micro and Small Scale Enterprises and Textile department (MSSET) prepared budget estimate under revenue head on the basis of gross approximation by adding a percentage on the expenditure figure of previous financial years. In case of capital head, the directorates submitted draft proposals restricting the estimated amount within the limits fixed by the department.

PHE, Housing and MSSET department, did not obtain any input from the field level DDOs while preparing budget. Directorate of Library Service under department of Mass Education Extension & Library Services prepared budget on the basis of requirements submitted by different sub-ordinate offices including Headquarters. However, the Directorate of Library Services too did not obtain budget proposal from each field level DDO.

This may be viewed with the fact that there has been persistent savings.

**B) *Delay in submission of budget estimates***

In terms of Rule 333 of WBFR it is essential that the time schedule prescribed for submission of budget estimate should be strictly adhered to so that the realistic estimates may be prepared by the administrative department for onward transmission to Finance department and it may be laid before the Legislature on due date. The scheduled date for submission of the budget estimates for the year 2012-13 to Finance department was 15 October 2011. Test check of the four departments, however, revealed that there were enormous delays ranging from 62 days to 144 days in submission of budget estimates in respect of three departments.

**C) *Non-maintenance of Departmental Consolidated Accounts***

In terms of Rule 384 read with 385 of WBFR, the DCO or the Disbursing Officer, under whose disposal a particular grant is placed, is required to keep a constant watch over the progress of expenditure every month under different units of appropriation in order to take early steps for obtaining supplementary grants or surrendering any probable savings as may be necessary. Further, the

DCOs were required to keep up-to-date information of expenditures incurred by various DDOs and to reconcile the expenditure with those compiled by the Principal Accountant General (A&E). This would also enable the DCOs to prepare realistic budget proposals based on factual figures of receipts and expenditures.

Housing department and Micro and Small Scale Enterprises and Textile department did not maintain any Departmental Consolidated Accounts (DCA) and as such there was no scope for reconciliation of departmental figures with those compiled by the Principal Accountant General (A&E). Directorate of Library Services stated that reconciliation of DCA was being done from February 2013.

### 2.7.2 Budget Management in selected Grants

#### A) Persistent Savings

A review of budgetary and expenditure control during 2008-09 to 2012-13 in respect of grant numbers 11, 14, 28 and 45 revealed substantial savings as discussed under:

**Table 2.5: Persistent savings under voted grants**

(₹ in crore)

Grant No.	Section	2008-09	2009-10	2010-11	2011-12	2012-13
		Quantum of savings (percentage to total allocation)				
11- Micro and Small Scale Enterprises and Textiles	Revenue	16.45 (9)	51.49 (21)	62.99 (22)	70.27 (18)	82.85 (21)
	Capital	11.56 (20)	19.22 (26)	47.92 (36)	13.86 (15)	-
14-Mass Education Extension and Library Services	Revenue	19.64 (15)	14.42 (9)	37.61 (18)	123.53 (50)	75.78 (27)
	Capital	1.37 (31)	6.33 (82)	12.35 (92)	11.39 (75)	8.42 (77)
28-Housing	Revenue	1.96 (3)	-	9.02 (10)	23.98 (23)	30.34 (27)
	Capital	12.48 (54)	456.80 (88)	459.46 (80)	481.39 (81)	258.33 (40)
45-Public Health Engineering	Revenue	63.17 (20)	21.43 (6)	194.50 (29)	415.41 (40)	-
	Capital	134.27 (14)	200.20 (31)	180.38 (100)	1.78 (30)	165.75 (41)

Source: Appropriation Accounts

It is evident from the table above that there were persistent savings in grant numbers 11, 14, 28 and 45 under both the revenue and capital heads.

Persistent savings in a substantial number of grants over the years is indicative of assessment of funds by the Government without proper scrutiny of expenditure requirements. Savings should be surrendered as soon as it is anticipated, so that the amount could be utilised elsewhere.

#### B) Non-utilisation of budget provisions and non-surrender

As per the WBBM any unspent balances should be surrendered by the controlling officers to the administrative departments by the 14<sup>th</sup> February and by the administrative departments to the Finance department by the 21<sup>st</sup> February each year. However, during 2008-13, savings amounting to ₹ 2715.18 crore<sup>10</sup> remained un-surrendered even at the end of the financial years.

<sup>10</sup> ₹224.45 crore in respect of Grant 11: Micro and Small Scale Enterprises and Textiles; ₹310.84 crore in respect of Grant 14: Mass Education Extension and Library Services; ₹801.11 crore in respect of Grant 28: Housing; and ₹1378.78 crore in respect of Grant 45: Public Health Engineering

In reply to an audit query, Housing department stated (May 2013) that Finance department allowed them to incur only 75 per cent to 80 per cent of budget provision thus resulting in forced savings. It also attributed the non-utilisation of funds to receipt of proposal for sanction of funds from different executing agencies at the fag end of the financial years 2008-12. Review of records of MSSET department revealed that the department had made budget provisions of ₹ 98.74 crore in 107 cases but no expenditure was incurred at all under those heads during the years 2008-13, indicating that the budget provision of ₹ 98.74 crore was made without proper assessment. In reply, the department admitted the fact and assured that steps were being taken to prepare the estimates as accurately as possible.

Thus, the CCOs and the Heads of the departments did not fully comply with the budgetary controls laid down in the WBBM and thereby frustrated the basic objectives of preparation of State budget.

**C) Expenditure without provision**

WBBM lays down that expenditure, for which no provision has been made in the Budget Estimate of the current year, should rarely, if ever, be incurred.

However, contrary to the aforesaid provision, expenditure amounting to ₹ 54.55 crore, ₹ 1.47 crore and ₹ 45.32 crore were incurred under grant numbers 11, 14 and 45 under 62, 7 and 20 sub-heads respectively during 2008-13 even though no provisions for the same existed in the original estimates/supplementary demand. In reply, MSSET department admitted (July 2013) the fact and stated that the audit observation had been noted as guidance for preparation of RE and BE in future so that such unauthorised expenditure do not occur.

**D) Provision made for vacant posts**

As per relevant provisions of WBBM, provision should be made in the budget only for men on duty and not for vacant posts. In contravention of these provisions, ₹ 10.56 crore and ₹ 23.44 crore remained unutilised in ME department due to provisions being made against vacant posts during 2011-12 and 2012-13 respectively. This indicated that the CCOs prepared the budget without assessing requirements on a realistic basis which ultimately resulted in allotments remaining unutilised and thereby frustrates budget management policies.

The observations made above indicated that there were numerous occasions of violation of the provisions of both WBFR and WBBM by the selected departments which ultimately contributed to unnecessary occurrence of excess and savings under different major heads/ minor heads, deficient control over progress of expenditure, unnecessary re-appropriations, etc. The Government needs to adopt stringent measures so as to ensure that the relevant provisions of WBFR and WBBM are strictly adhered to by the departments so as to ensure that the deviations from budget estimates may be restricted within reasonable

extent and thereby prudent financial management may be established and enforced.

## 2.8 Conclusion and Recommendations

- Deficient budgetary control in Government departments was apparent from the instances of injudicious supplementary provisions, unnecessary/excessive re-appropriations, inadequate provision of funds, etc.
- Procedure of preparation of budget as prescribed in the budget manual was not properly followed.
- Excess expenditure for the years 2006-07 to 2012-13 worth ₹ 30433.77 crore needs regularisation.
- During 2012-13, expenditure of ₹ 5846.88 crore was incurred in 77 cases without any provision in the original estimates/supplementary demand and without any re-appropriation orders to this effect. Besides, anticipated savings were either not surrendered or surrendered on the last day of the year leaving no scope for utilising these funds for other development purposes. The Controlling Officers of four test-checked departments did not monitor the progress of expenditure.

### Recommendations:

- *Efforts should be made by the departments to submit realistic budget estimates keeping in view the trend of expenditure and actual requirement of funds, in order to avoid large scale savings or excess.*
- *The Controlling Officers should keep constant watch over progress of expenditure as required under Rules 384 and 385 of West Bengal Financial Rules, so that possibility of savings/excess is anticipated well in advance.*
- *Proper utilisation of surplus funds needs to be ensured through timely surrender of anticipated savings.*
- *Expenditure against allocations should be spaced out and rush of expenditure in the closing months of the year should be avoided.*

# **CHAPTER 3**

## **Financial Reporting**

This Chapter provides an overview and status of the State Government's compliance with various financial rules, procedures and directives during the current year.

### 3.1 Delay in furnishing Utilisation Certificates

Subsidiary Rule 330A under the West Bengal Treasury Rules (WBTR) stipulates that for the grants provided for specific purposes, Utilisation Certificates (UCs) should be obtained by the departmental officers from the grantees within one year from the date of release of grant, unless specified otherwise, and after verification, these should be forwarded to the Principal Accountant General (A&E). The year-wise position of non-furnishing of UCs is shown in **Table 3.1**.

**Table 3.1: Age-wise arrears of Utilisation Certificates** (₹ in crore)

	Year	Number of UCs awaited	Amount involved
1	Up to 2010-11	184193	41540.05
2	2011-12	8861	5435.05
3	2012-13	7121	5259.48
	<b>Total</b>	<b>200175</b>	<b>52234.58</b>

Source: Finance Accounts 2012-13

Out of 200175 number of cases involving ₹ 52234.58 crore mentioned above, submission of UCs for 193054 cases involving ₹ 46975.10 crore, though overdue, remained outstanding as of March 2013. Of these, 184193 cases (₹ 41540.05 crore) remained outstanding for more than two years.

Non-submission of the UCs in time may result in mis-utilisation of the grants. Large pendency in submission of UCs indicates lack of monitoring of utilisation of grants and loans released to the grantees by the departments.

#### *Utilisation Certificates under West Bengal Panchayat Act*

Rules framed under the West Bengal Panchayat Act, 1973 stipulates that UCs shall be furnished by the grantee to the authority sanctioning the fund, within six months from the date of receipt of grant or before applying for further grant for the same purpose, whichever is earlier. Audit scrutiny during 2012-13 revealed that 39 Panchayati Raj Institutions<sup>1</sup> (PRIs) sub-allotted grants amounting to ₹ 221.43 crore between 2004-12 to their lower tiers, schools, Self Help Groups, village water shed committees and other Government departments who failed to submit UCs amounting to ₹172.77 crore (78 per cent) as detailed in **Appendix 3.1**. In absence of the UCs, poor utilisation or even misappropriation cannot be ruled out.

<sup>1</sup> 11 Zilla Parishads (ZPs) and 28 Panchayat Samitis (PSs)

### Utilisation Certificates for 13<sup>th</sup> FC Grants

Against a release of ₹ 1553.18 crore to the departments of GoWB towards 13<sup>th</sup> FC grant during 2012-13, UC for ₹ 876.46 crore was received from the departments and sent to GoI by Finance (Budget) department. Thus, UC for ₹ 676.72 crore was pending from the various departments of GoWB (July 2013).

### Submission of Utilisation Certificates without incurring actual expenditure

In respect of the National Biogas and Manure Management Programme<sup>2</sup> (NBMMP) during the year 2009-12, Ministry of New and Renewable Energy (MNRE) provided<sup>3</sup> ₹ 28.83 crore to West Bengal Renewable Energy Development Agency (WBREDA) for installation of 48000 biogas plants. Scrutiny revealed that WBREDA was still to assess the completion of the plants. Only ₹ 7.36 crore was released to the NGOs as advance and fund of ₹ 21.47 crore was still lying (May 2013) with WBREDA. However, WBREDA reported (between December 2010 and December 2012) full utilization of the amount to MNRE for the purpose of implementation of NBMMP.

## 3.2 Non-submission/delay in submission of accounts by ULBs/PRI

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 department 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. Examiner of Local Accounts (ELA), West Bengal, under the Principal Accountant General (General and Social Sector Audit), West Bengal is the statutory Auditor of Local Bodies.

As of September 2013, 751 annual accounts of 143 autonomous bodies/authorities due up to 2012-13, had not been received by the ELA, West Bengal. The details of these accounts are given in *Appendix 3.2* and their age-wise pendency is presented in **Table 3.2**.

**Table 3.2: Age-wise arrears of Annual Accounts due from Government Bodies**

Delay in Number of Years	No. of the Bodies/ Authorities
0 to 1	8
Above 1 to 3	13
Above 3 to 5	36
Above 5 to 7	85
Above 7 to 9	-
Above 9	1
<b>Total</b>	<b>143</b>

Source: Records of the Institutions

<sup>2</sup> A 100 per cent Centrally Sponsored Scheme

<sup>3</sup> Between November 2009 and August 2011

Due to delay in preparation of accounts, utilization of funds for intended purposes could not be verified. As these institutions were mostly run on Government grants, it was the responsibility of the Government to see that these bodies prepare accounts on time. The deficiency was regularly pointed out in the Audit Reports of the preceding years but to no avail. The institutions could not furnish any reason for this failure.

Audit scrutiny of the accounts of 50 local bodies (excluding PRIs) conducted during 2012-13 revealed that grants aggregating ₹ 527.29 crore, meant for development and miscellaneous purposes were lying unspent as of March 2011/2012 with 41 ULBs, seven universities, one District Primary School Council (DPSC) and one local body as detailed in **Appendix 3.3**. Out of the 50 local bodies, 42 did not furnish reasons for non-utilisation of the Government grants. Only 11 bodies stated that action will be taken to utilise the grants at the earliest.

Annual accounts have been prepared by all 18 ZPs and 108 PSs (except Purulia II) and audited during 2012-13. Purulia II PS did not prepare annual accounts for the years 2009-12.

Further, scrutiny of PRIs revealed that out of total available grants of ₹ 4134.52 crore for the year 2011-12 in respect of 18 ZPs, ₹ 925.17 crore (22 per cent) remained unutilised at the end of March 2013. Out of 18 ZPs, seven ZPs did not furnish any reply while the others stated that they would take initiatives to utilize/refund the fund. The details are given in **Appendix 3.4**.

Similarly, in 108 PSs as of March 2013, ₹ 537.05 crore (50 per cent) remained unspent out of total available grants of ₹ 1075.83 crore as detailed in **Appendix 3.5**. On being pointed out, 46 PSs failed to furnish any reply while 62 PSs stated that they would take initiatives to utilize/refund the grant.

Thus, continued failure to utilise development grants by the PRIs deprived the rural people from getting the intended benefits from these grants.

### 3.3 Delays in Submission of Accounts/Audit Reports of Autonomous Bodies

Several autonomous bodies have been set up by the State Government in various fields namely, area development, animal resources, human rights, legal services, housing, etc. A large number of these bodies are audited by the C&AG under Sections 19 and 20 (1) of the C&AG's DPC Act 1971, with regard to the verification of their transactions, operational activities and accounts, conducting regulatory compliance audit of all transactions scrutinised in audit, review of internal management and financial control, review of systems and procedures, etc. The status of entrustment of audit, rendering of accounts to Audit, issuance of Separate Audit Report (SAR) and its placement in the Legislature in respect of 30 bodies, on which SARs are to be placed before the Legislature are indicated in **Appendix 3.6**. Delays in submission of accounts to Audit and placement of Separate Audit Reports in the Legislature

after the entrustment of Audit to C&AG by the Autonomous Bodies is summarised in **Table 3.3**.

**Table 3.3: Delays in Submission of Accounts and tabling of Separate Audit Reports**

Delays in submission of Accounts (In Months)	Number of Autonomous Bodies	Delays in submission of SARs in Legislature (in Years)	Number of Autonomous Bodies
0 – 1	-	0 - 1	3
1 – 6	15	1 - 2	7
6 – 12	-	2 - 3	4
12 – 18	12	3 - 4	2
18 – 24	-	4 - 5	1
24 & above	20	5 & above	-
<b>Total</b>	<b>47</b>		<b>17</b>

Source: Records of the autonomous bodies

None of the 47 autonomous bodies (*vide Appendix 3.6 and 3.7*) had submitted accounts for the year 2012-13, while only 17 have submitted accounts up to 2011-12. Moreover, 11 District Legal Services Authorities did not submit accounts since inception (1997-98). The State Government also failed to lay the Reports in respect of 17 Bodies/Authorities before the State Legislature as detailed in *Appendix 3.6*.

### 3.4 Departmental Commercial Undertakings

The departmental undertakings of certain Government departments performing activities of quasi-commercial nature are required to prepare *pro forma* accounts in the prescribed format annually showing the working results of financial operations, so that the Government can assess the efficiency and economy of their working. The finalised accounts of departmentally managed commercial and quasi-commercial undertakings reflect their overall financial health and efficiency in conducting their business. In the absence of timely accounts, the investment of the Government remains outside the scrutiny of the Audit/State Legislature. Consequently, corrective measures, if any required, for ensuring accountability and improving efficiency cannot be taken in time. Besides, the delay in all likelihood may also render the system susceptible to risk of fraud and leakage of public money.

The Heads of departments in the Government are to ensure that the undertakings prepare such accounts and submit the same to Accountant General for audit within a specified time frame.

As of June 2013, out of 19 such undertakings; five<sup>4</sup> had not prepared their accounts since their inception between 1951 and 1983, four<sup>5</sup> had finalized their accounts upto 2011-12 while the accounts of remaining 10 units were in arrears ranging from one to 23 years. The Comptroller and Auditor General had repeatedly commented in the Audit Reports of the State on the failure of the Heads of Departments and the management of undertakings in timely preparation of *pro forma* accounts. Principal Accountant General had also been

<sup>4</sup> 1. Silk Reeling Scheme; 2. Government Sales Emporia in Kolkata & Howrah; 3. Central Lock Factory, Howrah; 4. Training cum Production Centre, Mechanical Toys, Hooghly and 5. Industrial Estate, Maniktala

<sup>5</sup> Greater Calcutta Milk Supply Scheme, Burdwan Milk Supply Scheme, Krishnanagar Milk Supply Scheme and Durgapur Milk Supply Scheme.

periodically reminding the Principal Secretary (Finance) and the Secretaries of the concerned departments in this matter.

The department-wise position of arrears in preparation of *pro forma* accounts and investment made by the Government therein are given in **Appendix 3.8**. As per latest accounts received from 14 undertakings, ₹ 2338.02 crore was invested by the State Government in these units. Thirteen<sup>6</sup> undertakings had incurred continuous losses aggregating to ₹ 2193.87 crore while the remaining one, viz., Central Engineering Organisation, Dasnagar reflected accumulated profit of ₹ 1.83 crore as of March 2007.

### 3.5 Misappropriations, losses, defalcations, etc.

As per Rule 39 of the WBFR, any loss of public money, departmental revenue of receipts, stores or other property, caused by defalcation or otherwise, should be immediately reported to the Accountant General. On the other hand, if the irregularity is detected by Audit in the first instance, the Accountant General will report it immediately to the administrative authority concerned.

As of March 2013, there were 655 cases<sup>7</sup> of misappropriation, defalcation, etc. involving Government money amounting to ₹ 10.60 crore on which final action was pending. The department-wise break up of pending cases and age wise analysis is given in **Appendix 3.9** and nature of these cases is given in **Appendix 3.10**. The age-profile of the pending cases and the number of cases pending in each category – theft and misappropriation/loss as emerged from these appendices are summarised in **Table 3.4**.

**Table 3.4: Profile of misappropriations, losses, defalcations, etc.**

Age-Profile of the pending cases			Nature of the pending cases		
Range in years	Number of cases	Amount involved (₹ in lakh)	Nature/characteristics of the cases	Number of cases	Amount involved (₹ in lakh)
0 - 5	53	639.81	Theft	44	48.73
5 - 10	30	93.55			
10 - 15	51	125.86			
15 - 20	36	82.95			
20 - 25	42	53.38			
25 & above	443	64.73	Misappropriation/ Loss of material	611	1011.55
<b>Total</b>	<b>655</b>	<b>1060.28</b>	<b>Total Pending cases</b>	<b>655</b>	<b>1060.28</b>

Source: Departmental figures

### 3.6 Non-reconciliation of departmental figures

#### 3.6.1 Un-reconciled receipts / expenditure

To enable Controlling Officers (COs) of departments to exercise effective control over expenditure to keep it within budget grants and to ensure accuracy of their accounts, Financial Rules (Rule 385 of WBFR) stipulate that expenditure recorded in their books be reconciled every month during the

<sup>6</sup> In respect of one unit viz., Scheme for production of Shark liver oil, fish meal, etc., the financial performance was not available since the accounts of the unit was in arrear since 1994-95.

<sup>7</sup> Excluding cases included in the Civil Audit Reports as separate audit paragraphs, progress of which are monitored separately.

financial year with that recorded in the books of the Principal Accountant General (A&E).

Out of 185<sup>8</sup> COs, 131 COs (71 per cent) did not reconcile their departmental figures for the year 2012-13. As a result, 81.20 per cent (₹ 91166.80 crore) of total receipts and only 28.71 per cent (₹ 32293.00 crore) of total expenditure were reconciled by the State Government.

Such laxity on the part of the department can potentially affect the quality of accounts.

### 3.6.2 Pendency in submission of Detailed Contingent Bills against Abstract Contingent Bills

Administrative departments issue sanction orders with the concurrence of Finance department, authorising different DDOs to draw advances on Abstract Contingent (AC) bills. In terms of WBTR 2005, these AC bills are required to be adjusted within one month from the date of completion of the purpose for which the same were drawn and in no case beyond 60 days from the date of drawal of the respective AC bill unless otherwise permitted by the Administrative department with the concurrence of the Finance department. Further, every drawing officer has to certify in each Abstract Contingent bill that detailed bills for all contingent charges drawn by him prior to the first of the current month have been forwarded to the respective Controlling Officers for countersignature and transmission to the Principal Accountant General (A&E).

However, in contravention of the said provisions of WBTR, ₹ 799.60 crore<sup>9</sup> drawn up to 2012-13, through 10862 AC bills remained unadjusted as of March 2013. The issue was regularly mentioned in the previous Audit Reports as well as in the Inspection Reports issued to the Heads of the offices. Moreover, with a view to reduce the accumulation of AC bills, special inspection parties were sent by the Principal Accountant General (A&E) to the treasuries and series of meetings were organized with the defaulting DDOs as a result of which the outstanding amount decreased to ₹ 799.60 crore as on March 2013 from ₹ 1049.07 crore at the end of 2011-12.

The position of drawal of AC bills and submission of adjustment there against is as under:

**Table 3.5: Position of drawal and adjustment of AC bills** (₹ in crore)

Year	Opening balance		AC Bills drawn		DC Bills received		Outstanding AC Bills	
	No. of Bills	Amount	No. of Bills	Amount	No. of Bills	Amount	No. of Bills	Amount
2008-09	8993	403.96	3246	101.85	3657	17.08	8582	488.73
2009-10	8582	488.73	4054	276.94	4074	290.32	8562	475.35
2010-11	8562	475.35	3885	405.59	1133	65.65	11314	815.29
2011-12	11314	815.29	3928	403.33	3373	169.55	11869	1049.07
2012-13	11869	1049.07	3481	305.92	4488	555.39	10862	799.60

Source: Records of Pr. AG (A&E), WB

<sup>8</sup> No information was provided by the State Government in this regard. (As culled out from the vouchers by O/o Pr. AG (A&E))

<sup>9</sup> Of the unadjusted amounts, pendency of the bills is as under: upto 2010-11: ₹360.36 crore, 2011-12: ₹185.57 crore and 2012-13: ₹253.67 crore.

As against 11869 bills outstanding as on 31 March 2012, only 3742 DC (Detailed Contingent) bills (32 per cent) were submitted during 2012-13. Out of 10862 outstanding bills, 8127 bills involving ₹ 545.93 crore were outstanding for more than one year. Non-adjustment of AC bills for years together indicates dilution of the basic tenets of financial and accounting controls. Moreover, such long pendency of DC bills is fraught with the risk of misuse / misappropriation of Government funds.

Test-check of the records of 21 DDOs revealed that ₹ 328.46 crore<sup>10</sup> (850 bills) were drawn through AC bills during 2007-08 to 2012-13 by 13 DDOs. Adjustments of 576 bills for ₹ 202.17 crore were submitted during this period leaving an outstanding balance of 987 bills worth ₹ 170.41 crore as of March 2013. Details are given in **Appendix 3.11**. In case of DM, Hooghly and DM, Nadia, it was noticed that the particulars of drawal of AC bills and submission of DC bills there against were not being recorded properly in a separate register thereby indicating lack of monitoring of submission of DC bills against each of the AC bills drawn.

Scrutiny of records (April and May 2013) further revealed the following:

- Out of ₹ 281.85 lakh drawn through 30 number of AC bills by DM, Hooghly during the period April 2009 to March 2012, an amount of ₹ 22.07 lakh was lying un-disbursed (April 2013) contrary to the existing financial rules.
- An amount of ₹ 5 lakh was drawn (July 2002) by SP, Howrah by AC bill towards payment of Bye Election Allowances to Police, NVF, hiring charges of vehicle, and travel expenses. Out of the same, an amount of ₹ 2.20 lakh was, however, spent unauthorisedly towards miscellaneous expenditure<sup>11</sup> beyond the purview of allotment. The authority also failed to submit the adjustment resulting in the bills remaining outstanding since 2002.
- An amount of ₹ 2.82 crore was drawn (January 2012) in AC bill by the Commandant, SAP 2nd Battalion towards procurement of 63 vehicles. The entire amount was paid to the automobile company in February 2012. However, the automobile company supplied only 36 vehicles valuing ₹ 1.72 crore and refunded the residual balance after period ranging between eight and 13 months from the date of receipt of fund. Thus, retention of fund (₹ 1.10 crore) by the supplier outside Government account led to a loss of ₹ 3.03 lakh<sup>12</sup> in the form of interest.

While confirming the facts and figures, Commandant, SAP 2nd Battalion stated (May 2013) that the matter has been forwarded to higher authority for perusal.

- An amount of ₹ 14.04 lakh was drawn (March 2012) in AC bill by the Commandant, SAP 2nd Battalion towards procurement of wireless equipments. Accordingly, the entire amount was paid to a supplier in

<sup>10</sup> Excludes opening balance of 713 outstanding AC bills (₹44.12 crore)

<sup>11</sup> Farewell function, meeting, seminar, purchase of wood, inverters, etc.

<sup>12</sup> Calculated at the rate of four per cent per annum

March 2012. Though the supplier supplied machineries worth ₹ 6.68 lakh, Lithium-ion battery and charger (10 sets each for 6 coastal police stations) amounting to ₹ 7.36 lakh were not supplied even after lapse of 14 months (as of May 2013). The machineries were thus lying idle. As a result, the entire amount (₹ 14.04 lakh) paid to the supplier proved unproductive; besides funds to the extent of ₹ 7.36 lakh are lying outside the Government account.

While confirming the facts and figures, Commandant, SAP, 2nd Battalion stated (May 2013) that several attempts have been made to receive the remaining wireless equipments from the concerned supplier but to no effect and that action was being taken either to receive the material or to recover the advance amount already paid.

- Scrutiny (June 2013) of records of CMOH, North 24 Parganas and Barasat Treasury revealed that ₹ 1.26 crore was drawn in six AC bills between February 2004 and March 2005. DC bills against those advances were submitted to the Treasury between July 2012 and February 2013 enclosing only a Statement of Expenditure (SOE) prepared on the basis of cash book, etc. Neither were any voucher, acquaintance, challans, etc. submitted with the DC bills nor was any Government order or sanction for release of funds and office copy of the AC bills furnished to Audit. Detailed scrutiny of SOE disclosed that “Transfer to Sub-cash book” amounting to ₹ 26.33 lakh as also bulk advances given to different offices<sup>13</sup> were booked as expenditure though no UCs were received from those agencies. Prolonged retention of funds and submission of DC bills without vouchers and allied records indicated financial irregularities.
- There were discrepancies in the position of adjustment of AC bills between records maintained by DDO and Treasury/PAO, which have not been reconciled as shown below. These discrepancies were a matter of concern which needs immediate reconciliation.

**Table 3.6: Discrepancies between the records of DDO and Treasury/PAO**

(₹ in lakh)

Sl. No.	Name of the DDO	No. of Bills	Amount
<b>Number of bills and amount shown adjusted in the DDO's record but found outstanding in the Treasury record</b>			
1	SAP, 6 <sup>th</sup> BN Barrackpore	08	283.76
2	DM, South 24 PGS	3	9.03
3	SAP, 2 <sup>nd</sup> BN	12	240.68
4	DM, Nadia	00 <sup>14</sup>	236.00
5	DM, Murshidabad	17	5052.50
<b>Number of bills and amount not shown as AC bill in the Treasury record but found outstanding in the DDO's record</b>			
1	DM, Hooghly	1	0.50

Source: Departmental figures

<sup>13</sup> Dy. CMOHs, ACMOHs, BPHCs, Hospitals, etc

<sup>14</sup> Both the DDO & Treasury records showed 22 outstanding AC bills but outstanding amount differed.

### 3.6.3 Personal Deposit Accounts

Funds transferred to Personal Deposit (PD) Accounts are booked as expenditure under the service heads from which the money was transferred.

In terms of Rule 6.09 of WBTR, PD Account or Personal Ledger Account (PLA) is created by debit to the Consolidated Fund of the State other than those created under any law or rule having the force of law by transferring fund from the Consolidated Fund of the State for discharging liabilities of the Government arising out of special enactments. Such accounts shall be closed at the end of financial year by minus debit of the balance to the relevant service heads in the Consolidated Fund of the State. As per WBTR, if there is any PD Account not operated for two consecutive years and if there is a reason to believe that the need for such accounts has ceased, the same shall be closed. In contravention of the same, 60 PD accounts in PAO Kolkata inoperative since 2008 and three other PD accounts inoperative in other treasuries<sup>15</sup> were yet to be closed.

Four PD Accounts in respect of L.A. Collectors, Rent Controllers, Jailors and DMs, however, are of permanent nature.

In West Bengal, the closing balance under 8443- 106 - PD Accounts at the end of 2012-13 stood at ₹ 3070.44 crore with an increase of ₹ 687.24 crore (29 per cent) over the previous year. The balances as well as receipt and disbursement for the last three years are shown below:

**Table 3.7: Amounts received and disbursed in PD accounts during the last three years**

	Opening balance	Receipt	Disbursement	Closing balances
₹ in crore				
2010-11	2008.74	1600.93	1179.10	2430.57
2011-12	2430.57	912.84	960.21	2383.20
2012-13	2383.20	2270.26	1583.02	3070.44

Source: Finance Accounts

There were 148 PD accounts in operation in the State as of March 2013. During the year, two PD accounts were opened and two PD accounts were closed and an unspent balance of ₹ 0.50 lakh was credited back to the Consolidated Fund. During 2009-10, 2010-11, 2011-12 and 2012-13, amounts transferred to 8443-106-PD Accounts (PDA) by debit to Consolidated Fund stood at ₹ 549.87 crore, ₹ 655.94 crore, ₹ 552.59 crore and ₹ 1051.76 crore, respectively. Out of the amount transferred in 2012-13 (₹ 1051.76 crore), ₹ 348.03 crore (33.09 per cent) was transferred during March 2013 and ₹ 125.82 crore (11.96 per cent) during the last day of March 2013 indicating rush of expenditure at the fag end of the year. This may be viewed in the light that these amounts have been booked as final expenditure under service heads and hence any actual expenditure subsequently incurred from the PD accounts would not be subjected to the usual Treasury checks leaving scope for misuse.

<sup>15</sup> Two in Berhampore-I treasury inoperative since 2009-10 and one in Krishnanagar-I treasury inoperative since 2011.

Test-check of 21 PDAs maintained by various DDOs revealed the following irregularities:

- Six DDOs<sup>16</sup> retained (March 2013) unspent funds amounting to ₹ 304.44 crore pertaining to the period starting from 1990-91 in their PDAs.
- There were discrepancies amounting to ₹ 21.87 crore in PDA Cash Books and corresponding Treasury Pass Books of eight DDOs due to non-reconciliation as required under West Bengal Treasury Rules (*Appendix 3.12*).
- Four DDOs<sup>17</sup> failed to utilise ₹ 11.31 crore received for development purposes during various years starting from 2001-02 (*Appendix 3.13*) and the entire amount remained parked in PDAs as on March 2013.
- Three DDOs<sup>18</sup> parked (as of March 2013) an amount of ₹ 0.55 crore in the shape of un-identified balance in their PDAs starting from the year 1990-91. The purpose for which the funds were received was not known to the DDOs.
- Three DDOs retained (as of March 2013) ₹ 3.44 crore (DM, South 24 Pgs – ₹ 1.77 crore, DM, Nadia – ₹ 0.14 crore and DM, Murshidabad – ₹ 1.53 crore) under Bidhayak Elaka Unnayan Prakalpa (BEUP) in their respective PDAs contrary to BEUP guidelines requiring surrender of these funds to Government.
- As per provisions of Treasury rules, all monetary transactions should be recorded in the cash book as soon as they occur. DM, Howrah received an amount of ₹ 29.14 crore and expended ₹ 20.04 crore during the period September 2012 to March 2013. However, the said transaction was not found entered either in the PL cash book or in the ledger till March 2013, even though the corresponding amounts have been found in the treasury scrolls. This indicated lapse in the maintenance of the books of accounts by the DM.
- During 2012-13 ₹ 30.74 lakh meant for implementation of the project “Natural Fibre Mission” approved under Backward Region Grant Fund was drawn by the DM, Purulia and credited (December 2012) to the DM’s PD Account without any specific order of the Finance Department for such Transfer/ Credit of fund. The utilisation of the fund, if any, was not made available to Audit, though called for (July 2013).

Thus, funds meant for various developmental works remained parked in the PDAs hampering the progress of works.

#### 3.6.4 Bookings under Minor Head 800: Other Receipts and 800: Other Expenditure

With increasing range and diversification of Government activities and programmes, existing Minor heads often fall short in accommodating all

<sup>16</sup> DMs of South 24 Pgs: ₹ 101.96 crore, North 24 Pgs: ₹ 34.44 crore, Nadia: ₹ 56.82 crore, Hooghly: ₹ 18.77 crore, Murshidabad : ₹ 92.27 crore and DG&IG of Police: ₹ 0.18 crore

<sup>17</sup> DMs of South 24 Pgs, Nadia, Birbhum and Cooch Behar

<sup>18</sup> DMs of South 24 Parganas ( ₹ 45.24 lakh), Howrah ( ₹ 6.20 lakh) & Birbhum ( ₹ 3.17 lakh)

transactions under some projects. In case of non-availability of accurate classification, the residuary Minor head 800: Other Expenditure or 800: Other Receipts, is used to book transactions in the Accounts.

During 2012-13, ₹ 3932.38 crore under 76 Major Heads of Account (representing functions of the Government) was classified under the Minor Head “800-Other Expenditure” in the accounts and this amount constituted 6.08 *per cent* of the total expenditure recorded under the respective Major Heads. The major Schemes such as, New Incentive Scheme for encouraging the setting up of New Industrial Units, Grants to WBSEDCL for “Sabar Ghare Alo” under BRGF, Grants to CMC/HMC for adjustment of Energy Bills of CESC, Backward Region Grant Fund (Central Share), Scheme under RIDF, Contribution to the Board of Wakfs, West Bengal, etc, where expenditure were booked under “800-Other Expenditure” were not depicted distinctly in the Finance Accounts, though the details of these expenditure are depicted at the sub-head (scheme) level or below in the Detailed Demands for Grants and corresponding head-wise Appropriation Accounts forming part of the State Government Accounts.

Similarly, ₹ 6984.39 crore under 53 Major Heads of Account, constituting 15 *per cent* of total recorded receipts under the respective Major Heads, was classified under “800-Other Receipts” in the accounts. The major schemes such as Subsidy to West Bengal for distribution of Rice under Targeted Public Distribution system, Integrated Child Development Scheme, Mid-Day Meal for children, etc. where receipts were booked under “800-Other Receipts” were not depicted distinctly in the Finance Accounts, despite having distinct classification under the sub-head (scheme) level or below in the Receipts under Consolidated Fund forming part of the State Government Accounts.

High incidence of transactions under minor head 800 is fraught with the risk of affecting the transparency of the accounts.

### 3.6.5 Adverse balances under DDR Heads

Adverse balances are negative balances appearing under those heads of accounts, where there should not be a negative balance. For instance, against the accounting head of any loan or advance, a negative balance will indicate more repayment than the original amount advanced. Analysis of the Finance Accounts of the State Government for the year 2012-2013 indicated that there were four cases of adverse balances aggregating to ₹ 169.17 crore under the Debt, Deposit and Remittances heads as of March 2013 (details in *Appendix 3.14*).

### 3.6.6 Analysis of balances of Suspense and Remittance

The accounts of the Government are kept on cash basis. Certain transactions of receipts and payments, which cannot all at once be taken to a final head of receipt or expenditure owing to lack of information as to their nature or any other reasons, may be held temporarily under Suspense heads. The Suspense heads are intermediary/ adjusting in nature and accumulation of balances under the heads distort financial reporting and do not represent the receipts/expenditure in Consolidated Fund accurately. Clearance of Suspense and Remittance balance depends on the details furnished by the Government Departments/ Works and Forest Divisions/ Central Ministries/PAOs/RBI, etc.

In West Bengal, net Debit balances under 8658-Suspense Accounts increased from ₹ 1266.87 crore in 2011-12 to ₹ 1547.28 crore in 2012-13. However, under 8782-Cash Remittances and Adjustments, etc., there was an increase in

credit balance from ₹ 481.92 crore during the previous year to ₹ 710.66 crore in the current year.

Further, significant balances under Suspense and Remittance heads as of March 2013, which may impact the cash balances are shown in the Table below:

**Table 3.8: Suspense and Remittance Balances that impact the cash balance**

<b>A Suspense Balance</b>				<b>(₹ in crore)</b>
Sl. No.	Head of Account Ministry/Department with which pending	Balance as on 31 March 2013		Impact of outstanding on cash balance
		Dr.	Cr.	
	8658-Suspense Account-			
1	101 PAO Suspense (a) Ministry of Transport and Highways	88.94	(-) 0.19	Cash balance to increase on settlement
2	102-Suspense Account (Civil) Account with Defence CDAP Allahabad	192.73	184.15	
3	123-A.I.S. Officers Group Insurance Scheme	2.69	2.46	
4	102-Suspense Account (Civil) Account with Railway ER	3.25	3.32	Cash balance will decrease on settlement
5	102-Suspense Account (Civil) Account with Railway SER	14.76	15.77	
6	109-Reserve Bank Suspense-Headquarters	(-) 3.68	(-) 0.54	
7	112-Tax Deducted at Source Suspense	-	35.39	
8	129-Material purchase settlement Suspense Account	0.02	67.68	
<b>B Remittance Balances</b>				<b>(₹ in crore)</b>
Sl. No.	Head of Account Ministry/Department with which pending	Balance as on 31 March 2013		Impact of outstanding on cash balance
		Dr.	Cr.	
	8782- Cash Remittances and adjustments between officers rendering account to the same Accounts Officer			
1	102-PW Remittances I-Remittances into Treasuries	10425.90	10251.74	Cash balance to increase on clearance
2	103-Forest Remittances I-Remittances into Treasuries	1890.43	1554.77	
3	102-PW Remittances II- PW Cheques	36633.01	38072.33	Cash balance to decrease on clearance
4	103-Forest Remittances II-Forest Cheques	3595.88	3924.72	
5	8793-Inter State Suspense Account	(-) 3.27	(-) 12.90	Cash balance to increase on clearance

Source: Finance Accounts 2012-13

The Suspense minor head “Reserve Bank Suspense, Central Accounts Office (8658-00-110-CAORB Suspense)” is operated in the books of the State Government regarding transactions in respect of Grants, Loans and Advances from Central Government as well as other transactions accounted through RBI, Central Accounts Section, Nagpur (RBI). Under this Suspense Head, the debit balance stood at ₹ 1980.73 crore and the credit balance at ₹ 529.24 crore with the net balance being ₹ 1451.49 crore (Debit) as on 31 March 2013.

### 3.7 Conclusion and Recommendations

Pendency in submission of annual accounts of autonomous bodies/ authorities coupled with delay in placement of Separate Audit Reports in the State

Legislative Assembly diluted the financial control. There were considerable delays in finalising *pro forma* accounts of departmentally managed commercial undertakings indicating laxity in the accountability mechanism of both the management and Government in respect of public funds invested in those undertakings.

Accumulation of unadjusted AC bills and the trend of parking of developmental funds in PL Accounts were also major areas of concern, as substantial amounts were drawn from treasury or transferred out of the Consolidated Fund of the State without proper treasury checks. Some departments were negligent in reconciling the expenditure / receipt figures with those recorded in the books of the Principal Accountant General (A&E).

**Recommendations:**

The Government may consider institutionalizing:

- *a proper mechanism for timely submission of Utilisation Certificates by the grantees.*
- *proper controls for timely submission of accounts by Urban Local Bodies/Panchayati Raj Institutions and Autonomous Bodies.*
- *systems for review and clearance of all non adjusted Abstract Contingent bills.*
- *system for periodical reviews of all Personal Deposit Accounts to detect unnecessary parking of funds.*

Kolkata  
The

(MADHUMITA BASU)  
Principal Accountant General  
(General and Social Sector Audit)  
West Bengal

Countersigned

New Delhi  
The

(SHASHI KANT SHARMA)  
Comptroller and Auditor General of India

# **APPENDICES**

# APPENDIX 1.1

(Refer State Profile, Page 1)

## A brief profile of West Bengal

### A General Data

S.No.	Particulars		Figures
1	Area		88,752 Sq. km.
2	Population		
	a.	As per 2001 Census	8.02 crore
	b.	As per 2011 Census	9.13 crore
3	a.	Density of Population ( as per 2001 Census) (All India Density = 325 persons per Sq. Km.)	903 person per Sq. km.
	b.	Density of Population ( as per 2011 Census) (All India Density = 382 persons per Sq. Km.)	1,029 person per Sq. km.
4	*Population Below Poverty Line (BPL) (All India Average = 21.92 per cent)		19.98 per cent
5	a.	Literacy (as per 2001 Census) (All India Average = 64.80 per cent)	68.64 per cent
	b.	Literacy (as per 2011 Census ) (All India Average = 74.04 per cent)	77.08 per cent
6	Infant mortality** (per 1000 live births) (All India Average = 42 per 1000 live births)		32
7	Life Expectancy at birth*** (All India Average = 66.10 years)		64.40 years
8	Gini Coefficient****		
	a.	Rural (All India = 0.29)	0.24
	b.	Urban (All India = 0.38)	0.38
9	Gross State Domestic Product (GSDP) 2012-13 at current price		₹ 622263 crore
10	Per capita GSDP CAGR (2003-04 to 2012-13)	West Bengal	14.28 per cent
		General Category States	14.94 per cent
11	GSDP CAGR (2003-04 to 2012-13)	West Bengal	15.44 per cent
		General Category States*****	16.37 per cent
12	Population Growth (2003-04 to 2012-13)	West Bengal	9.54 per cent
		General Category States	13.22 per cent

### B Financial Data

		Particulars		
CAGR		2003-04 to 2011-12		2003-04 to 2012-13
		General Category States	West Bengal	West Bengal
		(In per cent)		
a.	of Revenue Receipts	17.48	17.11	17.01
b.	of Own Tax Revenue	17.44	13.96	15.79
c.	of Non Tax Revenue	12.64	10.43	13.66
d.	of Total Expenditure	14.15	12.62	12.84
e.	of Capital Expenditure	16.83	17.59	22.06
f.	of Revenue Expenditure on Education	16.85	17.03	15.85
g.	of Revenue Expenditure on Health	15.35	12.99	12.49
h.	of Salary and Wages	14.18	14.03	12.98
i.	of Pension	18.36	18.38	17.37

\* Source of General data: BPL (Press note July 2013 Planning Commission BPL 2011-12 by Tendulkar Methodology), \*\*SRS Bulletin September 2013 and Economic Review 2012-13, \*\*\*Economic Survey indicators for 2010-11 and Health on March 2011, \*\*\*\*Gini-coefficient (Planning Commission data for 2009-10), \*\*\*\*\* Excluding three General Category States i.e. Delhi, Goa and Puducherry. Financial data is based on Finance Accounts of the State's Government.

Gini-coefficient is a measure of inequality of income among the population. Value rate is from zero to one, closer to zero inequality is less; closure to one inequality is higher.

## APPENDIX 1.2

(Refer Paragraph 1.1, Page 2)

# Structure and Form of Government Accounts

### Part A: 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 the 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 the 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 disbursements 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.

### PART B: Layout of Finance Accounts

Statement No.	Volume 1
1	Presents Statement of Financial Position.
2	Contains Statement of Receipts and Disbursements
3	Contains Statement of Receipts in Consolidated Fund
4	Contains Statement of Expenditure in Consolidated Fund
	A Expenditure by Function
	B Expenditure by Nature
	Volume 2
	PART-I
5	Contains Statement of Progressive Capital Expenditure
6	Gives Statement of Borrowings and other Liabilities
	i) Statement of Public Debt and Other Liabilities
	ii) Service of Debt
7	Gives Statement of Loans and Advances given by the Government.
	i) Loanee Group-wise Loans and Advances
	ii) Sector-wise Loans and Advances
	iii) Repayments in arrears from loanee group
8	Depicts Statement of Grants-in-aid given by the Government
9	Shows Statement of Guarantees given by the Government
	A Sector-wise disclosures for each class for guarantees

	B	Class-wise details for guarantees
	C	Sector-wise details for each class for guarantees
10		Indicates Statement of Voted and Charged Expenditure
		<b>PART-II</b>
11		Indicates detailed Statement of Revenue and Capital Receipts by Minor Heads
12		Provides detailed Statement of Revenue Expenditure by Minor Heads
13		Depicts detailed Statement of Capital Expenditure
14		Shows Detailed Statement of Investments of the Government
		Section-1 : Comparative summary of Government Investments, etc.
		Section-2 : Details of Investments upto 2012-13
		Section-3 : Major and Minor Head-wise details of Investments during the year
15		Depicts Detailed Statement on Borrowings and other Liabilities
		(a) Statement of Public Debt and Other Interest Bearing Obligations
		(b) Maturity Profile
		(i) Maturity Profile of Internal Debt payable in Domestic Currency
		(ii) Maturity Profile of Loans and Advances from the Central Government
		(c) Interest Profile of Outstanding Loans
		(i) Internal Debt of the State Government
		(ii) Loans and Advances from the Central Government
16		Gives detailed Statement of Loans and Advances given by the Government
		Section-1:Major and Minor Head with summary of Loans and Advances
		Section-2:Repayments in arrears from other Loanee Entities
17		Presents detailed Statement on Sources and Application of funds for expenditure other than on revenue account
18		Provides detailed Statement on Contingency Fund and other Public Account transactions
19		Gives detailed Statement on Investments of earmarked funds

## APPENDIX 1.3

(Refer Paragraph 1.1, Page 2)

## Methodology adopted for the Assessment of Fiscal Position

The norms/Ceilings prescribed by the Twelfth/Thirteenth Finance Commission 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. **The Fiscal Responsibility and Budget Management Act has been enacted in July 2010.** Normative projections made by the TFC as well as the projections in the Act are used to make qualitative assessment of the trends and pattern of major fiscal aggregates during the year. 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 mobilisation 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:

Terms	Basis of calculation
Buoyancy of a parameter	Rate of Growth of the parameter/GSDP Growth
Buoyancy of a parameter (X) With respect to another parameter (Y)	Rate of Growth of parameter (X)/ Rate of Growth of parameter (Y)
Rate of Growth (ROG)	$[(\text{Current year Amount} / \text{Previous year Amount}) - 1] * 100$
Development Expenditure	Social Services + Economic Services
Average interest paid by the State	$[\text{Interest payment} / \{(\text{Amount of previous year's Fiscal Liabilities} + \text{Current year's Fiscal Liabilities}) / 2\}] * 100$
Interest spread	GSDP growth – Average Interest Rate
Quantum spread	Debt stock * Interest spread
Interest received as <i>per cent</i> to Loans Outstanding	$[\text{Interest Received} / \{(\text{Opening balance} + \text{Closing balance of Loans and Advances}) / 2\}] * 100$
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 <b>minus</b> all Plan grants and Non-plan Revenue Expenditure excluding expenditure recorded under the major head 2048 – Appropriation for reduction of Avoidance of debt

## APPENDIX 1.4

(Refer Paragraph 1.1.1, Page 2)

## Part A : Abstract of Receipts and Disbursements for the year 2012-2013

Receipt				Disbursements						
2011-2012			2012-13	2011-2012	2012-2013					
( ₹ i n c r o r e )										
					Non-Plan	Plan	Total			
<b>Section A : Revenue</b>										
<b>58755.04</b>	<b>I</b>	<b>Revenue Receipts</b>	<b>68295.75</b>	<b>73326.37</b>	<b>I</b>	<b>Revenue Expenditure</b>	<b>64435.71</b>	<b>17675.17</b>	<b>82110.88</b>	<b>82110.88</b>
				<b>32288.97</b>		<b>General Services</b>	<b>35191.66</b>	<b>133.43</b>	<b>35325.09</b>	
24938.16		- Tax revenue	32808.49	<b>31563.77</b>		<b>Social Services</b>	<b>22235.52</b>	<b>11976.02</b>	<b>34211.54</b>	
1340.25		- Non-tax revenue	1918.15	15896.42		- Education, Sports, Arts and Culture	12830.40	4158.50	16988.90	
				3599.28		- Health and Family Welfare	3027.41	881.45	3908.86	
18587.81		- State's share of Union taxes and duties	21226.27	3958.12		- Water Supply, Sanitation, Housing and Urban Development	2007.14	2748.71	4755.85	
3536.79		- Non-Plan grants	4031.50	64.23		- Information and Broadcasting	70.35	3.47	73.82	
6529.44		- Grants for State Plan Scheme	5004.47	774.18		- Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	197.27	631.46	828.73	
3822.59		- Grants for Central and Centrally sponsored Plan Schemes	3306.87	175.77		- Labour and Labour Welfare	130.13	62.95	193.08	
				6951.77		- Social Welfare and Nutrition	3748.33	3414.07	7162.40	
				144.00		- Others	224.49	75.41	299.90	
				<b>8969.12</b>		<b>Economic Services</b>	<b>6499.75</b>	<b>5543.22</b>	<b>12042.97</b>	
				1937.00		- Agriculture and Allied Activities	1360.04	788.76	2148.80	
				2931.55		- Rural Development	1620.41	2454.01	4074.42	
				970.89		- Special Areas Programmes	344.12	754.80	1098.92	
				853.64		- Irrigation and Flood Control	792.87	78.46	871.33	
				380.85		- Energy	1113.13	751.79	1864.92	
				593.76		- Industry and Minerals	155.88	541.10	696.98	
				1020.74		- Transport	939.70	103.95	1043.65	
				16.89		- Science, Technology and Environment	0.78	29.66	30.44	
				263.80		- General Economic Services	172.82	40.69	213.51	
				<b>504.51</b>		<b>Grants-in-aid and Contributions</b>	<b>508.78</b>	<b>22.50</b>	<b>531.28</b>	
<b>14571.33</b>	<b>II</b>	<b>Revenue deficit carried over to Section B</b>	<b>13815.13</b>							
<b>73326.37</b>		<b>Total</b>	<b>82110.88</b>	<b>73326.37</b>		<b>Total</b>	<b>64435.71</b>	<b>17675.17</b>	<b>82110.88</b>	<b>82110.88</b>

Differences of 0.01 with Finance Accounts is due to rounding

**Report on State Finances for the year ended 31 March 2013**

		Receipt				Disbursements			
2011-2012			2012-2013	2011-2012		2012-2013			
		( ₹ i n )		c r o r e )			Non-Plan	Plan	Total
<b>Section B Capital</b>									
5675.89	III	Opening Cash Balance including Permanent Advances and Cash Balance Investment	8423.38	-	III	Opening Overdraft from RBI			-
Nil	IV	Miscellaneous Capital receipts	Nil	2763.75	IV	<b>Capital Outlay</b>	0.75	4546.55	4547.30
				122.26		<b>General Services</b>	0.02	162.46	162.48
				792.57		<b>Social Services</b>	0.67	1514.52	1515.19
				90.15		- Education, Sports, Arts And Culture	-	308.07	308.07
				393.68		- Health and Family Welfare	-	118.01	118.01
				221.87		- Water Supply, Sanitation, Housing and Urban Development	0.67	831.32	831.99
				0.90		- Information and Broadcasting	-	7.02	7.02
				21.44		- Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	-	85.40	85.40
				38.09		- Social Welfare and Nutrition	-	127.45	127.45
				26.44		- Other Social Services	-	37.25	37.25
				1848.92		<b>Economic Services</b>	0.06	2869.57	2869.63
				157.34		- Agriculture and Allied Activities	-	182.97	182.97
				0.75		- Rural Development	-	1.01	1.01
				299.15		- Special Areas Programmes	-	314.71	314.71
				419.88		- Irrigation and Flood Control	-	638.08	638.08
				124.00		- Energy	-	114.00	114.00
				62.77		- Industry and Minerals	-	110.85	110.85
				767.20		- Transport	0.06	1400.25	1400.31
				5.00		- Science Technology and Environment	-	-	-
				12.83		- General Economic Services	-	107.70	107.70
78.17	V	Recoveries of Loans and Advances	279.83	447.97	V	<b>Loans and Advances disbursed</b>	794.96	269.07	1064.03
49.10		- From Power Projects	258.03	119.07		- For Power Projects	-	16.18	16.18
17.19		- From Government Servants	14.67	3.73		- To Government Servants	2.66	-	2.66
11.88		- From others	7.13	325.17		- To Others	792.30	252.89	1045.19

Receipt				Disbursements					
2011-2012			2012-2013	2011-2012				2012-2013	
( ₹ i n c r o r e )									
						Non-Plan	Plan	Total	
				14571.33	VI	Revenue deficit brought down			13815.13
26555.07	VII	Public debt receipts	28290.90	9299.19	VII	Repayment of Public Debt			10141.36
26112.23		- Internal debt other than Ways and Means Advances and Overdraft	26801.58	8159.80		- Internal debt other than Ways and Means Advances and Overdraft		9509.39	
-		- Ways and Means Advances	-	606.09		- Ways and Means Advances		-	
442.84		- Loans and Advances from Central Government	1489.32	533.30		- Repayment of Loans and Advances to Central Government		631.97	
0.03	VIII	Amount transferred to Contingency Fund	0.53	0.53	VIII	Expenditure from Contingency Fund			-
94384.24	IX	Public Account receipts	105827.12	91187.25	IX	Public Account disbursements			101735.99
2715.01		- Small Savings and Provident Funds	2927.35	1683.21		- Small Savings and Provident Funds		1981.89	
2250.70		- Reserve Funds	1108.69	954.82		- Reserve Funds		576.32	
48240.99		- Suspense and Miscellaneous	55934.00	49064.05		- Suspense and Miscellaneous		56493.03	
5536.78		- Remittances	7422.43	5212.09		- Remittances		7194.16	
35640.76		- Deposits and Advances	38434.65	34273.08		- Deposits and Advances		35490.59	
				Nil		- Miscellaneous Government Account		Nil	
Nil	X	Closing Overdraft from Reserve Bank of India	Nil	8423.38	X	Cash balance at end			11517.95
				0.39		- Cash in Treasuries and Local Remittances		0.42	
				(-)791.88		- Deposits with Reserve Bank		404.90	
				29.49		- Departmental Cash Balance including Permanent Advances		36.02	
				6117.64		- Investment in earmarked funds		6612.34	
				3067.74		- Cash Balance Investment		4464.27	
126693.40		Total	142821.76	126693.40		Total			142821.76

Source: Finance Accounts

Differences of 0.01 with Finance Accounts is due to rounding

## APPENDIX 1.4

(Continued)

(Refer Paragraph 1.9.1, Page 27)

## Part B : Summarised financial position of the Government of West Bengal as on 31 March 2013.

As on 31.03.2012 (₹ in crore)	Liabilities	As on 31.03.2013 (₹ in crore)
<b>172470.48</b>	<b>Internal Debt</b>	<b>189762.67</b>
87971.13	Market Loans bearing interest	105965.06
4.39	Market Loans not bearing interest	3.90
9.39	Loans from Life Insurance Corporation of India	6.17
6720.85	Loans from other Institutions	6071.34
-	Ways and means Advances	-
-	Overdrafts from Reserve Bank of India	-
77764.72	Special securities issued to NSS fund of GOI	77716.20
<b>12227.49</b>	<b>Loans and Advances from Central Government</b>	<b>13084.86</b>
4.83	Pre 1984-85 Loans	4.83
2231.56	Non-Plan Loans	2141.03
9991.05	Loans for State Plan Schemes	10939.06
(-) 0.03	Loans for Central Plan Schemes	(-) 0.03
0.08	Loans for Centrally Sponsored Plan Schemes	(-) 0.03
<b>19.47</b>	<b>Contingency Fund</b>	<b>20.00</b>
<b>8956.13</b>	<b>Small Savings, Provident Funds, Etc.</b>	<b>9901.59</b>
<b>13415.51</b>	<b>Deposits</b>	<b>16359.54</b>
<b>2351.40</b>	<b>Suspense and Miscellaneous Balances</b>	<b>1792.34</b>
<b>6750.06</b>	<b>Reserve Funds</b>	<b>7282.44</b>
<b>472.75</b>	<b>Remittance Balances</b>	<b>701.02</b>
<b>216663.29</b>	<b>TOTAL</b>	<b>238904.46</b>
	<b>Assets</b>	
<b>33940.15</b>	<b>Gross Capital Outlay on Fixed Assets</b>	<b>38487.45</b>
11156.43	Investments in shares of Companies, Corporations, etc.	11520.98
22783.72	Other Capital Outlay	26966.47
<b>14351.88</b>	<b>Loans and Advances</b>	<b>15136.08</b>
8596.95	Loans for Power Projects	8355.09
5710.79	Other Development Loans	6748.86
44.14	Loans to Government servants and Miscellaneous loans	32.13
<b>6117.64</b>	<b>Reserve Fund Investments</b>	<b>6612.34</b>
<b>30.04</b>	<b>Advances</b>	<b>30.01</b>
	<b>Suspense and Miscellaneous Balances</b>	
<b>2305.74</b>	<b>Cash</b>	<b>4905.61</b>
0.39	Cash in Treasuries and Loan Remittances	0.42
(-) 791.88	Deposits with Reserve Bank	404.90
29.49	Departmental Cash Balance including Permanent Advances	36.02
3067.74	Cash Balance Investments	4464.27
<b>159917.84</b>	<b>Deficit on Government Account</b>	<b>173732.97</b>
14571.33	(i) add Revenue Deficit of the current year	13815.13
-	(ii) Miscellaneous Deficit	
145346.51	Accumulated deficit at the beginning of the year	159917.84
<b>216663.29</b>	<b>TOTAL</b>	<b>238904.46</b>

Source: Finance Accounts; \* Difference of 0.01 with Finance Accounts is due to rounding. **Explanatory Notes for Appendices 1.3 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 deficit 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.

## APPENDIX 1.5

(Refer Paragraph 1.1.2, Page 3)

# Extracts from the West Bengal Fiscal Responsibility and Budget Management Act, 2010.

### *Fiscal policy statement to be laid before West Bengal Legislative Assembly*

(1) The State Government shall lay in every financial year before the West Bengal Legislative Assembly along with the budget, a medium-term fiscal policy statement and a fiscal policy strategy statement.

(2) The medium-term fiscal policy statement shall set forth in such form as may be prescribed, the fiscal management objectives of the State Government and three years' rolling targets for fiscal indicators with specification of underlying assumptions.

(3) In particular and without prejudice to the provisions contained in sub-section (2), the medium-term fiscal policy statement shall include assessment of sustainability relating to –

- (a) the balance between revenue receipts and revenue expenditure;
- (b) use of capital receipts including open market borrowing for generating productive assets.

(4) The Fiscal Policy Strategy statement shall be in such form as may be prescribed and shall, *inter alia*, contain –

- (a) policies of State Government for the ensuing financial year relating to taxation, expenditure;
- (b) borrowings and other liabilities, lending and investment and such other activities like underwriting and guarantees and activities of Public Sector Undertakings which have potential budgetary implications;
- (c) the strategic priorities of the State Government for the ensuing financial year in the fiscal area;
- (d) evaluation as to how current policies of the State Government are in conformity with the fiscal management principles as set out in section 4 and the objectives set out in medium-term fiscal policy statement.

### *Fiscal management principles*

(1) The State Government shall take appropriate measures to reduce the revenue deficit and build up an adequate revenue surplus by following such principles as may be prescribed.

(2) In particular and without prejudice to the generality of the foregoing provision, the State Government shall progressively reduce –

- (a) revenue deficit to nil within a period of five years, -
- (i) with reducing revenue deficit up to 1.6 *per cent* of the Gross State Domestic Product (GSDP) during the financial year commencing from the 1<sup>st</sup> day of April, 2011, and
  - (ii) with reducing revenue deficit to zero during the financial year ending on the 31<sup>st</sup> day of March, 2015, and
  - (iii) build up surplus amount of revenue and utilise such amount for discharging liabilities in excess of assets;
- (b) fiscal deficit to 3 *per cent* of the estimated Gross State Domestic Product (GSDP) within a period of four years, -
- (i) with reducing fiscal deficit upto 3.5 *per cent* of the Gross State Domestic Product (GSDP) during the financial year commencing from the 1<sup>st</sup> day of April 2011, and
  - (ii) with reducing fiscal deficit to 3 *per cent* of the Gross State Domestic Product (GSDP) during the financial year ending on the 31<sup>st</sup> Day of March 2011;

Provided that the revenue deficit and the fiscal deficit may exceed such limit due to the ground of such natural calamity, or such other exceptional circumstances, as the State Government may, by order published in the *Official Gazette*, specify.

Provided further that every order made under the first proviso, shall be laid, as soon as may be after it is made, before the West Bengal Legislative Assembly.

***Measure for fiscal transparency***

(1) The State Government shall take suitable measures to ensure greater transparency in its fiscal operations and minimize as far as practicable in public interest official secrecy in the preparation of budget:

Provided that the State Government shall have the power to reserve any such information which would adversely affect the interest of the State Exchequer.

(2) In particular and without prejudice to the generality of the foregoing provision, the State Government shall, at the time of presentation of budget, disclose in such manner as may be prescribed, -

- (a) the significant changes in the accounting standards, policies and practices affecting or likely to affect the compliance of the prescribed fiscal indicators;
- (b) as far as practicable, all outstanding contractual liabilities, revenue demand raised, but not realised, committed liability in respect of major works and supply contracts, losses incurred in providing public goods and services, off budget borrowings and contingent liabilities created by way of guarantees having potential budgetary implications.

**Extracts from the WBFRBM (Amendment) Act, 2011**

State Government shall progressively reduce –

---

(a) debt stock to 34.3 *per cent* of the Gross State Domestic Product (GSDP) within a period of five years commencing from the year 2010-11 and ending on the 2014-15, in the manner as mentioned below :-

Year	Maximum debt stock as <i>per centum</i> of Gross State Domestic Product (GSDP)
2010-11	40.6
2011-12	39.1
2012-13	37.7
2013-14	35.9
2014-15	34.3

(b) revenue deficit to nil within a period of five years commencing from the year 2010-11 and ending on the 2014-15, in the manner as mentioned below:

Year	Maximum revenue deficit as <i>per centum</i> of Gross State Domestic Product (GSDP)
2010-11	3.6
2011-12	1.6
2012-13	1.1
2013-14	0.5
2014-15	0.0

(c) fiscal deficit to 3 *per cent* of the Gross State Domestic Product (GSDP) within a period of four years commencing from the year 2010-11, in the manner as mentioned below :

Year	Maximum fiscal deficit as <i>per centum</i> of Gross State Domestic Product (GSDP)
2010-11	3.5
2011-12	3.5
2012-13	3.5
2013-14	3.0
2014-15	3.0

Provided that the debt stock, the revenue deficit and the fiscal deficit may exceed such limit due to the ground of such natural calamity, or such other exceptional circumstances, as the State Government may, by order published in the Official Gazette, specify :

Provided further that every order made under the first proviso, shall be laid , as soon as may be after it is made, before the West Bengal Legislative Assembly.

## APPENDIX 1.6

(Refer Paragraph 1.1.3  
Page 4)

## Actuals vis-à-vis Budget Estimates 2012-13

Particulars	Budget Estimates	Actuals	Increase (+)/ Decrease (-)	Increase(+)/ Decrease(-) (in percent)
	(₹ in crore)			
<b>Revenue Receipts</b>	<b>76743</b>	<b>68296</b>	<b>-8447</b>	<b>-11.01</b>
<b>Tax Revenue</b>	<b>31222</b>	<b>32809</b>	<b>1587</b>	<b>5.08</b>
Taxes on Sales, Trade etc	20167	18555	-1612	-7.99
State Excise	2786	2621	-165	-5.92
Taxes on vehicles	1595	1222	-373	-23.39
Stamps and Registration fees	2941	4357	1416	48.15
Taxes on goods and Passengers	0.06	1284	1283.94	-
Land Revenue	1805	2024	219	12.13
Taxes and Duties on Electricity	884	1837	953	107.81
<b>Non Tax Revenue</b>	<b>3263</b>	<b>1918</b>	<b>-1345</b>	<b>-41.22</b>
Interest Receipts	1008	934	-74	-7.34
Food Storage and Warehousing	1432	1	-1431	-99.93
<b>Revenue Expenditure</b>	<b>83719</b>	<b>82111</b>	<b>-1608</b>	<b>-1.92</b>
Pension and Other Retirement Benefits	9582	11036	1454	15.17
Police	4021	3434	-587	-14.60
Education, Sports, Art & Culture	17072	16989	-83	-0.49
Health and Family Welfare	4383	3909	-474	-10.81
Water Supply, Sanitation and Urban Development	5325	4756	-569	-10.69
Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	745	829	84	11.28
Social Welfare and Nutrition	6758	7162	404	5.98
Agriculture and allied activities	2705	2149	-556	-20.55
Rural Development	3826	4074	248	6.48
Irrigation and Flood Control	1229	871	-358	-29.13
Transport	1248	1044	-204	-16.35
Interest Payments	18109	17571	538	2.97
Power	645	1865	1220	189.15
<b>Capital Outlay</b>	<b>8281</b>	<b>4547</b>	<b>-3734</b>	<b>-45.09</b>
Education, Sports, Art & Culture	796	308	-448	-61.31
Health and Family Welfare	345	118	-227	-65.80
Agriculture and Allied activities	487	183	-304	-62.42
Irrigation and Flood Control	2500	638	-1862	-74.48
<b>Revenue Surplus(+)/Deficit(-)</b>	<b>-6858</b>	<b>-13815</b>	<b>-6957</b>	<b>101.44</b>
<b>Fiscal deficit (-)</b>	<b>-15923</b>	<b>-19146</b>	<b>-3223</b>	<b>20.24</b>
<b>Primary Surplus(+)/Deficit(-)</b>	<b>2186</b>	<b>-1575</b>	<b>-3761</b>	<b>-172.05</b>

Source: Finance Accounts and Budget Publication

## APPENDIX 1.7

(Refer Paragraph 1.3 & 1.9.2  
Page 7 & 27)Time series data on the State  
Government finances

	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013
	( ₹ i n C r o r e )				
<b>Part A. Receipts</b>					
<b>1. Revenue Receipts</b>	<b>36904</b>	<b>36922</b>	<b>47264</b>	<b>58755</b>	<b>68296</b>
(i) Tax Revenue	14419(39)	16900(46)	21129(45)	24938(42)	32809 (48)
Taxes on Agricultural Income	4	9	16	11	12
Taxes on Sales, Trade, etc.	8955(62)	10510(62)	13276(63)	15888(64)	18555 (57)
State Excise	1083(8)	1444(9)	1783(8)	2117(8)	2621(8)
Taxes on Vehicles	608(4)	774(5)	936(4)	1007(4)	1222(4)
Stamps and Registration fees	1509(10)	1814(11)	2265(11)	2732(11)	4357(13)
Land Revenue	984(7)	929(5)	1254(6)	1872(8)	2024(6)
Other taxes	1276(9)	1420(8)	1599(8)	1311(5)	4018(12)
(ii) Non Tax Revenue	4966(13)	2438(7)	2380(5)	1340(2)	1918(3)
(iii) State's share of Union taxes and duties	11322(31)	11648(31)	15955(34)	18588(32)	21226(31)
(iv) Grants in aid from GOI	6197(17)	5936(16)	7800(16)	13889(24)	12343(18)
<b>2. Misc. Capital Receipts</b>	Nil	Nil	Nil	Nil	Nil
<b>3. Total revenue and Non debt capital receipts (1+2)</b>	<b>36904</b>	<b>36922</b>	<b>47264</b>	<b>58755</b>	<b>68296</b>
<b>4. Recoveries of Loans and Advances</b>	<b>5616</b>	<b>387</b>	<b>372</b>	<b>78</b>	<b>280</b>
<b>5. Public Debt Receipts</b>	<b>15991</b>	<b>28508</b>	<b>24800</b>	<b>26555</b>	<b>28291</b>
Internal Debt (excluding Ways and Means Advances and Overdrafts)	15591	28208	23898	26112	26802
Net transactions under Ways and Means Advances and Overdrafts	-	-	606	-	-
Loans and Advances from Government of India <sup>2</sup>	400	300	296	443	1489
<b>6. Total receipts in the Consolidated Fund (3+4+5)</b>	<b>58511</b>	<b>65817</b>	<b>72436</b>	<b>85388</b>	<b>96867</b>
<b>7. Contingency Fund Receipts</b>	6	1	3	- <sup>3</sup>	1
<b>8. Public Account receipts</b>	58144	69055	76696	94384	105827
<b>9. Total receipts of the State (6+7+8)</b>	<b>116661</b>	<b>134873</b>	<b>149135</b>	<b>179772</b>	<b>202695</b>
<b>Part B. Expenditure /Disbursement</b>					
<b>10. Revenue Expenditure</b>	<b>51613 (92)</b>	<b>58500 (94)</b>	<b>64538(96)</b>	<b>73326(96)</b>	<b>82111(94)</b>
Plan	8045(16)	9970(17)	12047(19)	14129(19)	17675(22)
Non-Plan	43568(84)	48530(83)	52491(81)	59197(81)	64436(78)
General Services (including Interests Payments)	20775(40)	26357(45)	28680(44)	32289(44)	35325(43)
Social Services	16385(32)	23996(41)	27343(42)	31564(43)	34212(42)
Economic Services	14025(27)	7742(13)	8091(13)	8969(12)	12043(15)
Grants-in-aid and Contribution	428(1)	405(1)	424(1)	504(1)	531(-)
<b>11. Capital Expenditure</b>	<b>3705 (7)</b>	<b>3011 (5)</b>	<b>2226(3)</b>	<b>2764(4)</b>	<b>4547(5)</b>
Plan	3729(101)	2883(96)	2232(100)	2764(100)	4546
Non-Plan	(-)24(-1)	128(4)	(-)6	-	1
General Services	144(4)	157(5)	107(5)	122(4)	162
Social Services	1193(32)	890(30)	476(21)	793(29)	1515
Economic Services	2368(64)	1964(65)	1643(74)	1849(67)	2870
<b>12. Disbursement of Loans and Advances</b>	<b>760</b>	<b>752</b>	<b>408</b>	<b>448</b>	<b>1064</b>
<b>13. Total (10+11+12)</b>	<b>56078</b>	<b>62263</b>	<b>67172</b>	<b>76538</b>	<b>87722</b>
<b>14. Repayments of Public Debt</b>	<b>4855</b>	<b>7672</b>	<b>6846</b>	<b>9299</b>	<b>10141</b>
Internal Debt (excluding Ways and Means Advances and Overdrafts)	3870	6364	6302	8160	9509
Net transactions under Ways and Means Advances and Overdrafts	-	-	-	606	-
Loans and Advances from Government of India	985	1308	544	533	632
<b>15. Appropriation to Contingency Fund</b>	-	-	-	-	-
<b>16. Total disbursement out of Consolidated Fund (13+14+15)</b>	<b>60933</b>	<b>69935</b>	<b>74018</b>	<b>85837</b>	<b>97863</b>
<b>17. Contingency Fund disbursements</b>	-	3	-	1	-
<b>18. Public Account disbursements</b>	<b>54915</b>	<b>65057</b>	<b>74228</b>	<b>91187</b>	<b>101736</b>
<b>19. Total disbursement by the state (16+17+18)</b>	<b>115848</b>	<b>134995</b>	<b>148246</b>	<b>177025</b>	<b>199599</b>
<b>Part C Deficits</b>					
<b>20. Revenue Deficit (1-10)</b>	<b>-14709</b>	<b>- 21578</b>	<b>-17274</b>	<b>- 14571</b>	<b>-13815</b>

<sup>2</sup> Includes Ways and Means Advances from GOI<sup>3</sup> 0.03 Crore

Note : Figures in brackets represent percentage (rounded)

**Report on State Finances for the year ended 31 March 2013**

<b>21 Fiscal Deficit (3+4-13)</b>	<b>-13558</b>	<b>- 24954</b>	<b>-19536</b>	<b>- 17705</b>	<b>-19146</b>
<b>22. Primary Deficit (21-23)/Surplus</b>	<b>-1489</b>	<b>- 11649</b>	<b>-5719</b>	<b>- 1809</b>	<b>-1575</b>
<b>Part D Other data</b>					
23. Interest Payments (included in revenue exp.)	12069	13305	13817	15896	17571
24. Arrears of Revenue	153 <sup>#</sup>	107 <sup>#</sup>	103 <sup>#</sup>	NA	NA
25. Financial Assistance to local bodies etc.	22347	19591	23656	26768	28133
26. Ways and Means Advances/Overdraft availed (days)	166	95	194	186	143
27. Interest on WMA/Overdraft	13	13	28	37	19
28. Gross State Domestic Product (GSDP)	341942	398880	462240	532329	622263
29. Outstanding Fiscal Liabilities (year end)	145075	167682	187387	207702	229779
30. Outstanding guarantees (year end)	11973	10355	11943	10192	8821
31. Maximum amount guaranteed	19974	20298	19860	20106	18981
32. Number of incomplete projects	NA	NA	NA	NA	NA
33. Capital blocked in incomplete projects <sup>4</sup>	1881	1646	3493	4601	2006
<b>Part E Fiscal health Indicators</b>					
<b>I. Resource Mobilisation</b>					
34. Own Tax Revenue/GSDP	0.042	0.042	0.046	0.047	0.053
35. Own Non-Tax Revenue/GSDP	0.015	0.006	0.005	0.003	0.003
36. Central Transfers/GSDP	0.033	0.029	0.035	0.035	0.034
<b>II. Expenditure Management</b>					
37. Total Expenditure/GSDP (in per cent)	16.40	15.61	14.53	14.38	14.10
38. Total Revenue Expenditure/Receipts (in per cent)	139.86	158.44	136.55	124.80	120.23
39. Revenue expenditure/Total Expenditure (in per cent)	92.04	93.96	96.08	95.80	93.60
40. Expenditure on Social Service/Total Expenditure (in per cent)	31.38	39.97	41.41	42.28	40.85
41. Expenditure on Economic Services / Total Expenditure (in per cent)	29.23	15.59	14.49	14.13	18.09
42. Capital Expenditure/Total Outlay (in per cent)	6.61	4.84	3.31	3.61	5.18
43. Capital Expenditure on Social and Economic Services/Total Expenditure (in per cent)	6.39	4.58	3.15	3.45	5.00
<b>III Management of Fiscal Imbalances</b>					
44. Revenue Deficit (Surplus)/GSDP (in per cent)	(-) 4.30	(-) 5.41	(-) 3.74	(-) 2.74	(-) 2.22
45. Fiscal Deficit/GSDP (in per cent)	(-) 3.96	(-) 6.26	(-)4.23	(-) 3.33	(-) 3.08
46. Primary Deficit (Surplus)/GSDP (in per cent)	(-) 0.44	(-) 2.92	(-)1.24	(-) 0.34	(-) 0.25
47. Revenue Deficit/Fiscal Deficit (in per cent)	108.49	86.47	88.43	82.30	72.16
48. Primary Revenue Balance/GSDP	(-) 0.008	(-) 0.021	(-) 0.007	0.002	0.006
<b>IV Management of Fiscal Liabilities</b>					
49. Fiscal Liabilities/GSDP (in per cent)	42.43	42.04	40.54	39.02	36.93
50. Fiscal Liabilities/RR (in per cent)	393.11	454.15	396.47	353.51	336.45
51. Primary Deficit vis-à-vis quantum spread (₹ in crore)	7605/(-)	12729/	20132/	12840/	17040/
	1489	(-)11649	(-) 5718	(-)1809	(-)1575
52. Debt Redemption (Principal +interest)/Total Debt Receipts	0.99	0.85	0.92	0.95	0.95
<b>V Other Fiscal health Indicators</b>					
53. Return on Investment (in per cent)	0.06	-	0.01	0.01	0.01
54. Balance from Current Revenue (₹ in crore)	(-) 10770	(-) 15416	(-)9791	(-) 10794	(-) 4401.30
55. Financial assets/Liabilities	0.28	0.27	0.26	0.26	0.27

Source: Finance Accounts

Figures in brackets represent percentages (rounded) to total of each sub-heading

GSDP figures furnished by Ministry of Statistics and Programme Implementation (as on 01 August 2013) have been adopted.

<sup>4</sup> Represents progressive amount blocked in incomplete projects (which cost more than ₹ one crore and above) at the end of the year.

<sup>#</sup> Incomplete figure, as all the Departments did not submit information.

## APPENDIX 1.8

(Refer Paragraph 1.3.4  
Page 12)Analysis of reasons for non-release of  
13th FC grant by GoI during 2012-13

(₹ in crore)

Sector	Name of the Department	Name of Sector / Components	Previous allocation and year not released by GOI	Allocation for the current period 2012-13 not released by GOI	Reasons observed by Audit
<b>Local Bodies grant</b>	Panchayat & Rural Development Department, Government of West Bengal. (P&RD)	Special Area performance grants	Allocation year 2011-12: ₹ 0.80 crore	1.60	Non compliance of preconditions within time for release of performance and Special Area performance grant.
<b>Other grant</b>	Irrigation and Waterways/Water Resources Investigation and Development	Water Sector Management	NIL	74.00	Delayed submission of Utilization Certificate
	Home (Political)	Incentive for issuing UIDs	Allocation year 2011-12: ₹ 41.68 crore	41.68	Home (Political) Department was yet to submit utilization of ₹ 20.84 crore released in 2010-11. Department intimated it would utilize the fund towards NPR process as District Magistrates intimated they had no BPL list available with them.
	Development & Planning	Improvement of Statistical System	NIL	3.80	₹ 3.80 crore released in 2011-12 could not be utilized and fresh approval for ₹ 2.79 crore was taken in 2012-13. No utilization certificate was submitted.
	Judicial Department	Justice Delivery	Allocation year 2011-12: ₹ 21.09 crore	42.18	Delayed/Non-submission of Utilization Certificate to Finance Budget Branch for previously released funds under 13 <sup>th</sup> FC
<b>State specific grants</b>	Seven Departments of Government of West Bengal. <sup>5</sup>	Nine State Specific grants <sup>6</sup>	Allocation year 2011-12: ₹ 2.81 crore	425.75	Delayed/Non submission of utilization certificate. Non submission of Annual Action Plan.
<b>TOTAL</b>			<b>66.38</b>	<b>589.01</b>	

Source: FC Report and Departmental figures

<sup>5</sup> Home (Police), I & W, Fire & ES, Health & FW, WCD & SW, Home (Poll), I & CA<sup>6</sup> Training School for West Bengal Police, Training School for Kolkata Police, Construction of Police Housing, Embankments/Drainage in Sunderban, Upgradation of Fire & Emergency Services, Construction of health centres, Construction of Anganwadi Centres, Road Infrastructure in Border Areas, Maintenance of historical monuments etc.

## APPENDIX 1.9

(Refer Paragraph 1.3.4, Page 12 )

# Analysis of reasons for short release of 13th FC grant by GoI during 2012-13

(₹ in crore)

Sector	Name of the Department	Name of Sector / Components	Allocation for the period 2012-13	Fund received from GOI	Short receipt	Reasons observed by Audit
Local Bodies grant	Panchayat and Rural Development	General Basic grants for PRIs	523.02	261.49	261.53	Non submission of UC and compliance report indicating fulfilment of preconditions attached to release of 13 <sup>th</sup> FC grant.
		General Performance grants for PRIs	358.90	188.28	170.62	
		Special Area Basic grants	1.60	0.80	0.80	
	Municipal Affairs	General Basic grants for ULB	203.88	101.93	101.95	Non submission of UC and compliance report indicating fulfilment of preconditions attached to release of 13 <sup>th</sup> FC grant.
		General Performance grants for ULBs	139.90	73.40 <sup>7</sup>	66.50	
<b>TOTAL</b>			<b>1227.30</b>	<b>625.90</b>	<b>601.40</b>	

Source: FC Report and Departmental figures

<sup>7</sup> Excludes ₹52.90 crore released by GoI towards General Performance Grant of non-performing States.

## APPENDIX 1.10

(Refer Paragraph 1.8.3, Page 24)

## Statement showing Government investment in Companies / Corporations with negative net-worth

(₹ in crore)

	Sector & Name of the Company	Period of accounts	Year in which finalised	Paid up Capital	Accumulated Profit (+)/ Loss(-)	Net Worth
1	2	3	4	5	6	7
<b>A.</b>	<b>WORKING GOVERNMENT COMPANIES</b>					
	<b>AGRICULTURE AND ALLIED</b>					
1	West Bengal Tea Development Corporation Limited	2011-12	2011-12	40.24	- 200.70	-160.46
2	West Bengal Agro Industries Corporation Limited	2011-12	2012-13	8.41	-87.88	-79.47
3	The State Fisheries Development Corporation Limited	2011-12	2012-13	2.70	-12.74	-10.04
4	West Bengal Fisheries Corporation Limited	2011-12	2012-13	2.00	-4.64	-2.64
5	West Bengal State Minor Irrigation Corporation Limited	2009-10	2012-13	11.65	- 57.87	- 46.22
	<b>Total</b>			<b>65.00</b>	<b>-363.83</b>	<b>-298.83</b>
	<b>FINANCING</b>					
1	West Bengal Handicrafts Development Corporation Limited	2008-09	2011-12	15.30	-20.43	-5.13
2	West Bengal Film Development Corporation Limited	2009-10	2011-12	5.20	-55.73	-50.53
	<b>Total</b>			<b>20.50</b>	<b>-76.16</b>	<b>-55.66</b>
	<b>MANUFACTURING</b>					
1	Greater Calcutta Gas Supply Corporation Limited	2011-12	2012-13	41.15	-294.05	-252.90
2	The Shalimar Works(1980) Limited	2011-12	2012-13	1.25	-181.36	-180.11
3	The Electro Medical and Allied Industries Limited	2011-12	2012-13	16.40	-57.63	-41.23
4	Mayurakshi Cotton Mills (1990) Limited	2011-12	2012-13	7.26	-39.89	-32.63
5	Eastern Distilleries and Chemicals Limited	2010-11	2012-13	0.20	-5.43	-5.23
6	Westinghouse Saxby Farmer Limited	2011-12	2012-13	7.74	-34.18	-26.44
7	National Iron and Steel Company Limited	2011-12	2012-13	12.00	-255.05	-243.05
8	Kalyani Spinning Mills Limited	2009-10	2011-12	12.63	-443.38	-430.75
9	The West Dinajpur Spinning Mills Limited	2010-11	2012-13	11.34	-151.88	-140.54
10	Britannia Engineering Limited	2012-13	2013-14	11.29	- 20.55	-9.26
11	Neo-Pipes and Tubes Company Limited	2012-13	2013-14	2.20	-101.80	- 99.60
12	West Bengal Mineral Development and Trading Corporation Limited	2012-13	2013-14	4.43	- 132.41	- 127.98

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	Sector & Name of the Company	Period of accounts	Year in which finalised	Paid up Capital	Accumulated Profit (+)/ Loss(-)	Net Worth
13	Durgapur Chemicals Limited	2012-13	2013-14	96.58	- 101.08	-4.50
14	Gluconate Health Limited	2012-13	2013-14	14.31	- 27.30	- 12.99
15	WEBFIL Limited	2012-13	2013-14	10.58	-11.45	-0.87
16	DPL Coke Oven Limited	2012-13	2013-14	0.05	-0.14	-0.09
	<b>Total</b>			<b>249.41</b>	<b>-1857.58</b>	<b>-1608.17</b>
	<b>INFRASTRUCTURE</b>					
1	West Bengal Transport Infrastructure Development Corporation Limited	2012-13	2013-14	3.10	-9.03	-5.93
	<b>Total</b>			<b>3.10</b>	<b>-9.03</b>	<b>-5.93</b>
	<b>SERVICE</b>					
1	Webel Electronic Communication Systems Limited (subsidiary of WBEIDC Limited)	2011-12	2012-13	0.84	-6.42	-5.58
2	Webel Informatics Limited (Subsidiary of WBEIDC Limited)	2011-12	2012-13	0.40	-6.26	-5.86
3	The Calcutta Tramways Company (1978) Limited	2011-12	2012-13	20.40	-1166.16	-1145.76
4	West Bengal Surface Transport Corporation Limited	2010-11	2011-12	1.01	-170.18	-169.17
	<b>Total</b>			<b>22.65</b>	<b>-1349.02</b>	<b>-1326.37</b>
	<b>MISCELLANEOUS</b>					
	Basumati Corporation Limited	2010-11	2012-13	0.10	-106.41	-106.31
	<b>Total</b>			<b>0.10</b>	<b>-106.41</b>	<b>-106.31</b>
	<b>Total- A</b>			<b>360.76</b>	<b>-3762.03</b>	<b>-3401.27</b>
<b>B.</b>	<b>WORKING STATUTORY CORPORATIONS</b>					
	<b>SERVICE</b>					
1	Calcutta State Transport Corporation	2009-10	2012-13	9.62	-741.48	-731.86
2	North Bengal State Transport Corporation	2008-09	2011-12	10.70	-480.39	-469.69
3	South Bengal State Transport Corporation	2011-12	2013-14	11.01	-416.99	-405.98
	<b>Total</b>			<b>31.33</b>	<b>-1638.86</b>	<b>-1607.53</b>
	<b>Total- B</b>			<b>31.33</b>	<b>-1638.86</b>	<b>-1607.53</b>
<b>C.</b>	<b>NON-WORKING GOVERNMENT COMPANIES</b>					
	<b>FINANCING</b>					
1	West Bengal Handloom and Power loom Development Corporation Limited	2009-10	2012-13	46.76	-55.67	-8.91
	<b>Total</b>			<b>46.76</b>	<b>-55.67</b>	<b>-8.91</b>
	<b>MANUFACTURING</b>					
1	West Bengal Plywood and Allied Products Limited	2010-11	2013-14	0.09	-53.29	-53.20
2	Krishna Silicate and Glass (1987) Limited	2005-06	2008-09	0.00	-91.19	-91.19
3	West Bengal Ceramic Development Corporation Limited	2006-07	2008-09	2.93	-64.31	-61.38
4	Pulver Ash Projects Limited	2011-12	2012-13	3.31	-13.84	-10.53

	Sector & Name of the Company	Period of accounts	Year in which finalised	Paid up Capital	Accumulated Profit (+)/ Loss(-)	Net Worth
	(subsidiary of WBSIC Limited)					
5	West Bengal State Leather Industries Development Corporation Limited	2008-09	2013-14	3.95	-21.15	-17.20
6	The Carter Pooler Engineering Company Limited	2007-08	2008-09	0.95	-49.76	-48.81
7	Webel Consumer Electronics Limited (subsidiary of WBEIDC Limited)	2011-12	2012-13	8.02	-58.39	-50.37
8	West Bengal Sugar Industries Development Corporation Limited	2011-12	2012-13	15.24	-151.55	-136.31
9	West Bengal Projects Limited (subsidiary WBSIDC Limited)	2010-11	2012-13	1.89	-2.96	-1.07
10	The Infusions (India) Limited	2011-12	2013-14	8.00	-14.68	-6.68
11	Lily Products Limited	2009-10	2013-14	0.01	-99.25	-99.24
	<b>Total</b>			<b>44.39</b>	<b>-620.37</b>	<b>-575.98</b>
	<b>Total- C (All sector wise Non-Working Government Companies)</b>			<b>44.39</b>	<b>-620.37</b>	<b>-575.98</b>
<b>D.</b>	<b>NON-WORKING STATUTORY CORPORATIONS</b>					
	<b>SERVICE</b>					
1	Great Eastern Hotel Authority	2012-13	2013-14	0.00	-37.09	-37.09
	<b>Total</b>			<b>0.00</b>	<b>-37.09</b>	<b>-37.09</b>
	<b>Grand Total (A+B+C+D)</b>			<b>436.48</b>	<b>-6058.35</b>	<b>-5621.87</b>

Source: Accounts of the Companies

## APPENDIX 2.1

(Refer Paragraph 2.3.1; Page 38)

## Statement of various grants/ appropriations where savings were more than 20 per cent of the total provision

(₹ in crore)

Sr. No.	Grant No	Name of the Grant/Appropriation	Total Grant/ Appropriation	Savings	Percentage
(1)	(2)	(3)	(4)	(5)	(6)
Revenue (Voted)					
1	1	Legislative Assembly Secretariat	62.84	22.75	36
2	3	Council of Ministers	12.90	2.95	23
3	4	Agricultural Marketing	41.26	14.92	36
4	6	Animal Resources Development	715.21	179.06	25
5	8	Co-operation	314.63	138.39	44
6	10	Consumer Affairs	64.55	18.02	28
7	11	Micro and Small Scale Enterprises and Textiles	396.15	82.85	21
8	14	Education (Mass)	275.79	75.78	27
9	16	Environment	38.44	16.08	42
10	17	Excise	110.24	29.45	27
11	20	Fisheries	219.29	90.49	41
12	23	Forests	476.03	114.95	24
13	25	Public Works	2042.04	700.26	34
14	28	Housing	111.22	30.34	27
15	29	Industrial Reconstruction	2.64	0.92	35
16	30	Information and Cultural Affairs	186.68	66.48	36
17	31	Information Technology	93.07	57.16	61
18	32	Irrigation and Waterways	679.97	192.10	28
19	33	Correctional Administration	205.98	43.68	21
20	34	Judicial	441.51	93.91	21
21	35	Labour	550.73	166.92	30
22	36	Land and Land Reforms	1035.15	246.35	24
23	39	Municipal Affairs	3558.25	767.61	22
24	41	Parliamentary Affairs	7.50	2.79	37
25	42	Personnel and Administrative Reforms	48.24	16.40	34
26	44	Public Enterprises	3.93	2.03	52
27	46	Refugee, Relief and Rehabilitation	60.10	30.21	50
28	48	Science and Technology	17.76	3.97	22
29	49	Sports and Youth Services	234.54	61.23	26
30	50	Sunderban Affairs	199.21	64.49	32
31	52	Tourism	60.70	22.48	37
32	53	Transport	798.87	277.22	35
33	55	Water Resources Investigation and Development	579.92	158.46	27
34	57	Bio-Technology	9.62	5.54	58
35	58	Paschimanchal Unnayan Affairs	177.46	47.06	27
36	59	Self-Help Groups and Self Employment	249.21	90.74	36
37	62	North Bengal Development	156.59	39.61	25
38	63	Statistics and Programme Implementation	113.78	74.02	65
Capital (Voted)					
1	1	Legislative Assembly Secretariat	7.00	5.31	76
2	4	Agricultural Marketing	130.14	83.47	64
3	5	Agriculture	184.26	168.89	92

Sr. No.	Grant No	Name of the Grant/Appropriation	Total Grant/Appropriation	Savings	Percentage
4	6	Animal Resources Development	55.86	41.37	74
5	8	Co-operation	92.24	33.55	36
6	9	Commerce and Industries	40.97	26.28	64
7	12	Development and Planning	135.00	58.74	44
8	14	Education (Mass)	11.00	8.42	77
9	15	Education (School)	395.08	202.52	51
10	17	Excise	9.00	3.52	39
11	18	Finance	150.16	39.06	26
12	19	Fire and Emergency Services	65.50	49.71	76
13	20	Fisheries	54.65	15.72	29
14	21	Food and Supplies	63.00	31.86	51
15	22	Food Processing Industries and Horticulture	44.25	18.84	43
16	23	Forests	35.00	32.17	92
17	24	Health and Family Welfare	342.52	223.98	65
18	28	Housing	641.55	258.33	40
19	29	Industrial Reconstruction	7.50	7.50	100
20	30	Information and Cultural Affairs	32.76	18.93	58
21	31	Information Technology	11.10	3.10	28
22	32	Irrigation and Waterways	2157.80	1606.99	74
23	33	Correctional Administration	13.63	9.90	73
24	34	Judicial	60.94	34.46	57
25	36	Land and Land Reforms	22.18	15.50	70
26	38	Minority Affairs and Madrasah Education	219.00	143.84	66
27	39	Municipal Affairs	430.53	175.24	41
28	40	Panchayat and Rural Development	90.74	54.89	60
29	42	Personnel and Administrative Reforms	51.00	15.28	30
30	43	Power and Non-Conventional Energy Sources	367.30	236.12	64
31	44	Public Enterprises	61.75	17.45	28
32	45	Public Health Engineering	404.80	165.75	41
33	46	Refugee, Relief and Rehabilitation	55.05	30.87	56
34	47	Disaster management	13.18	3.97	30
35	49	Sports and Youth Services	4.88	4.88	100
36	50	Sunderban Affairs	119.02	36.93	31
37	51	Technical Education and Training	283.29	214.57	76
38	52	Tourism	51.53	26.71	52
39	53	Transport	291.30	141.80	49
40	54	Urban Development	31.89	21.07	66
41	55	Water Resources Investigation and Development	360.73	259.35	72
42	56	Women and Child Development and Social Welfare	95.00	27.48	29
43	57	Bio-Technology	6.00	6.00	100
44	58	Paschimanchal Unnayan Affairs	40.00	38.99	97
45	59	Self Help Group and Self Employment	12.00	5.66	47
46	60	Civil Defence	12.00	4.46	37
47	62	North Bengal Development	63.00	34.90	55
48	63	Statistics and Programme Implementation	18.90	18.46	98
<b>Revenue (Charged)</b>					
1	1	Legislative Assembly Secretariat	0.33	0.22	67
2	2	Governor's Secretariat	9.51	2.16	23
3	6	Animal Resources Development	0.06	0.06	100
4	7	Backward Classes Welfare	0.04	0.04	100
5	8	Co-operation	4.87	4.45	91
6	9	Commerce and Industries	1.45	0.57	39
7	19	Fire and Emergency Services	0.15	0.10	67
8	22	Food Processing Industries and Horticulture	0.20	0.20	100
9	25	Public Works	9.49	2.53	27

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Sr. No.	Grant No	Name of the Grant/Appropriation	Total Grant/Appropriation	Savings	Percentage
10	28	Housing	1.93	0.48	25
11	34	Judicial	123.00	41.77	34
12	42	Personnel and Administrative Reforms	0.01	0.0038	38
13	46	Refugee, Relief and Rehabilitation	2.81	2.81	100
14	47	Disaster Management	68.51	68.12	99
		<b>Capital (Charged)</b>			
1	6	Animal Resources Development	0.08	0.03	38
2	7	Backward Classes Welfare	0.04	0.04	100
3	11	Micro and Small Scale Industries and Textiles	0.80	0.26	33
4	22	Food Processing Industries and Horticulture	0.30	0.08	27
5	32	Irrigation and Waterways	1.48	0.34	23
6	46	Refugee, Relief and Rehabilitation	2.74	2.40	88

*Source: Appropriation Accounts*

## APPENDIX 2.2

(Refer Paragraph 2.3.2; Page 38)

## Statement showing cases where persistent savings were noticed from 2008-09 to 2012-13

(₹ in crore)

Grant No. and Name	Year	Provision	Expenditure	Savings	Percentage
<b>6-Animal Resources Development</b>					
2403--00-102-NP-002-(Revenue Voted)	2008-09	10.20	7.48	2.72	27
	2009-10	12.21	10.30	1.91	16
	2010-11	13.45	9.44	4.01	30
	2011-12	15.42	9.20	6.22	40
	2012-13	13.60	8.94	4.66	34
2403-00-107-NP-003-(Revenue-Voted)	2008-09	6.45	4.87	1.58	24
	2009-10	8.18	7.28	0.90	11
	2010-11	8.99	6.83	2.16	24
	2011-12	10.46	6.40	4.06	39
	2012-13	9.75	6.02	3.73	38
<b>8-Co-Operation</b>					
2425--00-107-NP-045-(Revenue-Voted)	2008-09	12.00	4.79	7.21	60
	2009-10	12.00	0.43	11.57	96
	2010-11	12.60	11.34	1.26	10
	2011-12	15.00	1.78	13.22	88
	2012-13	16.35	-	16.35	100
<b>14-Mass Education Extension and Library Services</b>					
4202-04-105-SP 001-(Capital-Voted)	2008-09	3.97	2.23	1.74	44
	2009-10	2.69	0.86	1.83	68
	2010-11	3.49	0.87	2.62	75
	2011-12	5.25	1.57	3.68	70
	2012-13	6.00	2.25	3.75	63
<b>18-Finance</b>					
2071-01-108- NP-001-(Revenue-Voted)	2008-09	3.35	0.01	3.34	100
	2009-10	4.43	0.05	4.38	99
	2010-11	3.08	0.02	3.06	99
	2011-12	3.08	0.06	3.02	98
	2012-13	1.00	0.16	0.84	84
<b>19-Fire and Emergency Services</b>					
4070-00-800-SP 005-(Capital-Voted)	2008-09	15.10	10.25	4.85	32
	2009-10	25.00	20.36	4.64	19
	2010-11	27.00	15.41	11.59	43
	2011-12	24.50	7.36	17.14	70
	2012-13	28.00	6.13	21.87	78
<b>23-Forests</b>					
4406-01-789-SP 001-(Capital-Voted)	2008-09	11.10	9.08	2.02	18
	2009-10	11.10	10.03	1.07	10
	2010-11	17.76	15.56	2.20	12
	2011-12	13.32	5.68	7.64	57
	2012-13	15.54	1.54	14.00	90
<b>24-Health and Family Welfare</b>					

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Grant No. and Name	Year	Provision	Expenditure	Savings	Percentage
4210-01-800-SP 022-(Capital-Voted)	2008-09	8.00	2.57	5.43	68
	2009-10	8.80	3.32	5.48	62
	2010-11	6.00	3.56	2.44	41
	2011-12	6.00	4.32	1.68	28
	2012-13	6.00	5.07	0.93	16
4210-01-800- SP 036-(Capital-Voted)	2008-09	5.00	2.67	2.33	47
	2009-10	12.28	5.68	6.60	54
	2010-11	13.80	5.96	7.84	57
	2011-12	13.50	8.99	4.51	33
	2012-13	18.40	16.21	2.19	12
<b>25-Public Works</b>					
2059-01--053-NP-030-(Revenue-Voted)	2008-09	4.41	1.82	2.59	59
	2009-10	4.85	2.11	2.74	56
	2010-11	5.09	1.98	3.11	61
	2011-12	5.09	1.91	3.18	62
	2012-13	5.55	3.43	2.12	38
3054--03--103-SP 002-(Revenue-Voted)	2008-09	5.50	1.74	3.76	68
	2009-10	5.70	2.25	3.45	61
	2010-11	4.50	1.39	3.11	69
	2011-12	3.70	0.97	2.73	74
	2012-13	3.36	1.82	1.54	46
3054-04-800-NP-004-(Revenue-Voted)	2008-09	11.85	2.72	9.13	77
	2009-10	13.04	2.80	10.24	79
	2010-11	13.69	1.87	11.82	86
	2011-12	13.69	3.39	10.30	75
	2012-13	14.92	7.95	6.97	47
<b>28-Housing</b>					
4216-02-105-SP 001(Capital-Voted)	2008-09	5.00	1.18	3.82	76
	2009-10	2.45	2.32	0.13	5
	2010-11	8.00	4.61	3.39	42
	2011-12	3.95	2.51	1.44	36
	2012-13	15.00	3.56	11.44	76
<b>32-Irrigation and Waterways</b>					
4700--04-800-SP 002- (Capital-Voted)	2008-09	51.84	0.01	51.83	100
	2009-10	117.00	-	117.00	100
	2010-11	138.59	-	138.59	100
	2011-12	138.00	6.00	132.00	96
	2012-13	258.00	22.66	235.34	91
<b>36-Land and Land Reforms</b>					
4059-01-051-CS 002-(Capital-Voted)	2008-09	1.00	-	1.00	100
	2009-10	1.00	-	1.00	100
	2010-11	1.00	0.13	0.87	87
	2011-12	1.00	-	1.00	100
	2012-13	1.00	-	1.00	100
<b>38-Minority Affairs and Madrasah Education</b>					
4202-01-201- SP 004-(Capital-Voted)	2008-09	-	-	-	-
	2009-10	1.00	-	1.00	100
	2010-11	3.50	-	3.50	100
	2011-12	20.00	-	20.00	100
	2012-13	98.00	-	98.00	100
<b>50-Sunderban Affairs</b>					
2575-02-789- SP 001 (Revenue-Voted)	2008-09	11.29	9.10	2.19	19
	2009-10	8.00	5.66	2.34	29
	2010-11	34.00	11.79	22.21	65
	2011-12	53.00	24.66	28.34	53
	2012-13	84.39	36.63	47.76	57

Grant No. and Name	Year	Provision	Expenditure	Savings	Percentage
<b>51-Technical Education and Training</b>					
2203-00-105- SP 001 (Revenue-Voted)	2008-09	6.40	3.85	2.55	40
	2009-10	13.78	12.77	1.01	7
	2010-11	19.00	7.91	11.09	58
	2011-12	22.00	6.95	15.05	68
	2012-13	17.65	10.70	6.95	39

Grant No. and Name	Year	Provision	Expenditure	Savings	Percentage
<b>53-Transport</b>					
3055-00-800- NP-006-(Revenue-Voted)	2008-09	20.00	-	20.00	100
	2009-10	21.50	12.22	9.28	43
	2010-11	22.58	-	22.58	100
	2011-12	22.58	-	22.58	100
	2012-13	6.61	-	6.61	100
<b>55-Water Resources Investigation and Development</b>					
2702--03- 103- SP 004-(Revenue-Voted)	2008-09	1.70	0.55	1.15	68
	2009-10	1.19	-	1.19	100
	2010-11	2.10	0.94	1.16	55
	2011-12	2.45	-	2.45	100
	2012-13	1.75	-	1.75	100
2702- 03-103-NP 001 (Revenue-Voted)	2008-09	72.27	64.95	7.32	10
	2009-10	101.28	89.82	11.46	11
	2010-11	111.01	88.78	22.23	20
	2011-12	111.31	84.54	26.77	24
	2012-13	123.04	81.81	41.23	34
<b>59-Self-Help Groups and Self-Employment</b>					
2435- 01-101-SP 015- (Revenue-Voted)	2008-09	4.00	1.96	2.04	51
	2009-10	4.00	1.48	2.52	63
	2010-11	8.00	3.23	4.77	60
	2011-12	8.00	2.28	5.72	72
	2012-13	12.00	4.55	7.45	62
2435- 01-789-SP 008 (Revenue-Voted)	2008-09	4.00	1.91	2.09	52
	2009-10	4.00	0.32	3.68	92
	2010-11	8.00	0.68	7.32	92
	2011-12	8.00	2.99	5.01	63
	2012-13	10.00	3.33	6.67	67
2515-00-789- SP 004- (Revenue-Voted)	2008-09	1.25	0.05	1.20	96
	2009-10	1.50	0.47	1.03	69
	2010-11	2.50	0.60	1.90	76
	2011-12	2.50	0.44	2.06	82
	2012-13	7.50	0.68	6.82	91
2515-00-800-SP 030 (Revenue-Voted)	2008-09	3.50	0.16	3.34	95
	2009-10	4.20	1.40	2.80	67
	2010-11	7.00	1.57	5.43	78
	2011-12	7.00	1.23	5.77	82
	2012-13	21.00	1.92	19.08	91

Source: Appropriation Accounts

## APPENDIX 2.3

(Refer Paragraph 2.3.5; Page 40 )

### Statement of various grants / appropriations where expenditure exceeded budget provision either by more than ₹ 1 crore or by more than 20 per cent of total provision

Sl. No	Number and title of grant/appropriation		Total grant/ appropriation	Expenditure	Excess	Percentage
	( ₹ i n c r o r e )					
	<i>Voted Grants</i>					
1	7-Capital	Backward Classes Welfare	46.61	85.41	38.80	83
2	11-Capital	Micro and Small Scale Enterprises and Textiles	116.33	119.63	3.30	3
3	13-Capital	Higher Education	48.10	52.56	4.46	9
4	21-Revenue	Food and Supplies	2889.61	2973.62	84.01	3
5	43-Revenue	Power and Non-conventional Energy Sources	1611.89	1870.41	258.52	16
6	45-Revenue	Public Health Engineering	729.53	768.47	38.94	5
7	60-Revenue	Civil Defence	305.79	321.62	15.83	5
	<b>Total Voted</b>		<b>5747.86</b>	<b>6191.72</b>	<b>443.86</b>	
	<i>Charged Appropriations</i>					
1	19-Capital	Fire and Emergency Services	0.37	0.88	0.51	138
2	20-Revenue	Fisheries	6.00	7.47	1.47	24
3	23-Revenue	Forests	-	0.07	0.07	100
	23-Capital		-	0.11	0.11	100
4	27-Revenue	Home	2.53	9.19	6.66	263
	27-Capital		-	3.88	3.88	100
5	36-Revenue	Land and Land Reforms	1.00	1.31	0.31	31
6	39-Revenue	Municipal Affairs	-	0.88	0.88	100
7	40-Revenue	Panchayats and Rural Development	2.76	9.97	7.21	261
<b>Total</b>		<b>Charged</b>	<b>12.66</b>	<b>33.76</b>	<b>21.10</b>	
<b>Grand Total</b>			<b>5760.52</b>	<b>6225.48</b>	<b>464.96</b>	

Source: Appropriation Accounts

## APPENDIX 2.4

(Refer Paragraph 2.3.6; Page 40)

## Expenditure incurred without provision during 2012-13

(₹ in crore)

Sl. No.	Number and name of the Grant / Appropriation		Expenditure incurred without provisions
	Grants	Head of Account	
1	<b>7-Backward Classes Welfare</b>	4225-02-796- SP 002 Capital (Voted)	55.79
2	<b>9-Commerce and Industries</b>	2852-06-103-SP 003 Revenue (Voted)	2.90
3	<b>11-Micro and Small Scale Enterprises and Textiles</b>	2401-00-800-SP 016 Revenue (Voted)	9.04
		2851-00-110-SP 062 Revenue (Voted)	10.00
4	<b>11-Micro and Small Scale Enterprises and Textiles</b>	6860-01-190- SP 018 Capital (Voted)	3.71
5	<b>13-Higher Education</b>	2203-00-112-014 Revenue (Voted)	1.40
		2202- 80- 800-NP 009 Revenue (Voted)	1.00
6	<b>13-Higher Education</b>	4202- 02-105-SP 018 Capital (Voted)	15.37
		4202-02-105-SP 017 Capital (Voted)	6.59
7	<b>15-School Education</b>	2202-01-789-CS 005 Revenue (Voted)	6.33
		2202-01-796-CS 002 Revenue (Voted)	6.92
		2202-01-796-CS 003 Revenue (Voted)	6.50
		2202-01-796-CS 005 Revenue (Voted)	3.49
		2202-02-789-CS 001 Revenue (Voted)	13.42
		2202-02-789-CS 002 Revenue (Voted)	2.88
		2202-02-796-CS 001 Revenue (Voted)	7.25
8	<b>18-Finance</b>	2052-00-090-NP 022 Revenue (Voted)	4.82
		2052-00-090-SP 005 Revenue (Voted)	1.15
9	<b>18-Finance</b>	7610-00-800-NP 006 Capital (Voted)	3.46
10	<b>21-Food and Supplies</b>	2235-60-200-SP 009 Revenue (Voted)	1.20
11	<b>22-Food Processing Industries and Horticulture</b>	2852-08-600-CS 001 Revenue (Voted)	5.58
		2852-08-600-SP 007 Revenue (Voted)	1.42
12	<b>25-Public Works</b>	2250-00-800-NP 034 Revenue (Voted)	0.96
		3054-80-001-NP 001 Revenue (Voted)	6.89
		3054-80-797-SP 003 Revenue (Voted)	68.92
13	<b>25-Public Works</b>	5054-03-337-SP 009 Capital (Voted)	4.74
		5054-03-789- SP 002 Capital (Voted)	0.84
14	<b>30-Information and Cultural Affairs</b>	2205-00-102-CN 003 Revenue (Voted)	1.85
		2205-00-102-SP 018 Revenue (Voted)	8.71
15	<b>30-Information and Cultural Affairs</b>	4220-60-101-SP 006 Capital (Voted)	1.43
16	<b>40-Panchayats and Rural Development</b>	2235-60-789-SP 005 Revenue (Voted)	7.42
		2501-06-102-SP 001 Revenue (Voted)	9.94
		2501-06-789-SP 003 Revenue (Voted)	6.33
		2501-06-796-SP 003 Revenue (Voted)	1.81
		2501-06-789-SP 001 Revenue (Voted)	16.33
		2501-06-796-SP 001 Revenue (Voted)	4.67
17	<b>43-Power and Non-Conventional Energy Sources</b>	2801- 06- 789-SP 003 Revenue (Voted)	13.18
18	<b>43-Power and Non-Conventional Energy Sources</b>	6801-00-202-SP 011 Capital (Voted)	8.07
		6801-00-789-SP 006 Capital (Voted)	2.77
19	<b>45-Public Health Engineering</b>	4215-01-102-CS 005 Capital (Voted)	1.21
20	<b>51-Technical Education and Training</b>	2203-00-789-CS 002 Revenue (Voted)	2.31

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Sl. No.	Number and name of the Grant / Appropriation		Expenditure incurred without provisions
	Grants	Head of Account	
		2203-00-800-CS 003 Revenue (Voted)	4.10
21	<b>51-Technical Education and Training</b>	4202-02-789-CN 001 Capital (Voted)	1.50
22	<b>54-Urban Development</b>	2217-05-191-SP 053 Revenue (Voted)	10.36
23	<b>54-Urban Development</b>	4217-60-051-SP 008 Capital (Voted)	2.93
24	<b>60-Civil Defence</b>	2070-00—106-CS 001 Revenue (Voted)	1.11
	Appropriation	Head of Account	Expenditure incurred without provisions
1	<b>18-Finance</b>	2049-01-101-019 Revenue(Charged)	0.11
		2049-01-101-136 Revenue(Charged)	62.49
		2049-01-101-137 Revenue(Charged)	116.37
		2049-01-101-138 Revenue(Charged)	69.15
		2049-01-101-139 Revenue(Charged)	67.02
		2049-01-101-140- Revenue(Charged)	46.15
		2049-01-101-141 Revenue(Charged)	22.37
		2049-01-101-155 Revenue(Charged)	0.26
		2049-01-101-156 Revenue(Charged)	67.20
		2049-01-101-157 Revenue(Charged)	66.90
		2049-01-115-003 Revenue(Charged)	0.40
		2049-01-123-016 Revenue(Charged)	326.59
		2049-01-123-017 Revenue(Charged)	242.23
		2049-01-123-018 Revenue(Charged)	666.15
		2049-01-123-019 Revenue(Charged)	242.91
		2049-01-123-021 Revenue(Charged)	112.15
		2049-01-200-024 Revenue(Charged)	0.31
		2049-04-104-003 Revenue(Charged)	113.94
		6003-00-101-M 053 Capital (Charged)	613.42
		6003-00-101-M 054 Capital (Charged)	152.65
		6003-00-101-M 055 Capital (Charged)	901.76
		6003-00-101-M 056 Capital (Charged)	838.23
		6003-00-101-111-014 Capital (Charged)	102.51
		6004-01-102-NP 001 Capital (Charged)	84.40
		6004-02-101-NP 001 Capital (Charged)	541.32
		6003-02-111-NP 009 Capital (Charged)	18.00
		2	<b>23-Forest</b>
3	<b>27-Home</b>	2049-04-104-NP-004 Revenue (Charged)	6.66
4	<b>27-Home</b>	6004-01-800- NP-006 Capital (Charged)	3.88
5	<b>32-Irrigation and Waterways</b>	2049-04-104-NP 037 Revenue (Charged)	1.34
6	<b>36-Land and Land Reforms</b>	2049-01-305-NP-004 Revenue (Charged)	1.30
	<b>Total</b>		<b>5846.88</b>

Source: Appropriation Accounts

## APPENDIX 2.5

(Refer Paragraph 2.3.7; Page 40)

## Statement showing cases where supplementary provision (₹ 10 lakh or more in each case) proved unnecessary

(₹ in lakh)

Sl. No	Number of grant	Name of the Grant	Original Provision	Actual expenditure	Savings out of Original provision	Supplementary provision
	<b>A-</b>	<b>Revenue (Voted)</b>				
1	1-	Legislative Assembly Secretariat	6234.46	4009.57	2224.89	50.00
2	5-	Agriculture	84884.15	84412.02	472.13	3484.46
3	12-	Development and Planning	23595.88	21240.03	2355.85	450.00
4	15-	School Education	1478508.44	1450389.36	28119.08	88298.00
5	16-	Environment	3047.32	2236.56	810.76	796.76
6	19-	Fire and Emergency Services	21511.44	17904.67	3606.77	100.00
7	22-	Food Processing Industries and Horticulture	9374.90	8460.84	914.06	175.32
8	29-	Industrial Reconstruction	245.58	172.32	73.26	18.30
9	37-	Law	563.80	477.81	85.99	27.68
10	42-	Personnel and Administrative Reforms	4464.91	3183.95	1280.96	358.97
11	44-	Public Enterprises	242.95	189.83	53.12	150.00
12	50-	Sunderban Affairs	16621.08	13471.68	3149.40	3300.00
13	56-	Women and Child Development and Social Welfare	236835.50	225995.52	10839.98	25044.61
14	58-	Paschimanchal Unnayan Affairs	17309.47	13040.66	4268.81	437.00
15	62-	North Bengal Development	15479.18	11697.81	3781.37	180.00
16	63-	Statistics and Programme Implementation	11367.85	3975.49	7392.36	10.00
		<b>Total for Revenue (Voted)</b>	<b>1930286.91</b>	<b>1860858.12</b>	<b>69428.79</b>	<b>122881.10</b>
	<b>B-</b>	<b>Capital (Voted)</b>				
1	4-	Agriculture Marketing	12913.75	4667.11	8246.64	100.00
2	5-	Agriculture	10526.00	1537.11	8988.89	7900.00
3	21-	Food and Supplies	5530.00	3113.51	2416.49	770.00
4	22-	Food Processing Industries and Horticulture	4025.00	2541.21	1483.79	400.00
5	27-	Home	25446.85	22577.09	2869.76	2626.69
6	33-	Correctional Administration	762.91	373.35	389.56	600.00
7	34-	Judicial	5650.00	2647.83	3002.17	444.00
8	40-	Panchayats and Rural Development	8633.90	3585.14	5048.76	440.50
9	44-	Public Enterprises	5775.00	4430.15	1344.85	400.00
10	52-	Tourism	4000.00	2481.67	1518.33	1153.00
11	55-	Water Resources Investigation and Development	34210.98	10137.99	24072.99	1862.31
12	58-	Paschimanchal Unnayan Affairs	3500.00	100.57	3399.43	500.00
13	62-	North Bengal Development	4800.00	2809.68	1990.32	1500.00
		<b>Total for Capital (Voted)</b>	<b>125774.39</b>	<b>61002.41</b>	<b>64771.98</b>	<b>18696.50</b>

Sl. No	Number of grant	Name of the Grant	Original Provision	Actual expenditure	Savings out of Original provision	Supplementary provision
<b>Total for (Voted)</b>			<b>2056061.30</b>	<b>1921860.53</b>	<b>134200.77</b>	<b>141577.60</b>
<b>Revenue (Charged)</b>						
1	2-	Governor's Secretariat	933.47	735.59	197.88	18.01
2	9-	Commerce and Industries	125.00	88.16	36.84	20.00
3	18-	Finance	1795816.33	1750011.17	45805.16	10.43
4	32-	Irrigation and Waterways	8912.73	7753.81	1158.92	32.93
5	43-	Power and Non-conventional Energy Sources	3200.00	3034.81	165.19	300.00
6	46-	Refugee, Relief and Rehabilitation	0.66	-	0.66	280.00
<b>Capital (Charged)</b>						
1	40-	Panchayats and Rural Development	178.00	177.76	0.24	37.00
<b>Total for Charged</b>			<b>1809166.19</b>	<b>1761801.30</b>	<b>47364.89</b>	<b>698.37</b>
<b>Grand Total</b>			<b>3865227.49</b>	<b>3683661.83</b>	<b>181565.66</b>	<b>142275.97</b>

Source: Appropriation Accounts

## APPENDIX 2.6

(Refer Paragraph 2.3.7; Page 40)

## Statement of various grants/ appropriation where supplementary provision proved insufficient by more than ₹ 1 crore each

(₹ in crore)							
Sl. No.	Grant Number	Name of the Grants and Appropriation	Original Provision	Supplementary provision	Total	Expenditure	Excess
1	7	<b>Backward Classes Welfare Capital (Voted)</b>	17.40	29.21	46.61	85.41	38.80
2	11	<b>Micro and Small Scale Enterprises and Textiles Capital (Voted)</b>	108.78	7.55	116.33	119.63	3.30
3	21	<b>Food and Supplies Revenue (Voted)</b>	2387.84	501.77	2889.61	2973.62	84.01
4	27	<b>Home Revenue (Charged)</b>	-	2.53	2.53	9.19	6.66
5	40	<b>Panchayats and Rural Development Revenue (Charged)</b>	0.50	2.26	2.76	9.97	7.21
6	43	<b>Power and Non-conventional Energy Sources Revenue (Voted)</b>	652.24	959.65	1611.89	1870.41	258.52
7	45	<b>Public Health Engineering Revenue (Voted)</b>	722.49	7.04	729.53	768.47	38.94
<b>Total</b>				<b>1510.01</b>			<b>437.44</b>

Source: Appropriation Accounts

## APPENDIX 2.7

(Refer Paragraph 2.3.8; Page 41)

Excessive/unnecessary/insufficient  
re-appropriation of funds

(₹ in lakh)

Sl No.	Grant No.	Description	Head of Account	Re-appropriation	Final Excess(+)/ Saving (-)
1	9	Commerce and Industries	2058-00-103-SP 007	(-) 17.28	(-) 509.56
2	15	Education (School)	2202-01-112-CS 004	(-) 1092.22	(-) 12829.85
3	24	Health and Family Welfare	2210-06- 101-NP-006	(-) 10.86	(-) 535.11
4	25	Public Works	3054-80- 001-NP-002	(-) 112.00	(-) 3901.75
			5054-04-789-SP 005	(-) 500.00	(-) 784.60
			4059-01-051-SP 012	(-) 11.29	(-) 246.94
			5054-03-337-SP 001	(-) 2791.55	(-) 3429.82
5	27	Home	2055-00-109-NP-005	(-) 357.00	(-) 379.32
			4059-01-051-SP 009	(+) 60.07	(-) 237.34
6	32	Irrigation and Waterways	4700-05-800-SP 002	(-) 56.73	(-) 443.27
7	34	Judicial	2014-00-105-NP-001	(-) 19.97	(-) 446.24
			2014-00-105-004	(+) 19.97	(-) 337.26
			2014-00-102-NP 001	(-) 0.33	(-) 472.51
			2014-00-102-003	(+) 1.80	(-) 2412.21
8	38	Minority Affairs and Madrasah Education	2235-02-200-SP 002	(-) 772.00	(-) 408.37
			2202-03-103-SP 010	(-) 200.00	(-) 200.00
9	39	Municipal Affairs	2217-05-191-SP 001	(-) 3786.44	(-) 118.56
			2217-80-001-NP-001	(-) 12.52	(-) 273.31
10	46	Refugee, Relief and Rehabilitation	4235-01-201-SP 004	(+) 24.13	(-) 452.33
11	53	Transport	7056-00-190-SP 001	(-) 71.37	(-) 172.92
12	54	Urban Development	2215-02-106-SP 031	(-) 1980.28	(-) 13285.40
					<b>41876.67</b>
1	12	Development and Planning	2575-60-789-SP 002	(-) 280.00	(+) 30.00
			2575-60-796-SP 007	(-) 150.00	(+) 30.00
			2505-60-800-NP 001	(-) 1204.40	(+) 46.68
2	25	Public Works	3054-04-800-NP-002	(-) 7.06	(+) 186.88
3	38	Minority Affairs and Madrasah Education	2235-02-200-SP 027	(+) 1122.00	(+) 2110.00
4	39	Municipal Affairs	2217-05-789-SP 001	(-) 660.03	(+) 319.65
			2217-80-001-NP 002	(-) 684.52	(+) 108.36
			2217-80-001-003	(-) 149.09	(+) 32.30
			2217-80-191-SP 062	(-) 1953.02	(+) 27.45
5	54	Urban Development	2217-01-193-SP 004	(+) 332.86	(+) 5480.09
					<b>8371.41</b>

Source: Appropriation Accounts

## APPENDIX 2.8

(Refer Paragraph 2.3.9;  
Page 41)

## Statement of various grants/ appropriations in which savings occurred but no part of which had been surrendered

(₹ in crore)

Sl. No.	Grant No.	Name of grant/appropriation	Saving
<b>I – Grant</b>			
1	1	Legislative Assembly Secretariat	
		(Revenue-Voted)	22.75
		(Capital-Voted)	5.31
2	3	Council of Ministers	(Revenue-Voted) 2.95
3	4	Agricultural Marketing	(Revenue-Voted) 14.92
		(Capital-Voted)	83.47
4	5	Agriculture	(Revenue-Voted) 39.57
		(Capital-Voted)	168.89
5	6	Animal Resources Development	(Revenue-Voted) 179.06
		(Capital-Voted)	41.37
6	7	Backward Classes Welfare	(Revenue-Voted) 73.48
7	8	Co-operation	(Revenue-Voted) 138.39
		(Capital-Voted)	33.55
8	9	Commerce and Industries	(Revenue-Voted) 108.44
		(Capital-Voted)	26.28
9	10	Consumer Affairs	(Revenue-Voted) 18.02
10	11	Micro and Small Scale Enterprises and Textiles	(Revenue-Voted) 82.85
11	13	Education (Higher)	(Revenue-Voted) 465.17
12	14	Education (Mass)	(Revenue-Voted) 75.78
		(Capital-Voted)	8.42
13	15	Education (School)	(Revenue-Voted) 1164.17
		(Capital-Voted)	202.52
14	16	Environment	(Revenue-Voted) 16.08
15	17	Excise	(Revenue-Voted) 29.45
		(Capital-Voted)	3.52
16	18	Finance	(Revenue-Voted) 706.77
		(Capital-Voted)	39.06
17	19	Fire and Emergency Services	(Revenue-Voted) 37.07
		(Capital-Voted)	49.71
18	20	Fisheries	(Revenue-Voted) 90.49
		(Capital-Voted)	15.72
19	21	Food and Supplies	(Capital-Voted) 31.86
20	22	Food Processing Industries and Horticulture	(Revenue-Voted) 10.89
		(Capital-Voted)	18.84
21	23	Forest	(Revenue-Voted) 114.95
		(Capital-Voted)	32.17
22	24	Health and Family Welfare	(Revenue-Voted) 437.52
		(Capital-Voted)	223.98
23	25	Public Works	(Revenue-Voted) 700.26
		(Capital-Voted)	165.05

Sl. No.	Grant No.	Name of grant/appropriation	Saving
24	26	Hill Affairs	(Revenue-Voted) 17.57
25	27	Home	(Capital-Voted) 54.96
26	28	Housing	(Revenue-Voted) 30.34
			(Capital-Voted) 258.33
27	29	Industrial Reconstruction	(Revenue-Voted) 0.92
			(Capital-Voted) 7.50
28	30	Information and Cultural Affairs	(Revenue-Voted) 66.48
			(Capital-Voted) 18.93
29	31	Information Technology	(Revenue-Voted) 57.16
			(Capital-Voted) 3.10
30	32	Irrigation and Waterways	(Revenue-Voted) 192.10
			(Capital-Voted) 1606.99
31	33	Correctional Administration	(Revenue-Voted) 43.68
			(Capital-Voted) 9.90
32	34	Judicial	(Capital-Voted) 34.46
33	35	Labour	(Revenue-Voted) 166.92
			(Capital-Voted) 0.06
34	36	Land and Land Reforms	(Revenue-Voted) 246.35
			(Capital-Voted) 15.50
35	37	Law	(Revenue-Voted) 1.14
36	38	Minority Affairs and Madrasah Education	(Revenue-Voted) 182.12
			(Capital-Voted) 143.84
37	40	Panchayats and Rural Development	(Revenue-Voted) 458.96
			(Capital-Voted) 54.89
38	41	Parliamentary Affairs	(Revenue-Voted) 2.79
39	42	Personnel and Administrative Reforms	(Revenue-Voted) 16.40
			(Capital-Voted) 15.28
40	43	Power and Non-Conventional Energy Sources	(Capital-Voted) 236.12
41	44	Public Enterprises	(Revenue-Voted) 2.03
			(Capital-Voted) 17.45
42	45	Public Health Engineering	(Capital-Voted) 165.75
43	46	Refugee Relief and Rehabilitation	(Revenue-Voted) 30.21
			(Capital-Voted) 30.87
44	47	Disaster Management	(Revenue-Voted) 156.06
			(Capital-Voted) 3.97
45	48	Science and Technology	(Revenue-Voted) 3.97
46	49	Sports and Youth Services	(Revenue-Voted) 61.23
			(Capital-Voted) 4.88
47	50	Sunderban Affairs	(Revenue-Voted) 64.49
			(Capital-Voted) 36.93
48	51	Technical Education and Training	(Revenue-Voted) 63.09
			(Capital-Voted) 214.57
49	52	Tourism	(Revenue-Voted) 22.48
			(Capital-Voted) 26.71
50	53	Transport	(Revenue-Voted) 277.22
			(Capital-Voted) 141.80
51	54	Urban Development	(Revenue-Voted) 120.05
			(Capital-Voted) 21.07
52	55	Water Resources Investigation and Development	(Revenue-Voted) 158.46
			(Capital-Voted) 259.35

**Report on State Finances for the year ended 31 March 2013**

Sl. No.	Grant No.	Name of grant/appropriation		Saving
53	56	Women and Child Development and Social Welfare	(Revenue-Voted)	358.85
			(Capital-Voted)	27.48
54	57	Bio-Technology	(Revenue-Voted)	5.54
			(Capital-Voted)	6.00
55	58	Paschimanchal Unnayan Affairs	(Revenue-Voted)	47.06
			(Capital-Voted)	38.99
56	59	Self Help Group and Self Employment	(Revenue-Voted)	90.74
			(Capital-Voted)	5.66
57	60	Civil Defence	(Capital-Voted)	4.46
58	61	Chief Minister's Office	(Revenue-Voted)	0.29
59	62	North Bengal Development	(Revenue-Voted)	39.61
			(Capital-Voted)	34.90
60	63	Statistics and Programme Implementation	(Revenue-Voted)	74.02
			(Capital-Voted)	18.46
<b>Total</b>				<b>12256.24</b>
1	1	Legislative Assembly Secretariat	(Revenue-Charged)	0.22
2	6	Animal Resources Development	(Revenue-Charged)	0.06
			(Capital-Charged)	0.03
3	7	Backward Classes Welfare	(Revenue-Charged)	0.04
			(Capital-Charged)	0.04
4	8	Co-operation	(Revenue-Charged)	4.45
			(Capital-Charged)	1.67
5	9	Commerce and Industries	(Revenue-Charged)	0.57
6	11	Micro and Small Scale Enterprises and Textiles	(Revenue-Charged)	0.04
			(Capital-Charged)	0.26
7	18	Finance	(Capital-Charged)	1553.94
8	19	Fire and Emergency Services	(Revenue-Charged)	0.10
9	22	Food Processing Industries and Horticulture	(Revenue-Charged)	0.20
			(Capital-Charged)	0.08
10	25	Public Works	(Revenue-Charged)	2.53
11	28	Housing	(Revenue-Charged)	0.48
			(Capital-Charged)	0.53
12	32	Irrigation and Waterways	(Revenue-Charged)	11.92
			(Capital-Charged)	0.34
13	34	Judicial	(Revenue-Charged)	41.77
14	40	Panchayats and Rural Development	(Capital-Charged)	0.37
15	43	Power and Non-Conventional Energy Sources	(Revenue-Charged)	4.65
			(Capital-Charged)	3.04
16	45	Public Health Engineering	(Revenue-Charged)	0.15
17	46	Refugee Relief and Rehabilitation	(Revenue-Charged)	2.81
			(Capital-Charged)	2.40
18	47	Disaster Management	(Revenue-Charged)	68.12
			(Capital-Charged)	0.15
<b>Total</b>				<b>1700.96</b>
<b>Grand Total</b>				<b>13957.20</b>

*Source: Appropriation Accounts*

**APPENDIX 2.9***(Refer Paragraph 2.3.9; Page 41)***Statement showing details of cases of short-surrender (by ₹ 1 crore and above) leading to savings**

**(₹ in crore)**

Sl. No.	Number and Name of Grants/Appropriation		Saving	Surrender	Saving which remained to be surrendered
1	18-Finance	(Revenue-Charged)	458.16	5.71	452.45
2	27-Home	(Revenue-Voted)	661.92	0.0012	661.92
3	34-Judicial	(Revenue-Voted)	93.91	1.62	92.29
4	39-Municipal Affairs	(Revenue-Voted)	767.61	748.92	18.69
		(Capital-Voted))	175.24	150.27	24.97
<b>Total</b>			<b>2156.84</b>	<b>906.5212</b>	<b>1250.32</b>

*Source: Appropriation Accounts***APPENDIX 2.10***(Refer Paragraph 2.3.9; Page 41)***Statement showing cases of surrender of funds in excess of ₹ 1 crore on the last working day of March 2013 or thereafter**

**(₹ in crore)**

Sl. No.	Date of surrender	Amount	Head(s) of Account	Name of Department/Grant
1	2	3	4	5
1	28-Mar-13	5.71	2051	Finance (FA, IF & FR)
2	28-Mar-13	899.19	2052, 2215, 2217, 3604, 4059, 4215, 4217, 6217	Municipal Affairs
3	23-Apr-13	1.62	2014	Judicial
4	28-Mar-13	1.46	2012	Governor's Secretariat
5	28-Mar-13	75.89	2575, 3451, 4575	Development and Planning
6	28-Mar-13	12.04	2505	
<b>Total</b>		<b>995.91</b>		

*Source: Records of O/o the Pr. Accountant General (A&E)*

## APPENDIX 2.11

(Refer Paragraph 2.3.11; Page 42)

Statement showing cases which satisfied the criteria laid down for treatment of New Service/ New Instrument of Service but were not treated as such

(₹ in lakh)

Sl. No	Grant No.	Head of Accounts in details	Name of the Department	Actual Expenditure
1	9	2852-06-103-SP 003	Commerce and Industries	290.00
2	13	4202-02-105-SP 017	Education (Higher)	658.52
3		4202-02- 105-SP 018		1536.54
4	30	2205-00-102-CN 003	Information and Cultural Affairs	184.92
5		2205-00-102-SP 018		871.35
6		4220-60-101-SP 006		142.59
7	40	2235-60-789-SP 005	Panchayat and Rural Development	742.38
8		2501-06-102-SP 001		994.03
9		2501-06-789-SP 003		632.57
10		2501-06-796-SP 003		180.74
11	51	4202-02-789-CN 001	Technical Education and Training	150.00
12		2203-00-789-CS 002		81.80
13		2203-00-789-CS 002		148.99
14		2203-00-800-CS 003		93.62
15		2203-00-800-CS 003		316.01
16	54	4217-60-051-SP 008	Urban Development	292.70
		<b>Total</b>		<b>7316.76</b>

Source: Records of O/o the Pr. Accountant General (A&E)

## APPENDIX 2.12

(Refer Paragraph 2.3.12; Page 43)

## Statement showing amounts parked with the District Magistrates in their Personal Ledger (PL) Accounts

Sl. No.	Service Head	Name of the DDOs												Deposit Head
		DM, Murshidabad		DM, Nadia		DM, North 24 Parganas		DM, South 24 Parganas		DM, Hooghly		Deposit Head		
		Amount transferred	Amount unutilised	Amount transferred	Amount unutilised	Amount transferred	Amount unutilised	Amount transferred	Amount unutilised	Amount transferred	Amount unutilised			
(₹ in lakh)														
1	2205	160.03	157.88	527.10	527.10	-	-	-	-	-	-	-	-	8443
2	3604	-	-	23.65	NA	-	-	-	-	-	-	-	-	8443
3	2216	400.50	400.50	-	-	-	-	4598.91	4067.62	-	-	-	-	8443
4	2217	-	-	253.16	NA	-	-	-	-	-	-	-	-	8443
5	5452	-	-	-	-	-	-	48.57	48.57	100.00	100.00	100.00	100.00	8443
6	2505	-	-	-	-	-	-	0.68	0.68	8.05	8.05	8.05	8.05	8443
7	3454	7.59	7.59	116.25	NA	5.00	2.00	129.28	129.28	12.72	12.72	12.72	12.72	8443
8	2070	2.13	2.13	-	-	7.11	7.11	8.84	8.84	-	-	-	-	8443
9	2202	550.87	19.91	21.88	21.88	188.67	188.67	179.09	176.59	92.24	92.24	92.24	92.24	8443
10	2204	72.15	66.62	-	-	-	-	191.76	191.76	60.20	60.20	60.20	60.20	8443
<b>TOTAL</b>		<b>1193.27</b>	<b>654.63</b>	<b>942.04</b>	<b>548.98</b>	<b>200.78</b>	<b>197.78</b>	<b>5157.13</b>	<b>4623.34</b>	<b>273.21</b>	<b>273.21</b>	<b>273.21</b>	<b>273.21</b>	

Source: Departmental figures

## APPENDIX 2.13

(Refer Paragraph 2.4; Page 43)

## Statement showing the cases of drawals from Contingency Fund for purposes of foreseeable nature

Sl. No	Sanction No. & date	Department/ Grant No./Major Head	Purpose for which drawn	Amount Sanctioned (₹ in lakh)
(1)	(2)	(3)	(4)	(5)
1	1461/MW&C/AM/P15 F-01/2012 dt. 18.04.12	Agricultural Marketing / 04 / 4435	Contribution of share capital to Paschim Banga Agri Marketing Corporation Ltd.	50.00
2	48(Sanction)/P/SC/5S-02/12 dt. 13.06.12	Backward Class Welfare / 07 / 4225	Release of Centrally Sponsored Scheme fund for construction of six SC girls hostel	516.67
3	49(Sanction)/P/SC/6S-39/09(Pr-I) dt. 13.06.12	Backward Class Welfare / 07 / 4225	Release of Central & State share for construction SC boys hostel under Centrally Sponsored Scheme	100.00
4	248-San/HP/BMC/14 M-96/11 dt. 06-06-12	Home (Police ) / 27/ 2055	Payment of rent compensation as per High Court order dated 13.08.10	241.69
5	316/AM/IS-20/2010 dt. 28.02.13	Agricultural Marketing/ 4 / 4435	Payment of land compensation award as per ALAO, Burdwan estimates dated 19.08.10	1.13
6	PHE/265/1C-9/2011/A .O.-249 dt. 15.01.13	Public Health Engineering / 45/ 2215	Payment of enhanced land compensation as per High Court order dt. 18.04.10	1.94
7	PHE/147/1C-15/2011/ A.O.-220 dt. 08.01.13	Public Health Engineering / 45/ 2215	Payment of enhanced land compensation as per High Court order dt. 26.07.10	1.20
8	PHE/142/1C-8/2011/A .O.-218 dt. 08.01.13	Public Health Engineering / 45/ 2215	Payment of enhanced land compensation as per High Court order dt. 11.06.10	5.25
9	PHE/145/1C-22/2011/ A.O.-219 dt. 08.01.13	Public Health Engineering / 45/ 2215	Payment of enhanced land compensation as per High Court order dt. 11.06.10	1.78
10	681-IW/N/IA-16S-06/09 dt. 06.08.12	Irrigation & Waterways/ 32 /2700	Payment of decretal dues as per order dt. 27.01.06 of Sub-Judge-I, Hazaribagh	20.95
11	389-IA/16S-48/2001 (Pt) dt. 19.04.12	Irrigation & Waterways/ 32 /2711	Payment of decretal dues of contractor as per court order dt.28.11.06	1.19
12	529-IA/16S-80/2003 (Pt) dt.07.06.12	Irrigation & Waterways/ 32 /2711	Payment of decretal dues of contractor as per court order dt.28.11.06	1.77
			<b>TOTAL</b>	<b>943.57</b>

Source: O/o the Pr. Accountant General (A&E)

**APPENDIX 3.1***(Refer Paragraph 3.1; Page 51)***Statement showing non-submission of Utilisation Certificates under West Bengal Panchayat Act****(₹ in lakh)**

Sl. No	Name of the PRI	Amount sub-allotted	Period	Amount for which UCs received	Amount for which UCs wanting
1	Bankura , ZP	2965.48	2011-12	671.45	2294.03
2	Bardhaman, ZP	6653.92	2011-12	2919.08	3734.84
3	Cooch Behar, ZP	207.95	2011-12	158.10	49.85
4	Dakshin Dinajpur ZP	52.25	2011-12	-	52.25
5	Hooghly ZP	258.48	2011-12	-	258.48
6	Howrah ZP	208.66	2011-12	102.36	106.30
7	Jalpaiguri ZP	6154.20	2011-12	323.39	5830.81
8	Malda ZP	58.40	2011-12	-	58.40
9	Nadia ZP	741.49	2011-12	399.41	342.08
10	North 24 Parganas ZP	2076.73	2011-12	-	2076.73
11	Siliguri ZP	213.83	2011-12	113.95	99.88
12	Bagnan-I PS	34.26	2010-12	-	34.26
13	Berhampore PS	907.42	2009-12	-	907.42
14	Budge Budge-II PS	8.92	2010-12	-	8.92
15	Bharatpur-II PS	58.27	2010-12	-	58.27
16	Datan-I PS	19.54	2010-12	-	19.54
17	Datan-II PS	37.54	2010-12	-	37.54
18	Deshapran (Contai-II) PS	6.93	2010-12	-	6.93
19	Farakka PS	40.28	2010-12	-	40.28
20	Garbeta-I PS	46.89	2010-12	12.92	33.97
21	Kalna-I PS	29.52	2009-11	-	29.52
22	Kalna-II PS	53.64	2010-12	-	53.64
23	Kashipur PS	12.01	2010-12	-	12.01
24	Keshpur PS	87.99	2010-12	-	87.99
25	Khandaghosh PS	221.86	2010-12	-	221.86

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Sl. No	Name of the PRI	Amount sub-allotted	Period	Amount for which UCs received	Amount for which UCs wanting
26	Kharagpur-I PS	20.21	2010-12	8.89	11.32
27	Mahishadal PS	37.60	2004-12	11.55	26.05
28	Namkhana PS	253.00	2010-12	-	253.00
29	Nandakumar PS	20.76	2010-12	12.11	8.65
30	Patrasayar PS	17.98	2010-12	-	17.98
31	Pingla PS	152.63	2010-12	57.89	94.74
32	Raghunathpur-I PS	139.91	2010-12	-	139.91
33	Raghunathpur-II PS	84.32	2010-12	67.52	16.80
34	Raghunathgung-II PS	16.70	2010-12	-	16.70
35	Shyampur-I PS	81.49	2010-12	-	81.49
36	Shyampur-II PS	20.37	2010-12	-	20.37
37	Taldangra PS	99.89	2010-12	-	99.89
38	Tehatta-I PS	28.80	2010-12	-	28.80
39	Udaynarayanpur PS	13.07	2010-12	7.69	5.38
	<b>TOTAL</b>	<b>22143.19</b>			<b>17276.88</b>

Source: Records of the Institutions

## APPENDIX 3.2

(Refer Paragraph 3.2; Page 52 )

### Statement showing names of bodies and authorities (other than PRIs), the accounts of which had not been received

Sl. No.	Name of the Institution	Accounts in Arrear	
		Period	Number of Arrear Accounts
<b>Kolkata Municipal Area (KMA) – Municipal Corporation</b>			
1.	Chandernagore	2009-10 to 2012-13	4
2.	Howrah	2008-09 to 2012-13	5
3.	Kolkata	2012-13	1
<b>Kolkata Municipal Area (KMA) – Municipality</b>			
4.	Baidyabati	2008-09 to 2012-13	5
5.	Bally	2008-09 to 2012-13	5
6.	Bansberia	2007-08 to 2012-13	6
7.	Baranagar	2007-08 to 2012-13	6
8.	Barasat	2008-09 to 2012-13	5
9.	Barrackpore	2012-13	1
10.	Baruipur	2006-07 to 2012-13	7
11.	Bhadreswar	2006-07 to 2012-13	7
12.	Bhatpara	2011-12 to 2012-13 2006-11 (5) (received on 7/10/13)	2
13.	Bidhannagar	2007-08 to 2012-13	6
14.	Budge Budge	2006-07 to 2012-13	7
15.	Champdany	2012-13	1
16.	Dum Dum	2007-08 to 2012-13	6
17.	Dankuni	2010-11 to 2012-13	3
18.	Garulia	2006-07 to 2012-13	7
19.	Gayeshpur	2008-09 to 2012-13	5
20.	Halisahar	2006-07 to 2012-13	7
21.	Hooghly Chinsurah	2008-09 to 2012-13	5
22.	Kalyani	2006-07 to 2012-13	7
23.	Kamarhati	2008-09 to 2012-13	5
24.	Kancharapara	2007-08 to 2012-13 2006-07 (received on 27/09/13)	6
25.	Khardah	2006-07 to 2012-13	7
26.	Konnagar	2006-07 to 2012-13	7
27.	Madhyamgram	2009-10 to 2012-13	4
28.	Maheshtala	2006-07 to 2012-13	7
29.	Nabadiganta Industrial Township	2006-07 to 2012-13	7
30.	Naihati	2007-08 to 2012-13	6
31.	New Barrackpore	2007-08 to 2012-13	6
32.	North Barrackpore	2008-09 to 2012-13	5

**Report on State Finances for the year ended 31 March 2013**

Sl. No.	Name of the Institution	Accounts in Arrear	
		Period	Number of Arrear Accounts
33.	North Dum Dum	2009-10 to 2012-13	4
34.	Panihati	2007-08 to 2012-13	6
35.	Pujali	2009-10 to 2012-13	4
36.	Rajarhat Gopalpur	2010-11 to 2012-13	3
37.	Rajpur Sonarpur	2006-07 to 2012-13	7
38.	Rishra	2007-08 to 2012-13	6
39.	Serampore	2006-07 to 2012-13	7
40.	South Dum Dum	2007-08 to 2012-13	6
41.	Titagarh	2006-07 to 2012-13	7
42.	Uluberia	2006-07 to 2012-13	7
43.	Uttarpara -Kotraung	2006-07 to 2012-13	7
<b>Non-Kolkata Municipal Area (Non-KMA) – Municipal Corporation</b>			
44.	Asansol	2007-08 to 2012-13	6
45.	Durgapur	2009-10 to 2012-13	4
46.	Siliguri	2007-08 to 2012-13	6
<b>Non - Kolkata Municipal Area (Non-KMA) – Municipality</b>			
47.	Alipurduar	2007-08 to 2012-13	6
48.	Arambag	2008-09 to 2012-13	5
49.	Ashokenagar- Kalyangarh	2007-08 to 2012-13	6
50.	Baduria	2007-08 to 2012-13	6
51.	Balurghat	2007-08 to 2012-13	6
52.	Bankura	2007-08 to 2012-13	6
53.	Basirhat	2011-12 to 2012-13	2
54.	Beldanga	2007-08 to 2012-13	6
55.	Berhampur	2007-08 to 2012-13	6
56.	Birnagar	2007-08 to 2012-13	6
57.	Bishnupur	2007-08 to 2012-13	6
58.	Bolpur	2007-08 to 2012-13	6
59.	Bongaon	2008-09 to 2012-13	5
60.	Burdwan	2010-11 to 2012-13	3
61.	Chakdaha	2012-13	1
62.	Chandrakona	2008-09 to 2012-13	5
63.	Contai	2008-09 to 2012-13	5
64.	Coochbehar	2007-08 to 2012-13	6
65.	Coopers'Camp NAA	2007-08 to 2012-13	6
66.	Dainhat	2007-08 to 2012-13	6
67.	Dalkhola	2007-08 to 2012-13	6
68.	Darjeeling	2007-08 to 2012-13	6
69.	Dhulian	2007-08 to 2012-13	6
70.	Dhupguri	2007-08 to 2012-13	6
71.	Diamond Harbour	2007-08 to 2012-13	6
72.	Dinhata	2007-08 to 2012-13	6
73.	Dubrajpur	2007-08 to 2012-13	6
74.	Egra	2008-09 to 2012-13	5
75.	English Bazar	2007-08 to 2012-13	6
76.	Gangarampur	2008-09 to 2012-13	5
77.	Ghatal	2008-09 to 2012-13	5

Sl. No.	Name of the Institution	Accounts in Arrear	
		Period	Number of Arrear Accounts
78.	Gobardanga	2009-10 to 2012-13	4
79.	Guskara	2009-10 to 2012-13	4
80.	Habra	2007-08 to 2012-13	6
81.	Haldia	2008-09 to 2012-13	5
82.	Haldibari	2007-08 to 2012-13	6
83.	Islampur	2007-08 to 2012-13	6
84.	Jainagar-Majilpur	2007-08 to 2012-13	6
85.	Jalpaiguri	2008-09 to 2012-13	5
86.	Jamura	2007-08 to 2012-13	6
87.	Jangipur	2007-08 to 2012-13	6
88.	Jhalda	2007-08 to 2012-13	6
89.	Jhargram	2007-08 to 2012-13	6
90.	Jiagunj-Azimgunj	2007-08 to 2012-13	6
91.	Kaliagunj	2007-08 to 2012-13	6
92.	Kalimpong	2007-08 to 2012-13	6
93.	Kalna	2008-09 to 2012-13	5
94.	Kandi	2007-08 to 2012-13	6
95.	Katwa	2008-09 to 2012-13	5
96.	Kharagpur	2008-09 to 2012-13	5
97.	Kharar	2007-08 to 2012-13	6
98.	Khirpai	2009-10 to 2012-13	4
99.	Krishnanagar	2007-08 to 2012-13	6
100.	Kulti	2007-08 to 2012-13	6
101.	Kurseong	2007-08 to 2012-13	6
102.	Mal	2007-08 to 2012-13	6
103.	Mathabhanga	2008-09 to 2012-13	5
104.	Midnapore	2008-09 to 2012-13	5
105.	Mekhlighunj	2007-08 to 2012-13	6
106.	Memari	2007-08 to 2012-13	6
107.	Mirik	2007-08 to 2012-13	6
108.	Murshidabad	2007-08 to 2012-13	6
109.	Nabadwip	2007-08 to 2012-13	6
110.	Nalhati	2007-08 to 2012-13	6
111.	Old Malda	2007-08 to 2012-13	6
112.	Panskura	2007-08 to 2012-13	6
113.	Purulia	2007-08 to 2012-13	6
114.	Raigunj	2007-08 to 2012-13	6
115.	Ramjibanpur	2008-09 to 2012-13	5
116.	Rampurhat	2007-08 to 2012-13	6
117.	Ranaghat	2007-08 to 2012-13	6
118.	Raghunathpur	2007-08 to 2012-13	6
119.	Ranigunj	2007-08 to 2012-13	6
120.	Sainthia	2008-09 to 2012-13	5
121.	Santipur	2007-08 to 2012-13	6
122.	Sonamukhi	2007-08 to 2012-13	6
123.	Suri	2007-08 to 2012-13	6
124.	Taherpur NAA	2007-08 to 2012-13	6

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Sl. No.	Name of the Institution	Accounts in Arrear	
		Period	Number of Arrear Accounts
125.	Taki	2011-12 to 2012-13	2
126.	Tamluk	2008-09 to 2012-13	5
127.	Tarakeswar	2008-09 to 2012-13	5
128.	Tufangunj	2007-08 to 2012-13	6
<b>Total</b>			<b>700</b>
<b>University</b>			
1.	Bidhan Chandra Krishi Viswavidyalaya	2009-10 to 2012-13	4
2.	Burdwan	1999-2000 to 2012-13	14
3.	Calcutta	2011-12 to 2012-13	2
4.	Jadavpur	2012-13	1
5.	Kalyani	2011-12 to 2012-13	2
6.	North Bengal	2008-09 to 2012-13	5
7.	Rabindra Bharati	2011-12 to 2012-13	2
8.	Vidyasagar	2012-13	1
9.	Uttar Banga Krishi Viswavidyalaya	2010-11 to 2012-13	3
10.	Bengal Engineering & Science University	2010-11 to 2012-13	3
11.	Jadavpur PF Accounts	2009-10 to 2012-13	4
<b>Total</b>			<b>41</b>
<b>Other Local Bodies</b>			
1.	Kolkata Metropolitan Water & Sanitation Authority	Nil	Nil
2.	Kolkata Improvement Trust	Nil	Nil
3.	Change Management Unit	2010-11 to 2012-13	3
4.	Howrah Improvement Trust	2006-07 to 2012-13	7
<b>Total</b>			<b>10</b>

*Source: Records of the Institutions*

**APPENDIX 3.3***(Refer Paragraph 3.2, Page 53)***Unutilised Government grants as of  
March 2011/2012 (Other than PRIs)**

Sl. No.	Name of the Local Body	Period of Audit	Amount of unutilized grants (₹ in lakh)
<b>Municipality / Municipal Corporation</b>			
1.	Alipurduar	2009-12	111.02
2.	Asansol	2010-11	1685.44
3.	Bashirhat	2009-12	279.71
4.	Beldanga	2008-12	381.86
5.	Bhatpara	2011-12	131.51
6.	Bidhannagar	2010-12	155.02
7.	Bolpur	2009-12	182.50
8.	Burdwan	2010-11	189.43
9.	Chandernagore	2010-11	21.56
10.	Coochbehar	2009-12	28.97
11.	Darjeeling	2011-12	1168.46
12.	Dinhata	2009-12	58.30
13.	Dum Dum	2010-11	127.00
14.	Durgapur	2010-11	60.86
15.	English Bazar	2009-12	772.38
16.	Gayeshpur	2010-12	37.41
17.	Ghatal	2009-12	94.26
18.	Haldibari	2009-12	110.34
19.	Jiaganj-Azimganj	2009-12	55.79
20.	Kaliyaganj	2009-12	13.47
21.	Kamarhati	2010-11	8.00
22.	Kharagpur	2010-12	257.57
23.	Kolkata Municipal Corporation	2010-11	19353.00
24.	Kulti	2011-12	123.76
25.	Madhyamgram	2010-11	26.93
26.	Mirik	2009-12	70.76
27.	Murshidabad	2009-12	132.68
28.	Naihati	2010-11	62.65
29.	North Barrackpore	2010-11	37.59
30.	Old Malda	2010-12	31.76

Sl. No.	Name of the Local Body	Period of Audit	Amount of unutilized grants (₹ in lakh)
31.	Panihati	2010-11	6.31
32.	Raiganj	2010-12	321.43
33.	Rajpur Sonarpur	2010-11	143.41
34.	Ramjibanpur	2009-12	65.32
35.	Rishra	2011-12	62.87
36.	Shantipur	2009-12	71.93
37.	Siliguri	2011-12	807.88
38.	Sonamukhi	2009-12	92.57
39.	South Dum Dum	2010-11	433.03
40.	Tamluk	2008-12	75.53
41.	Uttarpara- Kotrung	2010-12	81.82
<b>University</b>			
42.	Bidhan Chandra Krishi Vishwavidyaya	2011-12	15.64
43.	Calcutta University	2010-11	22708.00
44.	Kalyani University	2011-12	285.83
45.	Netaji Subhash Open University	1997-2012	265.62
46.	Rabindra Bharti University	2011-12	174.25
47.	University of North Bengal	2011-12	331.31
48.	Uttar Banga Krishi Vishwavidyaya	2011-12	152.15
<b>District Primary School Council (DPSC)</b>			
49.	DPSC, Bankura	2007-12	89.57
<b>Others</b>			
50.	West Bengal Board of Primary Education	2008-12	774.29
<b>Total</b>			<b>52728.75</b>

Source: Records of the Institutions

**APPENDIX 3.4***(Refer Paragraph 3.2; Page 53)***Statement showing unutilised  
Government grants for the year  
2011-12 (in respect of Zilla Parishads)**

Sl. No.	Name of the PRI (Zilla Parishads)	Year of accounts audited	Unutilised grants (₹ in crore)
1	Bankura	2011-12	73.77
2	Bardhaman	2011-12	54.33
3	Birbhum	2011-12	38.30
4	Cooch Behar	2011-12	47.80
5	Dakshin Dinajpur	2011-12	29.71
6	Hooghly	2011-12	28.65
7	Howrah	2011-12	48.47
8	Jalpaiguri	2011-12	39.93
9	Malda	2011-12	66.05
10	Murshidabad	2011-12	61.80
11	Nadia	2011-12	45.85
12	North 24 Parganas	2011-12	66.91
13	Paschim Medinipur	2011-12	56.68
14	Purba Medinipur	2011-12	50.32
15	Purulia	2011-12	63.86
16	Siliguri Mahakuma Parishad	2011-12	20.41
17	South 24 Parganas	2011-12	94.29
18	Uttar Dinajpur	2011-12	38.04
	<b>Total</b>		<b>925.17</b>

*Source: Records of the Institutions*

**APPENDIX 3.5**  
(Refer Paragraph 3.2; Page 53)

**Statement showing unutilised  
Government grants during the year  
2011-12 (in respect of Panchayat Samitis)**

Sl. No.	Name of the PRI	Year of accounts audited	Unutilised grants (₹ in crore)
1	Amta I	2011-12	3.54
2	Arsha	2011-12	5.07
3	Bagnan I	2011-12	2.63
4	Bagnan II	2011-12	2.51
5	Beldanga I	2011-12	3.74
6	Berhampur	2011-12	8.65
7	Bhagwanpur-II	2011-12	1.94
8	Bhangar II	2011-12	2.68
9	Bharatpur II	2011-12	4.93
10	Binpur II	2011-12	13.81
11	Bongaon	2011-12	6.50
12	Budge Budge I	2011-12	2.34
13	Budge Budge II	2011-12	1.99
14	Burdwan-II	2011-12	3.48
15	Chakdaha	2011-12	3.32
16	Chandipur	2011-12	2.83
17	Chandrakona-I	2011-12	3.07
18	Chandrakona-II	2011-12	4.25
19	Chapra	2011-12	7.72
20	Contai I	2011-12	2.20
21	Dantan-I	2011-12	2.95
22	Dantan-II	2011-12	3.67
23	Debra	2011-12	7.99
24	Deshapran (Contai-II)	2011-12	2.54
25	Dhaniakhali	2011-12	7.13
26	Diamond Harbour II	2011-12	2.38
27	Domkal	2011-12	5.44
28	Falta	2011-12	3.45
29	Farakka	2011-12	5.35
30	Gaighata	2011-12	8.89
31	Galsi II	2011-12	3.46
32	Galsi-I	2011-12	3.61
33	Gangajalghati	2011-12	7.44
34	Garbeta-I	2011-12	5.84
35	Garbeta-II	2011-12	6.42
36	Gopiballavpur-I	2011-12	4.91
37	Hanskhali	2011-12	7.68
38	Hariharpara	2011-12	5.62
39	Haringhata	2011-12	2.54
40	Harishchandrapur I	2011-12	12.87
41	Hura	2011-12	6.40
42	Indas	2011-12	3.78
43	Jamalpur	2011-12	5.21
44	Jamboni	2011-12	4.90
45	Jamuraia	2011-12	2.54
46	Jhalda II	2011-12	6.94

Sl. No.	Name of the PRI	Year of accounts audited	Unutilised grants (₹ in crore)
47	Joynagar II	2011-12	4.93
48	Joypur	2011-12	6.21
49	Kakdwip	2011-12	7.13
50	Kaliachak II	2011-12	9.39
51	Kaliganj PS	2011-12	6.80
52	Kalna-I	2011-12	4.45
53	Kalna-II	2011-12	4.80
54	Karimpur II	2011-12	8.57
55	Karimpur-I	2011-12	3.81
56	Kashipur	2011-12	7.86
57	Keshpur	2011-12	8.72
58	Khandaghosh	2011-12	2.82
59	Kharagpur I	2011-12	9.48
60	Kharagpur II	2011-12	11.61
61	Khatra	2011-12	5.74
62	Kotulpur	2011-12	2.91
63	Krishnaganj	2011-12	2.53
64	Krishnanagar-I	2011-12	6.79
65	Krishnanagar-II	2011-12	1.50
66	Mahishadal	2011-12	2.90
67	Manbazar I	2011-12	5.98
68	Manbazar II	2011-12	5.90
69	Mandirbazar	2011-12	4.26
70	Medinipur Sadar	2011-12	6.59
71	Mejia	2011-12	2.97
72	Mohanpur	2011-12	4.32
73	Murshidabad Jiyaganj	2011-12	5.62
74	Nabadwip	2011-12	4.67
75	Nakashipara	2011-12	8.24
76	Namkhana	2011-12	5.45
77	Nandakumar	2011-12	4.10
78	Neturia	2011-12	5.47
79	Nowda	2011-12	9.98
80	Para	2011-12	5.12
81	Pataspur II	2011-12	2.11
82	Patrasayar	2011-12	3.28
83	Pingla	2011-12	4.18
84	Puncha	2011-12	8.10
85	Purulia-I	2011-12	4.63
86	Raghunathganj II	2011-12	5.32
87	Raghunathpur-I	2011-12	0.00
88	Raghunathpur-II	2011-12	4.51
89	Raninagar II	2011-12	6.55
90	Raninagar-I	2011-12	3.17
91	Sabang	2011-12	5.06
92	Salanpur	2011-12	3.18
93	Samserganj	2011-12	2.67
94	Santuri	2011-12	2.46
95	Sarenga	2011-12	6.11
96	Serampur Uttarpara	2011-12	1.80
97	Shyampur I	2011-12	5.85
98	Shyampur II	2011-12	2.15
99	Sonamukhi	2011-12	4.02
100	Sonarpur	2011-12	2.48
101	Suti II	2011-12	5.61
102	Swarupnagar	2011-12	7.39

Sl. No.	Name of the PRI	Year of accounts audited	Unutilised grants (₹ in crore)
103	Taldanga	2011-12	6.41
104	Tamluk	2011-12	2.81
105	Tehatta I	2011-12	5.53
106	Tehatta II	2011-12	2.57
107	Udaynarayanpur	2011-12	1.93
108	Uluberia-II	2011-12	2.40
	<b>Total</b>		<b>537.05</b>

*Source: Records of the Institutions*

## Performance of Autonomous Bodies (Submission of Accounts, issue & laying of SARs U/S 19)

### APPENDIX 3.6

(Refer Paragraph 3.3, Page 53)

Sl No	Name of the Body/ Authority	Period upto which audit is entrusted	Year upto which Accounts due for submission	Year upto which Accounts were submitted	Period upto which Audit Report had been issued	Date of issue of audit report	Year upto which Audit Report had been laid before the legislature	Remarks
1	West Bengal Comprehensive Area Development Corporation	2013-14	2012-13	2011-12	2009-10	02.11.11	2007-08	Last reminder for laying of SARs for the years 2008-09 and 2009-10 issued on 31.08.12 Latest reminder for submission of accounts for the year 2012-13 on 28.06.13
2	West Bengal Commission for Women	2016-17	2012-13	2011-12	2010-11	03.10.12	2006-07	Last Reminder for laying of SARs for the years 2007-08 to 2009-10 issued on 31.08.12. Latest reminder for submission of accounts for the year 2012-13 on 28.06.13
3	West Bengal Human Rights Commission	Permanent entrustment	2012-13	2011-12	2011-12	04.03.13	2007-08	Last reminder for laying of SARs for the years 2008-09 to 2010-11 issued on 31.08.12. Latest reminder for submission of accounts for the year 2012-13 on 28.06.13
4	State Legal Services Authority, West Bengal	Permanent entrustment	2012-13	2011-12	2011-12	04.03.13	Not laid Since 1998-99	Last reminder for laying of SARs for the years 1998-99 to 2009-10 issued on 31.08.13 Latest reminder for submission of accounts for the year 2012-13 on 28.06.13
5	West Bengal Heritage Commission	2010-11 <sup>1</sup>	2012-13	2011-12	2010-11	27.06.12	2007-08	Last reminder for laying of SARs for the year 2008-09 to 2010-11 issued on 31.08.12. D.O for re-entrustment issued on 15.03.13.
6	West Bengal Commission for Backward Classes	2017-18	2012-13	2010-11	2010-11	01.05.13	Since inception i.e 1993-94	Latest reminder for submission of accounts for the years 2011-12 & 2012-13 issued on 28.06.13

<sup>1</sup> Enhancement of entrustment of audit was under correspondence; the accounts were however submitted to audit.

Sl No	Name of the Body/ Authority	Period upto which audit is entrusted	Year upto which Accounts due for submission	Year upto which Accounts were submitted	Period upto which Audit Report had been issued	Date of issue of audit report	Year upto which Audit Report had been laid before the legislature	Remarks
7	West Bengal Building and other Construction Workers Welfare Board	Permanent entrustment	2012-13	2010-11	2010-11	04.09.2012	2007-08	Last reminder for laying of SARs for the year 2008-09 to 2009-10 issued on 31.08.12. Latest reminder for submission of accounts for the years 2011-12 & 2012-13 issued on 28.06.13
8	District Legal Services Authority, Purba Medinipur	Permanent entrustment	2012-13	2007-08	2007-08	07.07.09	Not laid Since 1998-99	Last reminder for laying of SARs for the years 1998-99 to 2007-08 issued on 31.08.12. Last reminder for submission of accounts for the years 2008-09 to 2012-13 issued on 28.06.13.
9	District Legal Services Authority, Burdwan	Permanent entrustment	2012-13	2007-08	2007-08	09.09.09	Not laid Since 1998-99	Last reminder for laying of SARs for the years 1998-99 to 2007-08 issued on 31.08.12. Last reminder for submission of accounts for the years 2008-09 to 2012-13 issued on 28.06.13.
10	District Legal Services Authority, Hooghly	Permanent entrustment	2012-13	2006-07	2006-07	07.09.09	Not laid Since 1998-99	Last reminder for laying of SARs for the years 1998-99 to 2006-07 issued on 31.08.12. Last reminder for submission of accounts for the years 2007-08 to 2012-13 issued on 28.06.13.
11	District Legal Services Authority, Howrah	Permanent entrustment	2012-13	2008-09	2008-09	07.10.11	Not laid Since 1998-99	Last reminder for laying of SARs for the years 1998-99 to 2005-06 issued on 01.11.2011. Last reminder for submission of accounts for the years 2009-10 to 2012-13 issued on 28.06.13.
12	District Legal Services Authority, Bankura	Permanent entrustment	2012-13	2010-11	2010-11	21.12.12	Not laid Since 1998-99	Last reminder for laying of SARs for the years 1998-99 to 2005-06 issued on 01.11.2011. Last reminder for submission of accounts for the years 2011-12 & 2012-13 issued on 28.06.13
13	District Legal Services Authority, Dakshin Dinajpur	Permanent entrustment	2012-13	2007-08	2007-08	11.12.09	Not laid Since 1998-99	Last reminder for laying of SARs for the years 1998-99 to 2007-08 issued on 31.08.12. Last reminder for submission of accounts for the years 2008-09 to 2012-13 issued on 28.06.13.
14	District Legal Services Authority, Jalpaiguri	Permanent entrustment	2012-13	2008-09	NA	NA	NA	Audit under progress
15	District Legal Services Authority, Birbhum	Permanent entrustment	2012-13	2011-12	-	-	-	Audit under progress

Sl No	Name of the Body/ Authority	Period upto which audit is entrusted	Year upto which Accounts due for submission	Year upto which Accounts were submitted	Period upto which Audit Report had been issued	Date of issue of audit report	Year upto which Audit Report had been laid before the legislature	Remarks
16	DLSAs of rest 11 districts**	Permanent entrustment	2012-13	Not yet submitted	NA	NA	NA	Last reminder for submission of accounts since inception to 2012-13 issued on 28.06.13.
17	West Bengal Minorities Development & Finance Corporation	2014-15	2012-13	2011-12	2011-12	03.06.13	2007-08	Last reminder for laying of SARs for the years 2008-09 & 2009-10 issued on 31.08.12. Last reminder for submission of accounts for 2012-13 issued on 28.06.13.
18	West Bengal Scheduled Castes & Scheduled Tribes Development & Finance Corporation	2016-17	2012-13	2009-10	2009-10	26.10.12	2008-09	Last reminder for submission of accounts for 2010-11 to 2012-13 issued on 28.06.13.
19	West Bengal Backward Classes Development & Finance Corporation	2014-15	2012-13	2011-12	2010-11	16.11.12	2009-10	Last reminder for submission of accounts for 2012-13 issued on 28.06.13.
20	West Bengal Housing Board	2016-17	2012-13	2011-12	2011-12	26.04.13	2008-09	Last reminder for submission of accounts for 2012-13 issued on 28.06.13. Reminder for laying from this office will be issued soon.

Source: Records of the Autonomous bodies

\*\* 1.DLSA Coochbehar 2. DLSA Purulia 3. DLSA 24 Parganas (N) 4. DLSA 24 Parganas (S) 5. DLSA Nadia 6. DLSA Murshidabad 7 DLSA Malda 8.DLSA Uttar Dinaipur 9.DLSA Medinipur West 10 DLSA Darjeeling 11 DLSA Kolkata

## APPENDIX 3.7

(Refer Paragraph 3.3; Page 54)

## Statement showing Performance of Autonomous Bodies (Submission of Accounts & issue of SARs U/S 20)

Sl No	Name of the Institution/Body	Period of entrustment of audit <sup>2</sup>	Year up to which accounts received	Year up to which final Audit Report issued to Government / Organisation	Month of issue of Audit Report	Remarks
1	Siliguri Jalpaiguri Development Authority	2010-11 to 2014 -15	2011-12	2010-11	Aug 2012	Last reminder for submission of accounts for 2012-13 issued on 28.06.13.
2	Asansol Durgapur Development Authority	2010-11 to 2014 -15	2008-09	2008-09	May 2012	Last reminder for submission of accounts for the years 2009-10 to 2012-13 issued on 28.06.13.
3	Haldia Development Authority	2010-11 to 2014 -15	2011-12	2010-11	May 2012	Last reminder for submission of accounts for 2012-13 issued on 28.06.13.
4	Sriniketan Santiniketan Development Authority	2009-10 to 2013-14	2011-12	2011-12	May 2013	Last reminder for submission of accounts for 2012-13 issued on 28.06.13.
5	Digha Sankarpur Development Authority	2010-11 to 2014 -15	2010-11	2010-11	Jan 2013	Last reminder for submission of accounts for 2011-12 & 2012-13 issued on 28.06.13.
6	Jaigaon Development Authority	2013-14 to 2017-18	2010-11	2008-09	Jun 2011	Last reminder for submission of accounts for 2012-13 issued on 28.06.13.
7	West Bengal State Council of Technical Education	2011-12 to 2015-16	2003-04	2003-04	April 2009	Last reminder for submission of accounts for the years 2004-05 to 2012-13 issued on 28.06.13.
8	Burdwan Development Authority	2012-13 to 2016-17	2011-12	2010-11	May 2012	Last reminder for submission of accounts for 2012-13 issued on 28.06.13.
9	Bhangore Rajarhat Area Development Authority	2010-11 to 2014-15	2009-10	2009-10	Jun 2011	Last reminder for submission of accounts for closing audit for the year 2010-11 issued on 28.06.13.
10	West Bengal Central School Service Commission	2007-08 to 2011-12	2009-10	2009-10	Oct 2012	Last reminder for submission of accounts for 2010-11 to 2012-13 issued on 28.06.13.
11	West Bengal Regional School Service Commission (South Eastern Region)	2007-08 to 2011-12	2010-11	2010-11	Mar 2012	Last reminder for submission of accounts for 2011-12 to 2012-13 issued on 28.06.13.
12	West Bengal Regional School Service Commission (Western Region)	2007-08 to 2011-12	2010-11	2010-11	May 2012	Last reminder for submission of accounts for 2011-12 to 2012-13 issued on 28.06.13.

<sup>2</sup>Enhancement of entrustment of audit was under correspondence in various cases; the accounts were however submitted to audit.

Sl No	Name of the Institution/Body	Period of entrustment of audit <sup>2</sup>	Year up to which accounts received	Year up to which final Audit Report issued to Government / Organisation	Month of issue of Audit Report	Remarks
13	West Bengal Regional School Service Commission (Eastern Region)	2007-08 to 2011-12	2011-12	2010-11	Mar 2013	Last reminder for submission of accounts for 2012-13 issued on 28.06.13.
14	West Bengal Regional School Service Commission (Northern Region)	2007-08 to 2011-12	2011-12	-	-	Audit under progress
15	West Bengal Regional School Service Commission (Southern Region)	2007-08 to 2011-12	2010-11	2010-11	Dec 2012	Last reminder for submission of accounts for 2011-12 to 2012-13 issued on 28.06.13.
16	Kolkata Metropolitan Development Authority	2007-08 to 2011-12	2011-12	2011-12	August 2013	-
17	New Town Kolkata Development Authority	2008-09 to 2011-12	2011-12	2011-12	August 2013	-

Source: Records of the Autonomous bodies

## APPENDIX 3.8

(Refer Paragraph 3.4, Page 55)

# Statement of finalisation of accounts and the Government investment in departmentally managed Commercial and Quasi-Commercial undertakings

Sl. No.	Department	Number of undertakings under the Department	Name of undertakings	Year of formation	Year from which accounts are due	Investment as per last Accounts (₹ in crore)	Accumulated loss as per latest A/c received upto June 2013 (₹ in crore)
1.	Food Processing Industries and Horticulture	1	Directorate of Cinchona and other Medicinal plants	1888	2011-12	566.08	523.22
2	Micro & Small Scale Enterprises and Textiles	4	(1) Central Engineering Organisation, Howrah	1956	2007-08	0.05	Accumulated profit 1.83
			(2) Training-cum-production centre for Wood Industries, Siliguri	1956	1998-99	2.95	2.76
			(3) Integrated Wood Industries Scheme, Durgapur.	1956	1998-99	4.45	3.90
			(4) Integrated Wood Industries Scheme, Kalyani	1956	1998-99	6.36	4.96
3.	Public Enterprise	1	Undertaking of Darjeeling Ropeway Company Limited	1977	1983-84	0.26	0.18
4	Animal Resources Development	4	1) Durgapur Milk Supply Scheme	1972	No arrear	88.79	118.99
			2) Krishnanagar Milk Supply Scheme	1977	No arrear	45.38	48.27
			3) Burdwan Milk Supply Scheme	1982	No arrear	47.01	46.83
			4) Greater Calcutta Milk Supply Scheme	1990	No arrear	1425.64	1365.44
5	Fisheries, Aquaculture, Aquatic Resources and Fishing Harbors Department	1	Scheme for production of shark liver oil, fish meal, etc.	1961	1994-95	0.01	NA
6	Housing	2	Brick Production (Manual)	NA	2010-11	8.59	24.05
			Brick Production (Mechanised)	NA	2010-11	25.13	32.82
7	Food and Supplies	1	Scheme for Public Distribution System of Food Grains (PDS)	NA	2008-09	117.32	20.62
<b>Total</b>		<b>14</b>				<b>2338.02</b>	<b>2193.87</b>

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Non-working Government Undertakings		
1	Training-cum-production centre for Wood Industries, Siliguri	Non-working since November 2006
2	Integrated Wood Industries Scheme, Durgapur.	Non-working since November 2006
3	Integrated Wood Industries Scheme, Kalyani	Non-working since November 2006
4	Undertaking of Darjeeling Ropeway Company Limited	Non-working since April 2006
5	Scheme for production of shark liver oil, fish meal, etc.	Non-working since 1992-93

*Source: Departmental figures*

## APPENDIX 3.9

(Refer Paragraph 3.5; Page 55)

### Department wise/duration wise break-up of the cases of misappropriation, defalcation, etc. (Cases where final action was pending at the end of March 2013)

Sl. No.	Name of the Department	Up to 5 years	5 to 10 years	10 to 15 years	15 to 20 years	20 to 25 years	25 years or More	Total No. of Cases
1	Agriculture	2	3	3	5	6	34	53
2	Animal Resources Development	3	-	13	2	1	7	26
3	Board of Revenue	4	4	4	3	3	60	78
4	Co-operation	-	2	3	-	-	-	5
5	Cottage and Small Industries and Micro and Small Scale Enterprises and Textiles	2	1	-	-	1	-	4
6	Finance	1	-	1	-	1	5	8
7	Finance (Taxation)	-	-	-	1	-	1	2
8	Fire and Emergency Services	1	-	-	-	-	-	1
9	Fisheries	1	1	1	-	2	-	5
10	Food and Supplies	1	-	-	-	1	2	4
11	Food Processing and Horticulture	-	-	-	1	-	-	1
12	Forest	-	4	1	-	-	-	5
13	Health and Family Welfare	22	11	16	8	3	22	82
14	Home (Civil) Defence	-	-	-	-	-	1	1
15	Home (Police)	-	-	-	-	1	8	9
16	Housing	-	-	-	1	-	-	1
17	Irrigation and Waterways	-	-	-	-	-	5	5
18	Information and Cultural Affairs	1	-	-	-	-	-	1
19	Judicial	-	-	1	-	-	3	4
20	Labour	-	-	-	-	1	10	11
21	Land and Land Reforms	1	2	-	-	4	247	254
22	Minor Irrigation	-	-	-	-	7	-	7
23	Municipal Affairs	-	-	-	1	-	-	1
24	Public Works	3	-	-	-	-	3	6
25	Public Works (RD)	-	-	-	-	-	1	1
26	Relief	2	-	1	2	-	1	6
27	Rural Development	1	1	3	6	5	17	33
28	School Education	1	1	4	-	-	-	6
29	Social Welfare	-	-	-	3	-	-	3
30	Sports and Youth Services	-	-	-	1	-	-	1
31	Technical Education and Training	3	-	-	2	6	1	12
32	Transport	2	-	-	-	-	-	2
33	Water Investigation and Development	2	-	-	-	-	15	17
	<b>TOTAL</b>	<b>53</b>	<b>30</b>	<b>51</b>	<b>36</b>	<b>42</b>	<b>443</b>	<b>655</b>

Source: Departmental figures

**APPENDIX 3.10***(Refer Paragraph 3.5; Page 55)***Department/category-wise details in respect of cases of loss to Government due to theft, misappropriation/loss of Government material**

Sl. No.	Name of the Department	Theft Cases		Misappropriation/ Loss of Government Material		Total	
		Number of Cases	Amount (₹ in lakh)	Number of Cases	Amount (₹ in lakh)	Number of Cases	Amount (₹ in lakh)
1	Agriculture	10	15.19	43	15.48	53	30.67
2	Animal Resources Development	3	3.20	23	524.05	26	527.25
3	Board of Revenue	-	-	78	45.66	78	45.66
4	Co-operation	-	-	5	40.13	5	40.13
5	Cottage and Small Industries and Micro and Small Scale Enterprises and Textiles	-	-	4	22.41	4	22.41
6	Finance	1	0.71	7	9.44	8	10.15
7	Finance (Taxation)	-	-	2	2.21	2	2.21
8	Fire and Emergency Services	-	-	1	0.10	1	0.10
9	Fisheries	1	2.45	4	21.58	5	24.03
10	Food and Supplies	-	-	4	0.51	4	0.51
11	Food Processing and Horticulture	1	1.50	-	-	1	1.50
12	Forest	4	5.64	1	4.42	5	10.06
13	Health and Family Welfare	-	-	82	97.41	82	97.41
14	Home (Civil) Defence	-	-	1	1.91	1	1.91
15	Home (Police)	1	0.07	8	4.85	9	4.92
16	Housing	-	-	1	1.78	1	1.78
17	Irrigation and Waterways	-	-	5	0.44	5	0.44
18	Information and Cultural Affairs	-	-	1	0.06	1	0.06
19	Judicial	-	-	4	5.87	4	5.87
20	Labour	-	-	11	1.68	11	1.68
21	Land and Land Reforms	2	0.10	252	16.32	254	16.42
22	Minor Irrigation	7	0.44	-	-	7	0.44
23	Municipal Affairs	-	-	1	1.87	1	1.87
24	Public Works	5	16.89	1	0.13	6	17.02
25	Public Works (RD)	-	-	1	0.21	1	0.21
26	Relief	-	-	6	22.80	6	22.80
27	Rural Development	1	0.01	32	46.09	33	46.10
28	School Education	-	-	6	54.09	6	54.09
29	Social Welfare	-	-	3	22.28	3	22.28
30	Sports and Youth Services	-	-	1	3.24	1	3.24
31	Technical Education and Training	-	-	12	23.16	12	23.16
32	Transport	-	-	2	20.57	2	20.57
33	Water Investigation and Development	8	2.53	9	0.80	17	3.33
	<b>TOTAL</b>	<b>44</b>	<b>48.73</b>	<b>611</b>	<b>1011.55</b>	<b>655</b>	<b>1060.28</b>

*Source: Departmental figures*

## APPENDIX 3.11

(Refer Paragraph 3.6.2, Page 57)

## Statement of outstanding DC bills as of March 2013 in respect of 13 Drawing and Disbursing Officers

Sl. No.	Name of the DDOs	Opening balance on 01.04.2007		AC bills drawn in between 2007-08 to 2012-13		DC bills submitted in between 2007-08 to 2012-13		Outstanding DC bills as on 31.03.2013	
		No. of Bills	Amount (₹)	No. of Bills	Amount (₹)	No. of Bills	Amount (₹)	No. of Bills	Amount (₹)
1	DM South 24 Paraganas	17	30444629	65	233204852	44	238971754	38	24677727
2	DM North 24 Paraganas	416	163589115	37	18275798	0	0	453	181864913
3	DM Murshidabad	205	93241847	142	636304421	84	103034681	263	626511587
4	DM Bankura	7	610800	47	80522498	0	0	54	81133298
5	DM Howrah	5	3901132	54	92248379	0	0	59	96149511
6	DM Burdwan	0	0	53	183833729	49	170559229	4	13274500
7	SP Howrah (Rural)	27	1691325	62	82987748	61	82050480	28	2628593
8	SP Paschim Medinipore	5	4080931	96	258698125	98	257316204	3	5462852
9	SDO, Uluberia	24	36852508	18	42821776	39	77013984	3	2660300
10	Commandant, SAP, 2 <sup>nd</sup> Bn	1	36101300	171	841305542	137	807228705	35	70178137
11	Commandant, SAP, 6 <sup>th</sup> Bn.	4	69835660	47	351378652	26	134817269	25	286397043
12	DG & IG of Police	2	785000	52	377245680	35	122426078	19	255604602
13	CEO, Vivekananda Yuba Bharti Krirangan	0	0	6	85794492	3	28280000	3	57514492
<b>TOTAL</b>		<b>713</b>	<b>441134247</b>	<b>850</b>	<b>3284621692</b>	<b>576</b>	<b>2021698384</b>	<b>987</b>	<b>1704057555</b>

Source: Departmental figures

**APPENDIX 3.12***(Refer Paragraph 3.6.3, Page 60)***Statement showing the discrepancies between PLA cash book and treasury pass book in respect of closing balances as on 31 March 2013****(₹ in lakh)**

Sl. No	Name of the DDO	Closing balance as per PLA cash book	Closing balance as per Treasury pass book/ records	Difference/ discrepancy involved
1	DM, Nadia	5681.88	5929.03	247.15 <sup>2</sup>
2	DM, Howrah	1400.60 <sup>3</sup>	1598.04	197.44
3	DM, Hooghly	1876.52	1760.88	115.64
4	DM, Birbhum	2669.42	2668.24	1.18
5	DM, Murshidabad	9227.30	10760.32	1533.02 <sup>4</sup>
6	Superintendent of Alipur Central Correctional Home.	10.65	62.69	52.04
7	DG & IG of Police, West Bengal	17.77	12.77	5.00
8	Calcutta National Medical College & Hospital	45.92	10.65	35.27
<b>Total</b>		<b>20930.06</b>	<b>22802.62</b>	<b>2186.74</b>

*Source: Departmental figures*<sup>2</sup> Of which ₹223.46 lakh as uncashed cheque balance<sup>3</sup> As on 31.08.2012<sup>4</sup> Of which ₹1524.83 lakh as uncashed cheque balance

**APPENDIX 3.13**  
(Refer Paragraph 3.6.3, Page 60)

**Statement showing details of fund not utilised by the DDOs as on 31 March 2013**

Sl No	Name of the DDO	Name of the Scheme/Purpose for which fund received	Year of Receipt	Amount received	Unutilised balance	Total
				(₹ in lakh)		
1	DM, South 24 Parganas	Procurement of Mechanised Boats for relief	2001-02	9.97	9.97	<b>245.08</b>
		Creation of National Programme	2001-02	8.60	8.60	
		Development and Planning	2005-06	45.24	45.24	
		Chas-O-Basobaser Bhumidan Prakaipa.	2006-07	50.00	50.00	
		Chas -O-Bosobaser Bhumidan Prakaipa	2007-08	25.00	25.00	
		Not Available however fund received by memo no 101/DFR Dt-23.02.2011	2010-11	34.99	34.99	
		Received by memo no.232/NZ dt-21.03.2011	2010-11	3.00	3.00	
		Purchase of Computer	2011-12	68.28	68.28	
2	DM, Nadia	Providing Relief to the flood effected Weavers	2006-07	4.68	4.68	<b>532.63</b>
		Computerised set-up for SDL & LRO Office of Kalyani	2007-08	2.62	2.62	
		For re-excavation of Mogra Beel under Haringhata Block	2009-10	512.70	512.70	
		Purchase of Computer	2011-12	12.63	12.63	
3	DM, Birbhum	Handicapped identification camp	2009-10	0.66	0.66	<b>225.66</b>
		Construction of Flood cyclone center	2011-12	25.00	25.00	
		Chas-O-Basobaser Bhumidan Prakaipa.	2006-07	75.00	75.00	
		Chas-O-Basobaser Bhumidan Prakaipa.	2007-08	25.00	25.00	
		Chas-O-Basobaser Bhumidan Prakaipa.	2008-09	100.00	100.00	
4	DM, Cooch Behar	Combating Avian Influenza	2009-10	82.50	82.50	<b>127.50</b>
		Combating Avian Influenza	2009-10	45.00	45.00	
		<b>TOTAL</b>				<b>1130.87</b>

Source: Departmental figures

**APPENDIX 3.14***(Refer Paragraph 3.6.5, Page 61)***Adverse balances under Debt,  
Deposit and Remittances heads  
as on 31 March 2013**

Sl. No.	Head of Account ( Major /Minor Head )	Balance as on 31.03.2013 (₹ in lakh)	Present Status
1	6004-03-800-Other Loans	<b>Cr. (-) 3.32</b>	Minus balance was under reconciliation with the State Government.
2	8342-00-103-Deposits of Government Companies, Corporations etc.	<b>Cr (-) 16885.18</b>	The minus balance was still under correspondence with Pay & Accounts Office, Kolkata and Bidhannagar Treasury and also with the Finance Department.
3	8670-00-103-Departmental Cheques	<b>Dr 25.55</b>	The Debit balance represents amounts not transferred to Treasury Cheques (8670-00-104) consequent upon introduction of PAO, New Delhi by winding up Liaison Accounts.
4	6004-04-800-Other Loans	<b>Cr (-) 2.90</b>	Minus balance was under reconciliation with the State Government.

*Source: Records of O/o the Pr. Accountant General (A&E)*

## APPENDIX 4.1

## Glossary of Terms

Terms	Description
Appropriation Accounts	Appropriation Accounts present the total amount of funds (Original and Supplementary) authorised by the Legislative Assembly in the budget grants under each voted grant and charged appropriation <i>vis-à-vis</i> the actual expenditure incurred against each and the unspent provisions or excess under each grant or appropriation. Any expenditure in excess of the grants requires regularisation by the Legislature.
Autonomous bodies	Autonomous Bodies (usually registered Societies or Statutory Corporations) are set up whenever it is felt that certain functions need to be discharged outside the Governmental set up with some amount of independence and flexibility without day-to-day interference of the Governmental machinery.
Buoyancy ratio	Buoyancy ratio indicates the elasticity or degree of responsiveness of a fiscal variable with respect to a given change in the base variable.
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 on which the present executive has limited control.
Consolidated Fund of the State	The fund constituted under Article 266 (1) of the Constitution of India into which all receipts, revenues and loans flow. All expenditure from the CFS is by appropriation: voted or charged. It consists of two main divisions namely Revenue Account (Revenue Receipts and Revenue Expenditure) and Capital Account (Public Debt and Loans, etc.).
Contingency Fund	Contingency Fund is in the nature of an imprest into which is paid from time to time such sums as may be determined by law, and the said fund is placed at the disposal of the Governor to enable advances to be made by him out of it for the purpose of meeting unforeseen expenditure pending authorisation of such expenditure by Legislature Assembly by law under Article 115 or Article 116 of the Constitution.
Contingent liability	Contingent liability is a liability which may or may not be incurred by an entity depending on the outcome of a future event such as a court case.
Core public goods	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 subsidised rates because an individual or society should have them on the basis of some concept of 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 subsidised 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.
Debt stabilisation	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-GSDP 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 stabilise 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.

Terms	Description
Debt sustainability	The Debt sustainability is defined as the ability of the State to maintain a constant debt-GSDP 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.
Guarantees	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.
Primary revenue expenditure	Primary revenue expenditure means revenue expenditure excluding interest payments.
Public Accounts Committee	A Committee constituted by the Legislative Assembly for the examination of the reports of the Comptroller and Auditor General of India.
Re-appropriation	Means the transfer of funds from one Primary unit of appropriation to another such unit.
Sinking Fund	A Fund into which the Government sets aside money over time, in order to retire its debt.
State Implementing Agency	State Implementing Agency includes any Organisation/Institution including Non-Governmental Organisation which is authorised by the State Government to receive the funds from the Government of India for implementing specific programmes in the State.
Supplementary grants	If the amount authorised by any law made in accordance with the provisions of Article 114 of the Constitution to be expended for a particular service for the current financial year is found to be insufficient for the purpose of that year or when a need has arisen during the current financial year for the supplementary or additional expenditure upon some 'new service' not contemplated in the original budget for that year, Government is to obtain supplementary grants or appropriations in accordance with the provision of Article 115(1) of the Constitution.
Surrenders of unspent provision	Departments of the State Government are to surrender to the Finance Department, before the close of the financial year, all the anticipated unspent provisions noticed in the grants or appropriations controlled by them. The Finance Department is to communicate the acceptance of such surrenders, as are accepted by them to the Audit Officer and/or the Accounts Officer, as the case may be, before the close of the financial year.
Suspense and Miscellaneous	Items of receipts and payments which cannot at once be taken to a final head of receipt or charge owing to lack of information as to their nature or for any other reasons, may be held temporarily under the major head "8658-Suspense Account" in the sector "L. Suspense and Miscellaneous" of the Accounts, (Footnotes under the major head in the list of major/minor heads of account may be referred to for further guidance). A service receipt of which full particulars are not given must not be taken to the head "Suspense Account" but should be credited to the minor head "Other Receipt" under the revenue major head to which it appears to belong pending eventual transfer to the credit of the correct head on receipt of detailed particulars.

**LIST OF ABBREVIATIONS USED**

<b>Abbreviations</b>	<b>Full form</b>
A&E	Accounts & Entitlement
AC	Abstract Contingent
ACA	Additional Central Assistance
ACMOH	Assistant Chief Medical Officer of Health
AIS	All India Service
APL	Above Poverty Line
ATF	Aviation Turbine Fuel
BE	Budget Estimate
BEUP	Bidhayak Elaka Unnayan Prakalpa
BPHC	Block Primary Health Centre
BPL	Below Poverty Line
C&AG	Comptroller and Auditor General
C&E	Constitution and Election
CAGR	Compound Annual Growth Rate
CAO	Central Accounts Office
CCO	Chief Controlling Officer
CE	Capital Expenditure
CESC	Calcutta Electric Supply Corporation
CGA	Controller General of Accounts
CMOH	Chief Medical Officer of Health
CO	Controlling Officer
CPSMS	Central Plan Scheme Monitoring System
CR	Capital Receipts
CS	Central Sector
CSF	Consolidated Sinking Fund
DC	Detailed Contingent
DCA	Departmental Consolidated Accounts
DCO	Departmental Controlling Officer
DDO	Drawing and Disbursing Officer
DDR	Debt, Deposit and Remittance
DE	Development Expenditure
DLSA	District Legal Services Authority

Abbreviations	Full form
DM	District Magistrate
DP&RD	Department of Panchayat and Rural Development
DPC	Duties, Powers and Conditions of Service
DPL	Durgapur Projects Limited
DPSC	District Primary School Council
DRDA	District Rural Development Agency
EAP	Externally Aided Project
ELA	Examiner of Local Accounts
ER	Eastern Railway
ES	Economic Sector
FC	Finance Commission
FPSS	Fiscal Policy Strategy Statement
GDP	Gross Domestic Product
GIA	Grants In Aid
GoI	Government of India
GoWB	Government of West Bengal
GP	Gram Panchayat
GPF	General Provident Fund
GSDP	Gross State Domestic Product
IA	Internal Audit
HRBC	Hooghly River Bridge Commissioners
IAY	Indira Awaas Yojana
ICDS	Integrated Child Development Scheme
IF	Industrial Finance
ISOPOM	Integrated Scheme on Oilseeds, Pulses and Maize
JNNURM	Jawaharlal Nehru National Urban Renewal Mission
LA	Land Acquisition
LTC	Leave Travel Concession
ME	Mass Education and Extension
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MNRE	Ministry of New and Renewable Energy
MP	Mahakuma Parishad
MPLADS	Member of Parliament Local Area Development Scheme

Abbreviations	Full form
MSSET	Micro and Small Scale Enterprises and Textiles
MTFPS	Medium-Term Fiscal Policy Statement
NBMMP	National Biogas and Manure Management Programme
NGO	Non-Governmental Organisation
NPRE	Non Plan Revenue Expenditure
NREGA	National Rural Employment Guarantee Act
NRHM	National Rural Health Mission
NSDL	National Securities Depository Limited
NSSF	National Small Savings Fund
NVF	National Volunteer Force
O&M	Operations and Maintenance
OBC	Other Backward Class
OMB	Open Market Borrowing
PAC	Public Accounts Committee
PAO	Pay and Accounts Office
PBSSM	Paschim Banga Sarva Shiksha Mission
PD	Personal Deposit
PF	Provident Fund
PHE	Public Health Engineering
PLA	Personal Ledger Account
PMGSY	Prime Minister Gram Sadak Yojana
PRI	Panchayati Raj Institution
PS	Panchayat Samiti
PW	Public Works
RBI	Reserve Bank of India
RE	Revised Estimate
RIDF	Rural Infrastructure Development Fund
RR	Revenue Receipts
S&W	Salaries and Wages
SAP	State Armed Police
SAR	Separate Audit Report
SC	Scheduled Caste
SDRF	State Disaster Response Fund

Abbreviations	Full form
SER	South Eastern Railway
SJSRY	Swarna Jayanti Shahari Rojgar Yojana
SLAC	State Level Audit Committee
SOE	Statement of Expenditure
SP	Superintendent of Police
SPB	State Planning Board
SS	Social Sector
SSA	Sarva Shiksha Abhiyan
SSE	Social Sector Expenditure
ST	Scheduled Tribe
TA	Travelling Allowance
TE	Total Expenditure
TPDS	Targeted Public Distribution System
UC	Utilisation Certificate
UD	Urban Development
ULB	Urban Local Body
VAT	Value Added Tax
VLC	Voucher Level Computerisation
WBBM	West Bengal Budget Manual
WBFR	West Bengal Financial Rules
WBFRBM	West Bengal Fiscal Responsibility and Budget Management
WBLA	West Bengal Legislative Assembly
WBREDA	West Bengal Renewable Energy Development Agency
WBSEDCL	West Bengal State Electricity Distribution Company Limited
WBST	West Bengal Sales Tax
WBTR	West Bengal Treasury Rules
WBVAT	West Bengal Value Added Tax
ZP	Zilla Parishad