

ACCOUNTS AT A GLANCE 2014-15





GOVERNMENT OF ODISHA

ACCOUNTS AT A GLANCE

2014-15

GOVERNMENT OF ODISHA

PREFACE

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

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

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

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

BHUBANESWAR The 23 Oct'2015 (REEMA PRAKASH)
Accountant General (A&E)

Our Vision, Mission and Core Values

The **Vision** of the institution of the Comptroller and Auditor General of India represents what we aspire to become:

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

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

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

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

- Independence
- Objectively
- Integrity

- Reliability
- Professional Excellence
- Transparency
- Positive Approach

TABLE OF CONTENTS

Page No.

		Tage 110.
Chapter I	Overview	1 - 10
1.1	Introduction	1
1.2	Structure of Accounts	1
1.3	Finance Accounts and Appropriation Accounts	3
1.4	Sources and Application of Funds	4
1.5	Highlights of Accounts	7
1.6	What the Deficits and Surpluses indicate	8

Chapter II	Receipts	11 – 18
2.1	Introduction	11
2.2	Revenue Receipts	11
2.3	Trend of Receipts	12
2.4	Performance of State's Own Tax Revenue Collection	14
2.5	Efficiency of Tax Collection	15
2.6	Trend in State's share of Union Taxes	15
2.7	Grants-in-Aid	16
2.8	Public Debt	17

Chapter III	Expenditure	19 – 22
3.1	Introduction	19
3.2	Revenue Expenditure	19
3.3	Capital Expenditure	21

Chapter IV	Plan & Non-Plan Expenditure	23 – 25
4.1	Distribution of Expenditure	23
4.2	Plan Expenditure	23
4.3	Non-Plan Expenditure	24
4.4	Committed Expenditure	25

TABLE OF CONTENTS

Page No.

Chapter V	Appropriation Accounts	26 – 29
5.1	Summary of Appropriation Accounts	26
5.2	Trend of Savings/Excess during the past 5 years	27
5.3	Significant Savings	27

Chapter VI	Assets and Liabilities	30 – 32
6.1	Assets	30
6.2	Debt and Liabilities	30
6.3	Guarantees	32

Chapter VII	Other Items	33 – 36
7.1	Loans and Advances by the State Government	33
7.2	Financial Assistance to Local Bodies and Others	33
7.3	Cash Balance and Investment of Cash Balance	33
7.4	Reconciliation of Accounts	34
7.5	Submission of Accounts by Treasuries	34
7.6	Abstract Contingent Bills/Detailed Contingent Bills	34
7.7	Commitment on Account of Incomplete Works	35
7.8	Rush of Expenditure	35

Chapter I

OVERVIEW

1.1. Introduction

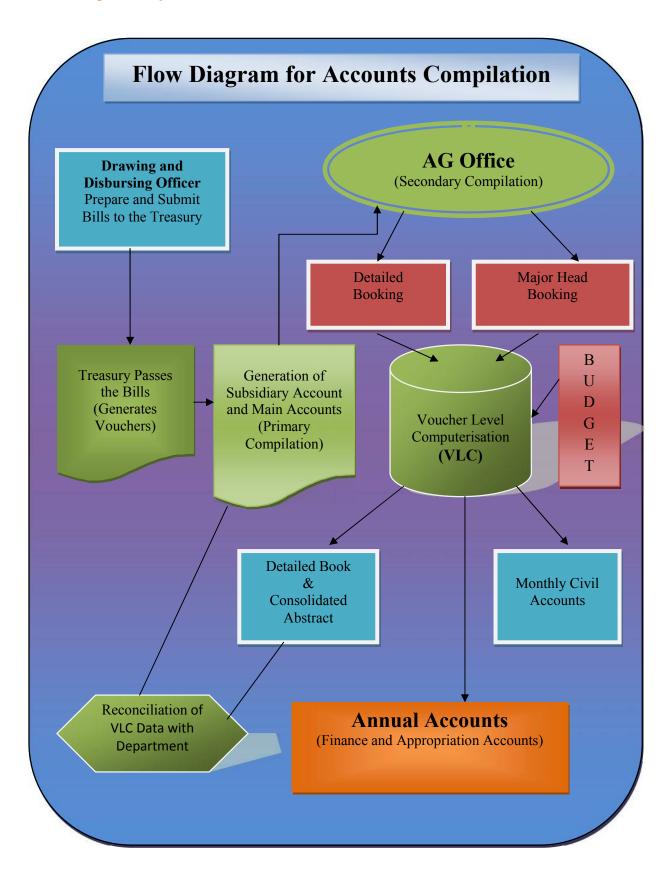
The Principal Accountant General (Accounts and Entitlements), Odisha compiles the accounts of Receipts and Expenditure of the Government of Odisha. This compilation is based on the initial accounts rendered by the District/Sub/Special Treasuries, Public Works and Forest Divisions and advices of the Reserve Bank of India. In addition, the Accountant General (A&E) prepares, annually, the Finance Accounts and the Appropriation Accounts, which are placed before the State Legislature after being duly checked by the Accountant General (G & SSA), Odisha and Certification by the Comptroller and Auditor General of India.

1.2. Structure of Accounts

1.2.1. Government Accounts are kept in three parts:

Part I CONSOLIDATED FUND	Receipts and Expenditure on Revenue and Capital Account, Public Debt, Loans and Advances, Inter State Settlement and Appropriation to Contingency Fund.
Part II CONTINGENCY FUND	Intended to meet unforeseen expenditure not provided for in the Budget. Expenditure from this Fund is recouped either by transferring the debit during the same financial year or by a fresh debit to the Consolidated Fund in the next financial year.
Part III PUBLIC ACCOUNT	Comprises Small Savings & Provident Funds, Reserve Funds, Deposits & Advances, Suspense and Remittances transactions. While Small Savings & Provident Funds, Reserve Funds and Deposits represent repayable liabilities of the Government, the Advances represent receivables of the Government. Suspense and Remittances transactions are adjusting entries that are to be cleared eventually by booking to the final Heads of Account.

1.2.2. Compilation of Accounts



1.3. Finance Accounts and Appropriation Accounts

1.3.1. Finance Accounts

The Finance Accounts depict the Accounts of Receipts and Disbursements of the Government for the year, together with the financial results disclosed by the Revenue and Capital Accounts, Accounts of the Public Debts and Liabilities and Assets as worked out from the balances as recorded in the Accounts. The Finance Accounts have been issued in two volumes, to make them more comprehensive and informative. Volume I of the Finance Accounts contains the Certificate of the Comptroller and Auditor General of India, Summarised Statements (Part-I) of overall Receipts and Disbursements and 'Notes to Accounts' containing Summary of significant Accounting Policies, Quality of Accounts and other items; Volume II contains Detailed Statements (Part-II) and Appendices (Part-III).

Receipts and Disbursements of the Government of Odisha as depicted in the Finance Accounts 2014-15 are given below:

(₹ in crore)

Receipts	Revenue	Tax Revenue	3,60,10
Total: 6,25,69	Total: 5,69,98	Non Tax Revenue	80,71
		Grants-in-Aid	1,29.17
	Capital	Recovery of Loans and Advances	92
	Total : 55,71	Borrowings and other Liabilities*	54,79
Disbursements	Revenue		5,11,36
Total: 6,25,69	Capital		1,10,75
	Loans and Adv	ances	3,58

^{*} Borrowings and Other Liabilities; Net (Receipts-Disbursements) of Public Debt + Net of Contingency Fund + Net (Receipts - Disbursements) of Public Account + Net of (Opening and Closing) Cash Balance.

This year, the Government of India directly released ₹2,07 crore (₹47,00 crore last year) to the State Implementing Agencies/NGOs for implementation of various Schemes and Programmes. Since these funds are not routed through the State Budget, they are not reflected in the accounts of the State Government. These transfers are exhibited in Appendix V of Volume II of the Finance Accounts.

1.3.2. Appropriation Accounts

The Appropriation Accounts depict the Expenditure of the State Government against amounts 'charged' on the Consolidated Fund or 'voted' by the State Legislature. There are 4 Charged Appropriations and 40 Voted Grants.

The Appropriation Acts, 2014-15, had projected for Gross Expenditure of ₹8,62,23 crore and Reduction of Expenditure (Recoveries) of ₹15,88 crore. Against this, the actual Gross Expenditure was ₹6,74,48 crore and Reduction of Expenditure was ₹7,69 crore, resulting in net Savings of ₹1,87,75 crore (21.77 per cent) and an Excess Estimation of ₹8,19 crore (51.57 per cent) on Reduction of Expenditure. The Gross Expenditure includes ₹72 crore drawn on Abstract Contingent (AC) Bills during the year, total Detailed Contingent (DC) Bills for ₹64 crore still outstanding at the end of the year.

During 2014-15, no amount was transferred from the Consolidated Fund to Personal Deposit (PD) Accounts under the Public Account, which are maintained by designated Administrators for specific purposes. Normally, unspent balances under PD Accounts, which remain inoperative for three full financial years after the year of last transactions, are to be transferred back to the Consolidated Fund.

1.4. Sources and Application of Funds

1.4.1. Ways and Means Advances

The Reserve Bank of India (RBI) extends the facility of Ways and Means Advances (WMA) to enable State Governments to maintain their liquidity. Overdraft (OD) facilities are provided when there is a shortfall in the agreed minimum Cash Balance (₹1,28 lakh) maintained with the RBI. During 2014-15, the Government of Odisha has maintained the minimum Cash Balance by taking Special Drawing Facility for a period of 03 days.

1.4.2. Fund Flow Statement

The State had a Revenue Surplus of ₹58,62 crore and a Fiscal Deficit of ₹54,79 crore representing 2 per cent and 2 per cent respectively of the State Gross Domestic Product (GSDP)¹. The Fiscal Deficit constituted 9 per cent of Total Expenditure. Around 10 per cent of the Revenue Receipts (₹5,69,98 crore) of the State Government was spent on Committed Expenditure like Salaries (₹1,24,34 crore), Interest Payments (₹28,10 crore) and Pensions (₹64,17 crore).

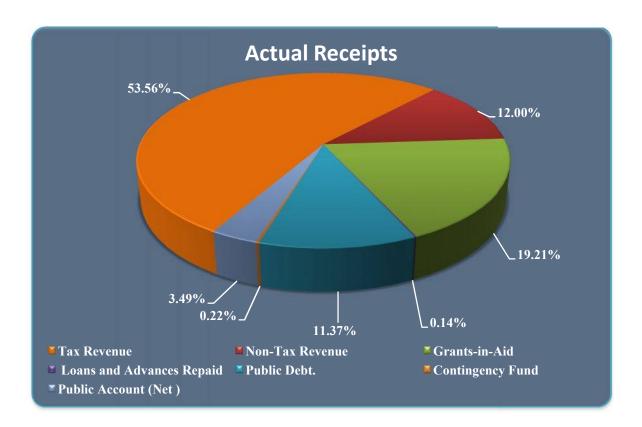
^{*} The words "The Special Ways and Means Advance" has been replaced by words "Special Drawing Facility" vide Government of Odisha, Finance Department Order No. 20772/Fin-WM-RBI-0003/2013/F dated. 14.07.2014.

Sources and Application of Funds

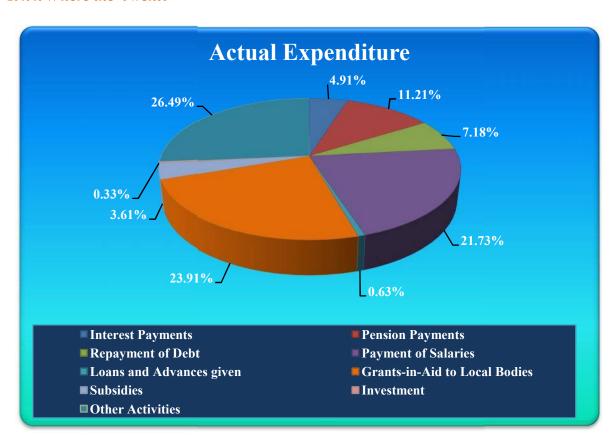
SOURCES	PARTICULARS	AMOUNT
SOURCES		
	Opening Cash Balance as on 01.04.2014	27
	Revenue Receipts	5,69,98
	Loans & Advances Repaid	92
	Public Debt	76,46
	Small Savings, Provident Funds & Others	34,71
	Reserves & Sinking Funds	6,58
	Deposits Received	65,90
	Civil Advances Repaid	2,52
	Suspense Account	7,80,76
	Remittances	1,36,20
	Contingency Fund	1,50
	TOTAL	16,75,80
APPLICATION	Revenue Expenditure	5,11,36
	Capital Expenditure	1,10,75
	Loans & Advances Given	3,58
	Repayment of Public Debt	41,11
	Small Savings, Provident Funds & Others	23,98
	Reserves & Sinking Funds	4,01
	Deposits Spent	56,75
	Civil Advances Given	2,53
	Suspense Account	7,79,76
	Remittances	1,36,18
	Contingency Fund	
	Contingency rund	•••
	Closing Cash Balance as on 31.3.2015	5,79

¹ GSDP for 2014-15 is ₹31,08,10 crore (Advance Estimate) as intimated by Finance Department, vide their Letter No. FIN-OBFA-OB-0002/2015-4961/F dated. 02.03.2015.

1.4.3. Where the ₹ came from?



1.4.4. Where the ₹went?



1.5. Highlights of Accounts

	B.E 2014-15	Actuals	Percentage of actuals	Percentage of actuals to
	(₹ in o	crore)	to B.E	GSDP (b)
1. Tax Revenue (a)	3,81,52	3,60,10	94	12
2. Non-Tax Revenue	80,24	80,71	101	3
3. Grants-in-Aid & Contributions	2,09,71	1,29,17	62	4
4 .Revenue Receipts (1+2+3)	6,71,47	5,69,98	85	18
5. Recovery of Loans and Advances	2,40	92	38	0
6. Borrowings & other Liabilities (e)	96,97	54,79	57	2
7. Capital Receipts (5+6)	99,37	55,71	56	2
8. Total Receipts(4+7)	7,70,84	6,25,69	81	20
9. Non-Plan Expenditure (d)	3,76,55	3,23,76	86	10
10. NPE on Revenue Account	3,74,99	3,22,59	86	10
11. NPE on Interest Payments out of (10)	47,29	28,10	59	1
12. NPE on Capital Account	1,57	1,17	75	0
13. Plan Expenditure (f)	3,94,29	3,01,93	77	10
14. PE on Revenue Account	2,53,83	1,88,77	74	6
15. PE on Capital Account	1,40,45	1,13,16	81	4
16. Total Expenditure (9+13)	7,70,84	6,25,69	81	20
17. Revenue Expenditure (10+14)	6,28,82	5,11,36	81	16
18. Capital Expenditure (12+15) (c)	1,42,02	1,14,33	81	4
19. Revenue Surplus (4-17)	42,65	58,62	137	2
20. Fiscal Deficit (4+5-16)	(-) 96,97	(-) 54,79	57	-2

- (a) Includes State's share of Union Taxes of ₹1,61,81 crore
- (b) GSDP for 2014-15 is ₹31,08,10 crore (Advance Estimate) as intimated by Finance Department, vide their Letter No. FIN-OBFA-OB-0002/2015-4961/F dated. 02.03.2015.
- (c) Expenditure on Capital Account includes Capital Expenditure (₹1,10,75 crore) and Loans and Advances disbursed (₹3,58 crore).
- (d) Non-Plan Expenditure includes Revenue Expenditure (₹3,22,59 crore), Capital Expenditure (₹18 crore) and Loan & Advances disbursed (₹99 crore).
- (e) Borrowings and Other Liabilities include net of Public Debt [₹35,35 crore], net of Contingency Fund [₹1,50 crore], net of Public Account (₹23,46 crore) and net of Opening & Closing Balance [(-)₹5,52 crore)].
- (f) Plan Expenditure includes Revenue Expenditure (₹1,88,77 crore), Capital Expenditure (₹1,10,57 crore) & Loans & Advances disbursed (₹2,59 crore).

1.6. What do the Deficits and Surpluses indicate?

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

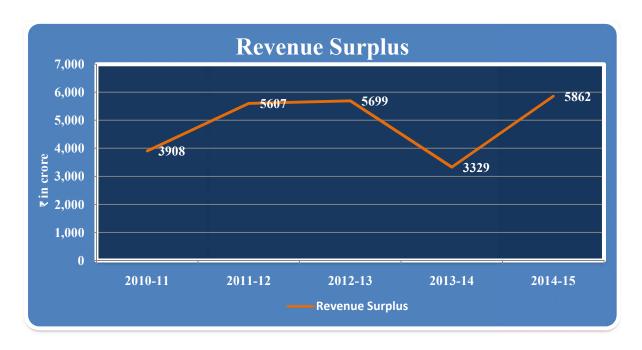
Revenue Deficit/Surplus, Fiscal Deficit/Surplus are the major yardsticks for judging the Fiscal performance of the Government. As per the recommendation of the 12th Finance Commission, the Government of Odisha enacted the Fiscal Responsibility and Budget Management (FRBM) Act, 2005.

The Act provides for the responsibility of the State Government to ensure prudence in Fiscal Management and Fiscal Stability by progressive elimination of Revenue Deficit and Sustainable Debt Management consistent with Fiscal Stability.

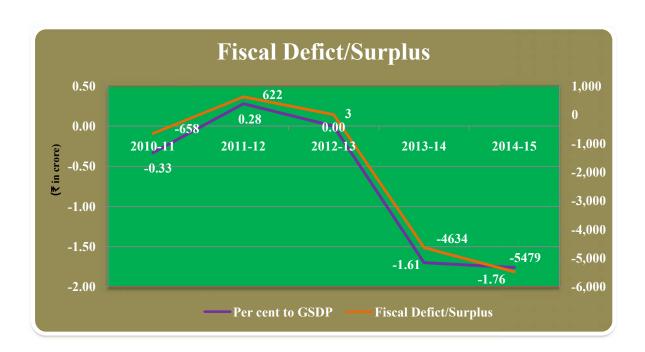
The State Government has amended the FRBM (Amendment) Act, 2005 on the basis of recommendations of the 13th Finance Commission. The FRBM (Amendment) Act, 2011 has made it mandatory for the State to generate Revenue Surplus, contain the Fiscal Deficit within 3 per cent of GSDP, achieve Debt/GSDP ratio at Finance Commission recommended level and put in place a monitoring mechanism on implementation of FRBM Act.

The State Government has achieved Revenue Surplus since 2005-06 and there has been a upward trend from 2009-10 to 2014-15, but it declined sharply in 2013-14 to ₹33,29 crore. There has been a Fiscal Deficit of ₹54,79 crore during the year as compared to Fiscal Deficit of ₹46,34 crore during the previous year.

1.6.1. Trend of Revenue Surplus.



1.6.2. Trend of Fiscal Deficit.



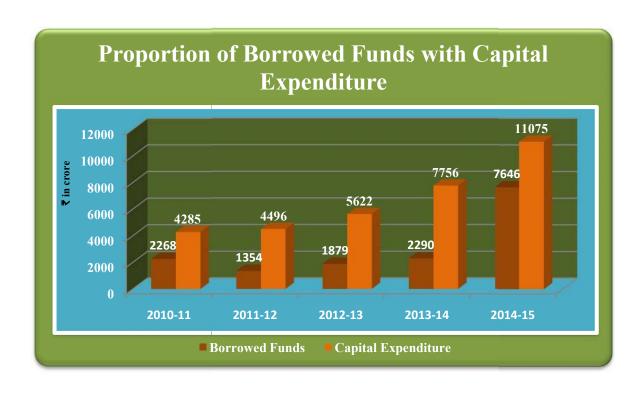
1.6.3. Proportion of Borrowed Funds spent on Capital expenditure.

It is desirable to fully utilise Borrowed Funds for the Creation of Capital Assets, and to use Revenue Receipts for the repayment of Principal and Interest. As the State Government have achieved Revenue Surplus with effect from 2005-06 which is continuing till 2014-15, it is apparent that the Borrowed Funds have been utilised for Creation of Capital Assets during the above period. The statement is furnished below: -

(₹ in crore)

	Borrowed Funds	Capital Expenditure
2010-11	22,68	42,85
2011-12	13,54	44,96
2012-13	18,79	56,22
2013-14	22,90*	77,56
2014-15	76,46	1,10,75

^{*}The figure was wrongly shown as ₹ 20,90 crore instead of ₹ 22,90 crore during 2013-14.



Chapter II

RECEIPTS

2.1. Introduction

Receipts of the Government are classified as Revenue Receipts and Capital Receipts. Total Receipts of Government of Odisha for 2014-15 were ₹6,25,69 crore.

2.2. Revenue Receipts

Tax Revenue Comprises Taxes collected and retained by the State and State's of Union Taxes under Article 280(3) of the Constitution.					
Non- Tax Revenue	Includes Interest Receipts, Dividends, Profits etc.				
	Essentially, a form of Central Assistance to the State Government from				
	the Union Government. Includes 'External Grant Assistance' and 'Aid				
Grants-in-Aid	Materials & Equipments received from Foreign Governments and				
	channelised through the Union Government. In turn, the State				
	Governments give Grants-in-Aid to institutions like Panchayati Raj				
	Institutions, Autonomous Bodies etc.				

Revenue Receipt 23 (Percentage) A. Tax Revenue B. Non-Tax Revenue C. Grants-in-Aid & Contributions

Components of Revenue Receipts

Components	Actuals (₹ in crore)	Per cent to Total Revenue
A. Tax Revenue	3,60,10	63
Taxes on Income & Expenditure	98,55	17
Taxes on Property & Capital Transactions	14,61	3
Taxes on Commodities & Services	2,46,94	43
B. Non-Tax Revenue	80,71	14
Interest Receipts, Dividends and Profits	14,07	2
General Services	3,13	1
Social Services	1,57	-
Economic Services	61,94	11
C. Grants-in-Aid & Contributions	1,29,17	23
Total - Revenue Receipts	5,69,98	100

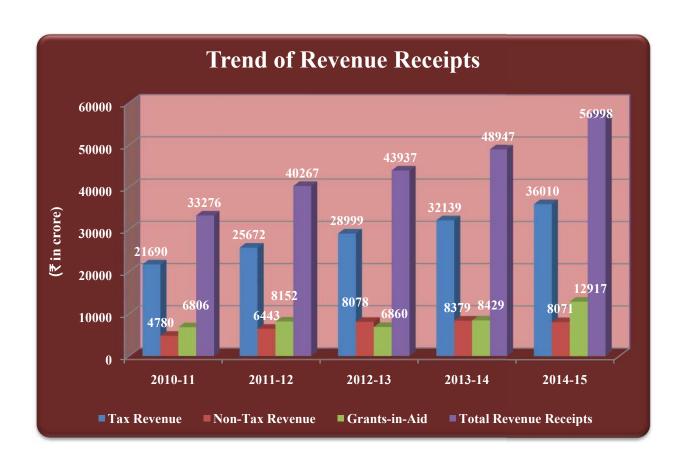
2.3. Trend of Receipts

(₹ in crore)

					(in crore)
	2010-11	2011-12	2012-13	2013-14	2014-15
Tax Revenues	2,16,90	2,56,72	2,89,99	3,21,39	3,60,10
Non-Tax Revenues	47,80	64,43	80,78	83,79	80,71
Grants-in-Aid	68,06	81,52	68,60	84,29	1,29,17
Total: Revenue	3,32,76	4,02,67	4,39,37	4,89,47	5,69,98
Receipts					
GSDP	19,75,30 (R.E)	22,05,89 (R.E)	25,12,20 (R.E)	27,29,80 (R.E)	31,08,10 (A.E)

A.E – Advance Estimate

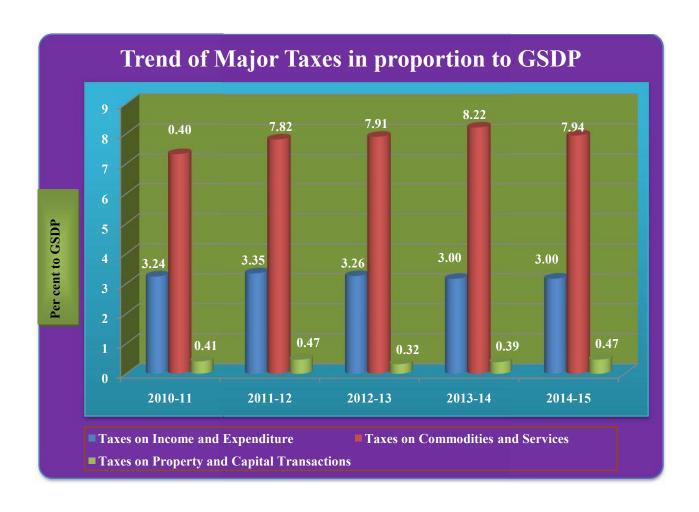
R.E – Revised Estimate



The GSDP increased by 14 per cent between 2013-14 and 2014-15 and growth in Revenue collection was 16 per cent. While Tax Revenues increased by 12 per cent, Non-Tax Revenues decreased by 4 per cent. Major contributor to Revenue was ₹1,18.17 crore (3.80 per cent of GSDP) under Taxes on Sales, Trades etc and ₹56,50 crore (1.82 per cent of GSDP) in respect of Corporation Tax.

Sector-wise Tax Revenue

				(₹	₹ in crore)
	2010-11	2011-12	2012-13	2013-14	2014-15
i) Taxes on Income and Expenditure	64,04	73,86	81,55	86,54	98,55
ii) Taxes on Property and Capital Transactions	8,15	10,38	9,74	10,51	14,61
iii) Taxes on Commodities and Services	1,44,71	1,72,48	1,98,70	2,24,34	2,46,94
Total: Tax Revenues	2,16,90	2,56,72	2,89,99	3,21,39	3,60,10



2.4. Performance of State's Own Tax Revenue collection

1 7	T		64.4.1.0	D (
Year	Tax	State Share of	State's Own	Percentage to
	Revenue	Union Taxes	Tax	GSDP
	1te v cirae	Chion Tuxes		3321
			Revenue	
2010-11	2,16,90	1,04,97	1,11,92	5.67
2010-11	2,10,90	1,04,97	1,11,92	3.07
2011-12	2,56,72	1,22,29	1,34,43	6.09
2011-12	2,30,72	1,22,27	1,57,75	0.07
2012-13	2,89,99	1,39,65	1,50,34	5.81
2012-13	2,00,00	1,57,05	1,50,54	3.01
2013-14	3,21,39	1,52,47	1,68,92	6.19
2010 11	5,21,57	1,52,17	1,00,72	0.17
2014-15	3,60,10	1,61,81	1,98,29	6.38
	2,00,10	1,01,01	1,50,25	3.2

2.5. Efficiency of Tax Collection

A. Taxes on Properties and Capital Transactions

(₹ in crore)

				•	(CIII CI OI C)
	2010-11	2011-12	2012-13	2013-14	2014-15
Revenue Collection	8,15	10,38	9,74	10,51	14,61
Expenditure on Collection	3,23	2,96	3,26	4,34	4,37
Percentage Efficiency of Tax Collection	39.83	28.51	33.47	41.29	29.91

Tax collection on Property and Capital Transactions has been decreased by 39 per cent as compared to previous year. However, the efficiency on Tax collection is declined by 11 per cent.

B. Taxes on Commodities and Services

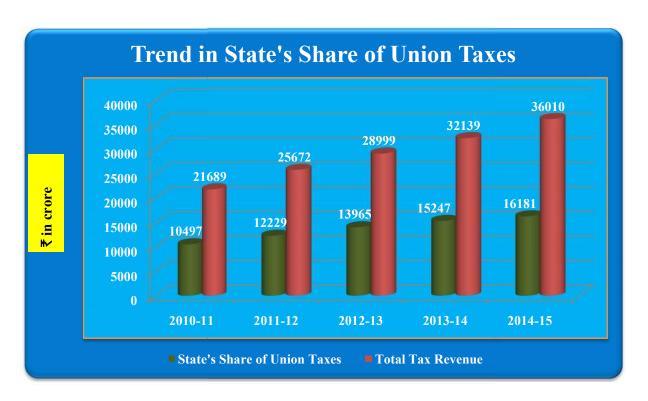
(₹ in crore)

	2010-11	2011-12	2012-13	2013-14	2014-15
Revenue Collection	1,44,70	1,72,48	1,98,70	2,24,34	2,46,94
Expenditure on Collection	1,46	1,39	1,49	1,61	1,84
Percentage Efficiency of Tax Collection	1.01	0.80	0.75	0.72	0.75

Taxes on Commodities and Services form a major chunk of Tax Revenue. Tax collection efficiency has increased marginally as compared to the previous year (2013-14).

2.6 Trend in State's Share of Union Taxes over the last five years

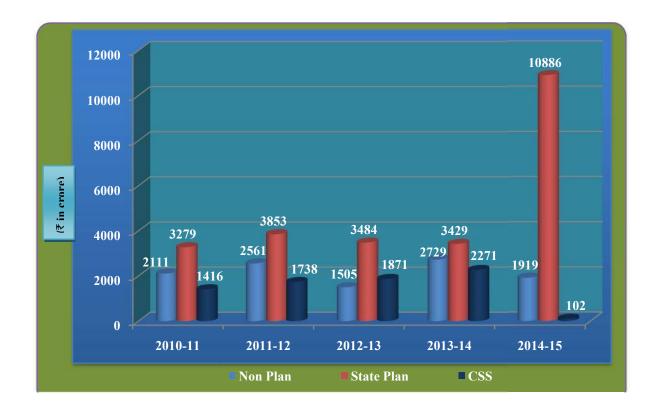
Major Head description	2010-11	2011-12	2012-13	2013-14	2014-15
Corporation Tax	41,03	48,13	50,16	51,28	56,50
Taxes on Income other than	21,68	24,45	30,03	33,76	40,35
Corporation Tax					
Taxes on Wealth	8	19	8	14	15
Customs	18,36	21,20	23,21	24,88	26,17
Union Excise Duties	13,35	13,72	15,77	17,57	14,78
Service Tax	10,47	14,60	20,40	24,84	23,86
Other Taxes and Duties on	-	-	-	-	
Commodities and Services					
Total: State's Share of	1,04,97	1,22,29	1,39,65	1,52,47	1,61,81
Union Taxes					
Total: Tax Revenue	2,16,89	2,56,72	2,89,99	3,21,39	3,60,10
Per cent of Union Taxes to	48	48	48	47	45
Total Tax Revenue					



2.7 Grants-in-Aid

Grants-in-Aid represent assistance from the Government of India, and comprise, Grants for State Plan Schemes and Centrally Sponsored Schemes (CSS) approved by the Planning Commission and State's Non-plan Grants recommended by the Finance Commission. Total Receipts during the year under Grants-in-Aid were ₹1,29,17 crore as shown below: -

Year	Non Plan	State Plan	CSS	Total
2010-11	21,11	32,79	14,16	68,06
2011-12	25,61	38,53	17,38	81,52
2012-13	15,05	34,84	18,71	68,60
2013-14	27,29	34,29	22,71	84,29
2014-15	19,29	1,08,86	1,02	1,29,17



The share of Non-Plan Grants in total Grants-in-Aid is 14.93 per cent of the total Grants-in-Aid of 2014-15 as compared to 32.38 per cent in the previous year. As against the Budget Estimate (B.E) of ₹2,09,71 crore, Central Share in Centrally Sponsored Schemes, the State Government has received ₹1,29,17 crore of Grants-in-Aid (62 per cent of B.E).

2.8. Public Debt

The outstanding Public Debt at the end of the 31 March 2015 was ₹2,68,49 crore comprising Internal Debt of ₹1,97,28 crore and Loans and Advances from Central Government ₹71,21 crore.

Trend of Public Debt over last 5 years

/	•	`
(<	ın	crore)

Description	2010-11	2011-12	2012-13	2013-14	2014-15
Internal Debt	1,79,99	1,73,39	1,61,08	1,60,73	1,97,28
Central Loans	75,93	72,79	72,09	72,41	71,21
Total: Public Debt	2,55,92	2,46,18	2,33,17	2,33,14	2,68,49



Net effect of Public Debt for last 5 years

(₹ in crore)

Description	2010-11	2011-12	2012-13	2013-14	2014-15
Internal Debt	8,20	(-) 6,60	(-) 12,30	(-) 36	36,55
Central Loans	(-) 6,36	(-) 3,14	(-) 70	33	(-) 1,21
Total: Public Debt	1,84	(-) 9,74	(-) 13,00	(-) 3	35,34

Note: Negative figures indicate that repayment is in excess of receipts.



Chapter III

EXPENDITURE

3.1. Introduction

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

General Services	Includes Justice, Police, Jail, Public Works Divisions, Pension etc.							
Social Services	Includes Education, Health & Family Welfare, Water Supply,							
	Welfare of Scheduled Castes and Scheduled Tribes etc.							
Economic Services	Includes Agriculture, Rural Development, Irrigation, Co-operation,							
	Energy, Industries, Transport etc.							

3.2. Revenue Expenditure

Revenue Expenditure of ₹5,11,36 crore fell short of Budget Estimates by ₹1,17,46 crore due to less disbursement of ₹52,40 crore under Non-plan Expenditure and ₹65,06 crore under Plan Expenditure.

The shortfall of Expenditure against Budget Estimates under Revenue Section during the last five years is given below:

	2010-11	2011-12	2012-13	2013-14	2014-15
Budget Estimates (B.E)	3,24,82	3,63,23	4,14,32	4,93,94	6,28,82
Actuals	2,93,68	3,46,60	3,82,38	4,56,18	5,11,36
Gap	31,14	16,63	31,94	37,76	1,17,46
Per cent of gap	10	5	8	8	19
over B.E					

3.2.1 Sectoral distribution of Revenue Expenditure

(₹ in crore)

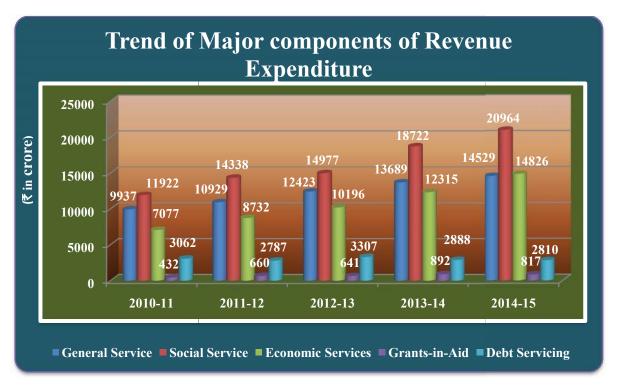
Components	Amount	Percentage
A. Fiscal Services	6,25	1
(i) Collection of Taxes on Property and Capital Transactions	4,37	1
(ii) Collection of Taxes on Commodities and Services	1,84	0
(iii) Other Fiscal Services	4	0
B. Organs of State	4,12	1
C. Interest Payments and Servicing of Debt	28,10	5
D. Administrative Services	39,45	7
E. Pensions and Miscellaneous General Services	67,37	13
F. Social Services	2,09,64	41
G. Economic Services	1,48,25	29
H. Grants-in-Aid and Contributions	8,17	2
Total: Expenditure (Revenue Account)	5,11,36	100

3.2.2 Major components of Revenue Expenditure (2010 – 2015)

Major components of Revenue Expenditure (2010 to 2015)

Year	General Services *	Social Services	Economic Services	Grants- in-Aid	Total Revenue Expenditure	Debt Servicing
2010-11	99,37	1,19,22	70,77	4,32	2,93,68	30,62
2011-12	1,09,29	1,43,38	87,32	6,61	3,46,60	27,86
2012-13	1,24,23	1,49,77	1,01,96	6,41	3,82,37	33,07
2013-14	1,36,89	1,87,22	1,23,15	8,92	4,56,18	28,88
2014-15	1,45,29	2,09,64	1,48,26	8,17	5,11,36	28,10

^{*} General Services includes Major Heads of Account 2048 (Appropriation for Reduction or Avoidance of Debt) and 2049 (Interest Payments).



3.3. Capital Expenditure

Capital Disbursements at 3.68 per cent of GSDP were less than Budget Estimate by ₹27,69 crore (less disbursement of ₹27,29 crore under Plan and less disbursement of ₹40 crore under Non-plan).

3.3.1. Sectoral distribution of Capital Expenditure

During 2014-15, the Government spent ₹25,21 crore on various Irrigation Projects (₹9,66 crore on Major Irrigation, ₹5,65 crore on Medium Irrigation and ₹9,90 crore on Minor Irrigation) and ₹7 crore on Ports and Light Houses. Apart from above, the Government invested ₹1,96.01 crore in various Corporations /Companies/Societies.

SL No	Sector	Amount	Percentage
1.	General Services-Police, Public Works etc.	3,90	3
2.	Social Services-Education, Health & Family Welfare, Water Supply, Welfare of Scheduled Castes/Scheduled Tribes etc. & Others.	22,88	20
3.	Economic Services- Agriculture, Rural Development, Irrigation and Flood Control, Energy, Industries, Transport etc.	83,97	74
4.	Loans and Advances disbursed	3,58	3
	Total	1,14,33	100

3.3.2 Sectoral distribution of Capital Expenditure over the last five years

Sl. No.	Sector	2010-11	2011-12	2012-13	2013-14	2014-15
1.	General Services	2,34	2,58	3,51	4,70	3,90
2.	Social Services	7,85	6,57	12,05	17,25	22,88
3.	Economic Services	32,66	35,81	40,66	55,61	83,97
4.	Loans and Advances	3,15	6,21	2,16	4,64	3,58
	Total	46,00	51,17	58,38	82,20	1,14,33

Trend of different Sectors of Capital Expenditure

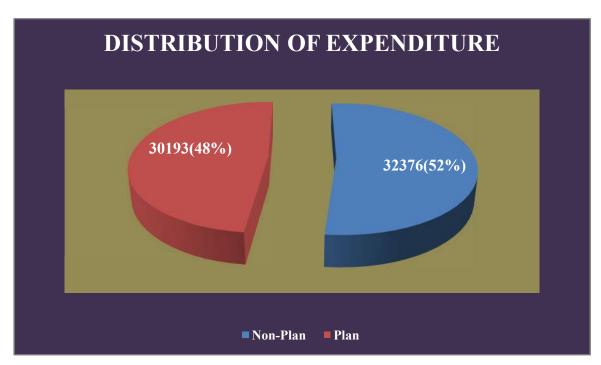


Chapter IV

PLAN & NON-PLAN EXPENDITURE

4.1. Distribution of Expenditure

The Total Expenditure during the year was ₹6,25,69 crore representing Plan Expenditure of ₹3,01,93 crore and Non-Plan Expenditure of ₹3,23,76 crore.

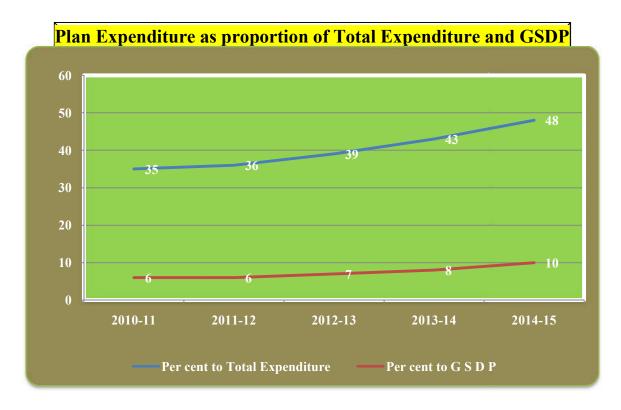


4.2. Plan Expenditure

During the year, Plan Expenditure, representing 48 per cent of Total Disbursements, was ₹3,01,93 crore (₹2,95,66 crore under State Plan, ₹3,68 crore under Centrally Sponsored Schemes and ₹2,59 crore under Loans and Advances).

Plan Expenditure as proportion of Total Expenditure and GSDP

Year	2010-11	2011-12	2012-13	2013-14	2014-15
Plan Expenditure	11755	1,41,57	1,73,37	2,29,71	3,01,93
(₹ in crore)					
Percentage to Total	35	36	39	43	48
Expenditure					
Percentage to GSDP	6	6	7	8	10



4.2.1. Plan Expenditure under Capital Account

(₹ in crore)

Sector	2010-11	2011-12	2012-13	2013-14	2014-15
Total Capital Expenditure	46,00	51,17	58,38	82,20	1,14,33
Capital Expenditure (Plan)	43,62	44,37	57,44	79,63	1,13,16
Per cent of Capital Expenditure (plan) to Total Capital Expenditure	95	87	98	97	99

4.3. Non-Plan Expenditure

Non-Plan Expenditure during the year, representing 52 per cent of Total Disbursements, was ₹3,23,76 crore, (₹3,22,59 crore under Revenue and ₹1,17 crore under Capital).

Year	2010-11	2011-12	2012-13	2013-14	2014-15
Non-Plan Expenditure (₹ in crore)	2,22,13	2,56,20	2,67,39	3,08,67	3,23,76
Percentage to Total Expenditure	65	64	61	57	52
Percentage to GSDP	12	11	10	11	10





4.4. Committed Expenditure

Trend of Committed Expenditure

(₹ in crore)

Component	2010-11	2011-12	2012-13	2013-14	2014-15
Committed Expenditure	1,60,42	1,63,95	1,83,01	1,95,36	2,16,61
Revenue Expenditure	2,93,68	3,46,60	3,82,38	4,56,18	5,11,36
Revenue Receipts	3,32,76	4,02,67	4,39,37	4,89,47	5,69,98
Per cent of Committed Expenditure to Revenue Receipts	48	41	42	40	38
Per cent of Committed Expenditure to Revenue Expenditure	55	47	48	43	42



The upward trend on Committed Expenditure leaves the Government with lesser flexibility for developmental spending.



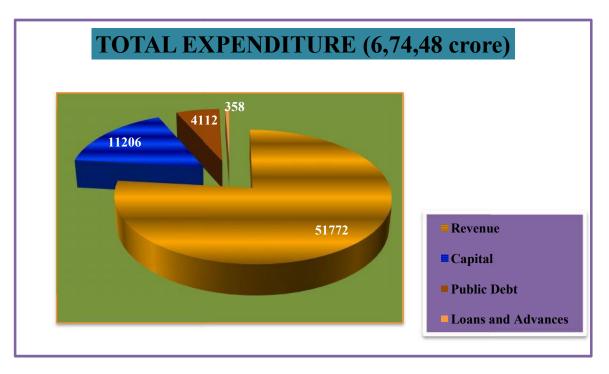
Chapter V

APPROPRIATION ACCOUNTS

The Appropriation Accounts of the Government of Odisha for the year 2014-15 present the accounts of sums expended in the year ended 31 March 2015 compared with the sums specified in the Schedules appended to the Appropriation Acts passed under Articles 204 and 205 of the Constitution of India.

5.1. Summary of Appropriation Accounts for 2014-15

Sl. No	Nature of Expenditure	Original Grants	Supplementary Grants	Re- appropriation	Total	Actual Expenditure	Savings (-) Excess (+)
1.	Revenue						
	Voted	5,89,93	25,12		6,15,05	4,88,91	(-)1,26,14
	Charged	53,25	3	-	53,28	28,81	(-)24,47
	Total	6,43,18	25,15		6,68,33	5,17,72	(-)1,50,61
2.	Capital						
	Voted	1,37,88	5,02		1,42,90	1,11,97	(-)30,93
	Charged	13	10	-	23	9	(-)14
	Total	1,38,01	5,12		1,43,13	1,12,06	(-)31,07
3.	Public Debt	30,56	14,75	-	45,31	41,12	(-)4,19
4.	Loans and						
	Advances	5,46	-	-	5,46	3,58	(-)1,88
	Voted						
	Total	8,17,21	45,02	-	8,62,23	6,74,48	(-)1,87,75



5.2. Trend of Savings during the past five years

(₹ in crore)

Year	Revenue	Capital	Public Debt	Loans & Advances	Total
2010-11	(-)55,58	(-)11,91	3,73	(-)46	(-)64,22
2011-12	(-)56,67	(-)14,96	61	(-)1,57	(-)72,59
2012-13	(-)73,96	(-)17,70	(-) 24	(-)1,46	(-)93,36
2013-14	(-)1,11,45	(-)10,65	(-)5,26	(-)21	(-)1,27,56
2014-15	(-)1,50,61	(-)31,07	(-)4,19	(-)1,88	(-)1,87,75

5.3. Significant Savings

Substantial Savings under a Grant indicates either non-implementation or slow implementation of certain Schemes/Programmes.

Some Grants with persistent and significant Savings are given below:

201110 01	ants with persistent and significan		are green c		(in p	er cent)
Grant	Nomenclature	2010-11	2011-12	2012-13	2013-14	2014-15
	REVENUE (Voted)					
3	Revenue and Disaster	38	17	55	43	36
	Management Department					
5	Finance Department	26	18	22	29	23
8	Odisha Legislative Assembly	36	46	45	40	45
12	Health and Family Welfare	22	12	11	14	19
	Department					
17	Panchayatiraj					30
19	Industries Department	30	34	4	53	6
20	Water Resources Department	15	17	13	8	19
22	Forest & Environment	10	11	17	22	13
• 0	Department					2.2
28	Rural Development	10	1.5	0.1	1.2	32
33	Fisheries and Animal	19	15	21	13	16
	Resources Development					
36	Department Women and Child	15	8	7	6	24
30	Development Department	13	0		U	<i>2</i> 4
CAPIT	AL (Voted)					
1	Home Department	10	15	18	1	20
	*		13			
5	Finance Department	45		20	11	24
6	Commerce Department	8		8	36	27
7	Works Department	16	20	9	4	-
	Purmon					

	Nomenclature	2010-11	2011-12	2012-13	2013-14	2014-15
CAPII	AL (Voted)					
8	Odisha Legislative Assembly					78
10	School & Mass Education Department	100	81	7	59	74
13	Housing and Urban Development Department	6	30	15	7	37
16	Planning & Co-ordination Department	1.47	39	84	19	30
20	Water Resources Department	22	21	11	19	16
28	Rural Development Department	7	19	10		27
30	Energy Department		21	25	7	42
33	Fisheries and Animal Resources Development Department	90	66	80	25	12
34	Co-operation Department	95	86	68	2	82
37	Information Technology					100

During 2014-15, Supplementary Grants totaling to ₹45,02 crore (7 per cent of total Expenditure) proved unnecessary as in many cases, there were significant savings at the end of the year even against original allocations. A few instances are given below.

(₹ in crore)

Grant	Department	Section	Original	Supplementary	Actual Expenditure
1	Home Department	Capital	3,81	14	3,15
2	General Administration	Revenue	1,47	7	1,36
3	Revenue and Disaster Management	Revenue	33,65	81	21,99
4	Law Department	Revenue	2,54	0.05	2,30
5	Finance Department	Revenue	87,10	3,00	69,57
6	Commerce Department	Revenue	60	0.44	56
7	Works	Revenue	16,60	11	15,86
8	Odisha Legislative Assembly	Revenue	49	2	28
10	School and Mass Education Department	Revenue	92,41	31	78,57
11	Scheduled Tribes &	Revenue	18,55	27	15,09
	Scheduled Castes Development and Minorities & Backward Classes Welfare Department	Capital	6,01	2	4,36
12	Health and Family	Revenue	33,92	37	27,78
	Welfare Department	Capital	5,30	5	4,44

Grant	Department	Section	Original	Supplementary	Actual Expenditure
13	Housing and Urban	Revenue	21,69	1,11	17,79
	Development Department	Capital	8,67	20	5,61
16	Planning Co-ordination Department	Revenue	11,54	22	9,06
17	Panchayatiraj Department	Revenue	68,09	52	47,96
20	Water Resources	Revenue	17,05	74	14,45
	Department	Capital	33,93	12	28,47
21	Transport Department	Revenue	67	2	56
		Capital	1,85	0.16	1,74
22	Forest and Environment Department	Revenue	7,15	23	6,44
23	Agriculture Department	Revenue	25,99	2,74	25,24
25	Information and Public Relations Department	Revenue	57	0.10	49
26	Excise Department	Revenue	60	0.22	52
27	Science and Technology Department	Revenue	64	0.08	62
28	Rural Development Department	Revenue	16,95	6,86	16,25
31	Handlooms, Textiles & Handicrafts Department	Revenue	1,46	0.64	1,19
32	Tourism and Culture Department	Capital	1,37	0.50	1,15
33	Fisheries and Animal	Revenue	4,39	37	3,99
	Resources Development Department	Capital	86	5	80
34	Co-operation Department	Revenue	8,27	3	6,02
		Capital	2,81	65	61
36	Women and Child Development Department	Revenue	45,22	0.12	34,15
37	Information Technology Department	Revenue	1,38	0.26	95
39	Employment and Technical Education and Training Department	Revenue	2,17	7	1,99
40	Micro, Small & Medium Enterprises Department	Revenue	95	0.77	89

Chapter VI

ASSETS AND LIABILITIES

6.1. Assets

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

Total Investments as Share Capital in Statutory Corporations, Govt. Companies, Joint Stock Companies and Co-operative Societies stood at ₹35,05 crore at the end of 2014-15. However, Dividends received during the year were ₹10,76 crore (i.e. 30.70 per cent on Investment). During 2014-15, Investments increased by ₹1,96.10 crore, while Dividend income increased by ₹6,24 crore.

Cash Balance with RBI stood at ₹27crore on 31 March 2014 and increased to ₹5,79 crore at the end of March 2015.

6.2. Debt and Liabilities

Article 293 of the Constitution of India empowers the State Government to borrow on the security of the Consolidated Fund of the State within such limit, if any, as may be from time to time fixed by the State Legislature. The Odisha Legislative Assembly has passed "The Odisha Fiscal Responsibility and Budget Management Act, 2005" (Odisha Act 6 of 2005) and "The Odisha Fiscal Responsibility and Budget Management Act (Amendment), 2006" (Odisha Act 6 of 2006).

The Act provides for the responsibility of the State Government to ensure prudence in Fiscal Management and Fiscal Stability by progressive elimination of Revenue Deficit and Sustainable Debt Management consistent with Fiscal Stability.

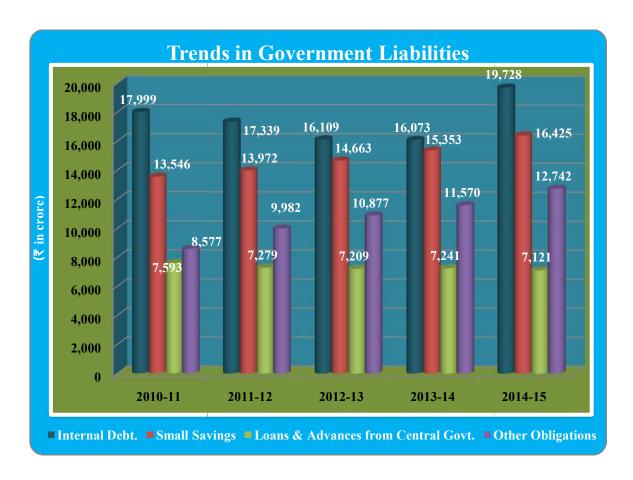
Details of Public Debt and Total Liabilities for last five years:

Year	Public Debt (₹in crore)	Per cent to GSDP	Public Account (*) (₹in crore)	Per cent to GSDP	Total Liabilities (₹ in crore)	Per cent to GSDP
2010-11	2,55,92	13	2,14,13	11	4,70,05	24
2011-12	2,46,18		2,39,54		4,85,72	22
2012-13	2,33,17	9	2,55,40	10	4,88,57	19
2013-14	2,33,14	8	2,69,23	10	5,02,37	18
2014-15	2,68,49	9	2,91,68	9	5,60,17	18

(*) Excludes Suspense and Remittance balances.

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

There is a net increase of ₹58,00 crore (11.55 per cent) in Public Debt and Other Liabilities as compared to 2013-14.



6.3 Guarantees

The position of Guarantees by the State Government for the payment of Loans and Capital and payment of Interest thereon raised by Statutory Corporations, Government Companies, Corporations, Co-operative Societies etc., is given below.

(₹ in crore)

At the end of	Maximum Amount	Amount outstanding as on 31 March	
the year	Guaranteed (Principal only)	2015	
		Principal	Interest*
2010-11	97,89	20,66	-
2011-12	1,05,79	25,10	-
2012-13	1,05,79	22,51	-
2013-14	1,06,25	17,05	-
2014-15	1,08,86	16,72	-

^{*} As per Finance Department, Government of Odisha Resolution No. 46546 dated. 14.11.2006 the Government Guarantees shall be confined to Principal amount borrowed by the Public Sector Undertakings/Urban Local Bodies/Co-operative Institutions/Companies etc. The Government Guarantee as on 1st day of April every year shall not exceed 100 per cent of the State Revenue Receipts of the 2nd preceeding year. The Guarantee extended by the State Government is within the prescribed limit.

Chapter VII

OTHER ITEMS

7.1 Loans and Advances by the State Government

Total Loans and Advances given by the State Government at the end of 2014-15 was ₹44,49 crore which includes ₹40,80 crore to Government Corporations, Companies, Non-Government Institutions and Local Bodies.

7.2 Financial Assistance to Local Bodies and Others

During the past five years, Grants-in-Aid to Local Bodies etc., increased from ₹48,33 crore in 2009-10 to ₹1,36,86 crore in 2014-15. Grants to Zilla Parishads, Panchayat Samities and Municipalities (₹23.54 crore) represented 17 per cent of total Grants given during the year.

7.3 Cash Balance and Investment of Cash Balance

The Cash Balance increased from ₹27crore at the beginning of the year 2014-15 to ₹5,79 crore at its end. Investment held in Cash Balance Investment Account as on 31 March 2015 were ₹38,71 crore. During 2014-15, Interest Receipt on Cash Balance Investment increased by 8 per cent in comparison to previous year. The details are furnished below:-

(₹ in crore)

Component	As on 1 April	As on 31 March	Net increase (+) / decrease (-)
	2014	2015	ucci case (-)
1. Cash Balances	27	5,79	5,52
2. Investments from Cash Balance (GOI	39,27	38,71	(-)56
Treasury Bills)			
3. Other Cash Balances	55,45	55,44	(-)0.01
i) Cash with Departmental Officers and	22	21	(-)1
Permanent Advance			
ii) Investment from Earmarked Fund	55,23	55,23	-
Balances			
(a) Sinking Fund	50,43	50,43	-
(b) Guarantee Redemption Fund	4.80	4,80	-
TOTAL (1+2+3)	94,99	99,94	4,95
Interest realised on Cash Balance	6,24	3,11	3,13
Investment Account			

7.4 Reconciliation of Accounts

Accuracy and reliability of accounts depend, among other things, on timely reconciliation of the Departmental figures with the figures appearing in the accounts maintained by Principal Accountant General (A&E).

Before Annual Accounts are finalised, the Heads of the Departments reconcile the Departmental Accounts figures with those booked in Accounts compiled by the Accountant General. The reconciliation of Accounts figures is to be done monthly. In the year 2014-15, 153 out of 167 Controlling Officers have taken up verification work fully in respect of Expenditure and 07 out of 67 in respect of Receipts.

Particulars	Total no. of CCOs	Fully reconciled	Partially reconciled	Not reconciled
Expenditure	167	153	-	14
Receipts	67	07	-	60

7.5 Submission of Accounts by Treasuries

The due dates for the receipt of the second list of vouchers in the Office of the Accountant General (A&E) along with the Cash Account are 5th to 8th (except for the month of March, the date fixed at 15th) of the following month. Any delay in receipt of the vouchers from Treasuries causes delay in compilation of the Monthly Accounts and their exclusion results in portrayal of distorted picture of State Civil Accounts. Such delay in rendition of Accounts leads to delay in preparation and transmission of Monthly and Annual Accounts to State Government and submission of Finance Accounts and Appropriation Accounts to the State Legislature. A review of the position of submission of Monthly Accounts by the Treasuries during the year 2014-15 revealed that there has been a delay ranging from 1 to 12 days in respect of 1 to 31 Treasuries.

7.6 Abstract Contingent (AC) Bills and Detailed Contingent (DC) Bills

When money is required in advance or the Drawing and Disbursing Officers (DDOs) are not able to calculate the exact amounts required, they are permitted to draw money without supporting documents through AC bills. Such AC bills are required to be settled, within a maximum of 30 days, through submission of DC bills. To the end of 31 March 2015, 6582 DC bills amounting to ₹63.81 crore was outstanding which indicates that these instructions have not been followed.

7.7 Commitment on Account of Incomplete Works

A Total Expenditure of ₹18,26 crore was incurred up to the year 2014-15 by the State Government on various Incomplete Projects which have been taken up by the Works Department, Water Resources Department, Housing & Urban Development Department and Rural Development Department.

7.8 Rush of Expenditure

The State Government has introduced Cash Management System, according to which, expenditure during the month of March should not exceed 15 per cent of the Budget, and expenditure during the last quarter of the financial year should be within 40 per cent of the Budget. As on 31 March 2015, only 18 Departments have implemented the Cash Management System. Even in respect of these 18 departments, 9 departments exceeded the limits stipulated for March and 3 departments exceeded the limits stipulated for the last quarter as furnished below: -

Department-wise Statement of Expenditure covered under CMS during 2014-15 (₹ in crore)

		(vin crore)							
SI. No	Grant No.	Name of the Department	Budget Provision	Expenditure during March 20 15	Expenditure during Last Quarter 2015	Percentage of Expenditure during March 2015	Percentage of Expenditure during last quarter		
1.	07	Works	38,87.02	7,14.01	16,51.93	18.37	42.50		
2.	10	School and Mass Education	93,52.12	7,85.70	23,14.75	8.40	24.75		
3.	11	ST & SC Development, Minorities & Backward Classes Welfare	24,56.30	3,84.23	8,16.53	15.64	33.24		
4.	12	Health and Family Welfare	39,22.74	6,29.28	11,63.68	16.04	29.66		
5.	13	Housing and Urban Development	30,38.65	8,07.03	13,08.78	26.56	43.07		
6.	17	Panchayati Raj	68,34.22	3,98.71	5,19.80	5.83	7.61		
7.	19	Industries	18.86	8.89	21.49	47.11	1,13.93		
8.	20	Water Resources	51,11.77	10,09.41	17,18.49	19.75	33.62		
9.	22	Forest and Environment	7,18.21	89.46	2,21.00	12.46	30.77		

SI. No	Grant No.	Name of the Department	Budget Provision	Expenditure during March 20 15	Expenditure during Last Quarter 2015	Percentage of Expenditure during March 2015	Percentage of Expenditure during last quarter
10.	23	Agriculture	27,34.99	3,09.12	9,10.82	11.30	33.30
11.	28	Rural Development	46,79.44	10,85.01	16,86.89	23.19	36.05
12.	30	Energy	12,83.18	1,39.27	3,47.61	10.85	27.09
13.	31	Handlooms, Textiles & Handicrafts	1,46.78	33.03	54.89	22.51	37.40
14.	33	Fisheries and Animal Resources Development	5,25.09	91.66	1,53.82	17.46	29.29
15.	36	Women and Child Development	46,66.66	6,01.54	12,83.72	12.89	27.51
16.	38	Higher Education	22,02.91	3,05.19	5,95.25	13.85	27.02
17.	39	Employment and Technical Education and Training	5,13.97	50.84	1,92.33	9.89	37.42
18.	40	Micro, Small and Medium Enterprises	96.84	11.63	36.29	12.01	37.47

N.B.:- The expenditure is based on B.E. + R.E.



