



SUPREME AUDIT INSTITUTION OF INDIA
लोकहितार्थं सत्यनिष्ठा
Dedicated to Truth in Public Interest

**Report of the
Comptroller and Auditor General of India
on State Finances for the year 2024-25**



**Government of Odisha
Report No. 3 of 2026
(State Finances Audit Report)**

**Report of the
Comptroller and Auditor General of India
on State Finances for the year 2024-25**

Government of Odisha

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Preface

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

The State Finances Audit Report of the Government of Odisha intends to assess the financial performance of the State, during the financial year 2024-25 and to provide the State Legislature with inputs, based on audit analysis of financial data. The Report contains three Chapters.

Chapter I – Overview of Finances of the State

This Chapter provides a broad perspective of the finances of the State. It includes a macro-fiscal analysis of key indices and State's fiscal position including deficit/ surplus, debt profile and key Public Account transactions.

Chapter II – Budgetary Management

This chapter is based on the Appropriation Accounts of the State and reviews the appropriations and allocative priorities of the State Government and reports on deviations from Constitutional provisions relating to budgetary management.

Chapter III – Financial Reporting Practices

This chapter comments on the quality of accounts rendered by various authorities of the State Government and issues of non-compliance with prescribed financial rules and regulations by various departments of the State Government.

The Reports containing the findings of Performance Audits and audit of transactions in various departments and observations arising out of audit of Statutory Corporations, Boards and Government Companies and the Report containing observations on the Revenue Receipts are presented separately.

Basis and Approach to State Finances Audit Report

In terms of Article 151(2) of the Constitution of India, the reports of the Comptroller and Auditor General of India (CAG) relating to the accounts of a State are to be submitted to the Governor of the State, who shall cause them to be laid before the Legislature of the State.

The Principal Accountant General (Accounts and Entitlements) compiles the annual Finance Accounts and Appropriation Accounts of the State based on vouchers, challans and initial and subsidiary accounts submitted by treasuries, offices and departments under the control of the State Government, as well as statements received from the Reserve Bank of India. These accounts are independently audited by the Principal Accountant General (Audit) and certified by the Comptroller and Auditor General of India.

Finance Accounts and Appropriation Accounts of the State constitute the core data for this report. Other sources include the following:

- Budget of the State: for assessing the fiscal parameters and allocative priorities *vis-à-vis* projections, as well as for evaluating the effectiveness of its implementation and compliance with the relevant rules and prescribed procedures.
- Results of audit carried out by the office of the Accountant General (Audit).
- Other data with departmental authorities and treasuries (accounting as well as MIS).
- GSDP data and other State related statistics.
- State's Fiscal Responsibility and Budget Management (FRBM) Act.
- Finance Commission recommendations.
- Various Audit Reports of the CAG of India.
- Best practices and guidelines of the Government of India (GoI).

An Entry Conference was held on 30 August 2025 with the Principal Secretary to the Government of Odisha, Finance Department, wherein the audit approach followed in the preparation of the SFAR was explained. Audit findings were discussed with the Principal Secretary, Finance Department in the Exit Conference held on 07 November 2025 and the responses of the Government have been incorporated in the Report appropriately.

Structure of the Government Account

The Accounts of the State Government are kept in three parts.

1. Consolidated Fund of the State (Article 266 (1) of the Constitution of India)

This Fund comprises all revenues received by the State Government, all loans raised by the State Government (market loans, bonds, loans from the Central Government, loans from Financial Institutions, Special Securities issued to National Small Savings Fund *etc.*), Ways and Means advances extended by the Reserve Bank of India and all moneys received by the State Government in repayment of loans. No moneys can be appropriated from this Fund except in accordance with law and for the purposes and in the manner provided by the Constitution of India. Certain categories of expenditure (*e.g.*, salaries of Constitutional authorities, loan repayments *etc.*), constitute a charge on the Consolidated Fund of the State (Charged expenditure) and are not subject to vote by the Legislature. All other expenditure (Voted expenditure) is voted by the Legislature.

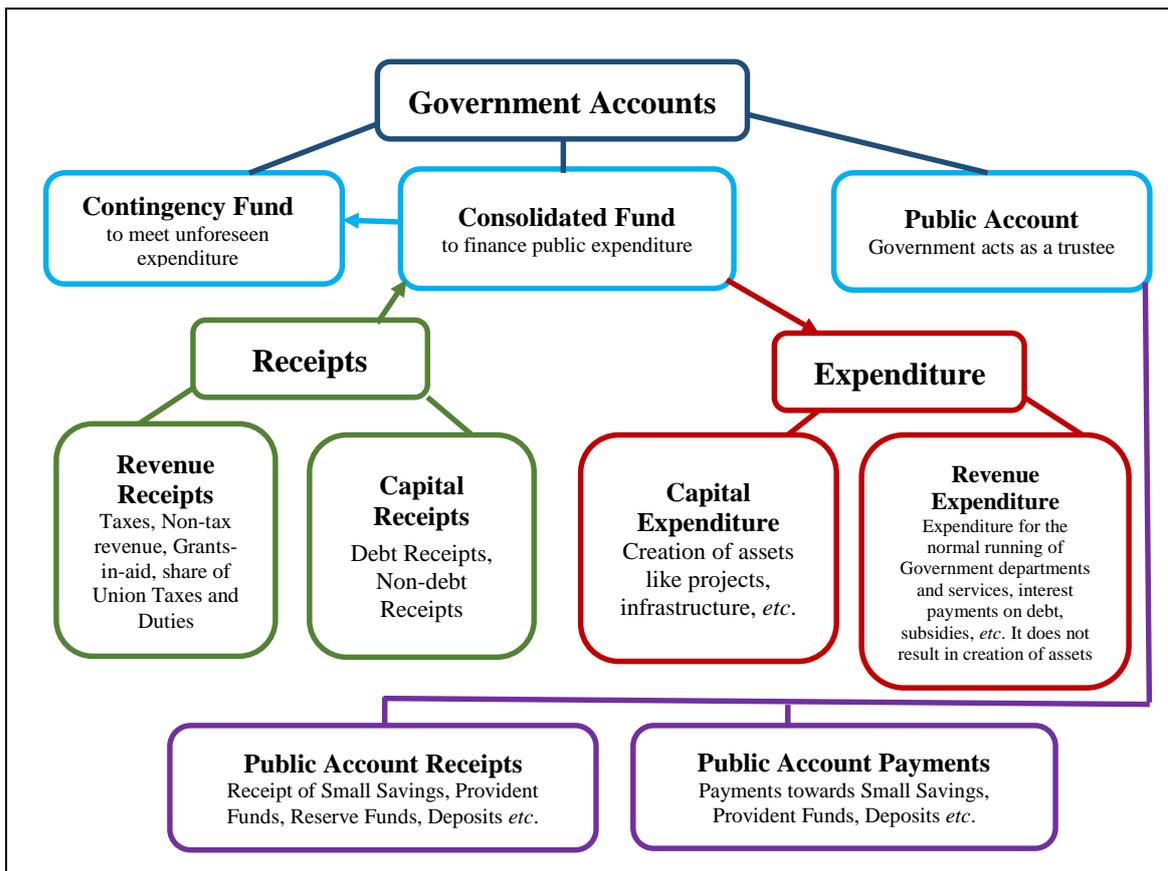
2. Contingency Fund of the State (Article 267 (2) of the Constitution of India)

This Fund is in the nature of an imprest which is established by the State Legislature by law, and is placed at the disposal of the Governor to enable advances to be made for meeting unforeseen expenditure pending authorisation of such expenditure by the State Legislature. The fund is recouped by debiting the expenditure to the concerned functional major head relating to the Consolidated Fund of the State.

3. Public Accounts of the State (Article 266 (2) of the Constitution of India)

Apart from the above, all other public moneys received by or on behalf of the Government, where the Government acts as a banker or trustee, are credited to the Public Account. The Public Account includes repayables like Small Savings and Provident Funds, Deposits (bearing interest and not bearing interest), Advances, Reserve Funds (bearing interest and not bearing interest), Remittances and Suspense heads (both of which are transitory heads, pending final booking) *etc.* The net cash balance available with the Government is also included under the Public Account. The Public Account is not subject to the vote of the Legislature.

Structure of Government Accounts



Executive Summary

Executive Summary

Snapshot of Finances of the State

Odisha's economy recorded a moderate growth (11.40 *per cent*) in FY 2024-25 compared to previous year. The Gross State Domestic Product (at current prices) grew at a Compound Annual Growth Rate of 13.30 *per cent* from ₹ 5,40,185 crore in 2020-21 to ₹ 8,90,038 crore in 2024-25.

During the year 2024-25, the State recorded a Revenue Surplus of ₹ 22,651 crore (2.54 *per cent* of GSDP). The Fiscal Deficit of the State was ₹ 25,042 crore (2.81 *per cent* of GSDP), which was well within the stipulated ceiling of 3 *per cent* of GSDP. Total liabilities stood at 15.48 *per cent* of GSDP in 2024-25, significantly below the prescribed limit of 25 *per cent*.

Overall, the State's fiscal position remained stable with controlled deficits, manageable debt and sustained Revenue Surplus. However, the risk of fiscal stress due to under-realisation of Revenue Receipts, low own-tax mobilisation, poor collection of dividends, long outstanding loans, concentrated short to medium term repayment obligations, *etc.* could constrain the State's capacity for developmental and Capital spending, if left unaddressed.

Revenue Receipts

Revenue Receipts (₹ 1,83,963 crore) grew by 2.43 *per cent* in 2024-25, with revenue buoyancy and State's own revenue buoyancy declining to 0.21 and 0.02 respectively, despite higher Union Tax devolution and GSDP growth exceeding 11 *per cent* in the last two years. The State generated higher Own Tax Revenue (₹ 56,516 crore) in absolute terms, compared to previous year (₹ 54,427 crore) but could not keep pace with the GSDP growth of 11.40 *per cent*. Further, Non-Tax Revenue (₹ 51,221 crore) also decreased by ₹ 1,790 crore over the previous year (₹ 53,011 crore) and consequently its share in GSDP (5.75 *per cent*) declined.

Revenue Expenditure

During FYs 2020-21 to 2024-25, Revenue Expenditure consistently accounted for over 82 *per cent* of Revenue Receipts (except in 2021-22), peaking at 87.69 *per cent* in 2024-25, indicating a high proportion of receipts being absorbed by routine spending. However, the share of Committed Expenditure within Revenue Expenditure has gradually declined from 43.31 *per cent* in 2020-21 to 36.44 *per cent* in 2024-25, and as a proportion of Revenue Receipts it has declined from 39 *per cent* to 32 *per cent* over the same period. The reduction in Committed Expenditure as percentage of Revenue Expenditure and Revenue Receipts provided some fiscal space for development-oriented spending.

The total Subsidy expenditure of Odisha in 2024-25 rose sharply to ₹ 9,134 crore, exceeding the original budget of ₹ 8,068 crore and increasing by ₹ 5,011 crore (121.54 *per cent*) compared to the previous year. This was mainly due to grant of ₹ 5,848.70 crore as input assistance to the farmers under a new scheme "Samrudh Krushak Yojana" with the intended outcome of enhancement of farmers' income, improvement of production and productivity of paddy in the State.

Thus, during 2024-25, nearly 37 *per cent* of Revenue Receipts were absorbed by committed expenditure and subsidies, leaving only 63 *per cent* fiscal space for developmental and capital spending.

Capital Expenditure

The share of Capital Expenditure showed marginal but positive shift towards asset creation and developmental spending from 16 *per cent* of Total Expenditure in 2020-21 to 22 *per cent* in 2024-25. The Capital Expenditure as per the Accounts of the State was ₹ 45,481 crore. Audit found that, during 2024-25, the State Government misclassified, ₹ 721 crore of expenditure of Revenue nature as Capital Expenditure, which inflated the Capital Expenditure to that extent. Further, test-check of sanction orders revealed that ST & SC Development, Minorities & Backward Classes Welfare Department transferred ₹ 586.62 crore of Capital nature to the Personal Ledger Accounts of ITDAs in the months of February and March 2025, which inflated the reported Capital Expenditure, as in such cases the actual expenditure may occur much later, leading to misrepresentation of the fiscal position of the State.

Liabilities

As of March 2025, overall outstanding liability of the State stood at ₹ 1,37,784 crore. There was decline in the Debt-GSDP ratio from 22.02 *per cent* in 2020-21 to 15.48 *per cent* in 2024-25. The interest payments relative to revenue fell from 6.36 *per cent* to 2.87 *per cent* during the period, aided by higher Revenue Receipts and lower effective interest rates. However, absolute interest obligations remained substantial.

A high concentration of liabilities maturing in the short to medium term further heightens risk, with ₹ 76,642 crore (56 *per cent* of total borrowings) due over the next seven years, creating potential refinancing and liquidity pressures. Overall, the Debt sustainability showed improvement until 2022-23, supported by declining liabilities and Primary Surplus in 2021-22, but weakened thereafter with rising debt and persistent Primary Deficits. While economic growth generally exceeded borrowing costs, the recent surge in debt during 2023-24 and 2024-25 and concentrated repayment obligations underscore the need for fiscal prudence, alignment of debt growth with GSDP and adequate Primary Surplus to ensure long-term sustainability.

Ten-year Trend Analysis of Major Fiscal Parameters

Ten-year trend analysis, covering the period from 2015-16 to 2024-25, of major fiscal and economic parameters of the State showed a consistent upward trend of Revenue Receipts over the past ten years, with a CAGR of 11.52 *per cent*. Revenue Expenditure grew at a CAGR of 11.86 *per cent* during 2015-25. However, the State was able to maintain Revenue Surplus during the ten-year period. Subsidies grew at a CAGR of 15.07 *per cent*, notably spiking to ₹ 9,134 crore in 2024-25, while as Interest payments remained relatively stable during the decade, ranging between ₹ 3,343 crore and ₹ 6,644 crore. Fiscal Deficit expanded sharply at a CAGR of about 15.10 *per cent*, however, the Fiscal Deficit as percentage of GSDP was well within the targets prescribed in FRBM Act, during the decade.

Budgetary Management

The Total Budget (TB) of Odisha increased by 71.64 *per cent* from ₹ 1,67,663 crore in 2020-21 to ₹ 2,87,770 crore in 2024-25. The savings during the same period remained between 17.70 *per cent* and 25.98 *per cent*. During FY 2024-25, against the total budget provision of ₹ 2,87,770 crore, the State incurred an expenditure of ₹ 2,31,613 crore, resulting in an overall savings of ₹ 56,157 crore (19.50 *per cent*). Large savings out of the allotted funds indicated inaccurate assessments of requirements as well as inadequate capacity to utilise the funds for intended purposes, which was substantiated during the comprehensive review of two grants *i.e.* Grant No. 15 - Sports and Youth Services (S&YS) and Grant No. 17 - Panchayati Raj and Drinking Water (PR&DW). Instances of inflated budget provisions due to submission of erroneous proposal, arbitrary enhancement of budget provision without any recorded justifications, poor budget planning / unrealistic budgeting, resulting in underutilisation and surrender of funds, were noticed in Audit.

Single Nodal Agency (SNA) and SNA-SPARSH

During FY 2024-25, the State Government received ₹ 9,643.97 crore, being the Central share, in its Treasury Accounts. As per VLC database, the State Government transferred ₹ 19,576.86 crore (Central Share ₹ 9,051.72 crore and State share ₹ 10,525.14 crore) to the SNAs. However, as per SNA PFMS report, the State Government transferred ₹ 19,270.79 crore (Central Share of ₹ 9,561.02 crore and State share of ₹ 9,709.77 crore) to the SNAs. This difference in two databases (VLC and PFMS) needs reconciliation.

The Government of India decided to onboard 22 schemes on the SNA-SPARSH platform from 1 June 2024, in addition to five CSS schemes which were to be on-boarded during the pilot phase. As of October 2025, only 19 out of the 27 schemes were onboarded. As per the guidelines of the Department of Expenditure (July 2023), upon onboarding, SNA accounts should be closed and unspent Central and State shares should be returned to the Consolidated Funds of India and the State. However, ₹ 2,499.76 crore remained in SNA bank accounts of the onboarded schemes. The delay in onboarding schemes and refunding unutilised funds undermines the objective of SPARSH to streamline fund flow, transparency and effective financial management.

Financial Reporting Practices

The State Government accumulated un-discharged liabilities of ₹ 911.97 crore during 2024-25, which included un-discharged interest of ₹ 397.84 crore towards Interest bearing Deposits, short/non-transfer of Government's contribution of ₹ 271.71 crore to the National Pension System, non-transfer of ₹ 1.88 crore Labour Welfare Cess to the Building and Other Construction Worker's Board, non-transfer of ₹ 122.81 crore of Cess on Land Revenue to Urban and Local bodies and non-recoupment of ₹ 117.73 crore towards Contingency Fund.

Utilisation Certificates

As of 2024-25, 12,050 Utilisation Certificates (UCs) involving ₹ 16,585.45 crore were pending, of which 6,363 crore UCs (₹ 5,622.03 crore) related to the period from 2003-04 to 2019-20,

indicating long-standing delays. Despite repeated audit observations, pending UCs increased by 34 *per cent* from ₹ 12,361.26 crore in 2023-24 to ₹ 16,585.45 crore in 2024-25, reflecting weak financial accountability, poor monitoring and risk of misutilisation.

Further, it was found that Utilisation Certificates were not being uploaded by any department in the UC module of IFMS, resulting in non-utilisation of the module even after lapse of seven years from the scheduled implementation timeline, indicating significant gap between system development and its operational use.

DC bills against AC Bills

As of 31 March 2025, 1,490 AC/DC bills amounting to ₹ 221.47 crore remained pending adjustment, which included 452 AC bills (₹ 37.53 crore) drawn in 2024-25. A significant portion of AC bills (₹ 5.01 crore, 11.16 *per cent*) was drawn in March 2025, indicating year-end rush to exhaust budget provisions. Outstanding DC bills have increased by 171 *per cent* over five years, reflecting persistent non-compliance, weak monitoring and risk of misappropriation.

Further, Audit found that only one DC bill had been submitted to the Principal Accountant General (A&E), during 2023-24 through the AC/DC bill module of IFMS, despite the development and deployment of the AC/DC bills module. Thus, the module remained largely unutilised even after lapse of seven years from the scheduled implementation timeline impeding timely submission and monitoring of pending AC/DC Bills.

Operation of Personal Deposit Account

There was a balance of ₹ 11,417.84 crore in the Personal Deposit (PD) Account of 392 Administrators, as of March 2025. During test-check of sanction orders, it was found that the ST & SC Development, Minorities & Backward Classes Welfare Department issued nine sanction orders in February/March 2025, amounting to ₹ 647.52 crore, directing to transfer funds to PD Accounts of Integrated Tribal Development Agencies and District Welfare Officers without immediate requirement. This indicated deliberate parking of funds in PD Accounts to avoid budgetary lapses, which was substantiated by a balance of ₹ 1,545.59 crore in PD Accounts of the ITDAs at the year-end. Such actions undermine financial propriety, legislative oversight and transparency and can misrepresent the State's fiscal position as the actual expenditure may occur later.

Chapter I

Overview of Finances of the State

Chapter-I: Overview of Finances of the State

This Chapter provides a snapshot of Odisha's finances for 2024-25, covering demographics, economic indicators and the State's fiscal structure. It analyses trends in revenue and expenditure, sectoral allocation of expenditure, debt levels, and fiscal deficits. It further examines revenue buoyancy and the capacity of the State to mobilise resources in line with economic growth. The analysis highlights key risks such as rising liabilities and subsidies, and non-receipt of dividends from SPSEs. Overall fiscal sustainability is assessed in terms of debt management, expenditure prioritisation, and adherence to fiscal targets, providing a comprehensive picture of the State's financial health.

1.1 Profile of the State

Odisha, a state on the eastern coast of India, covers 1,55,707 sq. km. and comprises 30 districts. According to the 2011 census of India, its population stood at 4.20 crore (3.47 per cent of India's total), with a density of 270 persons per sq. km. This section provides an overview of the State's demography, GSDP and per capita GSDP of the State.

1.1.1 Demography of the State

The State's demographic details *vis-à-vis* national average are presented in **Table 1.1**.

Table 1.1: Demographic profile of the State

| | Odisha | National average |
|--|--------|------------------|
| Rural Population (<i>per cent</i>) (<i>Census of India, 2011</i>) | 83.31 | 68.86 |
| Urban Population (<i>per cent</i>) (<i>Census of India, 2011</i>) | 16.69 | 31.14 |
| Population density (<i>Census of India, 2011</i>) | 270 | 382 |
| Sex Ratio per 1,000 Males (<i>Census of India, 2011</i>) | 979 | 943 |
| Infant Mortality Rate per 1,000 Live births (<i>Sample Registration System, Statistical Report, 2023</i>) | 30 | 25 |
| Maternal Mortality Rate per lakh women in the age group of 15-49 years (<i>SRS Bulletin on Maternal Mortality 2025</i>) | 9 | 5 |
| Total Fertility Rate (<i>NFHS-5, 2019-21</i>) | 1.82 | 1.99 |
| Life Expectancy at Birth (<i>SRS Based Abridged Life Tables, 2019-23</i>) | 70.5 | 70.3 |
| Population below Poverty Line (<i>per cent</i>) (<i>Multi-dimensional Poverty Index, 2023, NITI Aayog</i>) | 15.68 | 14.96 |
| Literacy Rate (<i>per cent</i>) (<i>Periodic Labour Force Survey report, 2023-24</i>) | 79.0 | 80.9 |

1.1.2 Economy of the State

Gross State Domestic Product (GSDP) and per capita GSDP are important indicators of the State's economy as discussed in succeeding paragraphs.

1.1.2.1 Gross State Domestic Product and Per Capita GSDP

Gross Domestic Product (GDP) refers to the total value of goods and services produced within a country, while GSDP measures the same at the State level, and both reflect economic development and overall progress. Trends of GSDP and GDP are given in **Table 1.2**.

Table 1.2: Trends in GSDP compared to GDP of India (at current prices)

| Year | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
|-------------------------------------|-------------|-------------|-------------|-------------|-------------|
| GDP of India (₹ in crore) | 1,98,54,096 | 2,35,97,399 | 2,68,90,473 | 3,01,22,956 | 3,30,68,145 |
| GSDP of Odisha (₹ in crore) | 5,40,185 | 6,95,530 | 7,15,262 | 7,98,969 | 8,90,038 |
| Per Capita GDP of India (in ₹) | 1,46,480 | 1,72,422 | 1,94,451 | 2,15,935 | 2,34,859 |
| Per Capita GSDP of Odisha (in ₹) | 1,18,586 | 1,51,647 | 1,54,966 | 1,72,021 | 1,90,439 |

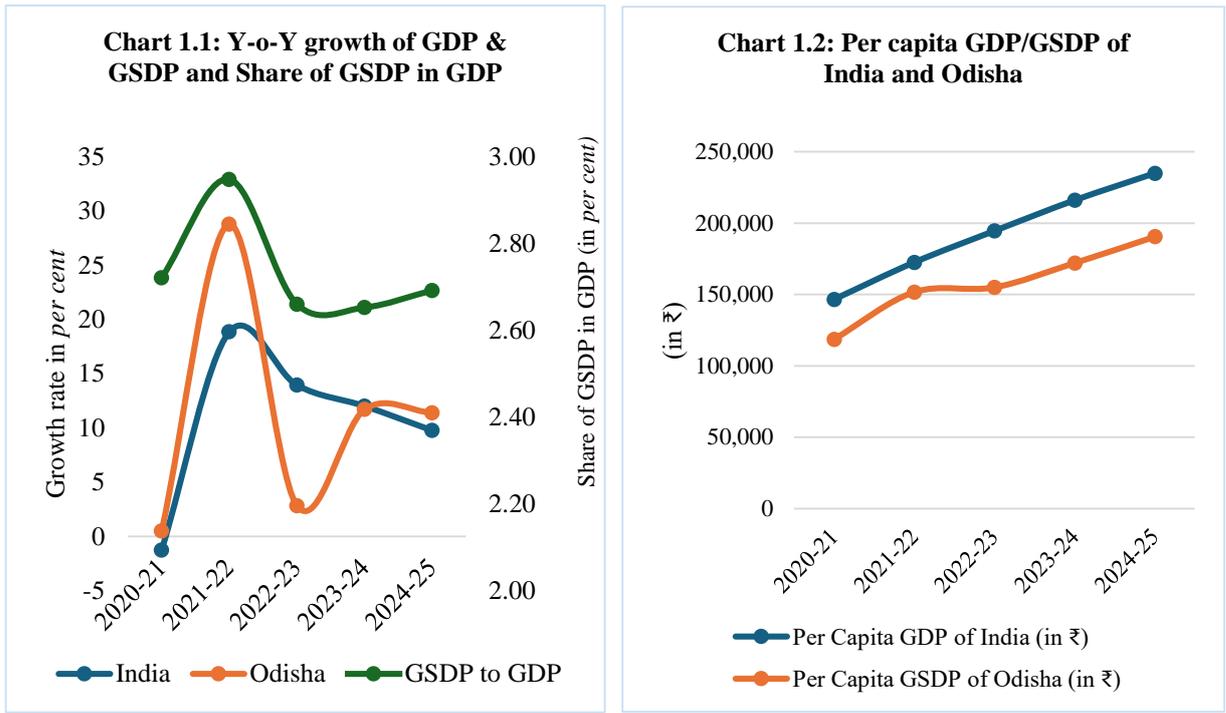
GSDP: Provisional Estimates for 2022-23, Quick Estimates for 2023-24 and Advance Estimates for 2024-25; GDP: First Revised Estimates for 2023-24 and Provisional Estimates for 2024-25

Source: Ministry of Statistics and Programme Implementation, GoI

As can be seen from the table, GSDP of Odisha increased steadily from ₹ 5,40,185 crore in 2020-21 to ₹ 8,90,038 crore in 2024-25, registering a growth of about 64.77 *per cent* during the last five years, which was broadly comparable with the growth in India's GDP (66.56 *per cent*) during the same period.

Despite this expansion in aggregate State output, the growth in per capita GSDP did not keep pace with the national trend. The per capita GSDP gap between Odisha and the national average widened from ₹ 27,894 in 2020-21 to ₹ 44,420 in 2024-25. This indicated that GSDP growth in the State did not translate proportionately into individual income gains, indicating weaker transmission of aggregate economic growth to per capita outcomes.

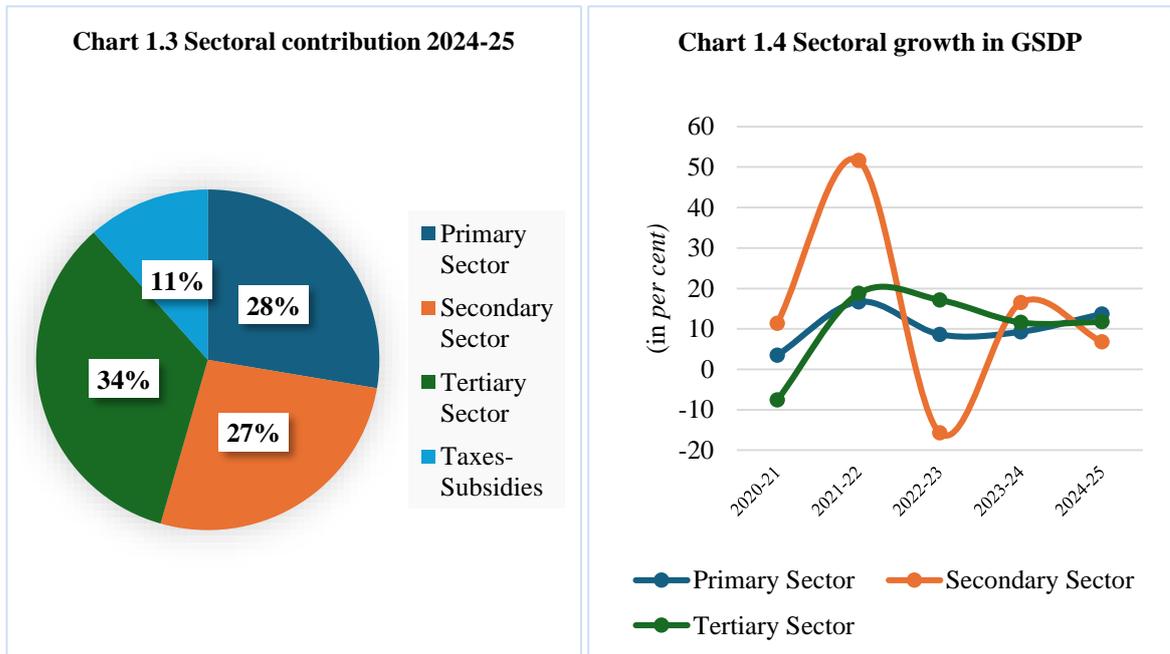
Year on year growth of GSDP and GDP and contribution of GSDP in GDP, is given in **Chart 1.1** and per capita GDP of the country and per capita GSDP of the State is depicted in **Chart 1.2**.



Source: Ministry of Statistics and Programme Implementation, GoI

1.1.2.2 Sectoral contribution to GSDP

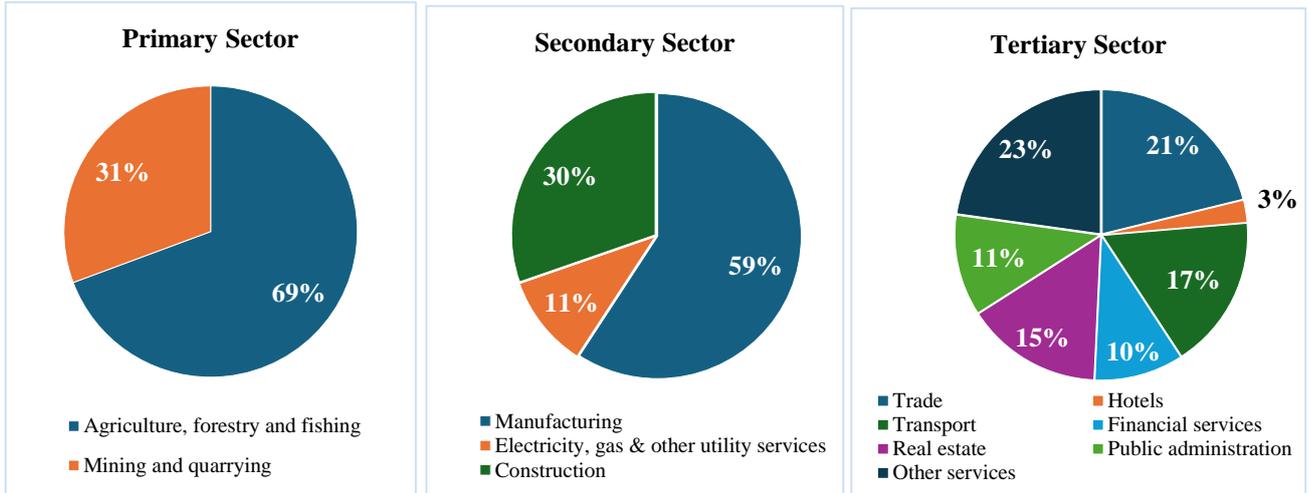
The sectoral contribution by various sectors during 2024-25 and sectoral growth in GSDP during the last five years are depicted in **Chart 1.3** and **Chart 1.4** respectively.



Source: Ministry of Statistics and Programme Implementation, GoI

Chart 1.5 shows the composition of each sector in GSDP during FY 2024-25, in terms of its major contributing segments.

Chart 1.5: Sector-wise distribution, FY 2024-25



Source: Ministry of Statistics and Programme Implementation, GoI.

The analysis of sectoral share from **Chart 1.3** indicate that the contribution of tertiary sector was nearly 34 per cent of GSDP in 2024-25, while the primary and secondary sectors accounted for 28 and 27 per cent each.

A closer look at sectoral composition, presented in **Chart 1.5**, shows that the primary sector is dominated by agriculture, forestry and fishing (69 per cent), while the secondary sector is led by manufacturing (59 per cent) and construction (30 per cent). The tertiary sector is more diversified with major contributions from (i) trade, (ii) transport, (iii) real estate and (iv) public administration.

1.1.3 Snapshot of Finances

Table 1.3 shows the details of actual financial results of State Government of Odisha for the years 2023-24 and 2024-25 vis-à-vis Budget Estimates (BE) and GSDP for the year 2024-25.

Table 1.3: Snapshot of Finances

(₹ in crore)

| Sl. No. | Components | 2023-24 (Actuals) | 2024-25 (BE) | 2024-25 (Actuals) | Percentage of Actuals to BE | Percentage of Actuals to GSDP |
|-----------|-----------------------------------|-------------------|-----------------|-------------------|-----------------------------|-------------------------------|
| 1. | Tax Revenue | 1,05,571 | 1,14,232 | 1,14,786 | 100.48 | 12.90 |
| (i) | Own Tax Revenue | 54,427 | 59,000 | 56,516 | 95.79 | 6.35 |
| (ii) | Share of Union taxes/duties | 51,144 | 55,232 | 58,270 | 105.50 | 6.55 |
| 2. | Non-Tax Revenue | 53,011 | 56,000 | 51,221 | 91.47 | 5.75 |
| 3. | Grants-in-aid and Contributions | 21,011 | 33,768 | 17,956 | 53.17 | 2.02 |
| 4. | Revenue Receipts (1+2+3) | 1,79,593 | 2,04,000 | 1,83,963 | 90.18 | 20.67 |
| 5. | Recovery of Loans and Advances | 559 | 485 | 665 | 137.11 | 0.07 |
| 6. | Other Receipts | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 |
| 7. | Borrowings and other liabilities* | 14,743 | 27,749 | 25,042 | 90.24 | 2.81 |
| 8. | Capital Receipts (5+6+7) | 15,302 | 28,234 | 25,707 | 91.05 | 2.89 |
| 9. | Total Receipts (4+8) | 1,94,895 | 2,32,234 | 2,09,670 | 90.28 | 23.56 |

| | | | | | | |
|-----|---|-------------------|-------------------|-------------------|--------|----------|
| 10. | Revenue Expenditure | 1,48,832 | 1,66,923 | 1,61,312 | 96.64 | 18.12 |
| 11. | Interest payments | 5,181 | 7,566 | 5,281 | 69.80 | 0.59 |
| 12. | Capital Expenditure | 43,273 | 62,676 | 45,481 | 72.57 | 5.11 |
| 13. | Loans and advances | 2,790 | 2,635 | 2,877 | 109.18 | 0.32 |
| 14. | Total Expenditure (10+12+13) | 1,94,895 | 2,32,234 | 2,09,670 | 90.28 | 23.56 |
| 15. | Revenue Surplus (+)/Deficit¹ (-) (4-10) | (+) 30,761 | (+)37,077 | (+)22,651 | 61.09 | 2.54 |
| 16. | Fiscal Surplus (+)/Deficit (-) {(4+5+6)-14} | (-) 14,743 | (-) 27,749 | (-) 25,042 | 90.24 | (-) 2.81 |
| 17. | Primary Deficit² (-)/ Surplus (+) (16-11) | (-) 9,562 | (-) 20,183 | (-) 19,761 | 97.91 | (-) 2.22 |

Source: Finance Accounts of respective years, Budget at a Glance 2024-25, GoO, GSDP: MoSPI, GoI

* 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.

Note: There may be difference of ₹ 1-2 crore across the report due to rounding-off of the figures.

The fiscal management of Odisha in 2024-25 reflects an imbalance between receipts and expenditure. Revenue Receipts fell short of BE by 10 *per cent*, primarily due to a sharp shortfall in Grants-in-aid and underperformance of Non-Tax and Own Tax revenues, though higher receipts of Share in Union tax and duties partly offset the decline. On the expenditure side, while Revenue Expenditure was largely on target (97 *per cent* of BE), Capital Expenditure which is critical for infrastructure and future growth was only 73 *per cent* of BE, despite the availability of both Revenue Surplus and borrowings. The details of State Government's Finances for the FY 2020-21 to 2024-25 are given in **Appendix 1.1**.

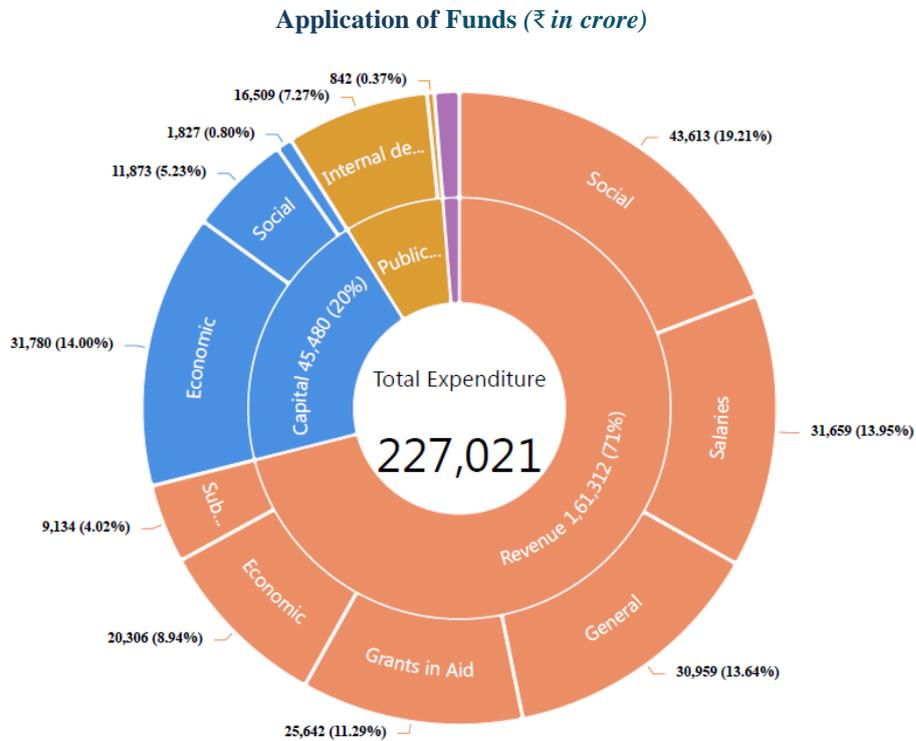
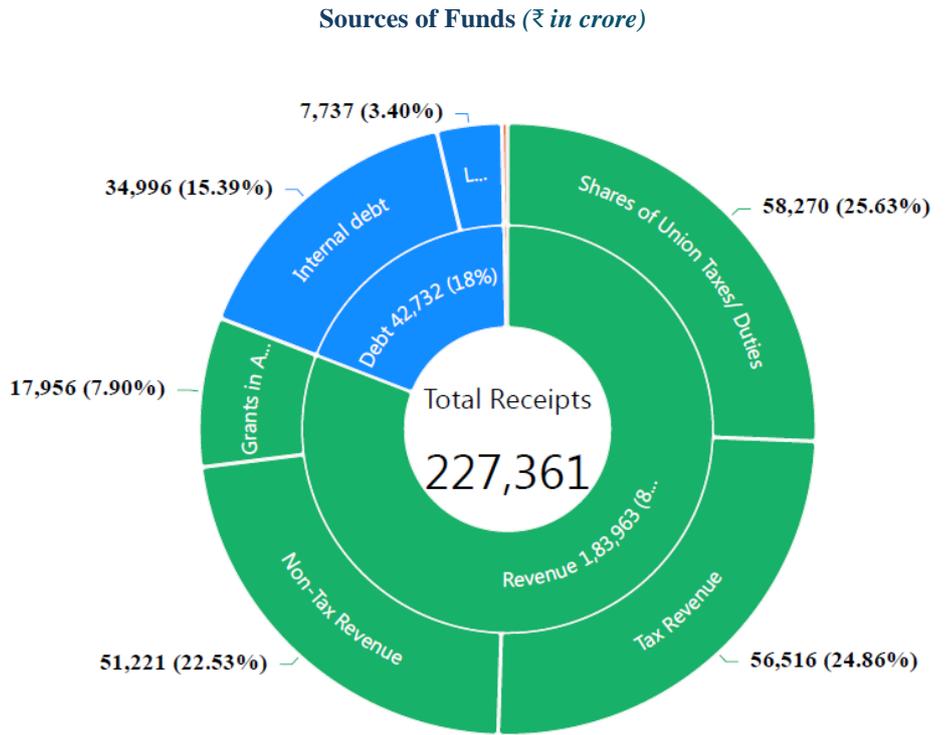
1.1.4 Sources and Application of Funds

Components of the sources and application of funds of the State during the current year are given in **Chart 1.6**.

¹ Post Audit adjusted Revenue Surplus is ₹ 21,930 crore

² Post Audit adjusted Primary Deficit is ₹ 20,482 crore

Chart 1.6: Details of sources and application of funds during 2024-25



Source: Finance Accounts for FY 2024-25

Appendix 1.2 provides details of receipts and disbursements and the overall fiscal position of the State during the current year as well as the previous year.

1.1.5 Snapshot of Assets and liabilities of the Government

Government accounts capture the financial liabilities of the Government and the assets created out of the expenditure incurred. *Appendix 1.3* gives an abstract of such liabilities and assets, as on 31 March 2025, compared with the corresponding position of the previous year. The liabilities consist mainly of internal borrowings, loans and advances from GoI, receipts from the Public Account and Reserve Funds. Assets comprise mainly of the Capital Expenditure, loans and advances given by the State Government and cash balances. A summarised position of assets and liabilities for the financial years 2023-24 and 2024-25, is given in **Table 1.4**.

Table 1.4: Summarised position of assets and liabilities

(₹ in crore)

| Liabilities | | | | | Assets | | | | |
|--------------------------|--|--------------------|--------------------|----------------------------|--------|--|--------------------|----------------------------|--------------|
| | | 2023-24 | 2024-25 | Per cent increase/decrease | | 2023-24 | 2024-25 | Per cent increase/decrease | |
| Consolidated Fund | | | | | | | | | |
| A | Internal Debt | 50,985.33 | 69,471.87 | 36.26 | A | Gross Capital Expenditure | 2,79,033.06 | 3,24,513.67 | 16.30 |
| B | Loans and Advances from GoI* | 21,808.04 | 21,180.71 | (-) 2.88 | B | Loans and Advances | 12,742.11 | 14,954.02 | 17.36 |
| Contingency Fund | | 400 | 400 | 0.00 | | 274.34 | 117.73 | (-)57.09 | |
| Public Account | | | | | | | | | |
| A | Small Savings, Provident Funds, etc. | 23,955.45 | 22,924.81 | (-) 4.30 | A | Advances with Departmental officers | 18.23 | 19.19 | 5.27 |
| B | Deposits | 25,430.26 | 25,746.13 | 1.24 | B | Remittances | 18.05 | 15.23 | (-)15.62 |
| C | Reserve Funds | 50,168.01 | 52,946.34 | 5.54 | C | Suspense and Miscellaneous | - | - | - |
| D | Remittances | -- | -- | | | Cash balance (including investment in Earmarked Funds) | 54,805.37 | 57,284.54 | 4.52 |
| E | Suspense and Miscellaneous | 332.05 | 249.55 | (-) 24.85 | | Total | 3,46,891.16 | 3,96,904.38 | 14.42 |
| F | Cumulative excess of receipts over expenditure | 1,73,113.87 | 2,03,286.82 | 17.43 | | | | | |
| G | Miscellaneous Capital Receipts | 698.15 | 698.15 | 0.00 | | | | | |
| Total | | 3,46,891.16 | 3,96,904.38 | 14.42 | | | | | |

Source: Finance Accounts of the respective years

* Includes back-to-back loans of ₹ 2,730 crore in lieu of GST compensation, after adjustment of ₹ 7,522 crore during FY 2024-25

1.1.6 Ten-year Trend Analysis of Major Fiscal Parameters

A comprehensive ten-year trend analysis covering the period from 2015-16 to 2024-25 of the major fiscal and economic parameters of the State (*Appendix 1.4*), has been carried out to provide a long-term perspective on the State's fiscal sustainability. The analysis includes calculation of the Compound Annual Growth Rate (CAGR) for each component over the ten-year period. It enables an assessment of the structural strengths and weaknesses of the State's finances, identifies emerging risks and highlights systemic trends that have influenced the fiscal position over the decade.

- **Revenue Receipts**

Revenue Receipts have shown a consistent upward trend over the past ten years, with a CAGR of 11.52 *per cent*. A significant jump was observed between 2020-21 and 2021-22, when revenue receipts rose from ₹ 1,04,387 crore to ₹ 1,53,059 crore, with an increase of 46.63 *per cent* and have remained at relatively high levels since then. This steady growth in Revenue Receipts contributed to Revenue Surplus throughout the ten-year period.

- **Own-Tax Revenue**

Own Tax Revenue grew at a CAGR of 10.76 *per cent*, showing steady and consistent growth over the ten-year period. This growth was supported by improvement in SGST collection, higher collections from State Excise and Taxes on vehicles. However, on the other hand, Stamp Duty and Registration fees declined marginally from ₹ 2,157 crore in 2015-16 to ₹ 1,987 crore in 2024-25, recording a negative growth over the period, with collections showing sharp year-to-year fluctuations and a one-time spike in 2020-21, which did not sustain thereafter. Land revenue increased modestly from ₹ 589 crore to ₹ 785 crore, reflecting low and uneven growth. The significantly lower growth of Stamp Duty and Land Revenue compared to overall Revenue Receipts indicates that these taxes did not keep pace with the expansion of the State's revenue base, resulting in a declining relative contribution to total Revenue Receipts.

- **Non-Tax Revenue**

Non-Tax Revenue grew from ₹ 8,711 crore in 2015-16 to ₹ 51,221 crore in 2024-25, showing significant increase in 2021-22. Growth of Revenue Receipts since 2021-22 was primarily driven by higher Non-Tax revenue, as the Government auctioned mines (iron ore, manganese, bauxite and dolomite mines) following the Mines and Minerals (Development and Regulation) Amendment Act, 2015, which required the Government to auction all new mines and those with expired leases, resulting in high collection of mining revenue.

- **Revenue Expenditure**

Revenue Expenditure grew at CAGR of 11.86 *per cent* during 2015-25. Its growth accelerated notably after 2018-19, with a temporary moderation in 2020-21. Revenue Expenditure remained consistently higher than Revenue Receipts in growth terms in certain years, exerting pressure on revenue balances. However, the State was able to maintain revenue surplus during the ten-year period.

- **Subsidies**

Subsidies grew at a CAGR of 15.07 *per cent*, notably spiking to ₹ 9,134 crore in 2024-25. Rising subsidies were a key contributor to the pressure on Revenue Expenditure, during 2015-25.

- **Interest Payments**

Interest payments remained relatively stable during the decade, ranging between ₹ 3,343 crore to ₹ 6,644 crore. As a proportion of Revenue Expenditure, interest payments have declined, giving the State some fiscal space.

- **Net Capital Receipts**

Capital Receipts grew at a CAGR of 15.03 *per cent*, mainly because of increased borrowings. Non-debt Capital Receipts, such as recoveries of Loans and Advances, however remained minimal.

- **Capital Expenditure**

Capital Expenditure grew at a CAGR of around 12.47 *per cent* but showed significant fluctuations, ranging between ₹ 17,090 crore to ₹ 45,481 crore during 2015-2025. The growth in Capital Expenditure post 2020-21 indicated focus on stimulating economic activity and long-term development.

- **Fiscal Deficit**

Fiscal Deficit expanded sharply at a CAGR of about 15.10 *per cent*, however, the Fiscal Deficit as percentage of GSDP was well within the targets prescribed in FRBM Act.

- **Outstanding Liabilities**

Outstanding liabilities increased from ₹ 59,753 crore in 2015-16 to ₹ 1,37,784 crore in 2024-25, reflecting a rising debt burden. Although this level of debt remained manageable in relation to the State's GSDP, it requires close monitoring to ensure long-term sustainability. However, liabilities saw a decline from ₹ 1,26,084 crore in 2019-20 to ₹ 1,01,700 crore in 2022-23, largely due to the repayment of Market Loans, loans from Special Securities issued to the NSSF of the Central Government and loans from financial institutions. Notably, during FY 2022-23 and 2023-24, the Government of Odisha did not undertake any market borrowing, focusing on repaying

outstanding market loans, thereby consolidating the State's overall debt position.

1.2 Consolidated Fund of the State

All revenues received by the State Government, all loans raised by the State Government, ways and means advances extended by the Reserve Bank of India and all money received by the State Government in repayment of loans form part of the Consolidated Fund of the State.

1.2.1 Revenue Receipts

Trend and growth of Revenue Receipts with respect to GSDP over the five-year period (2020-25) are shown in **Table 1.5**.

Table 1.5: Trends of Revenue Receipts

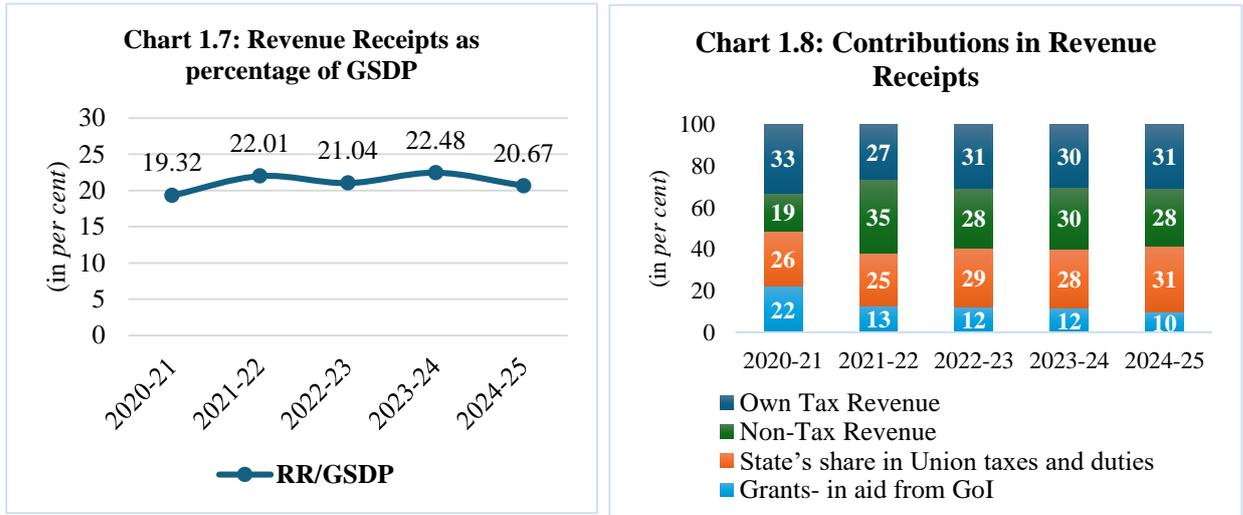
| Parameters | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
|---|----------|----------|----------|----------|----------|
| Revenue Receipts | 1,04,387 | 1,53,059 | 1,50,462 | 1,79,593 | 1,83,963 |
| Tax Revenue | 61,801 | 78,892 | 89,543 | 1,05,571 | 1,14,786 |
| <i>Own Tax Revenue</i> | 34,258 | 40,748 | 46,554 | 54,427 | 56,516 |
| <i>State's share in Union taxes and duties</i> | 27,543 | 38,144 | 42,989 | 51,144 | 58,270 |
| Non-Tax Revenue | 19,518 | 54,257 | 42,720 | 53,011 | 51,221 |
| Grants-in-aid from GoI | 23,068 | 19,910 | 18,199 | 21,011 | 17,956 |
| State's Own Revenue (Own Tax and Non-Tax Revenue) | 53,776 | 95,005 | 89,274 | 1,07,438 | 1,07,737 |
| GSDP (2011-12 series) | 5,40,185 | 6,95,530 | 7,15,262 | 7,98,969 | 8,90,038 |
| State's Own Tax to GSDP | 6.34 | 5.86 | 6.51 | 6.81 | 6.35 |
| Year-on-year growth rates (in per cent) | | | | | |
| Revenue Receipts | 2.78 | 46.63 | -1.70 | 19.36 | 2.43 |
| State's Own Revenue | 14.51 | 76.67 | -6.03 | 20.35 | 0.28 |
| GSDP | 0.50 | 28.76 | 2.84 | 11.70 | 11.40 |
| Buoyancy Ratios³ | | | | | |
| Revenue Buoyancy w.r.t GSDP | 5.56 | 1.62 | -* | 1.65 | 0.21 |
| State's Own Revenue Buoyancy w.r.t GSDP | 29.02 | 2.67 | -* | 1.74 | 0.02 |

Source: Finance Accounts for Revenue Receipts and MoSPI, GoI for GSDP figures

* Buoyancy ratio was not calculated as growth of Revenue Receipts and State's own revenue were negative.

³ Buoyancy ratio indicates the degree of responsiveness of a fiscal variable with respect to a given change in the base variable.

Revenue Receipts as percentage of GSDP and contribution from various sources in Revenue Receipts is given in **Chart 1.7** and **Chart 1.8**.



Source: Finance Accounts of respective years for Revenue Receipts and its components; and MoSPI, GoI for GSDP figures

As can be seen from **Table 1.5**, despite continuous growth in the union tax devolution during the last five years and GSDP growth of over 11 per cent in last two FYs 2023-24 and 2024-25, Revenue Receipts grew only by 2.43 per cent, with revenue buoyancy collapsing to 0.21 in 2024-25. This indicates that the State was unable to increase its tax revenue potential in line with the nominal growth rate. The State's Own tax-to-GSDP ratio remained below seven per cent over the past five years, highlighting the need for consistent efforts to improve the State's Own tax revenue, raising capacity and make the tax system more resilient.

C&AG's Report on Performance Audit of Systems and Controls in Assessment and Collection of Revenue from Major Minerals for the year ended March 2022 (Report No. 6 of 2024), of Government of Odisha highlighted major weaknesses in Odisha's revenue mobilisation, particularly undervaluation of iron-ore grades, misreporting of production and extraction beyond approved plans, leading to significant royalty losses. It recommended stronger monitoring, strict compliance with mining plans and technology-based oversight.

Similarly, *C&AG's Report on Performance Audit of Systems and Controls in Assessment and Collection of Revenue from Minor Minerals for the year ended March 2022 (Report No. 12 of 2024)*, highlighted issues like application of pre-revised rates of rents and royalty in the assessment of mineral revenue, even after revision by Government of Odisha; non-adoption of system of taking measurements of sources before commencement of quarrying and after closure of lease periods, etc. resulting in loss of revenue.

Further, *C&AG's Compliance Audit Report for the year ended March 2022 (Report No. 3 of 2024) on Government of Odisha included a compliance audit of 'Revision of Market Value Guidelines for urban plots and buildings'*, which highlighted issues like outdated property valuation practices, absence of expert

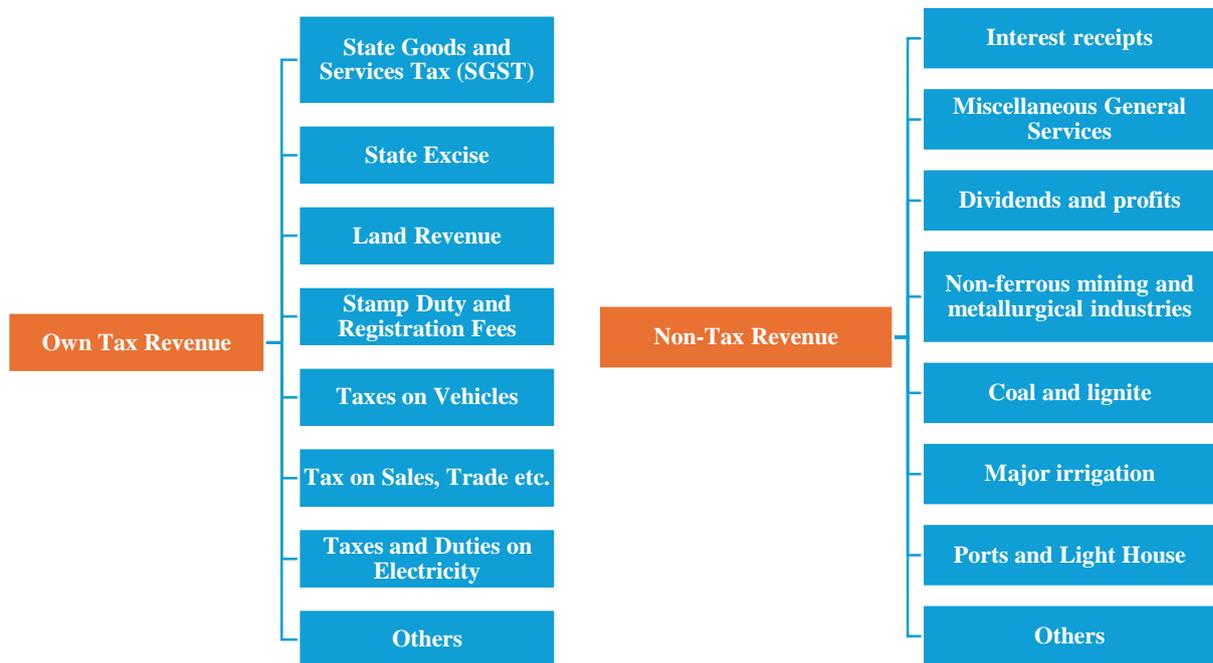
valuers, non-collection and compilation of relevant data like average value of sale of properties, auction value of Government land, non-revision of values in high-growth areas *etc.*, resulting in revenue leakage from stamp duty and registration.

Addressing these systemic gaps may align revenue mobilisation with economic growth. The State may also broaden its tax base, enforce dividend policies rigorously and strengthen recovery of tax arrears to improve revenue mobilisation.

A. State's Own Resources

The State's Own Revenue comprises of Own Tax revenue and Non-Tax Revenue, details of which are shown in **Chart 1.9**.

Chart 1.9: Details of State's Own Revenue



(i) Own Tax Revenue

Own Tax Revenue is the revenue collected by the State Government through taxes, which it is empowered to levy under the Constitution. Details of Budget Estimate (BE), Revised Estimate (RE) and Actuals for Own Tax Revenue of the State for the FY 2023-24 and 2024-25 are given in **Table 1.6**.

Table 1.6: State's Own Tax Revenue: 2023-24 (Actuals) and 2024-25 (BE RE, and Actuals)

(₹ in crore)

| Tax Revenue | 2023-24 (Actual) | 2024-25 (BE) | 2024-25 (RE) | 2024-25 (Actual) |
|---------------------------------------|------------------|--------------|--------------|------------------|
| State's Goods and Services Tax (SGST) | 23,896 | 25,177 | 26,073 | 25,061 |
| State Excise | 7,215 | 8,680 | 8,680 | 8,195 |
| Land Revenue | 1,123 | 928 | 960 | 785 |
| Stamp Duty and Registration Fees | 2,127 | 2,417 | 2,417 | 1,987 |
| Taxes on Vehicles | 2,478 | 2,622 | 2,700 | 2,669 |

| Tax Revenue | 2023-24 (Actual) | 2024-25 (BE) | 2024-25 (RE) | 2024-25 (Actual) |
|---------------------------------------|---------------------|-----------------|-----------------|---------------------------|
| Tax on Sales, Trade etc. | 12,714 | 14,212 | 14,212 | 13,089 |
| Taxes and Duties on Electricity | 4,474 | 4,252 | 4,252 | 4,340 |
| Taxes on Goods and Passengers | 112 | 215 | 215 | 72 |
| Other Taxes on Income and Expenditure | 288 | 350 | 350 | 317 |
| Others ⁴ | 0 | 147 | 141 | 0 |
| Total | 54,427 | 59,000 | 60,000 | 56,516[#] |

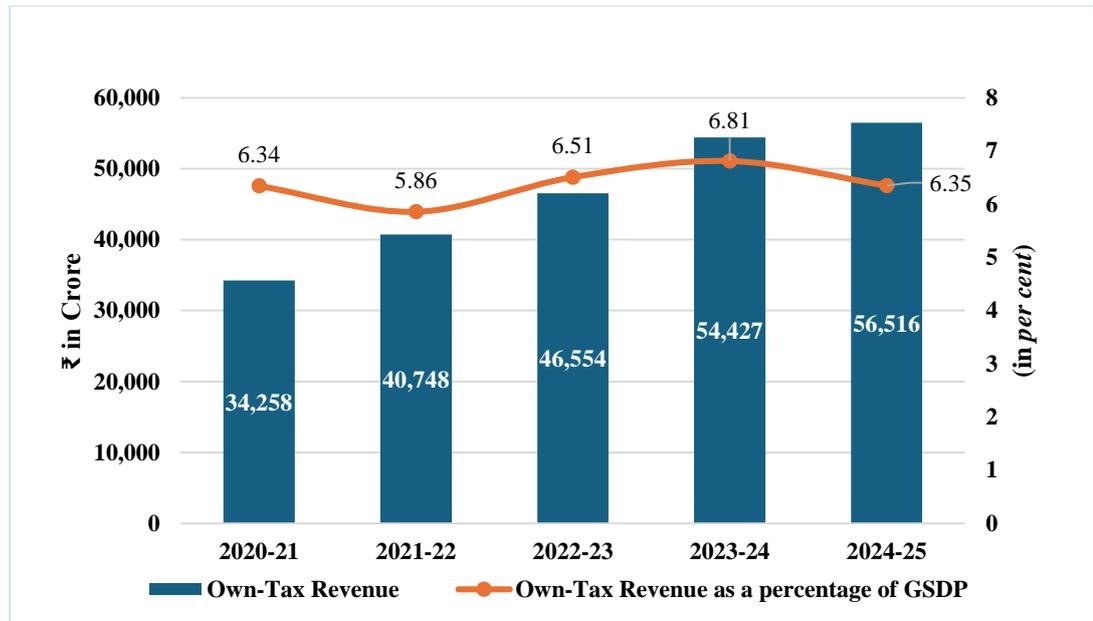
Source: Finance Accounts of the respective years and Budget documents of the State

Difference of 1 crore is due to rounding off.

During FY 2024-25, the State’s Own Tax Revenue grew by 3.84 per cent compared to previous year but fell short of the BE and RE by 4.21 per cent and 5.81 per cent respectively.

Trends of Own Tax Revenue and analysis of its components during the period 2020-21 to 2024-25 are shown in **Chart 1.10** and **Chart 1.11**.

Chart 1.10: Trends of Own Tax Revenue during FY 2020-21 to FY 2024-25

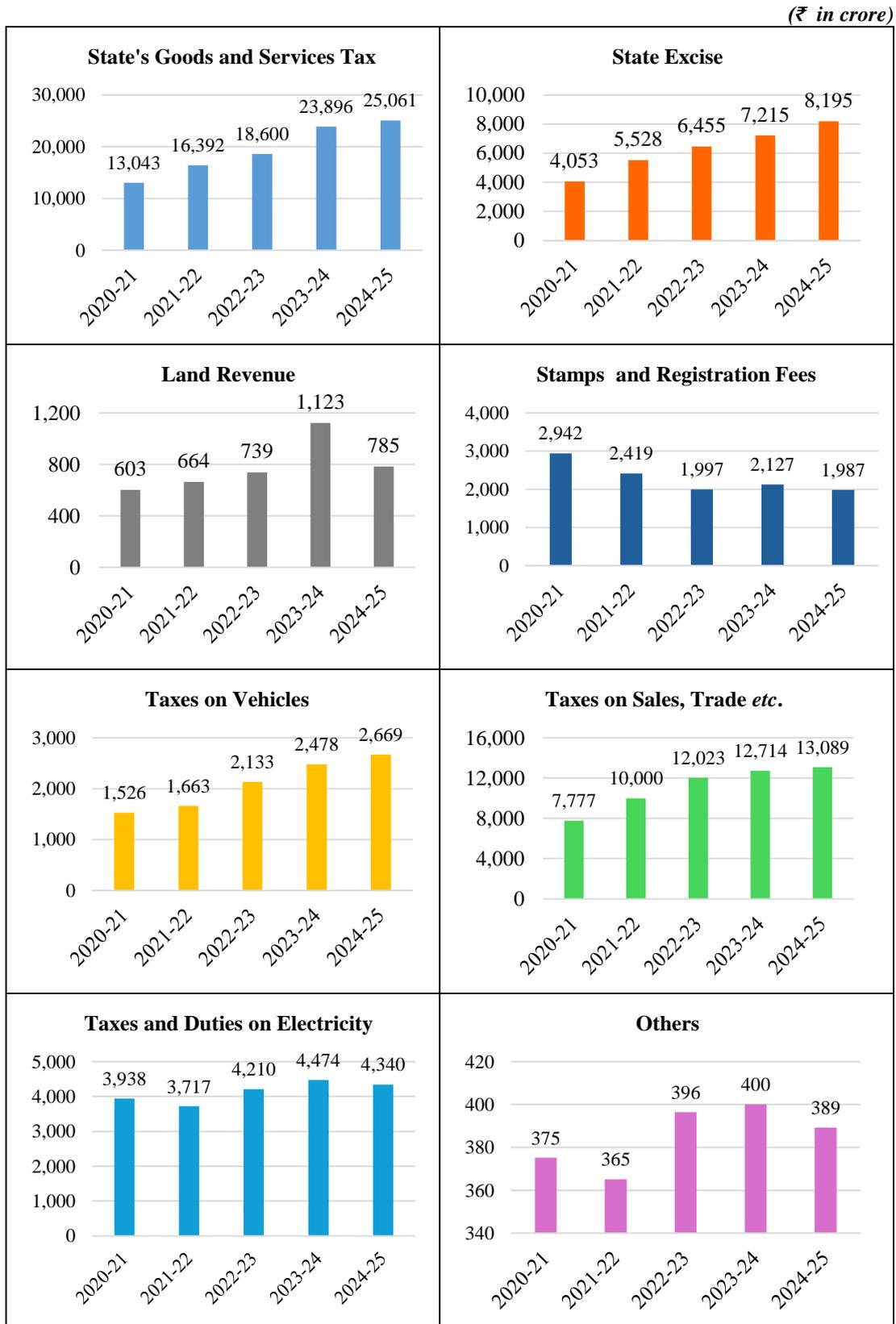


Source: Finance Accounts of respective years for Revenue Receipts and its components; and MoSPI, GoI for GSDP figures

Chart 1.10 highlights that although the State generated higher Own Tax Revenue in absolute terms, the growth rate with respect to GSDP fluctuated during the last five years and declined marginally in 2024-25 compared to the previous year.

⁴ Entertainment Tax of ₹ 0.17 crore (2024-25 - Actual)

Chart 1.11: Trends of various components of State's Own Tax Revenue during the last five years



Source: Finance Accounts of the respective years

Chart 1.11 shows SGST as the largest contributor (44.34 per cent), followed by Taxes on Sales, Trade etc., and State Excise. During 2020-2025, an upward trend was seen

in case of SGST, State Excise, Taxes on vehicles and Taxes on Sales, Trade *etc.*, while it decreased in case of Stamps and Registration fees, Land Revenue, Taxes and Duties on Electricity and Others. Higher tax revenue on State Excise was mainly due to collection of higher excise duties on malt liquor, foreign liquor and spirits during the last five years.

(ii) Non-Tax Revenue

Non-Tax Revenue of a State refers to the rent, fees, royalties and other receipts of the State Government from sources other than taxes.

Details of BE, RE and Actuals for major components of Non-Tax Revenue of the State for the FYs 2023-24 and 2024-25 are given in **Table 1.7**.

Table 1.7: Non-Tax Revenue: 2023-24 (Actuals) and 2024-25 (BE, RE, and Actuals)

| Non-Tax Revenue | (₹ in crore) | | | |
|---|---------------------------|-----------------|-----------------|---------------------------|
| | 2023-24 (Actual) | 2024-25 (BE) | 2024-25 (RE) | 2024-25 (Actual) |
| Interest Receipts | 921 | 1,580 | 1,580 | 501 |
| Dividends and Profits | 1,800 | 1,124 | 3,000 | 4,523 |
| Miscellaneous General Services | 1,889 | 1,096 | 1,096 | 1,683 |
| Non-Ferrous mining and Metallurgical industries | 45,046 | 48,600 | 46,600 | 41,052 |
| Coal and Lignite | 1,351 | 832 | 2,560 | 1,015 |
| Major irrigation | 680 | 750 | 750 | 749 |
| Ports and Light Houses | 210 | 375 | 380 | 409 |
| Others ⁵ | 1,115 | 1,643 | 2,034 | 1,290 |
| Total | 53,011[#] | 56,000 | 58,000 | 51,221[#] |

Source: Finance Accounts of the respective years and Budget documents of the State

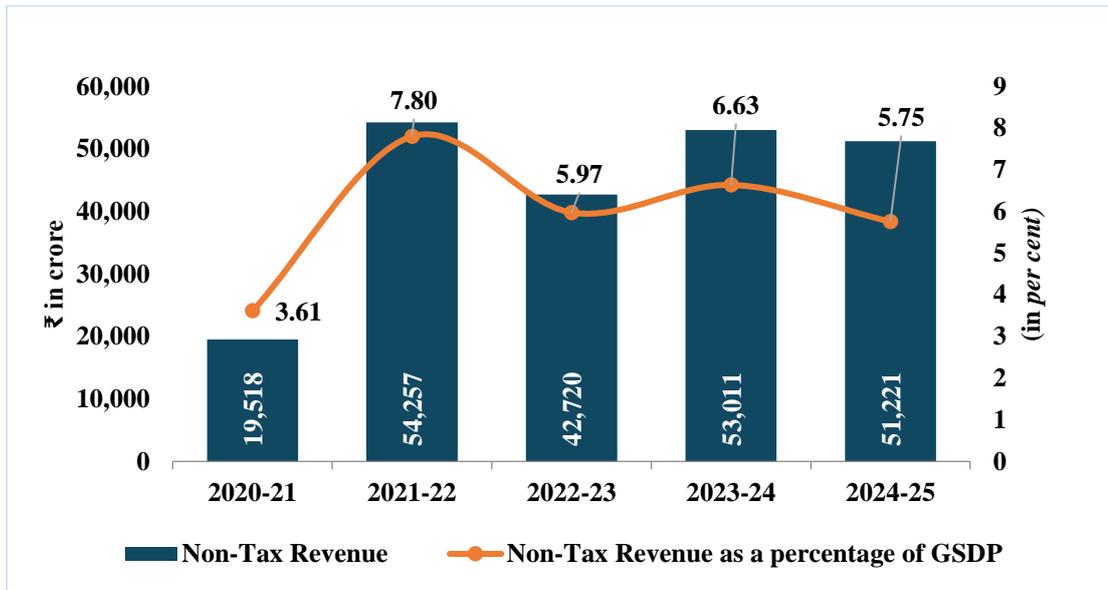
[#] Difference of 1 crore is due to rounding off.

In FY 2024-25, the State's Non-Tax Revenue declined by 3.38 *per cent* compared to the previous year, falling short of the BE (₹ 56,000 crore) and RE (₹ 58,000 crore) approximately by 9 and 12 *per cent*, respectively.

Trends of components of State's Non-Tax Revenue and its percentage to GSDP during 2020-25 are shown in **Chart 1.12** and **Chart 1.13**.

⁵ Medium Irrigation, Medical and Public Health, Education, Sports, Art and culture *etc.*

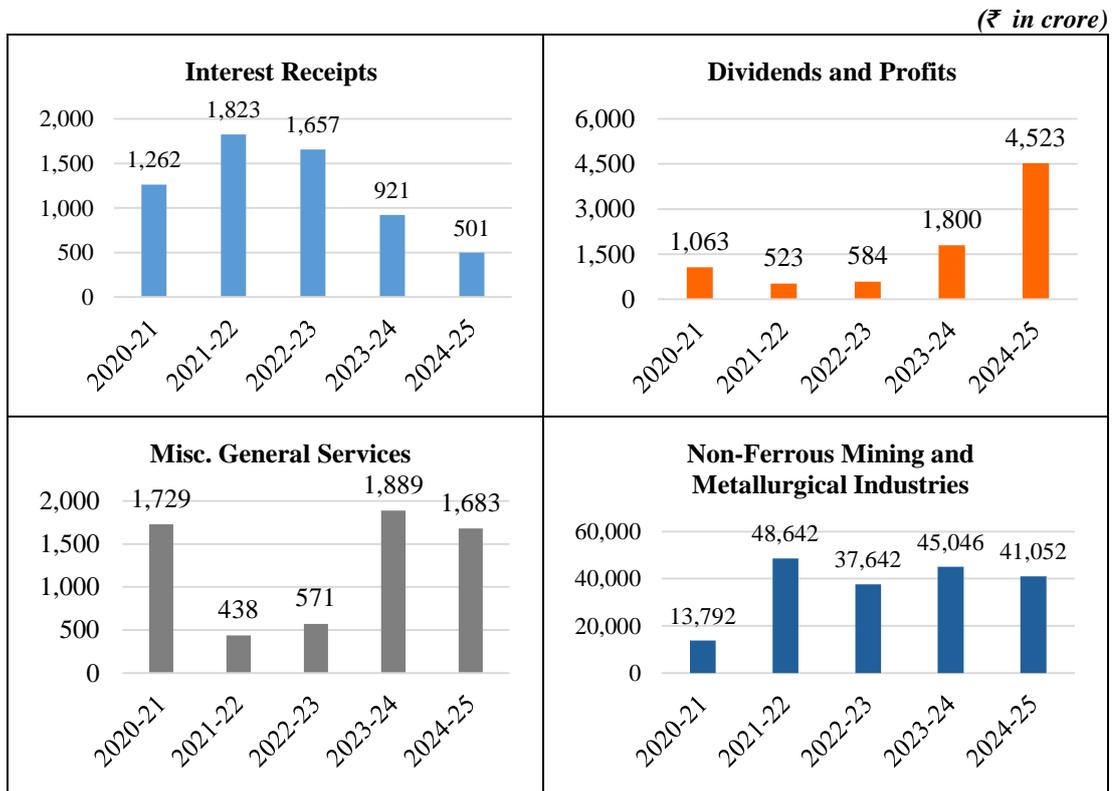
Chart 1.12: Trends of Non-Tax Revenue and its share in GSDP

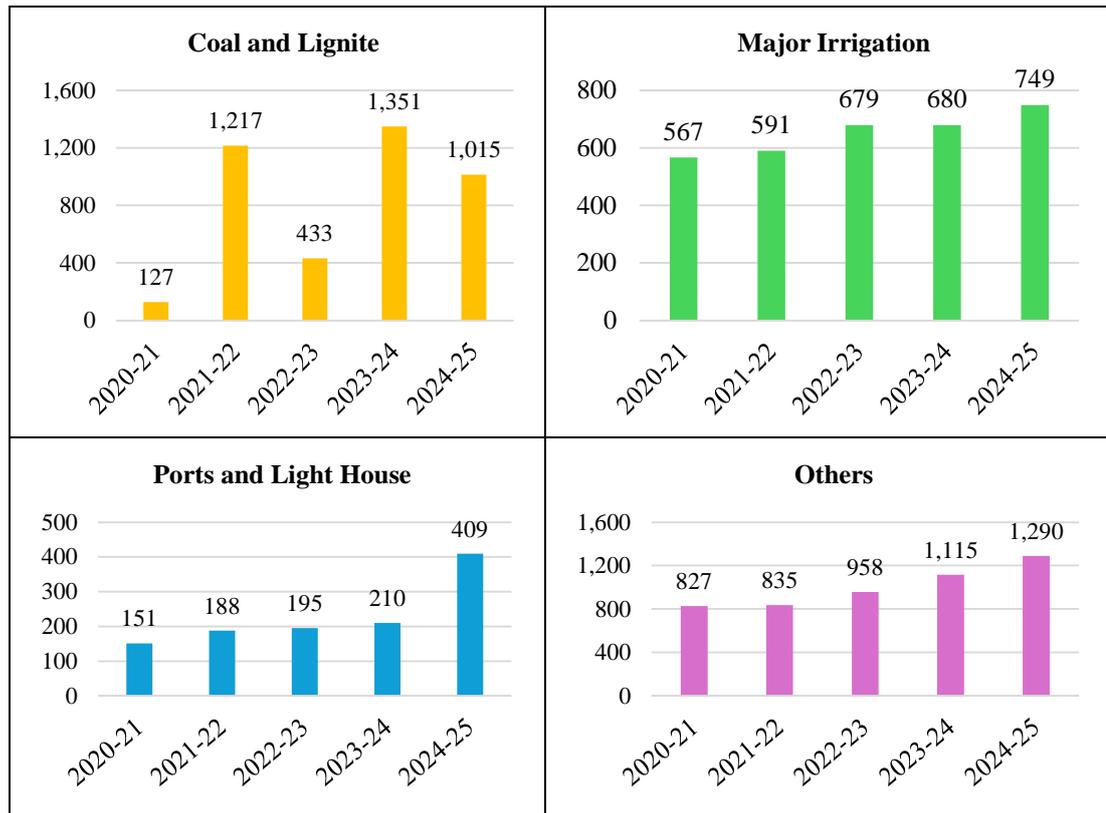


Source: Finance Accounts of the respective years

Chart 1.12 highlights that the Non-Tax Revenue decreased by ₹ 1,790 crore in 2024-25 over the previous year and consequently its share in GSDP also declined. This decrease was primarily due to less realisation of Interest Receipts on account of investment of cash balances and decrease in collection of fees, rent and royalties from non-ferrous mining and metallurgical industries. This was however, partially offset by higher-than-estimated dividends and profits from Odisha Mining Corporation.

Chart 1.13: Trend of various components of State’s Non-Tax Revenue during last five years





Source: Finance Accounts of the respective years

Major reasons for substantial increase or decrease in the components of Non-Tax Revenue are as follows:

- Interest receipts decreased mainly due to less receipt of interest on account of investment of cash balances, as the interest on cash balances decreased from ₹ 621.11 crore in 2023-24 to ₹ 189.33 crore in 2024-25.
- Dividends from State’s Public Sector Entities (SPSEs) increased mainly due to receipts of higher dividend from Odisha Mining Corporation Limited, from ₹ 1,420 crore in 2023-24 to ₹ 4,233 crore in 2024-25.
- Non-Tax Revenue under Miscellaneous General Services declined primarily due to decrease in receipts under Minor Head 800-Other Receipts from ₹ 1,582 crore in 2023-24 to ₹ 954 crore in 2024-25.
- Receipts under non-ferrous mining and metallurgical industries and coal and lignite decreased due to less realisation of concession fees, rents and royalties on major minerals and concession fees and royalties on coal.

B. State’s share in Union Taxes and Duties

Trends in components of State’s share in Union taxes and duties are shown in Table 1.8.

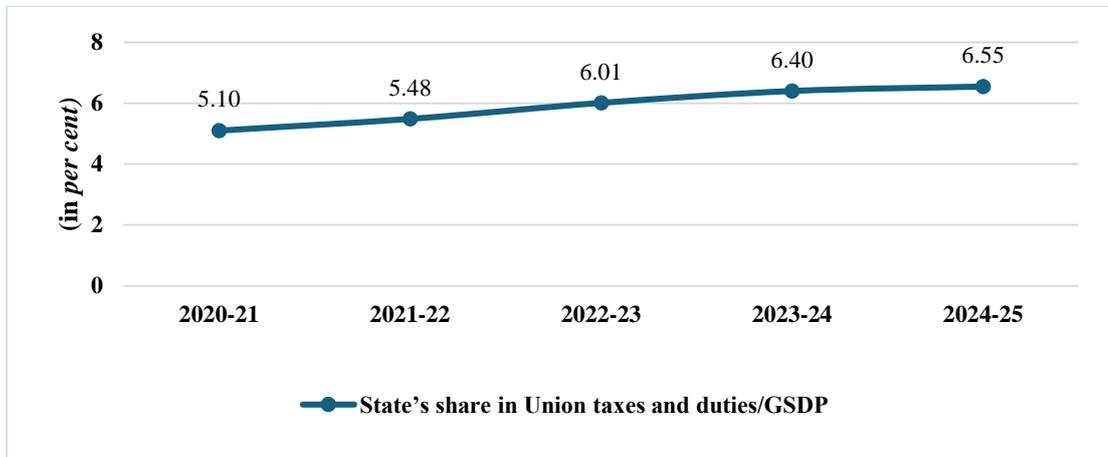
Table 1.8: State's share in Union Taxes and Duties

| Head | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
|--|---------------|---------------|---------------|---------------|---------------|
| Central Goods and Services Tax (CGST) | 8,160 | 11,434 | 12,150 | 15,522 | 17,018 |
| Corporation Tax | 8,328 | 9,583 | 14,407 | 15,351 | 16,534 |
| Taxes on Income other than Corporation Tax | 8,540 | 11,743 | 14,074 | 17,728 | 21,086 |
| Customs | 1,447 | 3,031 | 1,690 | 1,792 | 2,965 |
| Union Excise Duties | 923 | 1,719 | 530 | 678 | 571 |
| Service Tax | 124 | 589 | 67 | 10 | 2 |
| Other Taxes ⁶ | 21 | 45 | 71 | 63 | 94 |
| Total | 27,543 | 38,144 | 42,989 | 51,144 | 58,270 |

Source: Finance Accounts of the respective years

Percentage of State's share in Union taxes and duties to GSDP is given in **Chart 1.14**.

Chart 1.14: Percentage of State's share in Union taxes and duties to GSDP



Source: Finance Accounts of the respective years

C. Grants-in-aid from Government of India

Trend of Grants-in-aid from GoI and its components are shown in **Table 1.9**.

Table 1.9: Grants-in-aid from Government of India

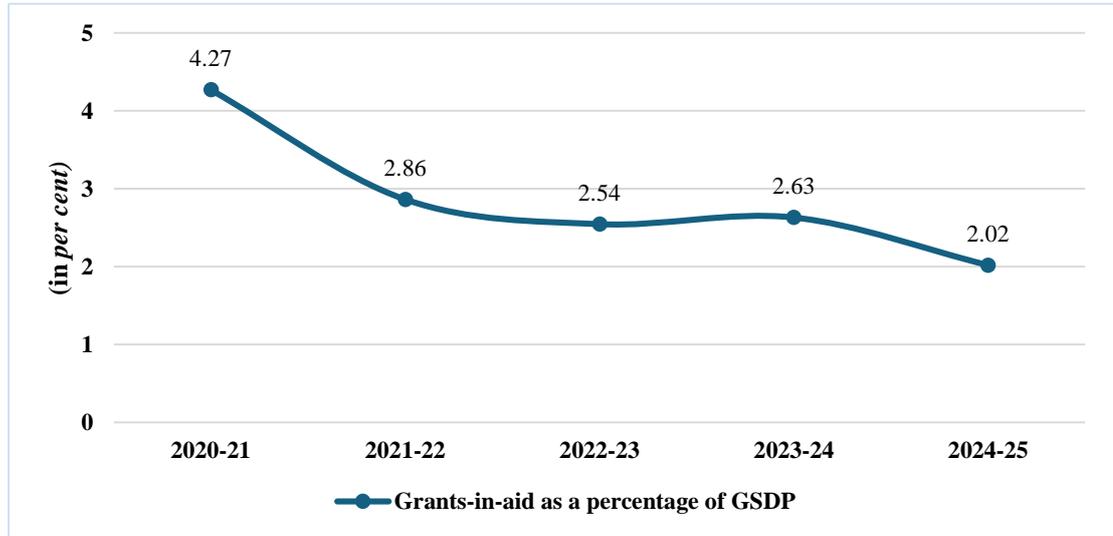
| Head | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
|---|---------------|---------------|---------------|---------------|---------------|
| Grants for Centrally Sponsored Schemes | 12,698 | 11,820 | 11,741 | 15,685 | 11,385 |
| Finance Commission Grants | 4,949 | 4,557 | 4,221 | 4,867 | 5,450 |
| Other transfers/Grants to States/Union Territories with Legislature | 5,421 | 3,533 | 2,238 | 459 | 1,121 |
| Total | 23,068 | 19,910 | 18,200 | 21,011 | 17,956 |

Source: Finance Accounts of the respective years

⁶ Include other Taxes and Duties on Commodities and Services.

Percentage of Grants-in-aid from Government of India to GSDP is given in **Chart 1.15**.

Chart1.15: Percentage of Grants-in-aid from Government of India to GSDP



Source: Finance Accounts of the respective years

(i) Grants for Centrally Sponsored Schemes

Out of the Grants of ₹ 11,384.60 crore for Centrally Sponsored Schemes during 2024-25, the schemes receiving the major grant amounts are shown in **Table 1.10**.

Table 1.10: Schemes receiving major amount of grants

| Name of the Scheme | ₹ in crore) | | |
|---|-------------|----------|--------------------------------------|
| | 2024-25 | 2023-24 | Percentage change over previous year |
| Samagra Shiksha | 1,672.35 | 1,236.61 | (+) 35.24 |
| Flexible Pool for RCH & Health System Strengthening, National Health Programme and National Urban Health Mission | 1,388.11 | 1,275.64 | (+) 8.82 |
| Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) | 1,110.16 | 974.01 | (+)13.98 |
| Saksham Anganwadi and Poshan 2.0 (Umbrella ICDS-Anganwadi Services Poshan Abhiyan Scheme for Adolescent Girls National Creche Scheme) | 948.16 | 968.81 | (-) 2.13 |
| Pradhan Mantri Awas Yojana (PMAY) | 825.05 | 4,310.71 | (-) 80.86 |
| Pradhan Mantri Gram Sadak Yojana (PMGSY) | 712.39 | 1,262.55 | (-) 43.58 |
| National Rural Livelihood Mission/AAJEEVIKA (NRLM) | 588.44 | 763.08 | (-) 22.89 |

Source: Finance Accounts for the years 2023-24 and 2024-25

(ii) Fifteenth Finance Commission Grants

The Fifteenth Finance Commission (15th FC) grants were provided to the States for Local Bodies, State Disaster Response Fund (SDRF), State Disaster Mitigation Fund (SDMF) and Health sector. Details of grants provided to the State by GoI are given in **Table 1.11**.

Table 1.11: Recommended amount, actual release and transfers of Grant-in-aid
(₹ in crore)

| Transfers | Recommendation of 15 th FC for 2024-25 | Actual release by GoI, during 2024-25 | Release by State Government (Total percentage of the amount released by GoI) |
|--|---|---------------------------------------|--|
| (i) Grants to Panchayati Raj Institutions (PRIs) | 1,851.00 | 1,851.00 | 1,851.00 (100) |
| (a) Performance/Tied Grants # | 1,110.60 | 1,110.60 | 1,110.60(100) |
| (b) Untied Grants | 740.40 | 740.40 | 740.40(100) |
| (ii) Grants to Urban Local Bodies (ULBs) | 953.00 | 800.73 | 800.73(100) |
| (a) Non-Million Plus Cities (Performance/Tied Grant) # | 571.80 | 480.44 | 480.44(100) |
| (b) Non-Million Plus Cities (General Basic/Untied Grant) | 381.20 | 320.29 | 320.29(100) |
| (iii) Grants for Health Sector | 510.00 | 941.33 | 941.33 (100) |
| Total for Local Bodies (i+ii+iii) | 3,314.00 | 3,593.06 | 3,593.06(100) |
| State Disaster Response Fund (SDRF) | Central Share | 1,485.60 | 1,485.60(100) |
| | State Share | 495.20 | 495.20(100) |
| State Disaster Mitigation Fund (SDMF) | Central Share | 371.40 | 371.40(100) |
| | State Share | 123.80 | 123.80(100) |
| Total for State Disaster Response and Mitigation Fund (SDRMF) | 2,476.00 | 2,476.00 | 2,476.00(100) |

Source: Finance Accounts for the FY 2024-25 and 15th FC Recommendations

For drinking water, rainwater harvesting, sanitation etc.

As can be seen from **Table 1.11**, there was no shortfall in release of 15th FC grants by the State Government.

1.2.2 Capital Receipts

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.

Trends of various components of Capital Receipts during 2020-21 to 2024-25 are shown in **Table 1.12**.

Table 1.12: Trends in growth and composition of Capital Receipts

(₹ in crore)

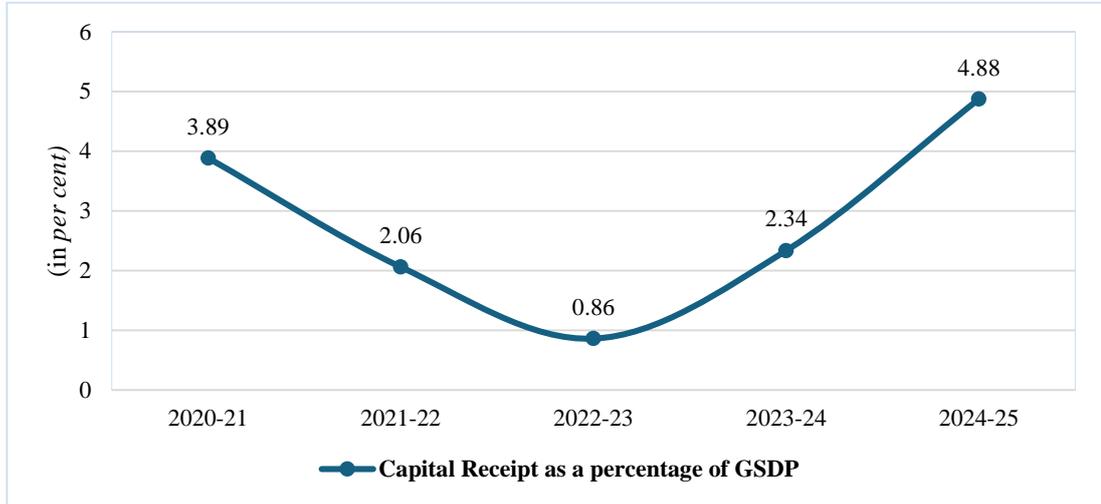
| Sources of State's Capital Receipts | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
|--|---------------|---------------|--------------|---------------|---------------|
| Capital Receipts | 21,002 | 14,346 | 6,179 | 18,682 | 43,398 |
| Miscellaneous Capital Receipts | 0 | 0 | 0 | 0 | 0 |
| Recovery of Loans and Advances | 684 | 1,566 | 832 | 559 | 665 |
| Public Debt Receipts | 20,318 | 12,780 | 5,347 | 18,123 | 42,732 |
| Internal Debt | 15,191 | 5,174 | 4,328 | 13,821 | 34,996 |
| Loans and advances from GoI# | 5,127 | 7,606 | 1,019 | 4,302 | 7,736 |
| Year-on-Year growth rates (in per cent) | | | | | |
| GSDP | 0.50 | 28.76 | 2.84 | 11.70 | 11.40 |
| Capital Receipts | 40 | (-32) | (-57) | 202 | 132 |
| Public Debt Receipts | 38 | (-37) | (-58) | 239 | 136 |
| Internal Debt | 11 | (-66) | (-16) | 219 | 153 |
| Loans and advances from GoI | 435 | 48 | (-87) | 322 | 80 |

Source: Finance Accounts of the respective years

For FYs 2020-21 and 2021-22, the figure includes debt of ₹ 3,822 crore and ₹ 6,430 crore respectively, as back-to-back loans from GoI in lieu of GST Compensation shortfall, which are not to be repaid by the State from its sources.

Capital Receipts as percentage of GSDP is depicted in **Chart 1.16**.

Chart:1.16 Capital Receipts as percentage of GSDP



Source: Finance Accounts of the respective years; and MoSPI, GoI for GSDP

While GSDP growth has remained relatively stable (between 11-12 per cent in last two years), Public Debt Receipts have grown disproportionately (239 per cent in 2023-24 and 136 per cent in 2024-25). This abrupt surge in Public Debt Receipts resulted in a steep rise in Capital Receipts as percentage of GSDP from 0.86 per cent in 2022-23 to 4.88 per cent in 2024-25. Thus, the increase in borrowings is not directly aligned with economic expansion, pointing to fiscal stress and potential challenges in debt servicing capacity.

1.2.3 Finance Commission Projections and Actuals

This paragraph analyses the deviations between the projections of the 15th FC and the State’s actual fiscal and economic performance during the period 2020-21 to 2024-25.

The revenue and GSDP projected by the 15th FC and actuals are given in **Table 1.13**.

Table 1.13: 15th FC Projection vis-à-vis actuals

| | 2020-21 | | 2021-22 | | 2022-23 | | 2023-24 | | 2024-25 | |
|--|------------|----------|------------|----------|------------|----------|------------|----------|------------|----------|
| | Projection | Actual |
| GSDP (2011-12 Series - Current Prices) | 5,86,647 | 5,40,185 | 5,53,246 | 6,95,530 | 5,96,222 | 7,15,262 | 6,47,312 | 7,98,969 | 7,05,403 | 8,90,038 |
| Own Revenue Receipts | 55,971 | 53,776 | 49,466 | 95,005 | 54,030 | 89,274 | 59,529 | 1,07,438 | 65,877 | 1,07,737 |
| State’s Own Tax Revenue | 44,686 | 34,258 | 33,238 | 40,748 | 36,415 | 46,554 | 40,254 | 54,427 | 44,699 | 56,516 |

| | 2020-21 | | 2021-22 | | 2022-23 | | 2023-24 | | 2024-25 | |
|--------------------------------------|------------|--------|------------|--------|------------|--------|------------|--------|------------|--------|
| | Projection | Actual |
| State's Own Non-Tax Revenue | 11,286 | 19,518 | 16,228 | 54,257 | 17,615 | 42,720 | 19,275 | 53,011 | 21,178 | 51,221 |
| State's share in Union Taxes/Duties | 39,586 | 27,543 | 29,821 | 38,144 | 33,173 | 42,989 | 37,328 | 51,144 | 42,408 | 58,270 |
| Fiscal Deficit as percentage of GSDP | -- | 1.81 | 4.00 | 2.97 | 3.50 | 2.13 | 3.00 | 1.85 | 3.00 | 2.81 |

Source: Finance Accounts of respective years and 15th Finance Commission Report

1.2.4 Expenditure

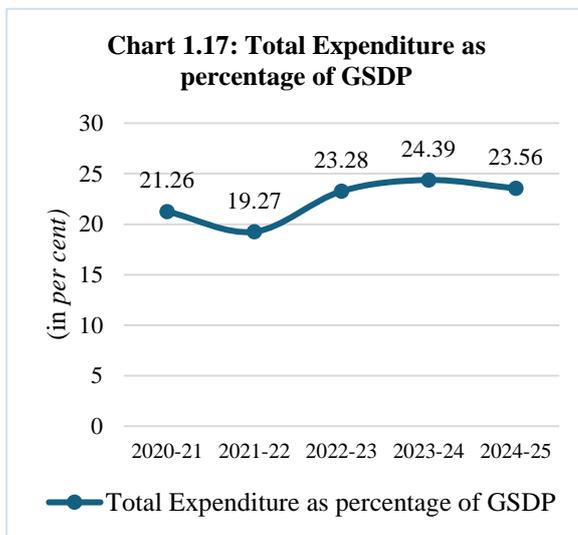
Government expenditure is classified into Revenue Expenditure, Capital Expenditure and Loans and Advances. Revenue Expenditure includes costs for maintenance, repairs and day-to-day functioning of departments, including administrative and establishment expenses. Capital Expenditure relates to the initial construction of projects and sanctioned improvements or additions to assets. Loans and Advances comprise funds provided by the government to Public Sector Undertakings and other entities, which are recoverable over time. Details of expenditure, total expenditure as percentage of GSDP and share components of Total Expenditure are given in **Table 1.14**, **Chart 1.17** and **Chart 1.18** respectively.

Table 1.14: Total Expenditure and its composition

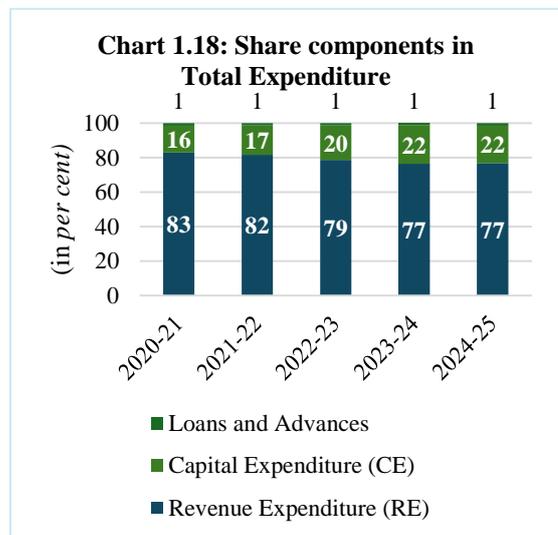
| Parameters | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
|-----------------------------------|----------|----------|----------|----------|----------|
| Total Expenditure (TE) | 1,14,857 | 1,34,000 | 1,66,513 | 1,94,895 | 2,09,670 |
| Revenue Expenditure (RE) | 95,311 | 1,09,588 | 1,31,006 | 1,48,832 | 1,61,312 |
| Capital Expenditure (CE) | 17,949 | 22,726 | 33,349 | 43,273 | 45,481 |
| Loans and Advances | 1,597 | 1,686 | 2,158 | 2,790 | 2,877 |
| Appropriation to contingency fund | 0 | 0 | 0 | 0 | 0 |

(₹ in crore)

Source: Finance Accounts of the respective years



Source: Finance Accounts of the respective years



Out of the total expenditure of ₹ 2,09,670 crore incurred by the State during the financial year 2024-25, a portion of ₹ 5,450.06 crore pertained to pass-through transactions such as Finance Commission grants *etc.*

The State’s expenditure profile revealed that Revenue Expenditure continued to dominate the total expenditure during 2020-21 to 2024-25, while the share of Capital Expenditure has gradually increased since 2020-21. Thus, there is a marginal but positive shift towards asset creation and developmental spending, though overall expenditure remains largely consumption oriented.

Sector-wise Expenditure

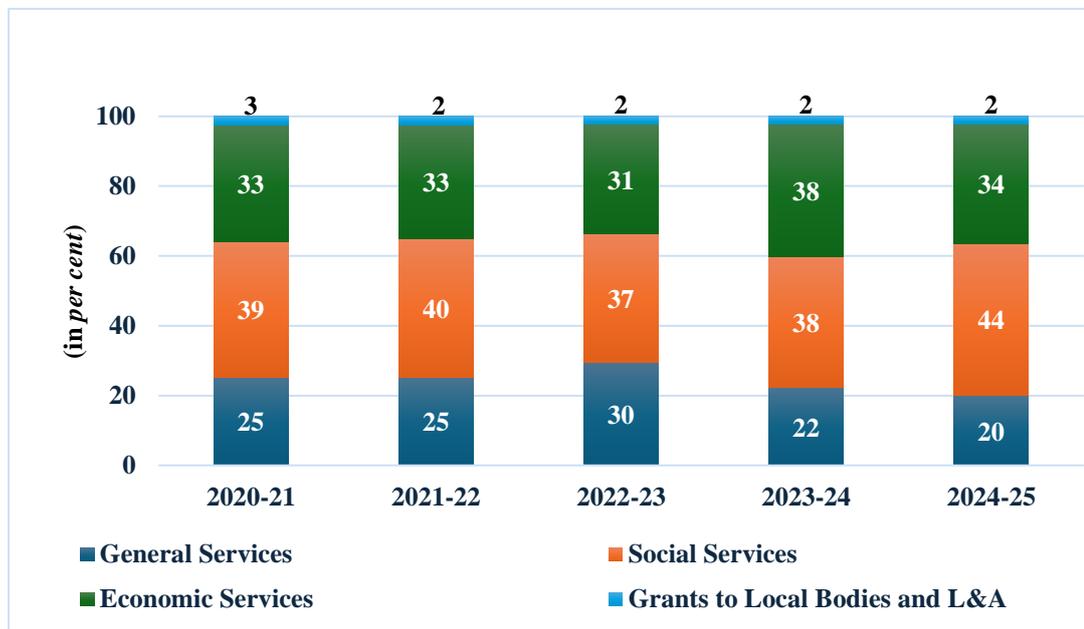
Sector-wise composition of Total Expenditure is given in **Table 1.15** and its share in total expenditure is depicted in **Chart 1.19**.

Table 1.15: Sector-wise composition of Total Expenditure

| Parameters | (₹ in crore) | | | | |
|--|--------------|---------|---------|---------|---------|
| | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
| General Services | 29,139 | 33,838 | 49,268 | 43,591 | 41,831 |
| Social Services | 44,424 | 53,315 | 61,061 | 72,954 | 91,404 |
| Economic Services | 38,367 | 43,647 | 52,442 | 74,010 | 71,744 |
| Others (Grants to Local Bodies and Loans and Advances) | 2,927 | 3,200 | 3,742 | 4,340 | 4,691 |

Source: Finance Accounts of the respective years

Chart 1.19: Relative share of various sectors in Total Expenditure



Source: Finance Accounts of the respective years

Analysis of sectoral composition of total expenditure shows that the share of Social Services has steadily increased during last five years, except in 2022-23, indicating a rising emphasis on welfare-related and human development sectors (Education, health, nutrition *etc.*). Expenditure on Economic Services, however, exhibited fluctuations,

which is indicative of inconsistent prioritisation of developmental and infrastructure related activities. Overall, the trend highlights a shift in focus towards social sector spending, with relatively low and uneven allocations to economic development and local bodies.

1.2.4.1 Revenue Expenditure

Revenue Expenditure is incurred to maintain the current level of services and payment for the past obligation. As such, it does not result in any addition to the State's infrastructure and service network. Growth of Revenue Expenditure, its ratio to total expenditure, GSDP and Revenue Receipts are shown in **Table 1.16**.

Table 1.16: Revenue Expenditure – Basic Parameters

| (₹ in crore) | | | | | |
|--|----------|----------|----------|----------|----------|
| Parameters | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
| Total Expenditure (TE) | 1,14,857 | 1,34,000 | 1,66,513 | 1,94,895 | 2,09,670 |
| Revenue Expenditure (RE) | 95,311 | 1,09,588 | 1,31,006 | 1,48,832 | 1,61,312 |
| RE as percentage of Revenue Receipts | 91.31 | 71.60 | 87.07 | 82.87 | 87.69 |
| RE as percentage of TE | 82.98 | 81.78 | 78.68 | 76.37 | 76.94 |
| RE/GSDP (<i>per cent</i>) | 17.64 | 15.76 | 18.32 | 18.63 | 18.12 |
| Year-on-year growth (<i>in per cent</i>) | | | | | |
| Revenue Expenditure | (-)3.86 | 14.98 | 19.54 | 13.61 | 8.39 |
| GSDP Growth | 0.50 | 28.76 | 2.84 | 11.70 | 11.40 |

Source: Finance Accounts of the respective years

Analysis of Revenue Expenditure reveals that it continues to dominate the expenditure profile of the State, accounting for more than three-fourths of the Total Expenditure during the last five years. Further, Revenue Expenditure as percentage of Revenue Receipts consistently remained high, ranging between 71.60 *per cent* and 91.31 *per cent* during the FYs 2020-25. This high dependency on Revenue Receipts for current consumption limits the fiscal space for capital investments and poses risks to revenue balance.

A. Sector-wise Revenue Expenditure

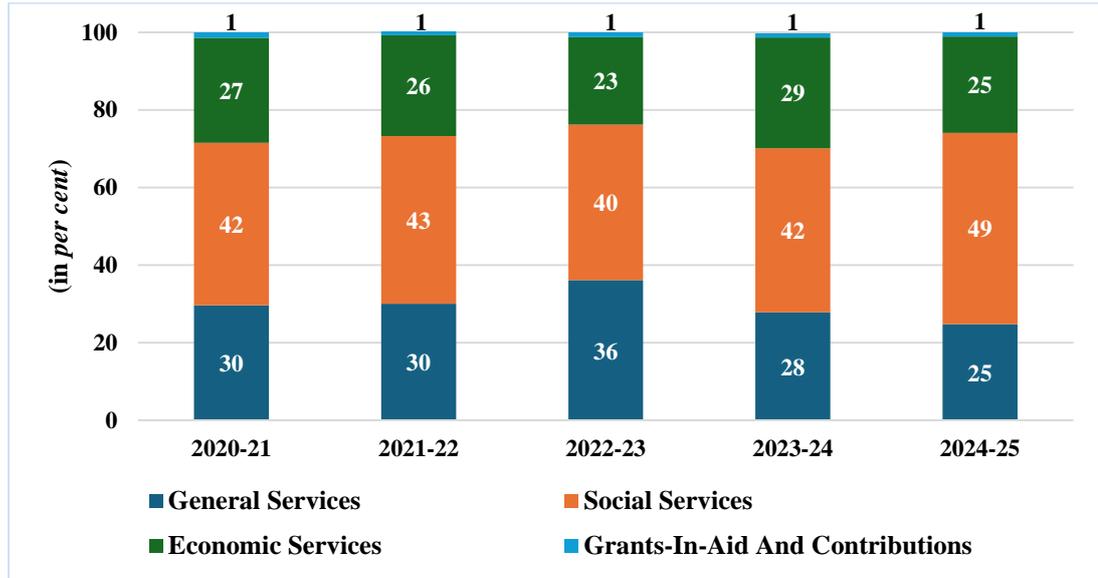
Sector-wise composition of Revenue Expenditure is given in **Table 1.17** and Relative share of various sectors in Revenue Expenditure is shown in **Chart 1.20**.

Table 1.17: Sector-wise composition of Revenue Expenditure

| (₹ in crore) | | | | | |
|---------------------------------|---------|---------|---------|---------|---------|
| Parameters | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
| General Services | 28,271 | 32,970 | 47,321 | 41,479 | 40,004 |
| Social Services | 39,901 | 47,312 | 52,498 | 63,348 | 79,531 |
| Economic Services | 25,809 | 27,792 | 29,603 | 42,455 | 39,963 |
| Grants-In-Aid And Contributions | 1,330 | 1,514 | 1,584 | 1,550 | 1,814 |

Source: Finance Accounts of the respective years

Chart 1.20: Relative share of various sectors in Revenue Expenditure



Source: Finance Accounts of the respective years

The sectoral analysis of Revenue Expenditure reveals reduced prioritisation on General Services during 2023-24 and 2024-25. In contrast, Social Services consistently registered a growth, highlighting the State’s growing emphasis on welfare and human development, during 2023-25.

However, at the same time, allocations towards Economic Services have remained inconsistent, indicative of uneven prioritisation of infrastructure-related activities.

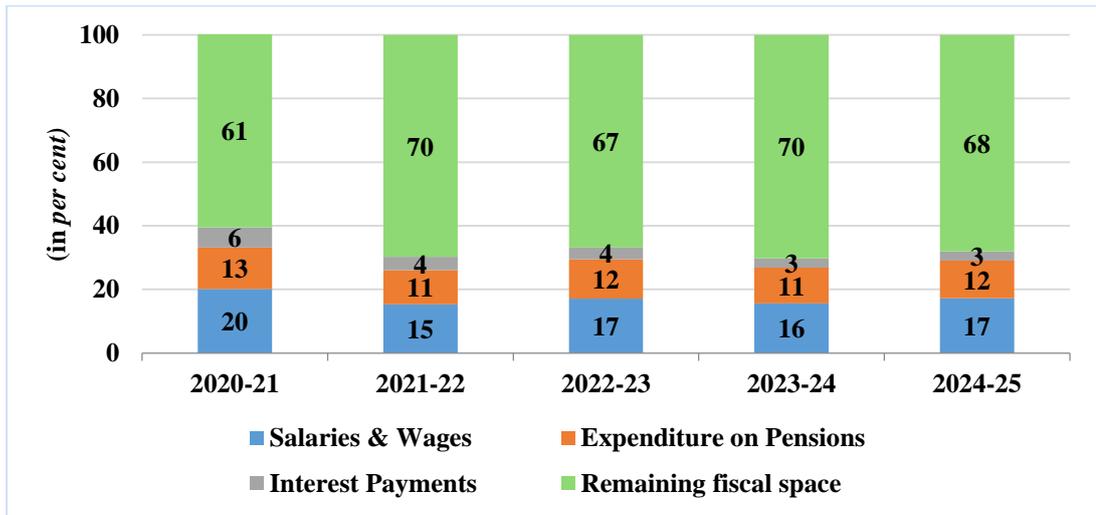
B. Committed Expenditure

The committed expenditure of the State Government on revenue account consists of interest payments; expenditure on salaries and wages; and pensions. It has the first charge on Government resources. The components of committed expenditure are given in **Table 1.18** and committed expenditure as percentage of receipts and remaining fiscal space for other expenditure is given in **Chart 1.21**.

Table 1.18: Components of Committed Expenditure

| Components of Committed Expenditure | (₹ in crore) | | | | |
|---|---------------|---------------|---------------|---------------|---------------|
| | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
| Salaries & Wages | 21,003 | 23,456 | 25,770 | 28,121 | 31,659 |
| Expenditure on Pensions | 13,629 | 16,459 | 18,596 | 20,108 | 21,849 |
| Interest Payments | 6,644 | 6,342 | 5,502 | 5,181 | 5,281 |
| Total | 41,276 | 46,257 | 49,868 | 53,410 | 58,789 |
| Committed Expenditure as percentage of Revenue Expenditure | 43.31 | 42.21 | 38.07 | 35.89 | 36.44 |

Source: Finance Accounts of the respective years

Chart 1.21: Committed Expenditure as percentage of Revenue Receipts and remaining fiscal space

Source: Finance Accounts of the respective years

Table 1.18 shows that Committed expenditure as a proportion of Revenue Expenditure has shown positive changes during 2020-25, showing an overall improvement in fiscal space. However, the rising obligations of salaries (from ₹ 21,003 crore in 2020-21 to ₹ 31,659 crore in 2024-25) and pensions (₹ 13,629 crore in 2020-21 to ₹ 21,849 crore in 2024-25) continues to exert structural pressure on the State's finances, limiting flexibility in allocation towards developmental and Capital Expenditure.

C. Subsidies

The Subsidies during the current year (2024-25) increased by ₹ 5,011 crore (121.54 per cent) compared to the previous year. This increase was mainly due to grant of ₹ 5,848.70 crore as input assistance to the farmers under a new scheme "Samrudh Krushak Yojana" with the intended outcome of enhancement of farmers income, improvement of production and productivity of paddy in the State.

Department-wise major Subsidies for FYs 2020-21 to 2024-25 are shown in **Table 1.19**.

Table 1.19: Department-wise Subsidies during FYs 2020-21 to 2024-25

| Sl. No. | Department | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
|----------------------|------------------------------------|--------------|--------------|--------------|--------------|--------------|
| 1 | Food Supplies & Consumer Welfare | 2,085 | 2,058 | 1,170 | 1,185 | 375 |
| 2 | Co-operation | 1,269 | 1,451 | 1,388 | 1,791 | 1,430 |
| 3 | Agriculture & Farmers' Empowerment | 301 | 329 | 679 | 218 | 6,013 |
| 4 | Revenue & Disaster Management | 224 | 470 | 274 | 36 | 352 |
| 5 | Other Departments ⁷ | 409 | 387 | 468 | 893 | 964 |
| Total Subsidy | | 4,288 | 4,695 | 3,979 | 4,123 | 9,134 |

Source: Finance Accounts of the respective years

⁷ Other Departments include (i) ST&SC Development, Minorities & Backward Classes Welfare, (ii) Transport, (iii) Industries, (iv) Water Resources, (v) Handlooms, Textiles & Handicrafts, (vi) Women & Child Development (vii) Mission Shakti (viii) Panchayati Raj and Drinking Water (ix) Micro, Small & Medium Enterprises

The total original budget for Subsidies was ₹ 8,067.84 crore, while the actual expenditure was ₹ 9,133.55 crore, showing an overall increase of ₹ 1,065.71 crore over the original provision as shown in **Table 1.20**.

Table 1.20: Budget vis-à-vis expenditure of Subsidy schemes

(₹ in crore)

| Scheme name | Budget (O) | Suppl. | Re-app (-) | Re-app (+) | Surrender | Expenditure |
|--|-----------------|--------------|--------------|-----------------|---------------|-----------------|
| Samrudha Krushak Yojana | 5,000.00 | 0.00 | 0.00 | 848.70 | 0.00 | 5,848.70 |
| Interest Subvention to the Co-op. Banks/ PACs for providing Crop Loan to the Farmers | 830.00 | 0.00 | 0.00 | 0.00 | 0.00 | 830.00 |
| Pradhan Mantri Fasal Bima Yojana (PMFBY) | 600.00 | 0.00 | 0.00 | 0.00 | 0.00 | 599.84 |
| Public Distribution System | 364.72 | 40.92 | 0.00 | 0.00 | 31.20 | 374.44 |
| Subsidy for Agricultural inputs | 57.00 | 0.00 | 0.00 | 350.00 | 54.66 | 352.34 |
| Mission Shakti Programme | 300.00 | 0.00 | 0.00 | 0.00 | 0.03 | 299.97 |
| Implementation of Electric Vehicle Policy | 150.00 | 0.00 | 0.00 | 0.00 | 0.14 | 149.57 |
| Subsidies to Medium and Large Industries | 136.00 | 0.00 | 1.00 | 2.03 | 0.00 | 137.03 |
| Construction of Aerodromes | 157.00 | 0.00 | 19.09 | 0.00 | 1.03 | 136.88 |
| Farm Mechanisation & Agriculture Entrepreneurship | 117.30 | 0.00 | 0.00 | 0.00 | 0.46 | 116.84 |
| Others | 355.82 | 37.67 | 14.38 | 8.20 | 99.79 | 287.94 |
| TOTAL | 8,067.84 | 78.59 | 34.47 | 1,208.93 | 187.31 | 9,133.55 |

Source: Finance Accounts of the respective years

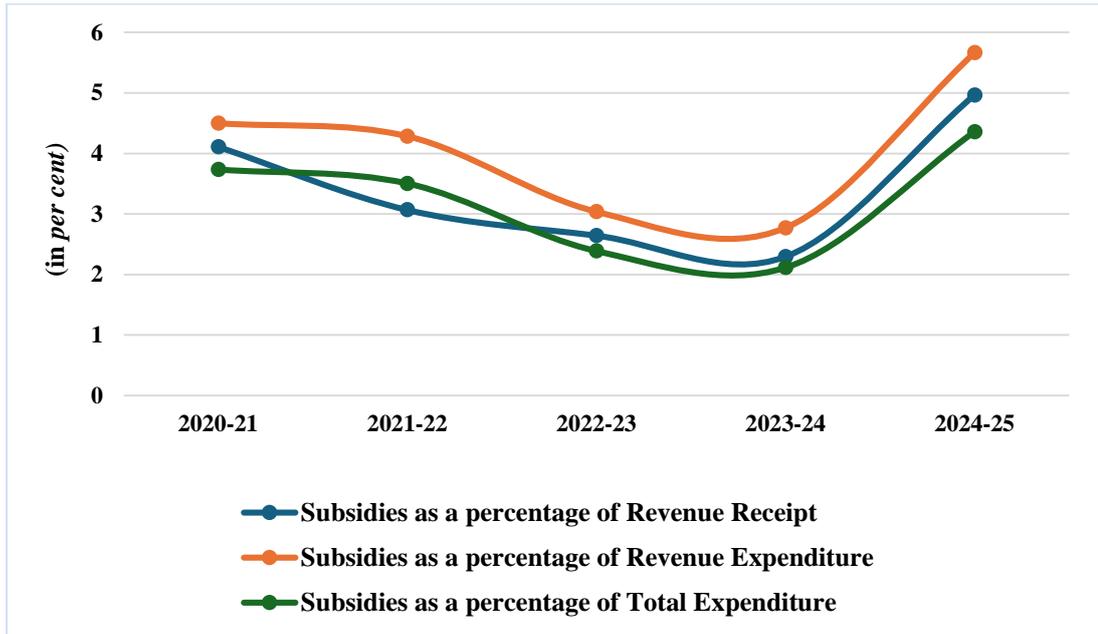
Table 1.21: Sector-wise analysis of Subsidies

| Sectors | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
|--------------|--------------|--------------|--------------|--------------|--------------|
| Economic | 3,876 | 4,032 | 3,469 | 3,708 | 8,309 |
| Social | 412 | 658 | 502 | 340 | 675 |
| General | 0 | 5 | 8 | 75 | 150 |
| Total | 4,288 | 4,695 | 3,979 | 4,123 | 9,134 |

Source: Finance Accounts of respective years, Government of Odisha

Sector-wise analysis of subsidies during 2020-21 to 2024-25 shows a continued dominance of subsidy under economic sector with a steep rise in 2024-25. This was primarily due to substantial input assistance provided to farmers under the Samrudh Krushak Yojana, resulting in nearly 91 per cent of the total subsidy outlay in the Economic Sector. Social Sector subsidies, though fluctuated over the years, increasing from ₹ 340 crore in 2023-24 to ₹ 675 crore during 2024-25. This was mainly due to increase in Subsidy for agricultural inputs under Disaster Management. Though relatively small, the allocation for General Services doubled from ₹ 75 crore in 2023-24 to ₹ 150 crore in 2024-25, primarily on account of the subsidy provided by the Transport Department for the implementation of the Electric Vehicle Policy. The sectoral pattern indicates that the exceptional increase in total subsidies from ₹ 4,123 crore in 2023-24 to ₹ 9,134 crore in 2024-25 was driven overwhelmingly by agriculture and allied activities.

Chart 1.22: Trend analysis of subsidies

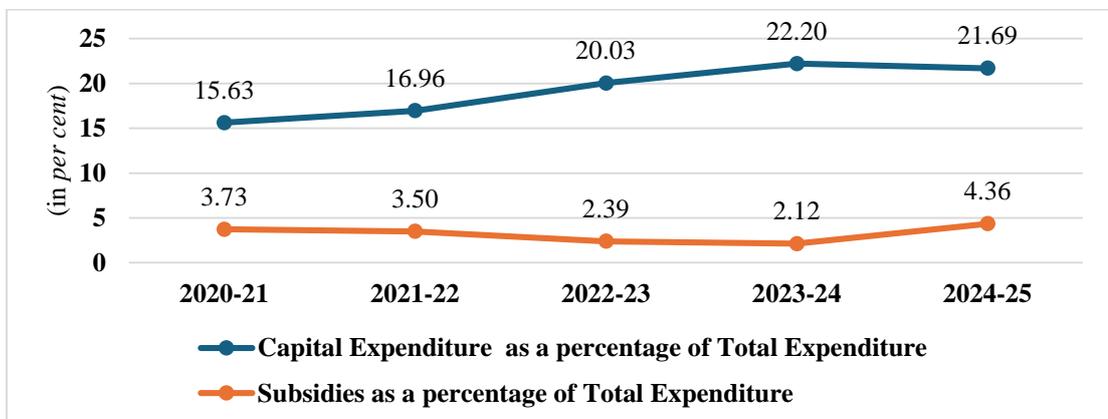


Source: Finance Accounts of the respective years

While subsidies declined in 2022-23 compared to 2021-22, the trend reversed sharply thereafter. In 2024-25, subsidy expenditure almost doubled to ₹ 9,134 crore compared to the previous year and its share in Revenue Receipts, Revenue Expenditure and Total Expenditure peaked over the five-year period. This sudden escalation not only offset the earlier gains in rationalising subsidies but also reduced the fiscal space available for developmental and capital spending.

As can be seen from **Chart 1.23**, there is an inverse trade-off. The sharp increase in Subsidies (more than double from 2.12 per cent to 4.36 per cent of Total Expenditure) was accompanied by a decrease in Capital Expenditure (from 22.20 per cent to 21.69 per cent of Total Expenditure) from 2023-24 to 2024-25. This indicates that the substantial increase in welfare spending may have crowded out some portion of the capital spending, affecting long term growth.

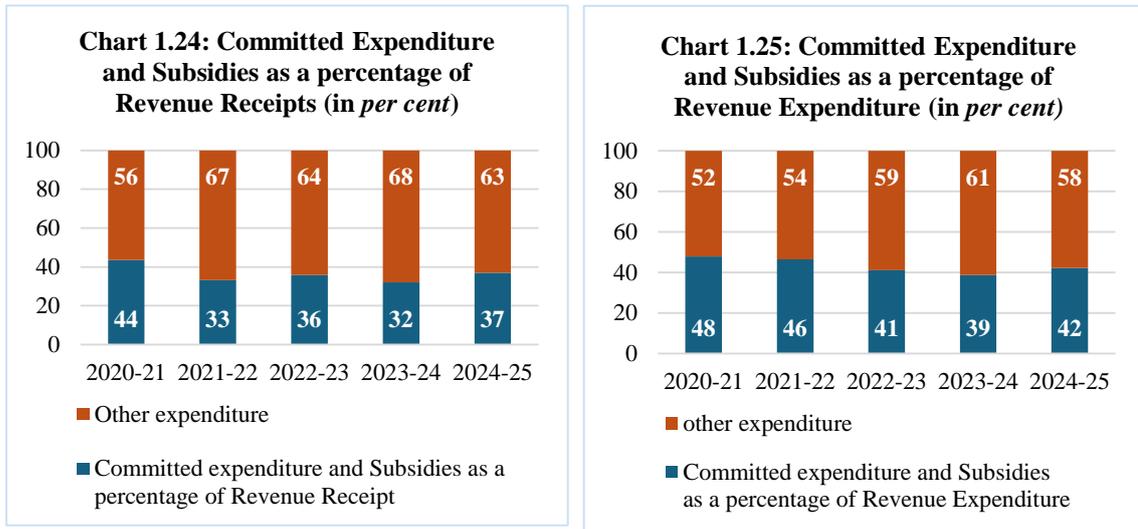
Chart 1.23: Capital Expenditure and Subsidies as percentage of Total Expenditure



Source: Finance Accounts of the respective years

D. Fiscal stress from committed expenditure and subsidies

Chart 1.24 and Chart 1.25 depict the Committed expenditure and subsidies as percentage of Revenue Receipts and Revenue Expenditure during the FYs 2020-25.



Source: Finance Accounts of the respective years

In 2024-25, the State’s committed expenditure of ₹ 58,789 crore comprising salaries (₹ 31,659 crore), pensions (₹ 21,849 crore) and interest payments (₹ 5,281 crore) accounted for approximately 32 per cent of the Revenue Receipts. In addition, subsidies amounted to ₹ 9,134 crore, bringing the total committed expenditure (including subsidies) to ₹ 67,923 crore, which was nearly 37 per cent of the State’s Revenue Receipts.

Thus, the high and inflexible nature of such expenditure significantly compresses fiscal space, limiting the State’s ability to allocate resources towards capital investment and developmental priorities. This structural imbalance increases the risk of persistent primary deficits, constrains long-term fiscal sustainability and reduces the government’s capacity to respond to emergent socio-economic challenges.

Thus, to avoid future fiscal risks, there is an urgent need for expenditure reform through rationalisation of subsidies, improved targeting and prudent management of salary and pension commitments, to enhance fiscal flexibility and ensure a sustainable fiscal path.

E. Financial assistance by the State Government to Local Bodies and Other Institutions

Assistance provided by way of grants to the local bodies and other institutions during the period from 2020-21 to 2024-25 is presented in **Table 1.22**.

Table 1.22: Financial assistance to Local Bodies and other institutions

| Institutions | (₹ in crore) | | | | |
|--|------------------|------------------|------------------|------------------|------------------|
| | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
| (A) Local Bodies | | | | | |
| Municipal Corporations and Municipalities | 2,661.52 | 1,992.35 | 1,811.96 | 3,419.27 | 2,179.14 |
| Grants-in-aid for creation of Capital assets to Municipal Corporations and Municipalities | 525.43 | 463.05 | 573.70 | 1,676.07 | 1,172.46 |
| Zilla parishads and other Panchayati Raj Institutions | 2,508.08 | 1,906.85 | 1,809.56 | 5,638.61 | 2,894.41 |
| Grants-in-aid for creation of Capital assets to Local Bodies | 475.75 | 385.64 | 977.30 | 3,518.38 | 1,505.21 |
| Total (A) | 5,169.60 | 3,899.20 | 3,621.52 | 9,057.88 | 5,073.55 |
| (B) Others | | | | | |
| Educational Institutions (Aided Schools, Colleges, Universities, etc.) | 6,632.48 | 6,028.73 | 5,903.00 | 8,859.77 | 6,710.71 |
| Development Authorities | 1,483.12 | 1,612.69 | 1,085.73 | 2,933.11 | 2,735.92 |
| Hospitals and Other Charitable Institutions | - | 1,561.05 | 800.07 | 2,537.35 | 3,363.38 |
| Other Institutions | 13,984.16 | 12,829.30 | 7,673.97 | 4,466.20 | 7,758.10 |
| Total (B) | 22,099.76 | 22,031.77 | 15,462.77 | 18,796.43 | 20,568.11 |
| Total (A+B) | 27,269.36 | 25,930.97 | 19,084.29 | 27,854.31 | 25,641.66 |
| Grants-in-aid for creation of Capital assets | 8,567.39 | 5,387.86 | 4,229.43 | 8,276.12 | 5,345.04 |
| Revenue Expenditure | 95,311 | 1,09,588 | 1,31,006 | 1,48,832 | 1,61,312 |
| Assistance as percentage of Revenue Expenditure | 28.61 | 23.66 | 14.57 | 18.72 | 15.90 |

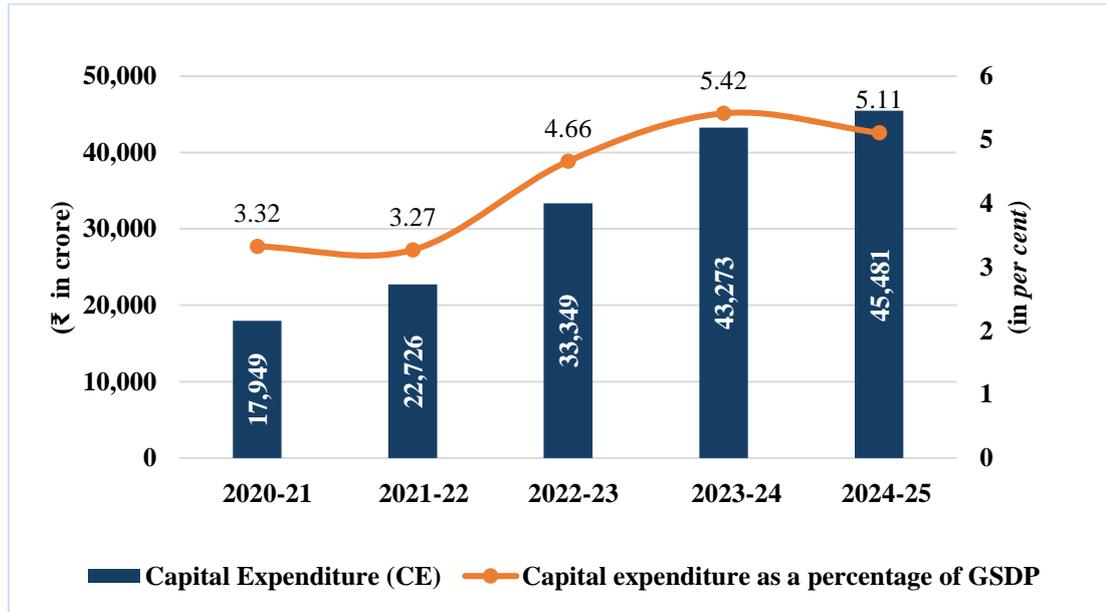
Source: Finance Accounts of the respective years

As can be seen from **Table 1.22**, Grants-in-aid to Zila Parishads and other Panchayati Raj institutions and Municipal Corporations and Municipalities decreased by 44 per cent over the previous year. This was mainly due to decrease in Grants-in-aid to PRIs and ULBs for creation of Capital assets.

1.2.4.2 Capital Expenditure

Capital Expenditure is primarily expenditure on creation of fixed infrastructure assets such as roads, buildings, etc. Capital Expenditure, in both the Centre and the State, is being met from budgetary support and extra budgetary resources/ off-budget. It also includes investments made by the State Government in Companies/Corporations. Trend of Capital Expenditure in the State over the last five years *i.e.*, 2020-25 is given in **Chart 1.26**.

Chart 1.26: Capital Expenditure in the State



Source: Finance Accounts of the respective years

Apart from Capital Expenditure of ₹ 45,481 crore, State Government also transferred ₹ 5,345 crore as Grant-in-aid for creation of capital assets to the Local Bodies and other institutions. However, it was found during test-check of sanction orders that an amount of ₹ 586.62 crore of capital nature was transferred to the Personal Ledger accounts of ITDAs, which inflated the actual Capital Expenditure as discussed in **Paragraph 3.6 of Chapter III**.

Audit observed that the Government had enhanced prioritisation of developmental spending during the last five years, but there is a need for sustained efforts to maintain capital outlay at a high level to support long-term growth.

A. Sector-wise Capital Expenditure

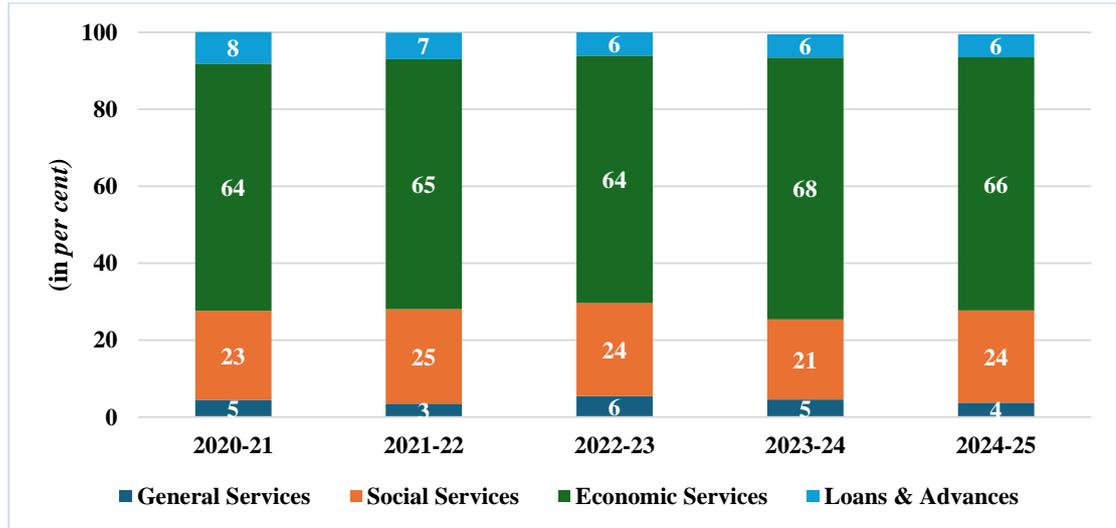
Sector-wise composition of Capital Expenditure is given in **Table 1.23**. Detailed Sector-wise expenditure is given in **Appendix 1.2**.

Table 1.23: Relative share of various sectors of expenditure

| Parameters | (₹ in crore) | | | | |
|-------------------|--------------|---------|---------|---------|---------|
| | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
| General Services | 868 | 868 | 1,947 | 2,112 | 1,827 |
| Social Services | 4,523 | 6,003 | 8,563 | 9,606 | 11,873 |
| Economic Services | 12,558 | 15,855 | 22,839 | 31,555 | 31,781 |
| Loans & Advances | 1,597 | 1,686 | 2,158 | 2,790 | 2,877 |

Source: Finance Accounts of the respective years

Chart 1.27: Relative share of various sectors in Capital Expenditure



Source: Finance Accounts of the respective years

As can be seen from **Chart 1.27**, during 2020-25, Capital expenditure was consistently dominated by Economic Services (64 per cent to 68 per cent), reflecting a focus on development and growth, while Social Services accounted for 21 per cent to 25 per cent of total capital expenditure, indicating steady prioritisation in Social Sector.

B. Quality of investments in companies, corporations and other bodies

There were a total of 152 entities, out of which 72 entities were defunct and investment of ₹ 68.52 crore therein remained un-recovered. Of the remaining 80 active entities, only nine entities had paid dividends. These included seven Government companies⁸ (which included two power sector companies), one statutory corporation⁹ and one co-operative society¹⁰.

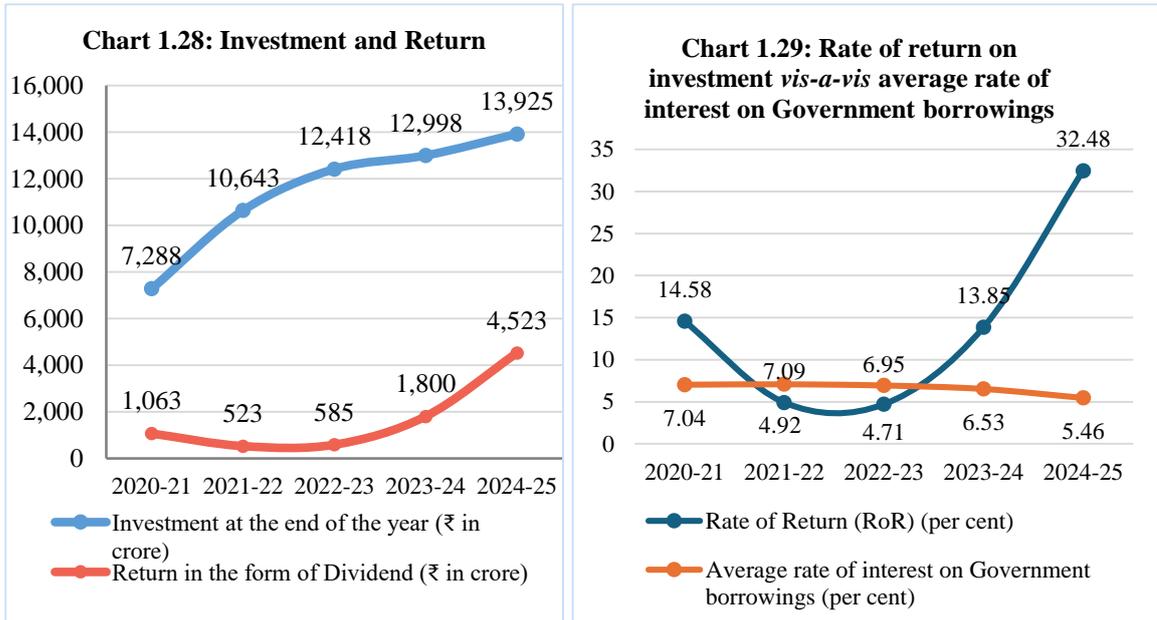
As of 31 March 2025, the State Government's investment in companies, corporations and other bodies stood at ₹ 13,925 crore, comprising Government Companies (₹ 10,992 crore), Co-operative Societies (₹ 1,570 crore), Statutory Corporations (₹ 805 crore), Other Joint Stock Companies and Partnerships (₹ 539 crore) and Rural Banks (₹ 19 crore).

⁸ Government Companies: (1) Agricultural Promotion and Investment Corporation Limited: ₹ 0.11 crore (2) Odisha Bridges and Construction Corporation Limited: ₹ 34.29 crore (3) Odisha State Police Housing and Welfare Corporation: ₹ 16.13 crore (4) Odisha Mining Corporation Limited: ₹ 4,223 crore (5) Odisha State Beverages Corporation Limited: ₹ 39.64 crore (6) Odisha Hydro Power Corporation Limited: ₹ 92.22 crore (7) Odisha Power Generation Corporation Limited: ₹ 111.82 crore

⁹ Odisha State Warehousing Corporation: ₹ 4.36 crore

¹⁰ Credit Co-operatives: ₹ 0.90 crore

Trends of investment at the end of the year in companies, corporations, co-operative banks and societies, and return on this investment during the last five years are depicted in **Chart 1.28**. Rate of return on investment made *vis-à-vis* average rate of interest on Government borrowings¹¹ is depicted in **Chart 1.29**.



Source: Finance Accounts of the respective years

The investment consistently increased during 2020-25. However, returns initially declined but saw a sharp rise in the last two years. This increase in return was primarily due to increase of receipt of dividend from the Odisha Mining Corporation (OMC) (₹ 4,223 crore in 2024-25 and ₹ 1,420 crore in 2023-24). Throughout the period, the average interest rate on government borrowings remained almost stable. The sharp rise in RoR on investment compared to average interest rate on Government borrowings showed improved investment efficiency.

Dividend Policy and its impact

A well-defined dividend policy mandating a minimum return from profit-making enterprises, enables the State Government to optimise its returns from investments in SPSEs and enhances monitoring of the SPSEs financial performance. It was observed that the State has enforced a dividend policy for its State Public Sector Undertakings (SPSUs) to pay an annual dividend to the State Government calculated as 30 per cent of either the Profit After Tax (PAT) or the State Government's equity, whichever is higher. This directive aligns with the guidelines issued by the GoI for Central Public Sector Enterprises.

Audit analysed the PAT data from the annual accounts submitted by the SPSUs to the Accountant General for the last 4-5 years, on test-check basis and compared it with the dividends actually paid and recorded in the Finance Accounts of the State over the

¹¹ Average interest rate on Government borrowings (internal debt) = (Interest paid on internal debt ÷ average of opening and closing balances of internal debt) × 100

years. It was found that 27 SPSUs, despite reporting PAT, did not remit the required dividends to the State Government as mandated by the Finance Department. As a result, a significant amount of ₹ 5,146.76 crore remained unpaid by these SPSE in the form of outstanding dividends. The Finance Department also failed to raise the necessary demand for these dividends. Further, it was also noticed that the annual accounts of 35 entities were not submitted (as on 30 September 2025) to the Accountant General, with delays ranging from one to 15 years, due to which the actual dividends required to be paid to the Government could not be assessed.

The Government replied (November 2025) that not all SPSEs were required to pay dividends and that it had been decided not to collect dividends from Odisha Power Generation Corporation and Odisha Hydro Power Corporation, as these entities utilise their surpluses for expansion activities. However, the reply is not acceptable, since the existing dividend guidelines which prescribe payment of annual dividend to the State Government, calculated as 30 *per cent* of either the Profit After Tax (PAT) or the State Government's equity, whichever is higher, do not provide any such exemption.

Also, the Finance Department issued (November 2025) guidelines directing the Public Enterprises Department and other concerned administrative departments to review the financial performance of State PSUs under their control and ensure the payment of outstanding dividends. As per the information furnished by the Odisha State Warehousing Corporation to the Office of the Principal Accountant General (Audit-I), the Corporation had remitted ₹4.23 crore towards dividend for FYs 2021-22 and 2022-23 in November/ December 2025. Dividends due from the remaining SPSEs were still pending.

The fact however, remains that the Finance Department, being the nodal Department had not maintained any centralised system to track collection of outstanding dividends or recovery of the same.

C. Loans and Advances by State Government

In addition to the investments in co-operative societies, corporations and companies, the State Government has also been providing loans and advances to many institutions/organisations. **Table 1.24** presents the position of outstanding loans and advances as on 31 March 2025 and interest receipts *vis-à-vis* interest payments by the State Government on its borrowings during the last five years.

Table 1.24: Quantum of loans disbursed and recovered during 2020-25

(₹ in crore)

| Particulars | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
|--|--------------------|---------|---------|---------|---------|
| Opening Balance of loans outstanding | 8,163 | 9,066 | 9,185 | 10,511 | 12,742 |
| Amount disbursed during the year | 1,597 | 1,685 | 2,158 | 2,790 | 2,877 |
| Amount recovered during the year | 684 | 1,566 | 832 | 559 | 665 |
| Closing Balance of the loans outstanding | 9,066 [#] | 9,185 | 10,511 | 12,742 | 14,954 |
| Net addition | 913 | 119 | 1326 | 2,231 | 2,212 |
| Interest received | 316 | 1,315 | 297 | 300 | 311 |

| Particulars | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
|---|---------|---------|---------|---------|---------|
| Average interest rate on Loans and Advances given by the Government ¹² | 3.67 | 14.41 | 3.02 | 2.58 | 2.25 |
| Average rate of interest on Government Borrowings ¹³ (per cent) | 7.04 | 7.09 | 6.95 | 6.53 | 5.46 |
| Difference between the rate of interest received and interest paid (per cent) | -3.37 | 7.32 | -3.93 | -3.95 | -3.21 |

Source: Finance Accounts of the respective years

Difference of ₹ 10 crore is due to proforma transfer of ₹ 9.51 crore from the loan head to the capital expenditure head.

Out of the total loans and advances disbursed during 2024-25, ₹ 846 crore was disbursed to the Government employees. Further, GRIDCO was granted loans of ₹1,001 crore by the Government as a soft loan to meet its financial requirement. Out of this amount, ₹ 480 crore was offered at an annual interest rate of 5.25 per cent while the remaining ₹ 521 crore was provided at an annual interest rate of 5 per cent.

Other loans extended during the year were: interest free loans to (i) Indian Oil Corporation Limited (₹ 700 crore) as a part of an agreement with it, for providing a fiscal incentive of ₹ 10,500 crore interest free Viability Gap Funding (VGF) loan, over a period of 15 years, for the Paradeep Refinery Project, (ii) Odisha State Seeds Corporation Limited (₹ 100 crore), (iii) Odisha State Co-operative Marketing Federation Limited (₹ 150 crore), (iv) Odisha State Handloom Weavers Co-operative Society (₹ 20 crore), (v) Sambalpuri Bastralaya Handloom Co-operative Society (₹20 crore) and (vi) Odisha State Co-operative Marketing Federation Limited (₹ 40 crore).

Further, Finance Accounts for the year 2024-25 revealed that terms and conditions of the loans granted to three institutions during 1982-2014, were yet to be settled.

Audit analysed the status of outstanding loans from 2020-21 to 2024-25 and it was observed that principal amount of ₹ 73.85 crore outstanding for repayment at the end of March 2021 remained unrecovered till the end of March 2025, though these loans were sanctioned between 1954-55 and 2005-06, indicating poor loan recovery. Since the loan amounts remained outstanding for long period, the interest due also rose from ₹ 72.13 crore in March 2021 to ₹ 81.25 crore in March 2025. Thus, the department concerned failed to recover the loan amounts or write them off in case of non-feasibility of recovery.

In reply, the Finance Department stated (April 2025) that the matter was communicated to the Departments concerned and they were instructed to reconcile with Accountant General (A&E). The reply was not acceptable as the Finance Department, being the controlling department did not maintain any centralised system

¹² Average interest rate on loans and advances = (Interest receipts on loans and advances given) ÷ average of opening and closing balances of outstanding loans and advances) × 100

¹³ Average rate of interest on Government borrowings (internal debt) = (Interest paid on internal debt ÷ average of opening and closing balances of internal debt) × 100

for tracking receivables (principal and interest) and also failed to recover the old outstanding loans.

During the Exit Conference (November 2025) the Finance Department stated that some loans had been converted into equity. The reply is not acceptable, as no evidence of such loan-to-equity conversion was found in the State's Finance Accounts.

1.3 Contingency Fund

The Contingency Fund of the Government of Odisha is intended to provide advances for meeting unforeseen expenditure, pending its authorisation by the State Legislature. The fund is recouped once the Legislature approves the additional expenditure. The corpus of the Fund is ₹ 400 crore.

During 2023-24, ₹ 274.34 crore had been withdrawn from the fund under various budgetary heads. However, it was noticed that out of the total amount withdrawn, ₹ 117.73 crore had not been recouped by the end of the FY 2024-25. As on 31st March 2025, Contingency Fund had a balance of ₹ 282.27 crore only.

Details of expenditure incurred from the Contingency Fund are discussed in Paragraph 2.7 of Chapter-II.

1.4 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. The balance after disbursements during the year is the fund available with the Government for use for various purposes.

1.4.1 Net Public Account balances

The component-wise net balances in Public Account of the State are given in **Table 1.25**.

Table 1.25: Component-wise net balances in Public Account

(₹ in crore)

| Sector | Sub-Sector | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
|---|---|---------|---------|---------|---------|---------|
| Small Savings, Provident Funds, <i>etc.</i> | Small Savings, Provident Funds, <i>etc.</i> | 612 | 308 | -502 | -800 | -1,031 |
| Reserve Funds | (a) Reserve Funds bearing Interest | 178 | 444 | 485 | 3,457 | 2,650 |
| | (b) Reserve Funds not bearing Interest | -1,207 | 3,106 | 15,030 | 7,313 | 129 |
| Deposits and Advances | (a) Deposits bearing Interest | -19 | 2 | 21 | 3 | 742 |
| | (b) Deposits not bearing Interest | -13,013 | 751 | 2,783 | 5,645 | -426 |
| | (c) Advances | -5 | -1 | -1 | 0 | 1 |
| Suspense and Miscellaneous | (a) Suspense | 26 | 188 | 177 | -151 | -83 |
| | (b) Other Accounts | 0 | 0 | 0 | 0 | 0 |

| Sector | Sub-Sector | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
|--------------|--|----------------|--------------|---------------|---------------|--------------|
| | (c) Accounts with Governments of Foreign Countries | 0 | 0 | 0 | 0 | 0 |
| | (d) Miscellaneous | 2,500 | 0 | -6 | 0 | 0 |
| Remittances | (a) Money Orders, and other Remittances | 24 | 18 | 16 | 25 | -2 |
| | (b) Inter - Governmental Adjustment Account | -6 | -1 | 5 | 2 | 0 |
| Total | | -10,910 | 4,815 | 18,008 | 15,494 | 1,980 |

Source: Finance Accounts of the respective years

Note: +ve figures denote debit balances and -ve figures denote credit balances.

The net balances in the Public Account during FY 2024-25 declined compared to FY 2023-24. This was mainly attributable to the non-transfer of funds to the Revenue Reserve Fund (Budget Stabilisation Fund) by the State Government during 2024-25, whereas an amount of ₹5,000 crore had been transferred in the previous year. In addition, the decline was influenced by a negative net balance under Major Head 8443-106 (Personal Deposits) under Deposits not bearing interest.

1.4.2 Reserve Funds

Reserve Funds are created for specific and defined purposes under the Public Account of the State Government. These funds are met out of contributions or grants from the Consolidated Fund or from outside agencies. It comprises interest bearing Reserve Funds and Reserve Funds not bearing interest.

There were three interest bearing Reserve Funds and nine Reserve Funds not bearing interest, as on 31 March 2025. The available balances in these major Reserve Funds as on 31 March 2025 are given in **Table 1.26**.

Table 1.26: Details of Reserve Funds

(₹ in crore)

| Sl. No.. | Name of Reserve Fund | Opening Balance | Receipts during the year | Repayments during the year | Balance as on 31 March 2025 |
|----------|---|------------------|--------------------------|----------------------------|-----------------------------|
| A | Reserve Funds bearing Interest | 11,211.08 | 4,549.92 | 1,900.22 | 13,860.78 |
| 1 | State Disaster Response fund | 5,214.71 | 2,173.57 | 853.41 | 6,534.87 |
| 2 | State Disaster Mitigation Fund | 1,286.91 | 528.00 | 30.49 | 1,784.42 |
| 3 | State Compensatory Afforestation Fund | 4,709.46 | 1,848.35 | 1,016.32 | 5,541.49 |
| B | Reserve Funds not bearing Interest | 38,956.92 | 131.88 | 3.24 | 39,085.56 |
| 1 | Consolidated Sinking Fund | 17,135.66 | 117.50 | 0.00 | 17,253.16 |
| 2 | Odisha Famine Relief Fund | 3.94 | 0.00 | 0.00 | 3.94 |
| 3 | Revenue Reserve Funds | 19,574.87 | 0.00 | 0.00 | 19,574.87 |
| 4 | Development Funds for Educational Purposes | 12.47 | 1.63 | 0.00 | 14.10 |
| 5 | Development Funds for Agricultural Purposes | 0.01 | 0.00 | 0.00 | 0.01 |
| 6 | Consumer Welfare Fund | 0.28 | 0.00 | 0.00 | 0.28 |
| 7 | Other Development and Welfare Fund | 0.22 | 12.75 | 0.00 | 12.97 |
| 8 | Guarantee Redemption Fund | 1,926.82 | 0.00 | 0.00 | 1,926.82 |

| Sl. No.. | Name of Reserve Fund | Opening Balance | Receipts during the year | Repayments during the year | Balance as on 31 March 2025 |
|----------|---|------------------|--------------------------|----------------------------|-----------------------------|
| 9 | Other Funds - Fund for Protection of Interest of Depositors | 302.65 | 0.00 | 3.24 | 299.41 |
| | Grand Total | 50,168.00 | 4,681.80 | 1,903.46 | 52,946.34 |

Source: Finance Accounts for the year 2024-25

Out of the gross accumulated balance of ₹ 52,946.34 crore lying in these Funds, as on 31 March 2025, ₹ 51,755.81 crore had been invested in Government Stocks by the Reserve Bank of India, leaving a total net accumulated balance of ₹ 1,190.53 crore remaining un-invested, as on 31 March 2025.

1.4.3 Cash Balances

As per the agreement with RBI, State Governments must maintain a minimum daily cash balance (₹ 1.28 crore) with the Bank. If the balance falls below this minimum, the shortfall is met through instruments like Ways and Means Advances (WMA)/Special Ways and Means Advances (SWMA)/ Special Drawing Facility (SDF)/ Overdrafts (OD), with the WMA limit revised periodically by RBI.

The State Government invests surplus cash balances, including those from earmarked reserve funds in GoI securities and Treasury Bills. Earnings from these investments are credited under '0049-Interest Receipts'.

It is undesirable for the State Government to raise market loans while holding large unutilised cash balances, as it leads to idle funds rather than productive use. Cash balance and investment details for 2024-25 are given in **Table 1.27**.

Table 1.27: Cash Balances and their investment

| | Opening balance as on 1 April 2024 | Closing balance as on 31 March 2025 |
|--|------------------------------------|-------------------------------------|
| (₹ in crore) | | |
| A. General Cash Balances | | |
| Deposits with Reserve Bank of India | -1.07 | 2.53 |
| Investments held in Cash Balance Investment Account | 15,525.93 | 5,503.78 |
| Total (A) | 15,524.86 | 5,506.31 |
| B. Other Cash Balances and Investments | | |
| Cash with departmental officers viz. Forest and Public Works | 22.05 | 22.07 |
| Permanent advances with departmental officers for contingent expenditure | 0.34 | 0.35 |
| Investment of earmarked funds | 39,258.12 | 51,755.81 |
| Total (B) | 39,280.51 | 51,778.23 |
| Total (A + B) | 54,805.37 | 57,284.54 |
| Interest realised | 3,329.02 | 3,415.09 |

Source: Finance Accounts of the respective years

The closing cash balance increased by ₹2,479.17 crore. The cash balance included investment of ₹ 51,778.23 crore from earmarked funds. The State Government maintained the minimum cash balance of ₹ 1.28 crore throughout the year.

Balances in Reserve funds are either held in cash or are required to be invested in various securities stipulated in the respective fund guidelines. Investments of State

Disaster Response Fund (SDRF) of ₹ 6,091.23 crore, State Disaster Mitigation Fund (SDMF) of ₹ 1,522.81 crore, State Compensatory Afforestation Fund (SCAF) of ₹ 5,386.92 crore, Consolidated Sinking Fund (CSF) of ₹ 17,253.16 crore, Odisha Budget Stabilisation Fund (BSF) of ₹ 19,574.87 crore and Guarantee Redemption Fund (GRF) of ₹ 1,926.82 crore were made as on 31 March 2025. On investment of Earmarked Funds, interest amounts of ₹ 3,225.76 crore (SDRF: ₹132.66 crore, SDMF: ₹ 32.80 crore, SCAF: ₹ 308.56 crore, CSF: ₹ 1,290.25 crore, BSF: ₹ 1,315.36 crore, GRF: ₹ 146.13 crore), were realised during the FY and were invested by the RBI. Further, ₹ 189.33 crore was received by the Government from RBI on interest realised on investment of cash balance.

Other than the Earmarked Funds, the Government invested surplus general cash balances throughout the year, in GoI Stock and GoI Treasury Bills. As of 31 March 2025, an amount of ₹ 5,503.78 crore remained invested in GoI Treasury Bills. On such investments, the Government earned an interest of ₹ 189.33 crore during the year.

Details of Cash Balance Investment Account during the last five years are given in **Table 1.28**.

Table 1.28: Cash Balance Investment Account (Major Head-8673)

(₹ in crore)

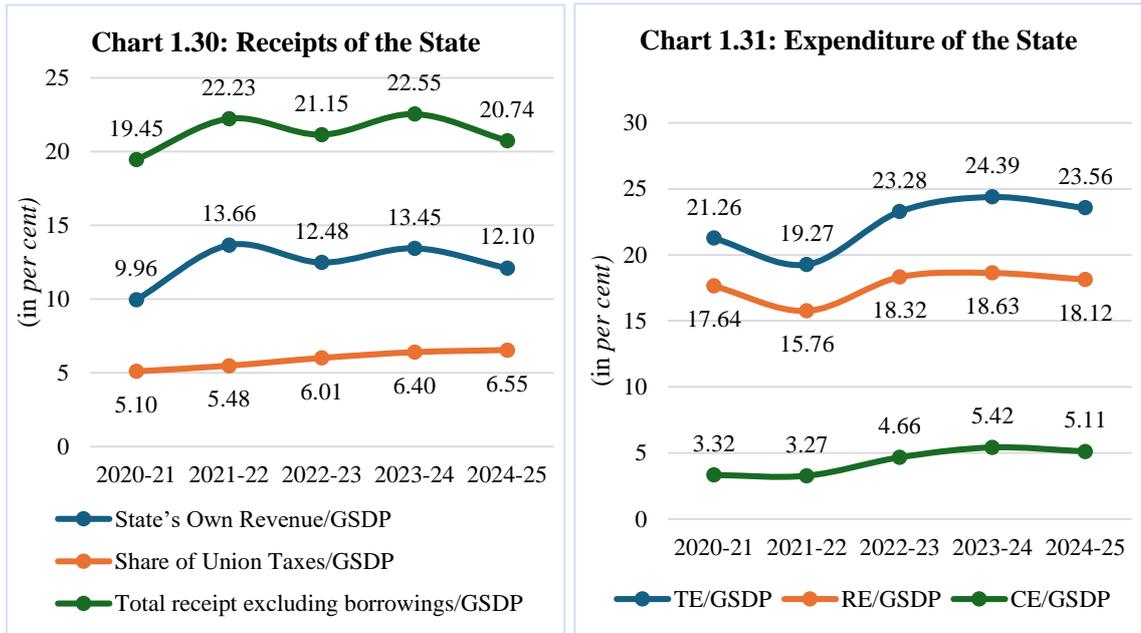
| Year | Opening Balance | Closing Balance | Increase (+) / Decrease (-) | Interest earned |
|---------|-----------------|-----------------|-----------------------------|-----------------|
| 2020-21 | 24,865.00 | 14,351.36 | (-) 10,513.64 | 945.88 |
| 2021-22 | 14,351.36 | 32,701.46 | (+)18,350.10 | 508.08 |
| 2022-23 | 32,701.46 | 9,529.43 | (-)23,172.03 | 1,359.34 |
| 2023-24 | 9,529.43 | 15,525.93 | (+) 5996.50 | 621.11 |
| 2024-25 | 15,525.93 | 5,503.78 | (-)10,022.15 | 189.33 |

Source: Finance Accounts of the respective years

1.5 Fiscal Sustainability

Fiscal Sustainability is the ability of a government to manage its revenue and expenditure in a manner that ensures it can meet its current and future obligations such as public services, infrastructure, and debt repayments without excessive borrowing or accumulating unsustainable debt.

It implies maintaining a stable balance between revenue generation and expenditure over the long term. **Chart 1.30** and **Chart 1.31** show percentages of various receipts and expenditure of the State to GSDP during FYs 2020-25.



Source: Finance accounts of the respective years; and MoSPI, GoI for GSDP figures

1.5.1 Public Liability Management

Outstanding liabilities of the State along with percentage to GSDP for the last ten years i.e., 2015-16 to 2024-25 are depicted in Chart 1.32.

Chart 1.32: Outstanding Public Liability and its percentage to GSDP



Source: Finance Accounts of the respective years

Note: For the year 2020-21, overall liabilities exclude ₹ 3,822 crore and during 2021-22, 2022-23 and 2023-24 it excludes ₹10,252 crore which was received from GoI in lieu of GST compensation shortfall. Out of this, ₹ 7,522 crore was adjusted in back-to-back loan in lieu of GST by proforma correction during the year 2024-25, leaving unadjusted amount of ₹ 2,730 crore. Therefore, liabilities for the FY 2024-25 exclude the remaining unadjusted amount of ₹ 2,730 crore as back-to-back loans in lieu of GST compensation.

Outstanding total liabilities increased from ₹ 59,753 crore in 2015-16 to ₹ 1,37,784 crore in 2024-25. Although liabilities as a percentage of GSDP peaked to 23 *per cent* in 2019-20, it declined thereafter and stabilised at about 14 to 15 *per cent* during 2022-23 to 2024-25, indicating relatively improved debt sustainability due to higher GSDP growth. However, the continued rise in absolute liabilities indicated increasing reliance on borrowings, which may pose risks to future fiscal space and debt servicing capacity, if not managed prudently.

1.5.1.1 Liability profile: Components

Total liabilities of the State Government typically constitute internal Debt of the State (market loans, special securities issued to National Small Savings Fund and loans from financial institutions *etc.*), loans and advances from the Central Government and Public Account Liabilities. The component-wise liability trends of the State for the period of five years beginning from 2020-21 are presented in **Table 1.29**.

Table 1.29: Component-wise liability trends

| (₹ in crore) | | | | | |
|--|-----------------------------|-----------------|-----------------|-----------------|-----------------|
| Components of fiscal liability | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
| Outstanding Total Liability* | 1,18,952[#] | 1,09,888 | 1,01,700 | 1,22,837 | 1,37,784 |
| Public Debt | 75,681 | 62,233 | 53,653 | 62,541 | 87,923 |
| <i>Internal Debt</i> | 67,521 | 53,977 | 45,532 | 50,985 | 69,472 |
| <i>Loans from GoI*</i> | 8,160 | 8,256 | 8,121 | 11,556 | 18,451 |
| Public Account Liabilities | 43,270 | 47,655 | 48,047 | 60,296 | 49,861 |
| <i>Small Savings, Provident Funds, etc.</i> | 24,949 | 25,258 | 24,756 | 23,956 | 22,925 |
| <i>Reserve Funds bearing Interest</i> | 1,805 | 5,134 | 3,200 | 5,590 | 860 |
| <i>Reserve Funds not bearing Interest</i> | 291 | 285 | 309 | 5,320 | 331 |
| <i>Deposits bearing Interest</i> | 24 | 26 | 47 | 50 | 791 |
| <i>Deposits not bearing Interest</i> | 16,201 | 16,952 | 19,735 | 25,380 | 24,954 |
| Rate of growth of outstanding total liability (<i>per cent</i>) | (-) 5.66 | (-)7.62 | (-)7.45 | 20.78 | 12.17 |
| Gross State Domestic Product (GSDP) | 5,40,185 | 6,95,530 | 7,15,262 | 7,98,969 | 8,90,038 |
| Outstanding Total Liability/GSDP (<i>per cent</i>) | 22.02 | 15.80 | 14.22 | 15.37 | 15.48 |
| Borrowings and Other Liabilities | | | | | |
| <i>Total Receipts</i> | 56,827 | 58,613 | 66,466 | 91,995 | 1,21,529 |
| <i>Total Repayments</i> | 63,960 | 67,677 | 74,654 | 70,858 | 1,06,582 |
| <i>Net funds available</i> | (-)7,133 | (-)9,064 | (-)8,188 | 21,137 | 14,947 |
| <i>Repayments/ Receipts (per cent)</i> | 112.55 | 115.46 | 112.32 | 77.02 | 87.70 |

Source: Finance Accounts of the respective years

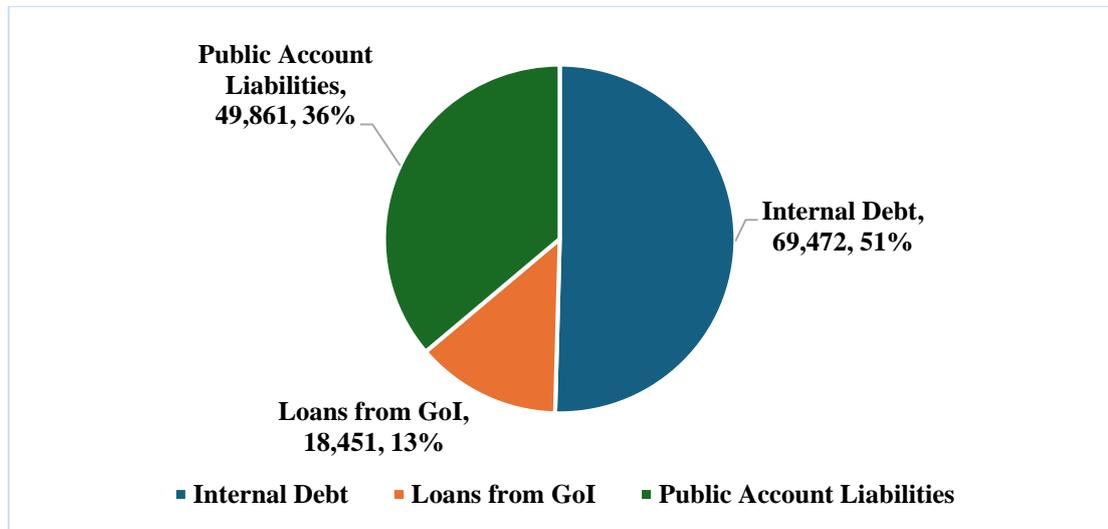
* For the year 2020-21, overall liabilities exclude ₹ 3,822 crore and during 2021-22, 2022-23 and 2023-24 it excludes ₹10,252 crore which was received from GoI in lieu of GST compensation shortfall. Out of this ₹ 7,522 crore was adjusted in back-to-back loan in lieu of GST by proforma correction during the year leaving unadjusted amount of ₹ 2,730 crore. Therefore, liabilities of the FY 2024-25 exclude the remaining unadjusted amount of ₹ 2,730 crore as back-to-back loans in lieu of GST compensation. Further, it includes debt stock of 50 years' interest free central assistance to State for Capital Expenditure received during last five years i.e. 2020-21: ₹ 471.50 crore, 2021-22: ₹ 517.12 crore, 2022-23: ₹ 75 crore, 2023-24: ₹ 3,532.14 crore and 2024-25: ₹ 6,943.55 crore.

Difference of 1 crore is due to rounding off.

State’s outstanding total liability declined consistently between 2020-21 and 2022-23, but rose sharply to ₹1,37,784 crore in 2024-25, reversing the earlier trend. This increase was mainly due to significant increase in public debt, particularly internal debt (from ₹45,532 crore in 2022-23 to ₹69,472 crore in 2024-25) and significant surge in loans from Government of India, which increased more than two-fold in two years. Despite this, the liability-to-GSDP ratio remained stable at around 15 *per cent*, due to a strong rise in GSDP. Notably, net funds available from borrowings turned positive from 2023-24 after being negative for three years, indicating that prior borrowings were mostly used for repayments rather than fresh spending.

Break-up of outstanding total liabilities at the end of 2024-25 is shown in **Chart 1.33**.

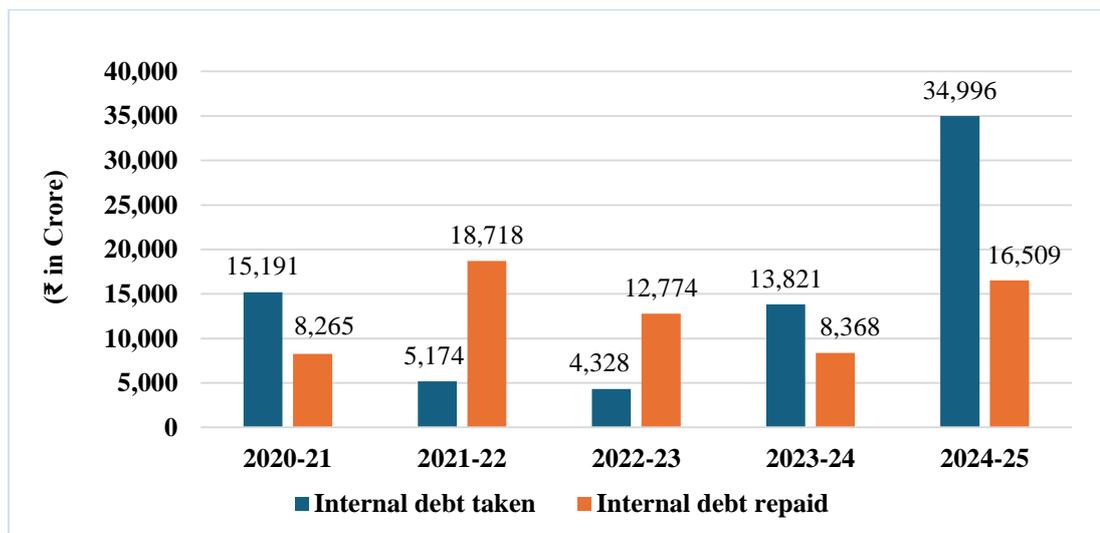
Chart 1.33: Break-up of outstanding total liabilities at the end of 2024-25



Source: Finance Accounts for the year 2024-25

Chart 1.34 depicts the quantum of internal debt taken *vis-à-vis* repaid during the period of five years *i.e.* 2020-25.

Chart 1.34: Internal debt taken *vis-à-vis* repaid



Source: Finance Accounts of the respective years

Internal debt taken by the government during 2024-25, increased by ₹21,175 crore

compared to the previous year, out of debt taken 47 *per cent* was utilised for repayment of the previous debt. An amount of ₹ 3,291 crore was paid towards interest on internal debt.

1.5.1.2 Utilisation of Borrowed Funds

Borrowed funds should ideally be used to fund capital creation and developmental activities. Using borrowed funds for meeting current consumption and repayment of interest on outstanding loans is not a healthy trend. **Table 1.30** depicts utilisation and trends of borrowed funds during 2020-21 to 2024-25.

Table 1.30: Utilisation of borrowed funds

| | | (₹ in crore) | | | | |
|---------|--|--------------|---------|---------|---------|---------|
| Sl. No. | Year | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
| 1. | Total borrowings* | 20,318 | 12,780 | 5,347 | 18,123 | 42,732 |
| 2. | Repayment of earlier borrowings (Principal) | 9,252 | 19,798 | 13,927 | 9,235 | 17,351 |
| 3. | Net Capital Expenditure | 17,949 | 22,726 | 33,349 | 43,273 | 45,481 |
| 4. | Net loans and advances | 913 | 120 | 1,326 | 2,231 | 2,212 |
| 5. | Portion of Revenue Expenditure met out of net available borrowings | - | - | - | - | - |

Source: Finance Accounts of the respective years.

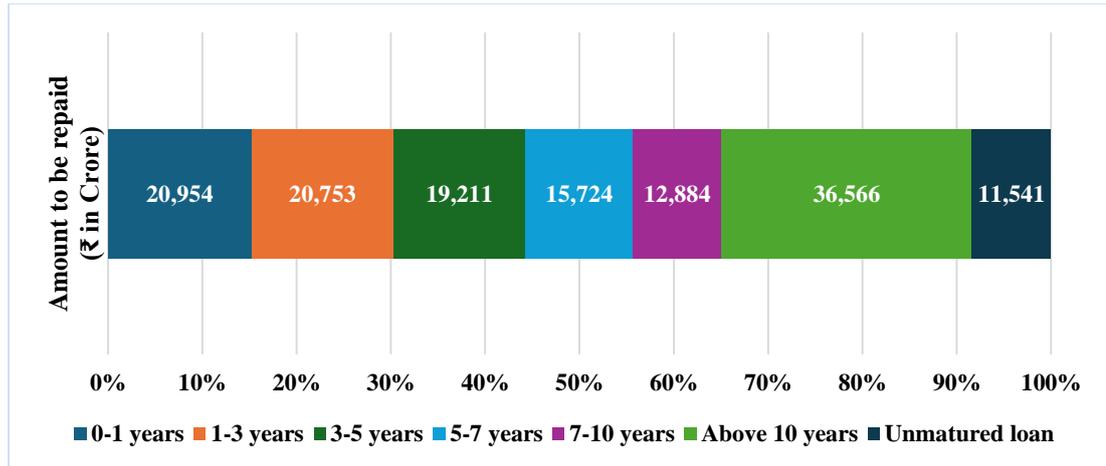
** Only Principal part of the borrowings has been taken. As the Interest part of the borrowings was being serviced through Revenue Receipts of the State.*

The State did not utilise borrowings for any Revenue Expenditure, as it was Revenue Surplus since enactment of FRBM Act in 2005. **Table 1.30** shows that State's major part of total borrowings (41 *per cent* in 2024-25 to 261 *per cent* in 2022-23) had been spent for repayment of earlier borrowings. After utilising the Revenue Surplus of ₹22,651 crore and amount left after the repayment of earlier borrowings, *i.e.*, ₹ 25,381 crore for Capital Expenditure and giving loans and advances, an amount of ₹ 339 crore (0.79 *per cent* of total borrowings during the year) remained unspent, which enhanced the Cash Balance of the State to that extent.

1.5.1.3 Debt profile: Maturity and Repayment

Debt maturity and repayment profile indicates commitment on the part of the Government for debt repayment or debt servicing. Debt maturity profile of the State is depicted in **Chart 1.35**.

Chart 1.35: Maturity Profile of Public Debt



Source: Finance Accounts

* Excluding ₹ 2,729.82 crore as back-to-back loans from GoI in lieu of GST Compensation shortfall received during 2020-22, which is not to be repaid by the State from its sources.

Approximate interest calculated at the average interest rate of 5.98 per cent (average of interest rates on Public Debt for the last five years)

A concentrated short to medium term maturity profile indicates potential rollover risks and liquidity pressure. A high concentration of liabilities maturing within the short to medium term (0-7 years) indicates potential debt bunching, increasing refinancing and liquidity pressure on the State. Analysis of maturity profile revealed that ₹ 76,642 crore is to be paid by the State in upcoming seven years, which is almost 56 per cent of the total borrowings.

1.5.1.4 Financing Pattern of Fiscal Deficit

Table 1.31 depicts financing pattern of the fiscal deficit during 2020-25.

Table 1.31: Components of fiscal deficit and its financing pattern

| Particulars | | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
|--|---|--------------|----------------|---------------|---------------|---------------|
| Fiscal Deficit | | 9,786 | (-)20,625 | 15,219 | 14,743 | 25,042 |
| 1 | Revenue Deficit* | (-)9,076 | (-)43,471 | (-)19,456 | (-)30,761 | (-)22,651 |
| 2 | Net Capital Expenditure | 17,949 | 22,726 | 33,349 | 43,273 | 45,481 |
| 3 | Net loans and advances | 913 | 120 | 1,326 | 2,231 | 2,212 |
| Financing Pattern of Fiscal Deficit | | | | | | |
| 1 | Market Borrowings | 500 | -6,473 | -7,500 | -4,657 | 17,780 |
| 2 | Loans from GoI | 4,139 | 6,526 | -134 | 3,435 | 6,895 |
| 3 | Special Securities issued to NSSF | -883 | -883 | -883 | -883 | -883 |
| 4 | Loans from Financial Institutions and other loans | 7,310 | -6,188 | -63 | 10,993 | 1,589 |
| 5 | Small Savings, PF etc. | 611 | 308 | -502 | -800 | -1,031 |
| 6 | Reserve Funds | -1,029 | 3,550 | 15,515 | 10,770 | 2,779 |
| 7 | Deposits and Advances | -13,037 | 752 | 2,803 | 5,648 | 315 |
| 8 | Suspense and Miscellaneous | 2,526 | 188 | 171 | -151 | -83 |
| 9 | Remittances | 18 | 17 | 21 | 27 | 3 |
| 10 | Contingency fund | -171 | 171 | -- | -274 | 157 |
| 11 | Overall Deficit | -16 | -2,032 | 9,428 | 24,108 | 27,521 |
| 12 | Increase (-)/Decrease (+) in cash balance | 9,802 | -18,593 | 5,791 | -9,365 | -2,479 |
| 13 | Gross Fiscal Deficit | 9,786 | -20,625 | 15,219 | 14,743 | 25,042 |

Source: Finance Accounts of the respective years

* (-) shows Surplus

Analysis of **Table 1.31** revealed that during 2024-25, the State Government resorted to market borrowings after three years (*i.e.*, after 2020-21) to finance its deficit.

1.5.2 Post Audit Deficit Indicators

As per Finance Accounts of the State for the FY 2024-25, the Revenue Surplus of the state was ₹ 22,651 crore (2.54 *per cent* of GSDP), fiscal deficit was ₹ 25,042 crore (2.81 *per cent* of GSDP) whereas primary deficit was ₹ 19,761 crore (2.22 *per cent* of GSDP). However, Audit found that, during 2024-25, the State Government had misclassified, ₹ 721 crore of Revenue nature as Capital Expenditure (Details discussed in **Paragraph 2.5.6** of Chapter-II). This resulted in overstatement of Revenue Surplus and understatement of Primary Deficit to that extent and thus, the Revenue Surplus and Primary Deficit worked out to be ₹ 21,930 crore (2.46 *per cent* of the GSDP) and ₹ 20,482 crore (2.30 *per cent* of the GSDP) respectively after audit.

1.5.3 Fiscal Balance: Achievement of Deficit and Total Debt Targets

As per the FRBM Act of Odisha and its amendments aligned with the 15th Finance Commission, State aims to:

- eliminate revenue deficit and maintain the fiscal deficit within the ceiling of 3 *per cent* of GSDP, with an additional 0.5 *per cent* permitted on fulfilling reform milestones.
- The outstanding debt-to-GSDP ratio is to be contained below 25 *per cent*.
- Interest payments are capped at 15 *per cent* of Revenue Receipts.
- Salary expenditure should not exceed 80 *per cent* of the State's Own Revenue Receipts.
- Odisha also follows a Medium-Term Fiscal Plan (MTFP) and is required to disclose contingent liabilities and off-budget borrowings.

Achievements *vis-à-vis* the fiscal targets, prescribed in the State FRBM Act for the FYs 2020-21 to 2024-25, post Audit are detailed in **Table 1.32**.

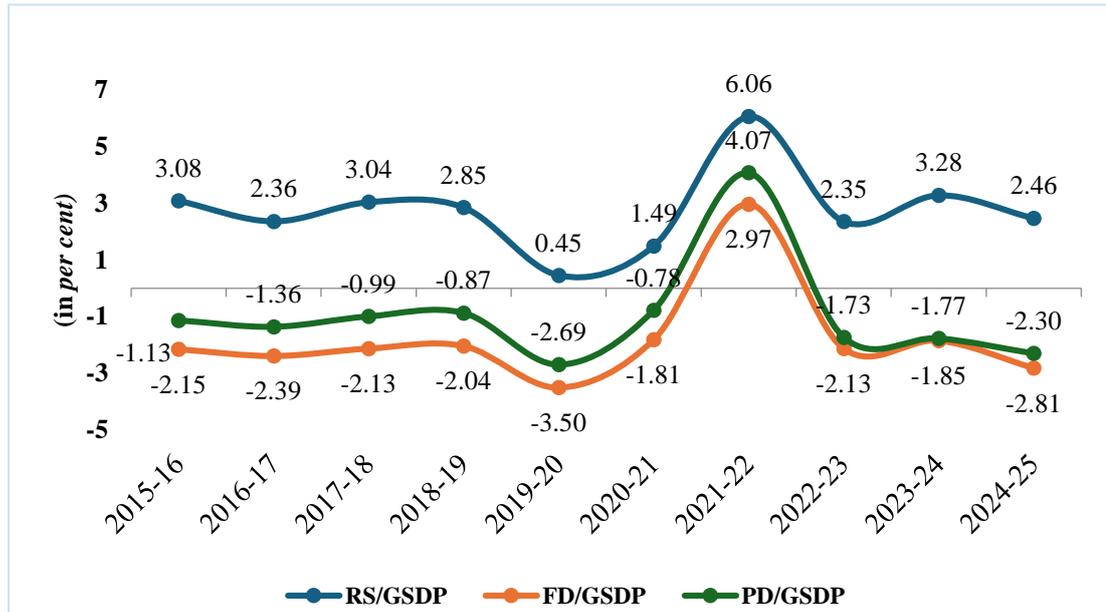
Table 1.32: Compliance with provisions of State FRBM Act post Audit

| Fiscal Parameters | | Achievement <i>vis-à-vis</i> targets set in the FRBM Act | | | | |
|--|---|--|---------|---------|---------|---------|
| | | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
| Revenue Deficit (-) / Surplus (+) (₹ in crore) | T | ≥0 | ≥0 | ≥0 | ≥0 | ≥0 |
| | A | 8,029 | 42,133 | 16,804 | 26,196 | 21,930 |
| Fiscal Deficit (-) / Surplus (+) (as percentage of GSDP) | T | (-)5.00 | (-)3.00 | (-)3.00 | (-)3.00 | (-)3.00 |
| | A | (-)1.81 | 2.97 | (-)2.13 | (-)1.85 | (-)2.81 |
| Ratio of total outstanding liability to GSDP (in <i>per cent</i>) | T | 25.00 | 25.00 | 25.00 | 25.00 | 25.00 |
| | A | 22.02 | 15.80 | 14.22 | 15.37 | 15.48 |
| Interest payment as percentage of Revenue Receipts | T | 15.00 | 15.00 | 15.00 | 15.00 | 15.00 |
| | A | 6.36 | 4.14 | 3.66 | 2.88 | 2.87 |

Source: Finance Accounts of the respective years; and for GSDP: MoSPI, GoI

Trend analysis of deficits/ surplus during the last ten years is depicted in **Chart 1.36**.

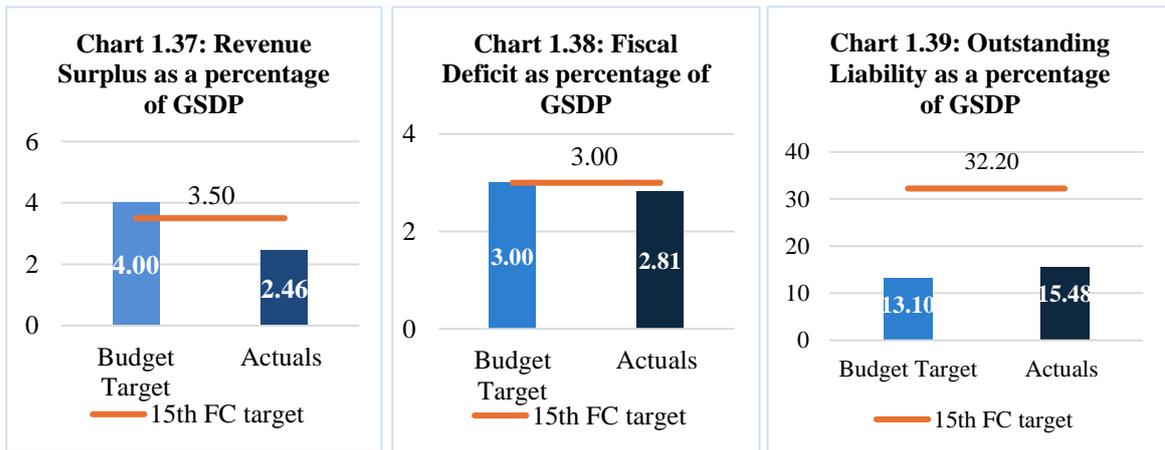
Chart 1.36: Trend analysis of deficits/surplus post audit



Source: Finance Accounts of the respective years; and for GSDP: MoSPI, GoI

The State largely met the FRBM targets, maintaining revenue surplus, while fiscal deficit stayed within the limits and even showed a surplus in 2021-22. Although primary balance turned negative from 2022-23, debt and interest payments remained well below the prescribed ceilings.

The targets set by 15th FC and those projected in the State budget *vis-à-vis* achievements (post Audit) in respect of major fiscal aggregates with reference to GSDP during 2024-25 are given in **Chart 1.37**, **Chart 1.38** and **Chart 1.39**.



Source: Finance Accounts and budget documents

Note: Outstanding liability excludes unadjusted amount of ₹ 2,730 crore received as back-to-back loans from GoI in lieu of GST compensation during FY 2020-22, which are not to be repaid by the State from its sources.

Revenue surplus fell short of both the budget and FC targets, though the State managed to keep fiscal deficit within the limit prescribed in FRBM Act. Outstanding liabilities remained within the FC ceiling but exceeded the State’s own budget projection.

1.5.4 Debt Sustainability Analysis

Debt sustainability refers to the ability of the State to service its debt obligation in present and in future. Analysis of variations in debt sustainability indicators is given in **Table 1.33**.

Table 1.33: Trends in Debt Sustainability Indicators

(₹ in crore)

| Sl. No. | Debt Sustainability Indicators | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
|---------|---|----------|----------|----------|----------|----------|
| 1 | Overall Liabilities or Overall Debt | 1,18,952 | 1,09,888 | 1,01,700 | 1,22,837 | 1,37,784 |
| 2 | Rate of Growth of Overall Debt (<i>per cent</i>) | -5.66 | -7.62 | -7.45 | 20.78 | 12.17 |
| 3 | GSDP (in nominal terms) | 5,40,185 | 6,95,530 | 7,15,262 | 7,98,969 | 8,90,038 |
| 4 | Nominal GSDP growth (<i>per cent</i>) | 0.50 | 28.76 | 2.84 | 11.70 | 11.40 |
| 5 | Overall Debt/GSDP (<i>per cent</i>) | 22.02 | 15.80 | 14.22 | 15.37 | 15.48 |
| 6 | Repayment to Gross Borrowings (<i>per cent</i>) | 112.55 | 115.46 | 112.32 | 77.02 | 87.70 |
| 7 | Net borrowings available as a percentage of Gross Borrowings | -12.55 | -15.46 | -12.32 | 22.98 | 12.30 |
| 8 | Interest payments on Overall Debt | 6,644 | 6,342 | 5,502 | 5,181 | 5,281 |
| 9 | Effective rate of interest on Overall Debt¹⁴ (<i>per cent</i>) | 6.69 | 6.55 | 6.39 | 6.16 | 5.60 |
| 10 | Interest payment to Revenue Receipts (<i>per cent</i>) | 6.36 | 4.14 | 3.66 | 2.88 | 2.87 |
| 11 | Revenue Deficit/Surplus | 9,076 | 43,471 | 19,456 | 30,761 | 22,651 |
| 12 | Primary Revenue Balance (PRB) | 15,720 | 49,813 | 24,958 | 35,942 | 27,932 |
| 13 | Primary Balance (PB) | -3,142 | 26,967 | -9,717 | -9,562 | -19,761 |
| 14 | PB/GSDP (<i>per cent</i>) | -0.58 | 3.88 | -1.36 | -1.20 | -2.22 |
| 15 | Difference between RoI ¹⁵ and effective rate of interest on Overall Debt | -3.02 | 7.86 | -3.37 | -3.58 | -3.36 |
| 16 | Liquidity Management (use of financial accommodation instruments available with RBI) (in number of occasions) | Nil | Nil | Nil | Nil | Nil |
| 17 | Debt Stabilisation (Quantum spread ¹⁶ + Primary balance) | -9,458 | 47,323 | -12,579 | -4,712 | -13,905 |
| 18 | Domar gap | | | | | |
| a | GSDP (in constant terms) | 3,88,979 | 4,52,836 | 4,51,785 | 4,83,509 | 5,16,575 |
| b | Real Growth (in constant terms) | -2.13 | 16.42 | -0.23 | 7.02 | 6.84 |
| c | Inflation based on CPI (<i>per cent</i>) | 7.10 | 3.72 | 6.00 | 6.55 | 5.97 |
| d | Effective Rate of interest | 6.69 | 6.55 | 6.39 | 6.16 | 5.60 |
| e | Real effective rate of interest (Effective rate of interest-Inflation) (d-c) | -0.41 | 2.83 | 0.39 | -0.39 | -0.37 |
| f | Growth Interest Differential (Real growth-Real effective rate of interest) (b-e) | -1.72 | 13.59 | -0.62 | 7.41 | 7.21 |
| g | Primary Balance (PB) | -3,142 | 26,967 | -9,717 | -9,562 | -19,761 |

Source: Finance Accounts of the respective years

Note: During the year 2020-21, overall liabilities exclude ₹ 3,822 crore and during 2021-22, 2022-23 and 2023-24 it excludes ₹ 10,252 crore which was received from GoI in lieu of GST compensation shortfall. Out of this ₹ 7,522 crore was adjusted in back-to-back loan in lieu of GST by proforma correction during the year. Therefore, liabilities of the FY 2024-25 exclude only unadjusted amount of ₹ 2,730 crore as back-to-back loans in lieu of GST compensation. Further, it includes debt stock of 50 years' interest free central assistance to State for Capital Expenditure received during last five years i.e. 2020-21: ₹ 471.50 crore, 2021-22: ₹ 517.12 crore, 2022-23: ₹ 75 crore, 2023-24: ₹ 3,532.14 crore and 2024-25: ₹ 6,943.55 crore.

¹⁴ Effective rate of interest on Overall Debt has been calculated adjusting the Reserve Funds, Deposits not bearing interest and 50 years' interest free Central assistance to State for Capital Expenditure.
Effective Rate of Interest = Interest Payment/Average of Opening and Closing Stock of Debt (excluding non-interest-bearing liabilities) * 100

¹⁵ Return on Investment (RoI) as measured by effective rate of interest receipts.

RoI = Interest Receipts/Average of Opening & Closing Stock of Loans and Advances Disbursed *100

¹⁶ Quantum Spread = Interest Spread x Debt (excluding non-interest-bearing liabilities and 50 years interest free loans).

Audit observed that:

- Although the Debt-GSDP ratio declined from 22.02 *per cent* in 2020-21 to 15.48 *per cent* in 2024-25, showing an apparent improvement in debt sustainability. However, the absolute debt stock first decreased from ₹ 1,18,952 crore in 2020-21 to ₹ 1,01,700 crore in 2022-23 and then increased sharply to ₹ 1,37,784 crore by 2024-25. This decline in the Debt-GSDP ratio was largely driven by robust nominal GSDP growth rather than effective debt control, masking the underlying rise in liabilities. The sharp growth of debt in 2023-24 (20.78 *per cent*) and 2024-25 (12.17 *per cent*) highlights a reversal of the earlier declining trend, indicating that the State's fiscal position remains vulnerable to any slowdown in economic growth.
- The ratio of interest payments to Revenue Receipts is an important indicator of debt sustainability. Interest payments as a percentage of Revenue Receipts have declined from 6.36 *per cent* in FY 2020-21 to 2.87 *per cent* in FY 2024-25. This decline indicates an improvement in fiscal health, as a smaller proportion of revenue is being absorbed by interest obligations, potentially freeing up resources for other essential and productive expenditures. However, this decline is primarily driven by increasing Revenue Receipts and a reduction in effective interest rates (from 6.69 *per cent* to 5.60 *per cent*) rather than a significant reduction in absolute interest payments, which remain substantial (₹ 5,281 crore in 2024-25).
- From the point of view of the revenue account, the primary deficit should be declining and sufficient surplus should be generated to repay the existing debt stock. Debt sustainability improved from FY 2020-21 to FY 2022-23 with declining overall liability and a primary surplus in FY 2021-22, but deteriorated since FY 2023-24, with increasing overall liability and persistent primary deficits.

1.5.5 Status of Guarantees - Contingent Liabilities

Guarantees are contingent liabilities on the Consolidated Fund in case of borrower defaults. The State extends guarantees for loans raised by entities like statutory corporations, boards, local bodies and co-operative institutions. The Finance Department, Government of Odisha instructed (November 2022) that the total outstanding guarantees, as on 1st April of every year, should not exceed hundred per cent of the State's Revenue Receipts (excluding Grants-in-Aid) of the 2nd preceding year. The trends in Outstanding Guarantees for FYs 2020-21 to 2024-25 are shown in **Table 1.34**.

Table 1.34: Guarantees given by the State Government

| Guarantees | (₹ in crore) | | | | |
|---|--------------|---------|---------|----------|----------|
| | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
| Ceiling applicable to the outstanding amount of guarantees (100 per cent of Revenue Receipts of 2 nd preceding year) | 79,948 | 77,416 | 81,319 | 1,33,149 | 1,32,263 |
| Outstanding amount of guarantees at the beginning of the year | 3,532 | 7,086 | 6,160 | 5,111 | 3,435 |
| Outstanding guarantees at the end of the year | 7,086 | 6,160 | 5,111 | 3,435 | 2,078 |

Source: Finance Accounts and Annual Financial Statements

Out of the total outstanding loans guaranteed by the Government at the end of the year (₹ 3,435 crore), 98.86 per cent (₹ 3,396 crore) pertained to the Grid Corporation of Odisha Limited (GRIDCO). The Government gave guarantees within the prescribed limits.

In consideration of the guarantees given by the Government, the institutions, in some cases, are required to pay Guarantee Commission at rates varying from 0.01 per cent to one per cent. During the year 2024-25, as against the receivable Guarantee Commission of ₹ 37.57 crore, only ₹ 12.71 crore was received from GRIDCO. The balance guarantee commission of ₹ 24.86 crore was yet to be received majorly from GRIDCO (₹ 7.70 crore), Odisha Rural Housing Development Corporation Limited (₹ 8.56 crore), Odisha State Housing Board (₹ 3.77 crore), Odisha Textile Mills (₹ 1.24 crore), etc.

1.5.6 Pathways to Fiscal Stability

Deficits can be improved by enhancing revenues and rationalising expenditures. This includes strengthening tax compliance, widening the tax base, revising user charges and monetising idle government assets. On the spending side, better targeting of subsidies, controlling salary and pension growth and ensuring proper classification of expenditure are key factors. Prioritising productive capital investment and improving debt management through transparent and efficient borrowing can further ease fiscal pressure. These measures collectively create fiscal space and help reduce revenue, fiscal, and primary deficits in a sustainable manner. These have been discussed in succeeding paragraphs.

1.5.6.1 Improving revenues of the State

Untapped revenue potential that, if harnessed effectively, could significantly enhance fiscal space and reduce dependence on debt. Inefficiencies in assessment, undervaluation and limited enforcement mechanisms of key tax streams such as State GST, Stamp Duty and Excise will lead to subdued revenue growth. Under-realized non-tax revenues, with low user charges, poor cost recovery and suboptimal returns on public assets and investments also impede the fiscal space. Timely realisation of pending arrears (tax and non-tax) is another step towards enhancing the fiscal space.

Audit requisitioned for comprehensive data on revenue arrears, tax assessments, detected tax evasion, refund cases and other relevant details across all revenue heads. However, despite multiple reminders, the Department provided data only for Taxes/VAT on Sales, Trade *etc.*, and Goods and Services Tax. On analysis of data, Audit observed that:

A. Arrears of revenue

As on 31 March 2025, the arrears of revenue in respect of two principal heads of revenue were ₹ 14,752.61 crore, of which ₹ 5,979.66 crore was outstanding for more than five years, as depicted in **Table 1.35**.

Table 1.35: Arrears of revenue

(₹ in crore)

| Sl. No. | Head of revenue | Amount outstanding as on 31 March 2025 | Amount outstanding for more than five years as on 31 March 2025 |
|--------------|---------------------------------|--|---|
| 1. | Taxes/VAT on Sales, Trade, etc. | 6,176.84 | 5,731.75 |
| 2. | Goods and Services Tax | 8,575.77 | 247.91 |
| Total | | 14,752.61 | 5,979.66 |

Source: Information furnished by Commissionerate of CT & GST, Odisha

The long-standing arrears pertaining to Taxes/VAT on Sales, Trade *etc.* (₹ 5,731.75 crore), indicated persistent delays in collection, whereas GST arrears were predominantly recent, indicating the need for strengthened mechanisms to ensure timely revenue realisation.

B. Arrears in assessment

The information on number of cases pending at the beginning of the year, cases becoming due for assessment, cases disposed of during the year and number of cases pending for finalisation at the end of the year, as furnished by Commissionerate of CT & GST is depicted in **Table 1.36**.

Table 1.36: Arrears of assessment

| Sl. No. | Head of Revenue | Cases pending at the beginning of 2024-25 | New cases due for assessment during 2024-25 | Total cases due for assessment | Cases disposed of during 2024-25 | Balance at the end of the year | Percentage of disposal |
|--------------|---------------------------------------|---|---|--------------------------------|----------------------------------|--------------------------------|------------------------|
| 1. | Taxes/VAT on Sales, Trade <i>etc.</i> | 315 | 257 | 572 | 346 | 226 | 60.49 |
| 2. | Goods and Services Tax | 49,646 | 34,669 | 84,315 | 30,744 | 53,571 | 36.46 |
| TOTAL | | 49,961 | 34,926 | 84,887 | 31,090 | 53,797 | 36.63 |

Source: Information furnished by Commissionerate of CT & GST, Odisha

As can be seen from the table, disposal was relatively better for Taxes/VAT on Sales, Trade *etc.* (60.49 per cent), whereas GST cases showed a much lower disposal rate of 36.46 per cent, resulting in 53,797 cases pending at the end of the year, indicating significant backlog in assessment.

As such, there is need for implementation of timely follow-up mechanisms and enhanced monitoring including deployment of additional staff and periodic review of pending cases, to accelerate disposal and reduce arrears.

C. Details of evasion of tax detected by the Department, refund cases, etc.

The cases of evasion of tax detected, cases finalised and the demands for additional tax raised are important indicators of revenue collection efforts of the State Government.

The details of cases of evasion of tax detected by the Commissionerate of CT&GST, Odisha, cases finalised and the demand for additional tax raised during the year 2024-25, as reported by the departments concerned, are depicted in **Table 1.37**.

Table 1.37: Evasion of tax detected

| Sl. No. | Head of revenue | Cases pending as on 31 March 2024 | Cases detected during 2024-25 | Total | No. of cases in which assessment / investigation completed and additional demand with penalty, etc. raised | | No. of cases pending for finalisation as on 31 March 2025 |
|--------------|---------------------------------|-----------------------------------|-------------------------------|------------|--|-------------------------------|---|
| | | | | | No. of cases | Amount of demand (₹ in crore) | |
| 1. | Goods and Services Tax | 207 | 405 | 612 | 190 | 58.80 | 422 |
| 2. | Taxes/VAT on Sales, Trade, etc. | 10 | 4 | 14 | 7 | 4.42 | 7 |
| Total | | 217 | 409 | 626 | 197 | 63.22 | 429 |

Source: Information furnished by Commissionerate of CT & GST, Odisha

1.5.6.2 Un-discharged liabilities on Fiscal Space

Undischarged/deferred liabilities, if not addressed timely, will reduce the available fiscal space for future developmental and infrastructure spending. Besides creating lack of transparency and credibility, these liabilities impair the State's ability to raise resources in a sustainable manner, thereby impacting overall fiscal health and long-term sustainability.

Audit observed that the State Government had accumulated several undischarged liabilities during the year 2024-25, which have significant implications for fiscal sustainability. These include:

- Un-discharged interest liabilities totalling ₹ 397.84 crore.
- Short/non-transfer of State Government's contribution to the National Pension System (NPS) amounting to ₹ 271.71 crore.
- ₹ 1.88 crore of labour welfare cess collected, but not transferred to the building and other construction worker's board.
- Non-transfer of ₹ 122.81 crore of Cess on Land Revenue to urban and local bodies as per the Odisha Cess Act.

- Non-recoupment of Contingency fund amounting to ₹ 117.73 crore during the year.

The cumulative value of these un-discharged liabilities amounted to ₹ 911.97 crore, which is equivalent to 0.10 *per cent* of the GSDP and 3.64 *per cent* of the Fiscal Deficit for the year 2024-25.

1.5.7 Comparative analysis across States

Fiscal health of Odisha compared to General Category States¹⁷ is given in **Table 1.38**.

Table 1.38: Comparative analysis of fiscal health of Odisha with General Category States

| Sl. No. | Indices | Odisha | General Category States |
|---------|--------------------------------------|----------------|-------------------------|
| 1 | Capital Expenditure/GSDP | 5.11 | 2.27 |
| 2 | State Own Revenue/ GSDP | 12.10 | 7.34 |
| 3 | State Own Revenue/ Total Expenditure | 51.38 | 47.78 |
| 4 | Gross Fiscal Deficit/ GSDP | 2.81 | 3.18 |
| 5 | Revenue Deficit/ GSDP | 2.54 (Surplus) | 0.72 |
| 6 | Interest Payments/Revenue Receipts | 2.87 | 13.88 |
| 7 | Outstanding Liabilities/ GSDP | 15.48 | 27.73 |

Source: Finance Accounts

1.6 Conclusion

The fiscal assessment of Odisha for 2024-25 highlights persistent weaknesses despite compliance with FRBM targets and robust GSDP growth of 11.40 *per cent*. Revenue Receipts fell short of the Budget Estimates by 10 *per cent*, increasing only by 2.43 *per cent* against double-digit GSDP growth, with revenue buoyancy collapsing to 0.21 and Own Revenue growing by a meagre 0.28 *per cent*. Non-Tax Revenue declined by 3.38 *per cent* (₹ 1,790 crore), mainly due to lower mining royalties and interest receipts, reflecting weak revenue mobilisation.

On the expenditure side, Revenue Expenditure consumed 87.69 *per cent* of Revenue Receipts, while Capital Expenditure (₹ 45,481 crore) was 73 *per cent* of BE (₹ 62,677 crore). The expenditure profile further revealed rising Committed Expenditure on salaries (₹ 31,659 crore), pensions (₹ 21,849 crore) and interest (₹ 5,281 crore), reaching ₹ 58,789 crore, *i.e.*, 32 *per cent* of Revenue Receipts and 36 *per cent* of Revenue Expenditure.

Subsidy outgo doubled to ₹ 9,134 crore in 2024-25, reversing earlier rationalisation efforts and pushing the total rigid expenditure to ₹67,923 crore (37 *per cent* of Revenue Receipts and 42 *per cent* of Revenue Expenditure).

Debt sustainability appears comfortable at a Debt-GSDP ratio of 15.48 *per cent*, but the absolute debt stock surged from ₹ 1,01,700 crore in 2022-23 to ₹ 1,37,784 crore in 2024-25, with 87.70 *per cent* of new borrowings used for repayments and ₹ 76,642 crore (56 *per cent*) of public debt maturing within the next seven years, raising refinancing risks. Moreover, un-discharged liabilities of ₹ 911.97 crore

¹⁷ States other than North-Eastern & Himalayan States

including short transfers to NPS (₹ 271.71 crore), unpaid interest (₹ 397.84 crore), non-transfer of cess (₹ 122.81 crore), non-recouplement of Contingency Fund to the tune of ₹ 117.73 crore and non-transfer of labour cess of ₹ 1.88 crore, indicates weaknesses in fiscal discipline and transparency.

To safeguard fiscal sustainability, the State needs to broaden its tax base, strengthen mining and non-tax revenues, enforce dividend compliance from SPSEs, rationalise subsidies and adopt a prudent debt management strategy aligned with GSDP growth.

1.7 Good practices

- In collaboration with the International Monetary Fund (IMF), Odisha has developed a robust Fiscal Risk Analysis Framework. This framework involves identifying, quantifying and classifying fiscal risks, such as those arising from state-owned enterprises (SOEs), natural disasters and macroeconomic shocks, and implementing appropriate mitigation measures. This proactive approach enhances the State's ability to manage potential fiscal challenges effectively.
- The Budget Stabilisation Fund (BSF) is a pioneering fiscal instrument introduced by the Government of Odisha to mitigate the impact of revenue volatility, particularly from the mining sector (non-tax revenue), on the State's budget. Recognising the susceptibility of mining revenues to global price fluctuations, the BSF serves as a financial buffer, ensuring that the State can maintain consistent public expenditure even during periods of revenue shortfall.

1.8 Recommendations

- The State may take steps to enhance non-tax revenues, particularly dividends, mining royalties and interest receipts to address the weak revenue growth and low tax buoyancy.
- The State may rationalise Revenue Expenditure through control of committed liabilities, better targeting of subsidies to create greater fiscal space for developmental priorities.
- The State may improve the quality and focus of capital spending by prioritising infrastructure sectors, preventing misclassification of expenditures and ensuring that capital outlay grows in line with the pace of economic expansion.
- The State may make efforts to maximise returns on public investments by strictly enforcing dividend pay-outs from profit-making PSUs and strengthening oversight of loans and advances to ensure financial discipline and accountability.
- The State may address all un-discharged liabilities transparently and make provisions for timely discharge of these obligations to avoid future fiscal stress.

Chapter II
Budgetary Management

Chapter II: Budgetary Management

This Chapter reviews Odisha’s budgetary process, revealing significant gaps between budget estimates and actual expenditure with issues like excess spending, persistent savings and last-minute fund surrenders. It highlights weaknesses in financial planning and control, stressing the need for realistic budgeting, timely fund utilisation and proper implementation and monitoring of budget. Similar issues were also observed during the comprehensive review of Grant No. 15 (Sports and Youth Services Department) and Grant No. 17 (Panchayati Raj and Drinking Water Department), substantiating the overall findings on deficiencies in the State’s budget management.

2.1 Budget Process

In compliance with Article 202 of the Constitution of India, in respect of every financial year, a statement of estimated receipts and expenditure of the State for that year, called “the Annual Financial Statement (Budget)” is to be laid before the State Legislature. The estimates of the expenditure show ‘charged’ and ‘voted’ items¹ of expenditure separately and distinguish expenditure on revenue accounts from other expenditures. Legislative authorisation is necessary before incurring any expenditure by the State Government.

As per the Odisha Budget Manual, the Finance Department is responsible for preparing the annual budget by obtaining estimates from various departments. The departmental estimates of receipts and expenditure are prepared by Controlling Officers on the advice of the heads of departments and submitted to the Finance Department on prescribed dates. The Finance Department consolidates the estimates and prepares the Detailed Estimates called ‘Demand for Grants’. The State Budget majorly comprises the following documents:

| Document | Purpose / Description |
|---|--|
| Annual Financial Statement | Estimates of receipts and expenditures of the government for the financial year. |
| Demand for Grants | Department-wise expenditure proposals requiring legislative approval. |
| Fiscal Responsibility and Budget Management (FRBM) Statements | Compliance reports under the FRBM Act. |
| Medium Term Fiscal Plan | Fiscal strategy and projections for the next 3-5 years. |
| Fiscal Risk Statement | Identification and assessment of risks to fiscal stability. |
| Others | Includes supplementary documents like outcome budgets, performance reports <i>etc.</i> |

Audit examined the State Budget, Appropriation Accounts and VLC data to assess whether the budget was prepared on realistic assumptions and whether expenditure

¹ **Charged expenditure:** Certain categories of expenditure (e.g. salaries of Constitutional authorities, loan repayments *etc.*), constitute a charge on the Consolidated Fund of the State and are not subject to vote by the Legislature. **Voted expenditure:** All other expenditure is voted by the Legislature.

was incurred in accordance with legislative authorisation. As part of this exercise, comprehensive reviews of two grants, viz., Grant No. 15 - Sports and Youth Services (S&YS) Department and Grant No. 17 - Panchayati Raj and Drinking Water (PR&DW) Department were conducted to present a comprehensive assessment of budgetary management in the State. This Chapter highlights the overall status of budgetary management in the State with observations relating to S&YS and PR&DW Departments highlighted in box paragraphs.

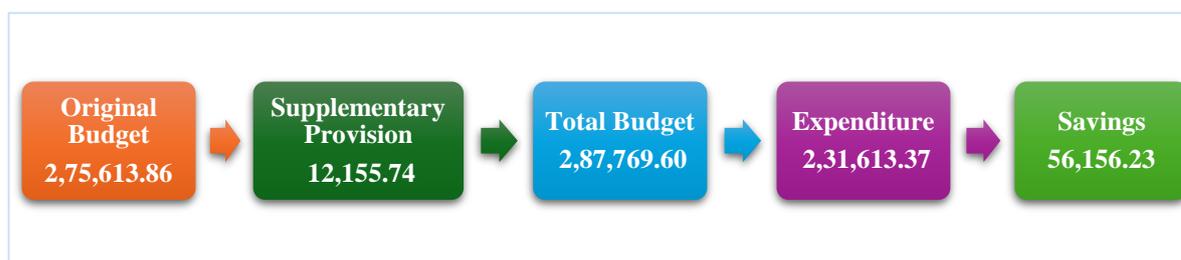
2.2 Budget projection and gap between expectation and actual

For optimum utilisation of resources, balance needs to be maintained between efficient management of tax administration/ other receipts and public expenditure. Persistent savings/ excesses indicate need for improvement in the underlying budgetary processes.

The Budget of the Government of Odisha is divided into 44 Grants and four Appropriations for expenditure management of 44 Departments. The summary of total appropriation obtained from State legislature, actual expenditure and savings are shown in **Chart 2.1** and **Table 2.1**.

Chart 2.1: Actual expenditure vis-à-vis budget provision during the FY 2024-25

(₹ in crores)



Source: Appropriation Accounts, 2024-25

Table 2.1: Actual expenditure vis-à-vis Budget Provision during the FY 2024-25

(₹ in crore)

| | Nature of Expenditure | Original Grant/ Appropriation | Supplementary Grant/ Appropriation | Total Budget | Actual expenditure | Savings (-)/ Excess (+) | Surrender out of savings during 2024-25 | |
|--------------|------------------------------|-------------------------------|------------------------------------|--------------------|--------------------|-------------------------|---|--------------|
| | | | | | | | Amount | per cent |
| Voted | I. Revenue | 1,87,119.81 | 9,105.79 | 1,96,225.60 | 1,59,542.24 | (-) 36,683.36 | 34,376.36 | 93.71 |
| | II. Capital | 58,597.91 | 3,018.29 | 61,616.19 | 46,123.55 | (-) 15,492.64 | 14,563.9 | 94 |
| | III. Loans & Advances | 2,910.01 | 0 | 2910.01 | 2,877.28 | (-) 32.73 | 335.09 | 100 |
| Total | | 2,48,627.73 | 12,124.08 | 2,60,751.80 | 2,08,543.07 | (-) 52,208.73 | 49,275.4 | 94.38 |
| Charged | V. Revenue | 5,827.08 | 1.66 | 5,828.73 | 5,644.56 | (-) 184.18 | 301.65 | 100 |
| | VII. Capital | 67.50 | 30 | 97.50 | 74.89 | (-) 22.61 | 22.61 | 100 |
| | VIII. Public Debt- Repayment | 21,091.56 | 0 | 21,091.56 | 17,350.86 | (-) 3,740.70 | 3,740.70 | 100 |
| Total | | 26,986.14 | 31.66 | 27,017.79 | 23,070.30 | (-) 3,947.49 | 4,064.96 | 97.1 |

| | Nature of Expenditure | Original Grant/ Appropriation | Supplementary Grant/ Appropriation | Total Budget | Actual expenditure | Savings (-)/ Excess (+) | Surrender out of savings during 2024-25 | |
|--|-----------------------------------|-------------------------------|------------------------------------|--------------------|--------------------|-------------------------|---|--------------|
| | | | | | | | Amount | per cent |
| | Appropriation to Contingency Fund | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | Grand Total | 2,75,613.86 | 12,155.74 | 2,87,769.60 | 2,31,613.37 | (-) 56,156.23 | 53,340.32 | 94.99 |

Source: Appropriation Accounts for the year 2024-25

Note: There may be difference of ₹ 0.01 crore in the absolute figure, due to rounding off

During 2024-25, against the total budget provision of ₹ 2,87,769.60 crore, the State incurred an expenditure of ₹ 2,31,613.37 crore, resulting in an overall savings of ₹ 56,156.23 crore (19.51 per cent) of which ₹ 2,815.91 crore was not surrendered. These savings were due to unrealistic budgeting as discussed in succeeding paragraphs.

The trends in the original budget, revised estimate and actual expenditure of the State, for the period from 2020-21 to 2024-25 are given in **Table 2.2**.

Table 2.2: Original Budget, Revised Estimate and Actual Expenditure during FYs 2020-21 to 2024-25

| | (₹ in crore) | | | | |
|--|--------------|-------------|-------------|-------------|-------------|
| | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
| Original Budget | 1,55,963.27 | 1,75,890.24 | 2,06,876.35 | 2,39,353.48 | 2,75,613.86 |
| Supplementary budget | 11,700.00 | 19,833.13 | 16,800 | 28,200 | 12,155.74 |
| Total Budget (TB) | 1,67,663.27 | 1,95,723.37 | 2,23,676.35 | 2,67,553.48 | 2,87,769.60 |
| Revised Estimate (RE) | 1,35,000 | 1,64,999.66 | 2,00,000 | 2,30,000 | 2,65,000 |
| Actual Expenditure (AE) | 1,24,109.14 | 1,58,016.78 | 1,84,080.82 | 2,07,697.39 | 2,31,613.37 |
| Savings | 43,554.13 | 37,706.59 | 39,595.53 | 59,856.09 | 56,156.23 |
| Percentage of supplementary to the original provision | 7.50 | 11.28 | 8.12 | 11.78 | 4.41 |
| Percentage of overall savings/excess to the total budget provision | 25.98 | 19.27 | 17.70 | 22.37 | 19.51 |
| TB-RE | 32,663.27 | 30,723.71 | 23,676.35 | 37,553.49 | 22,769.60 |
| RE-AE | 10,890.86 | 6,982.88 | 15,919.18 | 22,302.61 | 33,386.63 |
| (TB-RE) as percentage of TB | 19.48 | 15.70 | 10.58 | 14.04 | 7.91 |
| (RE-AE) as percentage of TB | 6.50 | 3.57 | 7.12 | 8.34 | 11.60 |

Source: Annual Financial Statements and Appropriation Accounts of the respective years

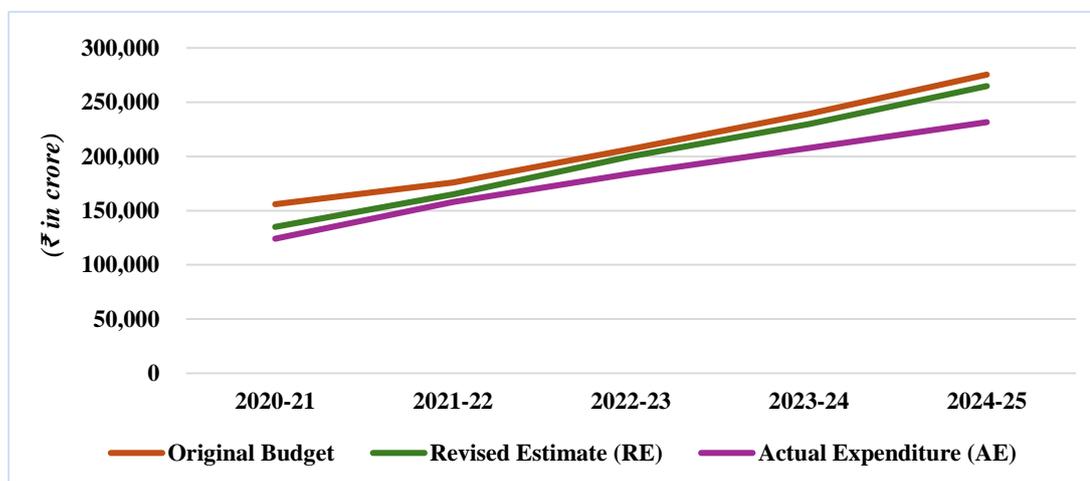
From **Table 2.2**, it can be seen that, although the Total Budget (TB) of Odisha increased by 71.64 per cent over the last five years, the savings remained between 17.70 per cent and 25.98 per cent of the TB, indicating inaccurate assessment of requirements as well as inefficient utilisation of funds.

During the period 2020-21 to 2024-25, the actual expenditure consistently remained below the Original Budget in every year but despite this, Supplementary Budgets were provided annually. Due to actual spending not reaching the level of even the Original Budget, these supplementary provisions were largely rendered non-essential. This trend highlighted increased overestimation in the budgetary process without actual

need assessment and non-improvement in spending capacity, leading to larger unspent allocations.

Chart 2.2 provides a comparative analysis of budgetary allocations and actual spending trends during 2020-25.

Chart 2.2 Trend showing BE, RE and Actuals



Source: Appropriation Accounts of the respective years

Chart 2.2 shows that during the period from 2020-21 to 2024-25, the gap between the Original Budget and actual expenditure not only persisted but continued to widen, especially in the later years *i.e.*, 2023-24 and 2024-25. Such widening divergence undermined the effectiveness of budget planning and indicated the need for strict forecasting and monitoring of implementation.

During the comprehensive review of two grants (Grant No. 15: Sports and Youth Services Department and Grant No. 17: Panchayati Raj & Drinking Water Department), for the FY 2024-25, Audit observed several shortcomings like poor assessment, inflated budget provisions and allocation of supplementary provisions without sufficient justifications, as discussed in the subsequent paragraphs. Instances of erroneous budget proposals/ arbitrary enhancement of budget provision noticed during comprehensive review of two grants are discussed below:

Inflated Budget Provision under PM JANMAN due to submission of erroneous proposal in Grant No. 17 (PR&DW Department)

The Pradhan Mantri Janjati Adivasi Nyaya Maha Abhiyan (PM JANMAN) scheme was launched in November 2023 to construct 30,000 houses for Particularly Vulnerable Tribal Groups (PVTGs) at ₹ 2 lakh per house, with overall requirement of ₹ 600 crore. During 2024-25, the Rural Housing wing of PR & DW Department estimated an expenditure of ₹ 475 crore for the scheme, as ₹ 125 crore had already been provisioned during FY 2023-24, and had been approved by the PR & DW Department. However, contrary to this proposal, during 2024-25, the concerned wing erroneously forwarded a proposal for ₹ 600 crore to the Budget Section of the Department, resulting in inflated budget provision by ₹ 125 crore, which was

subsequently accepted and allocated, resulting in surrender of funds at the end of the year.

Government of India's guidelines for implementation of Special Component Plan (SCP)/ Tribal Sub-Plan (TSP) (2014) stipulate that 100 *per cent* of the funds pertaining to habitations of the Scheduled Tribes should be allocated and accounted for under TSP. PM JANMAN, being targeted specifically for PVTGs, should have been fully budgeted under the TSP during 2024-25. Analysis of VLC data revealed that the budget provision was incorrectly distributed across three components of budget, *viz.*, Panchayati Raj (General), SCP and TSP components, reflecting negligent budgeting and misalignment with the scheme's objectives. Later, ₹ 75.62 crore and ₹ 50.42 crore were re-appropriated to the TSP component by the Department, to partially align the budget with intended beneficiaries, while the remaining funds under the General Component (₹ 113.96 crore) and the entire SCP allocation (₹ 180.00 crore) were surrendered. Thus, against the total budget provision of ₹ 600 crore, an expenditure of only ₹ 306.03 crore was incurred on the construction of houses for the PVTGs, during 2024-25.

As a result, ₹ 293.97 crore (49 *per cent*) of the sanctioned ₹ 600 crore was surrendered, highlighting serious lapses in the budgeting process and financial management.

Arbitrary enhancement of Budget provision and large savings under PMAY (G) in Grant No. 17 (PR&DW Department)

Scrutiny of the budget proposals for Pradhan Mantri Awas Yojana-Gramin (PMAY(G)) revealed that the PR&DW Department had proposed ₹ 3,451 crore in the BE 2024-25 under PMAY (G), comprising: (i) the last tranche of arrears for FYs 2020-21 and 2021-22 (₹ 1,701 crore), (ii) housing assistance for 1.26 lakh households (₹ 1,600 crore) and (iii) administrative contingencies (₹ 150 crore). The proposal was sent to the Planning & Convergence Department for consideration. However, the budget provision was enhanced from ₹ 3,451 crore to ₹ 5,490 crore by the Government, with no justification recorded.

Further, ₹ 100 crore was re-appropriated by the PR&DW Department during the FY 2024-25 from the PMAY (G) to the Antyodaya Gruha Yojana, reducing the PMAY (G) allocation to ₹ 5,390 crore. From these available funds, the Department transferred ₹ 1,001.88 crore² to the Single Nodal Agency (SNA) Account of PMAY(G), and the same was booked as expenditure in the accounts. However, the remaining amount of budgetary allocation remained unexpended, leading to savings of ₹ 4,388.12 crore. Further, Audit found that only 22,026 houses were completed in the State during 2024-25, despite availability of budget provision. Thus, the

² Central share: ₹ 601.13 crore and State share: ₹ 400.75 crore

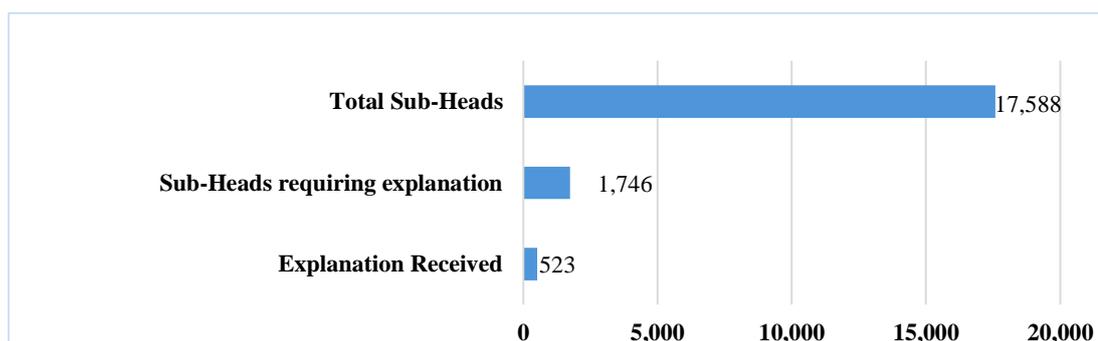
budget for PMAY(G) was formulated without proper & realistic assessment of actual requirements, reflecting poor financial planning and lack of accountability in budget formulation and poor scheme implementation. The Department stated (October 2025) that an amount of ₹ 3,451 crore was provided in the estimate to clear the arrears (₹ 1,701 crore) of the financial years 2020-21 and 2021-22, to cover 1.26 lakh households in the Permanent Wait List (₹ 1600 crore) and for administrative contingencies (₹ 150 crore). It was further stated that the provision was increased to ₹ 5,390 crore for providing housing assistance to an additional 1.60 lakh households. Further, shortfall in completion of houses was attributed to delay in receipt of targets (September 2024) from the Ministry of Rural Development (MoRD), Government of India. The reply is not acceptable as no documentary evidence was available on record to substantiate the enhancement of budget to ₹ 5,390 crore for extending benefits to additional 1.60 lakh households. Moreover, the delay in receipt of targets from MoRD cannot justify the shortfall, since it was already planned and budgeted to cover 1.26 lakh households in the Permanent Wait List.

2.2.1 Missing/ Incomplete explanation for variation from Budget

Apart from showing the expenditure against the approved budget, Appropriation Accounts also provide explanation for cases where the expenditure varies significantly from the budgeted provision (Original plus Supplementary). The reasons for such variations at the Sub-Head/ Sub-Sub-Head level (Unit of Appropriation) are to be explained in the Appropriation Accounts. Accountant General (A&E) provides the draft Appropriation Accounts to the Controlling Officers of the Departments and seeks reasons/ explanations for variations in expenditure with reference to approved budgetary allocation.

The Public Accounts Committee of Odisha Legislative Assembly had fixed norms³ (March 1987) for comments in the Appropriation Accounts. Audit observed that as per the norms, explanation was required to be provided in 1,746 sub heads, out of the total 17,588 sub heads. However, the reasons for surrender, savings and curtailment of provisions in the Appropriation Accounts for the FY 2024-25 had been provided for only 523 (30 *per cent*) sub heads. A summary of explanations for variations in the Appropriation Accounts, as received from various Departments of the State is depicted in **Chart 2.3**. These explanations include reasons like non-release of Central Assistance, delay in release of funds, surrender after actual requirements, non-receipt of proposals from implementing agencies *etc.*

³ Savings/ excess in excess of 10 per cent under the Grant and under individual sub heads is more than ₹ 10 lakh in Revenue-Voted. Savings/ excess is in excess of 10 per cent and under individual sub heads, is more than ₹ 15 lakh under Capital-Voted. Savings/excess is more than ₹ 1 lakh/ ₹ 5 lakh under Revenue/Capital-Charged respectively. Expenditure incurred without budget provision of ₹ 1 lakh in respect of establishment and ₹ 5 lakh in other cases.

Chart 2.3: Summary of Explanation for Variation in Appropriation Account

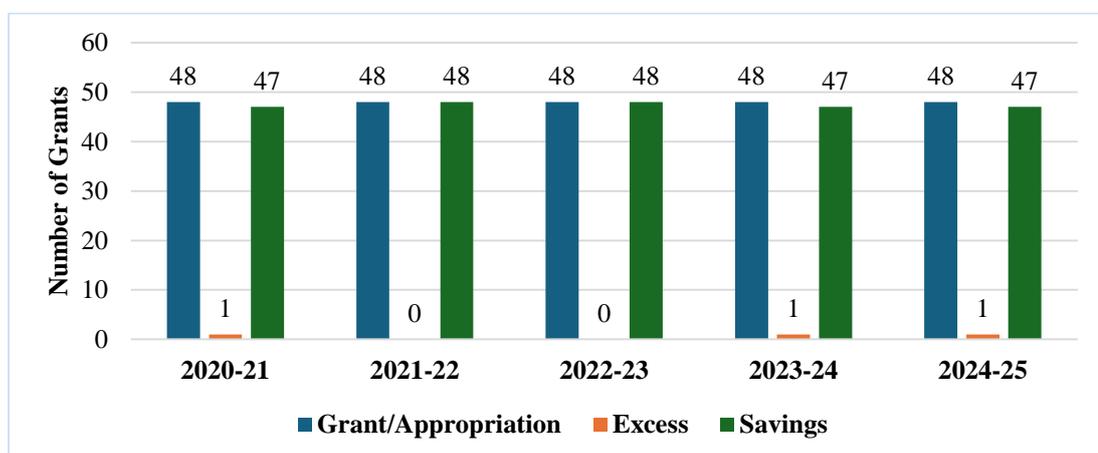
Source: Information supplied by office of the Pr. Accountant General (Accounts & Entitlement), Odisha

2.3 Budget marksmanship

Expenditure Composition Outturn

Expenditure Composition Outturn measures the extent to which re-allocations between the main budget categories during execution have contributed to variance in expenditure composition.

Year-wise analysis of grants with respect to excesses and savings provides a valuable insight into the efficiency of budget execution and financial management by the State, as depicted in **Chart 2.4**.

Chart 2.4: Year-wise Grants/Appropriation, Excesses and Savings

Source: Appropriation Accounts of the respective years

As seen from the above, there were savings in almost all grants in the years from 2020-21 to 2024-25. There was also an excess expenditure of ₹ 9.63 crore during 2020-21 and ₹ 6.69 crore during 2023-24 under Grant No. 7 (Works Department). Further, during FY 2024-25, an excess expenditure of ₹ 117.50 crore was incurred under Major Head 2048 - Appropriation for Reduction or Avoidance of Debt, as discussed in **Paragraph 2.5.2**. Savings that took place in different grants during the year 2024-25 have been discussed in **Paragraph 2.5.5**.

The expenditure composition outturn for the FY 2024-25 is given in **Table 2.3**.

Table 2.3: Expenditure composition overall deviation FY 2024-25

| Section | Overall Deviation (in per cent) | Range of Deviation (in per cent) | Number of Grants |
|-------------------|------------------------------------|-------------------------------------|------------------|
| Revenue (Voted) | (-)18.69 | 0 to ± 25 | 37 |
| | | ± 25 to ± 50 | 8 |
| | | ± 50 to ± 100 | 3 |
| Capital (Voted) | (-)24.06 | 0 to ± 25 | 29 |
| | | ± 25 to ± 50 | 12 |
| | | ± 50 to ± 100 | 7 |
| Revenue (Charged) | (-)5.17* | 0 to ± 25 | 26 |
| | | ± 25 to ± 50 | 2 |
| | | ± 50 to ± 100 | 19 |
| | | ≥ 100 | 1 |
| Capital (Charged) | (-) 79.85 | 0 to ± 25 | 42 |
| | | ± 25 to ± 50 | 0 |
| | | ± 50 to ± 100 | 6 |

No provision was made in respect of six Grants & two Appropriations (Grant Nos. 18, 27, 35, 37, 41, 42, 2048, 2049) of the Capital section.
*Excluding excess of ₹ 117.50 crore in Appropriation MH 2048

(Source: Appropriation Accounts for FY 2024-25)

Audit analysis of the expenditure pattern during 2024-25 as given in **Table 2.3**, revealed significant deviations between the budgeted provisions and actual expenditure across both Revenue and Capital sections. While optimum deviation (63.17 per cent) under Revenue Voted was observed in one Grant⁴, on the other hand, more than 90 per cent deviations were noticed under Capital Voted in four Grants⁵. Similarly, under Revenue Charged, 100 per cent deviation was observed in nine⁶ Grants and more than 90 per cent deviation in four Grants⁷. Under Capital Charged, 100 per cent deviation was noticed in three Grants⁸. These deviations indicated systemic weaknesses in budget formulation, non-assessment of actual requirements, unrealistic budgeting, lapses in monitoring and execution, leading to inefficient utilisation of available resources.

Instances of these variations due to unrealistic budget planning, under-utilisation and surrender of funds noticed during comprehensive review of two grants⁹ pertaining to 2024-25, are discussed below:

⁴ Food Supplies & Consumer Welfare Department

⁵ Labour & Employees State Insurance; Steel & Mines; Information & Public Relations and Mission Shakti Departments

⁶ Law; Commerce; Sports & Youth Services; Public Grievances & Pension Administration; Agriculture & Farmers' Empowerment; Steel & Mines; Information & Public Relations; Skill Development & Technical Education; and Odia Language, Literature and Culture Departments.

⁷ Finance; ST&SC Development, Minorities & Backward Classes Welfare; Panchayati Raj & Drinking Water; and Excise Departments.

⁸ General Administration & Public Grievances; Rural Development; Parliamentary Affairs Departments.

⁹ Grant 15: Sports & Youth Services and Grant 17: Panchayati Raj & Drinking Water

Poor budget planning resulting in underutilisation and surrender of funds in Grant No. 15 (S&YS Department)

A budget provision of ₹ 459.23 crore under Revenue Section and ₹ 862.00 crore under Capital Section was made by the S&YS Department for the FY 2024-25. However, at the end of the year, the Department could utilise only ₹ 293.54 crore and ₹ 90.86 crore under Revenue and Capital Sections, respectively. The Department had surrendered the unspent balances of ₹ 936.73 crore, leaving ₹ 9.86 lakh un-surrendered.

This indicated that the Department had not prepared the Original and Supplementary provisions on a realistic basis, keeping in view the actual requirement, thus resulting in non-utilisation of ₹ 936.83 crore, which constituted 71 *per cent* of the Budget provision. The surrendered amount included unutilised amount of ₹ 35.05 crore meant for 'Training and Coaching for Excellence', ₹ 100 crore meant for Promotion of Sports and Games and ₹ 771.14 crore provisioned for 'Infrastructure Development' (construction of 314 Block-level Stadiums).

The Department stated (September 2025) that expenditure constraints imposed by the Finance Department *vis-a-vis* Vote on Account (during General Elections), resulted in accumulation of unutilised balances which hindered implementation of schemes/ projects. The Department further stated the funds for construction of 314 Block level stadiums were kept unsurrendered to ensure seamless funding upon approval. In anticipation of the approval, funds were not surrendered. The fact, however, remains that the Department had failed to implement the intended schemes/ projects and efficiently utilise the available budget due to which, a large percentage of funds (*i.e.* 71 *per cent* of budget provision), remained unutilised and was surrendered.

Unrealistic budgeting and under-utilisation of funds under Swachh Bharat Mission – Gramin in Grant No. 17 (PR&DW Department)

During FY 2023-24, the PR&DW Department had utilised only ₹ 219.28 crore (up to November 2023) out of the total budget provision of ₹ 845 crore made under the Swachh Bharat Mission (SBM) – Gramin. Despite such low expenditure in 2023-24, the Director, Drinking Water and Sanitation, sought a budget provision of ₹ 600 crore (Central Share: ₹ 360 crore; State Share: ₹ 240 crore) for FY 2024-25. There were no supporting documents to indicate any detailed assessment conducted or any justification on record for this proposal. The budget proposal was forwarded to the Planning & Convergence Department, which approved the full amount, resulting in an unrealistic Budget allocation under SBM-Gramin for the FY 2024-25.

Against the Budget provision of ₹ 600 crore made for SBM (Gramin), an amount of ₹ 224.85 crore was released during 2024-25 as State Share to SNA Sparsh. Even out of the State share, the Department could spend only ₹ 185.43 crore (82 *per cent*), leading to less utilisation of funds, despite availability.

Thus, the budget provision of ₹ 600 crore under SBM (Gramin) for FY 2024-25 was unrealistic and was not done after any detailed assessment. Further, it was also not aligned with historical expenditure trends or actual implementation capacity, resulting in non-utilisation of available funds.

Under-utilisation of budgetary provision and inadequate coverage under the Drinking Water Supply Programme (Grant No. 17) of PR&DW Department

BASUDHA (Buxi Jagabandhu Assured Drinking Water to all Habitations) - a flagship programme of the Government of Odisha, was launched in 2017 to provide 135 litres per capita per day of drinking water across all Urban Local Bodies on 24x7 basis. The other aspects of the programme that were fundamental to the mission were optimal resource utilisation, efficient management and service level improvement through 100 *per cent* coverage, improvement in water quality monitoring, operational efficiency, metering and reduction of non-revenue water.

During 2024-25, the Government made a Budget provision of ₹ 1,500 crore under BASUDHA and ₹ 500 crore under the BASUDHA Rural Infrastructure Development Fund¹⁰ (RIDF), under three different components (General, SCP and TSP), leading to a total provision of ₹ 2,000 crore.

Analysis of component-wise VLC data revealed that, out of total provision of ₹ 2,000 crore in the Budget for 2024-25, ₹ 1,172.28 crore (58.61 *per cent*) was utilised, leading to savings of ₹ 827.72 crore. Under-utilisation of 41.39 *per cent* of provisioned funds indicated non-achievement of the basic objective of optimum utilisation of resources and non-provision of safe drinking water to the prescribed population at desired levels.

It was further noticed that, out of the budget provision of ₹ 85 crore under the SCP component of BASUDHA-RIDF, only ₹ 5.05 crore could be utilised, leading to savings of 94.06 *per cent* of budget provision. Funds under this component were meant for Mega Piped Water Supply Projects (MPWSPs), a component funded by the National Bank for Agriculture and Rural Development (NABARD) through RIDF for the benefit of vulnerable sections of society. Huge savings under this component indicated lack of planned approach in implementing the MPWSPs, thus depriving the vulnerable section of society of the intended benefits.

¹⁰ Funds provided under RIDF are reimbursed to State Government by NABARD (as loan).

The Department stated (October 2025) that schemes taken up under the programme were mostly Mega/ Mini schemes, covering more than one Gram Panchayat with project completion period of more than one year. Hence, less expenditure in a particular year could not be presumed as failure of achieving the basic objective.

The reply is not tenable as schemes should operate on an annual budgeting framework with defined targets. Even in multi-year schemes, failure to utilise funds proportionately in a given year indicates serious implementation delays and weak financial control, resulting in deferred benefits and undermining timely achievement of objectives.

2.4 Appropriation Accounts

Appropriation Accounts are accounts of the expenditure of the Government for each financial year, compared with the amounts of grants voted and appropriations charged for different purposes as specified in the schedules appended to the Appropriation Act, passed under Article 204 of the Constitution of India. These Accounts depict actual expenditure as against the original budget provision, supplementary grants, surrenders and re-appropriations, distinctly on gross basis.

Audit of appropriations by the CAG seeks to ascertain whether the expenditure actually incurred under various grants is in accordance with the authorisation given under the Appropriation Act and that the expenditure required to be charged under the provisions of the Constitution (Article 202) is so charged. It also ascertains whether the expenditure incurred is in conformity with the laws, relevant rules, regulations and instructions.

2.5 Budgetary and accounting process

2.5.1 Expenditure incurred without authority of law

No money shall be withdrawn from the Consolidated Fund of the State except under appropriation made by law passed in accordance with the provisions of Article 204 of the Constitution. Paragraph 6 & 7 of Appendix VIII of the Odisha's Budget Manual provides that expenditure on new scheme should not be incurred without provision of funds except after obtaining additional funds by re-appropriation, supplementary grant or appropriation or an advance from the Contingency Fund of the State.

2.5.2 Excess expenditure and its regularisation

As per Article 205 of the Constitution of India, it is mandatory for a State Government to get excesses over grants/appropriations regularised by the State Legislature. Although no time limit for regularisation of expenditure has been prescribed under the Article, the regularisation of excess expenditure is done after the completion of discussion of the Appropriation Accounts by the Public Accounts Committee.

A. Excess expenditure during current year

There was an excess disbursement of ₹ 117.50 crore over the authorisation made by the State Legislature under Appropriation for Reduction or Avoidance of Debt (MH 2048) during 2024-25. This excess expenditure of ₹ 117.50 crore incurred during the year was towards contribution to the Consolidated Sinking Fund. It was noted that this amount was spent without any valid budgetary provision, rendering the expenditure unauthorised.

Since this expenditure was predictable and could have been assessed and estimated at the beginning of the year, its omission from the budget and expenditure at the end of the year indicates a gap between budget planning and its implementation. Further, no justification or explanation for incurring this expenditure was furnished to the Office of the Principal Accountant General (A&E), Odisha. Such expenditure made without legislative sanction, is irregular and requires formal regularisation under Article 205 of the Constitution.

During the Exit Conference, the Principal Secretary stated (November 2025) that explanatory note on excess disbursement of ₹ 117.50 crore over authorisation made by the State Legislature under one Appropriation (Major Head: 2048) during 2024-25, was under examination.

B. Excess expenditure of previous financial years pending regularisation

In case of previous financial years, excess disbursements, pending regularisation from the State Legislature are shown in **Table 2.4**.

Table 2.4: Excess expenditure relating to previous years, requiring regularisation

| Year | Grant / Appropriation No. | Name of the Grant/ Appropriation | Amount of excess required to be regularised (₹ in crore) | Status of regularisation |
|--------------|---------------------------|------------------------------------|--|--------------------------|
| 2013-14 | 22 | Forest and Environment | 0.29 | Not regularised |
| | 26 | Excise | 0.27 | |
| | 31 | Handlooms, Textile and Handicrafts | 18.00 | |
| 2014-15 | 26 | Excise | 0.01 | |
| 2015-16 | 22 | Forest and Environment | 0.25 | |
| 2016-17 | 6003 | Internal Debt | 56.63 | |
| | 13 | Housing and Urban Development | 3.63 | |
| 2017-18 | 8 | Odisha Legislative Assembly | 0.52 | |
| 2018-19 | 7 | Works | 169.77 | |
| | 8 | Odisha Legislative Assembly | 3.65 | |
| 2020-21 | 7 | Works | 9.63 | |
| 2023-24 | 7 | Works | 6.69 | |
| Total | | | 269.34 | |

Source: Appropriation Accounts of respective years, Government of Odisha

The excess expenditure indicates that budgetary control in the concerned Department was weak and budget estimates were not prepared on a realistic basis. Such excess expenditure, remaining unregularised for extended periods, dilutes legislative control over the executive, and therefore needs to be got regularised at the earliest.

The fact of non-regularisation of excess expenditure had been brought out in the Report of the C&AG on State Finances for previous years also. However, such excess expenditure has not been regularised yet. The Principal Secretary, Finance Department stated (November 2025) in the Exit Conference that the matter had been placed before the PAC in its first meeting of 2025-26 (May 2025) for examination.

2.5.3 Supplementary Grants rendered non-essential

Article 205 of the Constitution prescribes the requirement of a Supplementary or Additional Grant or Appropriation to cater to requirements in excess of the original provisions.

It was noticed that in 33 instances (more than ₹ three crore in each case) (**Appendix 2.1**) even though the supplementary provisions, amounting to a total of ₹ 9,090.78 crore were made, the expenditure (₹ 1,35,966.77 crore) did not come up to even the original provisions (₹ 1,61,493.92 crore) during the year 2024-25. The expenditure ranged between 0.84 to 62.52 *per cent* below the original provision. Similarly, supplementary provisions of ₹ 3,029.50 crore in 15 cases (more than ₹ three crore in each case) proved excessive (**Appendix 2.2**), as the full amount of supplementary provisions could not be utilised. This led to huge savings ranging from ₹ 0.30 crore to ₹ 1,177.48 crore, mainly due to inaccurate budgeting and lapses in execution.

An instance of unnecessary supplementary provision was noticed during detailed review of Grant No. 17 (Panchayati Raj & Drinking Water Department), as detailed below:

Unnecessary Supplementary Provisions and Large Savings in Grant No. 17 (PR&DW Department)

During the FY 2024-25, out of total Budget provision of ₹ 27,437.66 crore (Original: ₹ 27,216.48 crore¹¹ and Supplementary: ₹ 221.18 crore¹²) in respect of PR&DW Department, ₹ 14,775.88 crore (53.85 *per cent*) only could be expended, leading to savings of ₹ 12,661.78 crore (46.15 *per cent*). While the expenditure under Revenue heads accounted for 67.72 *per cent* (₹ 10,005.55 crore), on the other hand, expenditure on Capital heads accounted for 32.28 *per cent* (₹ 4,770.33 crore) of the overall expenditure of the Department.

Audit observed that the supplementary provisions under both Revenue and Capital Heads (₹ 221.18 crore) proved unnecessary as the expenditure did not even come up to the level of original provision of ₹ 27,216.48 crore.

¹¹ Revenue original: ₹ 18,320.80 crore and Capital original: ₹ 8,895.68 crore

¹² Revenue supplementary: ₹ 218.68 crore and Capital supplementary: ₹ 2.50 crore

Further, against savings of ₹ 8,533.93 crore under Revenue Heads, the Department had surrendered ₹ 8,533.60 crore in March 2025, leaving ₹ 0.33 crore un-surrendered, resulting in lapse of funds. Similarly, under Capital Heads, the Department had surrendered ₹ 3,627.84 crore out of the total savings of ₹ 4,127.84 crore, in March 2025, leaving ₹ 500.00 crore un-surrendered which lapsed at the end of the year. Thus, unnecessary supplementary provisions, large savings and non-surrender of savings leading to lapse of funds at the year-end highlighted inefficient budgetary management and controls, while risking non-allocation of required resources to other sectors.

Instances of unnecessary Supplementary provisions in other Grants (other than selected Grants) is discussed below:

Unnecessary Supplementary provisions and Surrender of entire provisions in Grant No. 9 - Food Supplies and Consumer Welfare Department

Analysis of VLC data revealed that during FY 2024-25, an amount of ₹ 3.31 crore was allocated by Food Supplies and Consumer Welfare Department (FS&CW) to Odisha State Civil Supplies Corporation (OSCSC) Limited in the Original Budget for repair, renovation and restoration purpose. Additionally, ₹ 10 crore was also provided to OSCSC through supplementary grants, bringing the total provision to ₹ 13.31 crore. It was, however observed that no expenditure was incurred during the period and the entire amount was surrendered to the Government.

Non-utilisation of the entire ₹ 13.31 crore, despite provision in both the Original and Supplementary Budgets indicated that the allocation was made without proper assessment of actual requirements and lack of planned estimates, resulting in avoidable surrender of substantial public funds.

In reply, the FS&CW Department stated (September 2025) that the entire amount was surrendered due to non-receipt of estimates from OSCSC Ltd. During the Exit Conference (November 2025), the Principal Secretary, Finance Department, directed all Financial Advisors that all formalities such as preparation of estimates, obtaining administrative and technical approvals *etc.*, should be completed before budget allocations are made.

Unrealistic supplementary budgeting and large savings under Subhadra Yojana in Grant No. 36 - Women and Child Development Department

Subhadra Yojana - a flagship scheme of the Government of Odisha was launched (2024) with the objectives *inter alia*, of providing a financial safety net to women and their families, for their socio-economic development, as also income support.

During 2024-25, a provision of ₹ 10,000 crore was made in the Budget estimates to provide financial assistance¹³. Thereafter, a Supplementary provision of ₹ 1,195.92 crore was also made, increasing the cumulative provision to ₹ 11,195.92 crore for the FY 2024-25. However, the Department could utilise only ₹ 10,136.61 crore, leaving an unutilised balance of ₹ 1,059.31 crore (9.46 per cent). Thus, it was apparent that only ₹ 136.61 crore (11.42 per cent) of the supplementary provision of ₹ 1,195.92 crore could be utilised during the year. This highlighted unrealistic provision of the supplementary budget, which ultimately resulted in surrender of a large chunk of funds (88.58 per cent of the supplementary provision). It is also pertinent to mention here that the provision made for the Subhadra Yojana alone, accounted for 66 per cent of the total provision envisaged (₹ 17,017.21 crore) for the Gender Specific Budget, 2024-25 of the State. Substantial savings under the scheme thus adversely impacted the goal of achieving 'Gender Equality', as envisaged in the Sustainable Development Goals.

2.5.4 Injudicious re-appropriation of funds

Re-appropriation is transfer of funds within a grant from one unit of appropriation to another unit where additional funds are needed. During 2024-25, re-appropriation orders under 44 grants and 3 appropriations, amounting to ₹ 13,319.96 crore were issued.

It was observed that in Grant No. 33- Fisheries and Animal Resources Development Department, under MH-2403-113-3700 - Integrated Sample Survey (Salary) augmentation of provision of ₹ 2.88 crore by ₹ 5.35 crore proved excessive, since only ₹ 4.23 crore could be spent.

Injudicious / unnecessary re-appropriation of funds under Antyodaya Gruha Yojana in Grant No. 17 (PR&DW Department)

Scrutiny of records and analysis of VLC data revealed that the Department had proposed funds amounting to ₹ 100 crore under the Antyodaya Gruha Yojana in the Original Budget for providing incentives to beneficiaries under PM-JANMAN and PMAY-G, for timely completion of houses. Despite utilising only ₹ 38 crore by October 2024, the Department sought an additional ₹ 100 crore in the Supplementary Budget, citing payment of arrears related to incentives and new constructions. However, as the supplementary allocation was not approved, ₹ 100 crore was re-appropriated from PMAY(G). Even after this, no further expenditure was incurred, resulting in surrender of ₹ 162 crore at the end of the year under Antyodaya Gruha Yojana.

The Department stated (October 2025) that ₹ 247.33 crore was utilised under the Antyodaya Gruha Yojana during 2024-25 (which included ₹ 209.33 crore of FY 2023-24 and ₹ 38 crore of FY 2024-25). It further stated that incentives to the

¹³ At the rate of ₹ 10,000 per annum per beneficiary in two instalments.

beneficiaries were disbursed through Aadhar Based Payment System through rural housing portal, which was non-functional from January 2025, leading to non-payment of incentives to the beneficiaries. This led to surrender of the allocated fund.

The reply is not tenable since the rural housing portal was functional till December 2024, but despite this, the Department had not provided incentives to the beneficiaries. Further, the unspent balance of ₹ 209.33 crore of the FY 2023-24 said to be utilised during 2024-25, was indicative of the fact that the Department had not surrendered the funds during 2023-24. This indicated major inconsistencies between the budgeted incentive proposals and the Department's actual implementation and shows inadequate planning, weak financial management, which led to unnecessary re-appropriation of resources.

2.5.5 Unspent amount and surrendered appropriation and/or large Savings/Surrenders

Timely surrenders by the spending units are an important mechanism for optimal reallocation, as well as optimum utilisation of resources, within the approved budget.

Analysis of grants and appropriations showed that in five cases, the savings (excluding surrenders) exceeded ₹ 100 crore in each case, during the year 2024-25 (*Appendix 2.3*). It was further noticed that in another five grants, the entire budgeted amount remained unutilised during the year and was surrendered, as shown in **Table 2.5**.

Table 2.5: Entire grant remaining unutilised during the financial year 2024-25

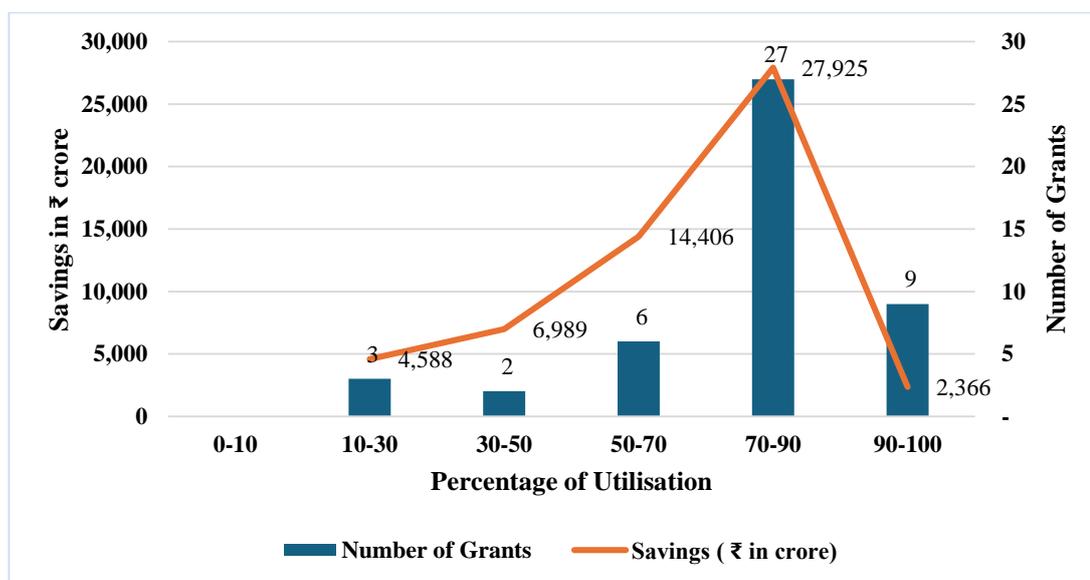
| <i>(₹ in crore)</i> | | |
|---------------------|---|-------------|
| Sl. No. | Grant Number and Name | Amount |
| 1 | 4-Law Department (Revenue –Charged) | 0.05 |
| 2 | 25-Information and Public Relations Department (Revenue–Charged) | 0.02 |
| 3 | 28-Rural Development Department (Capital-Charged) | 0.50 |
| 4 | 29-Parliamentary Affairs Department (Capital-Charged) | 5.00 |
| 5 | 39-Skill Development & Technical Education Department (Revenue-Charged) | 0.05 |
| Total | | 5.62 |

Source: Appropriation Accounts for the year 2024-25

It was also observed that in 23 cases under 18 Grants and one Appropriation, there were persistent savings exceeding ₹ 100 crore in each case (*Appendix 2.4*) during 2022-23 to 2024-25.

Details of grants grouped by the percentage of utilisation along with total savings during 2024-25, are shown in *Appendix 2.5* and **Chart 2.5**.

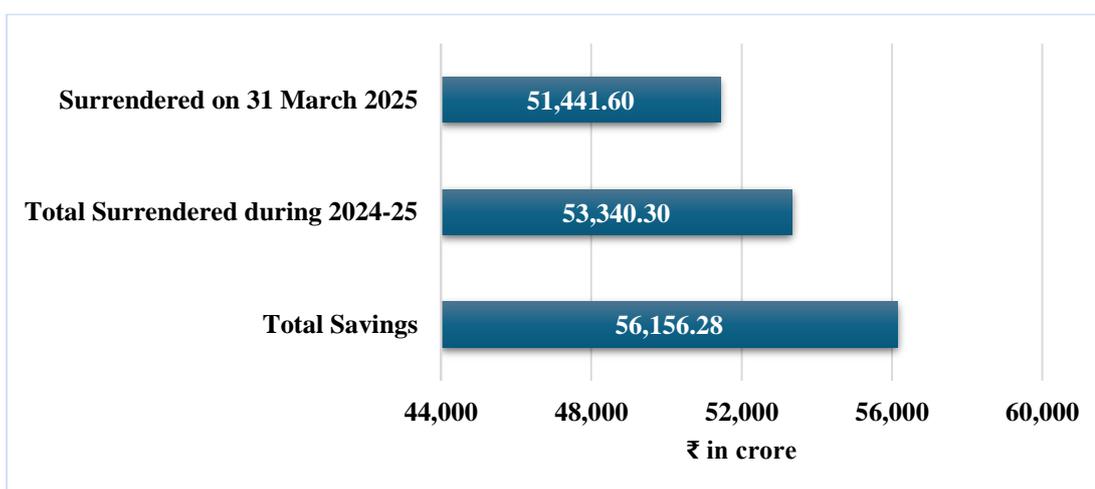
Chart 2.5: Distribution of the number of Grants/Appropriations grouped by the percentage of Savings along with total Savings



*Source: Appropriation Accounts
(Excess Expenditure is taken as zero savings.)*

It was noticed that in 39 Grants and two Appropriations, savings amounting to ₹ 3,033.68 crore (*Appendix 2.6*) were not surrendered. Details of savings (in excess of ₹ 10 crore) surrendered on the last day of March 2025, are given in *Appendix 2.7*.

Chart 2.6: Savings and surrenders for the year 2024-25



Source: Appropriation Accounts

Analysis of **Chart 2.6** revealed that only 95 per cent of the savings were surrendered. Out of the surrendered amount of ₹ 53,340.30 crore, ₹ 51,441.60 crore (96.44 per cent) was surrendered on 31 March 2025, the last day of the financial year. This last-minute surrender reflects poor financial planning and ineffective budgetary control. These delays also restrict the Finance Department from reallocating funds to other priority

areas. Timely surrender of savings is crucial to enhance transparency, accountability and optimal utilization of public funds.

2.5.6 Misclassification between Revenue Expenditure and Capital Expenditure

As per Rule 30 of the Government Accounting Rules, 1990, expenditure that results in the creation of concrete material and permanent assets should be classified in Capital Expenditure.

During the financial year 2024-25, the State Government had booked an amount of ₹ 45,481 crore as Capital Expenditure which included Capital Outlay on (i) Roads & Bridges (₹ 16,203.33 crore), (ii) Water Supply & Sanitation (₹ 4,061.80 crore), (iii) Medical & Public Health (₹ 2,973.20 crore), (iv) Flood Control Projects (₹ 2,696.99 crore), (v) Medium Irrigation (₹ 2,542.05 crore) *etc.* Audit examined sanction orders and expenditure vouchers related to this amount and noticed that out of the amount of ₹ 45,481 crore, ₹ 720.61 crore of expenditure of Revenue nature had been booked under Capital head. The said amount was expended towards operation, maintenance, repair and renovation *etc.* As per Rule 31 (2) (b) of the Government Accounting Rules, 1990, all such expenditure should be charged to Revenue account.

Thus, there was a misclassification of ₹ 720.61 crore, which resulted in overstatement of Revenue Surplus to that extent. The resulting Capital Expenditure, post-Audit, for the FY 2024-25 was ₹ 44,760.39 crore.

2.5.7 Major policy pronouncements in the State budget and actual funding for ensuring implementation

Several policy initiatives taken by the Government are wholly or partially not executed due to non-approval of scheme guidelines/modalities, non-commencement of works for want of administrative sanction, non-release of budget *etc.* It was observed that during the year 2024-25 in 15 schemes¹⁴ under nine Grants, there was revised outlay of ₹ 460.07 crore (₹ one crore or more in each scheme), but no expenditure was incurred, resulting in non-implementation of the schemes, as shown in **Appendix 2.8**. The Government did not furnish specific reasons for non-utilisation of funds. However, the reasons for low expenditure as stated in the Appropriation Accounts, included non-implementation of schemes, expenditure based on actual requirements, non-receipt of requisition for funds, non-receipt of the Central share *etc.* This not only deprived beneficiaries of the intended benefits of these schemes, but also deprived other requisitioning Departments of funds for its optimum utilisation. Moreover, in the

¹⁴ Development of Pipili Applique Hub, Promotion of Karuna Silk, Transformation of Veer Surendra Sai University of Technology (VSSUT), Burla, Transformation of Odisha University of Technology and Research (OUTR), Bhubaneswar, CM- Aspire, Development of e-Commerce Platform for MSMEs, Support to Tribal Research Institutes, Aitihya Vidyalaya, Solar Based Street Light, Odisha Saharanchala Bidyutikaran Yojana, Care and Protection for victims of POCSO, One Stop Centre (Construction), Saheed Laxman Nayak Transformation of Schools, Construction of Dharamasala-cum-Guest House, Establishment of CoE in Joint Collaboration with Tata Technology Limited

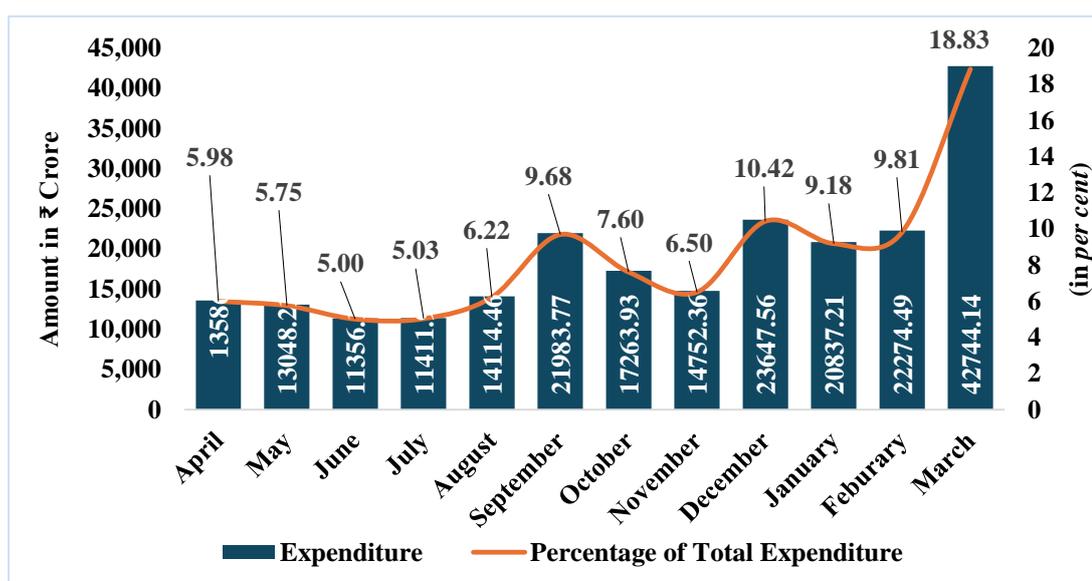
absence of specific reasons, Audit could not ascertain whether the savings were unavoidable or arose from deficiencies in planning and implementation.

2.5.8 Non-adherence to the Quarterly Expenditure Limit

Rule 62(3) of the General Financial Rules provides that rush of expenditure particularly in the closing months of the financial year is a breach of financial propriety and should be avoided. Maintaining a steady pace of expenditure is a crucial component of sound public financial management as it prevents fiscal imbalances and temporary cash crunches. The State Government had prescribed (April 2023/ November 2024) quarter-wise percentages (1st Quarter: 15 per cent, 2nd Quarter: 15 per cent, 3rd Quarter: 30 per cent, 4th Quarter: 40 per cent) for incurring expenditure during the year, with the aim of regulating expenditure in a phased manner.

Audit observed that in case of 177 sub-heads related to 36 grants/departments, the entire expenditure amounting to ₹ 3,130.27 crore was incurred in the month of March 2025.

Chart 2.7: Trend analysis of Expenditure (Month-wise)



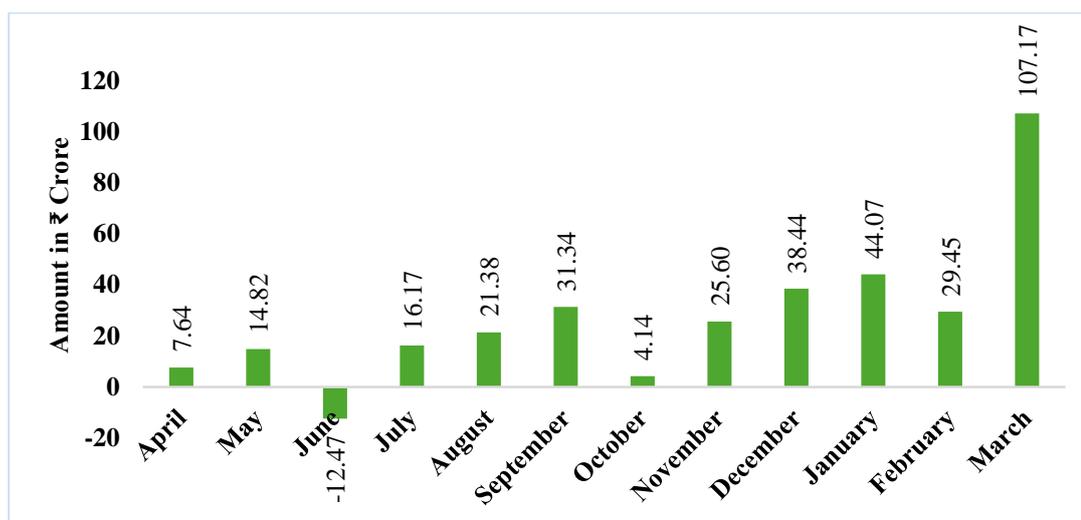
Source: Office of the Principal Accountant General (A&E), Odisha

The trend of monthly expenditure depicted in **Chart 2.7** indicates a pronounced skewness towards the last quarter of the financial year, particularly in March. While expenditure in the last quarter (₹ 85,855.84 crore) constituted 37.82 per cent of the total expenditure (₹ 2,27,020.91 crore), the expenditure in March alone (₹ 42,744.14 crore) accounted for 18.83 per cent of the total expenditure during the FY 2024-25 and 49.79 per cent of total expenditure in last quarter of the year.

Analysis of month-wise expenditure in Selected Grants

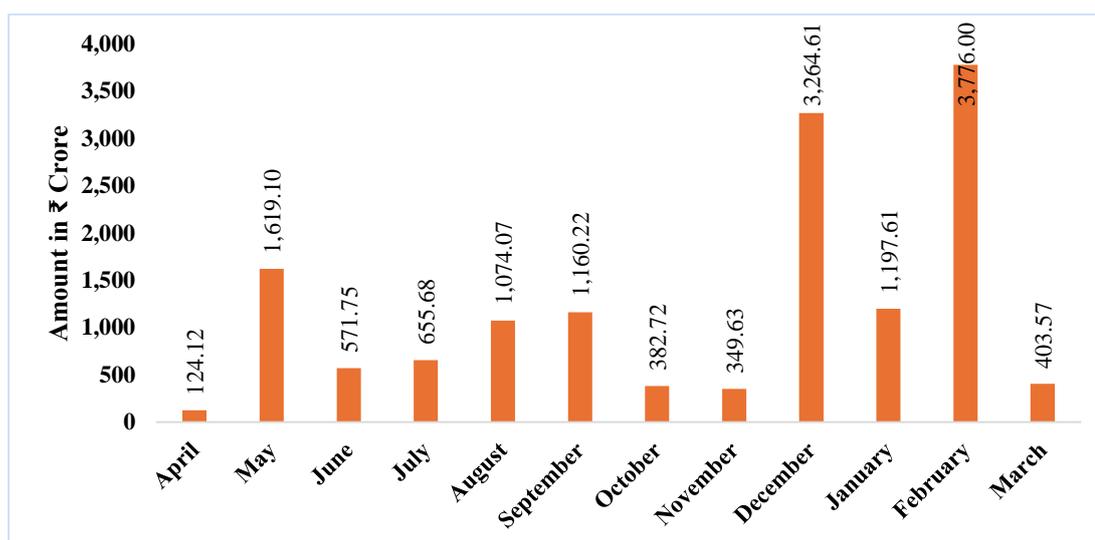
Audit also examined the month-wise expenditure in respect of the two Grants reviewed (Grant No. 15 & Grant No. 17), as depicted in **Chart 2.8** and **Chart 2.9**.

Chart 2.8: Month-wise expenditure under Grant No. 15 (S&YS Department)



Source: Office of the Pr. Accountant General (A&E), Odisha

Chart 2.9: Month wise expenditure under Grant No. 17 (PR&DW Department)



Source: Office of the Pr. Accountant General (A&E), Odisha

The expenditure pattern of Grant No. 15 and Grant No. 17 revealed the following:

- Grant No. 15:** Out of the total expenditure of ₹ 327.75 crore, the Department spent ₹ 180.69 crore (55.13 per cent) in the last quarter of the year against the prescribed limit of 40 per cent, out of which ₹ 107.17 crore (32.69 per cent) was spent in the month of March alone. This indicated that the Department failed in maintaining a steady pace of expenditure, which was a crucial component of sound public financial management.
- Grant No. 17:** Out of the total expenditure of ₹ 14,579.09 crore, PR&DW Department spent ₹ 5,377.18 crore (36.88 per cent) in the last quarter, which was within the prescribed limit.

2.6 Single Nodal Agency

In March 2021, the Ministry of Finance mandated that funds for each Centrally Sponsored Scheme (CSS) be routed through a designated Single Nodal Agency (SNA), with dedicated bank accounts in Scheduled Commercial Banks. States must transfer both Central and matching State shares to these accounts. However, an audit of VLC data and SNA PFMS reports revealed discrepancies in transfer of Central and State shares to SNA accounts, indicating gaps in fund flow tracking and potential issues related to financial compliance and transparency. The discrepancies between VLC data and SNA PFMS reports on Central and State share transfers to SNA are shown in Table 2.6.

Table 2.6: Discrepancies in Central and State share transfer

(₹ in crore)

| Source of Data | Central share received | Central share transferred | State share transferred | Less amount released by State |
|--------------------------|------------------------|---------------------------|-------------------------|-------------------------------|
| VLC | 9,643.97 | 9,051.72 | 10,525.14 | 592.25 |
| SNA PFMS Report | 9,643.97 | 9,561.02 | 9,709.77 | 82.95 |
| Difference Amount | 0 | 509.30 | 815.37 | |

Source: Finance Accounts for the year 2024-25

As can be seen from the above table, as per the VLC database, the State Government received ₹ 9,643.97 crore, being Central share during the year 2024-25, in its Treasury Accounts. As on 31 March 2025, the Government transferred Central Share of ₹ 9,051.72 crore, received in the Treasury Accounts and State share of ₹ 10,525.14 crore, to the SNAs, leaving an amount of ₹ 592.25 crore of Central share, untransferred. Out of the total transfer of ₹ 19,576.86 crore, 16,608.86 crore was transferred through Miscellaneous Bills and ₹ 2,968.00 crore through GIA bills. Detailed vouchers and supporting documents of actual expenditure were not received by the AG office, from the SNAs.

As per SNA PFMS report, the State Government received ₹ 9,643.97 crore, being Central share during the year 2024-25, in its Treasury Accounts. As on 31 March 2025, the Government transferred Central Share of ₹ 9,561.02 crore and State share of ₹ 9,709.77 crore to the SNAs, showing an amount of ₹ 82.95 crore of Central share, as untransferred. Thus, there was a difference of ₹ 509.30 crore in the Central share transferred and ₹ 815.37 crore in the State share transferred between the VLC data and the SNA PFMS report. This difference in the two databases (VLC and PFMS) needs reconciliation

As per SNA report of PFMS portal, ₹ 6,239.92 crore was lying unspent in the bank accounts of SNAs, as on 31 March 2025.

2.6.1 Single Nodal Agency-SPARSH

The Department of Expenditure, Ministry of Finance, Government of India, introduced (13 July 2023) fund flow mechanism called SNA-SPARSH for CSS funds for 'Just in Time' release in respect of all payments to the extent possible. This system operates

through an integrated framework of PFMS, the State IFMS and the RBI's e-Kuber platform and was to be implemented in a phased manner. The specific schemes and States to be covered under this mechanism are notified by the Department of Expenditure, Government of India, from time to time.

The 'Just-in-Time' system of release of CSS funds under SNA-SPARSH model was piloted by GoI during FY 2023-24 to bring about more efficiency in cash management at both Centre and State level. Odisha was one of the pilot States to implement this model (during FY 2023-24) in respect of five CSSs, namely Swachh Bharat Abhiyan (Gramin), Rashtriya Uchhtar Shiksha Abhiyan (RUSA), Pradhan Mantri Ayushman Bharat Health Infrastructure Mission (PM-ABHIM), Pradhan Mantri Matsya Sampada Yojana (PMMSY) and Conservation of Natural Resources and Ecosystem.

In this context Audit observed that:

- GoI had decided to on-board 22 schemes on SNA-SPARSH platform with effect from 1 June 2024, in addition to the five CSSs which were to be on-boarded on the platform during the pilot phase. Audit found that only 19 out of 27 schemes were on-boarded on the platform of SNA-SPARSH, including the five pilot CSSs, as of October 2025.
- Further, as stipulated by the Department of Expenditure (July 2023), upon on-boarding of a CSS on SNA-SPARSH platform, the State Government should close the SNA accounts and remit the Central share lying in the SNA account/Treasury to the Consolidated Fund of India and State share into the Consolidated Fund of the State. It was, however noticed that altogether, ₹ 2,499.76 crore was lying in the bank accounts of SNA of the 19 CSSs which were on-boarded on SNA-SPARSH platform, which was not remitted into the Consolidated Fund of India / State. The details of schemes notified by GoI, their on-boarding status on SNA-SPARSH platform and amount lying in the SNA Account of these schemes, are given in **Appendix 2.9**.

Thus, delay in on-boarding and refund of money lying in the SNA account of the schemes undermines the objective of SNA-SPARSH to ensure streamlined fund flow, transparency and effective financial management of government schemes.

2.7 Contingency Fund

The Contingency Fund of Government Odisha was established under the Odisha Contingency Fund Act, 1967 and the State Government made the Odisha Contingency Fund Rules, 1967 for regulating all matters connected with or ancillary to the custody of payment of monies into and the withdrawal of monies from the Contingency Fund of the State of Odisha for meeting unforeseen expenditure. The fund is recouped when the State Legislature authorises the additional expenditure. The corpus of the Fund is ₹ 400 crore.

2.7.1 Advance from Contingency Fund

Advances from the Contingency Fund are to be made only for meeting expenditure of an unforeseen and emergent nature, postponement of which, till its authorisation by the Legislature, would be undesirable.

During FY 2023-2024, an amount of ₹ 117.73 crore was withdrawn as an advance by School and Mass Education Department from the Contingency Fund in respect of PM POSHAN scheme. The amounts were not recouped till the end of the FY 2024-25.

Details of schemes in which amounts were withdrawn as advances from the Contingency Fund, are given in **Table 2.7**.

Table 2.7: Details of schemes in which amount was withdrawn as an advance from Contingency Fund

(₹ in crore)

| Sl. No. | Nomenclature of the scheme | Date of sanction | Original budget | Supplementary budget | Total | Expenditure | Savings /Excess | Advance from Contingency fund |
|--------------|--|------------------|-----------------|----------------------|---------------|---------------|-----------------|-------------------------------|
| 1 | Demand No. 10-2202 -01-112-3581- State Support for PM POSHAN | 06.06.2023 | 52.50 | 83.85 | 136.35 | 76.31 | 60.04 | 60.04 |
| 2 | Demand No. 10-2202 -01-789-3581-State Support for PM POSHAN | 06.06.2023 | 19.77 | 31.57 | 51.34 | 28.73 | 22.61 | 22.61 |
| 3 | Demand No. 10-2202 -01-796-3581-State Support for PM POSHAN | 06.06.2023 | 30.68 | 48.99 | 79.67 | 38.73 | 40.94 | 35.08 |
| TOTAL | | | 102.95 | 164.41 | 267.36 | 143.77 | 123.59 | 117.73 |

Source: Office of the Principal Accountant General (A&E), Odisha.

Drawal of funds from the Contingency Fund for non-emergent purposes, which ultimately remained unutilised and non-recoupment of the same during the financial year, violates the provisions of the Odisha Contingency Fund Act, 1967.

In FY 2023-24, three components of the “State Support for PM POSHAN” scheme were sanctioned on 6 June 2023 under Demand No. 10, with a combined original budget of ₹ 102.95 crore and supplementary allocation of ₹ 164.41 crore, totalling ₹ 267.36 crore. Of this, ₹ 117.73 crore was met through advances from the Contingency Fund. However, the actual expenditure under the scheme amounted to ₹ 143.77 crore, resulting in overall savings of ₹ 123.59 crore. The data highlights the need for better budget estimation and fund utilisation under this centrally supported nutrition initiative.

2.8 Conclusion

Supplementary provisions were not made on a realistic basis in 33 cases (₹ three crore or more in each case) and were unnecessary, as the expenditure did not come up to even the level of the original budgetary provision.

Excess expenditure of ₹ 386.84 crore for the period from FYs 2013-14 to 2024-25 (no excess expenditure during FYs 2019-20, 2021-22 and 2022-23), requires regularisation by the State Legislature.

The budgetary system of the State Government was not up to the mark, as the overall utilisation of budget was 80.49 *per cent* of the total grants and appropriations, during FY 2024-25.

2.9 Recommendations

- 1) To improve fiscal discipline and budget management, the Government may focus on accurate assessment of both the availability of financial resources for preparing realistic budget estimates and the potential to incur expenditure. This would minimise large-scale savings.
- 2) Need for supplementary budget may be assessed on the basis of trends in expenditure and realistic requirements.
- 3) The State Government may get the expenditure incurred in excess of the budget provision regularised by the State Legislature.

Chapter III
Financial Reporting Practices

Chapter-III: Financial Reporting Practices

This Chapter provides broad based perspective on the quality of the State Government Accounts rendered by various authorities of the State Government and status of compliance with prescribed financial rules, procedures and directives. It also discusses issues like undischarged liabilities of the Government, delay in submission of Utilisation Certificates, non-adjustment of advances drawn through Abstract Contingent bills, parking of funds outside Consolidated Fund of the State etc.

Compliance with financial rules, procedures and directives as well as the completeness, timeliness and quality of reporting on the status of such compliance enhances relevance and reliability of the information presented in the financial reports.

Issues related to completeness of accounts

3.1 Off Budget borrowings through State owned PSUs/Authorities

Article 293(3) of the Constitution of India mandates consent of Government of India for a State Government's borrowing if it has any outstanding loans or guarantees from the Government of India. Further, the XV Finance Commission recommended normal net borrowing limit of three *per cent* of GSDP for the States for the period 2023-24 to 2025-26.

Bypassing the above stipulated net borrowing ceiling by routing loans outside budget through various State Government Public Sector Undertaking (SPSUs)/ Corporations/ other Bodies, despite the State being responsible for repayment of such loans, poses significant risk to fiscal health and transparency of Government finances. Borrowing Ceilings for a financial year of the State Governments are being now reduced by GoI to extent of Off-Budget Borrowings.

The Odisha Fiscal Responsibility and Budget Management (OFRBM) Act, 2005 outlined that the State Government shall ensure prudence in fiscal management and fiscal stability. Further, the Odisha Fiscal Responsibility and Budget Management Rules, 2005 provided that the 'Medium Term Fiscal Policy (MTFP) Statement' laid before the Legislature along with Budget documents shall contain three-year rolling targets with respect to Revenue Deficit, Fiscal Deficit and total debt stock of the State. For the year 2024-25, debt stock was targeted as 13.10 *per cent* of GSDP under MTFP and 25 *per cent* under FRBM Act. Besides, the GoI had fixed borrowing ceiling of ₹ 28,485 crore (3.50 *per cent* of GSDP) for the State during 2024-25.

The State Government did not disclose the off-budget liabilities in their budget documents/annual financial statements. The Government has intimated that there was no off-budget borrowing during the financial year 2024-25.

3.2 Undischarged liabilities of the Government

Undischarged liabilities, such as non-transfer of collected cess to designated bodies, short remittances to the National Pension System (NPS) etc., can have significant

long-term fiscal and governance implications. These unpaid obligations accumulate over time, creating hidden liabilities that distort the true financial position of the State. Further, delays in cess transfer hinder the intended development or welfare outcomes, defeating the very purpose for which such levies were imposed. Similarly, short transfers to NPS not only violate statutory commitments but also compromise the financial security of employees. Over the years, such practices can erode trust, trigger legal liabilities and increase future expenditure obligations, thereby constraining fiscal space and weakening fiscal sustainability. Such cases as seen during audit are discussed in the succeeding paragraphs.

3.2.1 Undischarged Interest liability

The Government has a liability to provide for and pay interest on the amounts as reflected in the Interest-bearing Deposits/Reserve Funds.

Audit observed that as of 1 April 2024, an amount of ₹ 397.84¹ crore was required to be paid as interest on the balance of ₹ 5,608.73 crore lying under various interest-bearing Deposits/Reserve Funds, as shown in **Table 3.1**.

Table 3.1: Details of undischarged interest liability in respect of Interest-bearing Deposits/Reserve Funds

(₹ in crore)

| Sl. No. | Name/Head of the interest-bearing deposit | Opening Balance as on 1 April 2024 | Basis for calculation of interest | Amount of Interest not provisioned |
|--------------|---|------------------------------------|--|------------------------------------|
| 1 | State Disaster Response Fund | 4,287.52 | Interest calculated at the rate of 8.46 per cent, average rate paid on overdraft, as notified by RBI. | 322.18 |
| 2 | State Disaster Mitigation Fund | 1,055.11 | | 66.93 |
| 3 | State Compensatory Afforestation Fund | 247.69 | Interest calculated at the rate of 3.35 per cent, as notified by Ministry of Environment and Forests. | 8.30 |
| 4 | Deposits of Government Companies, Corporations etc. | 18.12 | Interest calculated at the rate of 2.35 per cent, average rate paid on 14 days Treasury bills notified by RBI. | 0.43 |
| 5 | Miscellaneous Deposits | 0.29 | | |
| Total | | 5,608.73 | | 397.84 |

Source: Finance Accounts 2024-25, Government of Odisha

Thus, non-provision of interest amounting to ₹ 397.84 crore resulted in deferred liability, shifting the burden to future years and distorting the current fiscal position of the State.

The Government in reply stated (November 2025) that necessary steps would be taken for transfer of interest amount to the Deposits/Reserve Funds.

¹ Interest computed on the progressive balances at the end of each month as per the applicable rates.

3.2.2 Short contribution in National Pension System

The State Government implemented the Defined Contributory Pension Scheme (DCPS) under the National Pension System (NPS) for employees appointed on or after 1 January 2005. Under this system, the employees were required to contribute 10 *per cent* of their basic pay and dearness allowances, with a matching share by the Government. Further, the State Government contribution increased to 14 *per cent* with effect from 01 April 2019. The entire amount was to be transferred to the designated fund manager through the National Securities Depository Limited (NSDL)/Trustee Bank.

Although the State Government started collecting pension contribution from employees from FY 2006-07, it started transferring the same to the NSDL only in 2010-11.

Between 2006-25, total receipts under DCPS were ₹ 21,255.67 crore (Employees' contribution: ₹ 9,618.79 crore and Government's contribution: ₹ 11,636.88 crore), against which only ₹ 21,182.53 crore was transferred to the NPS, resulting in a cumulative short transfer of ₹ 73.14 crore and increased deferred liabilities of the State Government. The details of the receipts from employees' share and Government's contribution, are given in *Appendix 3.1*.

Under NPS, during the year 2024-25, ₹ 5,047.21 crore (Employees' contribution of ₹ 2,345.86 crore and Government's contribution of ₹ 2,701.34 crore) was deposited under the Major Head '8342-Other Deposits 117-Defined Contributory Pension Scheme' in the Public Account. This transferred amount also included an amount of ₹ 222.25 crore deposited in the Public Account on account of contribution of employees on foreign service. However, since the Government was required to contribute 14 *per cent* to NPS from 2019 onwards, the Government contribution for the year 2024-25 worked out to ₹ 2,973.05 crore ($(₹ 2,123.61 \times 14) / 10 = ₹ 2,973.05$ crore). Against this, the Government provided only ₹ 2,701.34 crore, leading to short contribution of Government's share to NPS by ₹ 271.71 crore.

The Government assured (November 2025) that necessary steps would be taken to transfer the Government's contribution to NPS. The fact, however, remains that the discrepancy has been continuing since the implementation of the scheme and no corrective action had been taken so far, despite repeated observations in previous C&AG's State Finances Audit Reports.

3.2.3 Non-transfer of Building and Other Construction Workers' Welfare Cess

As per Section 3(1) of the Building and Other Construction Workers' Welfare Cess Act, 1996, and in line with Resolution dated 15 December 2008 of Government of Odisha, labour cess was to be collected at the rate of one *per cent* of the cost of construction incurred by employers/builders, excluding the cost of land and any compensation payable under the Workmen Compensation Act, 1923. Further, all Departments, Boards, Autonomous Bodies and Local Authorities were directed to collect this cess on all construction activities, including from individuals with approved residential building plans costing ₹ 10 lakh or more, and deposit the same

with the Odisha Building and Other Construction Workers' Welfare Board. The collected cess was meant to be utilised for social security and welfare schemes for construction workers in the State.

During FY 2024-25, the Government collected ₹ 1.88 crore as labour cess under the Major Head 0230 - Labour and Employment but did not transfer the same to the Odisha Building and Other Construction Workers' Welfare (OB&OCWW) Board. Thus, non-transfer of the collected cess not only adversely impacted the intended welfare and social security of building and construction workers but also increased the deferred liability of the Government to that extent.

The Government stated (November 2025) that necessary steps would be taken for transfer of labour cess to the OB&OCWW Board.

3.2.4 Non-transfer of cess to local bodies

As per the Odisha Cess Act, 1962, cess collected by the State Government (other than Labour Cess) is required to be transferred to the respective Urban Local Bodies and Rural Local Bodies.

During FY 2024-25, the Government collected ₹ 122.81 crore towards cess on land revenue under MH 0029. However, the collected amount was not transferred to the concerned Local Bodies, resulting in deferred liability of the Government and violation of the Odisha Cess Act.

3.2.5 National Mineral Exploration Trust Fund

The National Mineral Exploration Trust (NMET) was established in August 2015 under Section 9C of the MMDR Act, 1957. As per Section 9C (4) of this Act, holder of a mining lease or a mineral concession was required to deposit two *per cent* of the royalty paid to the trust by depositing the same in the Public Account of the State under the Major Head 8449-123-NMET Deposits. The State Government was responsible for transferring these collected funds to the Central Government on a monthly basis by debiting the same head of account.

The opening balance under NMET (8449-123-NMET Deposits) as on 1 April 2024 was ₹ 61.06 crore. During the FY 2024-25, ₹ 357.53 crore was deposited under this head, resulting in a total balance of ₹ 418.59 crore. Of this, the State Government transferred ₹388.92 crore to the Consolidated Fund of India, while ₹ 29.67 crore remained un-transferred, resulting in deferred liability of the State.

The Government stated (November 2025) that necessary steps would be taken for transfer of NMET fund of ₹ 29.67 crore to the Consolidated Fund of India.

3.2.6 Pendency of refund cases

Promptness in disposal of refund cases is an important indicator of performance of the Department concerned. Information was sought from the Commissionerate of CT&GST and the Transport department, both of whom deal with refund cases. Out of these, only Commissionerate of CT&GST provided the data on pendency of refund cases.

The details of refund cases during the year 2024-25, as reported by the Commissionerate of CT&GST, are given in **Table 3.2**.

Table 3.2: Details of refund cases during the year 2024-25

| Sl. No. | Particulars | GST | |
|---------|---|--------------|----------|
| | | No. of cases | Amount |
| 1. | Claims outstanding at the beginning of the year | 514 | 860.05 |
| 2. | Claims received during the year | 3,365 | 4,678.50 |
| 3. | Refunds made during the year | 3,048 | 2,285.30 |
| 4. | Refunds rejected during the year | 355 | 2,793.41 |
| 5. | Balance outstanding at the end of the year | 476 | 459.84 |

(₹ in crore)

Source: Information furnished by Commissionerate of CT&GST, Odisha

As seen from the Table above, against a total of 3,879 claims, 3,048 claims (78.60 per cent) involving ₹ 2,285.30 crore were refunded by the Department during the year. Further, 355 claims amounting to ₹ 2,793.41 crore were rejected.

As of March 2025, there were a total of 476 refund cases remaining outstanding, involving an amount of ₹ 459.84 crore. The presence of pending refund claims at the close of the year suggested that further strengthening of the monitoring mechanism and timely processing of claims was required to be undertaken.

3.3 Funds outside Government Accounts

3.3.1 Maintenance of Odisha Electricity Regulatory Commission fund in Bank Accounts instead of Public Account

Article 266(2) of the Constitution of India provides that ‘All other public moneys received by or on behalf of the Government of a State shall be credited to the Public Account of the State’.

The Odisha Electricity Regulatory Commission (OERC) was constituted under the Electricity Act, 2003. Section 103 of the Act stipulates creation of a fund called ‘State Electricity Regulatory Commission Fund’ wherein receipts² of the Commission are to be credited and expenses therefrom are to be made. The Government of Odisha enacted the OERC (Fund) Rules, 2006, and in terms of Rule 3, the OERC was permitted to open a bank account for accommodating such receipts and making expenses therefrom. In keeping with the rule *ibid*, funds were kept in a bank account and as of March 2025, ₹ 81.70 crore remained in the bank account instead of the Public Account of the State. Resultantly, not only did the Constitutional mandate stand violated, but the Public Account balance was also understated by ₹ 81.70 crore. In this context, it may be mentioned that the funds of Central Electricity Regulatory Commission are kept in the Public Account of the Government of India.

² (a) Any grants and loans given to the State Commission by the State Government; (b) all fees received by the State Commission under this Act; and (c) all sums received by the State Commission from such other sources, as may be decided by the State Government

Issues related to transparency

3.4 Delay in submission of Utilisation Certificates

In terms of Rule 306 of the Odisha General Financial Rules (OGFR), 2023, Utilisation Certificates (UCs) in respect of Grants-in-Aid received by the grantee should be furnished by the grantee to the grantor by 1st December and to the Principal Accountant General (Accounts and Entitlements) (PAG (A&E)) by 31st December of the year. The stipulated period of submission of UCs ranges between 12 to 18 months, depending upon the date of release of the related grant. In cases of non-submission of UCs, there is a risk that the amount shown in Finance Accounts may not have reached the beneficiaries and may not have been spent for the intended purposes.

Audit observed that 12,050 UCs involving ₹ 16,585.45 crore were pending up to the year 2023-24 (grants-in-aid drawn up to September 2023). Of these, 6,363 UCs amounting to ₹ 5,622.03 crore related to the period from 2003-04 to 2019-20 were pending, indicating persistent and long-standing delays in submission and settlement of UCs.

During the year 2024-25, 2,770 UCs amounting to ₹ 8,894.11 crore pertaining to the period up to 2023-24 were cleared. Year-wise pendency of UCs is given in **Table 3.3**.

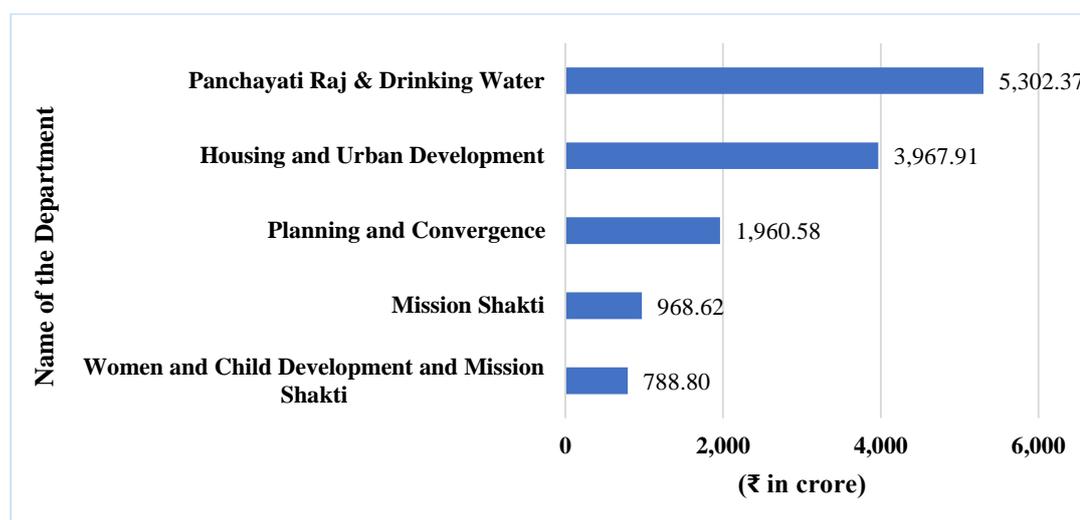
Table 3.3: Age-wise pendency of Utilisation Certificates

| Year | Number of pending UCs | Amount (₹ in crore) |
|--------------------------------------|-----------------------|------------------------|
| Prior to 2019-20 | 6,363 | 5,622.03 |
| 2019-20 | 557 | 1,721.81 |
| 2020-21 | 841 | 1,098.44 |
| 2021-22 | 567 | 1,514.23 |
| 2022-23 | 1,943 | 2,892.27 |
| 2023-24 (drawn up to September 2023) | 1,779 | 3,736.67 |
| Total | 12,050 | 16,585.45 |

Source: Finance Accounts for the year 2024-25 and data furnished by the Office of the Principal Accountant General (A&E) Odisha

The Department-wise pending UCs are shown in **Appendix 3.2** and outstanding UCs in respect of five departments with huge pendency of UCs, as on 31 March 2025 is shown in **Chart 3.1**.

Chart 3.1: Outstanding UCs in respect of five departments with huge pendency of UCs, as on 31 March 2025



Source: Data furnished by the Office of the Principal Accountant General (A&E) Odisha

From **Chart 3.1**, it is evident that ₹ 12,988.28 crore *i.e.* 78.31 *per cent* of the total UCs of ₹ 16,585.45 crore, which have not been received by PAG (A&E) pertained to five Departments, *viz.* Panchayati Raj and Drinking Water (₹ 5,302.37 crore), Housing and Urban Development (₹ 3,967.91 crore), Planning and Convergence (₹ 1,960.58 crore), Mission Shakti³ (₹ 968.62 crore) and Women and Child Development (₹ 788.80 crore).

Further, despite persistent observations in C&AG's State Finances Audit Reports, the Government did not take any corrective measures and the amount of pending UCs increased by 34 *per cent* from ₹ 12,361.26 crore (11,014 UCs) in 2023-24 to ₹ 16,585.45 crore (12,050 UCs) in 2024-25.

Non-submission of UCs is fraught with the risk of mis-utilisation and the continued rise in pendency, despite repeated audit observations indicates weak financial accountability, lack of timely submission, poor response to Audit recommendation and poor monitoring at the departmental level.

The Principal Secretary, Finance Department, Government of Odisha instructed (November 2025) all Financial Advisors/ Additional Financial Advisors of different administrative departments, to expedite submission of pending UCs.

3.4.1 Non-utilisation of UC module in Integrated Financial Management System (IFMS)

Since non-submission of UCs is fraught with the risk of misutilisation, it is imperative that the State Government should monitor this aspect closely. In order to have control on submission of UCs, the Finance Department, GoO executed an agreement with Tata Consultancy Services (TCS) (erstwhile M/s CMC Limited) on 04 December 2013 to develop and implement a UC module, in the Integrated Financial Management System

³ Mission Shakti was separated from Women and Child Development Department on 01.06.2021.

(IFMS) by April 2018. The cost of module development and integration was ₹ 7.31 lakh.

The implementation status of this UC module in IFMS was sought for by Audit, to which the Directorate of Treasuries and Inspection (DT&I) stated (July 2025) that the module had been developed, piloted and notified by the Finance Department (15 April 2023), for roll out in IFMS. Audit however, found that no Utilisation Certificates were being uploaded by any department and no piloting of the UC module had been done during the year, resulting in non-utilisation of the module even after lapse of seven years from the scheduled implementation timeline.

This issue while indicating significant gap between system development and its operational use, also highlighted ineffective enforcement by the Finance Department and poor monitoring leading to accumulation of outstanding UCs in the State.

3.5 Abstract Contingent bills

When money is required in advance or when it is not possible to calculate the exact amount required, Drawing and Disbursing Officers (DDOs) are permitted to draw money without supporting documents, through Abstract Contingent (AC) bills, by debiting service heads and the expenditure is reflected as an expense under the service head.

As per Rule 261 of Odisha Treasury Code (OTC), advances drawn through Abstract Contingent (AC) bills are required to be adjusted through Detailed Contingent (DC) bills within three months in case of works expenditure and expenditure incurred on natural calamities, and within one month for other contingent charges.

During FY 2024-25, 806 AC bills, amounting to ₹ 44.89 crore were drawn, out of which 354 AC Bills, amounting to ₹ 7.36 crore were cleared and thus, 452 AC bills, amounting to ₹ 37.53 crore were pending for adjustment as on 31 March 2025. However, a total of 1,490 AC bills amounting to ₹ 221.47 crore, pertaining to the period up to March 2025, were pending adjustment as of 31 March 2025, as shown in **Table 3.4**. Department-wise status of outstanding DC bills as on 31 March 2025, is given in **Appendix 3.3**.

Table 3.4: Age-wise pending adjustment of AC bills

| Due Year | Number of AC bills | (₹ in crore) |
|---------------|--------------------|---------------|
| | | Amount |
| Up to 2023-24 | 1,038 | 183.94 |
| 2024-25* | 452 | 37.53 |
| Total | 1,490 | 221.47 |

Source: Finance Accounts for the year 2024-25 and data furnished by the Office of the Principal Accountant General (A&E), Odisha

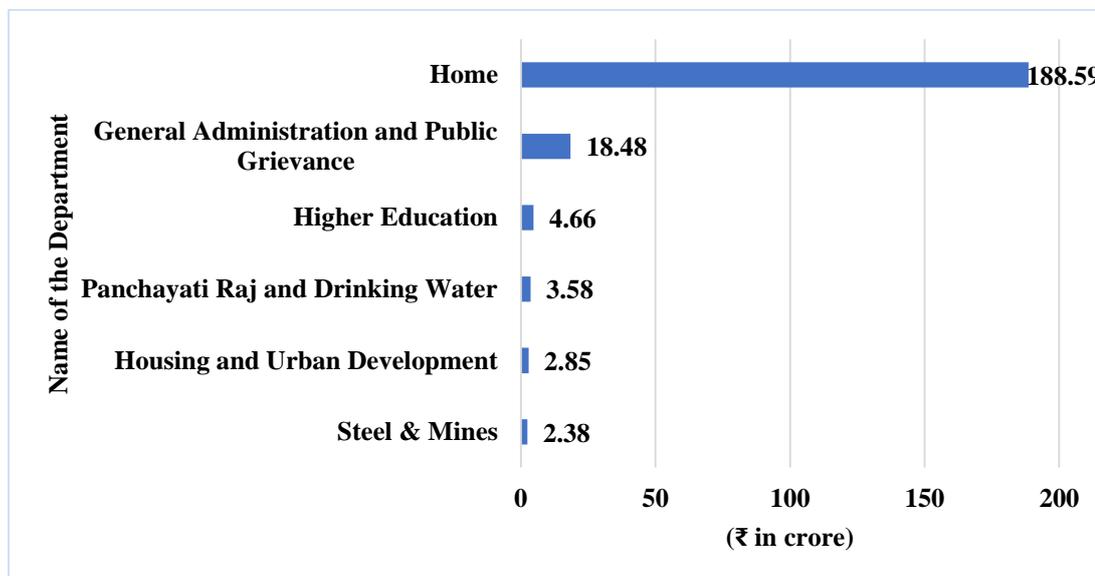
**AC Bills drawn up to December 2024 taken into account*

It was further observed that out of 806 AC bills amounting to ₹ 44.89 crore, drawn during FY 2024-25, 105 AC bills, amounting to ₹ 5.01 crore (11.16 per cent) were drawn in March 2025. Expenditure against AC bills at the fag end of the year

highlighted poor public expenditure management and indicated drawals of funds done primarily to exhaust budget provisions.

Departments with huge pendency of DC bills as on 31st March 2025 are depicted in **Chart 3.2**.

Chart 3.2: Pending DC Bills in respect of six Departments



Source: Office of the Principal Accountant General (A&E), Odisha

Analysis of outstanding DC bills over the last five years shows that the pending DC bills increased by 171 *per cent* from ₹ 81.77 crore in 2020-21 to ₹ 221.47 crore in 2024-25. This was mainly due to increase in pending DC bills pertaining to Home Department which increased from ₹ 68.98 crore in 2020-21 to ₹ 188.59 crore in 2024-25. Further, over the last four years, outstanding DC bills relating to General Administration & Public Grievance Department have shown a near threefold increase, accumulating from ₹ 6.67 crore to ₹ 18.48 crore during 2020-21 to 2024-25. This continued increase in outstanding DC bills, despite regular observations in the C&AG's State Finances Audit Report for previous years, indicated persistent non-compliance and weak monitoring. An instance of irregular drawal of fund through AC bills is given below.

Non-submission of DC Bills, within the prescribed timelines, against AC Bills

Scrutiny of relevant vouchers revealed that Odisha Public Service Commission (OPSC) and Odisha Staff Selection Commission (OSSC) had drawn AC Bills for an amount of ₹ 45.16 crore during the period from 2015-16 to 2024-25. The purposes for which these AC Bills were drawn were not described in the said Bills, impairing transparency and weakening financial control.

Audit observed that out of ₹ 45.16 crore, AC Bills for ₹ 26.39 crore were adjusted through DC Bills. The balance amount of ₹ 18.77 crore remained unadjusted even after lapse of one to 10 years since they were drawn. Further, it was also seen that, despite the existence of such long-pending unadjusted A.C Bills year after year,

fresh A.C. Bills continued to be drawn by the OPSC and the OSSC, indicating non-compliance with Rule 261 of the OTC.

The prolonged non-submission of DC Bills indicated inadequate monitoring, lack of accountability, failure of the drawing and disbursing authorities to adhere to prescribed financial discipline and violated codal provisions.

Non-adjustment of advances for long periods is fraught with the risk of misappropriation and therefore, requires close monitoring by the respective DDOs for ensuring timely submission of DC bills.

3.5.1 Non-utilisation of DC Module in IFMS

An agreement was signed (04 December 2013) between the Finance Department and the vendor (Tata Consultancy Services (TCS), erstwhile M/s CMC Limited) for the development of the Integrated Financial Management System (IFMS), which was to be rolled out by April 2018. The Project Monitoring Unit of the Finance Department, in its meetings held in August 2017 and December 2017, had instructed the System Integrator to develop DC Bill type, since AC Bill type had already been implemented. This module aimed to help in timely submission, clearance and monitoring of AC/DC bills and reduction of pendency.

The status of implementation of the AC/DC bill module in IFMS was sought for by Audit. In reply, the DT&I stated (July 2025) that the module had been developed and deployed in production environment of IFMS. However, notification on DC bill functionality was yet to be issued by the Finance Department, GoO, as of July 2025.

Further, Audit also checked the implementation status of the Module and found that only one⁴ DC bill had been submitted to the Principal Accountant General (A&E), during 2023-24 through the AC/DC bill module.

Thus, despite the development and deployment of the AC/DC bills module in IFMS, the module remained unutilised even after lapse of seven years from the scheduled implementation timeline, due to the absence of formal notification by the Finance Department and limited use by various Departments. This had impeded timely submission and monitoring of pending AC/DC bills, delaying accountability and leading to lack of transparency in financial management.

3.6 Personal Deposit Accounts

Personal Deposits (PD) are of the nature of deposits not bearing interest opened under 8443-Civil Deposits-106-Personal Deposits.

During the year 2024-25, an amount of ₹ 5,980.13 crore was transferred from the Consolidated Fund of the State to PD Accounts. This included ₹ 1,210.42 crore transferred to PD Accounts in March 2025, of which, ₹ 33.05 crore was transferred on

⁴ Director, Printing, Stationery and Publication, Government of Odisha

the last working day of March 2025. Details of PD accounts as on 31 March 2025 are given in **Table 3.5**.

Table 3.5: Status of PD Accounts during the year 2024-25

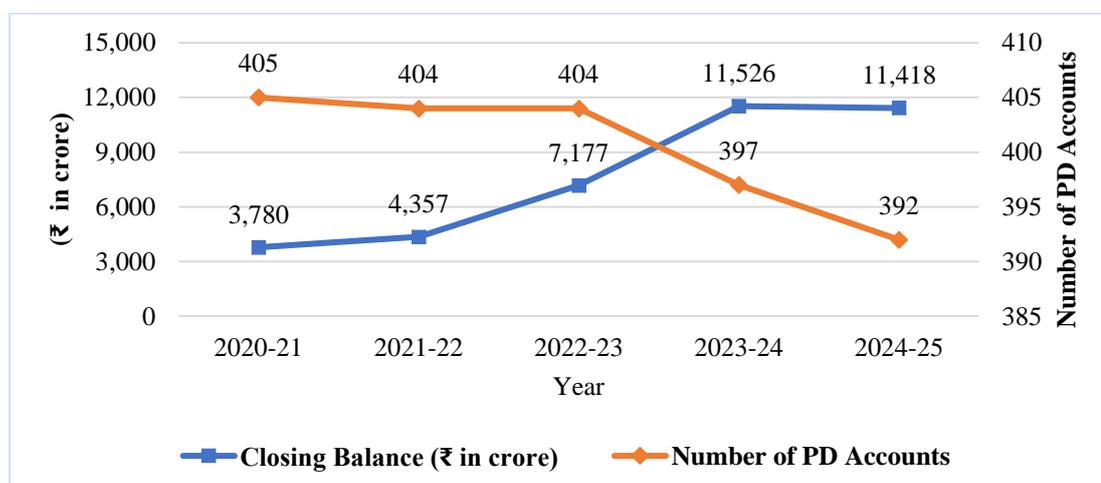
(₹ in crore)

| Opening Balance (as on 01-04-2024) | | Addition during the year 2024-25 | | Disbursement during the year 2024-25 | | Closing Balance (as on 31-03-2025) | |
|---------------------------------------|-----------|-------------------------------------|-----------|---|-----------|---------------------------------------|-----------|
| No. of Administrators | Amount | No. of Administrators | Amount | No. of Administrators | Amount | No. of Administrators | Amount |
| 397 | 11,526.18 | 02 | 19,120.98 | 07 | 19,229.32 | 392 | 11,417.84 |

Source: Office of the Principal Accountant General (A&E), Odisha

During the year, seven⁵ PD Accounts with an amount of ₹ 1.02 (One Rupee) were closed and funds were adjusted in the Consolidated Fund of the State. Further, two⁶ new PD Accounts were opened. There was an addition of ₹ 19,120.98 crore into the 397 accounts. Overall there was a net decrease of ₹ 108.34 crore in the cumulative closing balance at the end of the year FY 2024-25, as compared to FY 2023-24, as detailed in **Chart 3.3**.

Chart 3.3: Closing Balance in PD Accounts, during FYs 2020-21 to 2024-25



Source: Finance Accounts of the respective years

The closing balance of ₹ 11,417.84 crore pertained to 392 PD Accounts of Blocks, District Rural Development Agencies (DRDAs), Zilla Parishads, Integrated Tribal Development Agencies (ITDAs), Odisha Mineral Bearing Areas Development Corporation (OMBADC) Bhubaneswar *etc.*, which are detailed in **Table 3.6**.

⁵ PD Accounts of District Rural Development Agencies of Balasore, Chhatarpur, Sambalpur, Rayagada, Bolangir, Sundargarh and Khurda Special

⁶ Project Administrator, Integrated Tribal Development Agency, Jharsuguda and Treasurer, Charitable Endowment

Table 3.6: Total Administrator-wise Personal Deposit Accounts*(₹ in crore)*

| Sl. No | Name of the Administrator of PD Accounts | No. of PD Accounts | Outstanding amount |
|--------------|--|--------------------|--------------------|
| 1 | Block Development Officers | 314 | 6,556.11 |
| 2 | Executive Officer, Zilla Parishad | 30 | 2,177.27 |
| 3 | Project Administrator, ITDA | 23 | 1,545.59 |
| 4 | Principal Chief Conservator of Forests (PCCF), Odisha (OMBADC Account), Bhubaneswar | 1 | 182.90 |
| 5 | Chairman, Western Odisha Development Council, Bhubaneswar | 1 | 745.88 |
| 6 | Secretary, State Council of Science and Technology | 1 | 160.52 |
| 7 | Project Director, DRDA | 15 | 31.23 |
| 8 | Member Secretary, Odisha Handlooms and Handicrafts Development and Promotion Council, Bhubaneswar | 1 | 14.77 |
| 9 | Additional Director General of Police Criminal Investigation Department (Crime Branch), Witness Protection Fund, Cuttack | 1 | 1.49 |
| 10 | Commissioner of Endowments, Bhubaneswar | 1 | 1 |
| 11 | Project Director, Command Area Development Authority, Hirakud, Cuttack and Berhampur | 3 | 0.72 |
| 12 | Treasurer, Charitable Endowment | 1 | 0.36 |
| Total | | 392 | 11,417.84 |

Source: Office of the Principal Accountant General (A&E), Odisha.

Rule 141(3) of the Odisha Budget Manual states that no money should be withdrawn from the Treasury unless it is required for immediate payment and prohibits withdrawal of funds from the Treasury for mere parking in deposit heads under Public Account, to avoid lapse of allotment. Audit observed nine instances where funds were transferred to PD accounts at the year-end, which distorted actual expenditure, reduced transparency, weakened controls and undermined prudent fiscal management as discussed below:

Irregular use of Personal Deposit Accounts

During 2024-25, ST & SC Development, Minorities & Backward Classes Welfare Department issued nine sanction orders wherein it was explicitly directed to transfer the sanctioned funds to Personal Ledger (PL) Accounts of Project Administrators of ITDAs and District Welfare Officers (DWOs). These sanction orders related to General expenditure, details of which are given below:

| Sl. No | Sanction order No. and Nature of Expenditure (Capital Expenditure (CE)/ Revenue Expenditure (RE)) | Date of Sanction order | Number of DDOs for whom funds were sanctioned | Amount (₹ in crore) |
|--------|---|------------------------|---|---------------------|
| 1 | 202469170557 (CE) | 11.02.2025 | 23 | 28.00 |

| | | | | |
|--------------|-------------------|------------|-----|---------------|
| 2 | 202469535957 (CE) | 25.02.2025 | 23 | 46.00 |
| 3 | 202469741019 (CE) | 28.02.2025 | 6 | 233.28 |
| 4 | 202469809959 (RE) | 06.03.2025 | 23 | 6.05 |
| 5 | 202469844786 (RE) | 06.03.2025 | 23 | 8.47 |
| 6 | 202469846794 (RE) | 06.03.2025 | 23 | 45.98 |
| 7 | 202469865107 (CE) | 07.03.2025 | 23 | 115.00 |
| 8 | 202469866068 (CE) | 07.03.2025 | 26* | 164.34 |
| 9 | 202448137705 (RE) | 09.07.2024 | 1 | 0.40 |
| TOTAL | | | | 647.52 |

*Including 7 DWOs

The practice of instructing direct transfer of funds to PL Accounts within the sanction orders itself, without immediate disbursement needs, constitutes a violation of Rule 141(3) of the OBM. Further, these sanction orders were predominantly issued in the months of February and March, *i.e.*, the final quarter of the financial year.

This indicated a possible effort to park funds in deposits and avoid budgetary lapses, as corroborated by the available balance of ₹ 1,545.59 crore with ITDAs in PL Accounts at the end of FY 2024-25 (as seen in **Table 3.6**), which undermines the principles of financial propriety, reduces legislative oversight and poses a risk of idle or misutilised public funds. Moreover, in such cases the actual expenditure may occur much later, which leads to misrepresentation of the fiscal position of the State.

3.6.1 Non-reconciliation of PD Account balances

In terms of Sub-Rule 479 of the Odisha Treasury Code (OTC), PD Accounts are required to be reconciled annually by the Administrators with the balance in Treasury accounts.

During the year 2024-25, out of 392 PD accounts, 70 PD accounts had not been reconciled by the Administrators as of 31 March 2025.

Thus, non-reconciliation as stipulated in the OTC, indicated significant lapse in compliance and internal control which may lead to inaccurate financial reporting, as the balances maintained by the Administrators may not reflect the actual Treasury position. Further, in the absence of reconciliation, discrepancies, errors or unauthorised withdrawals could remain undetected, increasing the risk of misappropriation.

In reply, the Principal Secretary, Finance Department assured (November 2025) Audit that strict action would be taken against the Administrators, who had not reconciled their accounts.

3.7 Operation of Minor Head-800

Minor Head-800 relating to Other Receipts and Other Expenditure is intended to be operated only when the appropriate Minor Head has not been provided in the accounts. Regular operation of Minor Head-800 was to be discouraged since it renders the accounts opaque. Classification of large amounts under the omnibus Minor Head-800 affects transparency in financial reporting and distorts proper analysis of allocative priorities and quality of expenditure.

During the year 2024-25, ₹ 15,140.06 crore under 57 Major Heads of account, constituting 7.32 per cent of the total Revenue and Capital expenditure (₹ 2,06,792.73 crore) was classified under the Minor Head-800-Other Expenditure in the accounts. Of these, instances of misclassification were noticed where ₹ 4,734.31 crore under five Major Heads was classified under Minor Head-800-Other Expenditure, despite the availability of appropriate Minor Heads thereunder, as detailed in **Table 3.7**.

Table 3.7: Expenditure misclassified under Minor Head 800-Other Expenditure during 2024-25

| Details of head, under which booking was wrongly done | Amount (₹ in crore) | Nature of expenditure | Correct classification of Minor Head | Brief Description of the available Minor Head |
|---|---------------------|--|--|--|
| 2401-0-800-3851 | 3,469.22 | Subsidy | 130-Farmers income support | This Minor Head is operated for subsidy given under Samrudh Krushak Yojana, the objective of which is to provide input assistance and increase the income of the farmers and thereby improve socio-economic status of the farmers. |
| 2401-0-800-3722 | 14.52 | Development of agricultural farms | 104-Agricultural farm | As per note below List of Major and Minor Heads (LMMH), this Minor Head shall include expenditure on commercial farms and experimental farms other than seed farms. |
| 2401-0-800-1304 | 11.25 | Salary | 001- Direction and Administration | Salaries paid to staff of soil testing laboratory are classified under this head. |
| 2401-0-800-1304 | 0.28 | Office expenses | 001- Direction and Administration | This Minor Head includes office expenses of soil testing laboratory |
| 2202-2-800-3380 | 525.42 | State Support for Samagra Shiksha | 113- Samagra Shiksha | LMMH provides this Minor Head for booking expenditure for Samagra Shiksha Scheme. |
| 2202-2-800-3767 | 114.01 | Grants to PR institutions for construction of Additional Classrooms | 103- Assistance to Local Bodies for primary education | This Minor Head includes grants given to Local Bodies for primary education. |
| 2202-3-800-3869 | 29.38 | Incentive and awards | 107- Scholarships | The Minor Head is meant for Scholarship under Godabarisha Vidyarthi Protsahana Yojana |
| 2202-3-800-3730 | 5.36 | Mukhya Mantri Odia Bhasa Bruti | 107- Scholarships | The Minor Head is meant for Scholarship under Mukhyamantri Medhabi Chatra Protsahan Yojana |
| 2203-800-2564 | 99.60 | Establishment of Veer Surendra Sai University of Technology (VSSUT), Burla | 102-Assistance to Universities for Technical Education | This Minor Head is for Grants given to Universities for technical education |
| 2217-5-800-3218 | 118.80 | Storm Water Drainage and | 191- Assistance to Local Bodies | This represents Grants given to Urban Local bodies. |

| | | | | |
|-----------------|-----------------|--|---------------------------------|---|
| | | Development of Water Bodies | | |
| 2217-5-800-3586 | 116.62 | Mukhyamantri Karma Tatpara Abhiyan (MUKTA) | 191- Assistance to Local Bodies | This Head is for Grants given to Urban Local bodies. |
| 2217-800-3219 | 116.40 | Urban Road Transport | 191- Assistance to Local Bodies | This Head is for Grants given to Urban Local bodies. |
| 5054-4-800-1230 | 113.45 | Connecting Unconnected Villages in Difficult Areas | 337-Road works | This Head includes the scheme for Connecting Unconnected Villages in Difficult Areas (CUVDA) under Mukhya Mantri Sadak Yojana |
| Total | 4,734.31 | | | |

Source: Finance Accounts 2024-25, VLC data maintained by the Office of PAG (A&E), Odisha and List of Major and Minor Head, Controller General of Accounts, GoI

Similarly, ₹ 4,219.38 crore under 50 Major Heads of Account, constituting 2.29 per cent of the total Revenue Receipts (₹ 1,83,962.68 crore) was classified under 800-Other Receipts in the accounts. Instances of misclassification were also noticed, where ₹ 25.67 crore was classified under Minor Head-800-Other Receipts despite availability of appropriate Minor Heads thereunder, as detailed in **Table 3.8**.

Table 3.8: Receipts misclassified under Minor Head 800-Other Receipts during 2024-25

(₹ in crore)

| Details of heads under which booking was wrongly classified | Amount (₹ in crore) | Nature of expenditure | Correct classification | Brief Description of the available Minor Head |
|---|---------------------|--|---|--|
| 0029-00-800-0097 | 8.66 | Conversion fees u/s 8A of OLR Act | 101- Land revenue/Tax | This Minor Head includes Land revenue; hence Conversion fees should have been classified here. |
| 0029-00-800-0097 | 8.33 | Conversion fees u/s 8A of OLR Act | 101- Land revenue/Tax | -do- |
| 0029-00-800-0097 | 8.05 | Conversion fees u/s 8A of OLR Act | 101- Land revenue/Tax | -do- |
| 0070-60-800-0097 | 0.30 | Penalties/fines/ recoveries due to audit/ official proceedings | 119- Penalties for deficiencies for public services | As the nomenclature of the Head indicates, the Penalties should have been classified here. |
| 0070-60-800-0097 | 0.17 | Penalties/fines/ recoveries due to audit/ official proceedings | 119- Penalties for deficiencies for public services | -do- |
| 0070-60-800-0097 | 0.16 | Penalties/fines/ recoveries due to audit/ official proceedings | 119- Penalties for deficiencies for public services | -do- |
| Total | 25.67 | | | |

Source: Finance Accounts 2024-25, VLC data maintained by the Office of PAG (A&E), Odisha and List of Major and Minor Head, Controller General of Accounts, GoI

During the Exit conference, the Principal Secretary, Finance Department instructed (November 2025) Financial Advisors of different departments to follow proper accounting procedures.

Issues related to measurement

3.8 Outstanding balance under major Suspense and DDR Heads

Finance Accounts of a State reflect the net balances under Suspense and Remittance Heads. The outstanding balances under these heads are worked out by aggregating the outstanding debit and credit balances separately under various heads. Significant suspense balances for the last three years are shown in **Table 3.9**.

Table 3.9: Balances under Suspense and Remittance Heads

(₹ in crore)

| Head of Account | | 2022-23 | | 2023-24 | | 2024-25 | |
|-----------------|--|------------------|---------------|------------------|---------------|------------------|---------------|
| | | Dr. | Cr. | Dr. | Cr. | Dr. | Cr. |
| | 1 | | | | | | |
| 8658 | Suspense Account | | | | | | |
| 101 | Pay and Accounts Office-Suspense | 125.89 | 23.50 | 95.59 | 33.03 | 112.64 | 10.77 |
| | Net Debit (Dr.) / Credit (Cr.) | Dr.102.39 | | Dr.62.56 | | Dr.101.87 | |
| 102 | Suspense Account-(Civil) | 6.08 | 151.21 | 5.53 | 32.55 | 4.73 | 35.46 |
| | Net Debit (Dr.) / Credit (Cr.) | Cr.145.13 | | Cr.27.02 | | Cr.30.73 | |
| 112 | Tax Deducted at Source (TDS) Suspense | .. | 443.51 | .. | 371.21 | .. | 324.26 |
| | Net Debit (Dr.) / Credit (Cr.) | Cr.443.51 | | Cr.371.21 | | Cr.324.26 | |
| 8782 | Cash Remittance and adjustments between officers rendering account to the same Accounts Officer | | | | | | |
| 102 | Public Works Remittances | 250.56 | 256.14 | 329.74 | 335.59 | 38,541.25 | 38,551.17 |
| | Net Debit (Dr.) / Credit (Cr.) | Cr.5.58 | | Cr. 5.85 | | Cr.9.92 | |
| 103 | Forest Remittances | 43.99 | .. | 21.04 | 1.85 | 1,726.85 | 1,705.95 |
| | Net Debit (Dr.) / Credit (Cr.) | Dr.43.99 | | Dr.19.19 | | Dr.20.90 | |

Source: Finance Accounts of respective years

Non-clearance of outstanding balances under these heads affects the accuracy of receipt/expenditure figures and balances under different heads of Accounts (which are carried forward from year to year) of the State Government.

3.9 Reconciliation of Cash Balances

The Cash Balance of the State Government as on 31 March 2025, as per Accounts of the Principal Accountant General (A&E), was ₹ 2.53 crore (Debit), while the same was reported as ₹ 1.24 crore (Credit) by the Reserve Bank of India. As such, there was an unreconciled difference of ₹ 1.29 crore (Debit).

The difference was mainly due to pending reconciliation between the Treasury/RBI/Agency Bank. Non-reconciliation of cash balances affects the reliability of the reported cash position and indicates weak financial control. The State

Government should carry out the necessary reconciliation to reflect actual cash position.

3.10 Parking of funds in the bank accounts

In terms of OTC, OGFR and the Odisha Budget Manual, money should not be withdrawn from Treasury unless it is required for immediate payment. It is also not permissible to draw money from the Treasury and keep it in bank account without sanction of the Finance Department. Similar instructions had also been issued by the Finance Department from time to time to strictly avoid unauthorized parking of government funds in bank accounts.

As per the information furnished by the State Government during FY 2024-25, an amount of ₹ 1,835.88 crore remained unspent in the bank accounts of 4,289 DDOs (as of 31 March 2025).

In this context, during the compliance audit of District Social Welfare Officer (DSWO), Subarnapur and Child Development Project Officer (CDPO), Birmaharajpur in 2024-25 and while carrying out a detailed review of the Department of Panchayati Raj & Drinking Water Department, Audit noticed that substantial funds continued to remain idle in the bank accounts of the concerned DDOs over an extended period of time without requirement, as discussed in the succeeding paragraphs.

Audit found that the State Institute of Rural Development and Panchayati Raj⁷ (SIRD&PR) maintained 30 bank accounts as of September 2025, for various purposes. It was noticed that ₹ 56.98 crore was available in these bank accounts. Audit analysis of the statements of these accounts with huge balances, revealed the following:

- PR&DW Department sanctioned ₹ 1.00 crore (Sanction Order No. 6598 dated 10.03.2025) during 2024-25 for celebration of Panchayati Raj Diwas on 24 April 2025. Audit scrutiny of the bank statement of the 'Panchayati Raj Diwas' account revealed that a balance of ₹ 4.23 crore was already available in the said account, as on 14 July 2025 and had been lying idle. However, Audit could not verify the period since when these funds had been lying idle, as bank statements were made available only for the period from 11 April 2025 to 14 July 2025. Thus, despite sufficient availability of funds, an additional ₹ 1.00 crore was sanctioned, which lacked justification.
- An amount of ₹ 0.80 crore was lying idle as on 15 September 2025 in the Savings bank account under the Panchayat Mahila Evam Yuva Shakti Abhiyan. Audit observed that no transactions had taken place in this account since 2013 and therefore these funds should have been refunded to the Consolidated Fund of the State.
- An amount of ₹ 1.22 crore was found lying idle in the bank account namely National Rural Employment Guarantee Scheme (NREGS) Training. Audit noticed that the last transaction from this account, of ₹ 99,058 was done on

⁷ SIRD&PR fall under Panchayati Raj & Drinking Water Department

17 December 2014, leaving a balance of ₹ 0.84 crore. No further transactions were carried out and the balance along with accrued interest, accumulated to ₹ 1.22 crore, as on 01 May 2025. Lack of any transaction for this prolonged period highlighted that the bank account had been idle and that the Scheme funds should have been refunded back.

- The Ministry of Rural Development (MoRD), GoI released ₹ 1.72 crore (₹ 1.59 crore in December 2013 and ₹ 0.13 crore in November 2019) to SIRD&PR for training and IEC campaign relating to Lab to Land⁸ initiative of MoRD. Out of this, an amount of ₹ 0.60 crore was spent till 2019-20, leaving a balance of ₹ 1.12 crore. Audit found that no expenditure had been made since 2019-20 and a balance of ₹ 1.35 crore along with accrued interest was lying idle in the bank account of SIRD&PR. The SIRD&PR stated (December 2025) that the programme was discontinued by the MoRD, GoI since 2020, therefore, the fund could not be utilised and would be refunded to MoRD, after receipt of instructions for refund. The reply is not convincing since a significant amount of ₹ 1.35 crore was lying idle in the bank accounts for the last five years.

Further, during Compliance Audit of Women & Child Welfare Department, it was observed that:

- Audit scrutiny revealed that DSWO, Subarnapur received ₹ 55.49 crore during 2018-25 for various welfare programmes, of which ₹ 42.87 crore was spent and ₹ 10.40 crore, including ₹ 1.89 crore as accrued interest, remained unutilised in bank accounts, as of March 2025. Funds pertaining to schemes like Supplementary Nutrition Programme, Strategy for Odisha's Pathway to Accelerated Nutrition, Mukhyamantri Sampurna Pushti Yojana, Ujjwala and Mamata were parked in bank accounts without immediate requirement. Further, ₹ 4.21 crore was retained in six bank accounts of closed or inactive schemes with no transactions since 2018-19. No efforts had been made by the department to either utilise or refund the amounts to the Consolidated Fund of the State.

The DSWO replied that the purpose for which the fund had been received would be identified and the unspent balance would be refunded to the funding agency after taking approval of higher authorities. The reply is not acceptable as the Finance Department had already issued the procedure (14448/dated 9 May 2025) to refund money to the Consolidated Fund of the State, in respect of closed schemes or schemes which were no more in operation for more than two years, unclassified amount parked in Bank account of DDOs etc.

⁸ Lab to Land was an initiative of Ministry of Rural Development to bridge the gap between Government research/ schemes ("Lab") and actual ground level application ("Land") in rural areas with the objective to make rural development programmes more effective, inclusive and impactful by ensuring that knowledge, innovation, training and technologies actually reach rural households and communities.

Thus, sanctioning of funds without assessing actual requirement and retention of unutilised balances in bank accounts reflects poor financial discipline and weak cash management. While on the one hand, the State Government is borrowing funds at high rates of interest to meet its expenditure needs, substantial amounts remain idle in bank accounts earning low returns, in violation of Treasury Rules, provisions of OGFR and instructions of Finance Department against parking of funds. This not only resulted in blocking of scarce financial resources but also deprived the Government of their productive utilisation for other priority programmes.

The Principal Secretary, Finance Department stated (November 2025) that with the introduction of 'Just-in-Time' release of funds, parking of funds in the Bank accounts had been stopped. However, a time-bound action plan would be undertaken to plough back funds which were lying in bank accounts since long-periods and to transfer these back into the Consolidated Fund of the State.

Issues related to disclosure

3.11 Compliance with Accounting Standards

As per Article 150 of the Constitution of India, the President of India may, on the advice of the Comptroller and Auditor General of India (CAG), prescribe the form of accounts of the Union and of the States. On the advice of the CAG, the President of India has so far notified four Indian Government Accounting Standards (IGAS). Compliance with these Accounting Standards by the State Government as well as deficiencies therein during 2024-25, are detailed in **Table 3.10**.

Table 3.10: Compliance with Accounting Standards

| Sl. No. | Accounting Standards | Essence of IGAS | Compliance by State Government | Deficiency |
|---------|----------------------|--|--|--|
| 1. | IGAS-1 | Guarantees Given by the Government – Disclosure requirements | Complied (Statements 9 and 20 of Finance Accounts) | -- |
| 2. | IGAS-2 | Accounting and Classification of Grants-in-aid | Not complied (Statement 10 of Finance Accounts) | 1) Certain Grants-in-Aid were classified under Capital Section (<i>Refer Paragraph 2.5.6 of Chapter-II</i>) 2) No information was available regarding Grants-in-Aid, given in kind by the State Government. |
| 3. | IGAS-3 | Loans and Advances made by Government | Complied (Statements 7 and 18 of Finance Accounts) | -- |
| 4 | IGAS-4 | Prior period adjustments | Complied (Prior period adjustments of back-to-back loan in lieu of GST Compensation from GoI.) | -- |

Source: Finance Accounts for FY 2024-25

3.12 Submission of accounts of Autonomous Bodies

The accounts of Autonomous Bodies established by the State Government are certified by C&AG under Sections 19 and 20 of the Comptroller and Auditor General of India (Duties, Powers and Conditions of Service) Act, 1971. The Autonomous Bodies which are under the audit purview of C&AG are required to submit their annual accounts to Audit by 30 June each year.

As on 31 March 2025, 336 accounts in respect of 13 Autonomous Bodies had not been submitted to the CAG for audit, for periods ranging between one to 42 years, as detailed in **Table 3.11**.

Table 3.11: Arrears of accounts of Autonomous Bodies as on 31 March 2025

| Sl. No. | Name of Body or Authority | Status of pendency of accounts | No. of Accounts pending |
|--------------|--|--|-------------------------|
| 1 | Odisha Building and Other Construction Workers Welfare Board (OB&OCWWB), Bhubaneswar | Pending since 2014-15 | 10 |
| 2 | Bhubaneswar Development Authority (BDA), Bhubaneswar | Accounts not received in uniform prescribed format since 1983-84 | 42 |
| 3 | Cuttack Development Authority (CDA), Cuttack | -do- | 42 |
| 4 | Rourkela Development Authority (RDA), Rourkela | Accounts not received in prescribed format since 1995-96 | 30 |
| 5 | Puri & Konark Development Authority (PKDA), Puri | No accounts have been received | 28 |
| 6 | Sambalpur Development Authority (SDA), Sambalpur | -do- | 30 |
| 7 | Talcher Angul Development Authority (TADA), Angul | -do- | 36 |
| 8 | Kalinga Nagar Development Authority (KNDA), Jajpur | -do- | 32 |
| 9 | Paradeep Development Authority (PDA), Paradeep | -do- | 36 |
| 10 | Berhampur Development Authority (BDA), Berhampur | -do- | 32 |
| 11 | Odisha State Legal Services Authority (OSLSA), Bhubaneswar | Pending since 2022-23 | 03 |
| 12 | Compensatory Afforestation Fund Management and Planning Authority (CAMPA), Odisha, Bhubaneswar | Pending since 2011-12 | 14 |
| 13 | Odisha Electricity Regulatory Commission (AB) | Pending since 2024-25 | 01 |
| Total | | | 336 |

Source: Office of the Principal Accountant General (Audit-I) & Office of the Accountant General (Audit II), Odisha

Non-submission of annual accounts to Audit by the Autonomous Bodies within the stipulated time, despite being pointed out in C&AG's State Finances Audit Reports of previous years, not only impacted timely financial reporting, but also weakened accountability and transparency in the utilisation of public funds, increasing risk of misappropriation or embezzlement, besides resulting in non-compliance with the statutory provisions of the Act. Further, the absence of audited accounts impedes detection of irregularities, prevents corrective action and compromises the accountability of management and governing authorities of these bodies, thereby affecting the overall credibility of the State's fiscal management.

Other Issues

3.13 Misappropriations, losses, thefts etc.

As per provisions of Rules 19 and 47(1) of OGFR, 2023 (Vol. I) read with Rule 48, Government Officers are empowered to report such cases of loss of money, departmental revenue, stores or other properties to immediate superior officers as well as to the Accountant General, Odisha, where the amount is ₹ 10,000 or more.

Audit observed that there was no change in the number of cases of misappropriation, losses, theft etc., since 2021-22 and accordingly sought updated status from the Finance Department, duly confirmed by the concerned departments. However, except the Panchayati Raj & Drinking Water Department, no other department furnished the required confirmation to Audit.

As on 31 March 2025, 711 cases of misappropriation, losses, theft etc., involving ₹ 18.45 crore were pending for settlement. No cases were disposed of during FY 2024-25. The department-wise break-up of pending cases is given in *Appendix 3.4*.

The age-wise profile of the pending cases and the number of cases pending in each category of theft and misappropriation/ loss of Government material, is summarised in **Table 3.12**.

Table 3.12: Profile of misappropriations, losses, defalcations etc.

| Age-profile of the pending cases | | | Nature of the pending cases | Number of cases | Amount involved (₹ in crore) |
|----------------------------------|-----------------|------------------------------|-----------------------------|-----------------|------------------------------|
| Range in years | Number of cases | Amount involved (₹ in crore) | | | |
| 0-5 | 0 | 0.0 | Theft Cases | 389 | 4.00 |
| 5-10 | 33 | 3.41 | | | |
| 10-15 | 10 | 0.55 | | | |
| 15-20 | 52 | 2.74 | Misappropriation cases | 322 | 14.45 |
| 20-25 | 126 | 2.85 | | | |
| More than 25 | 490 | 8.90 | | | |
| Total | 711 | 18.45 | Total | 711 | 18.45 |

Source: Data/information furnished by Finance Department, Government of Odisha

Out of the total 711 cases, 383 cases amounting to ₹ 3.77 crore were related to theft of Government money/stores, whereas 295 cases involving ₹ 11.27 crore pertaining to misappropriation/loss of Government material were pending for more than ten years.

Audit observed that the Government had not taken any action to logically conclude the long pending theft/ misappropriation cases. Besides, there was no effective mechanism to ensure monitoring and speedy settlement of cases relating to theft, misappropriation and losses.

3.14 Follow up action on State Finances Audit Report

In every State, the Public Accounts Committee (PAC)/Finance Department requires the line departments to provide a *suo-motu* Explanatory Note (EN) on the paragraphs

featuring in the C&AG's Audit Reports within three months of placing the Reports in the Legislative Assembly. The line departments are also required to provide Action Taken Notes (ATNs) to the AG (for vetting and onward transmission to the PAC) within four months from the date of laying of the Report in the Legislative Assembly.

During 2024-25, only one PAC meeting was held on 08 October 2024 to discuss the pending position of Audit paragraphs and the Annual Action Plan for their disposal. As of March 2025, 425 paragraphs relating to SFARs pertaining to the period from 2008-09 to 2023-24 were pending for discussion. The paragraphs of the SFARs for the years 2016-17 and 2018-19 to 2023-24, are yet to be taken up for discussion by the PAC.

3.15 Conclusion

The State Government's financial management exhibited persistent weaknesses, reflected in both statutory and operational areas. Undischarged liabilities, such as ₹ 397.84 crore interest not paid on Deposits/Reserve Funds of ₹ 5,608.73 crore, short transfer of ₹271.71 crore to the NPS and un-transferred amount of ₹ 29.67 crore under the NMET, distorted the correct fiscal position.

On the other hand, non-transfer of ₹ 1.88 crore of collected labour cess to the Building and Other Construction Workers Welfare Board and ₹ 122.81 crore of cess/fee/surcharge (other than labour cess) meant for Local Bodies, deprived the intended beneficiaries of the welfare and social security measures and increased the deferred liability of the State.

Delays in submission of 12,050 UCs amounting to ₹ 16,585.45 crore, pending adjustment of 1,490 AC bills amounting to ₹ 221.47 crore with an increasing trend and transfer of funds to Personal Deposit Accounts without immediate requirement, further weakened the accountability and transparency. Instances of misclassification of ₹ 4,734.31 crore under Minor Head-800-Other Expenditure, despite availability of suitable minor heads, reduced the clarity and reliability of financial reporting and rendered the accounts opaque.

Non-submission of 336 accounts of 13 Autonomous Bodies, some pending for over a decade, not only delayed audit certification but also significantly weakened financial oversight, statutory compliance and undermined transparency in the utilisation of public funds.

3.16 Good Practices

The Government of Odisha has introduced 'Just-in-Time Funding System' (JiT-FS) in IFMS, similar to SNA-SPARSH developed by the Government of India for release of Centrally Sponsored Scheme funds. JiT-FS is being implemented in a phased manner, with its use mandated for 13 PSUs/Societies from 1 April 2025 in the first phase. This system prevents parking of funds in bank accounts, enables real-time monitoring of fund utilisation by Departments and simplifies accounting, thereby strengthening transparency and efficiency in financial management.

Further, to address the issue of parking of Government funds outside the Government account and pending full roll out of JiT-FS, Government mandated 149 selected organisations under various departments to use Personal Ledger Accounts for handling State Government funds ensuring that drawn funds remain within the Government accounting system. This practice would prevent unauthorised parking of funds in bank accounts, improve cash management and strengthen the State Government's fund liquidity position.

3.17 Recommendations

1. The State Government should adhere to a strict timeline for prompt payment of undischarged and deferred liabilities.
2. The State Government should fully operationalize the UC and AC/DC bill modules in IFMS with robust monitoring and regular reviews to reduce pendency in non-submission of UCs and ensure timely adjustment of AC bills.
3. The State Government should ensure adherence to classification norms in financial reporting, minimize misclassifications through internal audits, staff trainings and periodic reviews to improve reporting standards and data reliability.
4. The State Government should take measures to enforce timely submission of accounts of Autonomous Bodies for Audit and set up a centralised monitoring system to strengthen oversight.

Bhubaneswar

(SUBU R.)

Dated

Principal Accountant General (Audit-I)

Odisha

Countersigned

New Delhi

(K. SANJAY MURTHY)

Dated

Comptroller and Auditor General of India

Appendices

APPENDIX - 1.1
(Refer Paragraph 1.1.3)
Time Series data on the State Government Finances

(₹ in crore)

| | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
|--|-----------------|-----------------|-----------------|-----------------|-----------------|
| Part A. Receipts | | | | | |
| 1. Revenue Receipts | 1,04,387 | 1,53,059 | 1,50,462 | 1,79,593 | 1,83,963 |
| (i) Tax Revenue (own) | 34,258 | 40,748 | 46,554 | 54,427 | 56,516 |
| State Goods and Services Tax (SGST) | 13,043 | 16,392 | 18,600 | 23,896 | 25,061 |
| Taxes on Agricultural Income | 0 | 0 | 0 | 0 | 0 |
| Taxes on Sales, Trade, etc. | 7,777 | 10,000 | 12,023 | 12,714 | 13,089 |
| State Excise | 4,053 | 5,528 | 6,455 | 7,215 | 8,195 |
| Taxes on Vehicles | 1,526 | 1,663 | 2,133 | 2,478 | 2,669 |
| Stamps and Registration fees | 2,942 | 2,419 | 1,997 | 2,127 | 1,987 |
| Land Revenue | 603 | 664 | 739 | 1,123 | 785 |
| Taxes on Goods and Passengers | 146 | 111 | 115 | 112 | 72 |
| Other Taxes | 4,168 | 3,971 | 4,492 | 4,762 | 4,658 |
| (ii) Non-Tax Revenue | 19,518 | 54,257 | 42,720 | 53,011 | 51,221 |
| (iii) State's share of Union taxes and duties | 27,543 | 38,144 | 42,989 | 51,144 | 58,270 |
| (iv) Grants in aid from Government of India | 23,068 | 19,910 | 18,199 | 21,011 | 17,956 |
| 2. Miscellaneous Capital Receipts | 0 | 0 | 0 | 0 | 0 |
| 3. Recoveries of Loans and Advances | 684 | 1,566 | 832 | 559 | 665 |
| 4. Total Revenue and Non debt capital receipts (1+2+3) | 1,05,071 | 1,54,625 | 1,51,294 | 1,80,152 | 1,84,628 |
| 5. Public Debt Receipts | 20,318 | 12,780 | 5,347 | 18,123 | 42,732 |
| Internal Debt (Excluding Ways and Means Advances and Overdrafts) | 15,191 | 5,174 | 4,328 | 13,821 | 34,996 |
| Net transactions under Ways and Means Advances and Overdrafts | 0 | 0 | 0 | 0 | 0 |
| Loans and Advances from Government of India | 5,127 | 7,606 | 1,019 | 4,302 | 7,736 |
| 6. Total Receipts in the Consolidated Fund (4+5) | 1,25,389 | 1,67,405 | 1,56,641 | 1,98,275 | 2,27,360 |
| 7. Contingency Fund Receipts | 0 | 171 | 0 | 0 | 157 |
| 8. Public Account Receipts | 63,210 | 75,153 | 92,656 | 1,12,076 | 1,04,562 |
| 9. Total Receipts of the State (6+7+8) | 1,88,599 | 2,42,729 | 2,49,297 | 3,10,351 | 3,32,079 |
| Part B. Expenditure/Disbursement | | | | | |
| 10. Revenue Expenditure | 95,311 | 1,09,588 | 1,31,006 | 1,48,832 | 1,61,312 |
| Programme | 48,160 | 54,683 | 71,323 | 80,913 | - |
| Administrative | 47,151 | 54,905 | 59,683 | 67,918 | - |
| General Services (including interest) | 28,271 | 32,970 | 47,321 | 41,479 | 40,004 |
| Social Services | 39,901 | 47,312 | 52,498 | 63,348 | 79,531 |
| Economic Services | 25,809 | 27,792 | 29,603 | 42,455 | 39,963 |
| Grants-in-Aid and Contributions | 1,330 | 1,514 | 1,584 | 1,550 | 1,814 |
| 11. Capital Expenditure | 17,949 | 22,726 | 33,349 | 43,273 | 45,481 |
| Program | 17,857 | 22,649 | 33,004 | 43,023 | - |
| Administrative | 92 | 77 | 345 | 250 | - |
| General Services | 868 | 868 | 1,947 | 2,112 | 1,827 |
| Social Services | 4,523 | 6,003 | 8,563 | 9,606 | 11,873 |
| Economic Services | 12,558 | 15,855 | 22,839 | 31,555 | 31,781 |
| 12. Disbursement of Loans and Advances | 1,597 | 1,686 | 2,158 | 2,790 | 2,877 |

| | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
|---|----------|----------|-----------|-----------|-----------|
| 13. Appropriation to the Contingency Fund | 0 | 0 | 0 | 0 | 0 |
| 14. Total Expenditure (10+11+12+13) | 1,14,857 | 1,34,000 | 1,66,513 | 1,94,895 | 2,09,670 |
| 15. Repayments of Public Debt | 9,252 | 19,798 | 13,927 | 9,235 | 17,351 |
| Internal Debt (excluding Ways and Means Advances and Overdrafts) | 8,265 | 18,718 | 12,774 | 8,368 | 16,509 |
| Net transactions under Ways and Means Advances and Overdraft | 0 | 0 | 0 | 0 | 0 |
| Loans and Advances from Government of India | 987 | 1,080 | 1,153 | 867 | 842 |
| 16. Total disbursement out of Consolidated Fund (14+15) | 1,24,109 | 1,53,798 | 1,80,440 | 2,04,130 | 2,27,021 |
| 17. Contingency Fund disbursements | 0 | 0 | 0 | 274 | 0 |
| 18. Public Account disbursements | 74,121 | 70,338 | 74,648 | 96,582 | 1,02,580 |
| 19. Total disbursement by the State (16+17+18) | 1,98,230 | 2,24,136 | 2,55,088 | 3,00,986 | 3,29,601 |
| Part C. Deficits | | | | | |
| 20. Revenue Deficit (-)/Revenue Surplus (+) (1-10) | 9,076 | 43,471 | 19,456 | 30,761 | 22,651 |
| 21. Fiscal Deficit (-)/Fiscal Surplus (+) (4-14) | (-)9,786 | 20,625 | (-)15,219 | (-)14,743 | (-)25,042 |
| 22. Primary Deficit (-)/Primary Surplus (+) (21+23) | (-)3,142 | 26,967 | (-)9,717 | (-)9,562 | (-)19,761 |
| Part D. Other data | | | | | |
| 23. Interest Payments (included in revenue expenditure) | 6,644 | 6,342 | 5,502 | 5,181 | 5,281 |
| 24. Financial Assistance to local bodies etc. | 27,269 | 25,931 | 19,084 | 27,854 | 25,642 |
| 25. Ways and Means Advances/Overdraft availed (days) | -- | -- | -- | -- | -- |
| Ways and Means Advances availed (days) | Nil | Nil | Nil | Nil | Nil |
| Overdraft availed (days) | Nil | Nil | Nil | Nil | Nil |
| 26. Interest on Ways and Means Advances/ Overdraft | Nil | Nil | Nil | Nil | Nil |
| 27. Gross State Domestic Product (GSDP) | 5,40,185 | 6,95,530 | 7,15,262 | 7,98,969 | 8,90,038 |
| 28. Outstanding Fiscal liabilities (year-end) | 1,18,952 | 1,09,888 | 1,01,700 | 1,22,837 | 1,37,784 |
| 29. Outstanding guarantees (year-end) (including interest) | 7,086 | 6,160 | 5,111 | 3,435 | 2,078 |
| 30. Maximum amount guaranteed (year-end) | 19,336 | 17,776 | 17,360 | 10,837 | 9,979 |
| Part E: Fiscal Health Indicators (in per cent) | | | | | |
| I Resource Mobilisation | | | | | |
| Own Tax Revenue/GSDP | 6.34 | 5.86 | 6.51 | 6.81 | 6.35 |
| Own Non-Tax Revenue/GSDP | 3.61 | 7.80 | 5.97 | 6.63 | 5.75 |
| Own Revenue/ GSDP | 9.96 | 13.66 | 12.48 | 13.45 | 12.10 |
| Own Revenue/ Total Expenditure | 46.82 | 70.90 | 53.61 | 55.13 | 51.38 |
| II Expenditure Management | | | | | |
| Total Expenditure/GSDP | 21.26 | 19.27 | 23.28 | 24.39 | 23.56 |
| Total Expenditure/Revenue Receipts | 110.03 | 87.55 | 110.67 | 108.52 | 113.97 |

| | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
|---|---------|---------|---------|---------|---------|
| Revenue Expenditure/Total Expenditure | 82.98 | 81.78 | 78.68 | 76.37 | 76.94 |
| Expenditure on Social and Economic Services/Total Expenditure | 72.08 | 72.36 | 68.16 | 75.41 | 77.81 |
| Capital Expenditure/Total Expenditure | 15.63 | 16.96 | 20.03 | 22.20 | 21.69 |
| Capital Expenditure/ GSDP | 3.32 | 3.27 | 4.66 | 5.42 | 5.11 |
| III Management of Fiscal Imbalances | | | | | |
| Revenue Surplus/GSDP | 1.68 | 6.25 | 2.72 | 3.85 | 2.54 |
| Fiscal Deficit (Surplus)/GSDP | (-)1.81 | 2.97 | (-)2.13 | (-)1.85 | (-)2.81 |
| Primary Deficit (Surplus) /GSDP | (-)0.58 | 3.88 | (-)1.36 | (-)1.20 | (-)2.22 |
| IV Debt Sustainability | | | | | |
| Outstanding Liabilities/GSDP | 22.02 | 15.80 | 14.22 | 15.37 | 15.48 |
| Interest Payments/Revenue Receipts | 6.36 | 4.14 | 3.66 | 2.88 | 2.87 |

Note: Outstanding liabilities excludes back-to-back loans.

APPENDIX - 1.2
(Refer Paragraphs 1.1.4 and 1.2.4.2 A)
Abstract of receipts and disbursements for the year 2024-25

(₹ in crore)

| 2023-24 | Receipts | 2024-25 | 2023-24 | Disbursements | 2024-25 |
|--------------------|---|--------------------|--------------------|--|--------------------|
| 1,79,593.26 | I. Revenue Receipts | 1,83,962.69 | 1,48,831.78 | I. Revenue Expenditure- | 1,61,312.12 |
| 54,427.03 | Tax Revenue | 56,515.85 | 41,479.05 | General Services | 40,003.66 |
| -- | -- | -- | 63,347.98 | Social Services- | 79,531.24 |
| 53,011.04 | Non-Tax Revenue | 51,221.33 | 26,042.51 | Education, Sports, Art and Culture | 27,127.06 |
| -- | -- | -- | 12,468.97 | Health and Family Welfare | 16,757.77 |
| 51,143.68 | State's Share of Union Taxes | 58,270.00 | 8,028.44 | Water Supply, Sanitation, Housing and Urban Development | 5,286.23 |
| -- | -- | -- | 134.20 | Information and Broadcasting | 128.64 |
| -- | Non-Plan Grants | -- | 3,246.28 | Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes | 3,917.74 |
| -- | Grants for State Plan Schemes | | 360.27 | Labour and Labour Welfare | 479.92 |
| -- | -- | | 12,365.89 | Social Welfare and Nutrition | 24,926.22 |
| -- | Grants for Central and Centrally Sponsored Plan Schemes | | 701.42 | Others | 907.66 |
| -- | -- | | 42,455.00 | Economic Services- | 39,963.52 |
| 15,685.10 | Grants for Centrally Sponsored Scheme | 11,384.60 | 13,678.69 | Agriculture and Allied Activities | 17,281.55 |
| -- | -- | -- | 14,748.47 | Rural Development | 9,757.80 |
| 4,867.22 | Finance Commission Grants | 5,450.06 | 421.18 | Special Areas Programmes | 65.06 |
| -- | -- | -- | 3,345.65 | Irrigation and Flood Control | 3,665.12 |
| 459.19 | Other Transfer/Grants to States | 1,120.85 | 141.45 | Energy | 244.85 |
| -- | -- | -- | 1,988.49 | Industry and Minerals | 2,132.95 |
| -- | -- | -- | 4,192.31 | Transport | 4,650.00 |
| -- | -- | -- | 176.01 | Science, Technology and Environment | 213.43 |
| -- | -- | -- | 3,762.75 | General Economic Services | 1,952.76 |
| -- | -- | -- | 1,549.75 | Grants-in-aid and Contributions- | 1,813.70 |
| -- | II. Revenue deficit carried over to | | 30,761.48 | II. Revenue Surplus carried over | 22,650.57 |
| 45,440.22 | III. Opening Cash balance including Permanent Advances and Cash Balance Investment | 54,805.37 | -- | III. Opening Overdraft from Reserve Bank of India | |

| 2023-24 | Receipts | 2024-25 | 2023-24 | Disbursements | 2024-25 |
|------------------|---|------------------|------------------|--|------------------|
| -- | IV. Miscellaneous Capital Receipts | -- | 43,273.38 | IV. Capital Outlay- | 45,480.61 |
| -- | -- | -- | 2,111.77 | General Services- | 1,827.16 |
| -- | -- | -- | 9,606.23 | Social Services- | 11,872.98 |
| -- | -- | -- | 1,242.28 | Education, Sports, Art and Culture | 817.50 |
| -- | -- | -- | 3,444.61 | Health and Family Welfare | 2,973.20 |
| -- | -- | -- | 3,683.45 | Water Supply, Sanitation, Housing and Urban Development | 6,447.22 |
| -- | -- | -- | 0 | Information and Broadcasting | 0 |
| -- | -- | -- | 875.21 | Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes | 1115.44 |
| -- | -- | -- | 99.08 | Social Welfare and Nutrition | 107.85 |
| -- | -- | -- | 261.60 | Others | 411.77 |
| -- | -- | -- | 31,555.38 | Economic Services- | 31,780.47 |
| -- | -- | -- | 378.91 | Agriculture and Allied Activities | 425.04 |
| -- | -- | -- | 3,302.24 | Rural Development | 1,000.00 |
| -- | -- | -- | 367.18 | Special Areas Programmes | 193.47 |
| -- | -- | -- | 10,426.25 | Irrigation and Flood Control | 8,889.48 |
| -- | -- | -- | 2,125.73 | Energy | 1,711.95 |
| -- | -- | -- | 462.13 | Industry and Minerals | 750 |
| -- | -- | -- | 14,121.75 | Transport | 18,323.09 |
| -- | -- | -- | 371.19 | General Economic Services | 487.44 |
| 559.31 | V. Recoveries of Loans and Advances- | 665.37 | 2,790.19 | V. Loans and Advances disbursed- | 2,877.28 |
| | From Power Projects | | 1,000.00 | For Power Projects | 1,001.00 |
| | From Government Servants | | 820.19 | To Government Servants | 846.28 |
| | From Others | | 970 | To Others | 1030 |
| 30,761.48 | VI. Revenue Surplus brought down | 22,650.57 | -- | VI. Revenue Deficit brought down | -- |
| 18,123.32 | VII. Public Debt Receipts- | 42,732.45 | 9,234.97 | VII. Repayment of Public Debt- | 17,350.86 |
| 0 | External debt | | 0 | External debt | 0 |
| 13,821.39 | Internal debt other than Ways and Means Advances and Overdrafts | | 8,367.74 | Internal Debt other than Ways and Means Advances and Overdrafts | 16,509.32 |
| 0 | Net transactions under Ways and Means Advances | | 0 | Net transactions under Ways and Means Advances | 0 |
| 0 | Net transactions under Overdraft | | 0 | Net transactions under Overdraft | 0 |
| 4,301.93 | Loans and Advances from Central Government | | 867.23 | Repayment of Loans and Advances to Central Government | 841.54 |
| 0 | VIII. Appropriation to Contingency Fund | | -- | VIII. Appropriation to Contingency Fund | -- |

| 2023-24 | Receipts | 2024-25 | 2023-24 | Disbursements | 2024-25 |
|--------------------|---|--------------------|--------------------|--|--------------------|
| 0 | IX. Amount transferred to Contingency Fund | 156.61 | 274.34 | IX. Expenditure from Contingency Fund | 0 |
| 1,12,075.96 | X. Public Account Receipts- | 1,04,562.41 | 96,582.04 | X. Public Account Disbursements- | 1,02,579.49 |
| 4,405.41 | Small Savings and Provident Funds | 4,154.39 | 5,205.68 | Small Savings and Provident Funds | 5,185.03 |
| 12,210.87 | Reserve Funds | 4,681.78 | 1,441.00 | Reserve Funds | 1,903.45 |
| -157.62 | Suspense and Miscellaneous | -66.19 | -7.07 | Suspense and Miscellaneous | 16.30 |
| 47,957.95 | Remittance | 39,919.65 | 47,931.40 | Remittances | 39,916.84 |
| 47,659.35 | Deposits and Advances | 55,872.78 | 42,011.03 | Deposits and Advances | 55,557.87 |
| | XI. Closing Overdraft from Reserve Bank of India | | 54,805.37 | XI. Cash Balance at end- | 57,284.54 |
| | -- | | 0 | Cash in Treasuries and Local Remittances | 0.00 |
| | -- | | -1.07 | Deposits with Reserve Bank | 2.53 |
| | -- | | 22.39 | Departmental Cash Balance including permanent Advances | 22.42 |
| | -- | | 54,784.05 | Cash Balance Investment | 57,259.59 |
| 3,86,553.55 | TOTAL | 4,09,535.47 | 3,86,553.55 | TOTAL | 4,09,535.47 |

Source: Finance Accounts of respective years, Government of Odisha

APPENDIX - 1.3

(Refer Paragraph 1.1.5)

Summarised financial position of the Government of Odisha as on 31 March 2025

(` in crore)

| As on 31 March 2024 | | | As on 31 March 2025 |
|------------------------|---|-------------|------------------------|
| | Liabilities | | |
| 50,985.33 | Internal Debt - | | 69,471.87 |
| 16,400 | Market Loans bearing interest | 34,180 | |
| 1.31 | Market Loans not bearing interest | 1.29 | |
| Nil | Loans from Life Insurance Corporation of India | Nil | |
| 34,584.02 | Loans from other Institutions | 35,290.58 | |
| -- | Ways and Means Advances | -- | |
| -- | Overdrafts from Reserve Bank of India | -- | |
| 21,808.04 | Loans and Advances from Central Government - | | 21,180.71 |
| 0.38 | Pre 1984-85 Loans | 0.38 | |
| 6.1 | Non-Plan Loans | 4.46 | |
| 2,165.01 | Loans for State Plan Schemes | 1,664.99 | |
| -- | Loans for Central Plan Schemes | -- | |
| 0.2 | Loans for Central Sponsored Schemes | 0.15 | |
| 19,636.35 | Loans for State/UTs with Legislature Schemes | 19,510.73 | |
| 400 | Contingency Fund | | 400 |
| 23,955.45 | Small Savings, Provident Funds, etc. | | 22,924.81 |
| 25,430.26 | Deposits | | 25,746.13 |
| 50,168.01 | Reserve Funds Advances | | 52,946.34 |
| 332.05 | Suspense and Miscellaneous Balances | | 249.55 |
| -- | Remittance Balances | | -- |
| 698.15 | Miscellaneous Capital Receipts | | 698.15 |
| 1,73,113.87 | Cumulative excess of receipts over expenditure | | 2,03,286.82 |
| 3,46,891.16 | TOTAL | | 3,96,904.38 |
| | Assets | | |
| 2,79,033.06 | Gross Capital Outlay on Fixed Assets - | | 3,24,513.67 |
| 12,998.29 | Investments in shares of Companies, Corporations etc. | 13,924.55 | |
| 2,66,034.77 | Other Capital Outlay | 3,10,589.12 | |
| 12,742.11 | Loans and Advances - | | 14,954.02 |
| 4,639.48 | Loans for Power Projects | 5,602.77 | |
| 6,633.68 | Other Development Loans | 7,332.81 | |
| 1,468.95 | Loans to Government servants and Miscellaneous loans | 2,018.44 | |
| 18.23 | Advances | | 19.19 |
| 18.05 | Remittance Balances | | 15.23 |
| -- | Suspense and Miscellaneous Balances | | -- |

| As on 31 March 2024 | | | As on 31 March 2025 |
|------------------------|--|-----------|------------------------|
| 54,805.37 | Cash - | | 57,284.54 |
| | Cash in Treasuries and Local Remittances | | |
| (-)1.07 | Deposits with Reserve Bank | 2.53 | |
| 22.39 | Departmental Cash Balance including Permanent Advances | 22.42 | |
| -- | Security Deposits | -- | |
| 39,258.12 | Investment of Earmarked Funds | 51,755.81 | |
| 15,525.93 | Cash Balance Investments | 5,503.78 | |
| -- | Deficit on Government Account - | | -- |
| -- | (i) Less Revenue Surplus of the current year | | -- |
| -- | (ii) Appropriation to Contingency Fund | | -- |
| -- | Accumulated deficit at the beginning of the year | | -- |
| 274.34 | Contingency Fund | | 117.73 |
| 3,46,891.16 | TOTAL | | 3,96,904.38 |

Source: Finance Accounts of respective years, Government of Odisha

APPENDIX - 1.4
(Refer Paragraph 1.1.6)
Ten-year trend analysis of major fiscal indicators from 2015-16 to 2024-25

| Sl. No. | Particulars | 2015-16 | 2016-17 | 2017-18 | 2018-19 | 2019-20 | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 |
|-----------|---|---------------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| | | <i>(₹ in crore)</i> | | | | | | | | | |
| 1 | Revenue Receipts (1a to 1d) | 68,941 | 74,299 | 85,204 | 99,546 | 1,01,568 | 1,04,387 | 1,53,059 | 1,50,462 | 1,79,593 | 1,83,963 |
| 1a | Own Tax Revenue | 22,527 | 22,852 | 27,914 | 30,318 | 32,315 | 34,258 | 40,748 | 46,554 | 54,427 | 56,516 |
| 1b | Non-Tax Revenue | 8,711 | 8,043 | 8,398 | 14,276 | 14,647 | 19,518 | 54,257 | 42,720 | 53,011 | 51,221 |
| 1c | State's share of Union taxes and duties | 23,574 | 28,322 | 31,272 | 35,354 | 30,454 | 27,543 | 38,144 | 42,989 | 51,144 | 58,270 |
| 1d | Grants in aid from Government of India | 14,129 | 15,082 | 17,620 | 19,598 | 24,152 | 23,068 | 19,910 | 18,199 | 21,011 | 17,956 |
| 2 | Revenue Expenditure | 58,806 | 65,041 | 71,837 | 85,356 | 99,137 | 95,311 | 1,09,588 | 1,31,006 | 1,48,832 | 1,61,312 |
| 2a | Interest Payments | 3,343 | 4,035 | 4,988 | 5,800 | 6,063 | 6,644 | 6,342 | 5,502 | 5,181 | 5,281 |
| 2d | Subsidies | 2,581 | 2,386 | 2,830 | 3,168 | 3,366 | 4,288 | 4,695 | 3,979 | 4,123 | 9,134 |
| 3 | Revenue Deficit (-)/Revenue Surplus (+) (1-2) | 10,135 | 9,258 | 13,367 | 14,190 | 2,431 | 9,076 | 43,471 | 19,456 | 30,761 | 22,651 |
| 4 | Capital Receipts | 7,292 | 9,467 | 9,617 | 10,462 | 19,105 | 10,470 | -19,061 | 16,050 | 15,302 | 25,707 |
| 4a | Recovery of Loans and Advances | 228 | 89 | 257 | 305 | 287 | 684 | 1,566 | 832 | 559 | 665 |
| 4b | Miscellaneous Capital Receipts | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| 4c | Debt Receipts (Borrowings) | 7,064 | 9,378 | 9,360 | 10,157 | 18,818 | 9,786 | -20,627 | 15,218 | 14,743 | 25,042 |
| 5 | Total Receipts in the Consolidated Fund (1+4) | 78,959 | 85,611 | 98,323 | 1,09,854 | 1,16,534 | 1,25,389 | 1,67,405 | 1,56,641 | 1,98,275 | 2,27,360 |
| 6 | Capital Expenditure (6a to 6b) | 17,090 | 18,471 | 21,109 | 23,482 | 20,277 | 17,949 | 22,726 | 33,349 | 43,273 | 45,481 |
| 7 | Disbursement of Loans and Advances | 337 | 254 | 1,875 | 1,170 | 1,259 | 1,597 | 1,686 | 2,158 | 2,790 | 2,877 |
| 8 | Total Expenditure (2+6+7) | 76,233 | 83,766 | 94,821 | 1,10,008 | 1,20,673 | 1,14,857 | 1,34,000 | 1,66,513 | 1,94,895 | 2,09,670 |
| 9 | Fiscal Deficit (-)/Fiscal Surplus (+) (1+4a+4b-8) | -7,064 | -9,378 | -9,360 | -10,157 | -18,818 | -9,786 | 20,625 | -15,219 | -14,743 | -25,042 |
| 10 | Primary Deficit (-)/Primary Surplus (+) (9-2a) | -3,721 | -5,343 | -4,372 | -4,357 | -12,755 | -3,142 | 26,967 | -9,717 | -9,562 | -19,643 |
| 11 | Outstanding liabilities/Debt* | 59,753 | 71,623 | 97,164 | 1,08,258 | 1,26,084 | 1,18,952 | 1,09,888 | 1,01,700 | 1,22,837 | 1,37,784 |
| 12 | Gross State Domestic Product (GSDP) at current Prices (2011-12 Series) | 3,28,550 | 3,92,804 | 4,40,395 | 4,98,611 | 5,37,502 | 5,40,185 | 6,95,530 | 7,15,262 | 7,98,969 | 8,90,038 |

Source: Finance Accounts of the respective years

Debt Receipts (Borrowings): Net (Receipts- Disbursement) of Public Debt + Net of Contingency Fund + Net (Receipt - Disbursement) of Public Account + Net of opening and Closing Cash Balance.

APPENDIX – 2.1

(Refer Paragraph 2.5.3)

Cases where supplementary provision (₹ 3 crore or more in each case) proved unnecessary

(₹ in crore)

| Sl. No. | Number and Name of Grant | Original Provision | Supplementary Provision | Actual Expenditure | Savings out of Original provision |
|--------------------------|--|--------------------|-------------------------|--------------------|-----------------------------------|
| A-Revenue (Voted) | | | | | |
| 1. | 1-Home Department | 7,499.33 | 1,001.14 | 7,436.31 | 63.01 |
| 2 | 2-General Administration Department and Public Grievance Department | 508.65 | 33.67 | 394.93 | 113.72 |
| 3 | 3-Revenue and Disaster Management | 1,412.99 | 29.50 | 1,271.28 | 141.70 |
| 4 | 4-Law | 1,548.40 | 65.35 | 1,384.04 | 164.00 |
| 5 | 7-Works Department | 2,698.26 | 187.09 | 2,633.14 | 65.12 |
| 6 | 9-Food Supplies and Consumer Welfare Department | 3,287.84 | 58.13 | 1,232.27 | 2,055.57 |
| 7 | 10-School and Mass Education Department | 25,689.59 | 1,063.78 | 22,919.55 | 2,770.04 |
| 8 | 11-ST & SC Development, Minorities and Backward Classes Welfare Department | 4,311.93 | 406.12 | 4,083.52 | 228.41 |
| 9 | 12- Health and Family Welfare Department | 17,019.53 | 1,530.23 | 16,632.18 | 387.35 |
| 10 | 13-Housing and Urban Development Department | 7,348.90 | 951.21 | 6,261.53 | 1,087.37 |
| 11 | 14-Labour and Employees State Insurance Department | 287.04 | 24.65 | 278.63 | 8.41 |
| 12 | 15-Sports and youth Services Department | 452.95 | 6.28 | 293.54 | 159.41 |
| 13 | 16-Planning and Convergence Department | 1573.50 | 27.79 | 1,499.84 | 73.66 |
| 14 | 17-Panchayati Raj and Drinking Water Department | 18,314.60 | 218.68 | 10,005.24 | 8,309.36 |
| 15 | 21-Transport Department | 1,837.73 | 16.35 | 1,806.19 | 31.54 |
| 16 | 22-Forest and Environment Department | 2,558.57 | 265.31 | 2,296.09 | 262.48 |
| 17 | 23-Department of Agriculture and Farmers' Empowerment | 12,775.84 | 5.95 | 12,012.05 | 763.79 |
| 18 | 31-Handlooms, Textiles and Handicrafts Department | 260.24 | 22.08 | 225.72 | 34.52 |
| 19 | 33-Fisheries and Animal Resources Development Department | 1,656.53 | 42.52 | 1,435.55 | 220.98 |
| 20 | 34-Co-operation Department | 1,856.13 | 62.09 | 1,754.09 | 102.04 |
| 21 | 36-Women and Child Development and Mission Shakti Department | 15,031.68 | 1,223.01 | 14,208.19 | 823.49 |
| 22 | 38-Higher Education Department | 3,397.33 | 291.63 | 3,307.00 | 90.33 |
| 23 | 39-Skill Development & Technical Education Department | 870.42 | 157.05 | 792.77 | 77.65 |

| Sl. No. | Number and Name of Grant | Original Provision | Supplementary Provision | Actual Expenditure | Savings out of Original provision |
|--------------------------|---|--------------------|-------------------------|--------------------|-----------------------------------|
| 24 | 41-Department of Social Security and Empowerment of Persons with Disability | 7,709.81 | 399.56 | 7,486.55 | 223.26 |
| 25 | 42-Disaster Management Department | 8,669.19 | 5 | 3,799.06 | 4,870.13 |
| Total | | 1,48,576.08 | 8,094.17 | 1,25,449.27 | 23,127.34 |
| B-Capital (Voted) | | | | | |
| 26 | 1-Home Department | 1,270.74 | 349.78 | 1,125.45 | 145.29 |
| 27 | 10-School and Mass Education Department | 701.5 | 50 | 483.29 | 218.21 |
| 28 | 13-Housing and Urban Development Department | 2,263.19 | 48.81 | 1,539.18 | 724.01 |
| 29 | 28-Rural Development Department | 7,379.50 | 412.00 | 6,365.43 | 1,014.07 |
| 30 | 34-Co-operation Department | 360 | 10 | 240.20 | 119.8 |
| 31 | 36-Women and Child Development and Mission Shakti Department | 149.22 | 7.01 | 107.96 | 41.26 |
| 32 | 38-Higher Education Department | 80.50 | 13 | 63.09 | 17.41 |
| 33 | 39-Skill Development & Technical Education Department | 712.29 | 106.00 | 592.89 | 119.40 |
| Total | | 12,916.94 | 996.61 | 10,517.50 | 2,399.45 |
| GRAND TOTAL | | 1,61,493.92 | 9,090.78 | 1,35,966.77 | 25,526.79 |

Source: Appropriation Accounts for FY 2024-25

APPENDIX - 2.2
(Refer Paragraph 2.5.3)

Cases where Supplementary Provision (₹ 3 crore or more in each case) proved excessive

(₹ in crore)

| Sl. | Number and Name of Grant | Original Provision | Supplementary provision | Total Budget | Actual expenditure | Excessive Supplementary provision (savings) |
|----------------------------|--|--------------------|-------------------------|------------------|--------------------|---|
| A-Revenue (Voted) | | | | | | |
| 1 | 19-Industries Department | 747.85 | 90.00 | 837.85 | 795.98 | 41.87 |
| 2 | 20-Water Resources Department | 3,733.30 | 316.68 | 4,049.98 | 3,783.05 | 266.93 |
| 3 | 25-Information and Public Relations | 146.66 | 31.67 | 178.33 | 146.85 | 31.48 |
| 4 | 26-Excise Department | 160.21 | 28.44 | 188.65 | 176.47 | 12.18 |
| 5 | 30-Energy Department | 237.09 | 103.30 | 340.39 | 278.82 | 61.57 |
| 6 | 32-Tourism and Culture Department | 322.66 | 50.00 | 372.66 | 337.17 | 35.50 |
| 7 | 37-Electronics and Information Technology Department | 508.71 | 252.46 | 761.18 | 760.59 | 0.59 |
| 8 | 43-Odia Language, Literature and Culture | 404.82 | 132.95 | 537.78 | 471.3 | 66.47 |
| Total | | 6,261.30 | 1,005.50 | 7,266.82 | 6,750.23 | 516.59 |
| B-Capital (Voted) | | | | | | |
| 9 | 3-Revenue and Disaster Management | 355.56 | 70.00 | 425.56 | 386.26 | 39.29 |
| 10 | 5-Finance Department | 7,185.00 | 1,750.00 | 8,935.00 | 7,757.52 | 1,177.48 |
| 11 | 7-Works Department | 8,440.00 | 90 | 8,530.00 | 8,498.35 | 31.65 |
| 12 | 8-Odisha Legislative Assembly | 14.00 | 6.00 | 20.00 | 19.33 | 0.67 |
| 13 | 9-Food Supplies and Consumer Welfare Department | 20.16 | 8.00 | 28.16 | 27.86 | 0.30 |
| 14 | 43-Odia Language, Literature and Culture | 15.00 | 70.00 | 85.00 | 65.91 | 19.09 |
| Total | | 16,029.72 | 1,994.00 | 18,023.72 | 16,755.23 | 1,268.48 |
| C-Capital (Charged) | | | | | | |
| 15 | 20-Water Resource Department | 51.00 | 30.00 | 81.00 | 73.04 | 7.96 |
| Total | | 51.00 | 30.00 | 81.00 | 73.04 | 7.96 |
| GRAND TOTAL | | 22,342.02 | 3,029.50 | 25,371.54 | 23,578.50 | 1,793.03 |

Source: Appropriation Accounts for FY 2024-25

APPENDIX - 2.3

(Refer Paragraph 2.5.5)

**Grants having large savings, after surrender (exceeding ₹ 100 crore), during
FY 2024-25***(₹ in crore)*

| Sl. No | Number and Name of the Grant | Total Budget Provision | Actual Expenditure | Savings | Surrendered | Savings (after surrender) |
|--------------------------|---|------------------------|--------------------|-----------------|-----------------|---------------------------|
| A-Revenue (Voted) | | | | | | |
| 1 | 7-Works Department | 2,885.35 | 2,633.14 | 252.21 | 144.34 | 107.87 |
| 2 | 9-Food Supplies and Consumer Welfare Department | 3,345.97 | 1,232.27 | 2,113.70 | 113.64 | 2,000.06 |
| 3 | 12-Health and Family Welfare Department | 18,549.76 | 16,632.18 | 1,917.58 | 1,755.01 | 162.57 |
| Total | | 24,781.08 | 20,497.59 | 4,283.49 | 2,012.99 | 2,270.50 |
| B-Capital (Voted) | | | | | | |
| 4 | 17-Panchayati Raj and Drinking Water Department | 8,898.18 | 4,770.33 | 4,127.85 | 3,627.84 | 500.01 |
| 5 | 32-Tourism and Culture Department | 495.28 | 345.28 | 150 | 50 | 100 |
| Total | | 9,393.46 | 5,115.61 | 4,277.85 | 3,677.84 | 600.01 |
| Grand Total | | 34,174.54 | 25,613.20 | 8,561.34 | 5,690.83 | 2,870.51 |

Source: Appropriation Accounts for FY 2024-25

APPENDIX - 2.4

(Refer Paragraph 2.5.5)

Persistent savings (exceeding ₹ 100 crore) during FY 2022-23 to FY 2024-25

(₹ in crore)

| Sl. No. | Grant No./ Name of the Department | Savings | | |
|--------------------------|---|----------|----------|----------|
| | | 2022-23 | 2023-24 | 2024-25 |
| Revenue (Voted) | | | | |
| 1 | 1-Home | 549.00 | 626.57 | 1,064.15 |
| 2 | 3-Revenue and Disaster Management | 246.15 | 159.67 | 171.20 |
| 3 | 4-Law | 161.86 | 201.45 | 229.71 |
| 4 | 5-Finance | 2,306.75 | 3,808.52 | 3,633.08 |
| 5 | 10-School and Mass Education | 1,058.05 | 3,396.34 | 3,833.81 |
| 6 | 11-ST & SC Development, Minorities and Backward Classes Welfare | 596.78 | 951.98 | 634.53 |
| 7 | 12-Health and Family Welfare | 575.03 | 942.36 | 1,917.58 |
| 8 | 13-Housing and Urban Development | 928.54 | 1,073.90 | 2,038.58 |
| 9 | 16-Planning and Convergence | 555.72 | 2,353.82 | 101.45 |
| 10 | 17-Panchyati Raj and Drinking Water | 9,603.38 | 6,875.30 | 8,528.04 |
| 11 | 20-Water Resources | 379.20 | 200.48 | 266.93 |
| 12 | 22-Forest, Environment and Climate Changes | 512.26 | 434.67 | 527.80 |
| 13 | 23-Agriculture and Farmers' Empowerment | 565.06 | 652.18 | 769.74 |
| 14 | 33-Fisheries and Animal Resources Development | 274.59 | 323.28 | 263.49 |
| 15 | 36-Women and Child Development | 716.81 | 629.11 | 2,046.50 |
| 16 | 38-Higher Education | 549.08 | 461.81 | 381.96 |
| 17 | 40-Micro, Small and Medium Enterprises | 385.00 | 125.36 | 197.03 |
| 18 | 42-Disaster Management | 6,070.80 | 8,269.16 | 4,875.13 |
| Revenue (Charged) | | | | |
| 19 | 2049-Interest Payments (All Charged) | 2,964.68 | 2,059.72 | 218.62 |
| Capital (Voted) | | | | |
| 20 | 1-Home | 157.00 | 306.58 | 495.07 |
| 21 | 12-Health and Family Welfare | 326.62 | 119.43 | 790.35 |
| 22 | 16-Planning and Convergence | 1,079.00 | 6,679.98 | 247.50 |
| 23 | 20-Water Resources | 1,072.97 | 756.43 | 1,982 |

Source: Appropriation Accounts for FY 2024-25

APPENDIX – 2.5

(Refer Paragraph 2.5.5)

Grant-wise percentage of utilisation of budget and savings, during FY 2024-25

(₹ in crore)

| Sl. No | Number and Name of Grant | Total Budget | Total Expenditure | Savings | Percentage of Utilisation | Range of Utilisation (per cent) |
|--------------|---|------------------|-------------------|------------------|---------------------------|---------------------------------|
| 1 | 9-Food Supplies and Consumer Welfare Department | 3,374.12 | 1,260.13 | 2,113.99 | 37.35 | Up to 50 |
| 2 | 15-Sports and Youth Services Department | 1,321.23 | 384.41 | 936.83 | 29.09 | |
| 3 | 24-Steel and Mines Department | 456.86 | 134.58 | 322.28 | 29.46 | |
| 4 | 42-Disaster Management Department | 8,674.19 | 3,799.06 | 4,875.13 | 43.80 | |
| 5 | 6004-Loan and Advance form the central Government (all charged) | 4,170.00 | 841.54 | 3,328.46 | 20.18 | |
| Total | | 17,996.40 | 6,419.72 | 11,576.69 | | |
| 6 | 2-General Administration and Public Grievance Department | 765.42 | 462.67 | 302.76 | 60.44 | 51 to 75 |
| 7 | 8-Odisha Legislative Assembly | 94.77 | 68.45 | 26.32 | 72.22 | |
| 8 | 13-Housing and Urban Development Department | 10,616.11 | 7,803.31 | 2,812.80 | 73.50 | |
| 9 | 17-Panchayati Raj and Drinking Water Department | 27,437.65 | 14,775.88 | 12,661.77 | 53.85 | |
| 10 | 18-Public Grievances and Pension Administration Department | 2.80 | 1.56 | 1.24 | 55.71 | |
| 11 | 21-Transport Department | 3,758.58 | 2,806.68 | 951.90 | 74.67 | |
| 12 | 29-Parliamentary Affairs Department | 85.04 | 49.70 | 35.34 | 58.44 | |
| 13 | 40-Micro, Small and Medium Enterprises | 747.64 | 510.61 | 237.03 | 68.30 | |
| 14 | 44-Mission Shakti | 2,761.52 | 1,593.68 | 1,167.84 | 57.71 | |
| 15 | 39-Skill Development & Technical Education Department | 1,845.81 | 1,385.66 | 460.15 | 75.07 | |
| Total | | 48,115.34 | 29,458.20 | 18,657.15 | | |
| 16 | 1-Home Department | 10,346.24 | 8,739.96 | 1,606.28 | 84.47 | 76 to 90 |
| 17 | 3-Revenue and Disaster Management | 1,868.34 | 1,657.59 | 210.75 | 88.72 | |
| 18 | 4-Law | 1,655.62 | 1,406.40 | 249.22 | 84.95 | |
| 19 | 5-Finance Department | 35,640.01 | 30,816.83 | 4,823.19 | 86.47 | |

| Sl. No | Number and Name of Grant | Total Budget | Total Expenditure | Savings | Percentage of Utilisation | Range of Utilisation (per cent) |
|--------|--|--------------------|--------------------|-----------------|---------------------------|---------------------------------|
| 20 | 6-Commerce Department | 203.75 | 161.95 | 41.80 | 79.48 | |
| 21 | 10-School and Mass Education Department | 27,505.01 | 23,402.91 | 4,102.10 | 85.09 | |
| 22 | 11-ST & SC Development, Minorities and Backward Classes Welfare Department | 6,155.92 | 5,198.96 | 956.95 | 84.45 | |
| 23 | 12-Health and Family Welfare Department | 22,367.39 | 19,657.15 | 2,710.24 | 87.88 | |
| 24 | 14-Labour and Employees State Insurance Department | 342.80 | 279.54 | 63.25 | 81.55 | |
| 25 | 16-Planning and Convergence Department | 2,046.29 | 1,697.34 | 348.95 | 82.95 | |
| 26 | 20-Water Resources Department | 13,625.58 | 11,368.30 | 2,257.28 | 83.43 | |
| 27 | 22-Forest, Environment and Climate Changes Department | 2,850.75 | 2,318.10 | 532.66 | 81.32 | |
| 28 | 25-Information and Public Relations | 187.85 | 147.74 | 40.11 | 78.65 | |
| 29 | 26-Excise Department | 269.35 | 226.11 | 43.24 | 83.95 | |
| 30 | 28-Rural Development Department | 9,869.04 | 8,342.66 | 1,526.38 | 84.53 | |
| 31 | 30-Energy Department | 3,458.58 | 2,711.78 | 746.81 | 78.41 | |
| 32 | 31-Handlooms, Textiles and Handicrafts Department | 324.33 | 265.72 | 58.60 | 81.93 | |
| 33 | 32-Tourism and Culture Department | 867.95 | 682.45 | 185.50 | 78.63 | |
| 34 | 33-Fisheries and Animal Resources Development Department | 1,938.27 | 1,654.71 | 283.55 | 85.37 | |
| 35 | 34-Co-operation Department | 2,288.22 | 1,994.29 | 293.94 | 87.15 | |
| 36 | 36-Women and Child Development Department | 16,410.92 | 14,316.15 | 2,094.77 | 87.24 | |
| 37 | 38-Higher Education Department | 3,782.46 | 3,370.09 | 412.37 | 89.10 | |
| 38 | 43-Odia Language, Literature and Culture | 622.78 | 537.21 | 85.56 | 86.26 | |
| | Total | 1,64,627.45 | 1,40,953.94 | 23,673.5 | | |
| 39 | 7-Works Department | 11,437.09 | 11,140.35 | 296.74 | 97.41 | 91 to 100 |

| Sl. No | Number and Name of Grant | Total Budget | Total Expenditure | Savings | Percentage of Utilisation | Range of Utilisation (per cent) |
|--------|---|--------------------|--------------------|------------------|---------------------------|---------------------------------|
| 40 | 19-Industries Department | 982.85 | 940.98 | 41.87 | 95.74 | |
| 41 | 23-Department of Agriculture and Farmers' Empowerment | 13,184.79 | 12,415.05 | 769.75 | 94.16 | |
| 42 | 27-Science and Technology Department | 121.88 | 118.86 | 3.02 | 97.52 | |
| 43 | 35-Public Enterprises Department | 11.68 | 10.93 | 0.76 | 93.58 | |
| 44 | 37-Electronics and Information Technology Department | 761.18 | 760.59 | 0.59 | 99.92 | |
| 45 | 41-Department of Social Security and Empowerment of Persons with Disability | 8,109.37 | 7,486.55 | 622.82 | 92.32 | |
| 46 | 2049-Interest Payment (All Charged) | 5,500.00 | 5,281.38 | 218.62 | 96.03 | |
| 47 | 6003-Internal Debt of the State Government (all charged) | 16,921.56 | 16,509.32 | 412.24 | 97.56 | |
| | Total | 57,030.40 | 54,664.01 | 2,366.41 | | |
| | GRAND TOTAL | 2,87,769.59 | 2,31,495.87 | 56,273.75 | 80.44 | |

Source: Appropriation Accounts for FY 2024-25

APPENDIX – 2.6

(Refer Paragraph 2.5.5)

Details of Savings not surrendered

(₹ in crore)

| Sl. No. | Number and Name of Grant | Original Budget | Supplementary Budget | Total Provision | Actual Expenditure | Savings | Amount not surrendered |
|---------|--|-----------------|----------------------|-----------------|--------------------|----------|------------------------|
| 1 | 2-General Administration and Public Grievance Department | 731.59 | 33.83 | 765.42 | 462.67 | 302.76 | 0.13 |
| 2 | 3-Revenue and Disaster Management | 1,768.84 | 99.50 | 1,868.34 | 1,657.59 | 210.75 | 0.75 |
| 3 | 4-Law | 1,590.27 | 65.35 | 1,655.62 | 1,406.40 | 249.22 | 0.79 |
| 4 | 6-Commerce Department | 202.60 | 1.15 | 203.75 | 161.95 | 41.80 | 20.24 |
| 5 | 7-Works Department | 11,160.00 | 277.09 | 11,437.09 | 11,140.35 | 296.74 | 107.87 |
| 6 | 8-Odisha Legislative Assembly | 85.98 | 8.79 | 94.77 | 68.45 | 26.32 | 0.02 |
| 7 | 9-Food Supplies and Consumer Welfare Department | 3,307.99 | 66.13 | 3,374.12 | 1,260.13 | 2,113.99 | 2,000.05 |
| 8 | 10-School and Mass Education Department | 26,391.24 | 1,113.78 | 27,505.01 | 23,402.91 | 4,102.10 | 1.90 |
| 9 | 11-ST & SC Development, Minorities and Backward Classes Welfare Department | 5,749.80 | 406.12 | 6,155.92 | 5,198.96 | 956.95 | 0.33 |
| 10 | 12-Health and Family Welfare Department | 20,837.16 | 1,530.23 | 22,367.39 | 19,657.15 | 2,710.24 | 162.56 |
| 11 | 13-Housing and Urban Development Department | 9,616.08 | 1,000.03 | 10,616.11 | 7,803.31 | 2,812.80 | 1.02 |
| 12 | 14-Labour and Employees State Insurance Department | 318.14 | 24.65 | 342.80 | 279.54 | 63.25 | 0.10 |
| 13 | 15-Sports and Youth Services Department | 1,314.95 | 6.28 | 1,321.23 | 384.41 | 936.83 | 0.10 |
| 14 | 16-Planning and Convergence Department | 2,018.50 | 27.79 | 2,046.29 | 1,697.34 | 348.95 | 0.63 |

| Sl. No. | Number and Name of Grant | Original Budget | Supplementary Budget | Total Provision | Actual Expenditure | Savings | Amount not surrendered |
|---------|--|-----------------|----------------------|-----------------|--------------------|-----------|------------------------|
| 15 | 17-Panchayati Raj and Drinking Water Department | 27,216.47 | 221.18 | 27,437.65 | 14,775.88 | 12,661.77 | 500.34 |
| 16 | 18-Public Grievances and Pension Administration Department | 2.80 | 0.00 | 2.80 | 1.56 | 1.24 | 0.00 |
| 17 | 19-Industries Department | 867.85 | 115.00 | 982.85 | 940.98 | 41.87 | 40.03 |
| 18 | 20-Water Resources Department | 13,278.72 | 346.86 | 13,625.58 | 11,368.30 | 2,257.28 | 0.53 |
| 19 | 21-Transport Department | 3,742.23 | 16.35 | 3,758.58 | 2,806.68 | 951.90 | 0.34 |
| 20 | 22-Forest, Environment and Climate Change Department | 2,585.44 | 265.31 | 2,850.75 | 2,318.10 | 532.66 | 1.82 |
| 21 | 25-Information and Public Relations | 156.18 | 31.67 | 187.85 | 147.74 | 40.11 | 0.00 |
| 22 | 26-Excise Department | 240.91 | 28.44 | 269.35 | 226.11 | 43.24 | 0.03 |
| 23 | 27-Science and Technology Department | 121.50 | 0.38 | 121.88 | 118.86 | 3.02 | 0.00 |
| 24 | 28-Rural Development Department | 9,456.03 | 413.01 | 9,869.04 | 8,342.66 | 1,526.38 | 0.49 |
| 25 | 30-Energy Department | 3,355.28 | 103.30 | 3,458.58 | 2,711.78 | 746.81 | 0.01 |
| 26 | 31-Handlooms, Textiles and Handicrafts Department | 302.25 | 22.08 | 324.33 | 265.72 | 58.60 | 0.02 |
| 27 | 32-Tourism and Culture Department | 817.95 | 50.00 | 867.95 | 682.45 | 185.50 | 99.96 |
| 28 | 33-Fisheries and Animal Resources Development Department | 1,895.75 | 42.52 | 1,938.27 | 1,654.71 | 283.55 | 91.89 |
| 29 | 34-Co-operation Department | 2,216.13 | 72.09 | 2,288.22 | 1,994.29 | 293.94 | 0.17 |
| 30 | 35-Public Enterprises Department | 11.54 | 0.14 | 11.68 | 10.93 | 0.76 | 0.00 |
| 31 | 36-Women and Child Development Department | 15,180.91 | 1,230.02 | 16,410.92 | 14,316.15 | 2,094.77 | 0.14 |

| Sl. No. | Number and Name of Grant | Original Budget | Supplementary Budget | Total Provision | Actual Expenditure | Savings | Amount not surrendered |
|--------------------|---|--------------------|----------------------|--------------------|--------------------|------------------|------------------------|
| 32 | 37-Electronics and Information Technology Department | 508.71 | 252.46 | 761.18 | 760.59 | 0.59 | 0.00 |
| 33 | 38-Higher Education Department | 3,477.83 | 304.63 | 3,782.46 | 3,370.09 | 412.37 | 0.34 |
| 34 | 39-Skill Development & Technical Education Department | 1,582.76 | 263.05 | 1,845.81 | 1,385.66 | 460.15 | 0.05 |
| 35 | 40-Micro, Small and Medium Enterprises | 747.48 | 0.16 | 747.64 | 510.61 | 237.03 | 0.98 |
| 36 | 41-Department of Social Security and Empowerment of Persons with Disability | 7,709.81 | 399.56 | 8,109.37 | 7,486.55 | 622.82 | 0.03 |
| 37 | 42-Disaster Management Department | 8,669.19 | 5.00 | 8,674.19 | 3,799.06 | 4,875.13 | 0.00 |
| 38 | 43-Odia Language, Literature and Culture | 419.82 | 202.95 | 622.78 | 537.21 | 85.56 | 0.01 |
| 39 | 44-Mission Shakti | 2,761.52 | 0.00 | 2,761.52 | 1,593.68 | 1,167.84 | 0.00 |
| 40 | 2049-Interest Payment (All Charged) | 5,500.00 | 0.00 | 5,500.00 | 5,281.38 | 218.62 | 0.00 |
| 41 | 6004-Loan and Advance form the central Government (All charged) | 4,170.00 | 0.00 | 4,170.00 | 841.54 | 3,328.46 | 0.00 |
| Grand Total | | 2,02,088.21 | 9,046.88 | 2,11,135.09 | 1,62,830.43 | 48,304.67 | 3,033.68 |

Source: Appropriation Accounts for FY 2024-25

APPENDIX – 2.7

(Refer paragraph 2.5.5)

Surrender of funds in excess of ₹ 10 crore, on the last day of March 2025

(₹ in crore)

| Sl. No. | Number and Name of Grant | Original Budget | Supplementary Budget | Total Provision | Actual Expenditure (Gross) | Savings | Amount surrendered on 31.03.2025 |
|---------|--|-----------------|----------------------|-----------------|----------------------------|----------|----------------------------------|
| 1 | 1-Home Department | 8,993.82 | 1,352.42 | 10,346.24 | 8,739.96 | 1,606.28 | 1,593.10 |
| 2 | 2-General Administration and Public Grievance Department | 731.59 | 33.83 | 765.42 | 462.67 | 302.76 | 302.62 |
| 3 | 3-Revenue and Disaster Management | 1,768.84 | 99.50 | 1,868.34 | 1,657.59 | 210.75 | 210.00 |
| 4 | 4-Law | 1,590.27 | 65.35 | 1,655.62 | 1,406.40 | 249.22 | 248.43 |
| 5 | 5-Finance Department | 33,890.01 | 1,750.00 | 35,640.01 | 30,816.83 | 4,823.19 | 4,916.81 |
| 6 | 6-Commerce Department | 202.60 | 1.15 | 203.75 | 161.95 | 41.80 | 21.56 |
| 7 | 7-Works Department | 11,160.00 | 277.09 | 11,437.09 | 11,140.35 | 296.74 | 188.87 |
| 8 | 8-Odisha Legislative Assembly | 85.98 | 8.79 | 94.77 | 68.45 | 26.32 | 26.29 |
| 9 | 9-Food Supplies and Consumer Welfare Department | 3,307.99 | 66.13 | 3,374.12 | 1,260.13 | 2,113.99 | 113.94 |
| 10 | 10-School and Mass Education Department | 26,391.24 | 1,113.78 | 27,505.01 | 23,402.91 | 4,102.10 | 4,026.25 |
| 11 | 11-ST & SC Development, Minorities and Backward Classes Welfare Department | 5,749.80 | 406.12 | 6,155.92 | 5,198.96 | 956.95 | 906.06 |
| 12 | 12-Health and Family Welfare Department | 20,837.16 | 1,530.23 | 22,367.39 | 19,657.15 | 2,710.24 | 2,547.67 |
| 13 | 13-Housing and Urban Development Department | 9,616.08 | 1,000.03 | 10,616.11 | 7,803.31 | 2,812.80 | 2,811.78 |

| Sl. No. | Number and Name of Grant | Original Budget | Supplementary Budget | Total Provision | Actual Expenditure (Gross) | Savings | Amount surrendered on 31.03.2025 |
|---------|---|-----------------|----------------------|-----------------|----------------------------|-----------|----------------------------------|
| 14 | 14-Labour and Employees State Insurance Department | 318.14 | 24.65 | 342.80 | 279.54 | 63.25 | 63.15 |
| 15 | 15-Sports and Youth Services Department | 1,314.95 | 6.28 | 1,321.23 | 384.41 | 936.83 | 868.73 |
| 16 | 16-Planning and Convergence Department | 2,018.50 | 27.79 | 2,046.29 | 1,697.34 | 348.95 | 348.32 |
| 17 | 17-Panchyati Raj and Drinking Water Department | 27,216.47 | 221.18 | 27,437.65 | 14,775.88 | 12,661.77 | 12,061.43 |
| 18 | 20-Water Resources Department | 13,278.72 | 346.86 | 13,625.58 | 11,368.30 | 2,257.28 | 870.44 |
| 19 | 21-Transport Department | 3,742.23 | 16.35 | 3,758.58 | 2,806.68 | 951.90 | 951.56 |
| 20 | 22-Forest, Environment and Climate Change Department | 2,585.44 | 265.31 | 2,850.75 | 2,318.09 | 532.66 | 530.83 |
| 21 | 23-Department of Agriculture and Farmers' Empowerment | 13,178.84 | 5.95 | 13,184.79 | 12,415.05 | 769.75 | 769.83 |
| 22 | 24-Steel and Mines Department | 456.38 | 0.49 | 456.86 | 134.58 | 322.28 | 322.30 |
| 23 | 25-Information and Public Relations | 156.18 | 31.67 | 187.85 | 147.74 | 40.11 | 40.11 |
| 24 | 26-Excise Department | 240.91 | 28.44 | 269.35 | 226.11 | 43.24 | 43.22 |
| 25 | 28-Rural Development Department | 9,456.03 | 413.01 | 9,869.04 | 8,342.66 | 1,526.38 | 1,525.89 |
| 26 | 29-Parliamentary Affairs Department | 85.04 | 0 | 85.04 | 49.70 | 35.34 | 16.29 |
| 27 | 30-Energy Department | 3,355.28 | 103.30 | 3,458.58 | 2,711.78 | 746.81 | 647.91 |

| Sl. No. | Number and Name of Grant | Original Budget | Supplementary Budget | Total Provision | Actual Expenditure (Gross) | Savings | Amount surrendered on 31.03.2025 |
|---------|---|-----------------|----------------------|-----------------|----------------------------|----------|----------------------------------|
| 28 | 31-Handlooms, Textiles and Handicrafts Department | 302.25 | 22.08 | 324.33 | 265.72 | 58.60 | 58.59 |
| 29 | 32-Tourism and Culture Department | 817.95 | 50 | 867.95 | 682.45 | 185.50 | 85.54 |
| 30 | 33-Fisheries and Animal Resources Development Department | 1,895.75 | 42.52 | 1,938.27 | 1,654.71 | 283.55 | 191.67 |
| 31 | 34-Co-operation Department | 2,216.13 | 72.09 | 2,288.22 | 1,994.29 | 293.94 | 293.77 |
| 32 | 36-Women and Child Development Department | 15,180.91 | 1,230.02 | 16,410.92 | 14,316.15 | 2,094.77 | 2,053 |
| 33 | 38-Higher Education Department | 3,477.83 | 304.63 | 3,782.46 | 3,370.09 | 412.37 | 371.43 |
| 34 | 39-Skill Development & Technical Education Department | 1,582.76 | 263.05 | 1,845.81 | 1,385.66 | 460.15 | 460.10 |
| 35 | 40-Micro, Small and Medium Enterprises | 747.48 | 0.16 | 747.64 | 510.61 | 237.03 | 236.05 |
| 36 | 41-Department of Social Security and Empowerment of Persons with Disability | 7,709.81 | 399.56 | 8,109.37 | 7,486.55 | 622.82 | 622.79 |
| 37 | 42-Disaster Management Department | 8,669.19 | 5.00 | 8,674.19 | 3,799.06 | 4,875.13 | 4,875.12 |
| 38 | 43-Odia Language, Literature and Culture | 419.82 | 202.95 | 622.78 | 537.21 | 85.56 | 85.55 |
| 39 | 44-Mission Shakti | 2,761.52 | 0.00 | 2,761.52 | 1,593.68 | 1,167.84 | 1,167.84 |
| 40 | 2049-Interest Payments | 5,500.00 | 0.00 | 5,500.00 | 5,281.38 | 218.62 | 218.62 |

| Sl. No. | Number and Name of Grant | Original Budget | Supplementary Budget | Total Provision | Actual Expenditure (Gross) | Savings | Amount surrendered on 31.03.2025 |
|--------------------|---|--------------------|----------------------|--------------------|----------------------------|------------------|----------------------------------|
| 41 | 6003-Internal Debt of the State Government (all charged) | 16,921.56 | 0.00 | 16,921.56 | 16,509.32 | 412.24 | 412.24 |
| 42 | 6004-Loan and advance from the central Government (all charged) | 4,170.00 | 0.00 | 4,170.00 | 841.54 | 3,328.46 | 3,328.46 |
| GRAND TOTAL | | 2,74,101.45 | 11,787.76 | 2,85,889.20 | 2,29,662.95 | 56,226.27 | 51,434.16 |

Source: Appropriation Accounts for FY 2024-25

APPENDIX - 2.8

(Refer paragraph 2.5.7)

Policy initiatives with no expenditure (₹ One crore and above)

(₹ in crore)

| Sl. No. | Grant No. and Name of the Department | Head of Account and Name of the New scheme | Budget provision | Expenditure |
|---|--|---|------------------|-------------|
| 1 | 31-Handlooms, Textiles & Handicrafts Department | 2851-00-796-3821 | 2.75 | 0 |
| | | Development of Pipili Applique Hub | | |
| | 31-Handlooms, Textiles & Handicrafts Department | 2851-00-789-3821 | 2.13 | 0 |
| | | Development of Pipili Applique Hub | | |
| 31-Handlooms, Textiles & Handicrafts Department | 2851-00-104-3821 | 5.75 | 0 | |
| | Development of Pipili Applique Hub | | | |
| 31-Handlooms, Textiles & Handicrafts Department | 2851-00-107-3822 | 1.00 | 0 | |
| | Promotion of Karuna Silk | | | |
| 2 | 39-Skill Development & Technical Education Department | 4202-02-789-3826 | 22.01 | 0 |
| | | Transformation of Veer Surendra Sai University of Technology (VSSUT), Burla | | |
| | 39-Skill Development & Technical Education Department | 4202-02-105-3826 | 50.15 | 0 |
| | | Transformation of Veer Surendra Sai University of Technology (VSSUT), Burla | | |
| 39-Skill Development & Technical Education Department | 4202-02-796-3826 | 50.12 | 0 | |
| | Transformation of Veer Surendra Sai University of Technology (VSSUT), Burla | | | |
| 39-Skill Development & Technical Education Department | 4202-02-105-3827 | 59.00 | 0 | |
| | Transformation of Odisha University of Technology and Research (OUTR), Bhubaneswar | | | |
| 39-Skill Development & Technical Education Department | 4202-02-789-3827 | 18.00 | 0 | |
| | Transformation of Odisha University of Technology and Research (OUTR), Bhubaneswar | | | |
| | 4202-02-796-3827 | 23.00 | 0 | |
| 39-Skill Development & Technical Education Department | 2230-02-800-3828 | 30.59 | 0 | |
| | CM- Aspire | | | |
| 3 | 40-Micro, Small & Medium Enterprises Department | 2851-00-789-3833 | 3.74 | 0 |
| | | Development of e-Commerce Platform for MSMEs | | |
| | 40-Micro, Small & Medium Enterprises Department | 2851-00-102-3833 | 13.20 | 0 |
| Development of e-Commerce Platform for MSMEs | | | | |
| 40-Micro, Small & Medium Enterprises Department | 2851-00-796-3833 | 5.06 | 0 | |
| | Development of e-Commerce Platform for MSMEs | | | |
| 4 | 11-Scheduled Tribes & Scheduled Castes Development, Minorities & Backward Classes Welfare Department | 2225-02-277-3838 | 5.00 | 0 |
| | | Support to Tribal Research Institutes | | |
| 5 | 10-School and Mass Education Department | 2202-02-800-3839 | 1.00 | 0 |
| | | Aitihya Vidyalaya | | |
| 6 | 17-Panchayati Raj and Drinking Water Department | 2515-00-101-3848 | 10.00 | 0 |
| | | Solar Based Street Light | | |
| 7 | 30-Energy Department | 4801-05-789-3857 | 1.50 | 0 |
| | | Odisha Saharanchala Bidyutikaran Yojana | | |

| Sl. No. | Grant No. and Name of the Department | Head of Account and Name of the New scheme | Budget provision | Expenditure |
|--------------|--|--|------------------|-------------|
| | 30-Energy Department | 4801-05-796-3857 | 1.50 | 0 |
| | | Odisha Saharanchala Bidyutikaran Yojana | | |
| | 30-Energy Department | 4801-05-800-3857 | 2.00 | 0 |
| | | Odisha Saharanchal Bidyutikaran Yojana | | |
| 8 | 36-Department of Women & Child Development | 2235-02-102-3863 | 1.80 | 0 |
| | | Care and Protection for victims of POCSO | | |
| 9 | 36-Department of Women & Child Development | 4235-02-103-3866 | 1.05 | 0 |
| | | One Stop Centre (Construction) | | |
| 10 | 11-Scheduled Tribes & Scheduled Castes Development, Minorities & Backward Classes Welfare Department | 4225-02-277-3879 | 5.00 | 0 |
| | | Saheed Laxman Nayak Transformation of Schools | | |
| 11 | 12-Health and Family Welfare Department | 2210-01-110-3882 | 18.00 | 0 |
| | | Construction of Dharamasala-cum-Guest House | | |
| 12 | 39-Skill Development & Technical Education Department | 2230-03-789-3894 | 23.40 | 0 |
| | | Establishment of CoE in Joint Collaboration with Tata Technology Limited | | |
| | 39-Skill Development & Technical Education Department | 2230-03-796-3894 | 29.90 | 0 |
| | | Establishment of CoE in Joint Collaboration with Tata Technology Limited | | |
| | 39-Skill Development & Technical Education Department | 2230-03-003-3894 | 73.42 | 0 |
| | | Establishment of CoE in Joint Collaboration with Tata Technology Limited | | |
| Total | | | 460.07 | |

Source: Appropriation Accounts for FY 2024-25

APPENDIX – 2.9
(Refer Paragraph 2.6.1)
Onboarding status of CSSs on SNA-SPARSH platform

| Sl. No. | Ministry/Department | Name of the Scheme | Onboarded on SNA SPARSH Platform (Yes/No) | Balance in the Bank Account of SNA as on 31 March 2025 (in ₹ crore) |
|--------------|---|--|---|---|
| 1 | Department of Higher Education | Rashtriya Uchhtar Shiksha Abhiyan (RUSA) | Yes | 13.36 |
| 2 | Department of Drinking Water and Sanitation | Swachh Bharat Abhiyan (Gramin) | Yes | 1.43 |
| 3 | | Jal Jeevan Mission (JJM) / National Rural Drinking Water Mission | No | 0.00 |
| 4 | Department of Fisheries | Pradhan Mantri Matsya Sampada Yojana (PMMSY) | Yes | 0.01 |
| 5 | Ministry of Environment Forest and Climate Change | Conservation of Natural Resources and Ecosystem | Yes | 0.57 |
| 6 | Department of Agriculture & Farmers Welfare | Rashtriya Krishi Vikas Yojna | Yes | 0.15 |
| 7 | | Krishionnati Yojana | Yes | 2.33 |
| 8 | Department of Animal Husbandry and Dairying | Development Programmes | No | 0.00 |
| 9 | Department of Food and Public Distribution | Assistance to States Agencies for Intra-State Movement of Foodgrains and FPS Dealers Margin under NFSA | Yes | 0.00 |
| 10 | Ministry of Food Processing Industries | PM Formalisation of Micro Food Processing Enterprises Scheme (PM FME) | Yes | 0.88 |
| 11 | Department of Health and Family Welfare | Pradhan Mantri Ayushman Bharat Health Infrastructure Mission (PM ABHIM) | Yes | 0.00 |
| 12 | | Infrastructure Maintenance | No | 0.00 |
| 13 | | Ayushman Bharat - Pradhan Mantri Jan Arogya Yojana (PMJAY) | No | 0.00 |
| 14 | Ministry of Housing and Urban Affairs | AMRUT (Atal Mission for Rejuvenation and Urban Transformation) | Yes | 2.07 |
| 15 | | Swachh Bharat Mission (SBM) - Urban | Yes | 387.85 |
| 16 | | Pradhan Mantri Awas Yojna (PMAY) | Yes | 4.65 |
| 17 | Ministry of Law and Justice | Infrastructure Facilities for Judiciary | Yes | 0.42 |
| 18 | Department of Rural Development | National Livelihood Mission - Ajeevika | No | 0.00 |
| 19 | | Mahatma Gandhi National Rural Employment Guarantee Program (Material & Admin Component) | Yes | 17.46 |
| 20 | | Pradhan Mantri Gram Sadak Yojna | Yes | 1,865.92 |
| 21 | | Pradhan Mantri Awas Yojna (PMAY) - Rural | No | 0.00 |
| 22 | | Department of School Education and Literacy | PM Schools for Rising India (PM SHRI) | Yes |
| 23 | Department of Water Resources, River Development and Ganga Rejuvenation | Pradhan Mantri Krishi Sinchai Yojna | Yes | 6.82 |
| 24 | | Interlinking of Rivers | No | 0.00 |
| 25 | Ministry of Home Affairs (Police) | Modernisation of Police Forces | Yes | 5.63 |
| 26 | Ministry of Women and Child Development | Mission Shakti (Mission for Protection and Empowerment for Women) | Yes | 73.14 |
| 27 | Department of Land Resources | Pradhan Mantri Krishi Sinchai Yojna | No | 0.00 |
| Total | | | | 2,499.76 |

Source: Office of the Principal Accountant General (A&E), Odisha.

APPENDIX - 3.1
(Refer Paragraph 3.2.2)

Details of contribution and investment under Defined Contributory Pension Scheme

(₹ in crore)

| Years | Receipts | | | | Disbursement (Transferred to NSDL) | Short transfer (-) / Excess transfer (+) |
|--------------|--------------------|---------------------|------------------------------|------------------|--|---|
| | Opening Balance | Employees' share | Government's contribution | Total | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 (6-5) |
| 2006-07 | 0.00 | 0.05 | 0.00 | 0.05 | 0.00 | (-)0.05 |
| 2007-08 | 0.05 | 1.29 | 0.13 | 1.47 | 0.00 | (-)1.47 |
| 2008-09 | 1.47 | 3.73 | 0.01 | 5.21 | 0.00 | (-)5.21 |
| 2009-10 | 5.21 | 6.58 | 0.00 | 11.79 | 0.00 | (-)11.79 |
| 2010-11 | 11.79 | 13.84 | 14.00 | 39.63 | 0.01 | (-)39.62 |
| 2011-12 | 39.62 | 44.87 | 46.44 | 130.93 | 70.83 | (-)60.10 |
| 2012-13 | 60.10 | 68.54 | 65.52 | 194.16 | 132.59 | (-)61.57 |
| 2013-14 | 61.57 | 112.28 | 107.26 | 281.11 | 251.49 | (-)29.62 |
| 2014-15 | 29.62 | 163.68 | 160.77 | 354.07 | 331.52 | (-)22.55 |
| 2015-16 | 22.55 | 238.51 | 232.63 | 493.69 | 465.35 | (-)28.33 |
| 2016-17 | 28.33 | 295.25 | 291.12 | 614.70 | 579.49 | (-)35.21 |
| 2017-18 | 35.21 | 414.92 | 432.83 | 882.96 | 862.24 | (-)20.72 |
| 2018-19 | 20.72 | 501.03 | 507.36 | 1,029.11 | 1,011.68 | (-)17.44 |
| 2019-20 | 17.44 | 597.94 | 592.98 | 1,208.36 | 1,184.18 | (-)24.18 |
| 2020-21 | 24.18 | 719.84 | 737.65 | 1,481.67 | 1,475.67 | (-)6.00 |
| 2021-22 | 6.00 | 947.81 | 1,719.95 | 2,673.76 | 2,665.93 | (-)7.83 |
| 2022-23 | 7.83 | 1,380.87 | 1,760.68 | 3,149.38 | 3,120.74 | (+)28.64 |
| 2023-24 | 28.64 | 1,761.90 | 2,266.21 | 4,056.75 | 4,025.14 | (-) 31.61 |
| 2024-25 | 31.61 | 2,345.86 | 2,701.34 | 5,078.81 | 5,005.67 | (-)73.14 |
| TOTAL | | 9,618.79 | 11,636.88 | 21,255.67 | 21,182.53 | 73.14 |

Source: Finance Accounts of the respective years

APPENDIX - 3.2
(Refer Paragraph 3.4)

**Details of GIA for which Utilisation Certificates were pending since 2003-04 from
different Departments at the end of March 2025**

(₹ in crore)

| Sl. No | Department | Amount outstanding as on 31.03.2025 | No. of GIA Vouchers, for which UCs were awaited |
|--------------|--|-------------------------------------|---|
| 1 | Law | 66.85 | 102 |
| 2 | Mission Shakti | 968.62 | 188 |
| 3 | Water Resources | 0.83 | 11 |
| 4 | Transport | 149.74 | 28 |
| 5 | Energy | 116.55 | 18 |
| 6 | Handlooms, Textiles & Handicrafts | 39.86 | 58 |
| 7 | Micro, Small and Medium Enterprises | 156.93 | 146 |
| 8 | Health and Family Welfare | 150.62 | 65 |
| 9 | Panchayati Raj and Drinking Water | 5,302.37 | 1,616 |
| 10 | Women and Child Development and Mission Shakti | 788.80 | 718 |
| 11 | Fisheries and Animal Resources Development | 1.04 | 10 |
| 12 | School and Mass Education | 526.29 | 91 |
| 13 | Agriculture and Farmers' Empowerment | 31.10 | 8 |
| 14 | Tourism | 3.27 | 3 |
| 15 | Higher Education | 487.78 | 326 |
| 16 | Labour and Employees' State Insurance | 11.16 | 16 |
| 17 | Disaster Management | 66.22 | 33 |
| 18 | Planning and Convergence | 1,960.58 | 655 |
| 19 | Odia Language, Literature and Culture | 81.08 | 389 |
| 20 | Electronics and Information Technology | 201.06 | 42 |
| 21 | General Administration and Public Grievances | 42.97 | 17 |
| 22 | Skill Development and Technical Education | 21.03 | 03 |
| 23 | Parliamentary Affairs | 1.02 | 14 |
| 24 | Finance | 2.03 | 3 |
| 25 | Sports and Youth Services | 1.08 | 12 |
| 26 | Housing and Urban Development | 3,967.91 | 3851 |
| 27 | Forest and Environment | 146.45 | 2457 |
| 28 | Social Security and Empowerment of Persons with Disability | 236.23 | 349 |
| 29 | Co-operation | 48.47 | 1 |
| 30 | Scheduled Tribes and Scheduled Castes Development, Minorities and Backward Classes Welfare | 386.88 | 585 |
| 31 | Revenue and Disaster Management | 34.23 | 42 |
| 32 | Science and Technology | 165.00 | 116 |
| 33 | Food Supplies and Consumer Welfare | 25.81 | 15 |
| 34 | Industries | 395.60 | 32 |
| 35 | Commerce | ¹ 0.00 | 30 |
| Total | | 16,585.45 | 12,050 |

Source: Office of the Principal Accountant General (A&E), Odisha

¹ UC pending ₹ 4,200 (Commerce Department)

APPENDIX - 3.3

(Refer Paragraph 3.5)

Department-wise Outstanding AC/DC Bills, as on 31 March 2025

| Sl. No. | Grant No. | Department | Amount of outstanding DC bills (₹ in lakh) | No. of outstanding DC bills | Period of pendency |
|--------------|-----------|--|--|-----------------------------|--------------------|
| 1 | 01 | Home | 18,859.03 | 562 | 2003-25 |
| 2 | 02 | General Administration and Public Grievance | 1,848.22 | 33 | 2015-25 |
| 3 | 04 | Law | 12.43 | 142 | 2003-25 |
| 4 | 05 | Finance | 11.66 | 03 | 2024-25 |
| 5 | 13 | Housing and Urban Development | 284.64 | 39 | 2021-22 |
| 6 | 16 | Planning and Convergence | 67.12 | 05 | 2023-24 |
| 7 | 17 | Panchayati Raj and Drinking Water | 358.12 | 103 | 2005-25 |
| 8 | 24 | Steel & Mines | 238.36 | 329 | 2021-25 |
| 9 | 36 | Women & Child Development and Mission Shakti | 0.97 | 01 | 2024-25 |
| 10 | 38 | Higher Education | 466.33 | 273 | 2019-25 |
| Total | | | 22,146.88 | 1,490 | |

Source: Office of the Principal Accountant General (A&E), Odisha.

APPENDIX - 3.4
(Refer Paragraph 3.14)
Pending cases of misappropriation, losses, theft etc.

(₹ in lakh)

| Department | Cases of misappropriation/ losses/ theft of Government material | | Reasons for the delay in final disposal of pending cases of misappropriation, losses, theft etc. | | | | | |
|--|---|-----------------|--|---------------|---|---------------|---|--------------|
| | Number | Amount | Awaiting Departmental and criminal investigation | | Departmental action initiated but not finalised | | Criminal Proceedings finalised but recovery pending | |
| | | | Number | Amount | Number | Amount | Number | Amount |
| Finance | 4 | 9.89 | 0 | 0 | 0 | 0 | 0 | 0 |
| Revenue & Disaster Management | 23 | 340.08 | 2 | 1.39 | 5 | 200.42 | 4 | 4.1 |
| Law | 1 | 0.16 | 0 | 0 | 1 | 0.16 | 0 | 0 |
| Water Resources | 220 | 263.39 | 109 | 167.31 | 103 | 84.45 | 4 | 11.11 |
| Rural Development | 53 | 94.4 | 30 | 77.22 | 22 | 17.18 | 0 | 0 |
| Energy | 4 | 243.64 | 1 | 15.98 | 2 | 226.49 | 0 | 0 |
| Skill Development & Technical Education | 7 | 11.8 | 0 | 0 | 2 | 2.53 | 2 | 4.39 |
| MSME | 3 | 11.72 | 1 | 11.59 | 1 | 0.08 | 1 | 0.05 |
| ST&SC Development, Minorities and Backward classes Welfare | 8 | 6.88 | 1 | 0.73 | 5 | 5.2 | 2 | 0.95 |
| Health & Family Welfare | 27 | 55.67 | 0 | 0 | 3 | 6.41 | 14 | 16.42 |
| Works | 81 | 185.17 | 32 | 38.48 | 45 | 142.28 | 0 | 0 |
| Commerce & Transport | 8 | 9.27 | 4 | 6.18 | 2 | 1.04 | 1 | 0.75 |
| School & Mass Education | 11 | 36.67 | 5 | 10.65 | 1 | 1.31 | 0 | 0 |
| Higher Education | 4 | 14.47 | 2 | 3.29 | 0 | 0 | 0 | 0 |
| Fisheries & ARD | 19 | 75.39 | 0 | 0 | 6 | 53.36 | 9 | 5.74 |
| Agriculture & Farmers' Empowerment | 64 | 105.94 | 5 | 13.5 | 19 | 61.16 | 13 | 4.79 |
| Co-Operation | 3 | 4.19 | 0 | 0 | 1 | 0.94 | 0 | 0 |
| Panchayati Raj and Drinking Water | 18 | 33.99 | 10 | 21.11 | 4 | 10.97 | 3 | 1.51 |
| Home (B) Police | 2 | 14.47 | 0 | 0 | 0 | 0 | 0 | 0 |
| Housing & Urban Development | 47 | 68.91 | 24 | 39.41 | 21 | 26.22 | 0 | 0 |
| Information & Public Relations | 59 | 6.32 | 49 | 5.53 | 8 | 0.64 | 0 | 0 |
| Forest & Environment | 45 | 252.95 | 7 | 82.62 | 29 | 146.78 | 3 | 21.15 |
| TOTAL | 711 | 1,845.37 | 282 | 494.99 | 280 | 987.62 | 56 | 70.96 |

Source: Information received from respective Offices of Government of Odisha

Note: Out of 711 cases, 87 cases are sub-judice and 6 certificate cases are pending.

APPENDIX – 4.1

Glossary

| Terms | Basis of Calculation |
|---|---|
| Average interest paid by the State | Interest payment/[(Amount of previous year's Total outstanding Liabilities + Current year's Total outstanding Liabilities)/2] *100. |
| Buoyancy of a parameter | Rate of Growth of the parameter/GSDP Growth Rate. |
| Buoyancy of a parameter (X) with respect to another parameter (Y) | Rate of Growth of parameter (X)/ Rate of Growth of parameter (Y). |
| Development Expenditure | Social Services + Economic Services. |
| Fiscal Deficit | Revenue Expenditure + Capital Expenditure + Net Loans and Advances – Revenue Receipts– Miscellaneous Capital Receipts. |
| Interest received as per cent to Loans Outstanding | Interest Received/ [(Opening balance + Closing balance of Loans and Advances)/2] *100. |
| Primary Deficit | Fiscal Deficit – Interest payments. |
| Primary Revenue Expenditure | Primary revenue expenditure means revenue expenditure excluding interest payments. |
| Rate of Growth (ROG) | [(Current year Amount /Previous year Amount)-1]*100 |
| Re-appropriation | Means the transfer of funds from one Primary unit of appropriation to another such unit. |
| Revenue Deficit | Revenue Receipt – Revenue Expenditure. |
| Sinking Fund | A Fund into which the Government sets aside money over time, in order to retire its debt. |

| Acronyms | Full Form |
|----------|--|
| AC | Abstract Contingency |
| AE | Aggregate Expenditure |
| BE | Budget Estimates |
| CAG | Comptroller and Auditor General of India |
| CAGR | Compounded Annual Growth Rate |
| CE | Capital Expenditure |
| CGST | Central Goods and Services Tax |
| CFS | Consolidated Fund of the State |
| DC | Detailed Contingent |
| DDO | Drawing and Disbursing Officer |
| DE | Development Expenditure |
| DRDA | District Rural Development Agency |
| FC | Finance Commission |
| FRBM | Fiscal Responsibility and Budget Management |
| GDP | Gross Domestic Product |
| GIA | Grants-in-Aid |
| GoI | Government of India |
| GRF | Guarantee Redemption Fund |
| GSDP | Gross State Domestic Product |
| GST | Goods and Services Tax |
| IGAS | Indian Government Accounting Standards |
| ITDA | Integrated Tribal Development Agency |
| MTFP | Medium Term Fiscal Plan |
| NSSF | National Small Savings Fund |
| O&M | Operation and Maintenance |
| OB&OCWWB | Odisha Building and Other Construction Workers Welfare Board |
| OMBADC | Odisha Mineral Bearing Areas Development Corporation |
| OBM | Odisha Budget Manual |
| OGFR | Odisha General Financial Rules |
| ONTR | Own Non Tax Revenue |
| OTC | Odisha Treasury Code |
| OTR | Own Tax Revenue |
| PSU | Public Sector Undertakings |
| RE | Revenue Expenditure |
| RR | Revenue Receipts |
| RoI | Return on Investment |
| SCAF | State Compensatory Afforestation Fund |
| SPSE | State Public Sector Enterprise |
| TE | Total Expenditure |
| UC | Utilisation Certificates |
| VLC | Voucher Level Computerisation |

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