

Table of Contents

<i>Contents</i>	<i>Paragraph</i>	<i>Reference Page No.</i>
Preface		vii
Executive Summary		xi
CHAPTER I: Overview of Finances of the State		
Profile of the State	1.1	1
Demography of the State	1.1.1	1
Economy of the State	1.1.2	1
Gross State Domestic Product and Per capita Income	1.1.2.1	1
Sectoral contribution to GSDP	1.1.2.2	3
Trend Analysis of Key Fiscal Indicators (2015-16 to 2024-25)	1.1.2.3	4
Snapshot of Finances	1.1.3	5
Sources and Application of Funds	1.1.4	6
Snapshot of Assets and liabilities of the Government	1.1.5	6
Consolidated Fund of the State	1.2	7
Revenue Receipts	1.2.1	7
Capital Receipts	1.2.2	20
Finance Commission Projections and Actuals	1.2.3	21
Expenditure	1.2.4	22
Revenue Expenditure	1.2.4.1	25
Capital Expenditure	1.2.4.2	30
Contingency Fund	1.3	37
Public Account	1.4	37
Net Public Account Balances	1.4.1	37
Reserve Funds	1.4.2	38
Cash Balances	1.4.3	39
Fiscal Sustainability	1.5	41
Public Liability Management	1.5.1	42
Liability profile: Components	1.5.1.1	42
Utilisation of borrowed funds	1.5.1.2	44
Debt profile: Maturity and Repayment	1.5.1.3	45
Financing pattern of fiscal deficit	1.5.1.4	46
Post Audit Deficit Indicators	1.5.2	46
Fiscal Balance: Achievement of deficit and total debt targets	1.5.3	47
Debt Sustainability Analysis	1.5.4	49
Status of Guarantees- Contingent Liabilities	1.5.5	51

Table of Contents

<i>Contents</i>	<i>Paragraph</i>	<i>Reference Page No.</i>
Pathways to Fiscal Stability	1.5.6	51
Improving revenues of the State	1.5.6.1	52
Issues on expenditure side	1.5.6.2	54
Inter-State Comparison of Key Fiscal Indicators	1.6	56
Conclusions	1.7	59
Good Practices	1.8	59
Recommendations	1.9	59
CHAPTER II: Budgetary Management		
Budget Process	2.1	61
Budget projection and gap between expectation and actual	2.2	61
Component/Services wise analysis of budgetary provisions and expenditure	2.2.1	63
Missing/ Incomplete Explanation for Variation from Budget	2.2.2	64
Budget marksmanship	2.3	65
Appropriation Account	2.4	66
Budgetary and accounting process	2.5	66
Expenditure incurred without authority of law	2.5.1	66
Excess expenditure and its regularisation	2.5.2	67
Persistent Excess Expenditure in certain Grants	2.5.2.1	68
Supplementary Grants rendered non-essential	2.5.3	68
Injudicious re-appropriation of funds	2.5.4	70
Unspent amount and surrendered appropriation and/or Large Savings/Surrenders	2.5.5	71
Misclassification between Revenue Expenditure and Capital Expenditure	2.5.6	73
Major policy pronouncements in budget and their actual funding for ensuring implementation	2.5.7	75
Non-adherence to the Quarterly Expenditure Limit	2.5.8	75
Single Nodal Agency	2.6	79
Single Nodal Agency- SPARSH	2.6.1	79
Observation on Implementation of SNA-SPARSH relating to Grant Audit	2.6.1.1	80
Implementation of CSS Schemes	2.6.2	81
Other issues noticed in Detailed Review of selected grants	2.7	86
Grant No. 38 – Tribal Affairs (Plain)	2.7.1	86
Budget and Expenditure	2.7.1.1	86
Persistent Savings	2.7.1.2	87
Savings of entire Budget Provision	2.7.1.3	88
Indiscriminate use of Minor Head 800	2.7.1.4	89

<i>Contents</i>	<i>Paragraph</i>	<i>Reference Page No.</i>
Misclassification of Head of Account	2.7.1.5	89
Pending Annual Accounts of Autonomous Councils and District Councils	2.7.1.6	89
Submission of inflated Utilisation Certificates (UCs)	2.7.1.7	90
Grant No. 51 – Soil & Water Conservation	2.7.2	91
Budget and Expenditure	2.7.2.1	91
Persistent Savings	2.7.2.2	91
Contingency Fund	2.8	93
Advance from Contingency Fund	2.8.1	93
Conclusions	2.9	94
Good Practices	2.10	95
Recommendations	2.11	95
CHAPTER III: Financial Reporting Practices		
Off budget borrowings through State owned PSUs/ Authorities	3.1	97
AIFA Sinking Fund	3.1.1	98
Undischarged liabilities of the Government	3.2	99
Undischarged Interest liability	3.2.1	99
Short contribution in National Pension System	3.2.2	100
National Mineral Exploration Trust Fund	3.2.3	101
Pendency of refund cases	3.2.4	102
Fund outside Government Accounts	3.3	103
Maintenance of Electricity Regulatory Commission fund in Bank Accounts instead of Public Account	3.3.1	103
Delay in Submission of Utilisation Certificates (UCs)	3.4	103
Abstract Contingent Bills	3.5	105
Personal Deposit Accounts	3.6	107
Operation of Minor Head 800	3.7	107
Outstanding balance under major Suspense and DDR Heads	3.8	109
Reconciliation of Departmental figures	3.9	110
Reconciliation of Cash Balances	3.10	111
Compliance with Accounting Standards	3.11	112
Submission of Accounts of Autonomous Bodies/ Development Councils/ Government Bodies/ Authorities	3.12	113
Department Commercial Undertakings/ Corporations/ Companies	3.13	115
Reserve Funds bearing interest	3.14	117
State Disaster Response Fund (SDRF)	3.14.1	117
State Disaster Mitigation Fund (SDMF)	3.14.2	118
State Compensatory Afforestation Fund	3.14.3	119
Reserve Fund not bearing interest	3.15	120

Table of Contents

<i>Contents</i>	<i>Paragraph</i>	<i>Reference Page No.</i>
Central Road and Infrastructure Fund (CRIF)	3.15.1	120
Consolidated Sinking Fund	3.15.2	121
Guarantee Redemption Fund	3.15.3	121
Follow up action on State Finance Audit Report	3.16	122
Suo-moto Action Taken Notes	3.16.1	122
Discussion of SFAR and Appropriation by the PAC	3.16.2	122
Conclusion	3.17	123
Good Practices	3.18	124
Recommendations	3.19	124
Appendices		
Time Series data on the State Government Finances	1.1	127
Abstract of receipts and disbursements for the year 2024-25	1.2	130
Summarised financial position of the Government of Assam as on 31 March 2025	1.3	133
Status of SPSEs as per Finance Accounts and Audit Report on SPSEs	1.4	135
Inter-State Comparison of Key Fiscal Indicators	1.5	139
Expenditure (₹ two crore and above in each case) without Budget Provision or Re-appropriation	2.1	147
Cases where supplementary provision (more than ₹ two crore in each case) proved unnecessary	2.2	148
Cases where Supplementary Provision (more than ₹ two crore in each case) proved excessive	2.3	150
Unnecessary / Inadequate re-appropriation of funds (more than ₹ two crore) during FY 2024-25	2.4	152
Grants having large savings, after surrender (exceeding ₹ 500 crore), during FY 2024-25	2.5	156
Grants having persistent savings (exceeding ₹ 100 crore) during FY 2022-23 to FY 2024-25	2.6	157
Grant-wise percentage of utilisation of budget during FY 2024-25	2.7	158
Savings (more than ₹ 100 crore) not Surrendered	2.8	161
Surrender of funds after 15 February 2025	2.9	163
Misclassification (more than one crore) between Revenue Expenditure and Capital Expenditure for FY 2024-25	2.10 (PART A)	164
Vouchers involving expenditure of revenue nature being booked as capital expenditure for FY 2024-25	2.10 (PART B)	165
Policy initiatives with no expenditure	2.11	166

Sub-heads where entire expenditure (more than ₹ 50 crore) was incurred in March 2025	2.12	167
Contents	Paragraph	Reference Page No.
Quarter wise expenditure for Grants where more than 50 per cent of expenditure incurred in the last Quarter during 2024-25	2.13	168
Details of SNA account of selected Centrally Sponsored Schemes I. PMAY-R	2.14 (I)	170
Details of SNA account of selected Centrally Sponsored Schemes II. a. Anganwadi Services	2.14 (IIa)	171
Details of SNA account of selected Centrally Sponsored Schemes II. b. Poshan Abhiyan	2.14 (IIb)	172
Details of SNA account of selected Centrally Sponsored Schemes II. c. Scheme for Adolescent Girls	2.14 (IIc)	173
Details of SNA account of selected Centrally Sponsored Schemes II. d. National Creche Scheme	2.14 (IId)	174
Details of SNA account of selected Centrally Sponsored Schemes III. Integrated Development of Wildlife Habitat	2.14 (III)	175
Details of SNA account of selected Centrally Sponsored Schemes IV. Samagra Shiksha Axom	2.14 (IV)	176
Details of SNA account of selected Centrally Sponsored Schemes V. Flexible Pool for RCH & Health System Strengthening, National Health Program and National Urban Health Mission	2.14 (V)	177
Details of expenditure of revenue nature which were booked as capital expenditure	2.15	178
Details of schemes in which amount (₹ 100 crore or more) was withdrawn from the Contingency Fund	2.16	179
Details of contribution and investment under Defined Contributory Pension Scheme	3.1	181
Department-wise pending Utilisation Certificate for the year 2005-06 to 2023-24	3.2	182
Department-wise Outstanding DCC Bills for drawal of AC Bills up to 2024-25	3.3	184
Details of pendency in finalisation of Accounts by various Autonomous Councils/ Development Councils/ Government Bodies/ Authorities	3.4	186
Details of pendency in finalisation of Accounts by Departmental Commercial Undertakings/ Corporations/ Companies	3.5	188