SUPREME AUDIT INSTITUTION OF INDIA
लोकहितार्थ 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 Bihar

Report No. 02 of 2026

(State Finances Audit Report)

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Preface

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

The State Finances Audit Report of the Government of Bihar 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 the Finances of the State

This Chapter describes the basis and approach to the Report and 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 deficits/ 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 audit 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 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 Accountant General (Audit).

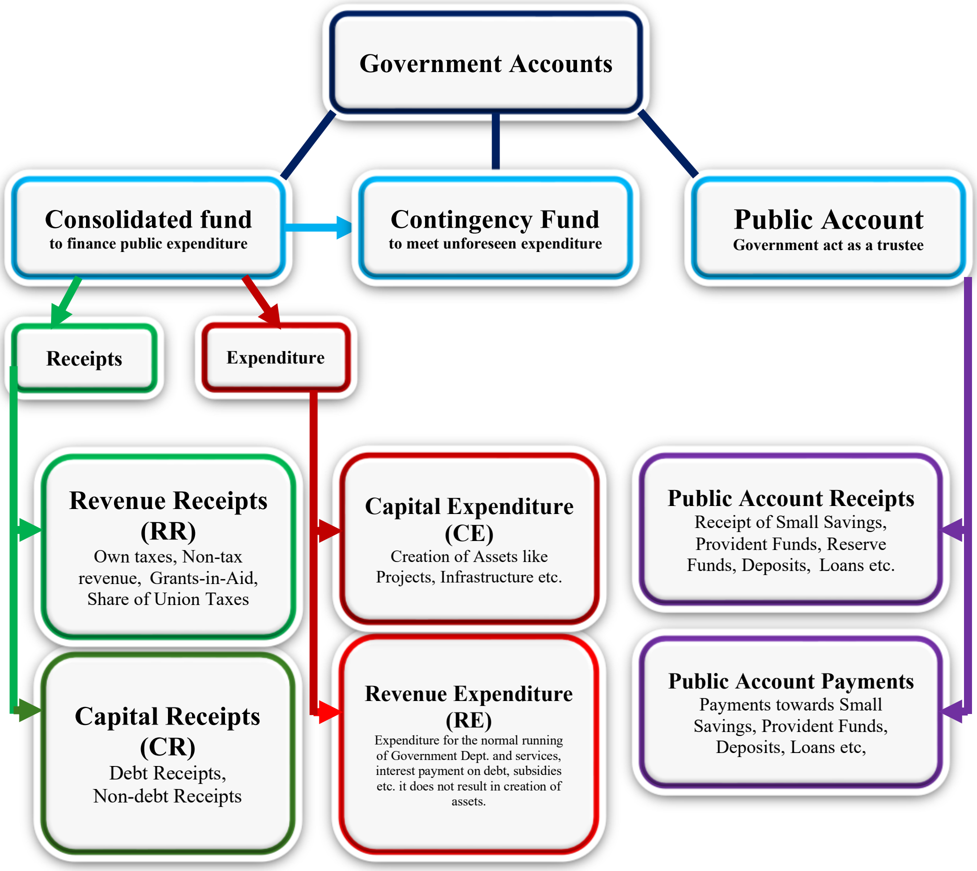
Finance Accounts and Appropriation Accounts of the State constitute the core data for this report. Other sources include the following:

- 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 Pr. 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; and
- Best practices and guidelines of the Government of India (GoI).

An Entry Conference was held on 10.10.2025, with the Principal Secretary, Finance, Government of Bihar, wherein the audit approach followed in the preparation of the SFAR was explained. The responses of the Government have been incorporated in the report appropriately, if received.

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)

Apart from 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). 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.

Executive Summary

Executive Summary

Snapshot of the finances

Bihar's economy recorded a robust growth (13.09 *per cent*) in FY 2024-25 compared to the previous year. The Gross State Domestic Product (at current prices) grew at a Compounded Annual Growth Rate (CAGR) of 14.97 *per cent* from ₹ 5.68 lakh crore in 2020-21 to ₹ 9.92 lakh crore in 2024-25.

During the year 2024-25, the State recorded a Revenue deficit of ₹ 357.38 crore (0.04 *per cent* of GSDP). The Fiscal Deficit of the State was ₹ 41,222.50 crore (4.16 *per cent* of GSDP), which exceeded the prescribed target of 3.50 *per cent* of GSDP. Total Outstanding liabilities stood at 37.72 *per cent* of GSDP in 2024-25, well below the stipulated ceiling of 39.90 *per cent*.

Overall, the State's fiscal position during 2024-25 remained manageable, supported by strong economic growth, moderate revenue imbalance and liabilities within the prescribed ceiling. Although the Revenue Account recorded only a marginal deficit, the Fiscal Deficit exceeded the Bihar Financial Responsibility and Budget Management (BFRBM) target aligned with the XVth Finance Commission, indicating pressure on fiscal space despite robust GSDP expansion. The level of total liabilities, while still within the permissible limit, reflected a continued upward trajectory in absolute terms.

Revenue Receipts

Revenue Receipts (₹ 2,18,658 crore) grew by 13.09 *per cent* in 2024-25, with revenue buoyancy and State's own revenue buoyancy improving to 1.00 and 0.82 respectively, due to higher Union Tax devolution and robust GSDP growth. The State generated higher Own Tax Revenue and Non-Tax Revenue (₹ 59,360 crore) in absolute terms, compared to previous year (₹ 53,618 crore). State's Own Revenue grew at a year-on-year growth of 10.71 *per cent* but did not keep pace with the GSDP growth of 13.09 *per cent*. State's own revenue performance improved, yet dependence on Union Tax devolution (59.20 *per cent*) and Grants-in-aid from Government of India (13.66 *per cent*) remained substantial.

Revenue Expenditure

Revenue Expenditure as a percentage to the Total Expenditure remained above 83 *per cent* during 2020-25, reflecting a high proportion of receipts being used for routine spending and limited fiscal space for capital investment. The Committed Expenditure increased at a rate of 19.84 *per cent* during 2024-25, which was the highest increase in a financial year during the last five years. The percentage of Committed Expenditure with respect to Revenue Expenditure also increased from 37.77 *per cent* in 2023-24 to 39.37 *per cent* in 2024-25.

The total Subsidy expenditure in Bihar increased by ₹ 2,065.68 crore during 2024-25 in comparison to the previous year but its percentage with respect to Revenue expenditure and Total expenditure decreased as compared to the previous year. The subsidies were mainly being extended under power, food, agriculture and industry relief measures.

Overall, during 2024-25, 48 *per cent* of the Revenue Receipts were being utilised for Committed Expenditure and Subsidies, leaving only 52 *per cent* fiscal space for developmental and capital spending.

Capital Expenditure

During 2020-25, Capital Expenditure increased by 111 *per cent* and grew consistently at a CAGR of 20.61 *per cent*. As a percentage of GSDP, it showed a consistent upward growth (up to 2023-24) before declining slightly during 2024-25. This indicated that the Capital Expenditure was being prioritised for creation of long-term assets. However, during 2024-25, the State Government misclassified, ₹ 33.11 crore of expenditure of Revenue nature as Capital Expenditure, which inflated the Capital Expenditure to this extent.

Investment in State Public Sector Enterprises (SPSEs)

The Government's investment in State Public Sector Enterprises increased from ₹ 32,871 crore in 2020-21 to ₹ 45,665 crore in 2024-25, while dividend pay outs from the State Public Sector Undertakings (PSUs), declined from ₹ 6.54 crore in 2021-22 to ₹ 3.34 crore in 2024-25. This was due to lack of a dividend declaration policy in the State. During 2024-25, the State extended budgetary support of ₹ 4,152.24 crore in the form of share/equity to different SPSUs. Of which, investment of ₹ 3,991.60 crore was made in three loss-making SPSUs during 2024-25.

Liabilities

As of March 2025, overall liabilities of the State stood at ₹ 3,74,134 crore. There was a decline in the Debt to GSDP ratio from 40.01 *per cent* in 2020-21 to 37.04 *per cent* in 2023-24. Thereafter, it marginally increased to 37.72 in 2024-25 primarily due to increase in Internal Debt and Loans from GoI. The State's Total Outstanding liabilities remained within the BFRBM targets during 2020-25. Besides, the State also carried forward undischarged liabilities of ₹ 2,139.82 crore in respect of National Mineral Exploration Trust (NMET), interest liabilities, short transfer to National Pension System (NPS), Road Safety Cess and Building and Other Construction Workers' Welfare Cess (Labour Cess) to designated accounts which was 0.21 *per cent* of the GSDP and 5.19 *per cent* of the Fiscal Deficit of the State during 2024-25.

Maturing of a substantial amount (₹ 1,57,322 crore) of liabilities (50.18 *per cent* of the outstanding debt) in the short to medium term (0-7 years) further heightens the risk of creating potential refinancing and liquidity pressures.

Budgetary Management

The Total Budget (TB) of Bihar increased by 48.47 *per cent* from ₹ 2,45,522.62 crore in 2020-21 to ₹ 3,64,518.87 crore in 2024-25. The savings during the same period remained between 31.61 *per cent* (2020-21) and 20.08 *per cent* (2023-24) of the Total Budget. During 2024-25, against the total budget provision of ₹ 3,64,518.87 crore, the State incurred an expenditure of only ₹ 2,87,178.49 crore, resulting in savings of ₹ 77,340.38 crore (21.22 *per cent*). Substantial savings out of the Total Budget indicated deficient assessments of requirements and unrealistic budgeting.

Supplementary provisions of ₹ 6,225.58 crore during 2024-25 in 35 cases (₹ 50 crore or more in each case) under 12 different grants proved unnecessary, as the expenditure did not come up even to the level of original provisions. In 15 heads of account under eight departments, re-appropriation of ₹ 147.26 crore (₹ five crore or more in each case) proved unnecessary as the expenditure was either equal to or less than the original/ total budget provisions. Out of total savings of ₹ 77,340.38 crore, substantial savings amounting ₹ 66,952.02 crore (86.57 *per cent* of total savings) were not surrendered.

Single Nodal Agency (SNA)

In 2024-25, the State transferred ₹ 441.29 crore less than the required Central share of Centrally Sponsored Schemes (CSS). At the end of 2024-25, there was a difference of ₹ 1,478.41 crore between the closing balances of the SNA as per PFMS dashboard and that reported by the SNA themselves, which needs to be reconciled.

During 2024-25, there were delays up to 167 days and 246 days in transferring the Central and State share respectively, from the State treasury to the concerned SNA, creating extra fiscal burden on the State's exchequer.

Utilisation Certificates

At the beginning of the year (April 2024), 49,649 UCs amounting to ₹ 70,877.61 crore were outstanding. During 2024-25, total 9,336 outstanding UCs amounting to ₹ 39,228.57 crore were cleared. As of March 2025, 62,632 Utilisation Certificates (UCs) amounting to ₹ 92,132.75 crore were outstanding. During 2024-25, outstanding UCs increased by 26.15 *per cent* over the previous year. Of this, 3,505 outstanding UCs amounting to ₹ 21,515.36 crore were became due prior to 2019-20, indicating poor monitoring and risk of misutilisation.

Detailed Contingent (DC) bills against Abstract Contingent (AC) Bills

At the beginning of the year (April 2024), 17,573 AC bills amounting ₹ 9,390.28 crore were pending. During 2024-25, total 2,038 AC bills amounting to ₹ 1,016.94 crore were drawn including 1,366 AC bills amounting to ₹ 679.36 crore (66.80 *per cent*) in March 2025, indicating end-of-year rushes to exhaust budgetary provisions. Against the 2,038 AC bills, only 124 AC bills amounting to ₹ 45.48 crore were adjusted during the year 2024-25. As on 31.03.2025, total 19,487 AC bills amounting to ₹ 10,361.74 crore (including ₹ 5,513.69 crore for Capital Expenditure) were pending for adjustment. During 2024-25, pending AC bills increased by 10.89 *per cent* over the previous year. Pendency of the AC bills poses risk of misuse, misappropriation and loss to the State exchequer.

Operation of Personal Deposit (PD) Account

There was a balance of ₹ 2,659.57 crore in the Personal Deposit Account of 252 Administrators as of March 2025. During the year 2024-25, an amount of ₹ 1,686.66 crore was transferred from the Consolidated Fund of the State to the Personal Deposit (PD) including transfer of ₹ 644.07 crore in March 2025, leading to year-end parking of funds and undermining the objective of realistic budgeting. Out of 252 PD Account Administrators, only 16 reconciled and verified their balances with the treasury records during 2024-25, indicating weak internal controls.

Further, non-compliance with Rule 344 of the Bihar Treasury Code (BTC), 2011, resulted in the lapse of ₹ 141.13 crore, causing overstatement of the Revenue Expenditure in the year of withdrawal. 109 inoperative PD Accounts contained idle balances of ₹ 13.85 crore, reflecting inadequate oversight and lack of periodic review.

Operation of Personal Ledger (PL) Account

There was a balance of ₹ 31,830.36 crore in the Personal Ledger (PL) Accounts of 398 Administrators as of March 2025. During the year 2024-25, ₹ 21,300 crore was transferred from the Consolidated Fund of the State to the PL Accounts, leading to circumvention of legislative oversight and undermining transparency. Out of 398 PL Account Administrators, only 33 reconciled and verified their balances with treasury records during 2024-25. Non-reconciliation of balances not only affected the accuracy and reliability of financial reporting but also increased the risk of misstatement, misuse or diversion of funds retained outside the Consolidated Fund.

Chapter I:
Overview of the Finances of the State

Chapter I: Overview of the Finances of the State

This chapter provides a snapshot of Bihar's finances for 2024-25, covering demographics, economic indicators and the State's fiscal structure. It analyses trends in revenue and expenditure, debt levels and fiscal deficits, highlighting persistent imbalances and reliance on borrowings. The chapter flags issues like high committed expenditure, low returns on investments *etc*.

1.1 Profile of the State

Bihar, a predominantly agrarian State, covers 94,163 sq. km. and comprises 38 districts and 45,103 revenue villages. As of 2025, its population stood at 13.04 crore (9.23 *per cent* of India's total), with a density of 1,385 persons per sq. km. This section provides an overview of the State's demography, GSDP and Per Capita Income of the State.

1.1.1 Demography of the State

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

Table 1.1: Demographic profile of the State

	Bihar	National average
Rural Population (*per cent*)	88.71	68.86
Urban Population (*per cent*)	11.29	31.14
Population density	1,385	430
Sex Ratio per 1,000 Males (Census of India, 2011)	918	943
Infant Mortality Rate per 1,000 Live births (Sample Registration System bulletin, 2023)	23	25
Maternal Mortality Rate per 1,00,000 women (Sample Registration System bulletin, 2021-23)	10	5
Total Fertility Rate (NFHS-5, 2019-21)	2.98	1.99
Life Expectancy at Birth (Sample Registration System bulletin 2019-23)	69.3	70.3
Population below Poverty Line (Multidimensional Poverty Index, 2023, NITI Aayog)	33.76	14.96
Literacy Rate (*Periodic Labour Force Survey report, 2023-24*)	74.3	80.9

Source: Economic Division, CAG & MoSPI, GoI

1.1.2 Economy of the State

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

1.1.2.1 Gross State Domestic Product and Per Capita Income

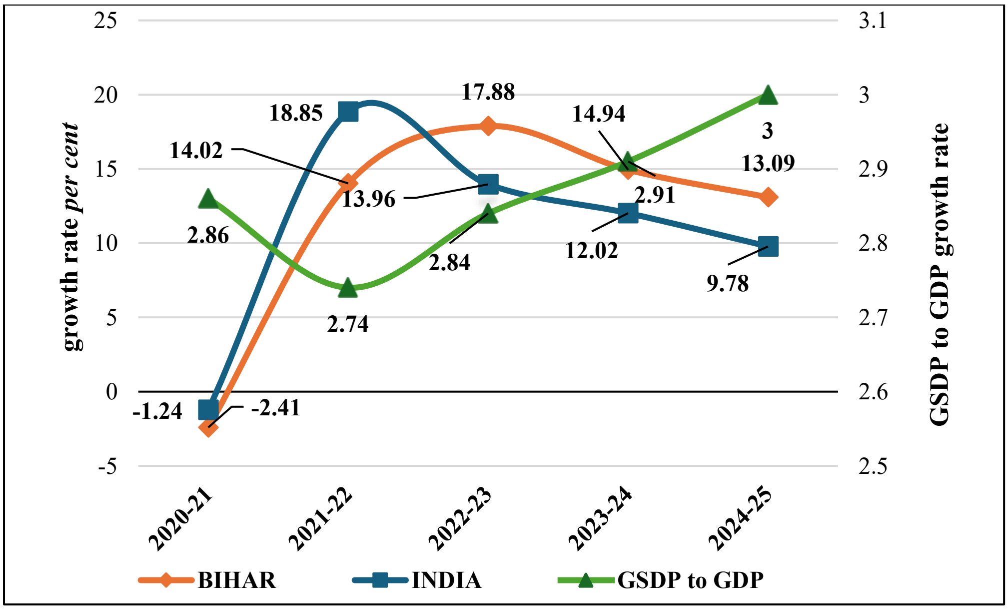
Gross Domestic Product (GDP) refers to the total value of goods and services produced within a country, while GSDP measures the same at the State level and both reflect economic development and overall progress. Trends of GSDP and GDP are given in **Table 1.2**. Year on year growth of GSDP and GDP and GSDP contribution in GDP are given in **Chart 1.1** and Per Capita Income (PCI) of the country and Per Capita Income of the State is depicted in **Chart 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 Bihar (₹ in crore)	5,67,814	6,47,394	7,63,165	8,77,197	9,91,997
PCI of India (in ₹)	1,46,480	1,72,422	1,94,451	2,15,935	2,34,859
PCI of Bihar (in ₹)	46,412	52,144	60,573	68,609	76,490

Source: MoSPI, GoI

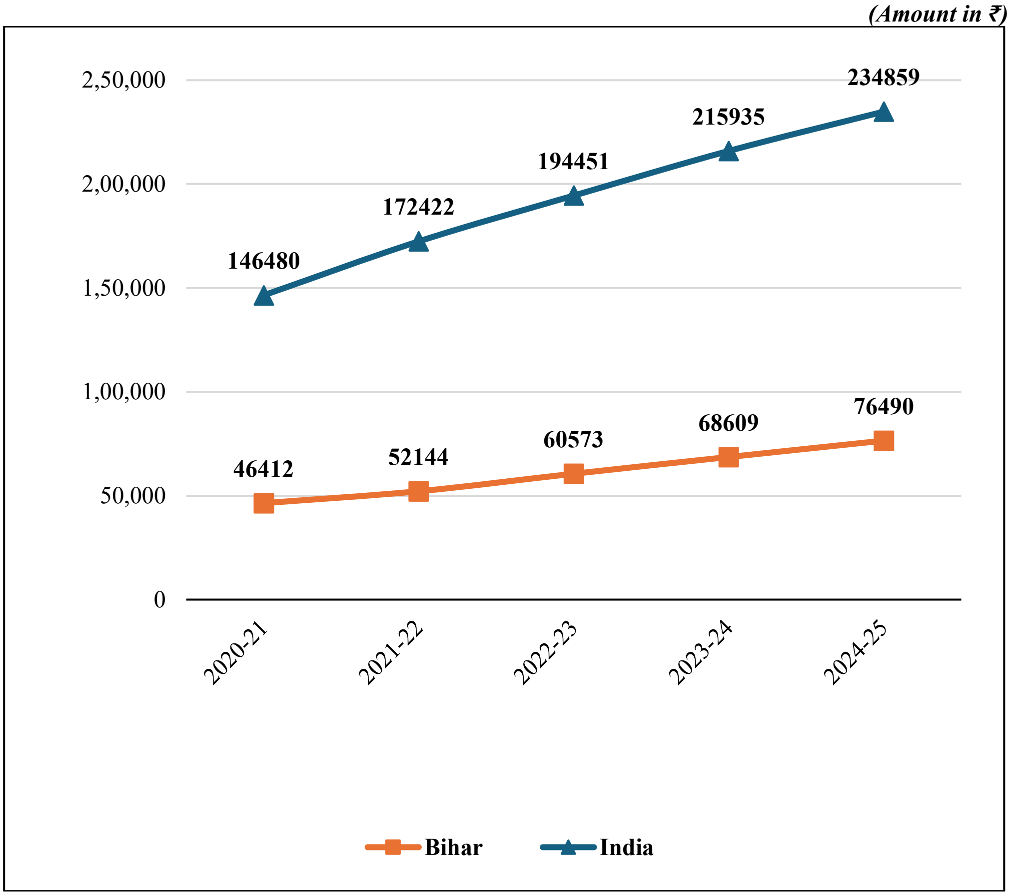
Chart 1.1: Y-o-Y growth of GDP & GSDP and GSDP to GDP growth rate



Source: MoSPI, GoI

Chart 1.2: Per Capita Income of India and Bihar

(Amount in ₹)



Source: MoSPI, GoI

Economies of Bihar and India experienced contraction during 2020-21 due to COVID-19 pandemic. The State demonstrated a robust recovery in 2021-22, with growth marginally below the national level. During the subsequent period from 2022-23 to 2024-25, Bihar's GSDP growth was above India's GDP, recording annual expansion in the range of 13 to 18 *per cent* compared to the national growth range of 10 to 14 *per cent*. The ratio of Bihar's GSDP to India's GDP improved from 2.86 to 3.0, during 2020-21 to 2024-25.

The Per Capita Income of both India and Bihar has shown a consistent upward trend during 2020-21 to 2024-25. Although both have grown at comparable rates, the absolute income gap between Bihar and the national average remained significant, with Bihar's Per Capita Income being less than one-third of India's. This indicates that while State's overall growth has been robust, the benefits are yet to translate into higher income levels for its population.

1.1.2.2 Sectoral contribution to GSDP

The sectoral contribution from 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.

Chart 1.3: Sectoral Contribution 2024-25

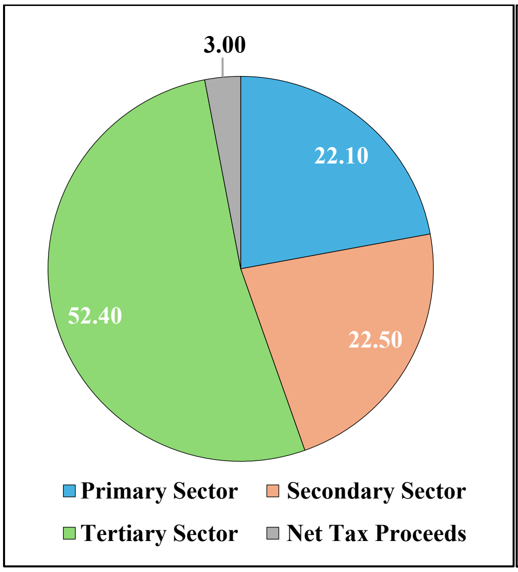
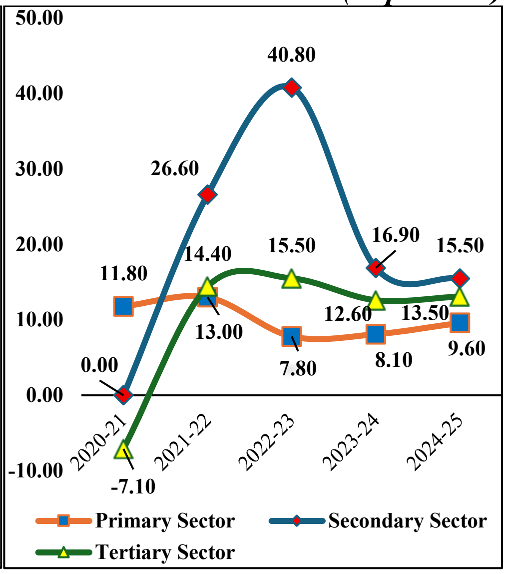


Chart 1.4: Sectoral growth in GSDP

(in per cent)



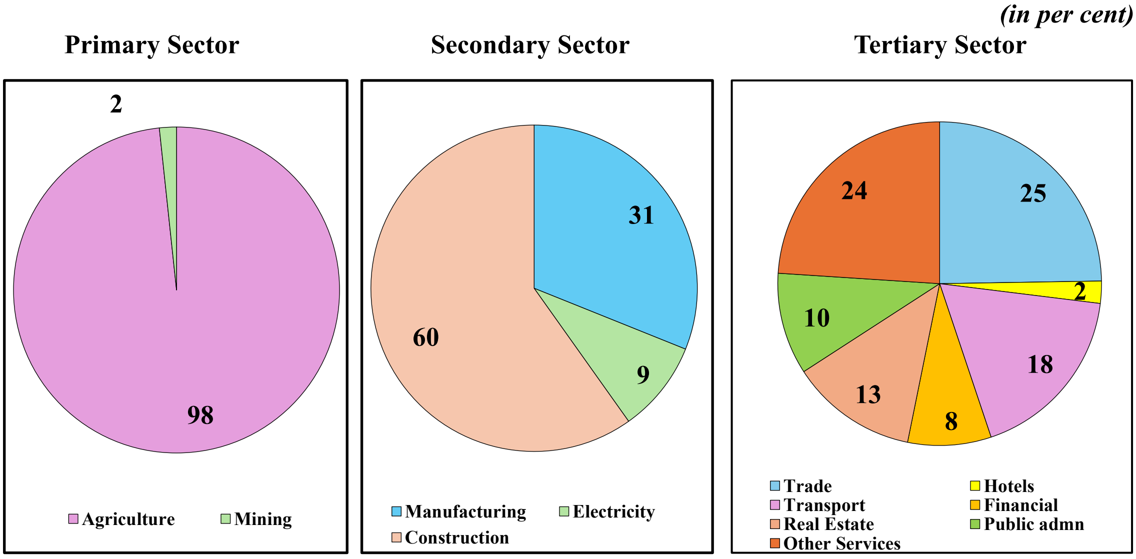
Source: MoSPI, GoI

Primary Sector Growth has remained stable but modest, averaging around 8 to 10 *per cent* throughout the period, while the Secondary sector showed highest volatility among all sectors. After contracting in 2020-21, it spiked sharply (over 40 *per cent*) in 2022-23, driven by construction and infrastructure expansion and thereafter its growth remained around 16 to 17 *per cent*. The Tertiary Sector remained the most stable growth pillar, demonstrating consistent expansion with double-digit growth averaging 12-15 *per cent* (except 2020-21) across the period. Growth of Tertiary Sector during 2024-25 was driven by increased activities in trade, transport and other services.

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

Chart 1.5: Sector-wise composition of activities during FY 2024-25

(in per cent)



Source: Ministry of Statistics and Programme Implementation, GoI

As per latest data available, employment in Bihar is heavily concentrated in agriculture *i.e.,* 54.20 *per cent* of workers in the State are employed in agriculture/forestry/fishing (2023-24) with 22.20 *per cent* in services and 23.60 *per cent* in manufacturing.

The State needs to shift its labour from low-productivity agriculture into higher productivity industry/services.

1.1.3 Snapshot of Finances

Table 1.3 shows the details of actual financial results of the State Government of Bihar for the years 2023-24 and 2024-25 *vis-a-vis* Budget Estimates (BE), Revised Estimates (RE) 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 (RE)	2024-25 (Actuals)	Percentage of Actuals to BE	Percentage of Actuals to GSDP
1.	Tax Revenue	1,61,965.18	1,67,311.92	1,83,734.93	1,83,013.07	109.38	18.45
	(i) Own Tax Revenue	48,360.69	54,300.00	54,300.00	53,578.14	98.67	5.40
	(ii) Share of Union taxes/duties	1,13,604.49	1,13,011.92	1,29,434.93	1,29,434.93	114.53	13.05
2.	Non-Tax Revenue	5,257.05	7,325.86	7325.86	5,781.37	78.92	0.58
3.	Grants-in-aid and Contributions	26,125.00	52,160.62	53382.03	29,863.39	57.25	3.01
4.	**Revenue Receipts (1+2+3)**	**1,93,347.23**	**2,26,798.40**	**2,44,442.82**	**2,18,657.83**	**96.41**	**22.04**
5.	Recovery of Loans and Advances	95.94	439.18	504.18	115.30	26.25	0.01
6.	Other Receipts	0.00	0.00	0.00	0.00	0.00	0.00
7.	Borrowings and other liabilities*	35,659.88	29,095.43	82,477.79	41,222.50	141.68	4.16
8.	Capital Receipts (5+6+7)	35,755.82	29,534.61	82,981.97	41,337.80	139.96	4.17
9.	**Total Receipts (4+8)**	**2,29,103.05**	**2,56,333.01**	**327424.79**	**2,59,995.63**	**101.43**	**26.21**
10.	Revenue Expenditure	1,90,514.17	2,25,677.00	2,81,230.45	2,19,015.21	97.05	22.08
11.	Interest payments	17,605.80	20,526.19	20,526.19	19,678.14	95.87	1.98
12.	Capital Expenditure	36,453.02	29,415.91	43,686.07	38,527.04	130.97	3.88
13.	Loans and Advances	2,135.86	1,240.09	2,508.27	2,453.38	197.84	0.25
14.	**Total Expenditure (10+12+13)**	**2,29,103.05**	**2,56,333.01**	**3,27,424.79**	**2,59,995.63**	**101.43**	**26.21**
15.	Revenue Surplus (+)/ Deficit (-) (4-10)	2,833.06	1,121.41	(-)36,787.62	(-)357.38[1]	(-)31.87	-0.04
16.	Fiscal Surplus (+)/ Deficit (-) {(4+5+6)-14}	(-) 35,659.88	(-) 29,095.43	(-)82,477.79	(-) 41,222.50	141.68	4.16
17.	Primary Deficit (-)/ Surplus (+) (16-11)	(-) 18,054.08	(-)8,569.24	(-)61,951.60	(-) 21,544.36[2]	251.42	2.17

Source: Finance Accounts for FY 2024-25 and Budget document of the respective years

* ***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.***

[1] *Post audit Revenue Deficit is ₹ 2,500.81 crore.*

[2] *Post audit Primary Deficit is ₹ 23,687.79 crore.*

Details of State Government Finances for FY 2020-21 to 2024-25 are given in ***Appendix 1.1***. Audit observed that in FY 2024-25:

- Revenue Receipts of the State Government increased by 13.09 *per cent* over the previous year but remained below the Budget Estimates (BE). In Revenue receipts, Share of Union taxes/duties was the major contributor and was more than BE (114.53 *per cent*). Own Tax Revenue almost met the BE (98.67 *per cent*) but Non-Tax Revenue and Grants-in-aid and Contributions were significantly lower at 79 and 57 *per cent* of the BE, respectively.

- Committed expenditure (₹ 86,235.64 crore)[3], which was the major component (39.37 *per cent*) of the Revenue Expenditure (₹ 2,19,015.21 crore), increased by 19.84 *per cent* (₹ 14,274.67 crore) over the previous year. This resulted in Revenue Deficit of ₹ 357.38 crore, in comparison to the Revenue Surplus of ₹ 1,121.41 crore that had been projected in the BE. Revenue Deficit eventually increased the Fiscal Deficit ₹ 357.38 crore.

- Capital Receipts increased by 15.61 *per cent* over the receipts of the previous year, which is substantially higher than BE. Market borrowings of ₹ 31,123 crore contributed the major portion (75.29 *per cent*) to the Capital Receipts. Total 33.16 *per cent* of Capital Receipts were utilised to repay the earlier debt of the Government. Capital Expenditure of the State Government increased by 5.69 *per cent* over the previous year and was above the BE by 30.97 *per cent*.

- State Government's dependence on borrowings remains significant and its resource mobilisation was mainly driven by the Share of Union Taxes/Duties.]

- The rising interest burden (1.98 *per cent* of GSDP) further limited fiscal flexibility by increasing the share of committed expenditure. Overall, the State's finances reflect underperformance in Non-Tax Revenue mobilisation and over-reliance on Share of Union taxes/duties and market borrowings.

- Excess of Revenue Expenditure over Revenue Receipts and rising committed liabilities create risks for the State's financial health. The Fiscal Deficit of the State (4.16 *per cent* of GSDP) also exceeded the limit prescribed (2.98 *per cent*) in the BFRBM Act, 2006 ***(Paragraph 1.5.3)***.

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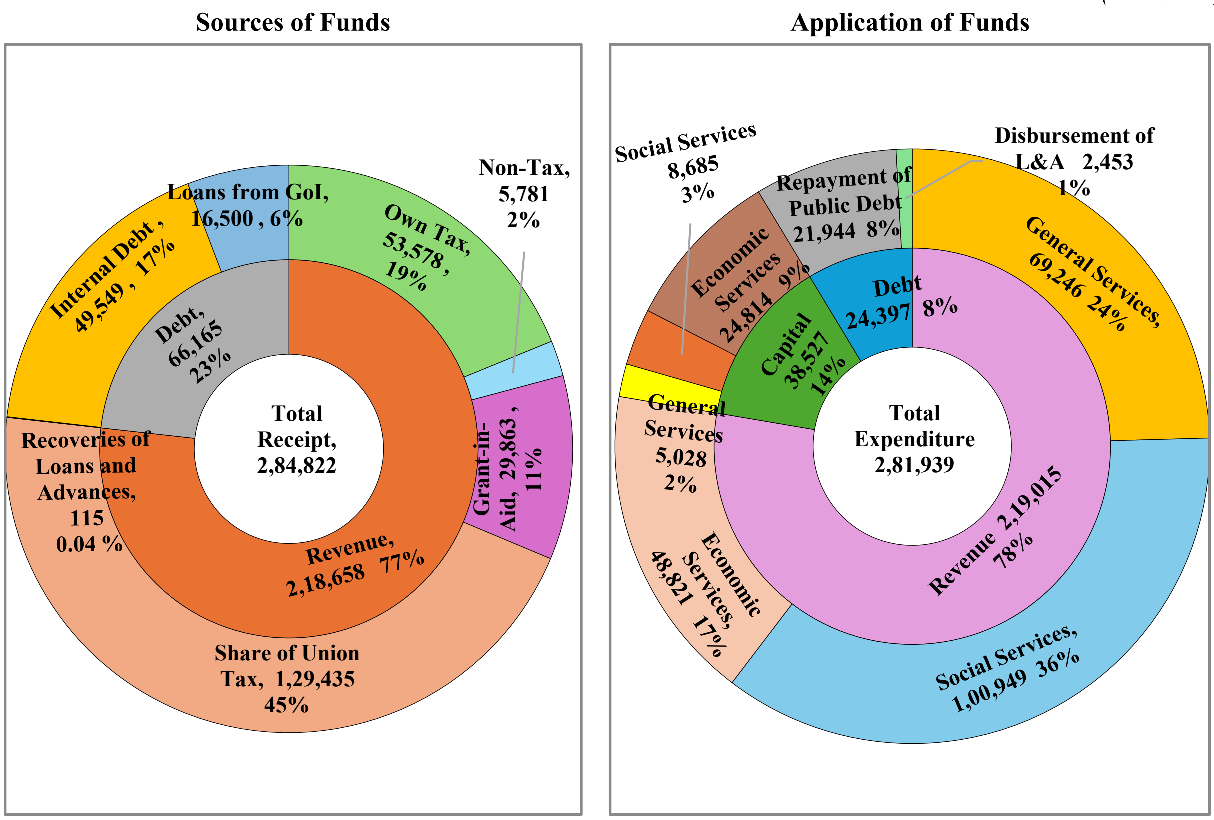
3 *Included Salaries and wages: ₹ 40,417.89 crore, Pension: ₹ 26,139.61 crore and Interest payments: ₹ 19,678.14 crore.*

1.1.4 Sources and Application of Funds

Comparison of components of the sources and application of funds of the State during 2024-25 is given in **Chart 1.6**.

Chart 1.6: Details of Sources and Application of funds during 2024-25

(₹ in crore)



Source: Finance Accounts for the year 2024-25

Appendix 1.2 provides details of receipts and disbursements and the overall fiscal position of the State during 2024-25 year as well as in 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 and 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 as on 31 March 2025

(₹ 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	2,36,205.16	2,65,142.06	12.25	A	Gross Capital Expenditure	3,27,339.05	3,65,866.09	11.77
B	Loans and Advances from GoI*	43,878.73	51,219.84	16.73	B	Loans and Advances	27,249.57	29,587.65	8.58
Contingency Fund		**350.00**	**350.00**	0.00					
Public Account									
A	Small Savings, Provident Funds, etc.	9,141.12	8,628.06	-5.61	A	Advances with Departmental officers	249.96	249.96	0.00
B	Deposits	39,666.57	43,647.03	10.03	B	Remittances	1,128.33	1,128.43	0.01
C	Reserve Funds	12,343.98	15,637.03	26.68	C	Suspense and Miscellaneous	5,611.89	2,064.85	-63.21
D	Suspense and Miscellaneous balances	206.63	1,272.58	515.87	**Cash balance (including investment of Earmarked Fund)**		**36,982.18**	**51,238.57**	**38.55**
E	Inter-State Settlement	74.01	74.01	0.00	**Difference on account of rounding-off**		**-0.01**	**-0.03**	
F	Surplus on Government Accounts	56,694.77	64,164.91	13.18					
Total		**3,98,560.97**	**4,50,135.52**	**12.94**	**Total**		**3,98,560.97**	**4,50,135.52**	**12.94**

Source: Finance Accounts of the respective years

****Proforma adjustment for repayment of ₹ 7,827.52 crore back-to-back loan in lieu of GST compensation made by Government of India from GST Compensation fund***

As of 31 March 2025, State's liabilities increased, mainly due to higher balances of internal debt and loans & advances from GoI, along with a rise in Public Account obligations. This indicates a rising dependence on borrowings and greater future repayment pressures. On the assets side, growth was supported by increases in the cumulative balances of capital expenditure and cash balances.

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 (presented in ***Appendix 1.4***), has been carried out to provide a long-term perspective on the State's fiscal sustainability. Ten-year trend analysis of major fiscal parameters is as follows:

- **Revenue Receipts:** Revenue Receipts registered a steady growth over the last ten years (2015-16 to 2024-25), recording a Compounded Annual Growth Rate (CAGR) of 9.57 *per cent*. This growth was primarily driven by higher Own Tax Revenue and increase in the State's share of Union taxes and duties.

- **Own Tax Revenue:** State's Own Tax Revenue grew at a CAGR of 8.62 *per cent*. This growth was supported by improvement in GST collection and higher collections from Tax on Sales, Trade *etc*., Stamps Duties and Registration fee and Taxes on Vehicles *etc.*

- **Non-Tax Revenue:** Non-Tax Revenue showed a CAGR growth of 11.70 *per cent*. The year-to-year fluctuations were mainly due to variable receipts from Interest Receipts, Dividends and Profits, User Charges, Police and Road and Bridges and Other Administrative Services *etc*.

- **State's Share in Union Taxes and Duties:** State's share in Union Taxes and Duties grew at a CAGR of 11.42 *per cent*. There was a gradual upward trend from 2020-21 to 2024-25, with a noticeable decline between 2018-19 to 2020-21. This component continues to play a significant role in the State's fiscal stability.

- **Grants-in-Aid from Government of India:** Grants-in-Aid from GoI showed fluctuating trends during the last ten years period with an overall CAGR of 4.81 *per cent* due to reductions in grants for Centrally Sponsored Schemes and Finance Commission transfers.

- **Revenue Expenditure :** Revenue Expenditure increased with a CAGR of 11.30 *per cent*, which is higher than the CAGR of Revenue Receipts. State had to finance a portion of Revenue Expenditure from borrowings, which is not a fiscally sustainable practice. Rising Committed Expenditure further reduced financial flexibility.

- **Interest Payments:** Interest Payments increased at a CAGR of 12 *per cent,* due to the rise in the Public Debt. This rising interest burden is consuming a significant share (8.98 *per cent* during 2024-25) of Revenue Expenditure and reducing funds available for developmental expenditure. It highlights the need for better debt management and stronger revenue growth.

- **Subsidies:** Subsidies rose at a CAGR of 8.20 *per cent* during the period 2015-16 to 2024-25. Thereafter, the subsidies increased particularly in the power sector, where at least more than 79 *per cent* of the subsidies were being disbursed during 2020-21 to 2024-25. The growing subsidy burden requires periodic review to ensure that such expenditure remains targeted and does not strain the State's finances.

- **Capital Receipts:** Capital Receipts grew at a CAGR of 15.28 *per cent*, mainly because of increased borrowings. Non-debt Capital Receipts, *i.e.*, recoveries of Loans and Advances, remained minimal. This reflects a structural dependence on borrowings to finance Capital Expenditure and bridge fiscal gaps.

- **Capital Expenditure:** Capital Expenditure grew at a CAGR of 5.84 *per cent* with a consistent upward growth trend during the last ten years (except FY 2018-19 and 2019-20). Percentage of Capital Expenditure with respect to the Total Expenditure was relatively higher during 2015-16 to

2017-18. During 2024-25, percentage of Capital Expenditure with respect to the Total Expenditure decreased in comparison to the previous year.

➢ **Revenue Deficit:** From a Revenue Surplus State from 2015-16 to 2018-19, Bihar remained a Revenue Deficit State during 2019-20 to 2024-25, except 2023-24. Reason of this deficit is the lower pace of revenue growth (especially State's Own Tax Revenue) which was insufficient to keep pace with the faster rise in Revenue Expenditure.

➢ **Fiscal Deficit:** Fiscal Deficit (FD) expanded sharply at a CAGR of 14.63 *per cent*. It exceeded the ceiling prescribed under BFRBM for most of the last ten year's period (except for 2018-19, 2019-20 and 2021-22). Its peak was recorded in 2022-23 (5.87 *per cent*). In 2024-25, it increased to 4.16 *per cent* of GSDP from 4.07 *per cent* of the previous year, suggesting continuing fiscal stress.

➢ **Primary Deficit:** During last ten year's period, Bihar remained a Primary Deficit (PD) State (except FYs 2015-16, 2018-19 and 2019-20). PD remained between 1.81 *per cent* and 3.88 *per cent* of the GSDP, during this period. During the last five years it expanded at a CAGR of 5.57 *per cent*. It was highest during 2022–23 (3.88 *per cent*), reflecting decline in revenues. During 2024-25, the PD increased to 2.17 *per cent* of the GSDP from 2.06 *per cent* of the previous year.

➢ **Outstanding Liabilities:** Outstanding liabilities of ₹ 1,16,578 crore in 2015-16 increased to ₹ 3,74,134 crore in 2024-25. Thus, the Outstanding Liabilities increased by more than three times during the period of last ten years by growing at a CAGR of 13.83 *per cent*. During 2015-16 to 2019-20, the Debt to GSDP ratio remained persistently above the limit prescribed in BFRBM (Amendment) Act, 2006, for the respective years. Thereafter, though it remained within the targets prescribed in the BFRBM Act, 2006, the high ratio signified continued dependence on borrowings for financing fiscal gaps. The rising debt level and interest burden raise concerns about long-term debt sustainability.

From above, it may be concluded that:

- The State faces a revenue imbalance, mainly because of low Non-Tax Revenue and dependence on the State's share in Union taxes and duties.
- Rising interest payments, subsidies and committed Expenditure have strained the State's finances.
- Borrowings increased, reflecting higher fiscal and Primary Deficits.
- Capital expenditure exhibited fluctuating trend, limiting long-term asset creation and economic growth.

To strengthen fiscal sustainability, the State may improve its revenue mobilisation, rationalise subsidies, improve the efficiency of Capital Expenditure and manage its debt more prudently.

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

Trends and growth of revenue receipts with respect to the Gross State Domestic Product (GSDP) over the five-year period (2020-25) are shown in **Table 1.5**.

Table 1.5: Trends in Revenue Receipts

(₹ in crore)

Parameters	2020-21	2021-22	2022-23	2023-24	2024-25
Revenue Receipts (a+b+c)	**1,28,168.34**	**1,58,797.33**	**1,72,688.02**	**1,93,347.23**	**2,18,657.83**
(a) Tax Revenue (i+ii)	90,203.08	1,26,207.16	1,39,527.58	1,61,965.18	1,83,013.07
(i) Own Tax Revenue	30,341.67	34,854.54	44,017.73	48,360.69	53,578.14
(ii) State's share in Union taxes and duties	59,861.41	91,352.62	95,509.85	1,13,604.49	1,29,434.93
(b) Non-Tax Revenue	6,201.38	3,984.34	4,134.90	5,257.05	5,781.37
(c) Grants-in-aid from GoI	31,763.88	28,605.83	29,025.54	26,125.00	29,863.39
State's Own Revenue (Own Tax and Non-tax Revenue)	36,543.05	38,838.88	48,152.63	53,617.74	59,359.51
GSDP (2011-12 series)	5,67,814	6,47,394	7,63,165	8,77,197	9,91,997
Year-on-Year growth rates (in *per cent*)					
Revenue Receipts	3.17	23.90	8.75	11.96	13.09
Own Revenue of the State	7.93	6.28	23.98	11.35	10.71
GSDP	-2.41	14.02	17.88	14.94	13.09
Revenue Receipts /GSDP	22.57	24.53	22.63	22.04	22.04
Buoyancy Ratios[4]					
Revenue Buoyancy w.r.t GSDP	*	1.71	0.49	0.80	1.00
State's Own Revenue Buoyancy w.r.t GSDP	*	0.45	1.34	0.76	0.82

Source: Finance Accounts and MoSPI, GoI

**** Buoyancy ratio was not calculated as GSDP growth was negative.***

[4] *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**.

Chart 1.7: Revenue Receipts as percentage of GSDP
(in per cent)

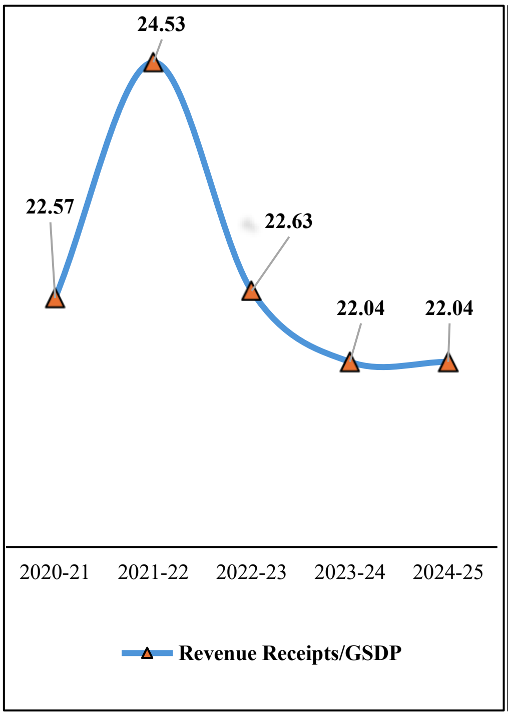
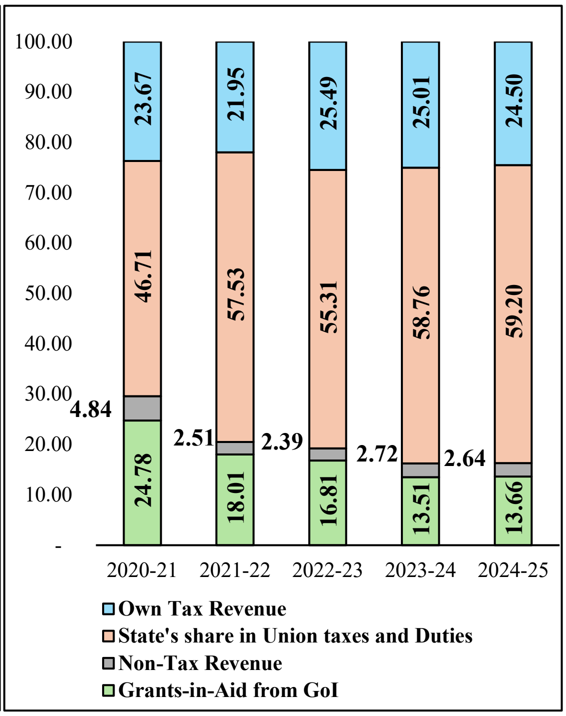


Chart 1.8: Contributions in revenue receipts
(in per cent)



Source: Finance Accounts of the respective years, GoB and MoSPI, GoI

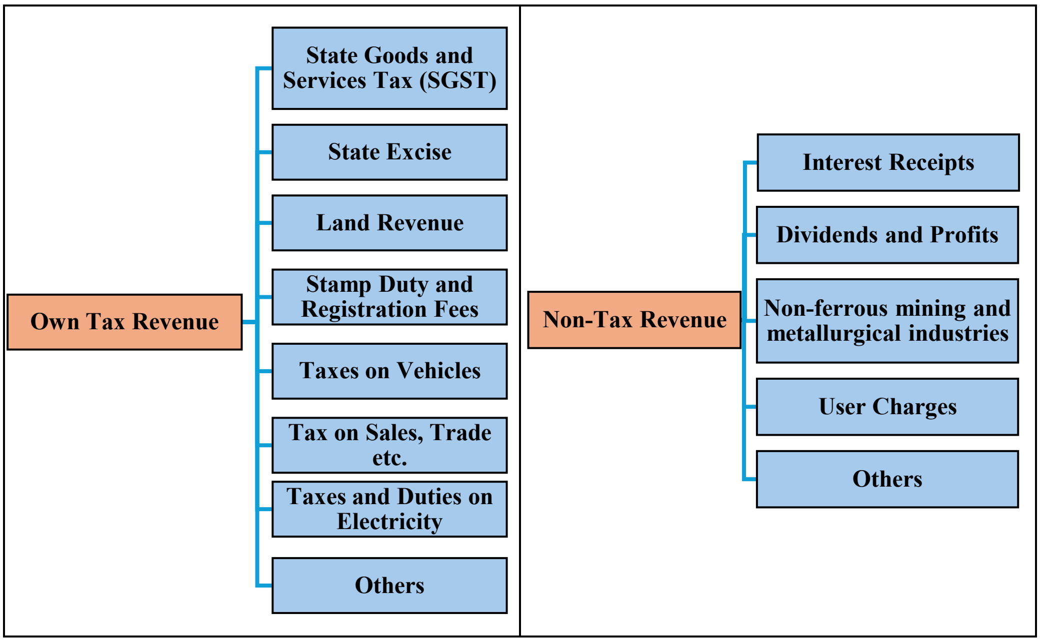
Revenue Receipts to GSDP ratio rose from 22.57 *per cent* in 2020-21 to 24.53 *per cent* in 2021-22 and stabilised during last two years. Grants-in-Aid from GoI declined from 24.78 *per cent* to 13.66 *per cent*, mainly due to withdrawal of GST compensation grants and the Centre's shift toward performance-linked and conditional transfers. Share in Union taxes and duties which is the largest and growing component, increased from 46.71 *per cent* (2020-21) to 59.20 *per cent* (2024-25) and has offset the reduction in receipts of Grants-in-Aid from Union.

Share of State's own tax revenue peaked at 25.49 *per cent* during 2022-23 and thereafter declined to 24.50 *per cent* during 2024-25. This indicates that the State needs greater focus on strengthening its internal revenue base. Non-Tax Revenue remained between two to five *per cent*, showing limited diversification beyond tax-based revenues. Overall, percentage share of State's Own revenue *vis a vis* its Revenue Receipts has fallen consistently despite steady GSDP growth, suggesting that tax administration reforms and policy diversification are yet to be translated into proportionate gains. State's revenue buoyancy with respect to its GSDP showed improvement in the last three years and attained normalisation[5] in 2024-25, after volatility during the pandemic period.

As the higher share of Central devolution indicated limited fiscal autonomy, therefore, to achieve sustainable and self-reliant fiscal management, the State may broaden its tax base, improve collection efficiency and strengthen non-tax revenue streams, ensuring that revenue buoyancy consistently improves.

A State's Own Resources

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 it is empowered to levy under the Constitution. Actuals for FY 2023-24, Budget Estimate (BE), Revised Estimate (RE) and Actuals of Own Tax Revenue for the FY 2024-25 is given in **Table 1.6**.

Table 1.6: 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 (Actuals)
State Goods and Services Tax (SGST)	27,678	31,565	31,565	29,003
Tax on Sales, Trade *etc.*	9,371	10,010	10,010	10,554
Taxes and Duties on Electricity	846	750	750	1570
Land Revenue	580	600	600	571

[5] *When Revenue buoyancy is equal to one revenue receipts of the State increase at the pace of the GSDP of the State.*

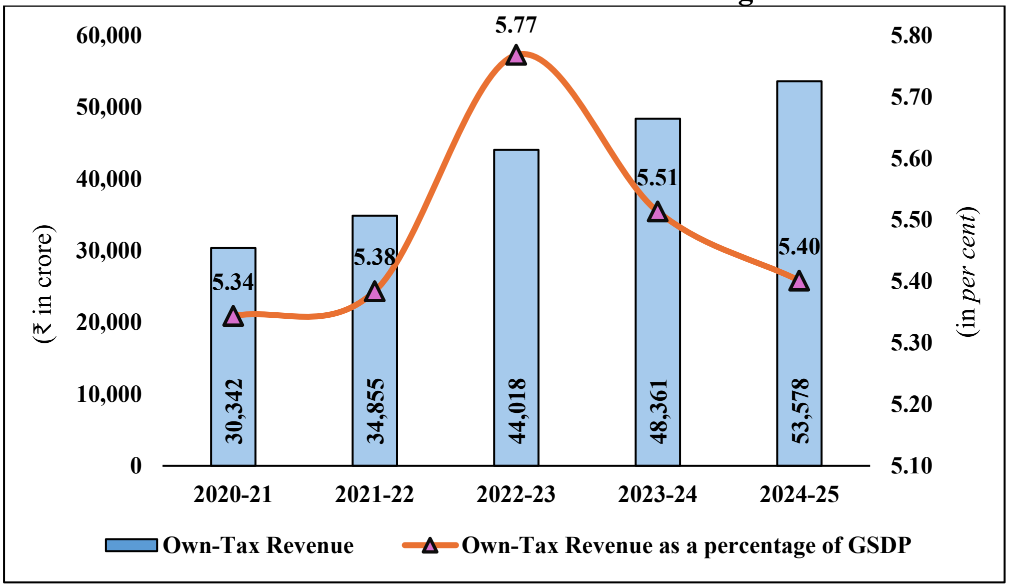
Tax Revenue	2023-24 (Actual)	2024-25 (BE)	2024-25 (RE)	2024-25 (Actuals)
Stamp Duty and Registration Fees	6,348	7,500	7,500	7,975
Taxes on Vehicles	3,358	3,700	3,700	3,678
State Excise	1	0	0	0
Others	179	175	175	227
Total	**48,361**	**54,300**	**54,300**	**53,578**

Source: Finance Accounts and Budget of the State Government

As can be seen from **Table 1.6**, State's Own Tax Revenue (OTR) increased from ₹ 48,361 crore in 2023-24 to ₹ 53,578 crore in 2024-25, registering a growth of 10.79 *per cent*. Despite such growth, the actual realization of OTR fell short of the Budget Estimate (BE) by ₹ 722 crore (-1.30 *per cent*), mainly due to less receipts under SGST, Land Revenue and Taxes on Vehicles with respect to BE. The overall increase is due to growth in Stamp duty and Registration Fee, Taxes on Sales, Trade and Taxes and duties on electricity. Due to prohibition imposed on liquor in the State from April 2016, the revenue earned through State Excise is negligible. Collection under "Others" (including Professional tax, Entertainment tax, etc.) showed a notable increase.

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

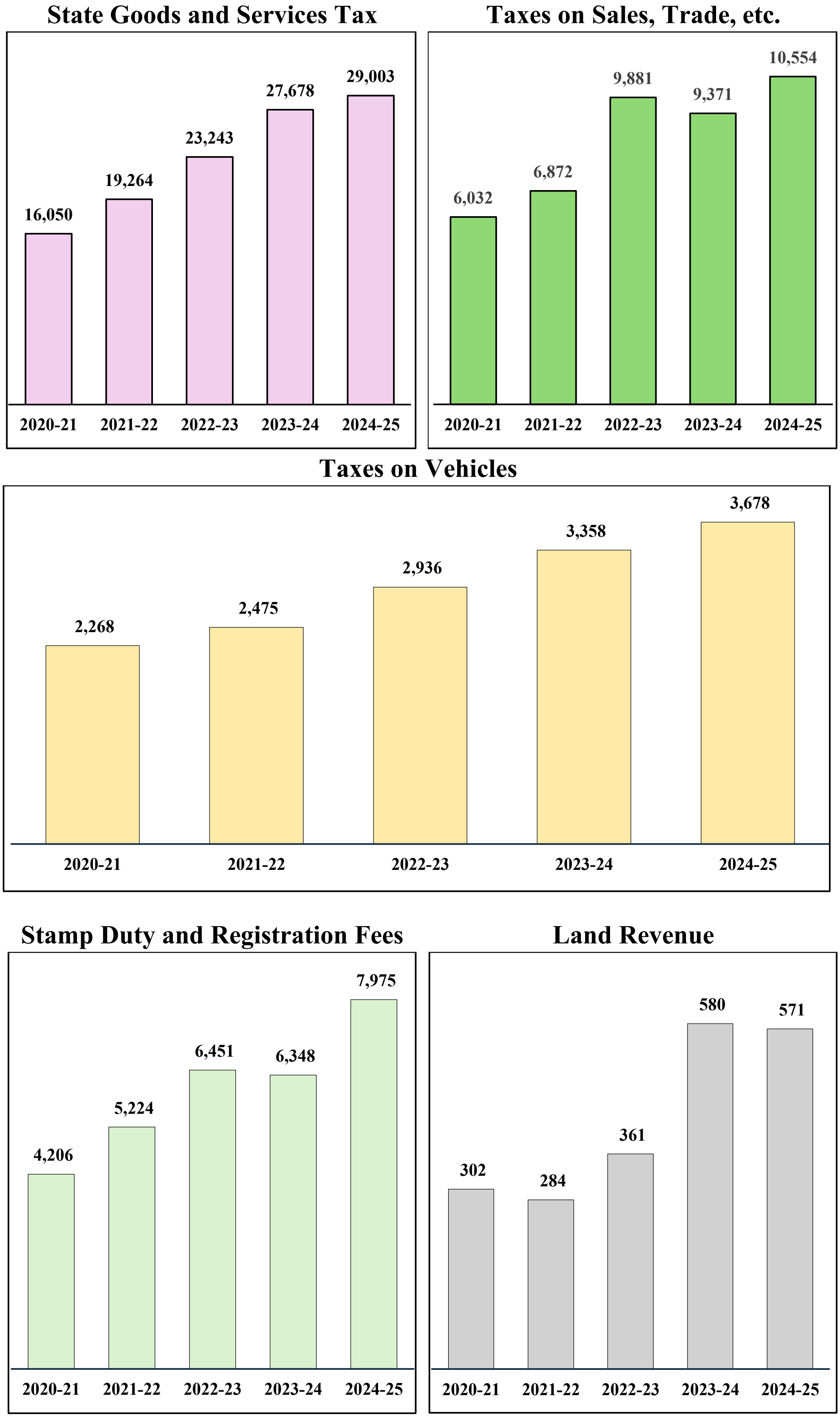
Chart 1.10: Trends of Own Tax Revenue during FY 2020-25

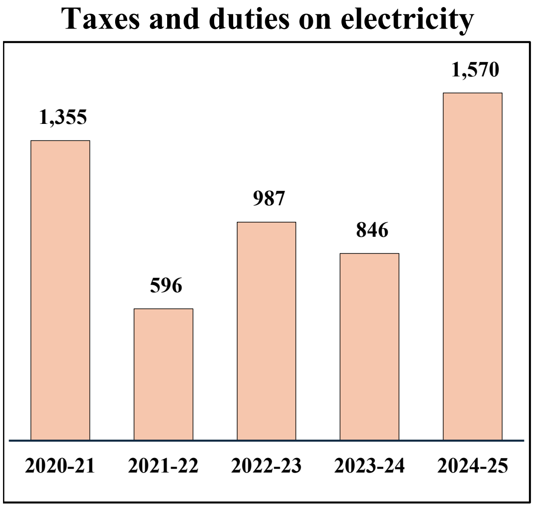


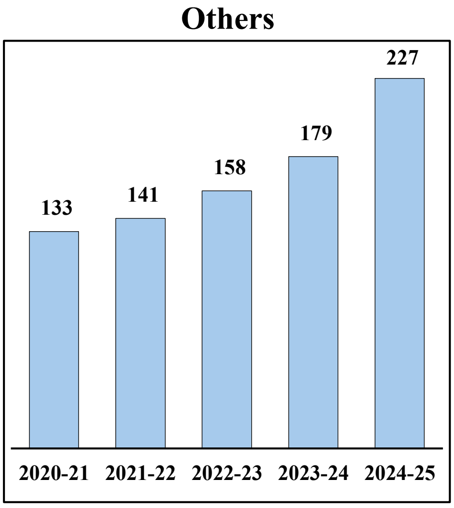
Source: Finance Accounts of the respective years, GoB

Chart 1.11: Major components of State's Own Tax Revenue

(₹ in crore)







Source: Finance Accounts of the respective years

- State Goods and Services Tax (SGST) receipts registered an increase of 81 *per cent* from 2020-21 to 2024-25. Although in 2024-25, its Actuals fell short of Budget Estimates by ₹ 2,562 crore (8 *per cent*). SGST continues to be the largest contributor with nearly 54 *per cent* of the State's Own Tax Revenue. Increase in SGST was on account of increase in receipts mainly under 'Tax' and 'Input Tax credit cross utilisation of SGST and IGST'.

- Taxes on sales, trade *etc*. showed a consistent growth due to increase in 'VAT receipts' (12.02 *per cent*) and 'Receipts under Central Sales Tax Act' (954.13 *per cent*).

- Receipts under 'Taxes on Vehicles' showed consistent rise from ₹ 2,268 crore (2020-21) to ₹ 3,678 crore (2024-25), up by 60 *per cent* due to more receipts mainly under the 'State Motor Vehicles Taxation Acts' (9.67 *per cent*) and 'Receipts under Indian Motor Vehicle Act' (7.16 *per cent*). This was mainly due to growth in vehicle registration and improved collection efficiency through online registration and tax payment systems. This is a high-compliance and buoyant revenue head and its growth aligns closely with infrastructure expansion and rising logistics activity.

- Stamp Duty and Registration Fees rose sharply from ₹ 4,206 crore (2020-21) to ₹ 7,975 crore (2024-25), with a cumulative growth of 90 *per cent* and exhibited a year-on-year growth of 25.6 *per cent* in 2024-25. Increase in Stamp duty and Registration fees was due to increase in more receipts mainly under 'Sale of Stamps-Judicial' (11.32 *per cent*), 'Duty on impressing of documents' (25.49 *per cent*) and 'Fees for registering documents' (24 *per cent*).

- Collections under 'Land Revenue' slightly declined from ₹ 580 crore (2023-24) to ₹ 571 crore (2024-25), mainly due to decrease in 'Receipts from management of ex-Zamindari Estates' (99 *per cent*), 'Receipts on account of survey and settlement operations' (68 *per cent*) and 'Receipts from sale of Government Estates' (40 *per cent*).

- Receipts under 'Taxes and Duties on Electricity' showed volatile but overall increased from ₹ 1,355 crore (2020-21) to ₹ 1,570 crore (2024-25). Increase in receipts during 2024-25 was due to increase in receipts mainly under 'Taxes on consumption and sale of electricity' (88.43 *per cent*) and 'Fees under Indian Electricity Rules' (2.63 *per cent*).

To enhance revenue performance, the State should focus on strengthening tax administration, broadening the tax base, improving GST and property tax compliance and leveraging digital systems for efficient monitoring and collection.

ii Non-Tax Revenue

Non-Tax Revenue refers to the Interest Receipts, Dividend and Profits, Rent and other receipts of the State Government from sources other than taxes.

Actuals for FY 2023-24, Budget Estimate (BE), Revised Estimate (RE) and Actuals of Non-Tax Revenue for the FY 2024-25 is given in **Table 1.7**.

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

(₹ in crore)

Non-Tax Revenue	2023-24 (Actuals)	2024-25 (BE)	2024-25 (RE)	2024-25 (Actuals)
Receipts from Non-Ferrous Mining and Metallurgical Industries	3,114.79	3,500.00	3,500.00	3,536.21
Interest Receipts	897.00	1,719.26	1,719.26	1,466.91
Dividends and Profits	9.51	7.30	7.30	3.34
User charges[6]	108.58	189.13	189.13	177.48
Others[7]	1,127.17	1,910.17	1,910.17	597.42
Total	**5,257.05**	**7,325.86**	**7,325.86**	**5,781.36**

Source: Finance Accounts 2024-25 and Budget documents of 2024-25

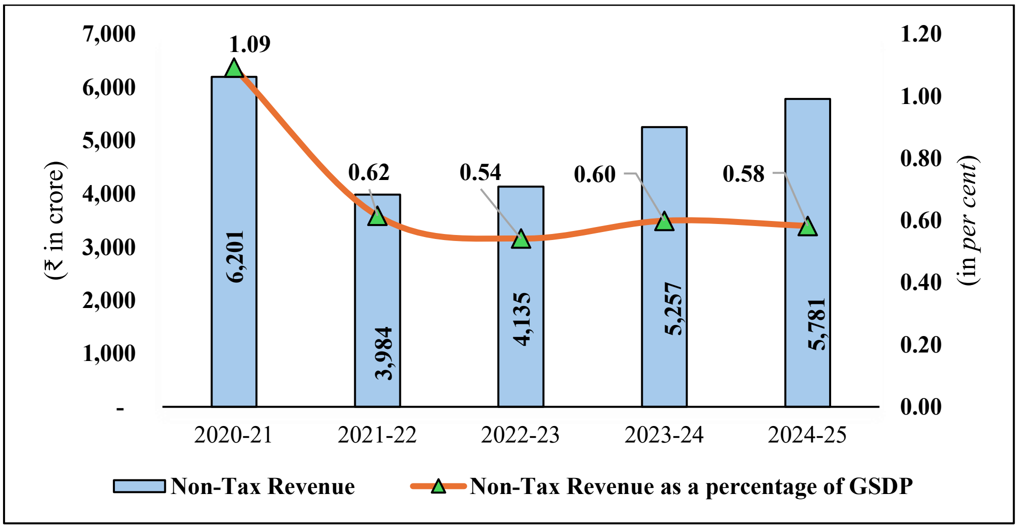
Bihar's Non-Tax Revenue (NTR) grew moderately by 9.97 *per cent* in 2024-25 compared to 2023-24 but fell short of the Budget Estimate by about ₹ 1,545 crore (-21 *per cent*) *i.e.*, State's achievement in its targeted non-tax revenue was deficient to that extent. This shortfall was primarily due to lower receipts under "Others" and underperformance in interest and dividend receipts, partially offset by higher realizations from mining and user charges.

Trends of Non-Tax Revenue and its components during 2020-21 to 2024-25 are shown in **Chart 1.12** and **Chart 1.13**, respectively.

[6] *All non-tax revenue under Education, Health, Water Supply and Sanitation, Irrigation, Transport and Tourism pertaining to Major Head 0202, 0210, 0215, 0700, 0701, 1054 and 1452 are user charges from Finance Accounts 2024-25.*

[7] *Include mainly Fisheries (-19 %), other Rural Development Programmes (-31 %), Industries (-99.86 %), Road and Bridges (52 %) Tourism (99%).*

Chart 1.12: Trends in Non-Tax Revenue

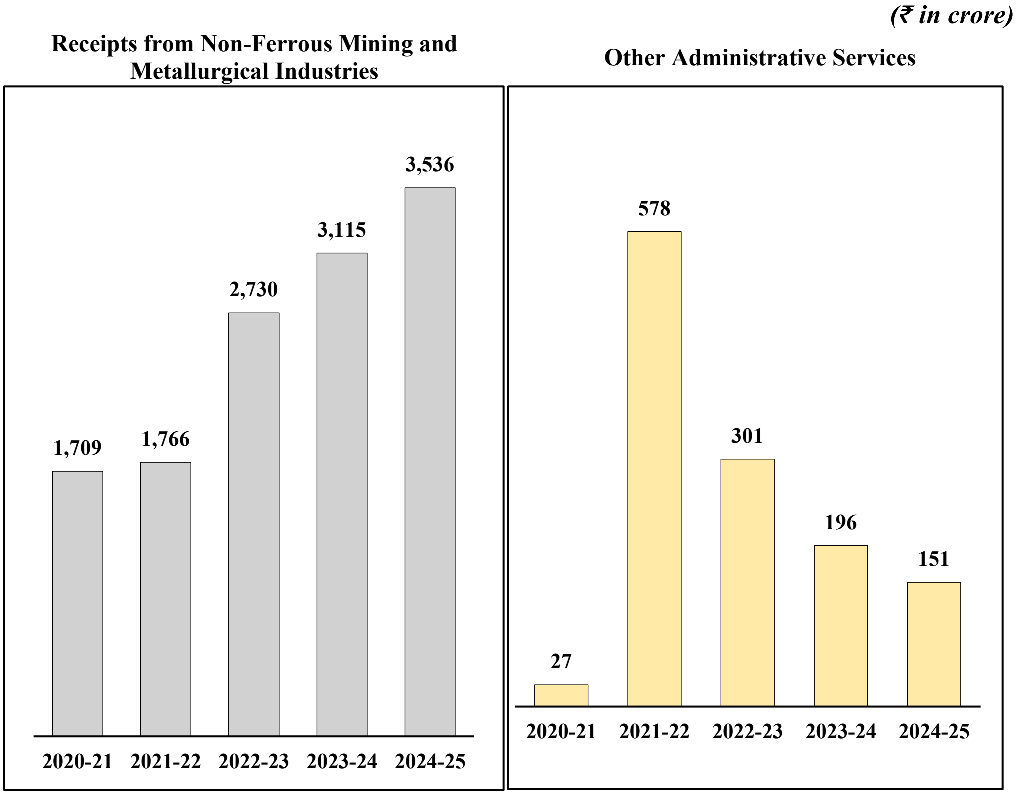


Source: Finance Accounts of the respective years, GoB

Non-Tax Revenue declined sharply from ₹ 6,201 crore in 2020-21 to ₹ 3,984 crore in 2021-22 but has since recovered to ₹ 5,781 crore in 2024-25. However, its share in GSDP has fallen from 1.09 *per cent* to 0.58 *per cent*, indicating limited growth relative to the economy.

Chart 1.13: Major components of State's Non-Tax Revenue

(₹ in crore)



Source: Finance Accounts of the respective years

Audit observed that:

- Non-Tax Revenue (NTR) increased by 9.97 *per cent* in 2024-25 over the previous year and constituted 2.64 *per cent* of Revenue Receipts, which has decreased slightly compared to the previous year (2.72 *per cent*). Share of State's Non-Tax Revenue in the GSDP was only 0.58 *per cent* in 2024-25, which also decreased as compared to 2023-24 (0.60 *per cent*). Further, targets fixed under XVth Finance Commission and BFRBM for NTR were not achieved during the year 2024-25. Non-Tax Revenue composition reveals high dependence on Non-ferrous mining and interest receipts, which together form the backbone of the State's non-tax income.

- Receipts under 'Non-Ferrous Mining and Metallurgical Industries' remained the largest source of Non-Tax Revenue, showing steady and robust growth registering an increase of 107 *per cent*, during the last five years. During 2024-25, increase in receipts was mainly due to increase in receipts under 'Mineral concession fees, rent and royalties'.
- Revenue under 'Interest receipts' remained volatile but increased during the last two years. During 2024-25, increase in Interest receipts was on account of increase in receipts mainly under 'Interest from Departmental Commercial Undertakings' and 'Other Receipts'. Substantial increase in 'Interest Receipts' during 2020-21 was due to redemption of accrued interest from the Consolidated Sinking Fund amounting to ₹ 2,600 crore.
- 'Dividends and Profits' exhibited a sharp contraction, from ₹ 603.01 crore in 2020-21 to ₹ 3.34 crore in 2024-25. In 2020-21, receipts were higher on account of an exceptional inflow due to release of dividend of ₹ 603.01 crore from the accumulated profit of the SPSEs. Persistent low receipts since then indicate weak profitability or delays in dividend declaration by the SPSEs. This underscores need for reforms, improved financial oversight and rational dividend policies.
- Receipts under 'Other Administrative Services' has shown substantial variation, increase in receipts from ₹ 26.53 crore in 2020-21 to ₹ 578.12 crore in 2021-22. Thereafter, receipts gradually declined to ₹ 151.30 crore in 2024-25 indicating scope for revenue strengthening through administrative fee reforms and digital service charges.
- User Charges are an important component of non-tax revenue. An important consideration for collecting user charge is recovery of the current cost of providing services with reasonable return on capital investment. Overall, it remained volatile during the last five years. During 2024-25, it increased by 62.38 *per cent* over the previous year.
- The Non-Tax Revenue from the Police department showed sharp year-to-year variations, with a substantial increase in 2023-24 and thereafter, it declined by 37.27 *per cent* to ₹ 136.18 crore in 2024-25.

To strengthen Non-Tax Revenue, the State should diversify its resources by enhancing profitability in PSU, introducing rational user fees, improving royalty and fee collection mechanisms and digitizing revenue administration.

B State's share in Union Taxes and Duties

Trends in the 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

(₹ in crore)

Components	2020-21	2021-22	2022-23	2023-24	2024-25
Central Goods and Services Tax (CGST)	17,788.67	25,442.20	26,989.02	34,477.56	37,802.92
Corporation Tax	18,062.14	27,178.50	32,019.47	34,099.01	36,727.91
Taxes on Income other than Corporation Tax	18,517.49	26,661.32	31,262.19	39,379.86	46,839.17
Customs	3,179.93	6,775.97	3,754.66	3,981.12	6,585.17
Union Excise Duties	2,012.03	3,868.86	1,178.03	1,506.54	1,267.38
Service Tax	258.09	1,326.22	149.28	21.16	4.13
Other Taxes[8]	43.06	99.55	157.20	139.24	208.25
Total	**59,861.41**	**91,352.62**	**95,509.85**	**1,13,604.49**	**1,29,434.93**

Source: Finance Accounts of the respective years
**Receipts under 'Apportionment of IGST' and 'Input tax credit of IGST' are included in SGST*

During 2020-21 to 2024-25, receipts under 'State's share in Union taxes and duties' have grown significantly, recording a Compound Annual Growth Rate (CAGR) of 21.26 *per cent*, outpacing the 14.97 *per cent* growth in GSDP. This was driven mainly by higher transfers in respect of GST and direct taxes. CGST, Corporation Tax and Taxes on Income other than Corporation Tax remained the dominant contributors.

During 2024-25, CGST had a share of 29.21 *per cent* in total devolved taxes. The State's increasing receipts under 'CGST' indicates its dependence on indirect taxes via the central pool. Receipts under 'Customs' and 'Union Excise Duties', together contributed less than seven *per cent* of Bihar's share and have shown volatility in the last five years. Receipts under 'Other Taxes' and 'Service Tax' became negligible following the GST implementation, contributing less than 0.5 *per cent* to the total transfers.

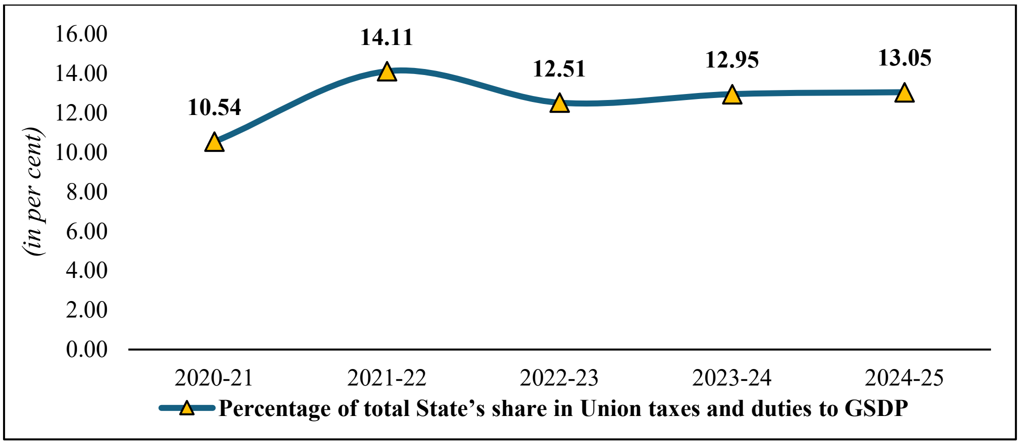
State's heavy reliance on central devolution (about 59 *per cent* of total revenue receipts) indicated limited fiscal independence. This dependence also highlights the gaps in own revenue generation particularly in other than SGST and non-tax sources that need to be addressed to improve fiscal resilience.

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

---

8 *Include Taxes on Wealth, Other Taxes on Income and Expenditure, Other Taxes and Duties on Commodities and Services.*

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



Source: Finance Accounts of the respective years

Receipts under 'State's share in Union taxes and duties' remained between 11 to 14 *per cent* during the last five years. This trend indicates continued dependence on Union transfers and underscores the need for strengthening the state's own revenue base.

C Grants-in-aid from Government of India

Trend of Grants-in-aid (GIA) from GoI and its components during 2020-21 to 2024-25 are shown in **Table 1.9**.

Table 1.9: Grants-in-aid from Government of India during 2020-21 to 2024-25

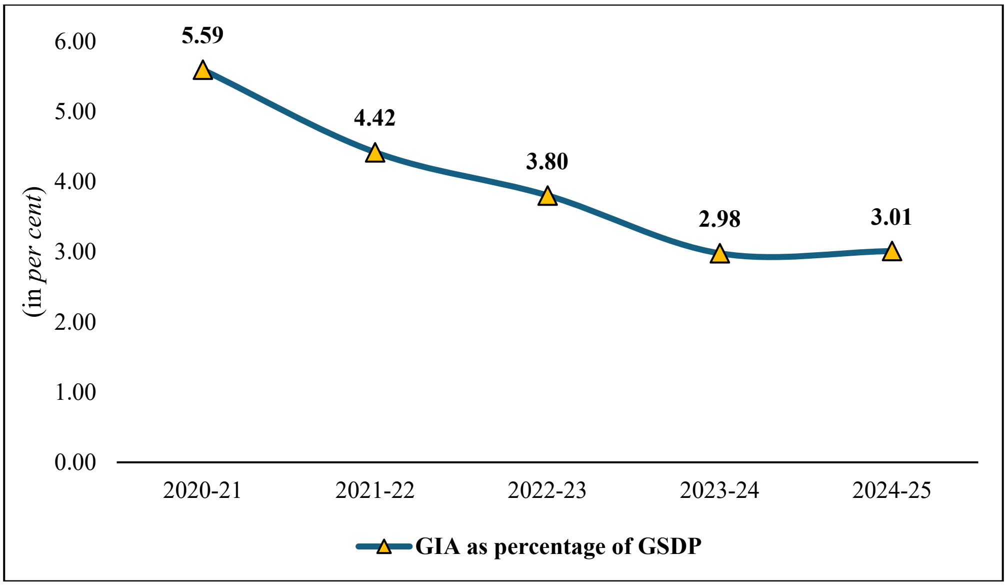
(₹ in crore)

Particulars	2020-21	2021-22	2022-23	2023-24	2024-25
Grants for Centrally Sponsored Schemes	16,609.56	17,832.91	22,237.18	17,961.52	21,217.54
Grants for State Plan Schemes	(-)33.57	0.00	(-)374.48	(-)167.08	(-)85.08
Finance Commission Grants	8,850.00	7,077.56	6,732.65	7,662.52	8,360.34
Other transfers/Grants to States/Union Territories with Legislature	6,337.89	3,695.36	430.19	668.05	370.59
Total	**31,763.88**	**28,605.83**	**29,025.54**	**26,125.00**	**29,863.39**

Source: Finance Accounts of the respective years

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

Chart 1.15: Percentage of Grants-in-aid from Government of India to GSDP



Source: Finance Accounts of the respective years

Above trend indicates that the GIA from GoI as a percentage of GSDP, exhibited a gradual reduction in the ratio till 2023-24 but also a marginal increase in 2024-25. Further, during the last five years GIA of ₹ 660.21 crore, pertaining to different ministries of GoI, under 1601-02-900 (HoA), was returned.

To maintain the fiscal balance, the State needs to ensure timely utilization of funds and complement declining GIA with strengthened own-revenue efforts.

i Grants for Centrally Sponsored Schemes

Out of the Grants of ₹ 21,217.54 crore for Centrally Sponsored Schemes during 2024-25, major allocations were made to the schemes as shown in **Table 1.10**.

Table 1.10: Major Centrally Sponsored Schemes receiving grants during 2024-25 *vis-à-vis* 2023-24

(₹ in crore)

Centrally Sponsored Schemes	2024-25	2023-24	Increase/ Decrease (in *per cent*)
Pradhan Mantri Awas Yojana (Gramin)	2,279.61	29.66	7,586.45
Samagra Shiksha Abhiyan	4,217.81	4,241.73	-0.56
National Rural Employment Guarantee Scheme (MGNREGA)	1,915.47	1,915.87	-0.02
Saksham Anganwadi and PM Poshan 2.0	2,262.92	1,859.29	21.71
National Rural Livelihood Mission	1,725.33	263.73	554.20
Flexible Pool for RCH and Health Systems to strengthen National Health Program and Urban Health Mission	1,656.48	1,148.44	44.24
Pradhan Mantri Gram Sadak Yojana	1,180.78	866.05	36.34
PM Poshan	1,225.66	923.24	32.76
National Old Age Pension Scheme	1,085.59	1,153.55	-5.89
National Food Security Mission (NFSM)	852.14	434.73	96.02

Source: Finance Accounts of the respective years

Expenditure on Centrally Sponsored Schemes in 2024-25 showed uneven growth, with significant increase in housing, livelihoods, health, nutrition and rural infrastructure related schemes. Substantial increase in PMAY (Gramin) and NRLM indicates social and livelihood interventions. In contrast, Samagra Shiksha Abhiyan and MGNREGA remained largely stagnant, while social pension expenditure declined. Overall, the pattern reflects the need for balanced sectoral funding and improved predictability to support inclusive development outcomes.

(ii) Fifteenth Finance Commission Grants

The Fifteenth Finance Commission (XVth FC) grants were provided to the States for local bodies and State Disaster Response Fund (SDRF), State Disaster Mitigation Fund (SDMF) and health sector grants. Details of grants provided 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 XVth 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 PRIs		**4,114.00**	**4,111.92**	**4,111.92 (100)**
(a) Performance/Tied Grants		2,468.40	2,467.15	2,467.15 (100)
(b) Untied Grants		1,645.60	1,644.77	1,644.77 (100)
(ii) Grants to ULBs		**2,119.00**	**2,453.31**	**2,453.31 (100)**
(a) Million Plus Cities (Performance/Tied Grant)		358.00	239.00	239.00 (100)
(b) Non-Million Plus Cities (General Basic/Untied Grant)		1,761.00	2,214.31	2,214.31 (100)
(iii) Grant for Health Sector		**1,249.20**	**0.00**	**0.00**
Total for Local Bodies (i+ii+iii)		**7,482.20**	**6,565.23**	**6,565.23**
State Disaster Response Fund (SDRF)	Central Share	1,415.20	1,311.20	1,311.20 (100)
	State Share	471.20	436.80	436.80 (100)
State Disaster Mitigation Fund (SDMF)	Central Share	353.80	483.90	483.90 (100)
	State Share	117.80	161.20	161.20 (100)
Total (SDRF+ SDMF)		**2,358.00**	**2,393.10**	**2,393.10 (100)**

Source: XVth FC Report and departmental information

PRIs -Panchayati Raj Institutions and ULBs - Urban Local Bodies

During 2024-25, the State did not receive any grant in Health Sector against recommendation of ₹ 1,249.20 crore by the XVth Finance Commission. Whereas, ULBs received ₹ 334.31 crore more grants from the Government of India than the amount recommended by the XVth Finance Commission. Non-release of grants in Health Sector under Local Bodies may adversely affect the achievement of objectives concerned.

Under SDRF and SDMF, total releases exceeded the recommendation of XVth Finance Commission and all the receipts were transferred to the respective fund.

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 capital receipts and its components 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)

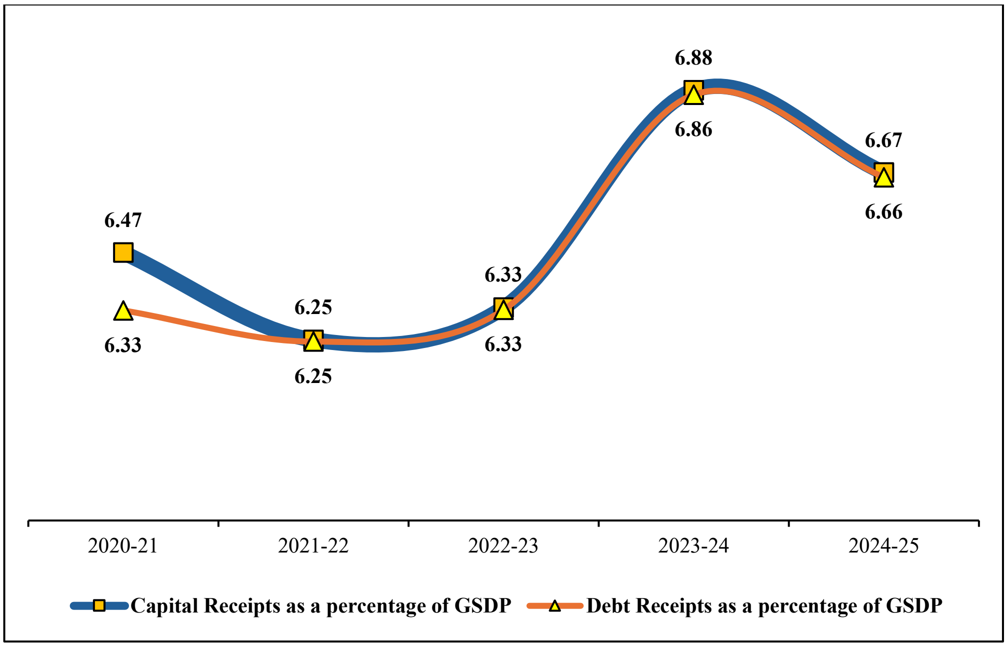
Sources of State's Receipts	2020-21	2021-22	2022-23	2023-24	2024-25
Capital Receipts (a+b+c)	**36,735.00**	**40,473.00**	**48,325.00**	**60,314.00**	**66,164.50**
(a) Miscellaneous Capital Receipts	0	0	0	0	0
(b) Recovery of Loans and Advances	820.00	28.00	41.00	96.00	115.30
(c) Public Debt Receipts (i+ii)	35,915.00	40,445.00	48,284.00	60,218.00	66,049.20
(i) Internal Debt	29,412.00	30,918.00	38,129.00	49,546.00	49,549.32
(ii) Loans and Advances from GoI	6,503.00	9,527.00	10,155.00	10,672.00	16,499.88
Year on Year growth rate (in *per cent*)					
GSDP	(-)2.41	14.02	17.88	14.94	13.09
Capital Receipts	25.91	10.18	19.40	24.81	9.70
Debt Capital Receipts	23.23	12.61	19.38	24.72	9.68
Internal Debt	5.55	5.12	23.32	29.94	0.01
Loans and Advances from GoI	408.44	46.50	6.59	5.09	54.61

Source: Finance Accounts of the respective years

Table 1.12 shows that Public Debt receipts (especially Internal Debt) constituted a significant portion of the Capital receipts, while repayments and other sources contribute very little. The State is relying more and more on loans to meet its financial needs. A high reliance on borrowed funds (internal debt) for capital receipts raises concerns about debt sustainability, interest burden and the quality of investment.

Further, during 2024-25, loans from GoI have also increased significantly, with an increase of 54.61 *per cent* over the previous year. Growth rate of State's Debt Capital Receipts outpaced the growth rate of the State's economy during the last five years except 2021-22 and 2024-25 which may impact adversely its financial sustainability. 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

1.2.3 Finance Commission Projections and Actuals

The projected revenue, deficits and GSDP by the XVth Finance Commission and actuals for FYs 2020-21 to 2024-25 are given in the **Table 1.13**.

Table 1.13: XVth FC Projection *vis-à-vis* actuals

(₹ in crore)

	2020-21		2021-22		2022-23		2023-24		2024-25	
	Projection	Actual	Projection	Actual	Projection	Actual	Projection	Actual	Projection	Actual
GSDP	6,48,556	5,67,814	5,67,085	6,47,394	6,12,452	7,63,165	6,67,572	8,77,197	7,30,992	9,91,997
State's Own Revenue Receipts-	44,167	36,543	34,748	38,839	37,980	48,153	41,957	53,618	46,596	59,359
(i) Own Tax Revenue	39,406	30,342	30,232	34,855	33,067	44,018	36,557	48,361	40,632	53,578
(ii) Non-Tax Revenue	4,761	6,201	4,516	3,984	4,913	4,135	5,400	5,257	5,964	5,781

	2020-21		2021-22		2022-23		2023-24		2024-25	
	Projection	Actual	Projection	Actual	Projection	Actual	Projection	Actual	Projection	Actual
State's share in Union Taxes	57,744	59,861	66,241	91,353	73,688	95,510	82,917	1,13,604	94,200	1,29,435
Revenue Deficit/Surplus as percentage of GSDP	-0.1	2.12	-0.50	0.43	-0.80	1.53	-1.20	-0.25	-1.70	0.25
Fiscal Deficit/Surplus as percentage of GSDP	4.50	5.32	4.00	4.60	3.50	6.02	3.00	4.15	3.00	4.37

Source: XVth Finance Commission Report and Finance Accounts of the respective years

**** (-) denotes surplus and (+) denotes deficit***

Note: Revenue Deficit/Surplus and Fiscal Surplus/Deficit of the respective year has been taken Post Audit

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 of its components are given in **Table 1.14**, **Chart 1.17** and **Chart 1.18**, respectively.

Table 1.14: Total expenditure and its composition

(₹ in crore)

Parameters	2020-21	2021-22	2022-23	2023-24	2024-25
Total Expenditure (TE)	1,58,816.02	1,84,376.51	2,17,552.81	2,29,103.05	2,59,995.63
Revenue Expenditure (RE)	1,39,493.45	1,59,219.71	1,83,976.22	1,90,514.17	2,19,015.21
Capital Expenditure (CE)	18,208.60	23,678.29	31,519.82	36,453.02	38,527.04
Loans and Advances	1,113.97	1,478.51	2,056.77	2,135.86	2,453.38
GSDP	5,67,814	6,47,394	7,63,165	8,77,197	9,91,997

Source: Finance Accounts of the respective years, GoB

Chart 1.17: Total Expenditure as a percentage of GSDP

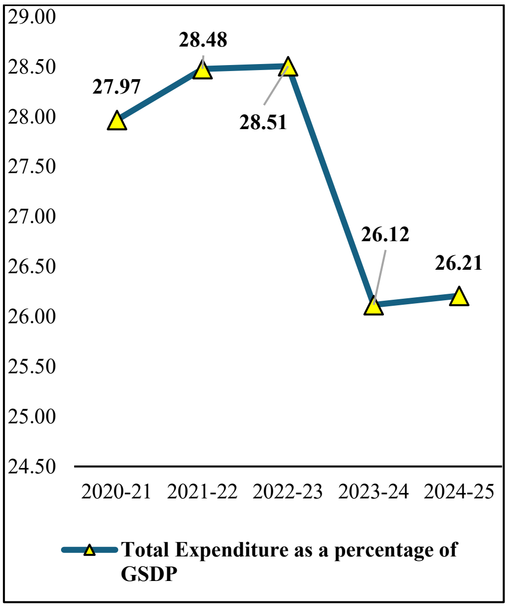
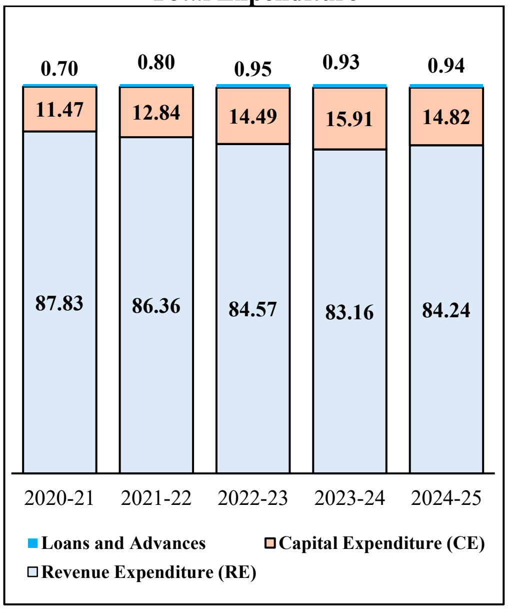


Chart 1.18: Share of components (in *per cent*) in Total Expenditure



Source: Finance Accounts of the respective years

State's expenditure profile shows that Revenue Expenditure continues to dominate, accounting for over four-fifths of the total expenditure during 2020-21 to 2024-25. However, the share of Capital Expenditure has gradually increased since 2020-21 indicating–an overall positive shift towards asset creation and developmental spending.

Out of the total expenditure of ₹ 2,59,995.63 crore incurred by the State during the financial year 2024-25, ₹ 29,863.39 crore pertained to pass-through transactions such as Finance Commission grants (₹ 8,360.34 crore), grants for Centrally Sponsored Schemes (₹ 21,217.54 crore) and other transfers/grants (₹ 370.59 crore) *etc*.

Sector-wise Total Expenditure

Sector-wise composition of expenditure is given in **Table 1.15** and relative share of various sectors in total expenditure is depicted in **Chart 1.19**.

Table 1.15: Sector-wise Total Expenditure

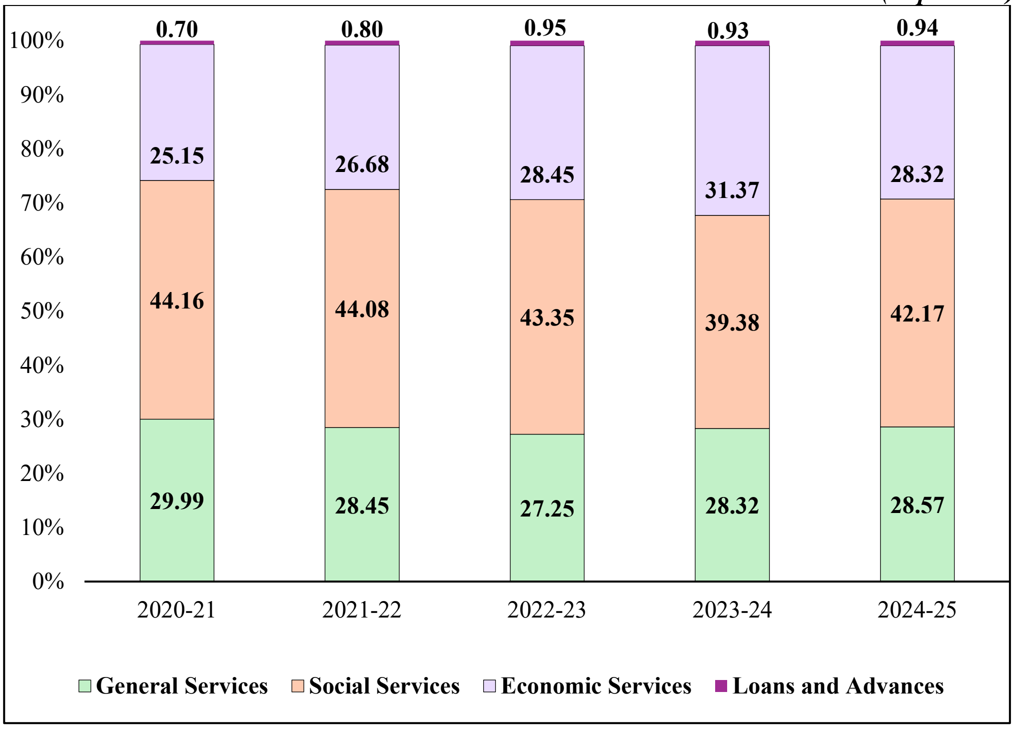
(₹ in crore)

Parameters	2020-21	2021-22	2022-23	2023-24	2024-25
General Services	47,626	52,447	59,284	64,882	74,274
Social Services	70,139	81,268	94,316	90,226	1,09,633
Economic Services	39,935	49,183	61,896	71,860	73,635
Grants to Local Bodies	1.96	0.32	0.11	-0.13	0.00
Loans and Advances	1,114	1,479	2,057	2,136	2,453

Source: Finance Accounts of the respective years

Chart 1.19: Relative share of various sectors in Total Expenditure

(in per cent)



Source: Finance Accounts of the respective years, GoB

Social Services continued to dominate the total spending, reflecting Government's focus on welfare, education, health and social protection priorities, while Economic Services exhibited continuous growth (except 2024-25), indicating increased investment in the growth sector. General Services remained almost stable, showing persistent administrative costs.

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)	1,58,816.02	1,84,376.51	2,17,552.81	2,29,103.05	2,59,995.63
Revenue Expenditure (RE)	1,39,493.45	1,59,219.71	1,83,976.22	1,90,514.17	2,19,015.21
Revenue Receipts (RR)	1,28,168	1,58,797	1,72,688	1,93,347	2,18,658
RE as percentage of RR	108.84	100.27	106.54	98.53	100.16
RE as percentage of TE	87.83	86.36	84.57	83.16	84.24
RE/GSDP (*per cent*)	24.57	24.59	24.11	21.72	22.08

Parameters	2020-21	2021-22	2022-23	2023-24	2024-25
Year-on-Year growth (in *per cent*)					
Revenue Expenditure	10.69	14.14	15.55	3.55	14.96
GSDP Growth	-2.41	14.02	17.88	14.94	13.09

Source: Finance Accounts of the respective years

Except in 2023-24, Revenue Expenditure exceeded Revenue Receipts of the State. This pattern indicates persistent revenue deficits and that the State is using borrowed funds to meet current obligations. This trend signifies a risk of fiscal stress and limited self-financing capacity.

The Revenue Expenditure as a percentage of Total Expenditure remained above 83 *per cent*, reflecting high consumption and limited fiscal space for capital investment.

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 depicted in **Chart 1.20**. Detailed Sector-wise expenditure is given in ***Appendix 1.2***.

Table 1.17: Sector-wise Revenue Expenditure

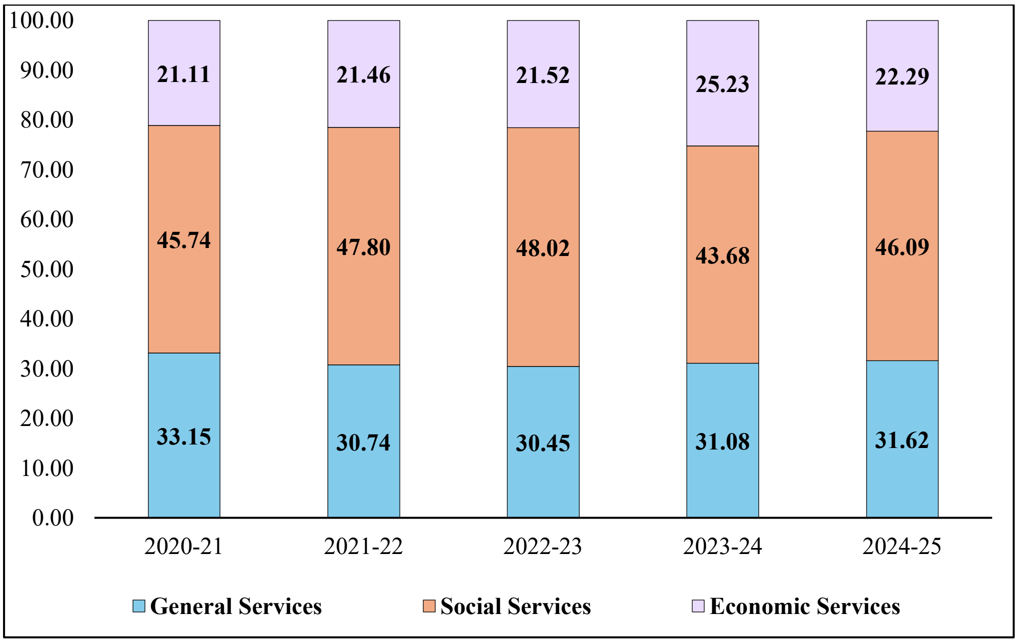
(₹ in crore)

Parameters	2020-21	2021-22	2022-23	2023-24	2024-25
General Services	46,239	48,939	56,029	59,218	69,246
Social Services	63,808	76,115	88,349	83,225	1,00,948
Economic Services	29,445	34,166	39,598	48,071	48,821
Grants-In-Aid And Contributions	1.96	0.32	0.11	-0.13	0.00

Source: Finance Accounts of the respective year, GoB

Chart 1.20: Relative share of various sectors in Revenue Expenditure

(in per cent)



Source: Finance Accounts of the respective years

Sectoral analysis of Revenue Expenditure shows that it is dominated by Social Services and General Services, together consuming at least three-fourths of total spending, in recent years. It highlights State's growing emphasis on welfare and human development. However, at the same time, allocations towards Economic Services have remained inconsistent, indicative of reduced and uneven prioritisation.

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 first charge on Government resources. The component of committed expenditure is given in **Table 1.18** and committed expenditure as a percentage of revenue receipts and remaining fiscal space for other expenditure is given in **Chart 1.21**.

Table 1.18: Components of Committed Expenditure

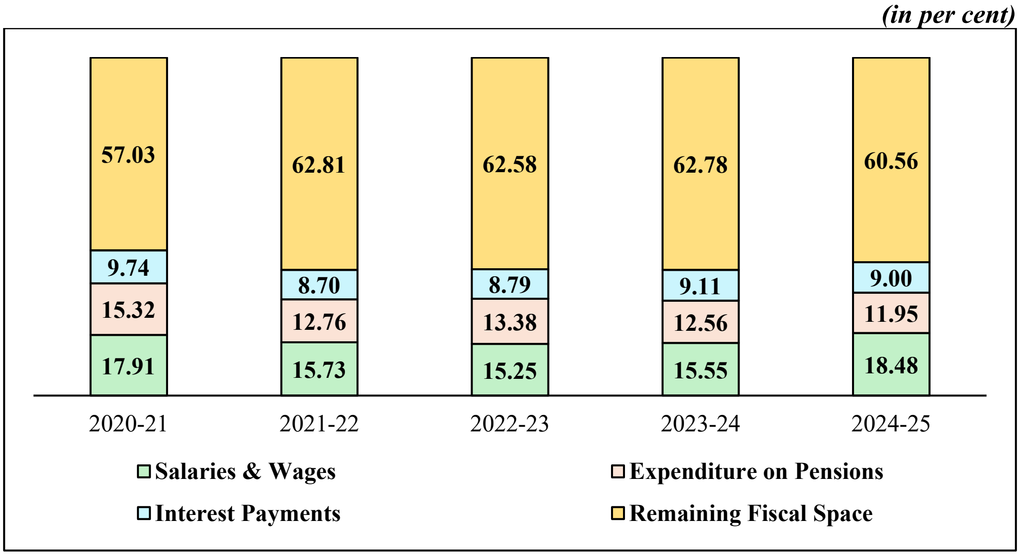
(₹ in crore)

Components of Committed Expenditure	2020-21	2021-22	2022-23	2023-24	2024-25
Salaries & Wages	22,949.17	24,983.79	26,327.56	30,064.25	40,417.89
Pensions	19,635.15	20,257.58	23,107.87	24,290.92	26,139.61
Interest Payments	12,484.04	13,821.93	15,183.54	17,605.80	19,678.14
Total	**55,068.36**	**59,063.30**	**64,618.97**	**71,960.97**	**86,235.64**
Committed Expenditure as a percentage of Revenue Expenditure	39.48	37.10	35.12	37.77	39.37

Source: Finance Accounts of the respective years, GoB

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

(in per cent)



Source: Finance Accounts of the respective years

Committed expenditure has the first charge on the receipts of the State. Substantial portion of State's Revenues are being absorbed by committed obligations which leaves limited fiscal space for increasing capital expenditure or welfare outlays without resorting to additional borrowing and greater reliance on debt to fund capital and social spending.

C Subsidies

Subsidies are targeted financial assistance to reduce the cost of specific goods, services, or production. Their aim is to support industries or make essential items more affordable.

The subsidies increased by ₹ 2,065.68 crore (12.71 *per cent*) over the previous year. The increase was mainly due to increase of ₹ 2,182.20 crore on account of power subsidy and ₹ 72.82 crore on account of subsidy to industries.

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

(₹ in crore)

Sl. No.	Name of Department	2020-21	2021-22	2022-23	2023-24	2024-25
1	Food and Consumer Protection	578.77	720.56	629.93	822.24	767.73
2	Dairy, fisheries and Animal Resources	99.67	100.71	163.37	307.39	242.53
3	Agriculture	164.30	219.58	496.76	497.77	302.42
4	Energy	6,759.96	8,180.82	12,223.00	13,160.80	15,343.00
5	Industries	234.47	787.07	1,040.42	1,267.08	1,339.90
6	Others	330.25	247.28	274.31	189.33	314.71
	Total Subsidy	**8,167.42**	**10,256.02**	**14,827.79**	**16,244.61**	**18,310.29**

Source: Finance Accounts of the respective years

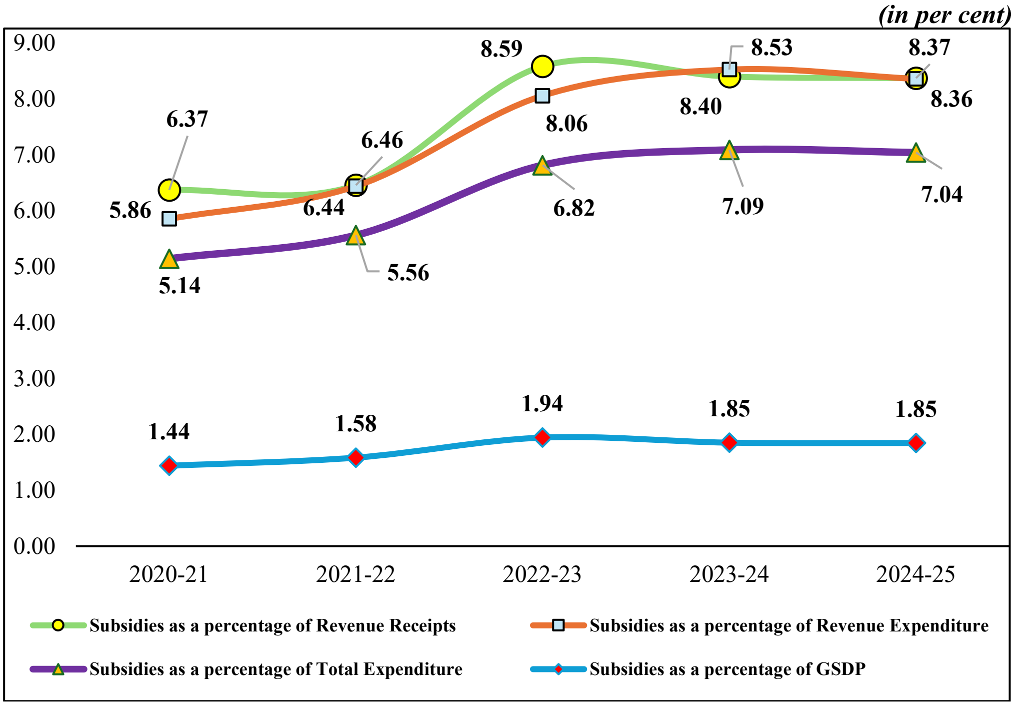
State's total subsidies increased sharply from ₹ 8,167 crore in 2020-21 to ₹ 18,310 crore in 2024-25, marking an overall rise of 124 *per cent* during the last five years. The subsidy commitments of the State was expanding faster (224 *per cent* w.r.t 2020-21) than its GSDP (75 *per cent*) and total expenditure (64 *per cent*), thereby adding fiscal pressure. The Energy Department overwhelmingly dominates the State's subsidy receipts by consuming more than four-fifths of the total subsidy bill. The energy subsidy rose by ₹ 8,583 crore (127 *per cent*) in the last five years.

Trend of substantial growth in subsidies increases fiscal rigidity, leaving less space for capital expenditure while expanding debt dependence. Without rationalization and performance-based targeting, subsidies risk becoming structural drains on fiscal resources.

Trend analysis of subsidies with respect to fiscal parameters is given in **Chart 1.22**.

Chart 1.22: Trend analysis of subsidies

(in per cent)



Source: Finance Accounts of the respective years

Subsidies as a percentage of Revenue Receipts, Revenue Expenditure, Total Expenditure and GSDP increased during 2020-21 to 2023-24 and thereafter, either stabilised or decreased marginally.

During 2024-25, Original Budget provision of ₹ 11,654.92 crore was made for subsidies, which was augmented up to ₹ 19,133.78 crore, for this period. Against this, the expenditure incurred on the subsidies for 2024-25 was ₹ 18,310.29 crore, showing an overall increase of ₹ 6,655.37 crore over the original provisions. During 2024-25, subsidies extended under some of the major schemes/departments of the State, are shown in **Table 1.20**.

Table 1.20: Budget *vis-à-vis* expenditure on subsidies under major schemes/ departments

(₹ in crore)

Name of Scheme/ Department	Original	Supplementary	Surrender	Expenditure
Energy Department (Bihar State Power (Holding) Company Ltd.)	9,000.00	6,343.00	0.00	15,342.99
Scheme for Pre-production and Post-production facilities	497.53	274.50*	0.00	772.02
National Food Security Mission	309.01	475.18	15.85	740.81
Bihar Small Enterprise Scheme	78.00	117.00	0.00	195.00
Chief Minister Yuva Udyami Yojana	121.90	0.00	0.00	121.90
Chief Minister Young Women Entrepreneur Scheme	121.90	0.00	0.00	121.90
Subsidy for extension of quality seed farms	117.91	11.79	6.21	113.64

Name of Scheme/ Department	Original	Supplementary	Surrender	Expenditure
Chief Minister Private Tube well Scheme	25.20	67.20	0.00	92.40
Chief Minister Extremely Backward Caste Udyami Scheme	28.25	33.62	0.00	61.87
Promotion of Agricultural Mechanisation	94.99	0.00	28.60	58.28
Others	1,260.23	156.57	139.27	689.48
Total	**11,654.92**	**7,478.86**	**189.93**	**18,310.29**

Source:* *Appropriation Accounts 2024-25

**Includes Re-appropriation of ₹ 0.50 crore*

To maintain fiscal sustainability, the State needs to adopt measures such as targeted delivery, regular review and rationalisation of subsidy schemes.

D Fiscal stress from committed expenditure and subsidies

Chart 1.23 and **Chart 1.24** depicts Committed Expenditure and subsidies together as a percentage of Revenue Receipts and Revenue Expenditure during the FY 2020-25.

Chart 1.23:
Committed Expenditure and Subsidies as a percentage of Revenue Receipts

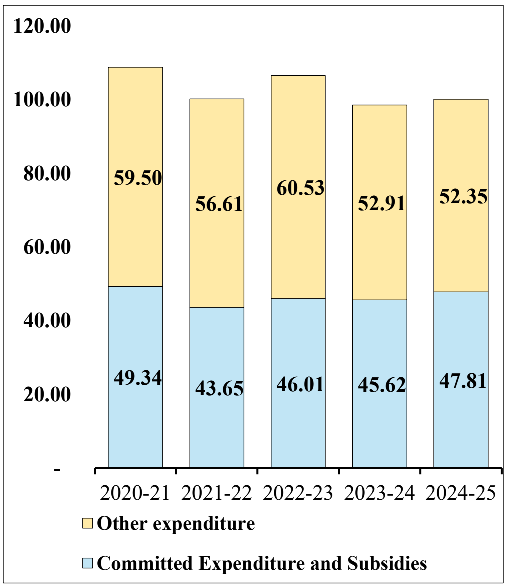
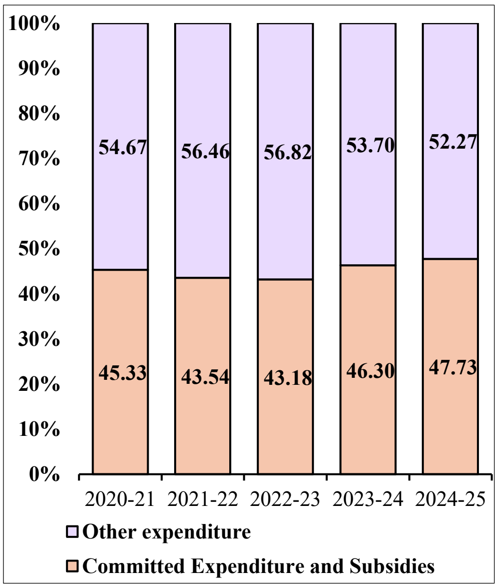


Chart 1.24:
Committed Expenditure and Subsidies as a percentage of Revenue Expenditure



Source: Finance Accounts of the respective years

Between 2021-22 and 2024-25, committed expenditure together with subsidies accounted for 43 to 48 *per cent* of Revenue Receipts. Similarly, committed expenditure together with subsidies accounted for 43 to 48 *per cent* of Revenue Expenditure.

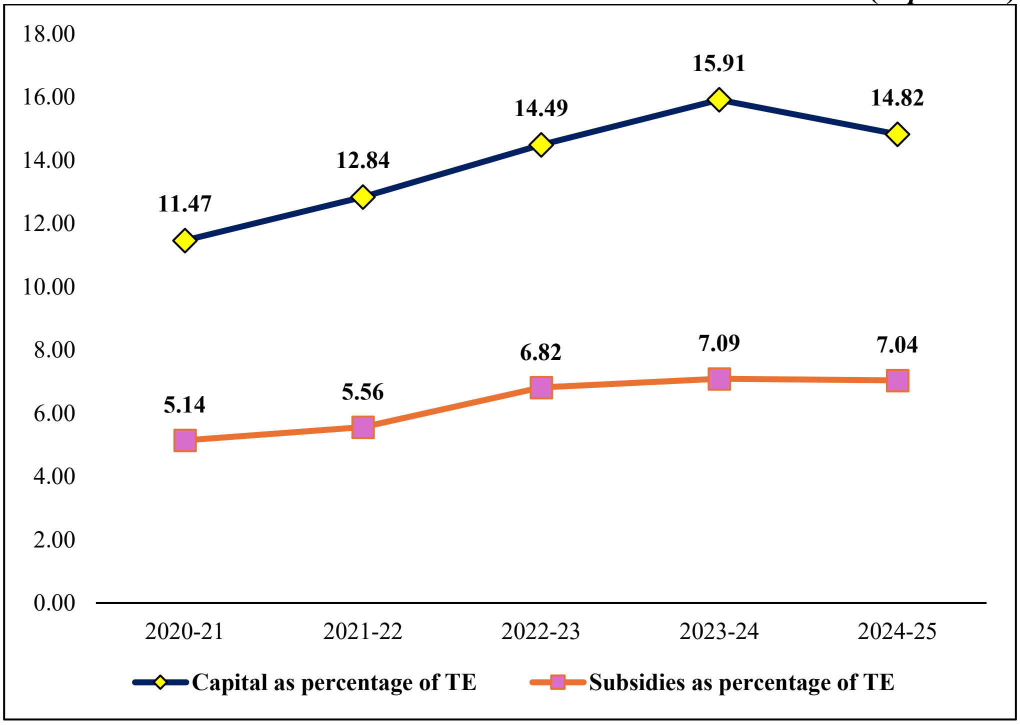
In 2024-25, the State's committed expenditure of ₹ 86,236 crore comprising Salaries (₹ 40,417.89 crore), Pensions (₹ 26,139.61 crore) and Interest Payments (₹ 19,678.14 crore), accounted for approximately 39.44 *per cent* of Revenue Receipts. In addition, subsidies amounted to ₹ 18,310.29 crore, bringing the total rigid expenditure to ₹ 1,04,546 crore, which was nearly 47.81 *per cent* of the State's Revenue Receipts.

Inflexible nature of such expenditure significantly compresses the fiscal space, limiting the State's ability to allocate resources towards economic and social sectors priorities. This structural imbalance increases the risk of persistent revenue and primary deficits, constrains long-term fiscal sustainability and reduces the government's capacity to respond to emergent socio-economic challenges.

Besides, trends of Capital Expenditure and Subsidies as percentage of Total expenditure are shown in **Chart 1.25**.

Chart 1.25: Capital Expenditure and Subsidies as percentage of Total Expenditure

(in *per cent*)



Source: Finance Accounts of the respective years

Analysis of **Chart 1.25** indicates that the share of Capital Expenditure in Total Expenditure (TE) increased from 11.47 *per cent* of 2020-21 to 15.91 *per cent* in 2023-24, reflecting a gradual shift towards asset creation, but declined to 14.82 *per cent* in 2024-25. At the same time, subsidies as a percentage of TE rose steadily from 5.14 *per cent* to 7.09 *per cent* and remained high at 7.04 *per cent* in 2024-25, indicating increasing pressure of revenue-oriented expenditure.

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

Assistance provided by way of grants to local bodies and other institutions during 2020-21 to 2024-25 is presented in **Table 1.21**.

Table 1.21: Financial assistance to Local Bodies and other institutions

(₹ in crore)

Institutions	2020-21	2021-22	2022-23	2023-24	2024-25
(A) Local Bodies					
Municipal Corporations and Municipalities	4,785.08	5,386.53	4,990.73	6,952.16	8,035.48
GIA for creation of Capital assets to Municipal Corporations and Municipalities	2,100.49	2,551.78	1,878.90	3,418.53	4,086.88
Zilla parishads and other Panchayati Raj Institutions	12,899.38	13,268.40	14,474.20	16,754.97	15,473.26
GIA for creation of Capital assets to PRIs	686.90	2,607.05	2,080.79	3,987.70	3,453.59
Total (A)	**17,684.46**	**18,654.93**	**19,464.93**	**23,707.13**	**23,508.74**
(B) Others					
Educational Institutions (Aided Schools, Colleges, Universities, etc.)	3,716.00	3,684.25	4,331.84	4,120.34	7,708.00
Development Authorities	999.15	1,693.64	1,388.63	1,267.63	1,671.15
Other Institutions	32,529.37	40,982.19	54,755.48	48,505.38	47,063.40
Total (B)	**37,244.52**	**46,360.08**	**60,475.95**	**53,893.35**	**56,442.55**
Grand Total (A+B)	**54,928.98**	**65,015.01**	**79,940.88**	**77,600.48**	**79,951.29**
GIA for creation of Capital assets	10,273.35	14,083.39	20,019.34	19,145.79	15,963.38
Revenue Expenditure	1,39,493.45	1,59,219.71	1,83,976.22	1,90,514.17	2,19,015.21
Assistance as percentage of Revenue Expenditure	39.38	40.83	43.45	40.73	36.50

Source: Finance Accounts of the respective years

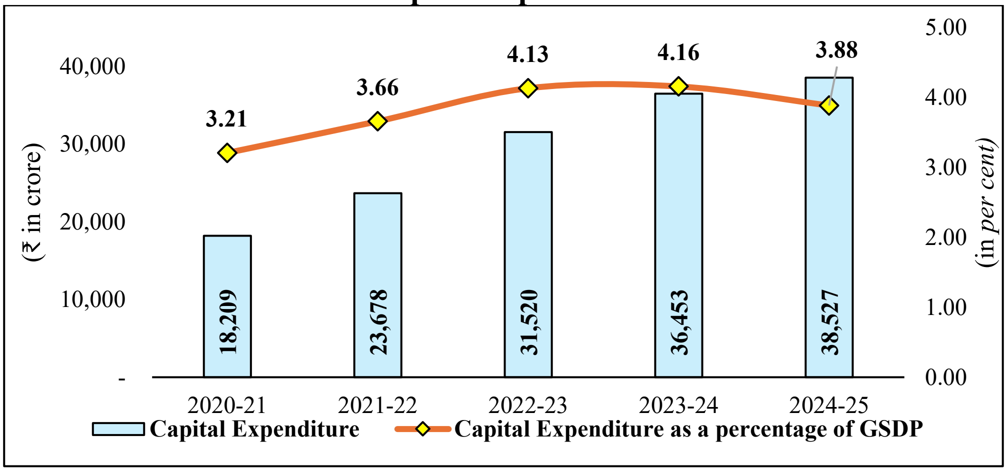
During the current year, financial assistance to the local bodies and other institutions increased by ₹ 2,350.81 crore (3.03 *per cent*) over the previous year. The increase was mainly due to increase in assistance to Educational Institutions and Municipal Corporations and Municipalities. Financial assistance to local bodies and institutions, averaged nearly 40 *per cent* of Revenue Expenditure. Total increase in financial assistance reflects higher support for education and municipal development.

To enhance efficiency, the State must shift toward outcome-linked and capital-oriented assistance and strengthen local revenue mobilization, to ensure that grants translate into durable service delivery and reduced fiscal pressure.

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 borrowings. 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

During 2024-25, apart from Capital Expenditure of ₹ 38,527.04 crore, the State government also transferred ₹ 15,963.38 crore as Grant-in-Aid for creation of capital assets to the local bodies and other institutions. Further, percentage of Capital Expenditure as compared to Debt receipts was 58.33 *per cent*, indicating that the borrowings were not proportionately converted to infrastructural development.

During 2020-25, Capital Expenditure grew consistently with a CAGR of 20.61 *per cent.* As a percentage of GSDP, it showed a consistent upward growth before declining slightly during 2024-25. This indicates that the Capital Expenditure of the State outpaced the GSDP growth and shows prioritisation of long term asset creation. Further, similar trend of Capital Expenditure to the Total Expenditure was also observed during this period ***(Appendix 1.4)***.

It was further noted that during 2020-25, a substantial portion of funds shown as Capital Expenditure was parked in the Public Account of the State ***(Refer: Paragraph 3.6.2)***. During 2024-25 also, ₹ 13,920.16 crore (36.13 *per cent* of the total Capital Expenditure) shown as Capital Expenditure was transferred to the Public Account.

Timely release and utilisation of funds and ensuring strict alignment of expenditure with asset-creation objectives are essential to maximise the development benefits arising from these grants.

A Sector-wise Capital Expenditure

Sector-wise composition of Capital expenditure is given in **Table 1.22**. Detailed Sector-wise expenditure is given in ***Appendix 1.2***.

Table 1.22: Sector-wise Capital expenditure

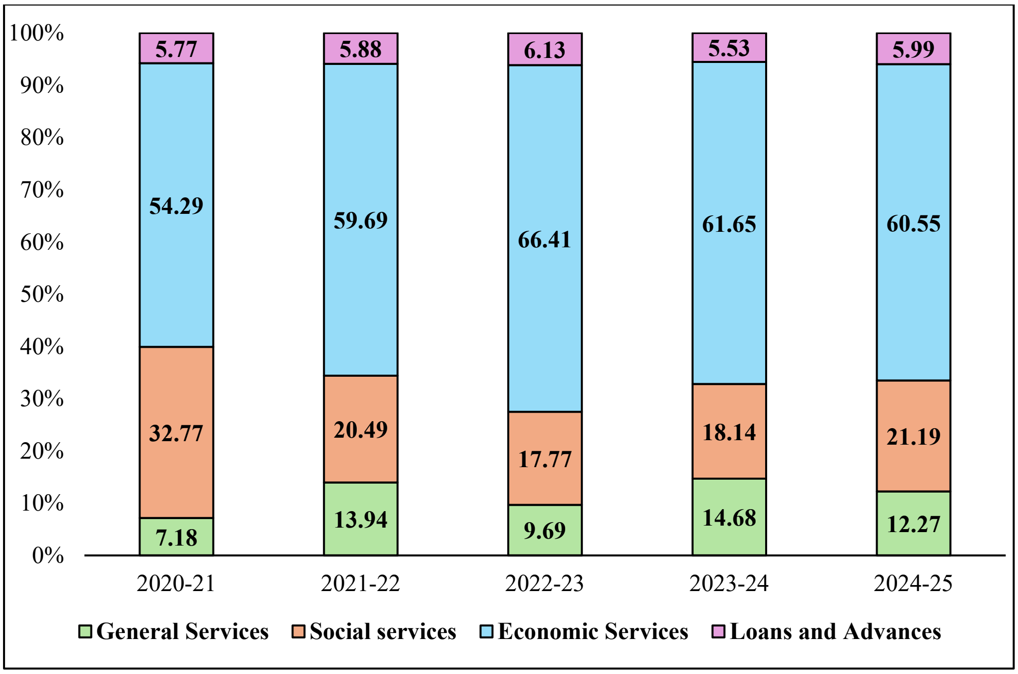
(₹ in crore)

Parameters	2020-21	2021-22	2022-23	2023-24	2024-25
General Services	1,386.50	3,507.49	3,254.88	5,664.41	5,027.89
Social Services	6,331.52	5,153.72	5,967.30	7,000.43	8,684.70

Parameters	2020-21	2021-22	2022-23	2023-24	2024-25
Economic Services	10,490.58	15,017.08	22,297.64	23,788.16	24,814.44
Loans and Advances	1,113.97	1,478.51	2,056.77	2,135.86	2,453.38

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

During 2020-23, Bihar's Capital Expenditure has grown strongly, led by economic services, from 54.29 to 66.41 *per cent* indicating a focus on infrastructure-driven growth, but in FYs 2023-24 and 2024-25, the share of economic services has declined to 60.55 *per cent*, in 2024-25, due to shifting of expenditure towards Social Services. Expenditure on Social Services increased from 17.77 *per cent* of 2022-23 to 21.19 *per cent* in 2024-25.

Audit noticed that during 2024-25 there were a substantial increase in Capital Expenditure under 'Power Projects', 'New and Renewable Energy', 'Medical and Public Health', 'Social Security and Welfare' and 'Tourism' over the previous year, whereas there were a decrease in Capital Expenditure under 'Flood Control Project', 'Village and Small Industries' and 'Other Transport Services'.

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

As of 31 March 2025, the State Government's investment in companies, corporations and other bodies stood at ₹ 45,665.22 crore, comprising Government Companies (₹ 42,263.19 crore), Co-operative Institutions and local bodies (₹ 659.83 crore), Statutory Corporations (₹ 105.63 crore), Other Joint Stock Companies and Partnerships (₹ 2,606.38 crore) and Rural Banks (₹ 30.19 crore).

Trends of investment at the end of the year in companies, corporations and co-operative banks and societies and return on investment on these are shown in **Chart 1.28**. Rate of return on investment made *vis-à-vis* average rate of interest on government borrowings is shown in **Chart 1.29**.

Chart 1.28: Investment and Return

(₹ in crore)

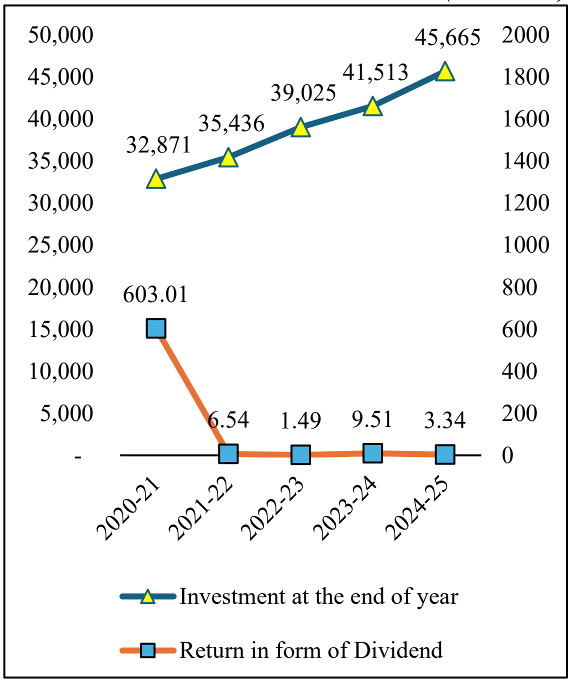
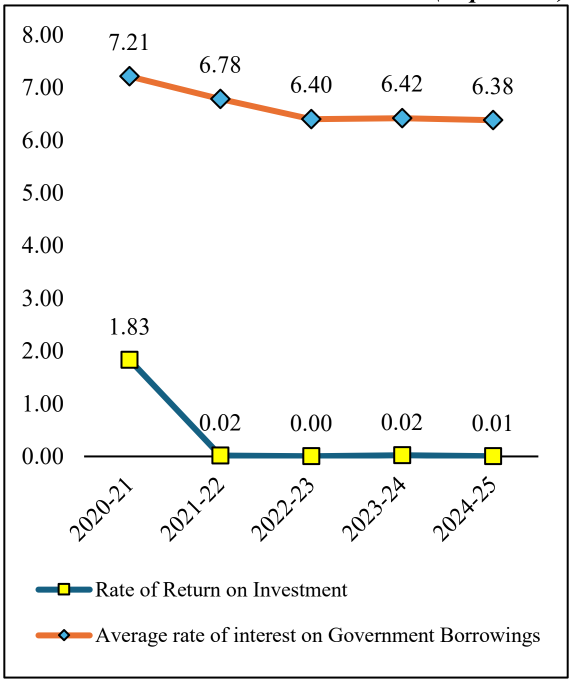


Chart 1.29: Rate of return on investment *vis-a-vis* average rate of interest on Government borrowings

(in per cent)



Source: Finance Accounts of the respective years

During 2024-25, the return on investment in the form of dividend was ₹ 3.34 crore[9] (0.01 *per cent*) (based on historical cost and not on net present value basis). The return was only between 0.01 *per cent* and 0.02 *per cent* during 2021-25. It was found that ₹ 42,263.19 crore was invested in 46 State PSUs (including investment of ₹ 17,137.61 crore in 24 non-working PSUs) up to FY 2024-25. Out of 22 working PSUs, only one PSUs (Bihar Rajya Pul Nirman Nigam Limited) gave dividend of ₹ 1.05 crore during the FY 2024-25, which was only 0.002 *per cent* of the total investment made by the State

During 2024-25, the State extended budgetary support of ₹ 4,152.24 crore in the form of share/equity to different companies. Among this investment, ₹ 3,991.60 crore[10] was made in three loss-making PSUs during 2024-25.

Reviewing the financial viability of loss-making and non-working PSUs, considering strategic disinvestment, restructuring, or closure where necessary and enforcing mandatory dividend declarations from profit-making entities are

[9] *Government Companies (₹ 1.05 crore); and Cooperative Institutions and Local Bodies (₹ 2.29 crore).*

[10] *Bihar State Minorities Finance Corporation Ltd (₹ 105 crore), Bihar State Power (Holding) Company Ltd (₹ 3,881.60 crore) and Bihar State Film Development and Finance Corporation Limited (₹ 5 crore).*

crucial steps to enhance resource mobilisation and reduce pressure on the State finances.

C Lack of Dividend Policy and its Impact

A well-defined dividend policy mandating a minimum return from profitmaking enterprises, enables the State Government to optimise its returns from investments in SPSEs and enhances monitoring of the SPSEs financial performance. The State has not formulated or enforced a dividend policy for its Public Sector Undertakings (PSUs). This has resulted in persistently low returns (0.002 *per cent* of investment) on the government's substantial equity investments, undermining the potential for non-tax revenue generation.

D 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 1.23** 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 1.23: 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	21,450.23	21,743.77	23,194.36	25,209.64	27,249.57
Amount advanced during the year	1,113.97	1,478.51	2,056.77	2,135.86	2,453.38
Amount recovered during the year	820.43	27.92	41.49	95.93	115.30
Closing Balance of the loans outstanding	21,743.77	23,194.36	25,209.64	27,249.57	29,587.65
Net addition	293.54	1,450.59	2,015.28	2,039.92	2,338.08
Interest received	3.90	5.68	8.65	269.41	1.93
Interest rate on Loans and Advances given by the Government	**Not ascertainable***				
Average rate of interest on Government Borrowings (*per cent*)	7.21	6.78	6.40	6.42	6.38
Difference between the rate of interest received and interest paid (*per cent*)	**Not ascertainable**				

Source: Finance Accounts of the respective years

* ***State did not finalise modalities/ provide information related to Interest rates for all the Loans and Advances given by it***

The amounts recovered each year are minimal compared to the total loans outstanding, resulting in a persistently rising stock of unrecovered advances.

Furthermore, the interest received in these loans is negligible, suggesting either low or non-performing loans, concessional lending without adequate recovery mechanisms, or absence of timely interest accruals. The average interest rate on government borrowings during the same period is significantly higher than the return the State earns on its loans.

State's loan portfolio exhibits significant fiscal inefficiency, with rising advances, poor recoveries and negligible returns. The absence of a clear interest policy and monitoring system undermines accountability and strains the State's fiscal position. Strengthening loan management and enforcing prudent lending norms are essential to prevent erosion of fiscal space and improve overall financial discipline.

E Capital blocked in incomplete projects

An assessment of capital blocked in incomplete capital projects would also indicate the quality of Capital Expenditure. Blocking of funds in incomplete projects/ works impinges negatively on the quality of expenditure and deprives the State of the intended benefits of the projects for prolonged periods. Further, funds borrowed for implementation of these projects, during the respective years would lead to an extra burden, in terms of servicing of debt and interest liabilities. Details of the incomplete projects are shown in **Table 1.24** (based on information provided by the State Government for ***Appendix-IX*** of the Finance Accounts for the year 2024-25).

Table 1.24: Capital blocked in incomplete projects

(₹ in crore)

Age profile of incomplete projects as on 31 March 2025					Department-wise profile of incomplete projects till 31 March 2025			
Year	**No. of incomplete projects**	**Estimated cost**	**Expenditure (as on 31 March 2025)**		**Department**	**No. of incomplete projects**	**Estimated cost**	**Expenditure (as on 31 March 2025)**
2013-14	1	2.37	0.21		Water Resources	124	4,951.11	402.95
2014-15	0	Nil	Nil					
2015-16	0	Nil	Nil		Public Health Engineering	95	340.01	20.03
2016-17	2	99.80	0.72					
2017-18	5	536.60	52.20		Building Construction	134	1,675.98	375.03
2018-19	3	84.09	4.77					
2019-20	13	535.84	18.97		Road Construction	21	1,076.37	242.19
2020-21	24	84.88	5.66					
2021-22	9	41.54	26.79		Rural works	83	351.85	103.54
2022-23	10	924.24	99.55					
2023-24	35	1,474.46	190.92		Planning and Development	309	865.36	281.28
2024-25	664	5,476.86	1,025.22					
Total	**766**	**9,260.68**	**1,425.02**		**Total**	**766**	**9,260.68**	**1,425.02**

Source: Finance Accounts 2024-25

Out of the estimated cost of ₹ 9,260.68 crore on these 766 ongoing projects, ₹ 1,425.02 crore was spent till 2024-25. Therefore, due to non-completion of these 766 projects, Capital Expenditure of ₹ 1,425.02 crore remained blocked.

Out of 766 projects, 24 projects with an expenditure of ₹ 76.87 crore were lying incomplete for more than five years. Planning and Development Department had the most number of incomplete projects, whereas projects with maximum expenditure were related to the Departments of Water Resources and Building Construction.

Due to incomplete information in ***Appendix-IX*** (Commitments of the Government-List of Incomplete Capital Works) of the Finance Accounts for the year 2024-25 (provided by the State Government), Audit could not ascertain the actual progressive expenditure, physical progress of work, position of pending payment (future liability) and revised cost, if any, as on 31 March 2025.

Delays are typically attributed to reasons such as land acquisition problems and litigation, insufficient or delayed release of funds, poor project planning and weak contract management, inadequate coordination among implementing agencies, changes in project scope or design, contractor performance issues *etc*.

Persistent delays in completion not only defer the intended socio-economic benefits but also weaken capital productivity and create avoidable financial burdens.

1.3 Contingency Fund

The Contingency Fund of the Government of Bihar 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 ₹ 350 crore.

During 2024-25, ₹ 9,650 crore were withdrawn from the fund under various budgetary heads in which ₹ 3.68 crore was withdrawn for non-contingent nature which was contrary the objectives to that extent ***(Paragraph 2.14.1)***. The total amount of ₹ 9,650 crore was replenished by the end of the FY 2024-25. As on 31 March 2025, the Contingency Fund had a balance of ₹ 350 crore.

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 is 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, etc.	Small Savings, Provident Funds, etc.	166.29	76.28	-124.77	-255.76	-513.06
Reserve Funds	(a) Reserve Funds bearing Interest	378.12	140.42	1,585.11	1,222.72	1,647.20
	(b) Reserve Funds not bearing Interest	-26.32	0.00	0.00	0.00	0.00
Deposits and Advances	(a) Deposits bearing Interest	-75.05	-57.17	40.52	-247.91	1,290.57
	(b) Deposits not bearing Interest	4,336.01	-1,543.24	363.64	1,476.52	2,689.89
	(c) Advances	0.00	0.00	0.00	0.00	0.00
Suspense and Miscellaneous	(a) Suspense (Civil)	-4,879.88	-238.38	1,199.82	8,804.89	3,547.04
	(b) Other Accounts	-191.23	-4,148.08	7,961.19	-12,655.59	-11,304.45
	(c) Accounts with Governments of Foreign Countries	-0.01	-0.01	0.00	0.00	0.00
	(d) Miscellaneous	-	-	-	-	0.00
Remittances	(a) Money Orders and other Remittances	4.37	-7.53	0.00	-2.36	-0.11
	(b) Inter- Governmental Adjustment Account	794.07	0.00	0.00	-0.01	0.01
	Total	**506.37**	**-5,777.71**	**11,025.51**	**-1,657.51**	**-2,642.91**

Source: Finance Accounts of the respective years, GoB

Note: +ve figures denote debit balance and –ve figures denote credit balances.

In a FY, net minus balances under various sectors/sub sectors of Public Account show excess of disbursement over receipts under these heads, whereas, positive balances under these sectors/sub sectors show less disbursements than receipts.

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 from 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 funds and one Reserve Fund not bearing interest as on 31 March 2025. Balances lying in these Reserve Funds as on 31 March 2025 are given in **Table 1.26**.

Table 1.26: Details of Major Reserve Funds

(₹ in crore)

Sl. No.	Name of Reserve Fund	Opening Balance	Receipts during the year	Interest receipts	Repayments during the year	Balance as on 31 March 2025
A	**Reserve Funds bearing Interest**	**3,849.31**	**2,734.57**	**89.35**	**1,087.37**	**5,496.51**
1	State Disaster Response Fund	2,800.04	1,830.51	82.51	876.21	3,754.34
2	State Compensatory Afforestation Fund (SCAF)	289.47	252.11	0.00	29.60	511.98

Sl. No.	Name of Reserve Fund	Opening Balance	Receipts during the year	Interest receipts	Repayments during the year	Balance as on 31 March 2025
3	State Disaster Mitigation Fund	759.80	651.95	6.84	181.56	1,230.19
B	**Reserve Funds not bearing Interest**	**8,494.66**	**1,645.86**	**2519.69**	**0.00**	**10,140.52**
1	Sinking fund	8,494.66	1,645.86	2519.69	0.00	10,140.52
	Grand Total	**12,343.97**	**4,380.43**	**2609.04**	**1,087.37**	**15,637.03**

Source: Finance Accounts of the respective years

1.4.3 Cash Balances

As per the agreement, the State has to maintain a minimum daily cash balance of ₹ 1.73 crore with RBI. If the balance falls below the agreed minimum on any day, the deficiency is made good by taking Ways and Means Advances (WMA)/Overdrafts (OD). The limit for WMA to the State Government, is revised by the RBI, from time to time. From 1 April 2022, this applicable limit was ₹ 2,272.00 crore.

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 unutilized cash balances, as it leads to idle funds rather than productive use. Cash balances and their investment details for FYs 2023-24 and 2024-25 are provided in **Table 1.27**.

Table 1.27: Cash Balances and their investment

(₹ in crore)

Particulars	Opening balance as on 1 April 2024	Closing balance as on 31 March 2025
A. General Cash Balances		
Deposits with Reserve Bank of India	726.68	966.80
Investments held in Cash Balance Investment Account	26,762.09	39,132.93
Total (A)	**27,488.77**	**40,099.73**
B. Other Cash Balances and Investments		
Cash with departmental officers *viz.*, Forest and Public Works	233.22	233.22
Permanent advances with departmental officers for contingent expenditure	765.53	765.10
Investment of earmarked funds	8,494.66	10,140.52
Total (B)	**9,493.41**	**11,138.84**
Total (A + B)	**36,982.18**	**51,238.57**
Interest realised	264.34	913.46

Source: Finance Accounts of the respective years

At the end of FY 2024-25, there was a difference of ₹ 947.85 crore (Debit)[11] between the figures under "Deposits with Reserve Bank" reflected in the Finance accounts (Debit - ₹ 966.80 crore) and those intimated by the Reserve Bank of India (Credit[12] - ₹ 18.95 crore). The difference is under reconciliation between the office of the Pr. AG (A&E), Bihar and RBI.

The State Government maintained the minimum cash balance with RBI, throughout the financial year 2024-25 without availing any Ways and Means Advances during this period.

Details of Cash Balance Investment Account during the last five years is 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	17,588.74	17,826.65	237.91	174.57
2021-22	17,826.65	22,070.25	4,243.60	189.70
2022-23	22,070.25	14,069.82	-8,000.43	276.23
2023-24	14,069.82	26,762.09	12,692.27	264.34
2024-25	26,762.09	39,132.93	12,370.84	913.46

Source: Finance Accounts of the respective years, GoB

Out of its Cash Balance, the State invested ₹ 39,132.93 crore in the securities of the Government of India (₹ 39,128.28 crore) and securities of other State Governments (₹ 4.65 crore) as on 31 March 2025. Interest realised during the year on investment held in the Cash Balance Investment Accounts was ₹ 913.46 crore.

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** shows receipts and expenditure of Bihar Government as a percentage of GSDP, during FYs 2020-25, respectively.

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[11] *Cash outflow exceeded cash inflows during the accounting year).*

[12] *Credit balance with RBI shows that the State has more cash parked with the RBI than it has drawn during the accounting period.*

Chart 1.30: Receipts as a percentage of GSDP

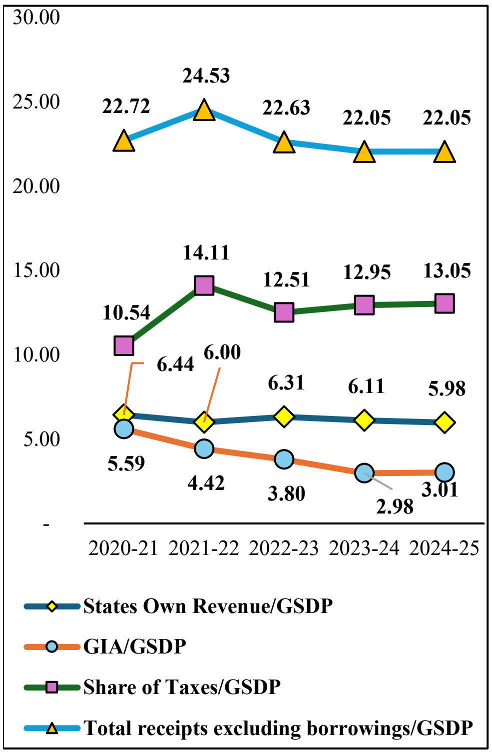
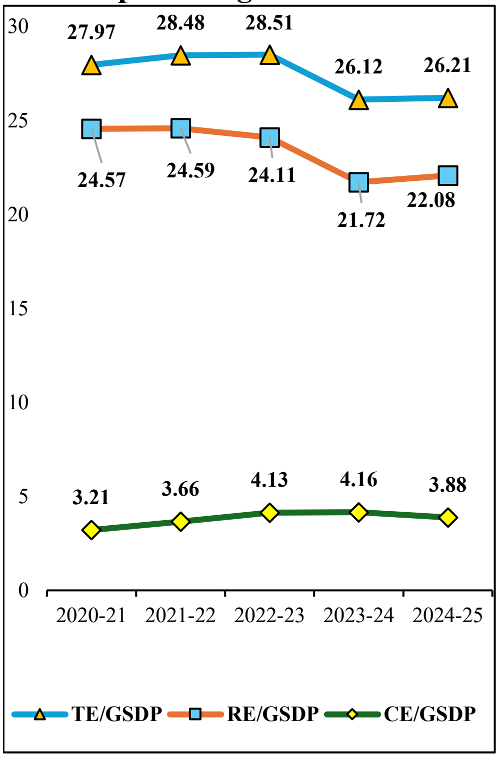


Chart 1.31: Expenditure as a percentage of GSDP



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

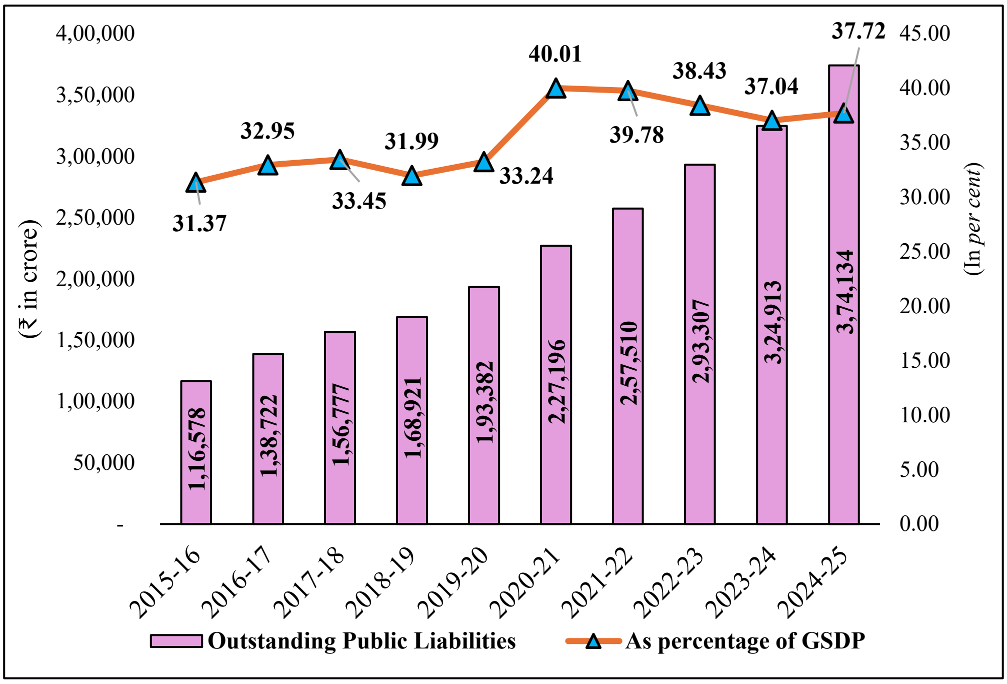
Chart 1.30 shows that State's own revenue to GSDP ratio stagnated around six *per cent*, indicating limited improvement in revenue mobilisation, while the share of Central taxes increased post-pandemic, indicating State's continued dependence on Central transfers. Grants-in-aid declined steadily over the period.

On the expenditure side, **Chart 1.31** shows that Total Expenditure and Revenue Expenditure w.r.t. GSDP peaked during 2022-23 and then declined, reflecting fiscal consolidation. Capital Expenditure as a percentage of GSDP improved gradually, although it remained approximately three to four *per cent* between 2020-21 and 2024-25.

1.5.1 Public Liability Management

Outstanding liabilities of the State along with their percentage to GSDP for the financial years 2020-21 to 2024-25 is depicted in **Chart 1.32**.

Chart 1.32: Outstanding Public Liability and its percentage to GSDP



Source: Finance Accounts of the respective years and MoSPI, GoI for GSDP figures
Note: *Outstanding Public Liabilities refer to Outstanding Public Debt and Public Account Liabilities*
Note: *During the year 2020-21 and 2021-22, overall liabilities included ₹ 3,905.00 crore and ₹ 6,815.63 crore respectively which was received from GoI in lieu of GST compensation. Out of this, ₹ 7,827.52 crore was adjusted in back-to-back loan in lieu of GST by proforma adjustment during the year 2024-25.*

It can be observed from **Chart 1.32** that outstanding Public Liabilities have increased continuously from FY 2015-16 to 2024-25. However, as a percentage of GSDP of the State they peaked at 40.01 *per cent* during 2020-21. Thereafter, they declined continuously up to 2024-25 wherein it was 37.72 *per cent*.

1.5.1.1 Liability profile: Components

Total liabilities of the State Government typically constitute Internal Debt of the State (market loans, ways and means advances from RBI, 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 from 2020-21 to 2024-25 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 Liabilities (i+ii)	**2,27,195.51**	**2,57,510.21**	**2,93,307.17**	**3,24,913.39**	**3,74,133.50**
(i) Public Debt	1,77,214.85	2,08,913.28	2,42,845.73	2,72,256.38	3,16,361.90
(a)Internal Debt	1,59,557.50	1,82,855.32	2,08,098.10	2,36,205.16	2,65,142.06
(b)Loans from GoI*	17,657.35	26,057.96	34,747.63	36,051.22	51,219.84

Components of fiscal liability	2020-21	2021-22	2022-23	2023-24	2024-25
(ii) Public Account Liabilities	49,980.66	48,596.93	50,461.44	52,657.01	57,771.60
(a)Small Savings, Provident Funds, etc.	9,445.38	9,521.65	9,396.88	9,141.12	8,628.06
(b)Reserve Funds bearing Interest	901.07	1,041.49	2,626.60	3,849.32	5,496.51
(c)Reserve Funds not bearing Interest	0	0	0	0	0
(d)Deposits bearing Interest	274.29	217.11	257.63	9.72	1,300.29
(e)Deposits not bearing Interest	39,359.92	37,816.68	38,180.33	39,656.85	42,346.74
Rate of growth of outstanding total liability (*per cent*)	17.49	13.34	13.90	10.78	15.15
Gross State Domestic Product (GSDP)	5,67,814	6,47,394	7,63,165	8,77,197	9,91,997
Outstanding Total Liabilities/GSDP (*per cent*)	40.01	39.78	38.43	37.04	37.72
Borrowings and Other Liabilities					
Total Receipts	**1,08,432.31**	**1,17,527.57**	**1,29,950.58**	**1,62,725.19**	**1,70,865.46**
Total Repayments	**74,618.65**	**87,212.86**	**94,153.62**	**1,23,291.46**	**1,21,645.34**
Net funds available	33,813.66	30,314.71	35,796.96	39,433.73	49,220.12
Repayments/ Receipts (*per cent*)	68.82	74.21	72.45	75.77	71.19

Source: Finance Accounts of the respective years, GoB

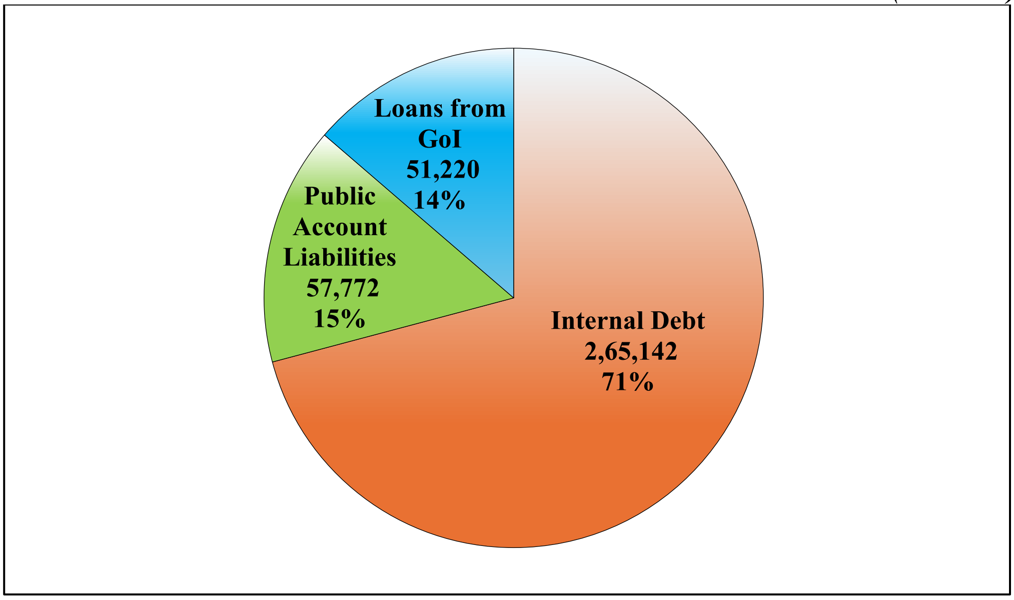
** During the year 2020-21 and 2021-22, overall liabilities included ₹ 3,905.00 crore and ₹ 6,815.63 crore respectively which was received from GoI in lieu of GST compensation. Out of this, ₹ 7,827.52 crore was adjusted in back-to-back loan in lieu of GST by proforma adjustment during the year 2024-25.*

The State's outstanding total liabilities have shown a consistent upward trajectory, driven primarily by increase in Internal Debt and Loans from GoI. During 2020-21 to 2024-25, Internal Debt increased by 66.17 *per cent,* whereas Loans from GoI increased by 190.07 *per cent*, during this period. Although the outstanding total liability-to-GSDP ratio remained within the indicative debt projection of XVth FC, during this period, rising debt service burden and slower revenue growth could pose long-term fiscal sustainability risks.

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 liabilities at the end of 2024-25

(₹ in crore)

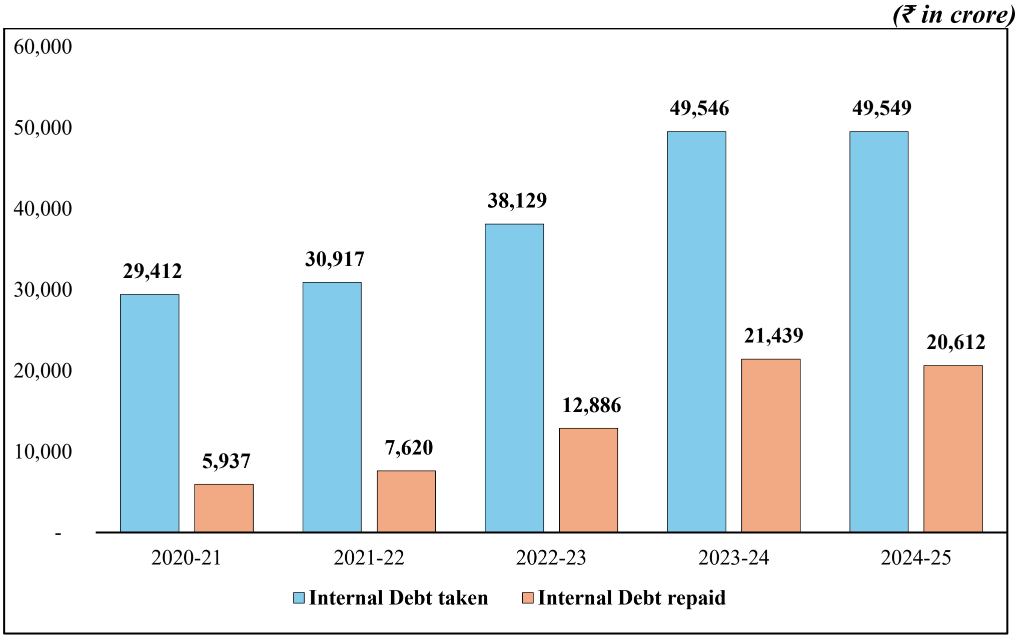


Source: Finance Accounts 2024-25

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

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

(₹ in crore)



Source: Finance Accounts of the respective years

An amount of ₹ 17,871.56 crore was paid towards interest on Internal Debt during 2024-25.

A high interest burden indicates rising debt servicing obligations, which can push the Revenue Deficit higher, as interest payments are committed Revenue Expenditure s. Also, elevated interest payments contribute directly to a higher

Fiscal Deficit, unless offset by increased revenue mobilisation or expenditure rationalisation.

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** and **Chart 1.35** depict the utilisation and trends of borrowed funds during 2020-25, respectively.

Table 1.30: Utilisation of borrowed funds

(₹ in crore)

Sl. No.	Particulars	Financial Year				
		2020-21	2021-22	2022-23	2023-24	2024-25
1	Total borrowings*	1,08,432.31	1,17,527.57	1,29,950.58	1,62,725.19	1,70,865.46
2	Repayment of earlier borrowings (Principal)	74,618.65	87,212.86	94,153.62	1,23,291.48	1,21,645.34
3	Net capital expenditure	18,208.60	23,678.29	31,519.82	36,453.02	38,527.04
4	Net Loans and Advances	293.54	1,450.59	2,015.28	2,039.93	2,338.08
5	Portion of Revenue Expenditure met out of net available borrowings (1-2-3-4)	15,311.52	5,185.83	2,261.86	940.76	8,355.00

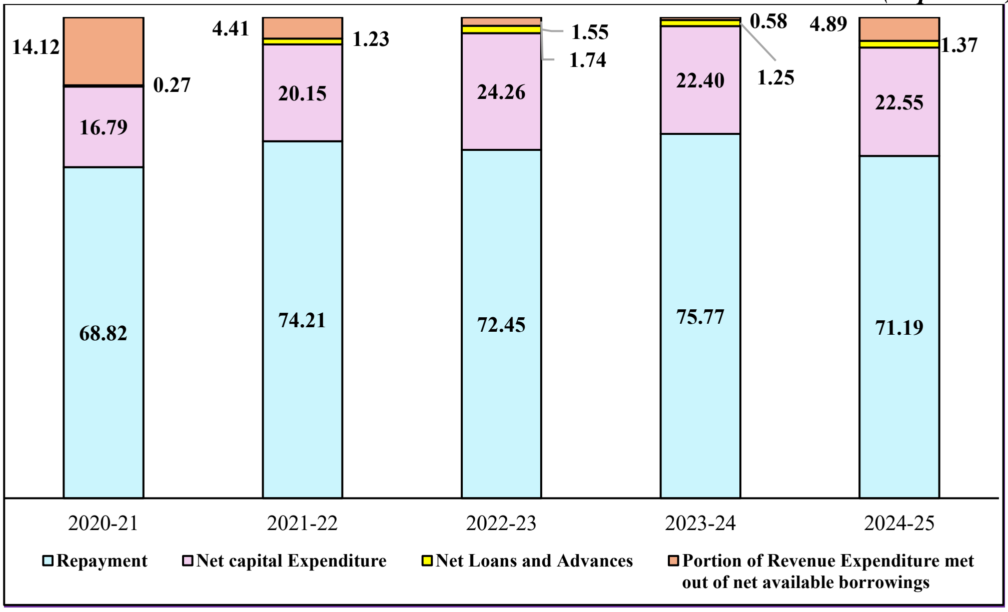
***Source:** Finance Accounts of the respective years, GoB*

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 Government's total borrowings increased by 57 *per cent* during the last five years. Between four to 14 *per cent* of the borrowing financed the Revenue Expenditure of the State. In 2024-25, ₹ 8,355 crore of borrowings funded revenue operations, significantly higher than 2023-24 (₹ 941 crore). Although, the State's Net Capital Expenditure as a percentage to Total Borrowings has improved during 2024-25 over the previous year, 71 *per cent* of the total borrowings was used for repayments of earlier borrowings, leaving limited fiscal room for creation of assets.

Chart 1.35: Trends of utilisation of borrowed funds

(in per cent)



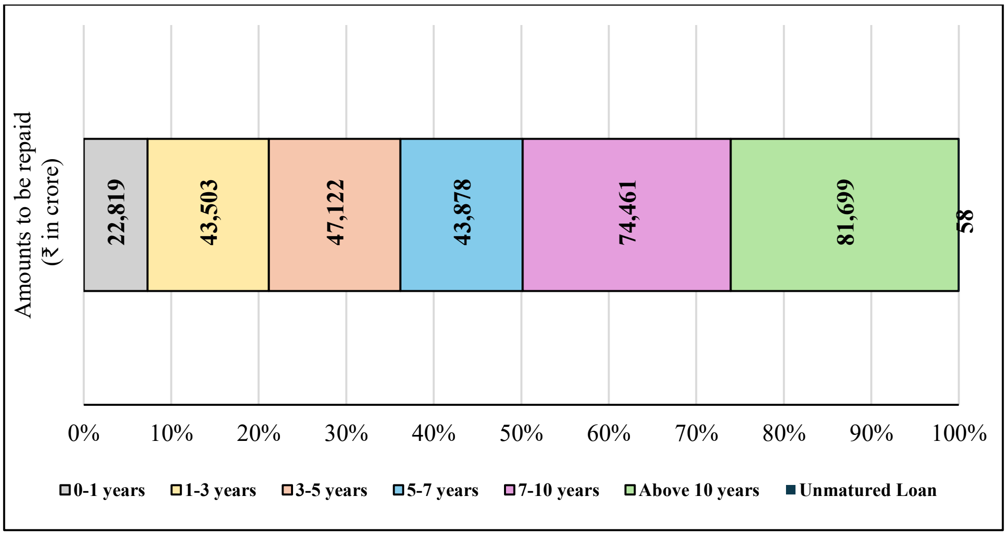
Source: Finance Accounts of the respective years

Although the State's Net Capital Expenditure as a percentage to Total Borrowings has improved during 2024-25 over the previous year, a substantial share of State's borrowings is going toward debt repayment and revenue spending which limits fiscal space and increases its dependence on debt for routine needs. This weakens long-term fiscal sustainability and hampers investment in infrastructure.

1.5.1.3 Debt profile: Maturity and Repayment

Debt maturity and repayment profile indicates commitment on the part of the Government towards debt repayment or debt servicing. Debt maturity profile of the State is depicted in **Chart 1.36**.

Chart 1.36: Maturity Profile of Public Debt



Source: Finance Accounts 2024-25

A substantial portion amounting to ₹ 1,57,322 crore (50.18 *per cent*) of the outstanding debt is due for repayment within the next seven years. Of this, 37.5 *per cent* (₹ 1,13,444 crore) of debt will mature within the next five years, representing significant refinancing and repayment risk in the short to medium term. 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.

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

(₹ in crore)

	Particulars	2020-21	2021-22	2022-23	2023-24	2024-25
Fiscal Deficit						
1	Revenue Deficit(-)/ Surplus(+)	-11,325.11	-422.38	-11,288.20	2,833.06	-357.38
2	Net Capital expenditure	18,208.60	23,678.29	31,519.82	36,453.02	38,527.04
3	Net Loans and Advances	293.54	1,450.59	2,015.28	2,039.93	2,338.08
Financing Pattern of Fiscal Deficit						
1	Market Borrowings	24,684.91	24,517.46	27,700.00	30,142.94	31,123.00
2	Loans from GoI	5,559.19	8,400.61	8,689.67	9,131.11	15,168.62
3	Special Securities issued to NSSF	-1,888.35	-1,888.35	-1,888.35	-1,888.35	-1,888.35
4	Loans from Financial Institutions	678.85	668.71	-568.87	-147.54	-297.74
5	Small Savings, PF, *etc.*	166.29	76.28	-124.77	-255.76	-513.06
6	Remittance	798.44	-7.53	0.00	-2.38	0.01
7	Deposits and Advances	4,260.96	-1,600.41	404.16	1,228.61	3,980.46
8	Suspense and Miscellaneous	-5,071.12	-4,386.46	9,161.01	-3,850.70	-7,757.41
9	Reserve Funds	351.80	140.42	1,585.11	1,222.72	1,647.20
10	**Overall Deficit**	**29,540.97**	**25,920.73**	**44,957.96**	**35,580.65**	**41,462.62**
11	Increase (-)/ Decrease (+) in cash balance	286.28	-369.45	-134.66	79.23	-240.12
12	**Gross Fiscal Deficit**	**29,827.25**	**25,551.28**	**44,823.30**	**35,659.88**	**41,222.50**
13.	Interest Payments	12,484.04	13,821.93	15,183.54	17,605.80	19,678.14
14.	**Primary Deficit**	**17,344**	**11,729**	**29,640**	**18,054**	**21,545**

Source: Finance Accounts of the respective years

Fiscal Deficit of the State increased by ₹ 5,562.62 crore during 2024-25, over previous year mainly due to increase in 'loans from GoI' and 'Deposits and Advances'. Whereas Primary Deficit of the State increased by ₹ 3,491 crore during 2024-25, over the previous year due to increase in 'Interest payments' during 2024-25.

1.5.2 Post Audit Deficit Indicators

As per Finance Accounts of the State for FY 2024-25, the Revenue Deficit of the State was ₹ 357.38 crore (0.04 *per cent* of GSDP), Fiscal Deficit was ₹ 41,222.50 crore (4.16 *per cent* of GSDP) whereas Primary Deficit was ₹ 21,544.36 crore (2.17 *per cent* of GSDP). However, Audit found that the State Government misclassified expenditure amounting to ₹ 33.11 crore of Revenue nature as Capital Expenditure ***(Paragraph 2.5.5)***. Besides, short transfer of interest payment on Reserve Fund, non-transfer of funds to Single Nodal Agency (SNA) and National Pension System (NPS), non-transfer of fund related with the Bihar Building and Other Construction Workers' Welfare Board (BBOCWW), Road Safety Cess, National Mineral Exploration Trust (NMET) were also responsible for enhancing the post audit deficit to that extent.

This resulted in understatement of Revenue deficit and Primary Deficit to that extent and the Revenue Deficit and Primary Deficit (post-audit) worked out to be ₹ 2,500.81 crore and ₹23,687.79 crore (0.25 *per cent* and 2.39 *per cent* of the GSDP), respectively after audit.

1.5.3 Fiscal Balance: Achievement of deficit and total debt targets

As per the Bihar Financial Responsibility and Budget Management (BFRBM) Act, 2006 and its amendments aligned with the XVth Finance Commission, the State aims to:

- Eliminate Revenue Deficit and maintain the Fiscal Deficit within the ceiling of three *per cent* of GSDP, with an additional 0.5 *per cent* permitted on fulfilling reform milestones; and
- Contain the outstanding debt-to-GSDP ratio below 39.90 *per cent*.

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

Table 1.32: Compliance with provisions of BFRBM (Amendment) Act

Fiscal Parameters		Achievement vis-a-vis targets set in the FRBM				
		2020-21	2021-22	2022-23	2023-24	2024-25
Revenue Deficit (-) / Surplus (+) (₹ in crore)	T	18,429	3,918	8,976	15,186	22,756
	A	-12,032.18 ✗	-2,792.85 ✗	-11,693.39 ✗	2,154.88 ✗	-2,500.81 ✗
Fiscal Deficit (-) / Surplus (+) (as percentage of GSDP) #	T	-5.00	-4.50	-4.00	-3.50	-3.50
	A	-5.32 ✗	-4.60 ✗	-6.02 ✗	-4.15 ✗	-4.37 ✗
Ratio of Total Outstanding Liability to GSDP (in *per cent*)	T	41.20	40.20	40.80	40.40	39.90
	A	40.01 ✓	39.78 ✓	38.43 ✓	37.04 ✓	37.72 ✓
Interest payment as percentage of Revenue Receipts	T	Targets not set				
	A	9.74	8.7	8.79	9.11	8.99

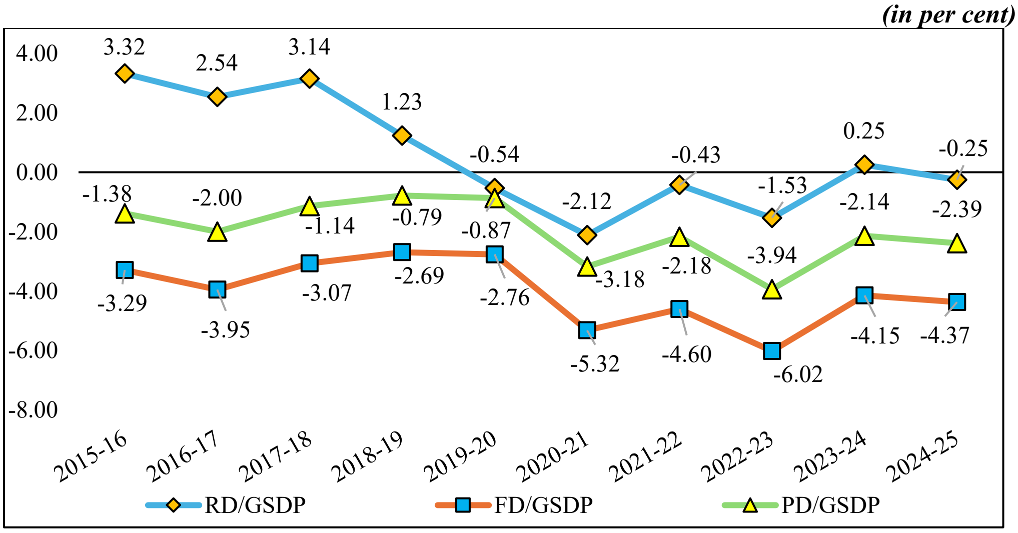
Source: Finance Accounts and Budget documents of the respective years
#0.5 per cent including additional borrowing space for Power sector with certain criteria and conditions set forth by the GoI
Note 1: T: Target and A: Achievement
Note 2: '✓' denotes target achieved, '✗' denotes target not achieved

Throughout the period of FYs 2020-21 to 2024-25, the State Government could not achieve the Revenue Surplus targets in line with the BFRBM Act. Fiscal Deficit of the State also remained above the targets prescribed under the BFRBM. Fiscal and Primary Deficits peaked in 2022-23, indicating higher expenditure or borrowing that year. However, both deficits declined thereafter. Besides, although, the State Government did not set any targets for interest payment as percentage of Revenue Receipts, its percentage ranged between 8.7 and 9.7 *per cent* during the last five years. Overall, State's fiscal position improved after 2022-23.

Trend analysis of surplus/ deficits Post Audit is in **Chart 1.37**.

Chart 1.37: Trend analysis of surplus/ deficits post audit

(in per cent)



Source: Finance Accounts of the respective years

The targets set by XV[th] FC and those projected in the State budget *vis-à-vis* achievements in respect of major fiscal aggregates with reference to GSDP during 2024-25 are given in **Chart 1.38, Chart 1.39** and **Chart 1.40**.

Chart 1.38: Revenue Surplus

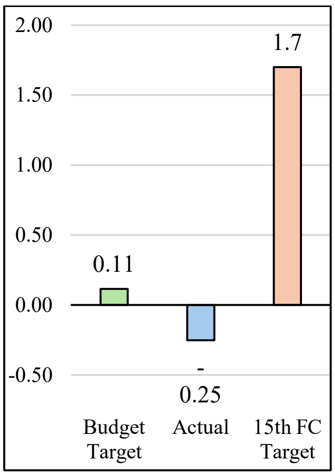


Chart 1.39: Fiscal Deficit

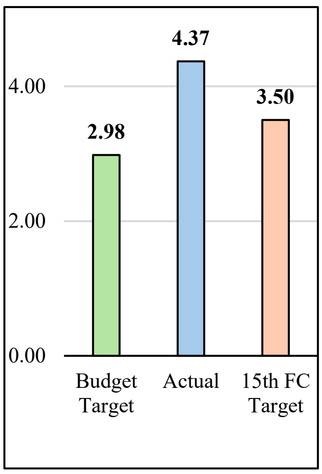
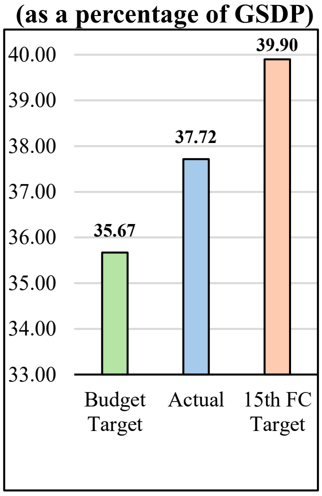


Chart 1.40: Outstanding Liability (as a percentage of GSDP)



Source: Finance Accounts of the respective years

Note: 15[th] Finance Commission taget included 0.5 per cent including additional borrowing space for power Sector with certain criteria and condition set forth by the GoI

During the year 2024-25, the Government was unable to contain the Revenue Deficit-GSDP and Fiscal Deficit-GSDP ratios within the levels fixed by the XVth FC and those projected in the Budget Estimates. The Total Outstanding Liability-GSDP ratio remained within the levels recommended by the XVth FC, but was beyond the Budgetary Estimates.

1.5.4 Debt Sustainability Analysis

Debt sustainability refers to the ability of the State to service its debt obligation now 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	2,27,195.51	2,57,510.23	2,93,307.16	3,24,913.38	3,74,133.50
2	Rate of Growth of Overall Liabilities/ Debt (*per cent*)	17.49	13.35	13.90	10.78	15.15
3	GSDP (in nominal terms)	5,67,814	6,47,394	7,63,165	8,77,197	9,91,997
4	Nominal GSDP growth (*per cent*)	-2.41	14.02	17.88	14.94	13.09
5	Overall Debt/GSDP (*per cent*)	40.01	39.78	38.43	37.04	37.72
6	Repayment to Gross Borrowings (*per cent*)	80.33	85.97	84.14	86.59	82.71
a	Gross Borrowings (corresponding to the items accounted for Overall Debt as at Sl. No. 1)	1,08,432.31	1,17,527.57	1,29,950.58	1,62,725.19	1,70,865.46
b	Repayments of Borrowings (corresponding to the items accounted for Overall Debt including Principal and Interest Payments)	87,102.68	1,01,034.79	1,09,337.17	1,40,897.26	1,41,323.48
7	Net borrowings available as a percentage of Gross Borrowings	19.67	14.03	15.86	13.41	17.29
8	Interest payments on Overall Debt	12,484.03	13,821.93	15,183.54	17,605.80	19,678.14
9	Effective rate of interest on Overall[13] Debt (*per cent*)	7.21	6.78	6.40	6.42	6.38
10	Interest payment to Revenue Receipts (*per cent*)	9.74	8.70	8.79	9.11	8.99

[13] *Effective rate of interest on Overall Debt has been calculated after 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.*

Sl. No.	Debt Sustainability Indicators	2020-21	2021-22	2022-23	2023-24	2024-25
11	Return on Investment (RoI)	0.84	0.65	0.50	13.29	0.09
12	Revenue Deficit/Surplus	-11,325.11	-422.38	-11,288.20	2,833.06	-357.38
13	Primary Revenue Balance (PRB) (8+12)	1,159.03	13,398.93	3,895.54	20,438.86	19,320.76
14	Primary Balance (PB)	-17,343.21	-11,729.34	-29,639.76	-18,054.08	-21,544.36
15	PB/GSDP (*per cent*)	-3.05	-1.81	-3.88	-2.06	-2.17
16	Difference between RoI[14] and effective rate of interest on Overall Debt (11-9)	-6.37	-6.13	-5.90	6.87	-6.29
17	Liquidity Management (use of financial accommodation instruments available with RBI) (in number of occasions)	Nil	Nil	Nil	Nil	Nil
18	Interest Spread (*per cent*) (4-9)	-9.62	7.24	11.48	8.52	6.71
19	Quantum Spread[15] (Interest Spread *x* Debt/100)	-18,080.45	15,887.73	29,306.75	24,035.56	22,259.36
20	Debt Stabilisation (Quantum spread + Primary Balance)	-35,423.67	4,158.40	-333.01	5,981.48	715.00
21	**Domar gap**					
a	GSDP (in constant terms)	3,68,970	3,87,256	4,36,909	4,89,126	5,31,372
b	Real Growth (in constant terms)	-7.37	4.96	12.82	11.95	8.64
c	Inflation based on CPI (*per cent*)	6.59	4.67	5.72	5.83	6.04
d	Effective Rate of interest	7.21	6.78	6.40	6.42	6.38
e	Real effective rate of interest (Effective rate of interest-Inflation)	0.62	2.11	0.68	0.69	0.34
f	Growth Interest Differential (Real Growth-Real effective rate of interest)	-7.99	2.85	12.14	11.36	8.30
g	Primary Balance (PB)	(-)17343.21	(-)11729.34	(-)29639.76	(-)18054.08	(-)21544.36

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

Note: During the year 2020-21 and 2021-22, overall liabilities included ₹ 3,905.00 crore and ₹ 6,815.63 crore respectively which was received from GoI in lieu of GST compensation. Out of this, ₹ 7,827.52 crore was adjusted in back-to-back loan in lieu of GST by proforma adjustment during the year 2024-25.

The Debt Sustainability Analysis (DSA) indicates that the State's debt burden, measured by debt-to-GSDP ratio, steadily improved by declining from 40.01 *per cent* in 2020-21 to 37.04 *per cent* in 2023-24, but it registered a slight increase to 37.72 *per cent* in 2024-25. Growth Interest Differential (Real Growth-Real effective rate of interest) has improved (except 2024-25) during this period. However, the Debt to GSDP ratio increased marginally in 2024-25,

[14] *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.*

[15] *Quantum Spread = Interest Spread x Debt (excluding non-interest-bearing liabilities).*

compared to the previous year due to decline in Growth Interest Differential, deterioration in the Primary Balance and debt growth outpacing the nominal growth.

Net funds available as a percentage of gross borrowings were low as a substantial share of borrowings was used to repay past debt leaving relatively less fiscal space for Capital Expenditure or new priorities unless supported by higher revenues.

The debt stabilization (quantum spread + primary balance) showed volatile trend across the years signalling no consistent movement to stabilize or reduce the stock of debt through Primary Surplus.

In conclusion, the State's debt-to-GSDP ratio remained below pandemic level for the last four years. This ratio may decline or stabilize if the State allows debt to grow more slowly than nominal growth. A consistent improvement in the growth interest differential and Primary Balance will help the State to manage the debt portfolio without fiscal reactions impacting the growth trajectory.

1.5.5 Status of Guarantees – Contingent Liabilities

Guarantees are contingent liabilities on the Consolidated Fund in case of default by borrower. The State extends guarantees for loans raised by entities like statutory corporations, boards, local bodies and co-operative institutions.

As per the recommendations of the XIIth Finance Commission, the State Government was required to create a Guarantee Redemption Fund (GRF) and contribute an amount equivalent to at least 0.5 *per cent* of the outstanding guarantees at the end of the financial year preceding the current financial year. The accumulations in the Fund are to be utilised only towards payment of the guarantees issued by the Government against the loans not paid by the institutions on whose behalf the guarantee was issued. The State can also avail special drawing facility at a discounted rate from RBI against incremental funds invested in GRF.

Further, as per the Bihar FRBM (Amendment) Act, 2006, outstanding guarantees must not exceed ₹ 25,256.75 crore during 2024-25. Details of the guarantees and status of outstanding guarantees to State's total receipts for the last five years are given in **Table 1.34**.

Table 1.34: Guarantees given by the State Government

(₹ in crore)

Guarantees	2020-21	2021-22	2022-23	2023-24	2024-25
Ceiling applicable to the outstanding amount of guarantees	25,113.74	37,631.92	40,897.18	51,682.79	51,682.79
Outstanding amount of guarantees at the beginning of the year	5,484.55	16,407.71	25,069.78	25,939.25	28,040.95
Outstanding guarantees at the end of the year	16,407.71	25,069.78	25,939.25	28,040.95	24,370.83

Source: Finance Accounts of the respective years

The outstanding guarantees of ₹ 24,370.83 crore as on 31 March 2025 were in respect of Power (₹ 15,606.23 crore); Co-operatives (₹ 1,660.61 crore); State Finance Companies/ Corporations (₹ 7,103.99 crore). During 2024-25, the Government extended guarantees of ₹ 31,036.15 crore, which were above the limits (₹ 25,256.75 crore) prescribed in the BFRBM Act.

The State Government created (18 July 2025) a GRF along with fixing ceiling for guarantees and amount of Guarantee fee to be realised. State Government transferred ₹ 1,000 crore in the created Guarantee Redemption Fund.

Guarantees are off-budget contingent liabilities; if a beneficiary defaults, the State must honour the guarantee, turning contingent exposure into actual debt. The larger the stock, the larger the fiscal shock that would be arising on default. High guarantee exposure reduces the State's room for new borrowing and can raise borrowing costs.

1.5.6 Pathways to Fiscal Stability

Deficits can be reduced by enhancing revenues and rationalizing expenditures. This includes strengthening tax compliance, widening the tax base, revising user charges and monetizing 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. Prioritizing 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, 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 realization of pending arrears is (tax and non-tax) another step towards enhancing the fiscal space.

A Arrears of revenue

Arrears in revenue collection indicate delayed realisation of revenue due to the Government. These unresolved arrears reduce effective revenue inflows, amplify dependence on borrowings and create contingent fiscal risks. Out of seven major tax collection departments[16] of the State, only five provided information related to the arrears of revenue. As on 31 March 2025, the arrears

[16] *Commercial Taxes Department, Transport Department, Prohibition Excise & Registration Department (Registration), Prohibition Excise & Registration Department (Excise), Mines & Geology Department, Energy Department and Department of Revenue and Land Reforms.*

of revenue in respect of principal heads of revenue were ₹ 4,107.32 crore, 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
1	Stamp Duty and Registration Fees	68.81
2	State Excise	59.73
3	Land Revenue	1,120.48
4	VAT/GST	2,632.44
5	Taxes on Vehicles	225.86
Total		**4,107.32**

Source: Information provided by the concerned Departments of GoB

Reasons observed for the arrears of revenue included recoveries stayed by Courts/Appellate authorities, recoveries held up due to assesses/dealers becoming insolvent, *etc*.

B Arrears in assessment

Arrears of assessment indicate potential revenue which is blocked due to delayed assessment by the concerned departments of the State Government. Out of seven major tax collection departments, only four provided information related to the arrears of 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 the Department of Excise and Department of Taxation in respect of Sales Tax/VAT 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 added during 2024-25	Total no. of cases due for assessment	Cases disposed of during 2024-25	Balance at the end of year	Percentage of disposal
1	Excise	506	0	506	6	500	1.18
2	Stamp Duty and Registration Fees	2,332	942	3,274	375	2,899	11.45
3	VAT/ GST	23,186	12,120	35,306	14,182	21,124	40.17
4	Taxes on Vehicles	32,018	853	32,871	3,212	29,659	9.77
Total		**58,042**	**13,915**	**71,957**	**17,775**	**54,182**	

Source: Information provided by the Departments of GoB

Backlog in arrears of assessment of taxes depresses revenue realisation, elevates litigation risk and undermines fiscal predictability.

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 Excise and Taxation, 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 cases due for assessment	No. of cases in which assessment / investigation completed and additional demand with penalty, etc. raised		Balance at the end of the year	Percentage of disposal
					No. of Cases	Amount of demand (₹ in crore)		
1	Stamp Duty and Registration Fees	684	201	885	259	5.74	626	29.27
2	State Excise	178	0	178	110	4.23	68	61.80
3	VAT/ GST	68	3,323	3,391	3,270	1,853.57	121	96.43
Total		**930**	**3,524**	**4,454**	**3,639**	**1,863.54**	**815**	**81.70**

Source: Information provided by the Departments of GoB

1.5.6.2 Issues on expenditure side

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, this impairs 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 accumulated several undischarged liabilities over the years, which have significant implications for fiscal sustainability. During 2024-25, these include:

- Non-transfer of statutory funds/cess such as National Mineral Exploration Trust (NMET: ₹ 3.95 crore), Building and other Construction Workers' Welfare Board (Labour Cess: ₹ 211.12 crore), Road Safety Cess (₹ 205.41 crore) amounting to ₹ 420.48 crore.

- Un-discharged interest liabilities totalling[17] ₹ 300.83 crore.
- Short/non-transfer of State Government's contribution to the National Pension System (NPS) amounting to ₹ 1,341.37 crore.
- Pending refund cases of taxes amounting to ₹ 77.14 crore.

The cumulative value of these un-discharged liabilities amounted to ₹ 2,139.82 crore, which is equivalent to 0.21 *per cent* of the GSDP and 5.19 *per cent* of the Fiscal Deficit for the year 2024-25.

1.6 Conclusions

- Although total Revenue Receipts of the State kept pace with the GSDP, its Own resource mobilisation displayed moderate buoyancy. The State had continued dependence on central taxes. Such structural dependence constrained the State's capacity to finance development priorities from its own resources and heightened fiscal vulnerability.
- Share of the State's Non-Tax Revenue in the GSDP was only 0.58 *per cent* in 2024-25, which also decreased as compared to 2023-24 (0.60 *per cent*). Further, targets fixed under XV[th] Finance Commission and Bihar Financial Responsibility and Budget Management (BFRBM) for NTR were not achieved during 2024-25.
- Committed Expenditure together with subsidies consumed a large and growing share (43 to 48 *per cent*) of the State's revenue receipts and expenditure, during 2021-22 to 2024-25. High and inflexible expenditure compressed fiscal space, limiting the State's ability to allocate resources towards economic and social sectors priorities.
- Throughout the period of FYs 2020-21 to 2024-25, the State Government could not achieve the targets of Fiscal Deficit prescribed under the BFRBM, although it improved during last two years. During 2020-25, more than 80 *per cent* of gross borrowings was used in debt servicing and the financing of Revenue Expenditure , leaving limited space for net capital formation.
- The State Government did not set any target for interest payment as percentage of Revenue Receipts, its percentage ranged between 8.7 and 9.7 *per cent*.
- Total Outstanding Liability to GSDP remained between 37.04 *per cent* to 40.10 *per cent* during 2020-25. This ratio was within the targets prescribed under the BFRBM Act aligned with the XV[th] FC recommendation.
- During 2024-25, undischarged liabilities (arrears, unpaid dues, pending committed payments) amounting to ₹ 2,139.82 crore representing deferred expenditure were 5.19 *per cent* of State's Fiscal Deficit.

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[17] *State Compensatory Afforestation Fund: ₹13.21 crore, State Disaster Respond Fund: ₹219.96 crore, State Disaster Mitigation Fund: ₹67.66 crore.*

- During 2024-25, the State Government extended guarantees of ₹ 31,036.15 crore, which were above the limits (₹ 25,256.75 crore) prescribed in the FRBM Act. High guarantee exposure limits the State's ability to take fresh loans and may increase borrowing costs.

- The State has not formulated a dividend policy for its Public Sector Undertakings (PSUs). Returns on Government's equity were persistently low (0.002 *per cent*) during 2021-25.

1.7 Recommendations

The State Government may:

- strengthen non-tax revenue, by enhancing profitability of its PSUs, introducing rational user fees, improving royalty and fee collection mechanisms and digitizing revenue administration.

- focus on strengthening tax administration, broadening the tax base, improving GST and Property Tax compliance and leveraging digital systems for efficient monitoring and collection.

- consider rationalization of subsidies through reforms and prudent management of committed expenditure, to enhance fiscal flexibility and a sustainable fiscal path.

- enhance Capital Expenditure quality and prioritization by increasing allocations to infrastructure sectors, avoiding misclassification of expenditures and ensuring that capital outlay keeps pace with economic growth.

- improve return on public investments by enforcing a dividend policy for profit-making PSUs, disinvesting from non-performing entities and enhancing monitoring of Loans and Advances to ensure financial discipline and accountability.

- adopt a disciplined borrowing strategy focused on asset creation, strengthen revenue mobilisation, control committed expenditure and strictly adhere to the norms prescribed in the Bihar Fiscal Responsibility and Budget Management Act.

- fix a reasonable ceiling on issuance of guarantees, as their invocation could lead to significant fiscal stress on the State Government.

- disclose and address all undischarged 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 Bihar's budgetary process, revealing significant gaps between Budget estimates, Revised Budget, Total Budget and Actual expenditure with issues like inflated budgeting, excess expenditure, large savings, persistent savings, and surrender of budget beyond the timeline prescribed. It highlights weaknesses in budgetary planning, control, and compliance, stressing on the need for realistic budgeting & timely fund utilisation. The Chapter also analyses practices like Gender, Child Welfare, Green and Outcome Budgeting are also analysed.

2.1 Budget Process

In compliance with Article 202 of the Constitution of India, in respect of every financial year, a statement of the Estimated Receipts and Expenditure of the State for that year, called "Annual Financial Statement" *i.e.*, Budget is to be laid before the State Legislature. The estimates of the expenditure are prepared in 'Charged[1]' and 'Voted[2]' category under Revenue and Capital heads. Legislative authorization is necessary before incurring any expenditure by the State Government from the Consolidated Fund of the State (Bihar).

As per the Bihar 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 Planning and Development Department (PDD), GoB, is responsible for formulation of outlays for state schemes under the guidance of the FD.

Budget estimates aim to cover all foreseeable expenditures for the financial year within available resources of funds. Unforeseen situations requiring fresh or additional expenditure not included in the original budget are funded through Supplementary Budget as per the provisions of the Bihar Budget Manual (BBM) 2016. If urgent expenditure is needed before Legislative approval, the Governor may sanction advances from the Contingency Fund of the State.

The State budget mainly comprises the following documents:

• Budget Speech	• Annual Financial Statement (Budget)
• FRBM Act Statement	• Detailed Estimates of Revenue and Capital Receipts
• Detailed Demands for Grants	• Medium Term Fiscal Plan
• Summary of Demands for Grants	• Others

Source: Bihar Budget Manual 2016 and Annual Budgets of the Bihar Government

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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.*

2 ***Voted expenditure:*** *All other expenditure voted by the Legislature.*

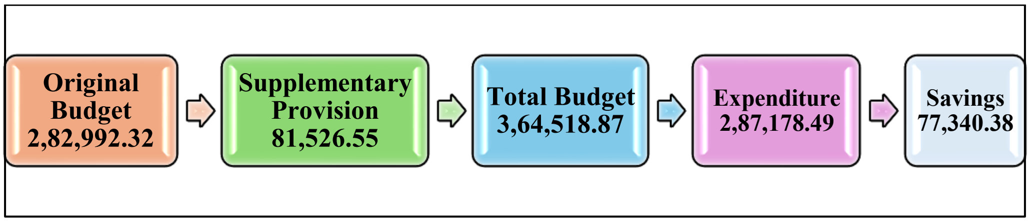
2.2 Budget projection and gap between expectation and actual

For optimum utilization 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 Bihar is divided into 52 grants (45 Grants and seven[3] Appropriations) for expenditure management of 45 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 financial year 2024-25

(₹ in crore)



Source: Appropriation Accounts, F.Y. 2024-25

Table 2.1: Actual expenditure *vis-à-vis* budget provision during the financial year 2024-25

(₹ in crore)

Nature of Expenditure		Original Grant/App	Suppl. Grant/ App.	Total Budget	Actual expenditure	Savings	Surrenders during 2024-25	
							Amount	*Per cent* of savings
Voted	Revenue	2,07,343.48	62,197.83	2,69,541.31	2,00,800.52	68,740.79	8,075.36	11.75
	Capital	29,415.91	17,909.30	47,325.21	40,135.23	7,189.98	2,269.47	31.56
	Loans & Advances	1,240.09	1,281.23	2,521.33	2,453.38	67.94	43.27	63.69
	Total	**2,37,999.49**	**81,388.37**	**3,19,387.86**	**2,43,391.13**	**75,996.73**	**10,388.09**	**13.67**
Charged	Revenue	22,600.12	138.19	***22,738.29****	21,843.71	894.60	0.25	0.03
	Capital	-	-	-	-	-	-	-
	Public Debt-Repayment	22,392.72	-	22,392.72	21,943.67	449.05	-	-
	Total	**44,992.84**	**138.19**	**45,131.01**	**43,787.38**	**1,343.65**	**0.25**	**0.02**
Appropriation to Contingency Fund (if any)		-	-	-	-	-	-	-
Grand Total		**2,82,992.32**	**81,526.55**	**3,64,518.87**	**2,87,178.49**	**77,340.38**	**10,388.35**	**13.43**

Source: Appropriation Accounts of 2024-25

**The amount has been rounded off by ₹ 0.01 crore*

***Note:** The expenditure shown above are gross figures without taking into account the recoveries adjusted in the accounts as reduction of expenditure under Revenue Heads (₹ 2,543.23 crore) and Capital Heads (₹ 1,353.02 crore)*

3 *Grant Nos. 05: Secretariat of the Governor, 07: Vigilance, 13: Interest Payment, 14: Repayment of Loans, 15: Pension, 28: High Court of Bihar, 32: Legislature, 34: Bihar Public Service Commission.*

It can be seen in **Table 2.1** that expenditure of only ₹ 40,135.23 crore (62.19 *per cent*) was incurred on creation of assets, while ₹ 21,943.67 crore (34 *per cent*) was incurred on repayment of debts out of total capital expenditure ₹ 64,532.28 crore. The expenditure on creation of assets was only 13.98 *per cent* of total expenditure.

Trends in the Original Budget, Revised Estimate, Total Budget and Actual Expenditure for the period from 2020-21 to 2024-25 are shown in **Table 2.2**.

Table 2.2: Trends in Original Budget, Revised Estimate, Total Budget, and Actual Expenditure along with important statistics in last five years

(₹ in crore)

	2020-21	2021-22	2022-23	2023-24	2024-25
Original Budget (BE)	2,11,761.50	2,18,302.70	2,37,691.21	2,61,885.40	2,82,992.32
Supplementary Budget	33,761.12	47,094.17	63,995.25	64,344.72	81,526.55
Total Budget (TB)	**2,45,522.62**	**2,65,396.87**	**3,01,686.46**	**3,26,230.12**	**3,64,518.87**
Revised Estimate (RE)	2,29,716.91	2,58,632.52	2,89,734.83	3,14,950.54	3,54,084.11
Actual Expenditure (AE)	1,67,915.40	1,94,202.20	2,35,176.84	2,60,718.07	2,87,178.49
Savings	**77,607.22**	**71,194.67**	**66,509.62**	**65,512.05**	**77,340.38**
Percentage of supplementary to the original provision	15.94	21.57	26.92	24.57	28.81
Percentage of overall saving/ excess to the overall provision	31.61	26.83	22.05	20.08	21.22
TB-RE	15,805.71	6,764.35	11,951.63	11,279.58	10,434.77
RE-AE	61,801.51	64,430.32	54,557.99	54,232.47	66,905.62
BE vs AE	79.29	88.96	98.94	99.55	101.48
(TB-RE) as *per cent* of TB	6.44	2.55	3.96	3.46	2.86
(RE-AE) as *per cent* of TB	25.17	24.28	18.08	16.62	18.35

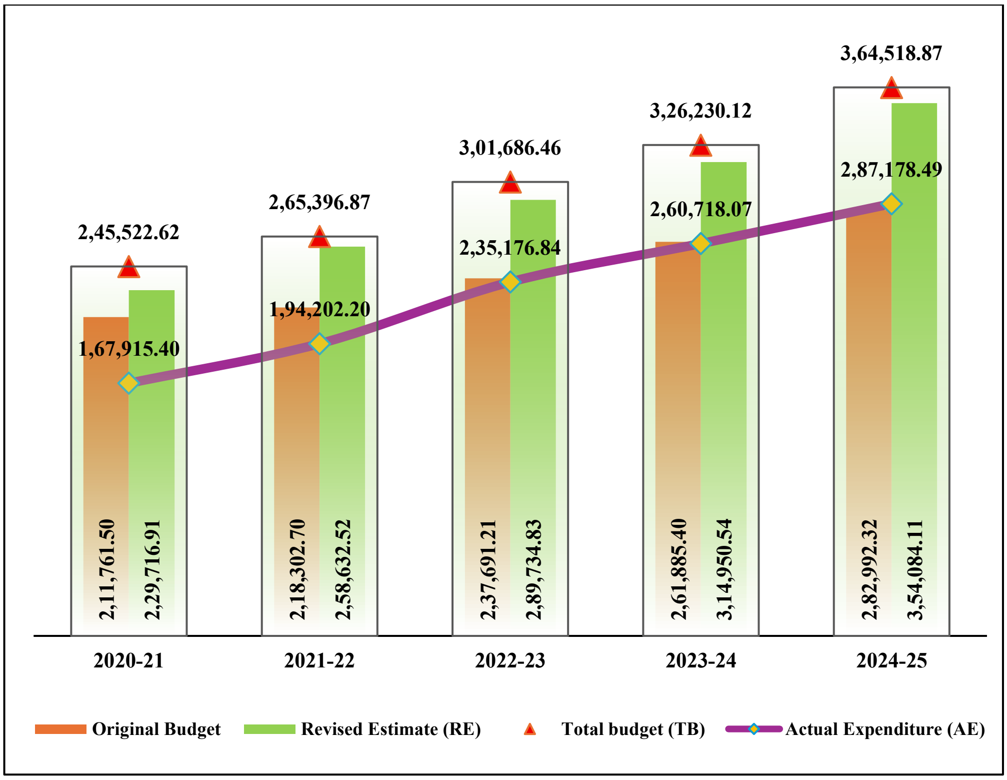
Source: Appropriation Accounts and State Government Budget

As seen in the Table above, during each of the last five years, the Original Budget (Budget Estimates) of the State was subsequently increased by making additional provisions through Supplementary Budgets that ranged from 15.94 *per cent* to 28.81 *per cent* of the Original Budget. During 2024-25, although the Budget estimate was enhanced by 28.81 *per cent* through Supplementary Budgets, expenditure remained only 1.48 *per cent* above the Original Budget in F.Y. 2024-25. Besides, although the Supplementary Budget was provided during 2020-21 to 2023-24, the actual expenditure remained below even the original budget.

Trend of Original Budget, Revised Estimates, Total Budget and Actual Expenditure in the last five years is shown in **Chart 2.2**.

Chart 2.2: Trends showing BE, RE, TB and Actuals

(₹ in crore)



Source: Appropriation Accounts and Budget Books

It can be observed from **Chart 2.2**, that during the last five years, there was a difference of 15.94 to 28.81 *per cent* between the Original Budget and the Total Budget, which showed that trends of expenditure during the past years were not taken into account for preparation of the budget for the ensuing year. To avoid such persistent divergence between Budget Estimates, Total Budget, Expenditure and Revised Estimates, a more realistic budget estimation exercise and better financial planning are required.

2.2.1 Component/Services wise analysis of budgetary provisions and expenditure

The Budget of the State was made up of various components such as Committed and Establishment expenditure, scheme wise budget segregation for State Schemes (SS), Centrally Sponsored Schemes (CSS), Central Area Scheme (CAS)[4], and Externally Aided Projects (EAP).

The component wise analysis of the Budget and Expenditure for the F.Y. 2024-25 is summarized in **Table 2.3**.

[4] *Schemes which are 100 per cent funded by the Central Government are categorised as Central Area Schemes in Bihar.*

Table 2.3: Component Wise Budget and Expenditure for the year 2024-25

(₹ in crore)

Component	Total Budget	Total Expenditure	Total Savings	Percentage of Total Budget	Percentage of Total Expenditure	Percentage of expenditure against the Total Budget
1	**2**	**3**	**4**	**5**	**6**	**(7=3/2*100)**
Establishment and Committed Expenditure*	2,07,036.42	1,71,736.42	35,299.99	56.80	59.80	82.95
State Schemes	71,499.57	60,886.90	10,612.67	19.61	21.20	85.16
Central Share for CSS	46,673.26	22,757.09	23,916.17	12.80	7.92	48.76
State Share for CSS	35,816.24	28,408.63	7,407.62	9.83	9.89	79.32
Central Area Schemes	25.38	6.25	19.13	0.01	0.00	24.63
Externally Aided Projects	3,468.00	3,383.20	84.80	0.95	1.18	97.55
Total	**3,64,518.87**	**2,87,178.49**	**77,340.38**	**100.00**	**100.00**	**78.78**

Source: Annual Financial Statement and Detailed Appropriation Accounts

**Includes XV^th Finance Commission and VI^th State Finance Commission Grants*

As can be seen from the **Table 2.3**, the percentage of expenditure incurred, as against the budget provision was particularly low in case of CAS schemes (24.63 *per cent)* and the Central Share component of CSS (48.76 *per cent)*. Despite predetermined ratio of State and Central Share, savings against Central Share in CSS were comparatively very high (up to 51.24 *per cent*) than savings under the State Share (20.68 *per cent*). For example, percentage of savings *vis-à-vis* Total Budget under Central Share of Mid-Day Meal (PM POSHAN) and Samagra Shiksha Abhiyan was 38.39 and 57.85 *per cent*, respectively.

Incurring an expenditure of only up to 78.78 *per cent* of the total budget indicated deficient planning and poor achievement of outcomes due to implementation deficiencies.

Non-submission of explanation for deviation from execution of budget

Norms adopted for comments on the Appropriation Accounts (at sub head level) for Bihar State, as prescribed by the Public Accounts Committee are described in **Table 2.4**.

Table 2.4: Criteria for comments on the Appropriation Accounts

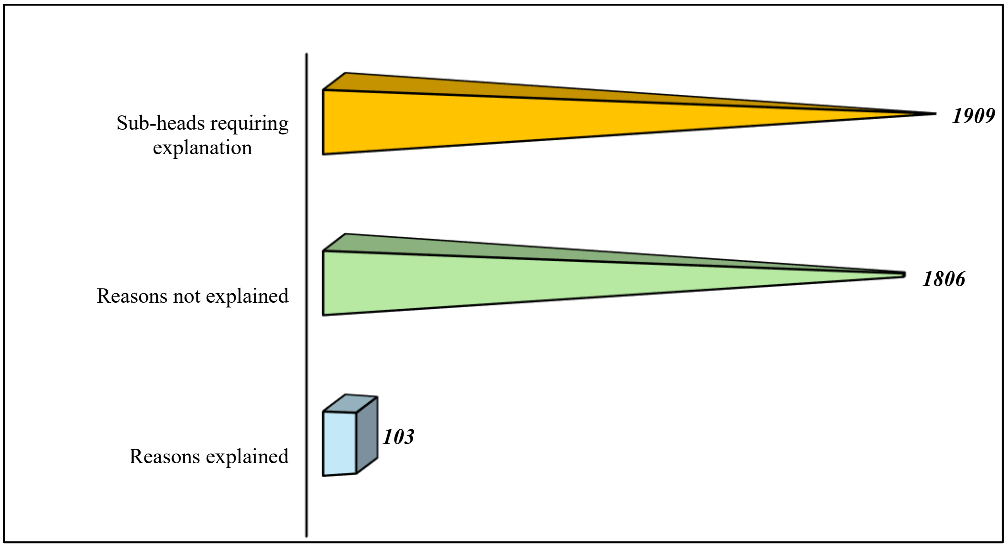
Sl. No.	Grant-wise Budget Provision	Savings (-) / Excess (+)	Sub-head wise norm
1	Up to ₹ 5.00 crore	₹ 5.00 lakh	At the Sub-head level in each case amount shown in Column No. 3 or 10 *per cent* of Sub-head wise provision, whichever is more
2	More than ₹ 5.00 crore but less than ₹ 50.00 crore	₹ 10.00 lakh	
3	More than ₹ 50.00 crore but less than ₹ 100.00 crore	₹ 15.00 lakh	
4	More than ₹ 100.00 crore but less than ₹ 500.00 crore	₹ 20.00 lakh	
5	More than ₹ 500.00 crore	₹ 25.00 lakh	

Source: Appropriation Accounts for the year 2024-25

After compilation of the expenditure data for the year, all Grant Controlling Officers are required to provide reasons of Excess or Savings for inclusion in the final Appropriation Accounts of the State. For this, the Accountant General (A&E), Bihar, provides the draft Appropriation Accounts to the Controlling Officers of the Departments, seeking the reasons/explanations for variations in expenditure, with reference to approved budgetary allocation, in keeping with the limits set by the PAC.

During the year 2024-25, cumulative savings of ₹ 77,340.38 crore were noticed, covering all sub-heads included in the Detailed Appropriation Account. Out of this, explanations were mandated to be furnished by the State Government/ Departments/CCOs for variations of ₹ 67,991.58 crore, covering 1,909 sub-heads. The status of explanations received/required to be submitted at sub heads level in Appropriation Accounts is shown in **Chart 2.3**.

Chart 2.3: Summary of Explanation received for Variations in the Appropriation Accounts



Source: Appropriation Accounts 2024-25

Chart 2.3 shows that explanations for variations (savings/excesses) were not provided in 1,806 heads of account (95 *per cent*) having savings of ₹ 60,452.46 crore. Thus, the Appropriation Accounts did not explain the constraints of the Government in fully utilising the budget provided by the Legislature.

2.3 Budget Marksmanship

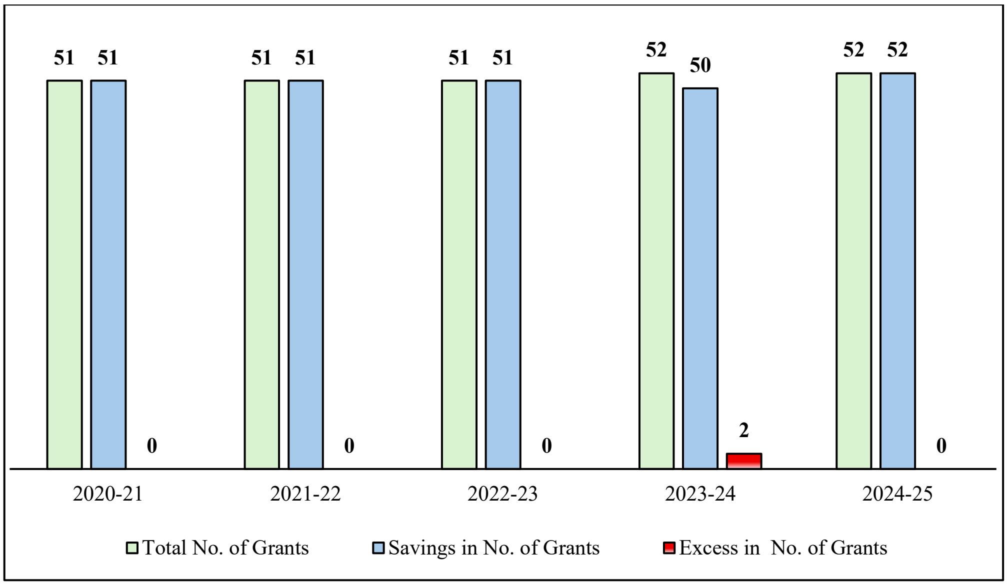
2.3.1 Expenditure Composition Outturn

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

In Bihar, the budgetary allocations were augmented through Supplementary Budget provisions.

A year-wise analysis of excesses, and savings under grants, provides valuable insights into the efficiency of budget planning and execution as well as financial management by the State. The trends of excesses and savings at the grant level in last five years is shown in **Chart 2.4**.

Chart 2.4: Trend of Excesses, and Savings under Grants in last five years



Source: Appropriation Accounts of the respective years

As can be seen from **Chart 2.4**, there had been savings under all Grants of the State (except 2023-24). During 2023-24, excess expenditure over budgeted provisions was observed in two grants.

The expenditure composition outturn in Revenue/Capital – Voted/Charged segments, compared to the Total Budget (TB) for the F.Y. 2024-25 is shown in **Table 2.5**.

Table 2.5: Expenditure composition outturn for F.Y. 2024-25

(₹ in crore)

Details		Total Budget	Expenditure	Deviation (-)	*Per cent* deviation (-)
				TB-E	vs TB
Revenue	Voted	2,69,541.31	2,00,800.52	68,740.79	25.50
	Charged	22,738.30	21,845.69	892.61	3.93
Capital	Voted	49,846.54	42,588.61	7,257.93	14.56
	Charged	22,392.72	21,943.67	449.05	2.01
Total		**3,64,518.87**	**2,87,178.49**	**77,340.38**	**21.22**

Source: Detailed Appropriation Accounts 2024-25

Percentage wise expenditure composition deviation at grant level in F.Y. 2024-25 is shown in **Table 2.6**.

Table 2.6: Expenditure composition overall deviation in F.Y. 2024-25

(in per cent)

Overall Deviation	Range of Deviation	Number of Grants
Revenue		
Voted: (-) 22.36	0 to ± 25	26
	± 25 to ± 50	16
	± 50 to ± 100	5
	≥100	0
	No provision	5
Number of grants		**52**
Charged: (-) 9.80	0 to ± 25	7
	± 25 to ± 50	1
	± 50 to ± 100	0
	≥100	0
	No provision	44
Number of grants		**52**
No provision was made in respect of five grants (Grant No. 5, 13, 14, 28 & 34) of the Revenue Voted Section and 44 grants (Grant No. 1, 2, 3, 4, 6, 7, 8, 9, 10, 11, 14, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 29, 30, 31, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, & 52) of the Revenue Charged Section.		
Capital		
Voted: (-) 16.89	0 to ± 25	19
	± 25 to ± 50	6
	± 50 to ± 100	9
	≥100	1
	No provision	17
Number of grants		**52**
Charged: (-) 0.01	0 to ± 25	1
	± 25 to ± 50	0
	± 50 to ± 100	0
	≥100	0
	No provision	51
Number of grants		**52**
No provision was made in respect of 17 grants (Grant No. 5, 6, 7, 13, 14, 15, 17, 24, 27, 28, 29, 31, 32, 33, 34, 45 & 52) of the Capital Voted Section and 51 grants (except Grant No. 4) of the Capital Charged Section.		

Source: Demand of Grants with Detailed Appropriation Accounts, 2024-25

Table 2.5 shows that major deviation of 88.88 *per cent* (₹ 68,740.79 crore) out of the total deviation amount ₹ 77,340.38 crore, was in revenue-voted segment of expenditure. **Table 2.6** shows that out of total deviation in Revenue-voted, deviation of ± 25 to ± 50 *per cent* occurred in 16 grants and ± 50 to ± 100 *per cent* occurred in five grants. Similarly, in Capital-voted segment, deviation of ± 25 to ± 50 *per cent* occurred in six grants and ± 50 to ± 100 *per cent* occurred in nine grants.

Grants where deviations have been persistent and significant (more than 25 *per cent* against TB), during the last five years are shown in **Table 2.7**.

Table 2.7: Persistent and significant deviations in Grants during 2020-25 (25 *per cent* or more in each year)

(In per cent)

Sl. No.	Grant no.	Name of Department	2020-21	2021-22	2022-23	2023-24	2024-25
Total Budget vs Actual Expenditure							
Revenue – Voted							
1	01	Agriculture	54.92	55.35	44.82	45.81	44.63
2	04	Cabinet Secretariat	52.57	31.23	42.66	57.25	35.37
3	08	Art, Culture and Youth	56.81	45.34	31.48	53.75	45.54
4	20	Health	25.35	25.91	42.86	34.41	35.05
5	25	Information Technology	44.72	52.56	38.99	47.13	31.93
6	29	Mines and Geology	39.34	36.46	33.11	28.56	64.05
7	39	Disaster Management	27.96	32.78	34.04	46.81	57.22
8	40	Revenue and Land Reforms	51.00	36.46	35.11	35.43	33.15
9	45	Sugarcane Industries	60.81	68.07	73.47	49.51	35.89
10	47	Transport	45.71	52.01	44.24	42.96	61.06
11	48	Urban Development and Housing	40.17	41.35	44.05	28.36	37.88
Capital - Voted							
12	11	BC and MBC Welfare	96.55	87.62	100.00	99.99	99.78
13	18	Food and Consumer Protection	100.00	77.21	31.09	78.50	80.72
14	30	Minorities Welfare	73.96	65.02	91.55	76.00	33.37
15	39	Disaster Management	100.00	100.00	100.00	53.15	44.93
16	40	Revenue and Land Reforms	97.84	93.90	99.50	98.30	100.00
17	47	Transport	93.71	80.12	75.75	51.68	81.79

Source: Demand of Grants and Detailed Appropriation Accounts of relevant years

As can be seen under **Table 2.7**, most cases of persistent, and higher deviation (in *per cent*) with respect to the total budget pertained to the Capital segment, indicating unrealistic budgeting or deficient execution of projects.

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 gross expenditure as against the net budget (after calculating the original budget provision + supplementary grants, surrenders and re-appropriations distinctly on gross basis).

Audit of Appropriation Accounts by the CAG seeks to ascertain whether the expenditure incurred under the 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 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 State Legislature is to regularise the excess expenditure. Excess disbursements pertaining to previous years pending regularization from State Legislature are shown in **Table 2.8**.

Table 2.8: Excess expenditure relating to previous years requiring regularisation

(₹ in crore)

Year	Excess expenditure	Year	Excess expenditure
Animal Husbandry Department			
1987-88	6.92	1992-93	87.77
1988-89	6.13	1993-94	125.03
1989-90	8.65	1994-95	170.61
1990-91	29.29	1995-96	146.49
1991-92	70.72	1996-97	6.37
Legislature			
2019-20	2.30		
Road Construction Department			
2023-24	39.43		
Rural Development Department			
2023-24	0.04		
Total	**699.75**		

While cases of excess expenditure incurred under the Animal Husbandry Department during F.Y. 1987-88 to 1996-97 is *sub judice,* excess expenditure incurred during F.Y. 2019-20 to 2023-24 is yet to be regularised.

2.5.2 Supplementary Grants rendered non-essential

Article 205 of the Constitution prescribes the requirement of Supplementary or, Additional Grants or Appropriation to cater to requirements of more than the original provisions.

During 2024-25, Supplementary provisions amounting to ₹ 81,526 crore were made by the State Government in 942 Heads of Account of 52 grants. In 35 heads of account ***(Appendix 2.1)*** under 12 grants, it was noticed that even though supplementary provisions of ₹ 6,225.58 crore (₹ 50 crore or more in each case) were made, the expenditure did not come up to original provisions of ₹ 39,765.47 crore leading to savings of ₹ 7,306.62 crore during the year 2024-25. Therefore, the Supplementary Budget proved to be unnecessary in these cases.

Similarly, in cases of 33 heads of account (under 14 grants), in addition to the Original Budget provisions (each more than ₹ 10 crore) of ₹ 17,095.97 crore, substantial supplementary provisions (₹ 100 crore or more in each case) of ₹ 29,773.16 crore were made. The expenditure of ₹ 40,192.36 crore incurred under these heads of account fell short by ₹ 6,676.77 crore (₹ 50 crore and above in each case) against the total budget provision of ₹ 46,869.13 crore (OB+SB). Therefore, additional supplementary budget could not be utilised completely and savings of ₹ 6,676.77 crore proved to be excessive ***(Appendix 2.2)***.

2.5.3 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 of total ₹ 3,630.52 crore was made under 48 grants.

In 15 heads of account under eight departments, augmentation of ₹147.26 crore in budget through re-appropriation (₹ 5 crore and above) proved unnecessary because expenditure was either equal to or less than the original/total budget provisions ***(Appendix 2.3),*** re-appropriations had been made without realistic assessment.

2.5.4 Unspent amount and surrendered appropriation and/or Large Savings/Surrenders

Budget proposals should be optimized for all foreseeable expenditure at appropriate spending levels to reduce the underutilisation of budgeted funds.

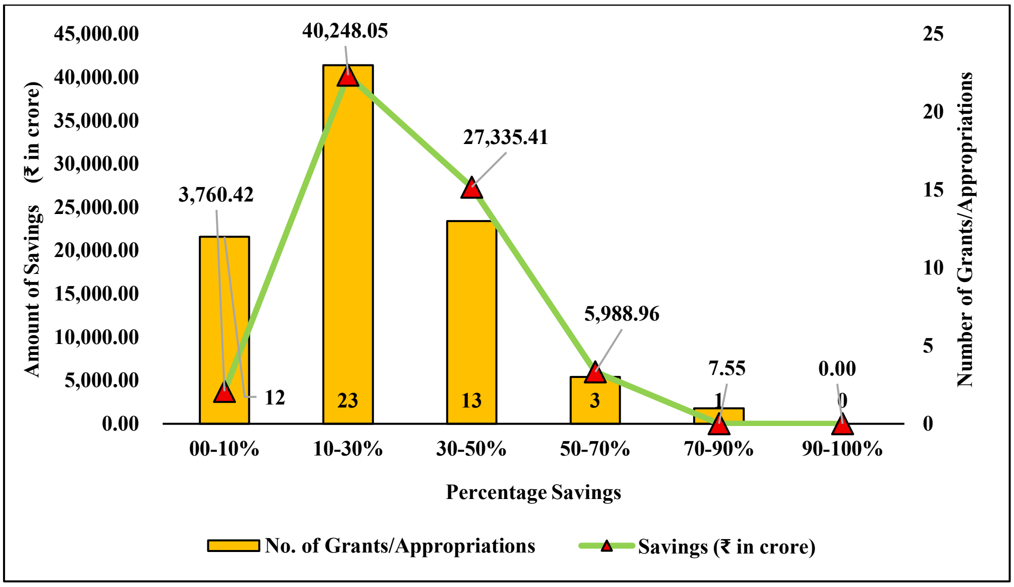
Timely surrenders by the spending units are an important mechanism for optimal reallocation within the approved budget.

The analysis of savings at grants and appropriations level showed that cumulative savings (excluding surrenders) of ₹ 67,397.83 crore (more than ₹ 500 crore in each case) were found in 16 cases (Revenue: 14 and Capital: 02) under 15 grants during the year 2024-25 ***(Appendix 2.4)***.

Further, in the last five years persistent savings of ₹ 1,000 crore and more were also observed in 10 segments (nine in Revenue-Voted and one in Capital-Voted) of 10 grants ***(Appendix 2.5)***.

Details of grants grouped by percentage utilisation along with savings are shown in ***(Appendix 2.6)*** and in **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 2024-25

Chart 2.5 shows that savings of ₹ 27,335.41 crore (35.34 *per cent*) was made under 13 grants which could utilize only 50 to 70 *per cent* of their budget provision.

Surrender of Savings

As per Rule 104 of BBM, 2016, no amount out of the savings should be held in reserve for meeting additional expenditure not foreseen or not already approved by the competent authority. Surrender of savings shall be submitted by 15 February of the current financial year. In exceptional cases surrenders may be submitted up to 31 March of the current year.

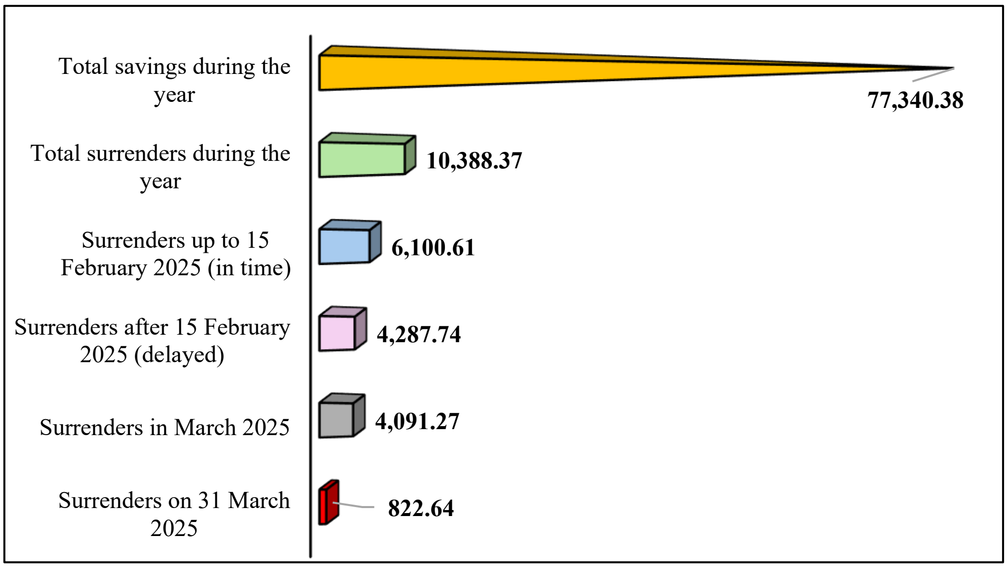
Out of total savings of ₹ 77,340.38 crore, substantial savings amounting ₹ 66,952.02 crore (86.57 *per cent*) were not surrendered. Of this, savings of ₹ 33,435.29 crore occurred under 18 grants, but were not surrendered at all ***(Appendix 2.7)***.

Further, out of total surrender of ₹ 10,388.37 crore, savings of ₹ 822.64 crore were surrendered ***(Appendix 2.8)*** on the last day of the Financial Year.

Summarised status of savings and surrenders during the F.Y. is shown in the **Chart 2.6**.

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

(₹ in crore)



Source: Appropriation Accounts 2024-25

As can be seen from **Chart 2.6,** only 13.43 *per cent* (₹10,388.37 crore) of total savings were surrendered. Out of surrendered amount, only ₹ 6,100.61 crore (58.72 *per cent*) were surrendered within the prescribed timeline, highlighting poor financial management and sub-optimal utilisation of available resources.

2.5.5 Misclassification between Revenue 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, an amount of ₹ 100.00 crore was provisioned as subsidy under the head 4515-00-103-0101-33-02 (Compensation) in Grant No. 37 (Rural Works Department). Out of the provisioned amount, ₹ 33.11 crore expended during the year was booked in the Capital Section instead of the Revenue Section. This misclassification caused overstatement of capital expenditure by ₹ 33.11 crore and understatement of revenue expenditure by the same amount.

2.5.6 Non-adherence to the Quadrimestre Expenditure Limit

Rule 62(3) of the General Financial Rules, 2017, provides that rush of expenditure particularly in the closing months of the financial year is regarded as a breach of financial propriety and should be avoided.

The State Government has also set quadrimestre-wise[5] percentages limitation for expenditure during the year, with the aim to control expenditure in a phased manner.

Details of quadrimestre wise expenditure are shown in **Table 2.9** and grant wise expenditure is detailed in ***Appendix 2.9***.

Table 2.9: Trend of quadrimestre wise Expenditure during FY 2024-25

(₹ in crore)

Period	Expenditure	Percentage of exp. w.r.t. total exp.
Total	**2,81,939.30[6]**	**100.00**
1st quadrimestre	69,507.34	24.65
2nd quadrimestre	1,00,079.63	35.50
3rd quadrimestre	1,12,352.33	39.85
Last month of the year (March 2025)	38,229.06	13.56
Last day of the year (31 March 2025)	**1,014.07**	**0.36**

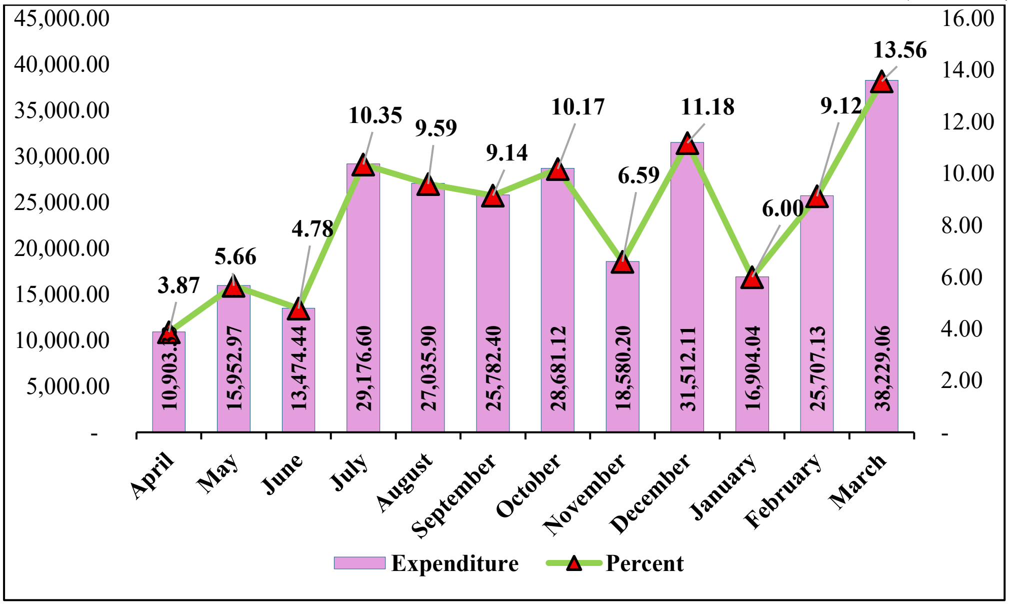
Source: Office of the Principal Account General (A&E)

As can be seen from **Table 2.9** that amount of expenditure was growing with passing of every quadrimestre, violating the limit prescribed by the State Government during second and third quadrimestre.

Trend of monthly expenditure is shown in **Chart 2.7**.

Chart 2.7: Trend analysis of Expenditure (Month wise)

(₹ in crore)



Source: Office of the Principal Account General (A&E)

5 *(Order no. M-4-07/2023/3576-F dated 01.04.2024), 33 per cent for 1st quadrimestre (April-July); 32 per cent for 2nd quadrimestre (August-November) and 35 per cent for 3rd quadrimestre (December-March).*

6 *The expenditure figure is net result of gross expenditure reduced by adjustments of all recoveries, CAMPA, SDRF and CRF funds amounting to ₹ 5,239.21 crore.*

It can be observed from **Chart 2.7** that during 2024-25 the maximum expenditure was incurred in the last quadrimestre (39.85 *per cent*) and was far above the prescribed ceiling. It was also observed that highest expenditure ₹ 38,229.06 crore (13.56 *per cent*) was incurred in the last month of March, indicating rush of expenditure during this part of financial year.

2.6 Parking and return of unspent Funds kept outside the Legislative Framework

According to Paragraph 3.10 under General Directions of the List of Major and Minor Head of Account (LMMH), recoveries of overpayments relating to previous years must be recorded under the distinct minor head 'Deduct– Recoveries of Overpayments' (Code 911) below the concerned Major/Sub-Major Head without affecting the gross expenditure reflected in the Appropriation Accounts. The overpayments include Recoveries of overpayments, Refund of Excess/ Unintended withdrawals and Recovery of Salary and Other Advances *etc*.

During the period 2020-21 to 2024-25, total ₹ 15,657.61 crore, relating to previous years were returned/refunded into Government account under the minor head "911". This amount included ₹ 14,571.15 core (93.06 *per cent* of total refunds/recoveries) related to 'refund of excess/ unintended withdrawals' released during the previous years as shown in **Table 2.10**.

Table 2.10: Year wise return/refunds under MIH-911 during 2020-21 to 2024-25

(₹ in crore)

Year	Refund of Excess/ Unintended withdrawals	Recoveries of Overpayments	Total
2020-21	1,860.32	225.58	2,085.90
2021-22	848.49	118.84	967.33
2022-23	2,905.52	196.16	3,101.68
2023-24	6,712.66	384.92	7,097.58
2024-25	2,244.16	160.96	2,405.12
Total	**14,571.15**	**1,086.46**	**15,657.61**

Source: Office of the PAG (A&E), Bihar

Table 2.10 indicates that ₹ 14,571.15 crore was thus drawn in excess of actual requirements and were returned/refunded only in the ensuing financial years. As these funds were kept in PD/PL as well as in the bank accounts and therefore, they remained outside the purview of legislative control. Such practices not only distort the actual expenditure figures inflating both revenue expenditure and revenue deficit in the year of withdrawal but also increase the risk of misuse or misappropriation of public funds during the interim period.

2.7 Single Nodal Agency (SNA)

Rule 232 (v) of the General Financial Rules, 2017, prescribes the release of funds to the State Governments and monitoring utilisation of fund through Public Finance Management System (PFMS). For better monitoring the availability and utilisation of funds released to the States under the Centrally Sponsored Schemes (CSS), the Department of Expenditure (Ministry of Finance, GoI) vide OM No. 1(13) PFMS/FCD/2020 dated 23 March 2021 issued guidelines for revised procedure for flow of funds under CSS. The revised procedure, known as the "SNA model", came into effect from 01 July 2021.

Meanwhile, Ministry of Finance, GoI, mandated (March 2021) release of funds through a Single Nodal Agency (SNA) for each CSS and monitoring their utilisation. Each SNA should have a dedicated bank account in an authorised Scheduled Commercial Bank. The State Government is required to transfer the Central share received, to the concerned SNA's account, along with the corresponding State share.

As per GoI directions regarding SNA, status of its implementation in Bihar and the data for 2024-25, available on PFMS dashboard (as on 16.08.2025) the followings was noted:

- Total 156 agencies were registered as SNA in the State. These agencies had total 1,76,950 child agencies, mapped in PFMS.

- As on 1 April 2024, the opening balance in SNA for CSS related funds was ₹ 14,738.13 crore. During 2024-25, ₹ 20,772.99 crore were received as central share for CSS, out of which ₹ 20,331.70 crore was transferred by the State to the SNA. Total ₹ 35,126.41 crore was transferred (GoI: ₹ 20,331.70 crore, GoB: ₹ 14,794.71 crore including amount of top-up by GoB) by the State to SNA for CSS. As such, there was a short transfer of ₹ 441.29 crore of central share by the State. Out of these total available funds of ₹ 49,864.54 crore in the SNA, ₹ 38,101.83 crore were accounted for as expenditure towards CSS and ₹ 480.46 crore disbursed as advance resultantly ₹ 11,282.25 crore remained unexpended. However, closing balance of the SNA for CSS (as per PFMS dashboard) was ₹ 12,760.66 crore indicating a difference of ₹ 1,478.41 crore between actual closing balance and reported closing balance figures, which needs to be reconciled.

- As on 31 March 2025, ₹ 12,760.66 crore was lying unspent in the bank accounts of the SNAs. Total interest accrued on these funds was ₹ 1,291.87 crore. Against the proportionate Central share of interest of ₹ 748.11 crore, ₹ 543.57 crore was deposited in the Consolidated Fund of India/ settled and remaining ₹ 204.54 crore was yet to be deposited/settled.

- The State was to transfer the Central Share of the CSS Schemes received along with the commensurate State share to the SNA within 30 days of receipt. In case of delays, interest at the rate of seven *per cent* per annum for the period of delay was to be levied. During 2024-25, there were delays up to 167 days and 246 days in transferring the Central and State share respectively, from the State treasury to the concerned SNA, creating extra fiscal burden on the State's exchequer.

Audit also noted discrepancies in Central and State share transfer data maintained by office of the PAG (A&E) and information as available on SNA PFMS Reports, as mentioned in **Table 2.11**.

Table 2.11: Discrepancies in Central and State share transfer during 2024-25

(₹ in crore)

Source of Data	Central share received	Central share transferred	State share transferred	Total Amount transferred	Less amount transferred by State
Office of the PAG (A&E), Bihar	29,948.47	22,767.69	28,416.42	51,184.11	NA
SNA PFMS Report	20,772.99	20,331.70	14,794.71	35,126.41	441.29
Difference	**9,175.48**	**2,435.99**	**13,621.71**	**16,057.70**	**NA**

This discrepancy in data is under reconciliation between the office of the PAG (A&E), Bihar and the Finance Department of Government of Bihar.

2.8 Review of selected grants

A detailed review of selected Grants was undertaken to carry out an in-depth analysis of the fund flow and expenditure patterns. This review was carried out with the objective of assessing the quality of budget formulation, implementation, monitoring, and financial controls systems in place. The review sought to identify systemic weaknesses, inefficiencies in fund utilisation, misclassifications, and instances of budgetary indiscipline, with the aim of strengthening fiscal governance and contributing meaningful insights.

Accordingly, a detailed examination of the budget, expenditure, savings and surrenders was carried out for two Grants *viz*., Grant No. 35 "Planning and Development Department" and Grant No. 48 "Urban Development & Housing Department".

The budgetary & expenditure details of the abovementioned two Grants for the period 2019-20 to 2023-24, are shown in **Table 2.12**.

Table 2.12: Details of Budget, Expenditure, Savings, Surrenders under selected grants

(₹ in crore)

Grant No.	Department	Total Budget	Expenditure	Savings	Surrenders
35	Planning & Development	12,058.16	8,426.23	3,631.94	412.42
48	Urban Development & Housing	59,033.34	37,016.29	22,017.06	2,987.63

Source: Appropriation Accounts and office of the Pr. AG (A&E), Bihar

Results of the review of the selected grants mentioned in **Table 2.12** are detailed in the subsequent paragraphs.

2.8.1 Grant No. 35 "Planning & Development Department"

The Planning and Development Department (PDD) is responsible for plan formulation, implementation, policy determination, monitoring and evaluation of public sector schemes and development initiatives in the State, parallel to or in collaboration with the Finance Department. The Department implements Mukhyamantri Kshetra Vikas Yojna (MKVY), Member of Parliament Local Area Development (MPLAD) and other schemes through Bihar Local Area Development Agency (BLADA) and Local Area Engineering Organisation (LAEO).

Total 12 Major Heads (Revenue: 08 and Capital: 04), were operated under the grant during 2024-25.

2.8.1.1 Budgetary Management

i Budget Provision and Utilisation

The overall position of budget provisions, actual disbursements, and savings/excess under the grant for the last five financial years is shown in **Table 2.13**.

Table 2.13: Budgetary provisions and their utilisation during FYs 2020-25

(₹ in crore)

Financial Year	Segment	Original Budget	Supplem-entary Budget	Total Budget	Expenditure	Savings	Percentage of Savings against total budget
2020-21	Revenue	811.90	3.01	814.91	485.34	329.57	40.44
	Capital	1,289.66	90.00	1,379.66	735.60	644.06	46.68
	Total	**2,101.56**	**93.01**	**2,194.57**	**1,220.94**	**973.63**	**44.37**
2021-22	Revenue	852.93	10.65	863.58	532.10	331.48	38.38
	Capital	1,345.47	321.82	1,667.29	1,367.11	300.18	18.00
	Total	**2,198.40**	**332.47**	**2,530.87**	**1,899.21**	**631.66**	**24.96**

Financial Year	Segment	Original Budget	Supplem-entary Budget	Total Budget	Expenditure	Savings	Percentage of Savings against total budget
2022-23	Revenue	903.66	41.35	945.01	725.93	219.08	23.18
	Capital	1,284.16	10.00	1,294.16	1,117.60	176.56	13.64
	Total	**2,187.82**	**51.35**	**2,239.17**	**1,843.53**	**395.64**	**17.67**
2023-24	Revenue	868.47	2.45	870.92	645.51	225.41	25.88
	Capital	1,348.51	318.00	1,666.51	1,444.61	221.90	13.32
	Total	**2,216.98**	**320.45**	**2,537.43**	**2,090.12**	**447.31**	**17.63**
2024-25	Revenue	601.00	192.66	793.66	443.47	350.19	44.12
	Capital	1,615.48	0.00	1,615.48	1,386.46	229.02	14.18
	Total	**2,216.48**	**192.66**	**2,409.14**	**1,829.93**	**579.21**	**24.04**
Revenue Total		**4,037.96**	**250.12**	**4,288.08**	**2,832.35**	**1,455.73**	**33.95**
Capital Total		**6,883.28**	**739.82**	**7,623.10**	**6,051.38**	**1,571.72**	**20.62**
Grand Total		**10,921.24**	**989.94**	**11,911.18**	**8,883.73**	**3,027.45**	**25.42**

Source: Appropriation Accounts for the respective years

ii Persistent savings under Grant

Audit observed cases of persistent savings in various heads of account in the last three years. Details of savings of more than 50 *per cent* of the total budget during 2024-25, are presented in **Table 2.14**.

Table 2.14: Persistent savings above 50 *per cent* under various HoA

(₹ in crore & per cent in parentheses)

Sl. No.	Head of Account	Name of HoA	2022-23	2023-24	2024-25
1	2235-01-202-0505	Emergency Koshi Flood Rehabilitation Project (World Bank Aided)	41.05 (15.00)	36.63 (18.77)	38.72 (100.00)
2	2235-01-789-0501	Emergency Koshi Flood Rehabilitation Project (World Bank Aided)	14.18 (15.00)	15.37 (18.77)	48.28 (100.00)
3	4070-00-051-0210	Border Area Development Programme (BADP)	47.34 (88.32)	54.47 (100.00)	54.30 (100.00)
4	4070-00-051-0310	Border Area Development Programme (BADP)	18.96 (88.35)	34.54 (100.00)	21.72 (100.00)

Sl. No.	Head of Account	Name of HoA	2022-23	2023-24	2024-25
5	4070-00-789-0302	Border Area Development Programme (BADP)	12.63 (88.32)	16.95 (100.00)	14.48 (100.00)
6	2052-00-090-0103	Strengthening of Planning System	0.88 (88.00)	0.54 (27.00)	21.96 (95.69)
7	3454-02-205-0102	India Statistical Reinforcement Project	14.45 (65.68)	24.24 (70.51)	22.95 (94.48)
8	4515-00-102-0203	Additional Central Assistance (ACA) for Left Wing Extremism (LWE) Districts	61.62 (61.62)	72.50 (72.50)	94.36 (93.00)
9	2235-60-200-0120	Bihar Temple Chahardiwari construction Fund Plan 2015 (For Home Department)	16.59 (66.36)	11.54 (46.16)	12.84 (51.36)
10	3454-02-205-0101	Integrated Statistical Development Scheme	10.15 (14.79)	37.15 (58.06)	33.49 (51.28)

Source: Detailed Appropriation Accounts of respective years
Figures in parentheses indicate percentage to total budget provision

As can be seen from **Table 2.14**, HoA-Border Area Development Programme had the most persistent savings up to 100 *per cent* which indicates improper estimation under these schemes or non-achievement of the projected financial outlays during the respective years. Besides BADP, 'Strengthening of Planning System', 'India Statistical Reinforcement Project' and 'Additional Central Assistance (ACA) for Left Wing Extremism (LWE) Districts' had the most persistent savings during 2022-23 to 2024-25.

iii Unnecessary re-appropriation of funds

It was observed that re-appropriated provisions amounting to ₹ 12.64 crore were made under 10 Heads of Account (HoA) during 2024-25. In two of these HoA, significant re-appropriations proved unnecessary, as the expenditure did not reach the level of the original budget provisions, as shown in **Table 2.15**.

Table 2.15: Unnecessary re-appropriation of funds

(₹ in crore)

Sl. No.	Head of Account (Description)	Original Budget	Supplementary Budget	Re-appropriation	Expenditure
1	3454-02-205-0101 - Integrated Statistical Development Scheme (State Scheme)	38.81	26.50	4.95	31.82
2	3454-02-205-0102 - India Statistical Reinforcement Project (State Scheme	24.29	0.00	6.07	1.34
Total		**63.10**	**26.50**	**11.02**	**33.16**

Source: Appropriation Accounts of 2024-25

Unnecessary re-appropriation indicates that the Department exercised the provision of re-appropriation without proper assessment of actual requirement of funds.

iv Unnecessary provision of Supplementary Budget

During 2024-25, total original budget under six HoA was ₹ 228.49 crore which was augmented by ₹ 77.29 crore through Supplementary Budget. Expenditure under these HoA (₹ 175.55 crore), however, did not reach up to the original budget provisions and supplementary provision of ₹ 77.29 crore proved unnecessary. Details are given in **Table 2.16**.

Table 2.16: Cases of unnecessary Supplementary Budget

(₹ in crore)

Sl. No.	Head of Account	Original Budget	Supplementary Budget	Expenditure
1	2052-00-090-0103	2.00	20.95	0.99
2	2235-60-200-0117	167.10	24.50	124.60
3	3451-00-101-0001	6.23	0.19	5.51
4	3454-02-111-0001	13.55	0.15	12.32
5	3454-02-204-0119	0.80	5.00	0.31
6	3454-02-205-0101	38.81	26.50	31.82
	Total	**228.49**	**77.29**	**175.55**

Source: Appropriation Accounts 2024-25

Above indicates that proposals for supplementary budget were made without assessing the actual requirement.

v Entire provisions remained unutilised

It was observed that entire budgetary provisions amounting to ₹ 178.50 crore had remained unutilised under six HoA in the Department during the year 2024-25 as detailed in **Table 2.17**.

Table 2.17: Cases of non-utilization of entire Budget Provisions in 2024-25

(₹ in crore)

Sl. No.	Head of Account	Name of HoA	2024-25
1.	2059-01-053-0024	Maintenance of the buildings of Fair, Hat, Market and Kutchery	1.00
2.	2235-01-202-0505	Emergency Koshi Flood Rehabilitation Project (World Bank Aided)	38.72
3.	2235-01-789-0501	Emergency Koshi Flood Rehabilitation Project (World Bank Aided)	48.28
4.	4070-00-051-0210	Border Area Development Programme (BADP)	54.30
5.	4070-00-051-0310	Border Area Development Programme (BADP)	21.72
6.	4070-00-789-0302	Border Area Development Programme (BADP)	14.48
Total			**178.50**

Source: Appropriation Accounts 2024-25

The non utilisation of the entire budget provisions indicates improper estimation under these schemes or non-achievement of the projected financial outlays during 2024-25. Unnecessary provisioning reflects deficient budgetary exercise, requiring institution of necessary checks more rigorously.

vi Non-surrender of savings

Audit analysed data related to savings and surrenders under Revenue and Capital sections of the grant during last five years. During analysis Audit observed that during 2020-25, the Department surrendered only 19.39 *per cent* (₹ 282.28 crore) of its total savings (₹ 1,455.74 crore) that too only under the Revenue section and savings of ₹ 1,571.72 crore under the Capital section were not surrendered at all. Details are given in **Table 2.18**.

Table 2.18: Budgetary details of non-surrender of savings under Revenue and capital sections in the last five years

(₹ in crore)

Financial Year	Revenue			Capital			Overall percentage of non-surrender
	Savings	Surrender	*Per cent* of non-surrender	Savings	Surrender	*Per cent* of non-surrender	
2020-21	329.57	160.51	51.30	644.06	0.00	100	83.51
2021-22	331.49	20.99	93.67	300.18	0.00	100	96.68
2022-23	219.08	31.65	85.55	176.56	0.00	100	92.00
2023-24	225.41	47.41	78.97	221.90	0.00	100	89.40
2024-25	350.19	21.72	93.80	229.02	0.00	100	96.25
Total	**1,455.74**	**282.28**	**80.61**	**1,571.72**	**0.00**	**100**	**90.68**

Source: Appropriation Accounts of the respective years

Such non-surrenders indicate weak control over budgetary management. Substantial savings with comparatively low surrenders adversely affects financial discipline.

vii Other issues

- **Non-alignment of Sustainable Development Goals (SDGs) with state budget** – Being the nodal department for implementation of SDGs, the Department prepared a vision document in 2017. However, no schemes were mapped with the SDGs in the State Budget.

The Department replied (August 2025) that the process of SDG aligned budgeting is yet to commence.

The reply of the Department is not tenable as without alignment of schemes in the budget with the SDGs, the achievement of SDG's indicators could not be ascertained.

- Total 191 Abstract Contingent (AC) bills amounting to ₹ 275.47 crore which were drawn up to September 2024, were outstanding, as on 31 March 2025.

- Total 14 Utilisation Certificates (UCs) amounting to ₹ 144.65 crore (disbursed up to September 2023) were outstanding for adjustment as on 31 March 2025.

2.8.2 Grant No.-48 "Urban Development and Housing Department"

The Urban Development and Housing Department (UD & HD), GoB, is the nodal Department for ensuring appropriate and planned growth of cities and towns in the State. It is also responsible for providing adequate infrastructure, amenities and services to citizens through the Urban Local Bodies and parastatal agencies. As of February 2025, there were total 261 Urban Local Bodies (19 Municipal Corporations, 88 Nagar Parishads and 154 Nagar Panchayats) in Bihar.

Under this grant, total 10 major heads (Revenue: 06 and Capital: 04) were operated during the financial year 2024-25.

2.8.2.1 Budgetary Management

i Budget Provision and Utilisation

Details of Original, Supplementary and Total budget along with expenditure incurred and savings under the revenue and capital segments of the grant, during the last five financial years is given in **Table 2.19**.

Table 2.19: Budget and Expenditure during the period 2020-25

(₹ in crore)

Financial Year	Segment	Original Budget	Supple-mentary Budget	Total Budget	Expenditure	Savings	Savings percentage against Total Budget
2020-21	Revenue	7,163.72	2,179.48	9,343.20	5,590.39	3,752.81	40.17
	Capital	50.00	200.00	250.00	50.00	200.00	80.00
	Total	**7,213.72**	**2,379.48**	**9,593.20**	**5,640.39**	**3,952.81**	**41.20**
2021-22	Revenue	7,617.13	2,414.49	10,031.62	5,883.84	4,147.78	41.35
	Capital	150.00	1,400.00	1,550.00	1,057.58	492.42	31.77
	Total	**7,767.13**	**3,814.49**	**11,581.62**	**6,941.42**	**4,640.20**	**40.07**
2022-23	Revenue	8,025.94	1,950.47	9,976.41	5,582.06	4,394.35	44.05
	Capital	150.00	814.00	964.00	964.00	0.00	0.00
	Total	**8,175.94**	**2,764.47**	**10,940.41**	**6,546.06**	**4,394.35**	**40.17**
2023-24	Revenue	9,594.15	10,119.93	19,714.08	14,123.88	5,590.20	28.36
	Capital	115.00	694.00	809.00	620.00	189.00	23.36
	Total	**9,709.15**	**10,813.93**	**20,523.08**	**14,743.88**	**5,779.20**	**28.16**
2024-25	Revenue	11,184.22	3,924.64	15,108.86	9,385.81	5,723.05	37.88
	Capital	114.50	750.00	864.50	618.62	245.88	28.44
	Total	**11,298.72**	**4,674.64**	**15,973.36**	**10,004.43**	**5,968.93**	**37.37**
Revenue total		**43,585.16**	**20,589.01**	**64,174.17**	**40,565.98**	**23,608.19**	**36.79**
Capital total		**579.50**	**3,858.00**	**4,437.50**	**3,310.20**	**1,127.30**	**25.40**
Grand Total		**44,164.66**	**24,447.01**	**68,611.67**	**43,876.18**	**24,735.49**	**36.05**

Source: Appropriation Accounts for the respective years

From **Table 2.19**, it can be seen that during the last five years:

- Total Original budget under Capital segment was low but was increased (more than six times) through supplementary budgets of ₹ 3,858 crore, which revised the Total Budget up to ₹ 4,437.50 crore. However, expenditure of only ₹ 3,310.20 crore (74.60 *per cent*) was incurred against the Total Budget.

- It was further observed that; out of total supplementary budget of ₹ 3,858.00 crore, ₹ 3,783.00 crore (98 *per cent)* were provisioned for execution of the Patna Metro Rail Project during 2020-25, indicating lack of planning for infrastructure creation during the budgeting process.

- Although the total Original Budget of Revenue segment was enhanced by 47 *per cent*, but expenditure was still less than the Original budget.

Above indicates deficiencies in budget estimation, assessment of additional funds required through supplementary budget leading to large savings.

ii Preparation and utilisation of budget estimates

For the year 2024-25, the Urban Development and Housing Department (UD&HD) proposed budget estimate of ₹ 19,645.23 crore for Central/State Schemes under 34 HoA to the Planning and Development Department (PDD). Later on, the proposed BE was, reduced by the Department to ₹ 6,066.17 crore (reduction of 69 *per cent*) due to outlay fixed by PDD. Despite this, during 2024-25, the Department incurred an expenditure of only ₹ 3,204.42 crore (16 *per cent* of the proposed Budget Estimate and 53 *per cent* of reduced proposal) under *ibid* 34 HoAs. Audit noted that out of 34 HoA, no expenditure was incurred under 12 HoA (Saat Nischay[7]: 02, CSS: 03[8] and SS: 07[9]) against provision of ₹ 569.00 crore.

Summary of proposed BE, revised BE and expenditure incurred in 34 HoA of Central/State Schemes is shown in **Table 2.20**.

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[7] *It is a series of development initiatives launched by the State Government, focusing on seven key areas for comprehensive growth.*

[8] *(i) AMRUT 2.0, (ii) Beautification of Lakes and (iii) Deendayal Antyodaya Yojana-National Urban Livelihoods Mission (DAY-NULM).*

[9] *(i) Monitoring/Evaluation/Supervision/Establishments of resource centre and urban planning, (ii)Strengthening of Bihar State Housing Board, (iii) Construction of Nagar Vikas Bhawan, (iv) Infrastructure for control of street dog population, (v) construction of Moinul Haq Stadium, Patna (vi) Urban Planning Area Plan and (vii) NHB aided State Schemes- State Component (construction of Mokshdham, Storm Water Drainage, Peyjal Supply Schemes).*

Table 2.20: Proposed BE, Revised BE *vs* expenditure incurred in 34 HoA of Central/ State Schemes in 2024-25

(₹ in crore)

Sl. No.	Scheme	No. of HoA	Proposed BE	Revised BE proposed by the Department	Expenditure
1	Saat Nishchay	7	6,200.00	700.00	408.69
2	Central Sponsored Schemes (Central Share)	7	4,015.26	4,015.26	796.46
	Central Sponsored Schemes (State Share)		4,064.47	816.79	834.70
3	State Schemes	20	5,365.50	534.12	1,164.57
		34	**19,645.23**	**6,066.17**	**3,204.42**

Source: Information provided by UD & HD, GoB

Audit observed that:

- the Department utilised only ₹ 0.73 crore in 'AMRUT 2.0', against the BE of ₹ 1,382 crore (Central Share: ₹ 1,172 crore and State share: ₹ 210 crore).
- for CS Schemes and State Schemes, the Department provisioned ₹ 970.59 crore for Scheduled Castes Special Plan (Central Share: ₹ 791.80 crore, State share: ₹ 13.79 crore and State Scheme: ₹ 165 crore) and ₹ 78.86 crore (Central Share: ₹ 30.86 crore, State share: ₹ 3 crore and State Scheme: ₹ 45 crore) for Scheduled Tribe Special Plan components during 2024-25 in the BE for the year. However, the Department utilized only ₹ 291.58 crore (30 *per cent*) and ₹ 43.20 crore (55 *per cent*), respectively towards Special components of SC & ST Special plans.

iii Substantial and Persistent savings

During 2024-25, there were substantial savings in 42 HoA pertaining to CS Schemes (Pradhan Mantri Awas Yojana-Urban, Swachcha Bharat Mission 2.0, Smart City Mission and National Urban Livelihood Mission) under the Grant. Summary of savings under CSS component is shown in **Table 2.21**.

Table 2.21: Summary of savings under Centrally Sponsored Schemes during 2024-25

(₹ in crore)

Type of scheme	Total Budget	Savings	Savings in *per cent*	Percentage *vis-à-vis* total savings in UD & HD
CSS (Central share)	4,189.51	3,390.36	81	57
CSS (State share)	1,415.79	574.42	41	10
Total	**5,605.30**	**3,964.78**	**71**	**66**

Source: Detailed Appropriation Accounts 2024-25

Further, there were persistent substantial savings in eight HoA related to Establishment & Committed, CSS and SS during 2022-23 to 2024-25, as shown in **Table 2.22**.

Table 2.22: Substantial persistent savings during 2022-23 to 2024-25

(₹ in crore)

Sl. No.	Name of Scheme	Head of Account	2022-23		2023-24		2024-25	
			Saving	Saving percentage	Saving	Saving percentage	Saving	Saving percentage
1	XV-FC GIA to Municipal Corporations for Health sector works	48-2217801910017	95.00	100.00	92.87	100.00	100.55	100.00
2	XV-FC GIA to Municipal Corporations for primary works	48-2217801910010	286.07	31.00	670.90	43.00	122.88	8.00
3	XV-FC GIA to Nagar Panchayats for primary works	48-2217801930001	219.16	56.00	90.43	21.00	315.60	48.00
4	Housing For All (CS)	48-2217017890205	48.00	100.00	90.88	74.00	150.00	100.00
5	HFA (CS)	48-2217030510203	23.51	12.00	131.80	22.00	1,016.19	89.00
6	HFA (SCSP)	48-2217037890205	144.00	100.00	35.26	25.00	596.32	93.00
7	Integrated Urban Engineering Organization	48-2217050010008	58.14	50.00	72.09	59.00	106.73	71.00
8	Land Acquisition (State Scheme)	48-2217031910113	165.24	73.00	97.16	97.00	163.82	40.00

Source: Appropriation Accounts of the respective years

Persistent and substantial savings over the years indicates deficient budget estimation and monitoring leading to revision of budget estimate.

Though requested, the Department did not provide reasons for savings under these eight HoA.

iv Unnecessary Supplementary grants

It was observed that substantial supplementary grants given in seven heads of account (₹ 10 crore or more in each case) during 2024-25 remained unutilised as the expenditure under these HoA did not come up to the original budget.

Cases of supplementary grants being remaining unutilized are shown in **Table 2.23**.

Table 2.23: Cases of unutilized supplementary grants (₹ 10 crore or more in each case)

(₹ in crore)

Sl. No.	Head of Account	Details of HoA	Original Budget	Expend-iture	Suppleme-ntary Budget	Savings
1	48-2217801930001	Grants-in-aid to Nagar Panchayats for primary works in the light of recommendation of Finance Commission	451.64	347.64	211.60	315.60
2	48-2217030510303	Urban Planning Area Authority	125.00	43.56	50.22	131.66
3	48-2217050010008	Integrated Urban Engineering Organization	122.57	42.88	27.04	106.73
4	48-2217030510204	Smart City Mission, Muzzafarpur	100.00	65.21	24.50	59.29
5	48-2215011930102	Jal Jeevan Hariyali	3.00	0.96	10.00	12.04
6	48-2217030510103	Urban Planning Area Authority	2.00	0.00	35.00	37.00
7	48-2217010510103	Patna Metropolitan Area Authority	2.00	0.00	15.00	17.00
	Total		**806.21**	**500.25**	**373.36**	**679.32**

Source: *Detail Appropriation Accounts 2024-25*

As can be seen from **Table 2.23**, although the expenditure could not even reach up to the Original Budget (₹ 806.21 crore), supplementary provisions of ₹ 373.36 crore were provided which led to enhanced savings of up to ₹ 679.32 crore. In two heads of account, although no expenditure was incurred against the Original Budgets of ₹ four crore yet supplementary grants of ₹ 50.00 crore, were provided, resulting in 100 *per cent* savings.

v Entire provisions remained unutilised

It was observed that during 2024-25, the entire budgetary provision of ₹ 2,329.09 crore under 36 heads of account remained unutilized. Of these 36 HoA, 11 cases wherein the total budget provisions of ₹ 2,109.64 crore (₹ 50.00 crore or more in each case) remained completely unutilized are shown in **Table 2.24**.

Table 2.24: Details of entire Budget Provisions (₹ 50 crore and above) remaining unutilised during 2024-25

(₹ in crore)

Sl. No.	Head of account	Details of HoA	Total Budget Provisions
1	48-2215010510101	Drinking Water Supply Scheme (NHB funded)	50.00
2	48-2215021070104	Storm Water Drainage (NHB funded)	200.00
3	48-2217030510104	Mokshadham Nirman (NHB Nurtured)	50.00
4	48-2217030510206	Smart City Mission Yojana (Bhagalpur)	100.00
5	48-2217030510208	Urban Renewal Mission Atal Renewal and Urban Transformation Mission	1,048.00
6	48-2217030510210	Urban Renewal Mission Atal Renewal and Urban Transformation Mission (Amrut 2.0) (Incentive Reforms)	50.00
7	48-2217030510308	Urban Renewal Mission Atal Renewal and Urban Transformation Mission (Amrut 2.0) Rajayansh	210.00
8	48-2217017890205	Sabke Liye Awas (Urban) Mission (PMAY- Urban)	150.00
9	48-2217801910017	Grants-in-aid for health sector works to municipal corporations in light of the recommendation of the Finance Commission	100.55
10	48-2217801920011	Grants-in-aid for health sector works to Municipal councils in light of the recommendation of the Finance Commission	92.48
11	48-2217801930009	Grants-in-aid for health sector works to Nagar Panchayats in the light of recommendations of Finance Commission	58.61
Total			**2,109.64**

Source: Appropriation Accounts 2024-25

vi Non-surrender of savings

Details of non-surrender of savings under Revenue and Capital segments of grant during 2020-25, are shown in **Table 2.25**.

Table 2.25: Non-surrender of Revenue and Capital segment wise savings of grant during 2020-25

(₹ in crore)

Financial Year	Revenue			Capital			Overall *per cent* of non-surrender
	Savings	Surrender	*Per cent* of non-surrender	Savings	Surrender	*Per cent* of non-surrender	
2020-21	3,752.81	275.00	93.00	200.00	0.00	100.00	93.00
2021-22	4,147.78	0.00	100.00	492.42	0.00	100.00	100.00
2022-23	4,394.35	1451.79	67.00	0.00	0.00	0.00	67.00
2023-24	5,590.20	1230.84	78.00	189.00	30.00	84.00	78.00
2024-25	5,723.05	2800.44	51.00	245.88	201.38	18.00	50.00
Total	**23,608.19**	**5,758.07**	**76.00**	**1,127.30**	**231.38**	**79.00**	**76.00**

Source: Appropriation Accounts of the respective years

It can be seen from **Table 2.25** that during 2020-21 to 2024-25, substantial percentage of savings ranging between 51 and 100 *per cent* in the Revenue segment and from zero to 100 *per cent* in the Capital segment was not surrendered. Overall non-surrender ranged from 50 to 100 *per cent* indicating poor budgetary management in the Department.

vii Other issues

Apart from above, other significant issues noticed during the review of UD&HD grant are as below:

- An amount of ₹ 400 crore was drawn by the Department from the Contingency Fund of the State, for the State Water Action Plan under the Atal Mission for Rejuvenation and Urban Transformation (AMRUT) 2.0 during 2023-24. The entire amount remained unutilized and was parked in the bank account of the Department (as of June 2025).

- Total 2,429 Utilization Certificates (UCs) amounting to ₹17,876.32 crore (drawn up to September 2023) were outstanding for adjustment as on 31 March 2025.

- Total 203 Abstract Contingent (AC) bills amounting to ₹ 29.24 crore which were drawn up to September 2024, were outstanding, as on 31 March 2025.

- The Department reported an expenditure of ₹ 509.74 crore under SBM 2.0 for 2024-25 against an actual expenditure of only ₹ 1.73 crore. Remaining ₹ 508.01 crore was lying idle in the SNA account inflating the expenditure of the Department to this extent.

- Unspent funds of ₹ 5.19 crore pertaining of various HoA/schemes were not returned by four ULBs[10] (as of March 2025).

2.9 Specific Budgets

Certain aspects of budget & expenditure like Government spending on women, children, environment, forest, and climate change require special attention and a more transparent and logical approach. The Government of Bihar prepared Gender, Child Welfare, and Green Budgets during 2024-25.

2.10 Review of Gender Budget

Gender budgeting is a strategic approach designed to advance gender equality and empower women by incorporating a gender perspective into the planning, execution, and assessment of public policies and budgets. The primary objective is to guarantee that public resources are distributed and utilised in a manner that addresses the distinct needs and priorities of women.

Budgetary Provisions and expenditure incurred

During the last four years, the State Government dedicated 13.79 to 15.80 *per cent* of Budgetary resources in the Original Budget for the Gender Budget. An overview of planning and execution of the Gender budget with respect to the State budget for the last four years is shown in **Table 2.26**.

Table 2.26: Budget Resources dedicated to the Gender Budget in different phases of Budget and its implementation

(₹ in crore)

	Details	2021-22	2022-23	2023-24	2024-25
Original Budget*	**State**	**2,18,302.70**	**2,37,691.21**	**2,61,885.40**	**2,82,992.32**
	Gender Budget	34,490.56	36,657.03	37,948.71	39,033.64
	Share (*per cent*) of Gender budget in overall Original Budget of the State	15.80	15.42	14.50	13.79
Total Budget	**Total State Budget**	**2,65,396.87**	**3,01,686.46**	**3,26,230.12**	**3,64,518.87**
	Total Gender Budget	95,103.97	1,04,543.15	94,394.65	1,20,172.59
	Share (*per cent*) of total Gender budget in overall Total Budget of the State	35.83	34.65	28.93	32.97

[10] *(i) Nagar Panchayat Areraj, East Champaran (5th State Finance Commission – ₹ 0.21 crore, SBM- ₹ 0.39 crore, Jal Jeevan Hariyali- ₹ 0.27 crore), (ii) Nagar Panchayat Belsand, Sitamarhi (Integrated Housing and Slum Development Programme- ₹ 2.61 crore), (iii) Nagar Panchayat, Rafiganj, Aurangabad (5th SFC-₹ 0.61 crore, Mukhya Mantri Shahari Nali Gali Yojana- ₹ 0.41 crore) and (iv) Nagar Parishad, Rajgir (5th SFC- ₹ 0.69 crore).*

	Details	2021-22	2022-23	2023-24	2024-25
Expenditure	**Total expenditure of State**	**1,94,202.20**	**2,35,176.84**	**2,60,718.07**	**2,87,178.49**
	Total expenditure in Gender Budget	64,648.33	78,041.75	64,316.15	85,046.25
	Share (*per cent*) of overall Total Expenditure of the State	33.29	33.18	24.67	29.61

***Source:* Gender Budget and Appropriation Accounts of respective years**

****Note:* Original Budget amount is taken from Gender Budget, Total Budget and Expenditure has been taken from Appropriation Accounts. Some schemes are excluded due to duplicity of data and non-clear provision of budget against each head of scheme**

As can be seen from **Table 2.26**, that during 2021-25 the Total Budget and expenditure under the Gender Budget have increased by 26.36 *per cent* and 31.55 *per cent*, respectively. However, during 2021-22 to 2024-25, the Total Budget and expenditure of the State increased by 37.35 *per cent* and 47.88 *per cent*, respectively, whereas, total budget and expenditure under the Gender budget grew by 26.36 *per cent* and 31.55 *per cent* during this period. This indicates that the Total Budget provision and expenditure under the Gender budget has not kept pace with the increase in State's overall budget and expenditure.

Gender Budget schemes are divided in two categories *viz*., Category 'A' Scheme with 100 *per cent* budget dedicated for women and category 'B' where at least 30 *per cent* of the budget is dedicated for women. There are 99 HoA under Category 'A' Schemes whereas, 629 HoA are under Category 'B' schemes being executed by the departments of the State Government.

An overview of Budget provisions and expenditure in these two categories of schemes with respect to the Gender Budget is shown in **Table 2.27**.

Table 2.27: Budget allocation in the categories of schemes under Gender Budget

(₹ in crore)

	Details	2021-22	2022-23	2023-24	2024-25
Budget Estimates	Budgetary provision in Gender Budget	34,490.56	36,657.03	37,948.71	39,033.64
	Scheme 'A'	12,084.29	13,069.64	10,536.37	6,853.74
	Per cent provision of Scheme 'A'	35.04	35.65	27.76	17.56
	Scheme 'B'	22,406.27	23,587.39	27,412.34	32,179.90
	Per cent provision of Scheme 'B'	64.96	64.35	72.24	82.44

	Details	2021-22	2022-23	2023-24	2024-25
Total Budget	Total Gender Budget	95,103.97	1,04,543.15	94,394.65	1,20,172.59
	Scheme 'A'	18,457.03	20,788.68	13,016.77	14,996.39
	Per cent provision of Scheme 'A'	19.41	19.89	13.79	12.48
	Scheme 'B'	76,646.94	83,754.47	81,377.87	1,05,176.19
	Per cent provision of Scheme 'B'	80.59	80.11	86.21	87.52
Expenditure	Total expenditure in Gender Budget	64,648.33	78,041.75	64,316.15	85,046.25
	Expenditure under Category 'A' schemes	11,240.74	18,261.32	4,985.01	10,699.15
	Percentage of Expenditure under Category 'A' schemes	17.39	23.40	7.75	12.58
	Expenditure under Category 'B' schemes	53,407.59	59,780.43	59,331.14	74,347.11
	Percentage of Expenditure Category under 'B' schemes	82.61	76.60	92.25	87.42

Source: Gender Budget and Appropriation Accounts of respective years

It can be seen from **Table 2.27** that:

➤ In 2024-25, the budget allocation for Category 'A' schemes under Gender Budget (Budget Estimates) reduced by 52.44 *per cent* from 2022-23. Further, the amount of total budget and expenditure there against remained uneven and inconsistent during 2021-22 to 2024-25 but has increased in 2024-25 over the previous year.

➤ In case of Category 'B' Schemes, the total budget provisions have increased consistently.

➤ During 2024-25, percentage of expenditure under Category 'A' schemes (12.58 *per cent*) was substantially lower than their share in the Original Gender Budget (17.56 *per cent*). Whereas, in Category 'B' Schemes, percentage of expenditure (87.42 *per cent*) was higher than their share in the Original Gender Budget (82.44 *per cent*).

Thus, the State Government needs to emphasise more on consistent resource allocation towards Gender budgeting and ensure implementation of related schemes and programmes so that outcome planned, specially under category 'A' schemes, can be achieved.

2.11 Review of the Child Welfare Budget

The National Policy for Child (NPC) - 2013 guided the State Governments to prepare a Child Welfare Budget for each State. Following the NPC, the State Government prepared a Standard Operating Procedure, and a Child Budget Manual for the preparation of the Child Welfare Budget. Bihar Government has been preparing the Child Welfare Budget since 2013-14 for the State.

There are total 228 HoA under various schemes for the Child Welfare Budget of the State. Major schemes, in terms of budgetary provisions and expenditure, under this budget included Samagra Siksha Abhiyan, Mid-Day Meal, Integrated Child Development Services and PM Poshan Shakti Nirman *etc*.

Budgetary Provisions and expenditure incurred

An overview of the Child Welfare Budget planning and execution with respect to the State budget, for last four years (2021-22 to 2024-25), is presented in **Table 2.28**.

Table 2.28: Overview of Child Welfare Budget for 2021-22 to 2024-25

(₹ in crore)

	Details	2021-22	2022-23	2023-24	2024-25
Original Budget	**Budget of the State**	**2,18,302.70**	**2,37,691.21**	**2,61,885.40**	**2,82,992.32**
	Budgetary provision for Child Welfare Budget	38,863.99	44,917.07	46,066.29	54,874.55
	Percentage share of Child Welfare Budget	17.80	18.90	17.59	19.39
Total Budget	**Total Budgetary provision of the State**	**2,65,396.87**	**3,01,686.46**	**3,26,230.12**	**3,64,515.87**
	Total Budget for Child Welfare Budget	52,016.72	73,414.14	74,604.90	89,930.36
	Percentage share of Child Welfare Budget	19.59	24.33	22.87	24.67
Expenditure	**Total expenditure of the State**	**1,94,202.20**	**2,35,176.84**	**2,60,718.07**	**2,87,178.49**
	Total expenditure for Child Welfare Budget	39,296.12	54,069.87	56,496.61	68,245.36
	Percentage share of expenditure for Child Welfare Budget	20.23	22.99	21.67	23.72

Source: Child Welfare Budget and Appropriation Accounts of respective years for Total Budget and expenditure of respective years

**Note: Original Budget amount is taken from Child Welfare Budget, Total Budget and Expenditure has been taken from Appropriation Accounts. Some schemes are excluded due to duplicity of data and non-clear provision of budget against each head of scheme*

During 2022-25, the Original Budget, Total Budget and Expenditure under Child Welfare Budget increased by 41.20 *per cent,* 72.89 *per cent and* 73.67 *per cent,* respectively.

Audit analysed Budget and expenditure for 2024-25 in three major schemes of the Child Welfare Budget. These schemes have been considered for analysis on account of the budgetary provisions and expenditure incurred therein. Details are shown in **Table 2.29**.

Table 2.29: Overview of Budget Management in three major Schemes during 2024-25

(₹ in crore)

Sl. No.	Scheme	Total Budget	Expenditure	Savings	Percentage of savings *vis-à-vis* TB
1	Mid Day Meal (PM POSHAN) State Scheme	400.00	396.18	3.82	0.95
	Mid Day Meal (PM POSHAN) Central Sponsored Scheme (State + Central Share)	3,319.43	2,045.08	1,274.35	38.39
Total		**3,719.43**	**2,441.26**	**1,278.17**	**34.36**
2	Integrated Child Development Services (ICDS) State Share	592.31	558.30	34.01	5.74
	Integrated Child Development Services (ICDS) Central Share	870.16	764.09	106.07	12.19
Total		**1,462.47**	**1,322.39**	**140.08**	**9.58**
3	Samagra Shiksha Abhiyan (SSA) State Share	3,442.20	2,528.55	913.65	26.54
	Samagra Shiksha Abhiyan (SSA) Central Share	8,994.38	3,791.13	5,203.25	57.85
Total		**12,436.58**	**6,319.68**	**6,116.90**	**49.18**
Grand Total		**17,618.48**	**10,083.33**	**7,535.15**	**42.77**

***Source:** Child Welfare Budget and Detailed Appropriation Accounts for Total Budget and expenditure of respective years*

From **Table 2.29**, significant savings against the total budget can be observed in two schemes (PM POSHAN and Samagra Siksha Abhiyan) during 2024-25. Savings under Central Share were significantly higher than the savings under the State Share.

Substantial savings in major schemes may adversely affect the achievement of desired outcomes planned.

2.12 Review of the Green Budget

Since Financial Year 2020-21, the State government has been preparing a Green Budget for Bihar and has dedicated at least three *per cent* of its original budgetary resources for this Budget in the last four years.

An overview of BEs, Total Budget and expenditure in the Green Budget *vis-à-vis* State budget, during the last four years (2021-22 to 2024-25), is presented in **Table 2.30**.

Table 2.30: Green Budget *vis-à-vis* State Budget

(₹ in crore)

Details		2021-22	2022-23	2023-24	2024-25
Original Budget	**Budget of the State**	**2,18,302.70**	**2,37,691.21**	**2,61,885.40**	**2,82,992.32**
	Budgetary provisions for Green Budget	7,682.91	7,710.25	9,920.77	13,823.49
	Percentage share of Green Budget	3.52	3.24	3.79	4.88
Total Budget	**Total Budgetary provisions of the State**	**2,65,396.87**	**3,01,686.46**	**3,26,230.12**	**3,64,518.87**
	Total Budgetary provisions for Green Budget	36,368.58	28,366.70	44,331.56	53,224.83
	Percentage share of Green Budget	13.70	9.40	13.59	14.60
Expenditure	**Total expenditure of the State**	**1,94,202.20**	**2,35,176.84**	**2,60,718.07**	**2,87,178.49**
	Total expenditure for Green Budget	22,000.07	17,936.63	37,048.61	43,659.12
	Percentage share of Green Budget	11.33	7.63	14.21	15.20

***Source:** Green Budget for Budget estimates and Detailed Appropriation Account for Total Budget and expenditure of respective years*

As can be seen from **Table 2.30**, during last three years budget estimate, total budget and expenditure under the Green budget has increased consistently.

Schemes included under the Green Budget are divided into six categories[11], based on their percentage share dedicated towards the Environment, Forest and Climate Change segment of the schemes.

[11] *(A) Fully dedicated (>90-100 per cent), (B) Very high significance (>75-90 per cent), (C) High significance (>50-75 per cent), (D) Medium significance (>25-50 per cent), (E) Low significance (>05-25 per cent) & (F) Marginal significance (05 per cent or less).*

An overview of budget and expenditure under the Green Budget schemes across these six categories is presented in **Table 2.31**.

Table 2.31: Category wise Budget and Expenditure under Green Budget

(₹ in crore)

Financial year	Category	Green Budget Estimate	*Per cent* of total Original Budget	Total Budget	*Per cent* of Total Budget	Expenditure incurred	*Per cent* of Total Exp.
2021-22	A	2,274.08	29.60	2,283.87	6.28	797.10	3.62
	B	342.55	4.46	441.04	1.21	85.47	0.39
	C	3,360.15	43.74	5,747.21	15.80	3,784.67	17.20
	D	604.18	7.86	2,996.69	8.24	1,650.93	7.50
	E	619.38	8.06	8,567.95	23.56	6,036.68	27.44
	F	482.57	6.28	16,331.82	44.91	9,645.22	43.84
	Total	**7,682.91**	**100.00**	**36,368.58**	**100.00**	**22,000.07**	**100.00**
2022-23	A	3,344.44	43.38	3,868.32	13.64	2,443.74	13.62
	B	283.93	3.68	504.16	1.78	112.55	0.63
	C	2,009.92	26.07	3,517.62	12.40	1,988.58	11.09
	D	663.37	8.60	3,956.93	13.95	2,116.83	11.80
	E	920.71	11.94	7,203.39	25.39	3,172.82	17.69
	F	487.88	6.33	9,316.28	32.84	8,102.11	45.17
	Total	**7,710.25**	**100.00**	**28,366.70**	**100.00**	**17,936.63**	**100.00**
2023-24	A	4,306.85	43.41	8,555.31	19.30	6,898.08	18.62
	B	190.02	1.92	306.71	0.69	66.92	0.18
	C	3,587.16	36.16	5,246.24	11.83	3,336.99	9.01
	D	530.33	5.35	2,095.94	4.73	1,662.10	4.49
	E	872.28	8.79	7,640.75	17.24	8,077.03	21.80
	F	434.13	4.38	20,486.61	46.21	17,007.49	45.91
	Total	**9,920.77**	**100.00**	**44,331.56**	**100.00**	**37,048.61**	**100.00**
2024-25	A	6,514.08	47.12	8,243.22	15.49	6,180.36	14.16
	B	148.77	1.08	414.40	0.78	283.31	0.65
	C	3,759.61	27.20	6,631.37	12.46	3,768.65	8.63
	D	1,987.99	14.38	8,420.45	15.82	6,782.70	15.54
	E	1,267.95	9.17	12,404.30	23.31	10,401.44	23.82
	F	144.98	1.05	17,111.10	32.15	16,242.66	37.20
	Total	**13,823.38**	**100.00**	**53,224.83**	**100.00**	**43,659.12**	**100.00**

Source: ***Green Budget and Detailed Appropriation Account of respective years for Total Budget and expenditure of respective years***

Note: ***During process of data of Green Budget, some schemes are excluded due to duplicity and non-specific budget amount against scheme heads. Therefore, amount of Budget estimates may vary in comparison with aggregate Budget estimates of Green Budget***

As can be seen from **Table 2.31**, during the last three years Original Budget, Total Budget and expenditure there against has increased significantly under all the categories of Schemes in Green Budget (except Category 'F'). Further, during 2024-25, total percentage share of amount provisioned for Category 'A', 'B' and 'C' schemes was 75.40 *per cent* (₹ 10,422.46 crore) of the Original Green Budget (₹ 13,823.38 crore) which was significant, but expenditure incurred was ₹ 10,232.32 crore, which was below par at 23.43 *per cent* of the total expenditure of ₹ 43,659.12 crore.

2.13 Review of the Outcome Budget

The preparation of an Outcome Budget for the State was started by the Government of Bihar in 2006-07. Outcome budget is a tool through which the usefulness and effectiveness of expenditure can be assessed. Outcome budget provides information on expected results of financial provisions in the Budget Estimates, and effectiveness of uses of public funds for citizens. It establishes clear targets for physical performance and evaluates program success.

As per the Outcome Budget 2024-25, the Government of Bihar initially provisioned ₹ 1,21,912.10 crore under 1,420 Heads of Account of 41 grants, for execution of various Central/State schemes as well as establishment expenditure. Out of this, ₹ 99,985.02 crore was earmarked under 1,248 Heads of Account under Central/State schemes. Remaining ₹ 21,927.08 crore was provisioned under 172 Heads of Account for establishment related expenses. The details are shown in **Table 2.32**.

Table 2.32: Summary of Outcome Budget 2024-25

(₹ in crore)

No. of HoA	Original Provision made as per Outcome Budget	Total Budget Provision	Actual Expenditure/ *per cent* of total budget	Transfer to Deposit Head (8443/8448)
1,248 (Schemes)	99,985.02	1,52,903.38	1,10,198.74/72	14,952.77
172 (Establishment)	21,927.08	25,702.77	18,413.74/72	398.90
Total (1,420)	**1,21,912.10**	**1,78,606.15**	**1,28,612.48/72**	**15,351.67**

Source: Outcome Budget and Office of the Pr. AG (A&E), Bihar

As can be observed from **Table 2.32**, expenditure incurred towards schemes and establishment was 72 *per cent* each against the total Outcome budget of ₹ 1,78,606.15 crore and 105 *per cent* of the Original Budget.

Audit further analysed the scheme-wise achievement of Outcome budget *vis-à-vis* budget provision. The details are given in **Table 2.33**.

Table 2.33: Scheme-wise achievement against outcome budget

(₹ in crore)

Type of Schemes	No. of HoA	Original Provision	Total Budget Provision	Expenditure*	Percentage of exp. to Total Budget
Central Share of CSS	250	43,019.82	45,551.75	21,854.85	47.98
State Share of CSS	237	12,675.42	35,446.84	28,348.08	79.97
State Scheme	754	40,823.76	68,438.77	56,616.80	82.72
Central Area Scheme	2	0.02	0.02	0.01	50.00
Externally Aided State Schemes (EASS)	5	3,466.00	3,466.00	3,379.00	97.49
Total	**1,248**	**99,985.02**	**1,52,903.38**	**1,10,198.74**	

Source: Outcome Budget and DAA for the year 2024-25
****Expenditure excludes O.B. suspense amount***

As can be seen from **Table 2.33** that overall achievement under CSS and CAS was 50 *per cent* only.

Further, nil achievement was observed in 320 HoA (CSS: 183, State Schemes: 134, CAS: 01 and EASS: 02) against the total provisions of ₹ 7,703.47 crore (CSS: ₹ 5,930.64 crore, State Schemes: ₹ 1,685.82 crore, CAS: ₹ 0.01 crore and EASS: ₹ 87.00 crore).

2.14 Contingency Fund

The Contingency Fund of Government of Bihar was established under the Bihar Contingency Fund Act, 1950, under provisions of Articles 267(2) of the Constitution of India. In light of provisions of Article and 283(2) of the Constitution of India, the State Government made rules to regulate 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 for meeting unforeseen expenditure.

The corpus of the Fund is ₹ 350.00 crore. Corpus of the Contingency Fund was enhanced from ₹ 350 crore to ₹ 10,000.00 crore, on a temporary basis, for the period from 1 April 2024 to 30 March 2025.

2.14.1 Advance from Contingency Fund

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

It was observed that total 59 withdrawals amounting to ₹ 446.49 crore were made from the Contingency Fund of the State for contingent as well as non-contingent purposes as summarised in **Table 2.34**.

Table 2.34: Summary of drawl from Contingency Fund

(₹ in crore)

Nature of drawl	No. of cases	Amount
Contingency	35	442.81
Non-contingency	9	3.68
Token	15	0.00*
Total	**59**	**446.49**

Source: Office of the Pr. Accountant General (A&E), Bihar
**** ₹ 0.22 lakh***

During 2024-25, although the corpus of the Contingency Fund was increased substantially, usage was only 4.46 *per cent*. It can also be seen from **Table 2.34** an amount of ₹ 3.68 crore has been utilised for non-contingent purposes through nine withdrawals.

The entire amount of ₹ 9,650 crore was written back to the Contingency Fund under Major Head '7999-Appropriation to Contingency Fund' before 31 March 2025.

2.15 Conclusions

- The total expenditure of the State remained at 78.78 *per cent* of the Total Budget during the FY 2024-25 reflecting gaps between Original Budget, Total Budget, Revised Estimates, and Actual Expenditure. This also indicated unrealistic projections and deficient alignment between budget and expenditure.

- Explanations were required for variations (savings/excesses) under 1,909 HoAs, but against 1,806 HoAs (94.60 *per cent*) the reasons remained unexplained, undermining accountability and hampering corrective initiatives.

- There were instances of unnecessary supplementary provisions and injudicious re-appropriations, which resulted in substantial savings during the financial year 2024-25. However, surrenders against these savings remained very low at 13.43 *per cent*.

- In 11 Heads of Account of nine Schemes, against the total budget of ₹ 3,486.74 crore (₹ 50 crore or more in each case) no expenditure was incurred.

- During 2020-21 to 2024-25, total ₹ 15,657.61 crore, relating to previous years was returned/refunded into the Government account under the minor head "911" which includes ₹ 14,571.15 core (93.06 *per cent* of total refunds/recoveries) related to 'refund of excess/unintended withdrawals.

- Maximum expenditure (39.85 *per cent* of total expenditure) was incurred during the last quadrimestre of the financial year indicating rush of expenditure at the fag end and breach of prescribed ceiling.

- An amount of ₹ 33.11 crore was misclassified under Capital Section instead of Revenue Section resulting into overstatement of Capital expenditure and understatement of Revenue Expenditure to that extent.

2.16 Recommendations

The State Government may:

- ensure that budget is prepared in a realistic manner so as to minimise gaps between expectation and actuals.

- ensure that in all cases of Savings/Excess in schemes (heads of account), reasons are clearly explained to ensure accountability and transparency.

- review the reasons for persistent and substantial savings under various to ensure optimal utilisation of the amounts allocated.

- ensure that all anticipated savings are surrendered on time, so that funds available can be utilised for other purposes.

- monitor and control rush of expenditure during the fag end of the financial year.

Chapter III:
Financial Reporting Practices

Chapter III: Financial Reporting Practices

This chapter provides broad based perspective of 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.

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 (GoI) for a State Government's borrowing if it has any outstanding loans or guarantees from GoI. Further, the XVth Finance Commission recommended that the Normal Net Borrowing Ceiling (NBC) to the State Governments for 2023-24 to 2025-26 may be fixed at three *per cent* of GSDP.

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 in the Government finances. Borrowing ceilings for a financial year of the State Governments are being now reduced by GoI to the extent of Off-Budget Borrowings (OBB).

The Bihar Fiscal Responsibility and Budget Management (BFRBM) Act, 2006, outlined that the State Government shall take suitable measures to ensure greater transparency in its fiscal operations in public interest by disclosing the actual liabilities arising out of Off-Budget Borrowings by PSUs, Special Purpose Vehicles (SPVs) and other equivalent instruments where liability for repayment is on the State Government. Further, the BFRBM Act 2006, also 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 outstanding debt[1] of the State.

[1] *As defined in the BFRBM Act, 2006 total outstanding debt of the State includes Internal Debt, Loans and Advances from GoI, Small Savings, Provident Funds, etc., Reserve funds and Deposits.*

For the year 2024-25, debt stock was targeted as 35.67 *per cent* under the BFRBM Act. Besides, for the year 2024-25, GoI had fixed a borrowing ceiling of ₹ 29,759.91 crore (three *per cent* of GSDP) for the State.

The State Government did not provide details of Off-Budget Borrowings in its budget 2024-25. However, no Off-Budget Borrowings were availed by the State during the year 2024-25. As per information received from the Government, the outstanding Off-Budget Borrowings as on 31 March 2025 were ₹ 1,823 crore. Details of Off-Budget Borrowings are as detailed in **Table 3.1**.

Table 3.1: Details of Off-Budget Borrowings as on 31 March 2025 (as disclosed by the State Government)

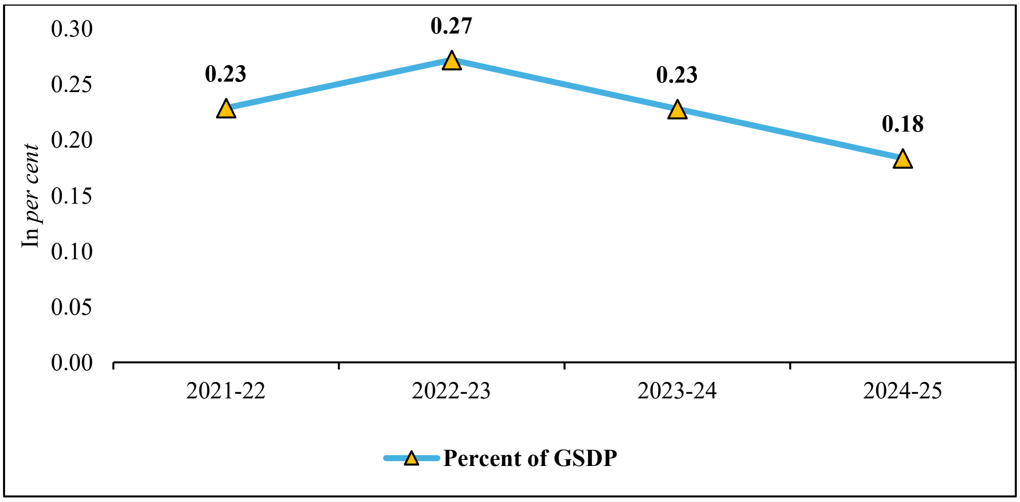
(₹ in crore)

Entities borrowed on behalf of Government	Loan Sanctioned	Loan disbursed	Purpose of loan	Outstanding loan as on 31 March 2025
Bihar State Road Development Corporation Ltd, Patna	2,000.00	1,260.25	Construction of J.P Ganga Path	1,135.49
Bihar Rural Road Development Agency under Rural Works Department	2,820.41	1,100.00	Implementation of Gram Tola Sampark Nischay Yojana	687.51
			Total	**1,823.00**

Source: Information provided by the Finance Department, GoB

Total outstanding Off-Budget Borrowings as a percentage of GSDP are depicted in **Chart 3.1**.

Chart 3.1: Outstanding Off-Budget Borrowings as a percentage of GSDP as on 31 March 2025



Source: Information provided by the Finance Department, GoB

These borrowings were being serviced from the budget of the State Government. During 2024-25, respective PSUs repaid Off-Budget Borrowings of ₹ 365.12 crore from the financial assistance received from the State Government as detailed in **Table 3.2**.

Table 3.2: Details of assistance for payment of interest and repayment of principal during 2024-25

(₹ in crore)

Sl. No.	Name of the Entities	Assistance for payment towards interest Amount	Assistance for re-payment towards principal amount
1	Housing & Urban Development Corporation Limited	118.25	85.35
2	Bihar Rural Roads Development Agency, Rural Works Department, GoB	69.86	91.66
	Total	**188.11**	**177.01**

Source: Information provided by the Finance Department, GoB

Non-disclosure of Off-Budget Borrowings in the budget documents renders the financial position of the State Government opaque. Although, the State did not take OBB during 2024-25, it extended assistance to its SPVs for payment of interest and repayment of principal of earlier OBB.

3.2 Undischarged liabilities of the Government

Undischarged liabilities, such as non-transfer of collected cess to designated bodies or 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 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 may erode trust, trigger legal liabilities and increase future expenditure obligations, thereby, constraining fiscal space and weakening fiscal sustainability. Such cases are discussed in succeeding paragraphs.

3.2.1 Undischarged Interest liability

Reserve funds are created for specific and defined purposes under the Public Account of the State Government. These funds are met from contributions or grants from the Consolidated Fund of State or from outside agencies. On the other hand, interest-bearing deposits in the Public Account of a State are funds held by the Government in trust, for which interest is paid, typically comprising specific Reserve Funds and certain personal/civil deposits. The Government has a liability to provide for and pay interest on amounts in the Interest-Bearing Deposits/Reserve Funds.

Audit observed that an interest of ₹ 394.11 crore was to be paid against the balance of ₹ 3,900.11 crore (as on 01 April 2024) pertaining to interest bearing deposits/ reserve funds. However, the State made payment of only ₹ 89.67 crore towards the interest occurred and remaining ₹ 304.44 crore was required to be paid as shown in **Table 3.3**.

Table 3.3: Details of interest liability not discharged in respect of Interest-Bearing Deposits/Reserve Funds

(₹ in crore)

Sl. No.	Name of the interest-bearing deposit	Opening Balance as on 1 April 2024	Basis for calculation of interest	Amount of interest not provisioned
1.	Defined Contribution Pension Scheme for Government employees *(Refer to Paragraph 3.2.2)*	50.80	Interest calculated at the rate of 7.1 *per cent*, as notified by the Department of Economic Affairs (DEA), MoF.	3.61
2.	State Compensatory Afforestation Fund	289.47	Interest calculated at the rate of 3.35 *per cent*, as notified by the Ministry of Environment, Forest & Climate Change, GoI.	13.21
3.	State Disaster Respond Fund	2,800.04	Interest calculated at the rate of 8.46 *per cent* charged on overdraft by RBI (Repo rate plus 2)	219.96
4.	State Disaster Mitigation Fund	759.80	Interest calculated at the rate of 8.46 *per cent* charged on overdraft by RBI (Repo rate plus 2)	67.66
	Total	**3,900.11**		**304.44**

Source: Finance Accounts 2024-25, GoB

Non-payment of interest liability of ₹ 304.44 crore resulted in understatement of Revenue Expenditure which understated the Revenue Deficit and Fiscal Deficit to that extent.

Non-crediting of interest to Pension Funds, Afforestation Funds and other Public Account funds violated the Constitutional provisions (Articles 266), and relevant statutory requirements. This omission also resulted in understatement of liabilities, inaccurate depiction of fund balances, and misrepresentation of the State's financial position. It also exposes the State Government to recovery obligations, and penalties under applicable laws, including those relating to non-credit or delayed credit of National Pension System (NPS) contributions (₹ 3.61 crore) as prescribed under National Pension System Rules, 2021.

3.2.2 Short contribution to National Pension System

The State Government implemented the Defined Contribution Pension Scheme (DCPS) under the National Pension System (NPS) for employees appointed on or after 1 September 2005, with a 10 *per cent* employee and 14 *per cent* employer contribution from April 2019. The entire amount had to be transferred to the designated fund manager through the National Securities Depository Limited (NSDL)/Trustee Bank.

Details of contribution and investment under DCPS during FY 2024-25 is mentioned in **Table 3.4**.

Table 3.4: Contribution and Investment under DCPS during FY 2024-25

(₹ in crore)

Financial Year	Opening Balance	Employees' share	Government's contribution	Total	Disbursement (Transferred to NSDL)	Short transfer (-) / Excess transfer (+)
2024-25	10.24	2,348.73	3,281.94	5,640.91	4,340.10	(-)1,300.81

As can be seen from the above, Opening Balance under DCPS was ₹ 10.24 crore, as on 1 April 2024. During 2024-25, total ₹ 5,636.95 crore (Employees' contribution: ₹ 2,348.73 crore, Government's contribution: ₹ 3,288.22 crore) was required to be contributed to the NPS. The Government's contribution to the NPS was, however, ₹ 3,281.94 crore (less by ₹ 6.28 crore).

The Government transferred ₹ 4,340.10 crore from the Public Account (Major Head 8342-117 Defined Contribution Pension Scheme) to NSDL/Trustee Bank, leaving a balance of ₹ 1,300.81 crore (₹ 5,640.91 crore {including OB of ₹ 10.24 crore} minus ₹ 4,340.10 crore), as on March 31, 2025. This amount was yet to be transferred to NSDL. Besides, a closing balance of ₹ 40.56 crore (Major Head 8011-106 Other Insurance and Pension Fund) including employer's and employees' pertaining to period prior to 2020-21, was also yet to be transferred to NSDL as of 31 March 2025.

The details of the receipts from employees' share, Government's contribution and investment in pension fund during 2013-14 to 2024-25 are given in ***Appendix 3.1***.

Non-transfer of total ₹ 1,341.37 crore resulted not only in overstatement of Cash Balance of the Government to that extent but also understatement of Revenue and Fiscal Deficit to that extent. Further, due to delays in contributions and fund transfers, the State Government incurred avoidable interest of ₹ 29.84 crore.

Despite adopting the DCPS under NPS, due to delays in fund transfer, the State incurred unavoidable interest which adversely affected the employees' returns and created a deferred liability on the State.

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 the Government of Bihar rules/resolution, 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. 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, and deposit the same with the States' Building and Other Construction Workers' Welfare Board. The collected cess was to be utilised for social security and welfare schemes for construction workers in the State.

The Departments booked the collection of the cess under Major Head 8443-Civil Deposit-108-Public Works Deposits, which contains many other receipts apart from the cess. Therefore, a separate Sub Head (8443-00-108-0004) was opened by the Government in June 2019 for booking of the cess collected by various departments. The Head of Account was, however, not functional as on 31 March 2025. Further, the Bihar Building and Other Construction Workers' Welfare Board was collecting Labour Cess through demand draft, cheque, NEFT/RTGS and online portal also.

Opening balance of the Labour Cess was ₹ 223.78 crore, as on 01 April 2024. During FY 2024-25, Labour Cess of ₹ 124.03 crore was collected under Major Head 8443-108 and cess of ₹ 136.69 crore was transferred to the Building and Other Construction Workers' Welfare Board. Thus, the un-transferred amount ₹ 211.12 crore not only overstated the Cash Balance but also led to the understatement of Revenue Deficit and Fiscal Deficit to that extent. Delays in transferring dedicated cesses to respective funds compromised the timely execution of welfare schemes.

Audit noted that instead of adopting a standardized mechanism for routing the cess through a designated government head of account before transferring it to the Welfare Board, some agencies directly remitted collections to the Board, while others deposited them through treasury operations. In absence of a harmonised accounting framework, the completeness, accuracy, and reconciliation of cess collections and transfers could not be assured and rendered the Finance Accounts deficient to that extent. Further, these procedural variations may also create difficulties in verification and tracking of arrears.

3.2.4 National Mineral Exploration Trust Fund

The National Mineral Exploration Trust (NMET) was established in August 2015 under Section 9C (1) of the Mines and Mineral (Development and Regulation) – MMDR Act, 1957. Section 9C (4) of the Act states that the holder of a mining lease or a mineral concession shall pay the Trust a sum equivalent to two *per cent* of the royalty paid in terms of the Second Schedule, in such a manner as may be prescribed by the Central Government.

As per the NMET Rules, 2015 the State is responsible for collecting and depositing the amount thus collected into the Public Account of the State under Major Head 8449 – 123 – NMET Deposits and transferring the funds monthly to the Consolidated Fund of India. The Ministry of Mines, GoI vide F.No. 8/1/2015-NMET dated 05 April 2018 notified the accounting procedure for the Fund, under the NMET Rules.

As on 1 April 2024 Opening Balance under NMET was ₹ 2.15 crore. In FY 2024-25, ₹ 4.16 crore was deposited under this head, but only ₹ 2.36 crore was transferred to NMET by the State Government. The closing balance under the Major Head 8449-123 (as on 31 March 2025) was ₹ 3.95 crore (Opening balance ₹ 2.15 crore + ₹ 4.16 crore receipt - ₹ 2.36 crore transferred). Non-transfer of ₹ 3.95 crore resulted in not only overstatement of Cash Balance but also understatement of Revenue Deficit and Fiscal Deficit to that extent.

The State Government therefore needs to institute a robust system to ensure strict compliance with the provisions of Section 9C of the MMDR Act, 1957, the NMET Rules, and the accounting procedure prescribed by the Ministry of Mines.

3.2.5 Pendency of refund cases

Promptness in disposal of refund cases is an important indicator of performance of the Department concerned. Out of seven[2] tax collection Departments, only

[2] *Commercial Taxes, Transport, Prohibition, Excise & Registration (Registration), Prohibition, Excise & Registration (Excise), Mines & Geology, Energy and Revenue and Land Reforms.*

two departments (Commercial Taxes and Prohibition Excise & Registration (Excise)) provided data on the pendency of refund cases.

The details of refund cases during the year 2024-25, as reported by the departments concerned are at **Table 3.5**.

Table 3.5: Details of refund cases

(₹ in crore)

Sl. No.	Particulars	GST		Sales Tax/VAT		State Excise	
		No. of cases	Amount	No. of cases	Amount	No. of cases	Amount
1.	Claims outstanding at the beginning of the year	136	27.69	312	22.48	123	3.71
2.	Claims received during the year	985	153.95	195	59.11	4	0.22
3.	Refunds made during the year	257	43.61	58	11.09	5	1.16
4.	Refunds rejected during the year	734	105.48	319	28.68	0	0.00
5.	Balance outstanding at the end of the year	130	32.55	130	41.82	122	2.77

***Source:** Information provided by the concerned entity of GoB*

In absence of complete data, Audit could not assess the actual position of pendency of refund cases of the State.

3.3 Funds outside Government Accounts

Article 266 (1) of the Constitution of India, provides that all revenues received by the Government of a State, all loans raised by that Government and all moneys received as repayment of loans, shall form one consolidated fund to be entitled "the Consolidated Fund of the State". Article 266 (2) 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, as the case may be.

The State Government imposed various Cess/Levies for meeting expenditure for specific purposes. Audit collected information/data regarding cesses being levied by the Departments concerned which are discussed below:

i Road Safety Cess

In Bihar, the Road Safety Cess (RSC) was levied and collected as per the provisions of Section 6 of the Bihar Motor Vehicles (MV) Taxation (Amendment) Act, 2016. To manage and administer the Road Safety Cess, the State Government notified (March 2017) the "Bihar Road Safety Fund (BRSF)".

The Transport Department, GoB, notified (03/2017), 0041-00-102-0002-'Receipts from levy of Road Safety Cess' as Head of Accounts (HoA) for the receipt of the Cess and 2041-00-101-0005- 'Contribution of receipts from Road Safety Cess' (RSC) as HoA for incurring expenditure under the designated Major Heads. Although, the State Government notified this, but it did not create a specific Fund for the RSC till 31 March 2025, and the Road Safety Cess collected was being kept in a bank account.

During the year 2024-25, the Government collected ₹ 207.82 crore as Road Safety Cess but transferred only ₹ 2.41 crore (2023-24: ₹ 23.77 crore) to the designated bank account maintained by the State Road Safety Council instead of Public Account which violates Article 266(2) of the Constitution. Short transfer of the Cess not only overstated the cash balance but also understated the Revenue and Fiscal Deficit to that extent.

ii Land Cess

In Bihar, four different Cesses are levied on Lagaan (Rent) for supporting rural development and local body functions. The Revenue and Land Reforms Department, GoB, levied and collected Health (50 *per cent*), Education (50 *per cent*), Road (25 *per cent*) and Agriculture (20 *per cent*) cesses on Lagaan (Rent) levied by it. During 2024-25, the Government collected Land Cess of ₹ 0.79 crore (2023-24: ₹ 1.49 crore) under Major Head 0029-00-103-0002.

As the Major Head 0029-00-103-0002 also included other receipts related to 'Rates and Cesses on Land', therefore the amounts collected as Land Cess were not earmarked or distinctly accounted for, and expenditure against the cess was often booked under general heads without clear linkage to specific developmental activities. Further, the State was yet to create a dedicated fund for collection, transfer and utilisation of the Cess.

The matter was raised with the Finance Department, GoB but the reply is still awaited (January 2026)

3.3.1 Maintenance of Bihar Electricity Regulatory Commission Funds in bank accounts instead of Public Account of the State

As per Article 266(2) of the Constitution of India 'all other public moneys received by or on behalf of the Government of State shall be credited to the Public Account of the State'.

The Bihar Electricity Regulatory Commission was constituted under the Electricity Act, 2003. Section 103 of the Act stipulates creation of a fund called the 'Bihar Electricity Regulatory Commission Fund, 2011 (BERCF)' wherein receipts[3] of the Commission were to be credited and expenses therefrom made. However, the Government of Bihar instead enacted the BERC (Fund) Rules,

[3] *(a) Any grants and loans made 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 any other sources, as may be decided by the State Government*

2011, in terms of which (Rule 7), the BERCF account was to be operated in a nationalised bank for accommodating such receipts and making expenses. This violated the constitutional mandate by allowing public money to be kept in a scheduled bank account, instead of Public Account of the State. As of March 2024, ₹ 44.08 crore remained in the bank account of BERCF, 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 ₹ 44.08 crore, which could have helped to finance the Fiscal Deficit of the State.

Issues related to transparency

3.4 Delay in submission of Utilisation Certificates

Rule 341 (2) of the Bihar Financial Rules, 1950, prescribes that where Grants-in-aid (GIA) are sanctioned and cases in which conditions are attached to the utilisation of grants-in-aid in the form of specification of particular objects of expenditure or the time within which the money must be spent or otherwise, the departmental officer on whose signature or countersignature the grants-in-aid bill was drawn should be primarily responsible for certifying to the Accountant General, the fulfilment of the conditions attached to the grants-in-aid. Further, Rule 271 (e) of the Bihar Treasury Code (BTC), 2011, stipulates that Utilisation Certificates (UCs) shall be submitted within 18 months from the date of release of GIA.

During the year 2024-25, 71,968 UCs amounting to ₹ 1,31,361.32 crore became due for submission. At the beginning of the year (April 2024), UCs amounting to ₹ 70,877.61 crore were outstanding and during the year, outstanding UCs amounting to ₹ 39,228.57 crore were cleared, leaving outstanding UCs of ₹ 92,132.75 crore (***Appendix 3.2***) as on 31 March 2025 as given in **Table 3.6**.

Table 3.6: Age-wise pendency of Utilisation Certificates

(₹ in crore)

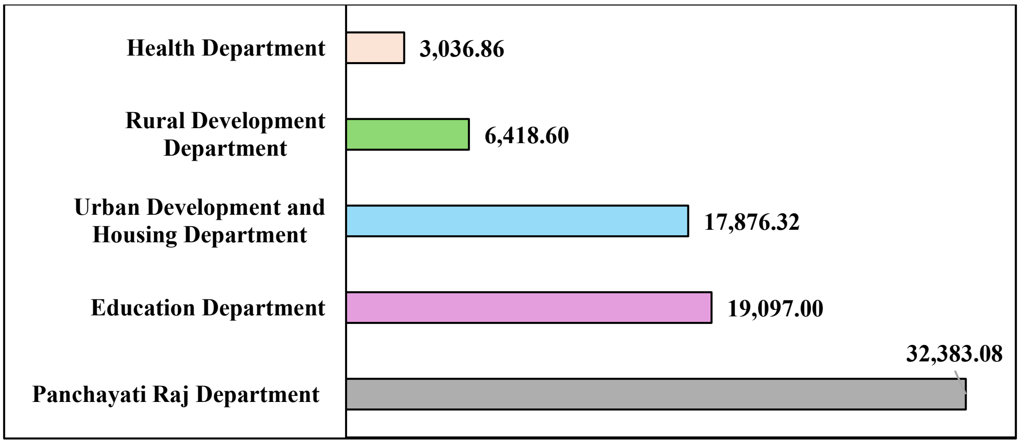
UC due year*	Number of pending UCs	Amount
Prior to 2019-20	3,505	21,515.36
2019-20	9,241	6,482.14
2020-21	15,544	7,443.46
2021-22	12,695	13,374.03
2022-23	15,538	23,046.38
2023-24 (sanctioned up to September 2023)	6,109	20,271.38
Total	**62,632**	**92,132.75**

Source: Finance Accounts 2024-25, GoB
****The year mentioned above relates to "Due year", i.e., after 18 months of actual drawal.***

Top five Departments with the maximum amount of outstanding UCs as on 31 March 2025 are shown in **Chart 3.2**.

Chart 3.2: Top five Departments with the maximum amount of Outstanding UCs as on 31 March 2025

(₹ in crore)



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

A substantial number of UCs involving grants released over multiple years remained outstanding as of the audit period, with sizeable amounts remaining unverified regarding actual utilisation. Further, continued release of grants to implementing agencies despite pendency of UCs indicates deficient systemic controls and ineffective review by the Administrative Departments and Finance Department.

Since non-submission of UCs is fraught with the risk of misutilisation, it is imperative that the State Government should monitor this aspect closely and hold the persons concerned accountable for submission of UCs in a timely manner.

The matter was raised with the Finance Department, GoB, but the reply is awaited (January 2026).

3.5 Abstract Contingent bills

When money is required in advance or when they are not able 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. Expenditure through AC Bills should be done only for meeting contingent expenses and not for carrying out planned activities.

Rule 177 of BTC, 2011, provides that a certificate shall be furnished by the Drawing and Disbursing Officer (DDO) to the effect that money withdrawn on the contingent bill shall be spent within the same financial year and that unspent amount shall be remitted to the Treasury before 31 March of the year. Further, as per Rule 194 of the BTC, 2011, in no case should the submission of the detailed bill be delayed beyond the end of the sixth month following that in which the abstract contingent bill was drawn from the Treasury. Delayed submission or prolonged non-submission of Detailed Contingent (DC) bills may affect the completeness and correctness of accounts.

The details of AC bills, pending adjustment, as on 31 March 2025 is given in **Table 3.7**.

Table 3.7: Age-wise pending adjustment of AC bills

(₹ in crore)

Year	Opening Balance		Addition during the year		Adjustment made during the year		Closing Balance	
	No. of AC bills pending for adjustment	Amount	No. of AC bills drawn	Amount	No. of DC bills submitted	Amount	No. of AC bills pending for adjustment	Amount
Up to 2022-23	14,643	3,752.82	4,382	6,149.30	3,621	4,141.85	15,404	5,760.27
2023-24	15,404	5,760.27	5,088	4,718.24	2,919	1,088.23	17,573	9,390.28
2024-25*	17,573	9,390.28	2,038	1,016.94	124	45.48	19,487	10,361.74

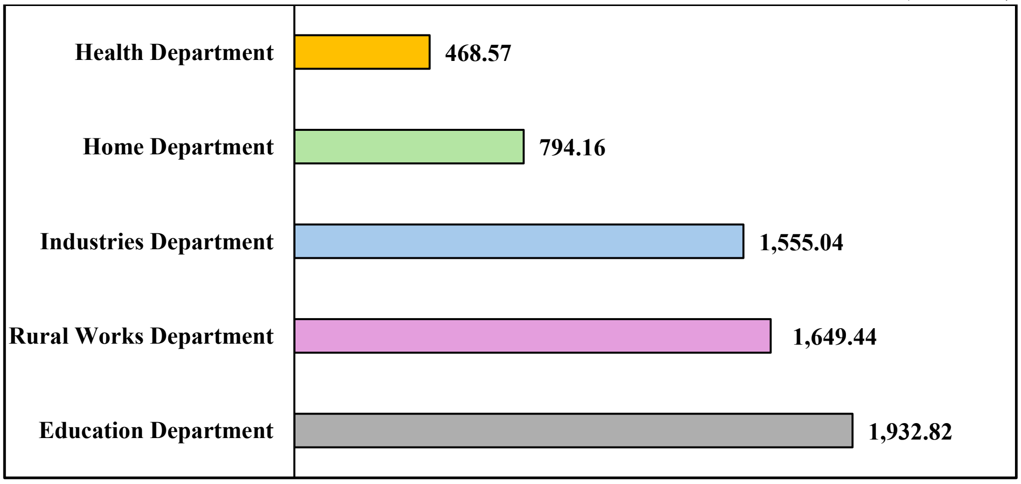
Source: Finance Accounts 2024-25, GoB

*** AC Bills drawn up to September 2024 have been taken into the account***

During 2024-25, total 2,038 AC bills amounting to ₹ 1,016.94 crore were drawn, of which 1,366 AC bills amounting to ₹ 679.36 crore (66.80 *per cent)* were drawn in March 2025. During 2024-25, 124 AC bills amounting to ₹ 45.48 crore were adjusted. Besides, 1,042 AC bills amounting to ₹ 737.24 crore were also adjusted partially during the year 2024-25 *i.e.*, up to 31 March 2025. Out of ₹ 10,361.74 crore, ₹ 5,513.69 crore pertained to Capital Expenditure under different Major Heads (4515, 4202, 4210, and 4851) which was planned activities ***(Appendix 3.3***). DC bills pending under five main Departments are shown in **Chart 3.3** below.

Chart 3.3: DC bills pending under five main Departments

(₹ in crore)



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

Expenditure against AC bills, at the end of the year and for the creation of capital assets, indicates poor public expenditure management. It also indicates that withdrawals were being made primarily to exhaust the budgetary provisions. Prolonged retention of unadjusted advances outside the Government account poses risk of misuse, misappropriation and loss to the State exchequer. Further, to the extent of non-receipt of DC bills, the expenditure shown in the Finance Accounts cannot be asserted as final.

The State Government should enforce strict compliance with the requirement of timely submission of DC bills.

3.5.1 Unadjusted Temporary advance/Imprest

As per Rule 177 of the BTC, 2011, no money shall be drawn from the treasury in anticipation of demands or to prevent lapse of budget grants. If under special circumstances, money is drawn in advance under the orders of a competent authority, the unspent balance of the amount thus drawn should be refunded to the treasury by short drawal in the next bill or with a challan at the earliest possible opportunity and in any case before the end of the financial year in which the amount is drawn.

As on 31 March 2025, there were unadjusted temporary advances of ₹ 184.52 crore and unadjusted imprest of ₹ 25.46 crore were lying with executing offices of various departments. Details of unadjusted temporary advances and unadjusted imprest amount are shown in **Table 3.8**.

Table 3.8: Unadjusted Temporary Advance/Imprest as on 31 March 2025

(₹ in crore)

Sl. No.	Department/ Organisation	Total amount of unadjusted Temporary advance and Imprest		
		Temporary advance	Imprest	Total
1	Building Construction	5.45	7.08	12.53
2	Irrigation	25.25	1.65	26.90
3	Public Health Engineering	8.15	0.48	8.63
4	Road Construction (National Highway)	0.78	0.09	0.87
5	Rural Works	5.96	10.31	16.27
6	Minor Irrigation	12.02	0.23	12.25
7	Local Area Engineering Organisation	59.48	5.33	64.81
8	Road Construction	67.43	0.29	67.72
	Total	**184.52**	**25.46**	**209.98**

Source: Office of the Pr. AG (A&E), Bihar

Holding significant amounts of unadjusted temporary advances and outstanding imprest balances over prolonged periods, indicates weak financial discipline and deficient internal control mechanisms.

3.6 Deposits under Public Accounts

Under the List of Major and Minor Heads of Accounts of Union and States, Personal Deposits (PD) are of the nature of deposits not bearing interest opened under 8443-Civil Deposits-106-Personal Deposits and 8448-Deposit of Local Funds also known as Personal Ledger (PL) Accounts.

Rule 339 of BTC, 2011, describes that no Personal Deposit/Ledger Accounts shall be opened in the Treasury without the written authorisation of the Finance Department under intimation to the Accountant General (A&E). Further, Rule 340 (b) stipulates that the PD /PL Accounts shall only be used for special cases where public interest requires speed of expenditure not possible through the normal treasury procedure or, where there are a large number of small beneficiaries dispersed in the interiors such that, direct disbursement through the treasury is not practicable.

3.6.1 Personal Deposit Accounts

Personal Deposit Account administrators are required to review all PD Accounts at the end of a financial year and transfer the amount lying unspent after five consecutive financial years (including the financial year in which the money was withdrawn) back to the Consolidated Fund of the State by reduction of expenditure to the service head.

As per the notification issued by the Finance Department, Government of Bihar, all PD/PL Accounts opened prior to 01 April 2019 were to be deemed to have been opened on 01 April 2019 under the Comprehensive Financial Management System (CFMS). Unutilised balances lying in such PD/PL Accounts would lapse at the end of five subsequent financial years and be transferred to the Consolidated Fund of State as reduction of expenditure under the concerned head of account (Rule 344 of BTC).

During the year 2024-25, an amount of ₹ 1,686.66 crore was transferred from the Consolidated Fund of the State to the PD Accounts under head 8443-106. This included transfer of ₹ 644.07 crore to PD accounts in March 2025. Details of PD accounts as on 31 March 2025 are given in **Table 3.9**.

Table 3.9: 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
252	2,180.46	0	1,686.66	0	1,207.55	252	2,659.57

Source: Finance Accounts 2024-25, GoB

Audit observed that:

(i) During 2024-25, out of 252 Administrators of PD Accounts, only 16 Administrators reconciled and verified their balances with the treasury records, indicating weak internal controls and non-compliance with prescribed procedures.

(ii) Transfer of ₹ 644.07 crore to PD Accounts during March 2025, resulted in substantial year-end parking of funds and defeating the objective of realistic budgeting.

(iii) Non-compliance with Rule 344 of the BTC led to lapse of ₹ 141.13 crore, which consequently overstated Revenue Expenditure, in the year of withdrawal, to that extent.

(iv) 109 PD Accounts were inoperative, with unutilised balance of ₹ 13.85 crore lying idle, reflecting insufficient oversight and periodic review.

The Government therefore needed to take steps to ensure strict compliance with reconciliation requirements by all PD Account Administrators. Year-end parking of funds in PD Accounts should be discouraged, and releases should be aligned with actual expenditure needs. Immediate action should be taken to close inoperative PD Accounts and remit unspent balances to the Consolidated Fund of the State.

3.6.2 Deposit of Local Fund

Zila Parishad (ZP), Panchayat Samiti (PS) and Gram Panchayat (GP) of Bihar maintain their funds under Major Head 8448-Deposits of Local Funds-109-Panchayat Bodies Funds (Public Account of the State). These funds include all the moneys realised or realisable under the Bihar Panchayati Raj Act, 2006, and all moneys otherwise received by the Panchayati Raj Institutions (PRIs), such as from the Central and State Finance Commissions award and their own revenue, including their tax and non-tax receipts. Similarly, all the moneys realised or realisable by the Municipalities of the State under the Bihar Municipal Act, 2007, and all moneys otherwise received by the Municipalities are kept by them in the Municipal Fund under Major Head 8448-Deposits of Local Funds-102-Municipal Funds (Public Account of the State).

As per BTC, 2011, administrators of the Personal Ledger (PL) Accounts are required to reconcile and verify their balances with treasury figures and furnish verification certificates to the Accountant General (A&E), Bihar.

Deposits of Local Funds under Municipal Funds and Panchayat Bodies Funds are detailed in **Table 3.10**.

Table 3.10: Deposits of Local Funds

(₹ in crore)

Year				2020-21	2021-22	2022-23	2023-24	2024-25
Municipal Fund	**(8448-102)**	**Opening Balance**	**1**	**3,743.56**	**5,033.79**	**6,225.03**	**6,019.66**	**6,043.11**
		Receipt	2	3,913.13	4,066.75	2,600.45	4,545.47	3,687.44
		Expenditure	3	2,622.90	2,875.51	2,805.82	4,522.02	3,844.03
		Closing Balance	**4**	**5,033.79**	**6,225.03**	**6,019.66**	**6,043.11**	**5,886.52**
Panchayat Bodies Fund	**(8448-109)**	**Opening Balance**	**5**	**754.98**	**852.58**	**756.29**	**710.29**	**465.75**
		Receipt	6	556.49	228.82	143.34	20.43	22.04
		Expenditure	7	458.89	325.11	189.34	264.97	58.93
		Closing Balance	**8**	**852.58**	**756.29**	**710.29**	**465.75**	**428.86**

Source: Finance Accounts of the respective years, GoB

During 2024-25, out of 398 Administrators of PL Accounts, only 33 Administrators reconciled and verified their balances with treasury records. Non-reconciliation of balances not only affected the accuracy and reliability of financial reporting but also increases the risk of misstatement, misuse or diversion of funds retained outside the Consolidated Fund of State.

Over the years, the balance that has accumulated in the deposit account (MH-8448) stood at ₹ 31,830.36 crore by the end of FY 2024-25 depicted in **Table 3.11**.

Table 3.11: Trends of transfer of funds to Deposit of Local Funds

(₹ in crore)

Year	Revenue			Capital			Total (3+6)	Closing Balance of 8448
	Revenue Expenditure as per Finance Accounts	Amount transferred to MH 8448 but booked as expenditure	Percentage of Revenue Expenditure (Column 2)	Capital Expenditure as per Finance Accounts	Amount transferred to 8448 but booked as expenditure	Percentage of Capital Expenditure (Column 5)		
1	2	3	4	5	6	7	8	9
2020-21	1,39,493	11,876	8.51	18,209	9,167	50.34	21,043	28,573.60
2021-22	1,59,220	12,454	7.82	23,678	10,565	44.62	23,019	26,561.64
2022-23	1,83,976	8,781	4.77	31,520	9,965	31.61	18,746	26,927.43
2023-24	1,90,514	12,295	6.45	36,453	11,072	30.37	23,367	30,017.64
2024-25	2,19,015	7,380	3.37	38,527	13,920	36.13	21,300	31,830.36

Source: Finance Accounts of the respective years, GoB

Funds initially booked as Revenue and Capital Expenditure were subsequently transferred to Major Head 8448 – Deposits of Local Funds in the Public Account, where they remained parked without utilisation or partial utilisation. Such transfer and retention of funds outside the Consolidated Fund of State resulted in inflation/overstatement of actual expenditure reported in Finance Accounts of the respective years. Besides, parking of funds under PL Accounts circumvented legislative oversight and undermined the principles of transparency and accountability.

Reasons for transfer of funds and their parking under the Head 'Deposits of Local Funds' were awaited from the State Government.

3.7 Operation of Minor Head-800

Minor Head (MIH)-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 and the receipts and expenditure are non-recurring in nature. Regular operation of Minor Head-800 is 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, ₹ 893.11 crore under 37 Major Heads (MH) of Account, constituting 0.41 *per cent* of the total Revenue Receipts (₹ 2,18,657.83 crore) was classified under MIH-800-Other Receipts in the accounts. Similarly, ₹ 502.51 crore under 22 Major Heads of account, constituting 0.20 *per cent* of the total Revenue and Capital expenditure (₹ 2,57,542.25 crore) was classified under the Minor Head-800-Other Expenditure in the accounts.

Audit noticed that expenditure booked under Minor Head '800' increased from ₹ 132.24 crore to ₹ 502.51 crore during 2020-21 to 2024-25, whereas, booking of receipts under MIH '800' decreased from ₹ 3,364.36 crore to ₹ 893.11 crore. Significant Receipts under Minor Head '800' are mentioned in **Tables 3.12**.

Table 3.12: Significant receipts booked under MIH-800 – "Other Receipts" during the financial year 2024-25 (50 *per cent* and above or substantial amount booked)

(₹ in crore)

Sl. No.	Major Head	Nomenclature	Total Receipt	Receipt under Minor Head 800	Percentage of receipts under Minor Head 800 to Total Receipts
1	0029	Land Revenue	571.00	92.43	16.19
2	0049	Interest Receipt	1,466.91	551.77	37.61
3	0055	Police	136.18	91.08	66.88
4	0070	Other Administrative Services	47.55	37.84	79.58
5	0071	Contributions and Recoveries towards Pension and Other Retirement Benefits	15.38	13.38	87.00
6	0230	Labour and Employment	9.55	6.01	62.93
7	0401	Crop Husbandry	5.52	3.10	56.16

Source: Finance Accounts 2024-25, GoB

Significant Expenditure (50 *per cent* and above of the concerned MH) under Minor Head 800-Other Expenditure is mentioned in **Tables 3.13**.

Table 3.13: Significant expenditure booked under MIH 800- Other Expenditure during the financial year 2024-25 (50 *per cent* and above or substantial amount booked)

(₹ in crore)

Sl. No.	Major Head	Nomenclature	Total Expenditure	Expenditure under Minor Head 800	Percentage of expenditure under Minor Head 800 to Total Expenditure
1	2250	Other Social Service	45.33	41.50	91.55
2	2075	Miscellaneous General Services	442.09	442.09	100.00

Source: Finance Accounts of 2024-25, GoB

Frequent booking of transactions under Minor Head '800' – Miscellaneous conceals the actual nature of expenditure and receipts. This Head should be used only when no other specific classification exists. Departments must review such cases periodically, open appropriate minor heads for recurring items, and provide explanatory notes to ensure transparency and accuracy in government accounts.

Issues related to measurement

3.8 Outstanding balance under major Suspense and DDR Heads

Certain intermediary/adjusting Heads of Account known as 8658-Suspense Heads are operated in Government Accounts to reflect transactions of receipts and payments which cannot be booked to a final Head of Account due to proper information as to their nature or for other reasons.

The Finance Accounts 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 items balance for the last three years have been shown in **Table 3.14**.

Table 3.14: Balances under Suspense and Remittance Heads

(₹ in crore)

Head of Account		2022-23		2023-24		2024-25	
		Dr.	Cr.	Dr.	Cr.	Dr.	Cr.
8658 Suspense Account							
101	Pay and Accounts Office-Suspense	276.05	280.40	312.87	363.52	40.15	37.18
	Net Debit (Dr.) / Credit (Cr.)	Dr. 360.73		Dr. 310.07		Dr. 313.04	
102	Suspense Account-(Civil)	-675.95	277.76	-8,508.25	451.83	-3,540.25	210.36
	Net Debit (Dr.) / Credit (Cr.)	Dr. 1,382.20		Dr. 4,872.12		Dr. 1,121.50	
107	Cash Settlement Suspense Account	0.00	0.00	0.00	0.00	0.00	0.00
	Net Debit (Dr.) / Credit (Cr.)	Cr. 32.29		Cr. 32.29		Cr. 32.29	
109	Reserve Bank Suspense-(Headquarters)	-4.56	-0.24	-252.66	1.42	-15.49	0.00
	Net Debit (Dr.) / Credit (Cr.)	Dr. 257.40		Dr. 3.33		Dr. – 12.16	
110	Reserve Bank Suspense-(Central Accounts Office)	3.26	-0.2	1.51	4.26	284.48	-0.31
	Net Debit (Dr.) / Credit (Cr.)	Dr. 358.26		Dr. 355.51		Dr. 640.30	
112	Tax Deducted at Source (TDS) Suspense	1,279.66	1,520.61	2,056.80	1,594.29	1,682.17	1,701.43
	Net Debit (Dr.) / Credit (Cr.)	Cr. 525.39		Cr. 62.88		Cr. 82.15	
123	AIS Officers' Group Insurance Scheme	0.32	0.06	0.21	0.06	0.40	0.07
	Net Debit (Dr.) / Credit (Cr.)	Cr. 5.34		Cr. 519.50		Cr. 4.86	

<table>
<tr><th colspan="2" rowspan="2">Head of Account</th><th colspan="2">2022-23</th><th colspan="2">2023-24</th><th colspan="2">2024-25</th></tr>
<tr><th>Dr.</th><th>Cr.</th><th>Dr.</th><th>Cr.</th><th>Dr.</th><th>Cr.</th></tr>
<tr><td colspan="8">8782 Cash Remittance and adjustments between officers rendering account to the same Accounts Officer</td></tr>
<tr><td rowspan="2">102</td><td>Public Works Remittances</td><td>0.00</td><td>0.00</td><td>2.38</td><td>0.00</td><td>0.11</td><td>0.00</td></tr>
<tr><td>Net Debit (Dr.) / Credit (Cr.)</td><td colspan="2">Dr. 919.11</td><td colspan="2">Dr. 921.49</td><td colspan="2">Dr. 921.60</td></tr>
<tr><td rowspan="2">103</td><td>Forest Remittances</td><td>0.00</td><td>0.00</td><td>0.00</td><td>0.00</td><td>0.00</td><td>0.00</td></tr>
<tr><td>Net Debit (Dr.) / Credit (Cr.)</td><td colspan="2">Dr. 203.55</td><td colspan="2">Dr. 203.55</td><td colspan="2">Dr. 203.55</td></tr>
<tr><td colspan="8">8793 Inter-State Suspense Account</td></tr>
<tr><td rowspan="2"></td><td></td><td>0.00</td><td>0.00</td><td>-0.01</td><td>0.00</td><td>0.01</td><td>0.00</td></tr>
<tr><td>Net Debit (Dr.) / Credit (Cr.)</td><td colspan="2">Dr. 2.06</td><td colspan="2">Dr. 2.07</td><td colspan="2">Dr. 2.06</td></tr>
</table>

Source: Finance Accounts of respective years, GoB

Non-clearance of outstanding balances under these heads understates the total expenditure/receipts of the Government and 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 Departmental figures

As per Para 96 of the Bihar Budget Manual, 2016, the Controlling Officers are required to reconcile their monthly/quarterly figures with those recorded in the books of the Principal Accountant General (A&E). To exercise effective budgetary control over revenue/expenditure and to ensure accuracy in accounts, State Financial Rules stipulate that Chief Controlling Officers (CCOs)/Controlling Officers (COs) are required to monthly reconcile the receipts and expenditure recorded in their books, with the figures of the office of the Pr. Accountant General (A&E).

The status of reconciliation of figures by the Controlling Officers is given in **Table 3.15 and Chart 3.4**.

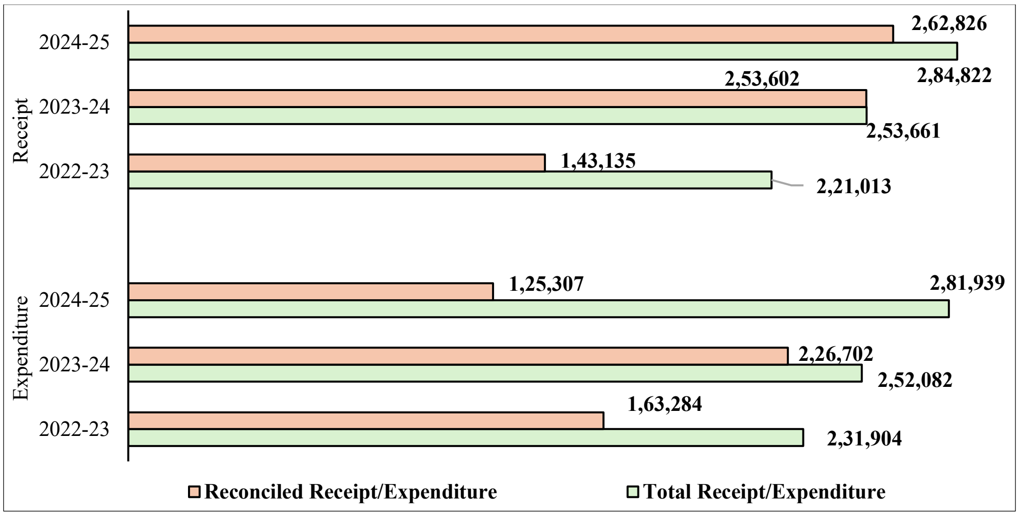
Table 3.15: Status of Reconciliation of Receipts and Expenditure by Controlling Officers

<table>
<tr><th rowspan="2">Year</th><th rowspan="2">Total No. of Controlling Officers</th><th colspan="3">No. of Controlling Officers reconciled their receipts/ expenditure</th></tr>
<tr><th>Fully reconciled</th><th>Partially reconciled</th><th>Not reconciled</th></tr>
<tr><td colspan="5">Receipts</td></tr>
<tr><td>2022-23</td><td>01</td><td>00</td><td>01</td><td>00</td></tr>
<tr><td>2023-24</td><td>01</td><td>00</td><td>01</td><td>00</td></tr>
<tr><td>2024-25</td><td>01</td><td>00</td><td>01</td><td>00</td></tr>
<tr><td colspan="5">Expenditure</td></tr>
<tr><td>2022-23</td><td>51</td><td>00</td><td>20</td><td>31</td></tr>
<tr><td>2023-24</td><td>52</td><td>50</td><td>00</td><td>02</td></tr>
<tr><td>2024-25</td><td>52</td><td>00</td><td>40</td><td>12</td></tr>
</table>

Source: Information provided by office of the Pr. Accountant General (A&E), Bihar

Chart 3.4: Status of Reconciliation of Receipts and Expenditure during the year 2022-25

(₹ in crore)



Source: Information provided by office of the Pr. Accountant General (A&E), Bihar

In Bihar, an online reconciliation module has not been developed in Comprehensive Financial Management System (CFMS). Therefore, to reconcile the transactions accounted by the office of the Pr. AG (A&E) with the transactions accounted by the Grant Controlling authorities of the State Government, office of the Pr. AG (A&E) uploads the data (dump file) of the transactions included in the monthly accounts in the CFMS main server, using Secure File Transfer Protocol (SFTP)[4] utility. Here the transactional data of the Pr.AG is compared with CFMS data and department-wise reconciliation report is prepared (in CFMS). This Report is available to all Department Admin Users, as well as the Pr.AG (A&E) Admin User. The Departmental Admin User generates the reconciliation Report and forward it to Pr. AG (A&E).

The State Government may develop a module for reconciliation in respect of all receipts and expenditure.

3.10 Reconciliation of Cash Balances

There should be no difference between the Cash Balance of the State as per the books of Accounts of the Accountant General (A&E), and the Cash Balance as reported by the Reserve Bank of India (RBI).

As per the Finance Accounts of the Government of Bihar for the year 2024-25, the Cash Balance of the State Government as on 31 March 2025 was ₹ 966.80 crore (Debit), while the Reserve Bank of India reported cash balance of ₹ 18.95 crore (Credit). As such, there was a substantial difference of ₹ 947.85 crore which is

[4] *It is a Secure File Transfer Protocol that uses secure shell encryption to provide a high level of security for sending and receiving file transfers.*

under reconciliation between the Finance Department, GoB and RBI with due cognizance of the Principal Accountant General (A&E).

The difference of cash balance reported by the Principal Accountant General (A&E) and the RBI has increased over the previous year and is persistent in nature.

3.11 Adverse Balances under Public Accounts

Adverse balance is a situation, when a head of account closing to balances at the end of the financial year reflects minus balance, debit/(-) credit balance representing liability heads or heads where it should normally have credit balance, and credit/(-) debit balance representing Assets heads or heads where it should normally have debit balance.

The adverse balance in a head of account arises due to misclassification, disbursement in excess of availability of funds, or more disbursement than the contribution received, non-carrying forward of balances from one accounting unit to another, administrative reorganisation *etc*. Cumulative adverse balance appeared in 14 heads as on 31 March 2025. Details are given in **Table 3.16**.

Table 3.16: Details of Adverse Balances

(₹ in crore)

Sl. No.	Major Head	Major Head Description	No. of Items	Minus balance
1	6003	Internal Debt of the State Government	2	1.39
2	6215	Loans for Water Supply and Sanitation	1	0.08
3	6216	Loans for Housing	1	0.00*
4	6245	Loans for Relief on account of Natural Calamities	2	2.83
5	6401	Loans for Crop Husbandry	1	0.01
6	6425	Loans for Co-operation	2	39.01
7	6851	Loans for Village and Small Industries	2	1.39
8	6885	Other Loans to Industries and Minerals	2	0.03
9	7610	Loans to Government Servants, etc.	4	18.07
10	8009	State Provident Fund	1	577.13
11	8336	Civil Deposits (Bearing Interest)	1	0.55
12	8443	Civil Deposits (Not bearing Interest)	3	0.54
13	8448	Deposits of Local Funds	1	1.00
14	8550	Civil Advances	1	3.41

Source: Finance Accounts 2024-25, GoB

**₹ 0.13 lakh*

These adverse balances were under process of reconciliation between the office of the Pr. Accountant General (A&E), Bihar and the State Government.

The matter was raised before the Finance Department, GoB but the reply is awaited (January 2026).

Issues related to disclosure

3.12 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 to these Accounting Standards by the State Government as well as deficiencies therein during 2024-25 is detailed in **Table 3.17**.

Table 3.17: Compliance to Accounting Standards

Sl. No.	Accounting Standards	Essence of IGAS	Compliance by State Government	Deficiency
1.	IGAS-1	Guarantees Given by the Government – Disclosure requirements	Partly complied as State Government did not provide details of 'class-wise' & 'sector-wise' guarantees given. Some information like "invoked during the year", interest, Guarantee, commission fee etc. were incomplete due to non-production of information by the State Government in Finance Accounts.	All Guarantors, Departments of State Government and guarantees made, amount of commission, fee received during the year could not be ascertained.
2.	IGAS-2	Accounting and Classification of Grants-in-aid	Partly complied as detailed information in respect of Grants-in-Aid given in kind has not been furnished by the State Government. Further, revenue expenditure of ₹ 33.11 crore was wrongly booked in the Capital Section instead of the Revenue Section (***Refer: Paragraph 2.5.5***).	Amount of GIA received under grants given in kind could not be ascertained. Misclassification led to understatement of Revenue Deficit and overstatement of Capital Expenditure to that extent.

Sl. No.	Accounting Standards	Essence of IGAS	Compliance by State Government	Deficiency
3.	IGAS-3	Loans and Advances made by Government	Partly complied as disclosure regarding 'Repayment in arrears from other Loanee Entities', 'Cases of a Loan having been sanctioned as Loan in Perpetuity', 'Fresh loans and advances made during the year to the loanee entities from whom repayments of earlier loans are in arrears' is incomplete.	Statement 7 and 18 of the Finance Accounts remained incomplete to this extent.
4	IGAS-4	Prior period adjustments	Complied	-

Source: Finance Accounts 2024-25, GoB

There are deficiencies in disclosure of information relating to guarantees, grants-in-aid, investments, and loans and advances, contrary to the provisions of IGAS. Non-compliance adversely impacts the quality of financial reporting and compromises the ability of stakeholders to assess fiscal risk, asset management, and liability sustainability.

The State Government should ensure adherence to IGAS provisions and issue necessary instructions to all concerned departments. Capacity-building and periodic review mechanisms should be strengthened to monitor IGAS implementation and reporting.

3.13 Submission of accounts of Autonomous Bodies

As per Section 19(3) of the CAG's DPC Act, the Governor/ Administrator may, in the public interest, request the CAG to audit the accounts of a corporation established by law made by the legislature of the State or of the Union Territory, as the case may be, and where such request has been made, the CAG shall audit the accounts of such corporation and shall have, for the purposes of such audit, right of access to the books and accounts of such corporation.

Apart from Section 19, where the audit of the accounts of any body, or authority has not been entrusted to the CAG by or under any law, he shall, if requested so to do by the President, or the Governor of a State or the Administrator of a Union Territory having a Legislative Assembly, as the case may be, undertake the audit of the accounts of such body or authority on such terms and conditions as may be agreed upon between him and the concerned Government and shall have, for the purposes of such audit, right of access to the books and accounts of that body or authority (Section 20 of the DPC Act).

Out of 40 Bodies/Authorities in the State, 29 Bodies/Authorities ***(Appendix-3.4)*** had not provided their financial statements for audit. Further, details of arrears of accounts of the remaining 11 ABs are shown in **Table 3.18**.

Table 3.18: Arrears of accounts of Autonomous Bodies as on 31 March 2025

Sl. No.	Name of Body or Authority	Accounts pending since	No. of Accounts pending
1.	Bihar Electricity Regulatory Commission	2024-25	01
2.	Bihar State Housing Board, Patna	2022-23 to 2024-25	03
3.	Real Estate Regulatory Authority, Bihar	2019-20 to 2024-25	06
4.	Bihar State Khadi and village industries Board	2010-11 to 2024-25	15
5.	Bihar State Bio-diversity Board Patna	2024-25	01
6.	Bihar Building and other Construction Workers' Welfare Board	2022-23 to 2024-25	03
7.	Bihar State Commission for Protection of Child Rights	2024-25	01
8.	Bihar State Legal Services Authority	2024-25	01
9.	Bihar State Human Rights Commission	2024-25	01
10.	Bihar Agriculture University, Sabour	2022-23 to 2024-25	03
11.	Bihar Animal Sciences University, Patna	2020-21 to 2024-25	05
Total			**40**

Source: Information complied by office of the Pr. Accountant General (A&E), Bihar

Due to non-finalisation of accounts, stakeholders were deprived of a transparent assessment of the financial position and operational performance of these bodies. The delays in submission and finalisation of accounts increase the risk of financial irregularities remaining undetected and also result in non-compliance with the statutory provisions governing these entities. Audit has repeatedly pursued the matter of non-submission of accounts of the defaulting with the concerned authorities, but without any perceivable improvement.

3.14 Budgetary Support to SPSEs whose accounts are not finalised

Section 394 and 395 of the Companies Act, 2013, stipulate that Annual Report on the working and affairs of a government company is to be prepared within three months of its Annual General Meeting. The annual report should be laid before the State Legislature together with a copy of the Audit Report and CAG's comments, if any, on this audit report. Almost similar provisions exist in the respective acts regulating Statutory Corporations. The above mechanism provides the necessary legislative control over the utilisation of public funds invested in the companies and corporations from the Consolidated Fund of the State.

The State Government provided budgetary support (equity, loans, guarantee, capital grants, and others) of ₹ 29,215.17 crore up to 2024-25 to 17 functional State Public Sector Enterprises (SPSEs), two Working Statutory Corporations and 15 non-functional SPSEs. Out of these SPSEs, most of the SPSEs had not finalised their accounts up to 31 March 2025 (as on 30 September 2025). The arrear of accounts ranged between one to 48 years, in violation of provisions of the Companies Act/Acts of the respective Statutory Corporations/SPSEs (***Appendix 3.5***).

Due to non-finalisation of accounts, the CAG was unable to perform the function of supplementary audit of these companies, as stipulated in relevant Acts. In the absence of timely finalisation of accounts, results of the investment made by the Government in these companies remained outside the purview of the State Legislature and escaped scrutiny by Audit. Consequently, corrective measures, if any, required for ensuring accountability and improving efficiency could not be taken in time. The risk of fraud and misutilisation of public money also cannot be ruled out.

Other Issues

3.15 Misappropriation, Losses, Theft *etc.*

Rule 34 of the Bihar Financial Rules, 1950 stipulates that every Government employee would be held personally responsible for any loss sustained by Government through fraud or negligence on his part or any loss arising from fraud or negligence on the part of any other Government employee to the extent that he contributed to the loss by his own action or negligence.

Further, Rule 31 of the Bihar Financial Rules, 2005, provides that loss of public money, Government revenue, stores, or other property, by defalcation or otherwise, should be immediately reported by the office, to the higher authority, Finance Department, as well as to the Accountant General (Audit), even when such loss has been made good by the party responsible for it. Such reports must be submitted as soon as suspicion arises that there has been a loss, and these must not be delayed while enquiries are made.

Out of 45 departments of the State Government, seven departments had furnished 'Nil' information, and one department (Home) had reported cases of misappropriation/losses/theft as detailed in **Table 3.19**.

Table 3.19: Details of pending cases of misappropriation, losses and theft

(₹ in crore)

Name of Department/ Corporation	Cases of misappropriation/ losses /theft		Reasons for the delay in final disposal of pending cases of misappropriation, losses, theft, etc.					
			Awaiting departmental and criminal investigation		Departmental action initiated but not finalised		Criminal Proceedings finalised but recovery of the amount pending	
	Number of cases	Amount	Number of cases	Amount	Number of cases	Amount	Number of cases	Amount
Bihar Police Building Construction Corporation (Home Department)	02$	1.04	01*	0.98	-	-	01	0.06
Total	**02**	**1.04**	**01**	**0.98**	**-**	**-**	**01**	**0.06**

Source: Departmental data/information

**** Department had furnished only the detail as the related file in Accounts section till date.***

$ Department reported the information till 2023-24.

Out of the total 02 cases, in one case (₹ 0.06 crore), departmental action had been initiated but not finalised, while in one another case (₹ 0.98 crore) departmental and criminal proceedings were pending.

3.16 Follow up action on State Finances Audit Report

The Public Accounts Committee (PAC)/Finance Department require the line departments to provide a *suo motu* Explanatory Note (EN) on the paragraphs featuring in the Audit Reports within one month of placing the Reports in the Legislature. The line departments are also required to provide Action Taken Notes (ATNs) to the Pr.AG (for vetting and onward transmission to the PAC) within three months of tabling the Reports.

Since 2021-22, the State PAC didn't hold any sittings to discuss SFARs. Out of total 421 paragraphs pertaining to previous years, the PAC has discussed three paras (pertaining to the State Finances Audit Report for the year 2008-09), while the remaining paras were pending for discussion (as on 31 March 2025).

The Finance Department has made available only part replies on the State Finances Audit Report for the year 2020-21, 2021-22 and 2022-23 for review.

3.17 Conclusions

- Delays in transfer of NPS funds to the NSDL/Trustee Banks led to unavoidable interest burden on the State Government and created a deferred liability. Non-transfer of ₹ 1,341.37 crore resulted in overstatement of Cash Balance of the Government and understatement of Revenue and Fiscal Deficit to that extent.

- Delays/non-transfer of collected cesses to the concerned fund of the State/ Board and non-creation of dedicated HoA, led to accumulation of unspent balances and defeated the objective of collection of the concerned cess to that extent.

- Non-submission of UCs not only violated prescribed financial rules but also impeded assurances regarding proper utilisation of funds for intended purposes and increased the risk of misappropriation, diversion and accumulation of unspent balances.

- Transfer of substantial amounts to the Personal Deposit during March 2025, resulted in substantial year-end parking of funds. Non-compliance with the Rules of the Bihar Treasury Code, led to lapse of funds in PD Accounts, which consequently increased reported revenue expenditure to that extent.

- Prolonged retention of unadjusted advances outside the Government Account poses risk of misuse, misappropriation and loss to the State exchequer.

- Budgetary support (equity, loans, guarantee, capital grants, and others) of ₹ 29,215.17 crore, had been provided to 34 functional/non-functional SPSEs, whose accounts were in arrears for the period ranging from one to 48 years.

3.18 Good Practices

- State Government has created the Guarantee Redemption Fund on 18 July 2025 and has invested ₹ 1,000 crore therein.

- Indian Government Accounting Standard – 4 "Prior Period Adjustments" has been complied with.

3.19 Recommendations

The State Government may:

- ensure timely transfer of NPS funds to the NSDL/Trustee banks to prevent future accumulation of liabilities.

- enforce a uniform accounting procedure for collection and transfer of cesses to ensure consistency, transparency and accountability.
- ensure timeliness in submission of Utilisation Certificates and undertake regular monitoring and reconciliation of outstanding UCs.
- enforce compliance with the requirements of timely submission of Detailed Contingent bills and prohibit further drawal of Abstract Contingent bills where earlier bills remain unadjusted.
- ensure reconciliation by PD/PL Account Administrators and fix accountability for non-compliance and discourage year-end parking of funds in PD Accounts.
- ensure adherence to the provisions of the Indian Government Accounting Standards provisions.

Patna
The 27 March 2026

(Dr. Sandip Roy)
Principal Accountant General (Audit-I),
Bihar

Countersigned

New Delhi
The 06 April 2026

(K. Sanjay Murthy)
Comptroller and Auditor General of India

Appendices

Appendix 1.1
(Refer Paragraph 1.1.3)
Time Series data on the Finances of State Government

(₹ in crore)

Sl. No.		2020-21	2021-22	2022-23	2023-24	2024-25
Part A. Receipts						
1.	**Revenue Receipts**	**1,28,168**	**1,58,798**	**1,72,688**	**1,93,347**	**2,18,657**
	(i) Tax Revenue (own)	30,342	34,855	44,018	48,361	53,578
	State Goods and Services Tax (SGST)	16,050	19,264	23,243	27,678	29,003
	Taxes on Agricultural Income	-	-	-	-	-
	Taxes on Sales, Trade, etc.	6,032	6,872	9,881	9,371	10,554
	State Excise	-4	-1	1	1	0
	Taxes on Vehicles	2,268	2,475	2,936	3,358	3,678
	Stamps and Registration fees	4,206	5,224	6,451	6,348	7,975
	Land Revenue	302	284	361	580	571
	Taxes on Goods and Passengers	6	0	1	(-)1	8
	Other Taxes	1,482	737	1,144	1,026	1,789
	(ii) Non-Tax Revenue	6,201	3,984	4,135	5,257	5,781
	(iii) State's share of Union taxes and duties	59,861	91,353	95,510	1,13,604	1,29,435
	(iv) Grants-in-aid from Government of India	31,764	28,606	29,025	26,125	29,863
2.	**Miscellaneous Capital Receipts**	**0.00**	**0.00**	**0.00**	**0.00**	**0.00**
3.	**Recoveries of Loans and Advances**	**820**	**28**	**41**	**96**	**115**
4.	**Total Revenue and Non debt capital receipts (1+2+3)**	**1,28,988**	**1,58,826**	**1,72,729**	**1,93,443**	**2,18,772**
5.	**Public Debt Receipts**	**35,915**	**40,445**	**48,284**	**60,218**	**66,049**
	Internal Debt (No Ways and Means Advances and Overdrafts)	29,412	30,918	38,129	49,546	49,549
	Net transactions under Ways and Means Advances and Overdrafts	0.00	0.00	0.00	0.00	0.00
	Loans and Advances from Government of India	6,503	9,527	10,155	10,672	16,500
6.	**Total Receipts in the Consolidated Fund (4+5)**	**1,64,903**	**1,99,271**	**2,21,013**	**2,53,661**	**2,84,821**
7.	**Contingency Fund Receipts**	**0.00**	**0.00**	**0.00**	**0.00**	**0.00**
8.	**Public Account Receipts**	**2,17,837**	**2,46,840**	**2,72,287**	**2,99,113**	**3,28,095**
9.	**Total Receipts of the State (6+7+8)**	**3,82,740**	**4,46,111**	**4,93,300**	**5,52,774**	**6,12,916**
Part B. Expenditure/Disbursement						
10.	**Revenue Expenditure**	**1,39,493**	**1,59,220**	**1,83,976**	**1,90,514**	**2,19,015**
	Programme	44,201	58,487	71,730	63,466	71,700
	Administrative	95,292	100,733	112,246	127,048	147,315
	General Services (including interest payments)	46,239	48,939	56,029	59,218	69,246

Sl. No.		2020-21	2021-22	2022-23	2023-24	2024-25
	Social Services	63,807	76,115	88,349	83,225	100,948
	Economic Services	29,445	34,165	39,598	48,071	48,821
	Grants-in-Aid and Contributions	2	1	0	0	0
11.	**Capital Expenditure**	**18,209**	**23,678**	**31,520**	**36,453**	**38,527**
	Program	18,194	23,650	31,496	36,320	38,488
	Administrative	15	28	24	133	39
	General Services	1,387	3,507	3,255	5,664	5,028
	Social Services	6,331	5,154	5,967	7,001	8,685
	Economic Services	10,491	15,017	22,298	23,788	24,814
12.	Disbursement of Loans and Advances	1,114	1,479	2,057	2,136	2,453
13.	Appropriation to the Contingency Fund	0.00	0.00	0.00	0.00	0.00
14.	**Total Expenditure (10+11+12+13)**	**1,58,816**	**1,84,377**	**2,17,553**	**2,29,103**	**2,59,995**
15.	**Repayments of Public Debt:**	**6,880**	**8,746**	**14,351**	**22,979**	**21,944**
	Internal Debt (excluding Ways and Means Advances and Overdrafts)	5,937	7,619	12,886	21,439	20,613
	Net transactions under Ways and Means Advances and Overdraft	-	-	-	-	-
	Loans and Advances from Government of India	943	1,127	1,465	1,541	1,331
16.	**Appropriation to Contingency Fund**	**0**	**0**	**0**	**0**	**0**
17.	**Total disbursement out of Consolidated Fund (13+14+15)**	**1,65,696**	**1,93,123**	**2,31,904**	**2,52,082**	**2,81,939**
18.	**Contingency Fund disbursements**	**0.00**	**0.00**	**0.00**	**0.00**	**0.00**
19.	**Public Account disbursements**	**2,17,092**	**2,48,373**	**2,67,970**	**2,86,613**	**3,16,721.75**
20.	**Total disbursement by the State (16+17+18)**	**1,65,696**	**1,93,123**	**2,31,904**	**2,52,082**	**2,81,939**
Part C. Deficits						
21.	**Revenue Deficit (-)/Revenue Surplus (+) (1-10)**	**(-)11,325**	**(-)422**	**(-)11,288**	**2,833**	**(-)358**
22.	**Fiscal Deficit (-)/Fiscal Surplus (+) (4-13)**	**(-)29,828**	**(-)25,551**	**(-)44,824**	**(-)35,660**	**(-)41,223**
23.	**Primary Deficit (-)/Primary Surplus (+) (21+24)**	(-)**17,344**	(-)**11,729**	(-)**29,640**	(-)**18,054**	(-)**21,545**
Part D. Other data						
24.	**Interest Payments (included in revenue expenditure)**	**12,484**	**13,822**	**15,184**	**17,606**	**19,678**
25.	**Financial Assistance to local bodies etc.**	**54,929**	**65,015**	**79,941**	**77,600**	**79,951**
26.	**Ways and Means Advances/Overdraft availed (days)**	**-**	**-**	**-**	**-**	**-**

Sl. No.		2020-21	2021-22	2022-23	2023-24	2024-25
	Ways and Means Advances availed (days)	-	-	-	-	-
	Overdraft availed (days)	-	-	-	-	-
27.	**Interest on Ways and Means Advances/ Overdraft**	**-**	**-**	**-**	**-**	**-**
28.	**Gross State Domestic Product (GSDP)**	**5,67,814**	**6,47,394**	**7,63,165**	**8,77,197**	**9,91,997**
29.	**Outstanding Fiscal liabilities (year-end)***	**2,27,195**	**2,57,510**	**2,93,307**	**3,24,913**	**3,74,133**
30.	**Outstanding guarantees (year-end) (including interest)**	**16,080**	**25,070**	**25,939**	**28,041**	**24,371**
31.	**Maximum amount guaranteed (year-end)**	**24,972**	**37,632**	**40,897**	**51,683**	**51,683**
Part E: Fiscal Health Indicators (in *per cent*)						
I Resource Mobilisation						
	Own Tax Revenue/GSDP	5.34	5.38	5.77	5.51	5.40
	Own Non-Tax Revenue/GSDP	1.09	0.62	0.54	0.60	0.58
	Own Revenue/ GSDP	6.44	6.00	6.31	6.11	5.98
	Own Revenue/ Total Expenditure	23.01	21.06	22.13	23.40	22.83
II Expenditure Management						
	Total Expenditure/GSDP	27.97	28.48	28.51	26.12	26.21
	Total Expenditure/Revenue Receipts	123.91	116.11	125.98	118.49	118.91
	Revenue Expenditure/Total Expenditure	87.83	86.36	84.57	83.16	84.24
	Revenue Expenditure/GSDP	24.57	24.59	24.11	21.72	22.08
	Expenditure on Social and Economic Services/Total Expenditure	69.31	70.75	71.80	70.75	70.49
	Capital Expenditure/Total Expenditure	11.47	12.84	14.49	15.91	14.82
	Capital Expenditure/ GSDP	3.21	3.66	4.13	4.16	3.88
III Management of Fiscal Imbalances						
	Revenue Surplus/GSDP	-1.99	-0.07	-1.48	0.32	-0.04
	Fiscal Deficit (Surplus)/GSDP	-5.25	-3.95	-5.87	-4.07	-4.16
	Primary Deficit (Surplus) /GSDP	-3.05	-1.81	-3.88	-2.06	-2.17
IV Debt Sustainability						
	Outstanding Liabilities/GSDP	40.01	39.78	38.43	37.04	37.72
	Interest Payments/Revenue Receipts	9.74	8.70	8.79	9.11	9.00

Source: Finance Accounts of the respective years

****During the year 2020-21 and 2021-22, overall liabilities include ₹ 3,905.00 crore and ₹ 6,815.63 crore respectively which was received from GoI in lieu of GST compensation. Out of this ₹ 7,827.52 crore was adjusted in back-to-back loan in lieu of GST by proforma adjustment during the year 2024-25.***

Appendix 1.2
(Refer Paragraph 1.1.4, 1.2.4.1 A, 1.2.4.2 A)
Abstract of receipts and disbursements for the year ending March 2025

(₹ in crore)

Receipts	2023-24	2024-25	Disbursements	2023-24	2024-25		
					Administrative	Programme	Total
I. Revenue Receipts	**1,93,347.23**	**2,18,657.83**	**I. Revenue Expenditure-**	**1,90,514.17**	**1,47,314.68**	**71,700.53**	**2,19,015.21**
Tax Revenue	48,360.69	53,578.14	**General Services**	**59,217.82**	**67,784.59**	**1,461.28**	**69,245.87**
--			**Social Services-**	83,225	45,066	55,882	1,00,948
Non-Tax Revenue	5,257.05	5,781.37	Education, Sports, Art and Culture	40,889.97	27,607.22	26,617.75	54,224.97
--			Health and Family Welfare	10,839.49	6,486.40	5,363.48	11,849.88
State's Share of Union Taxes	1,13,604.49	1,29,434.93	Water Supply, Sanitation, Housing and Urban Development	17,227.9	6,781.17	8,141.53	14,922.7
--			Information and Broadcasting	213.59	133.54	132.53	266.07
Non-Plan Grants			Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	975.1	440.54	2,674.91	3,115.45
Grants for State Plan Schemes	-167.09	-85.08	Labour and Labour Welfare	604.42	210.43	692.39	902.82
--			Social Welfare and Nutrition	12,329.03	3,269.51	12,221.78	15,491.29
Grants for Central and Centrally Sponsored Plan Schemes			Others	145.6	137.43	37.89	175.32

Receipts	2023-24	2024-25	Disbursements	2023-24	2024-25		
					Administrative	Programme	Total
--			**Economic Services-**	**48,071.38**	**34,463.85**	**14,356.99**	**48,820.84**
Grants for Centrally Sponsored Scheme	17961.52	21217.54	Agriculture and Allied Activities	5018	1,383.6	4,455.45	5,839.05
--			Rural Development	18,123.16	9,609.86	6,562.03	16,171.89
Finance Commission Grants	7662.52	8360.34	Special Areas Programmes		0	0	0
--			Irrigation and Flood Control	1,506.15	1,459.78	145.3	1,605.08
Other Transfer/Grants to States	668.05	370.59	Energy	13,973.64	16,110.86	100	16,210.86
--			Industry and Minerals	1,734.77	145.94	1,787.52	1,933.46
--			Transport	6,335.4	5,270.80	369.59	5,640.39
--			Science, Technology and Environment	2.91	3.95	0	3.95
--			General Economic Services	1,377.35	479.06	937.1	1,416.16
--			Grants-in-aid and Contributions-	-0.13	0	0	0
II. Revenue deficit carried over			**II. Revenue Surplus carried over**	**2,833.06**	**0**	**0**	**-357.38**

Receipts	2023-24	2024-25	Disbursements	2023-24	2024-25		
					Administrative	Programme	Total
III. Opening Cash balance including Permanent Advances and Cash Balance Investment	**22903.95**	**36982.18**	**III. Opening Overdraft from Reserve Bank of India**	-	-	-	-
IV. Miscellaneous Capital Receipts	-	-	**IV. Capital Outlay-**	**36,453.02**	**38.6**	**38488.44**	**38,527.04**
--			**General Services-**	**5,664.42**	**-22.18**	**5,050.07**	**5,027.89**
--			**Social Services-**	**7,000.43**	**60.78**	**8,623.93**	**8,684.71**
--			Education, Sports, Art and Culture	2,987.77	0	2,913.85	2,913.85
--			Health and Family Welfare	2,175	0	3,162.95	3,162.95
--			Water Supply, Sanitation, Housing and Urban Development	1,679.93	6.1	1699.7	1705.8
--			Information and Broadcasting	0.00	0	0	0
--			Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	49.26	0	283.88	283.88
--			Social Welfare and Nutrition	3.00	0	370.72	370.72
--			Others	105.47	54.68	192.83	247.51
--			**Economic Services-**	**23,788.16**	**0**	**24,814.44**	**24,814.44**
--			Agriculture and Allied Activities	141.12	0	411.95	411.95

Receipts	2023-24	2024-25	Disbursements	2023-24	2024-25		
					Administrative	Programme	Total
--			Rural Development	7,083.98	0	6,979.42	6,979.42
--			Special Areas Programmes	0.00	0	-	-
--			Irrigation and Flood Control	5,875.80	0	4,988.59	4,988.59
--			Energy	1,918.31	0	4,051.59	4,051.59
--			Industry and Minerals	722.21	0	7,394.12	7,394.12
--			Transport	7,599.37	0	181.77	181.77
--			General Economic Services	447.37	0	807	807
V. Recoveries of Loans and Advances-	**95.94**	**115.30**	**V. Loans and Advances disbursed-**	**2,135.86**	**98.8**	**2,354.58**	**2,453.38**
From Power Projects			For Power Projects	86.73	64.19	0	64.19
From Government Servants			To Government Servants	13.43	6.36	0	6.36
From Others			To Others	2,035.70	28.25	2,354.58	2,382.83
VI. Revenue Surplus brought down	**2833.06**	**(-) 357.38**	**VI. Revenue Deficit brought down**				
VII. Public Debt Receipts-	**60217.54**	**66049.20**	**VII. Repayment of Public Debt-**	**22,979.38**			**21,943.67**
External debt			External debt				0.00
Internal debt other than Ways and Means Advances and Overdrafts	49545.76	49549.32	Internal Debt other than Ways and Means Advances and Overdrafts	21,438.71			20,612.41

Receipts	2023-24	2024-25	Disbursements	2023-24	2024-25		
					Administrative	Programme	Total
Net transactions under Ways and Means Advances	-	-	Net transactions under Ways and Means Advances	-			
Net transactions under Overdraft	-	-	Net transactions under Overdraft	-			
Loans and Advances from Central Government	10,671.78	16,499.88	Repayment of Loans and Advances to Central Government	1,540.67			1,331.26
VIII. Appropriation to Contingency Fund	**9,650.00**	**9,650.00**	**VIII. Appropriation to Contingency Fund**	**9,650.00**			**9,650.00**
IX. Amount transferred to Contingency Fund	**-**	**-**	**IX. Expenditure from Contingency Fund**				
X. Public Account Receipts-	**2,99,113.01**	**3,28,095.09**	**X. Public Account Disbursements-**	**2,86,613.06**			**3,16,721.75**
Small Savings and Provident Funds	2,415.84	2,027.31	Small Savings and Provident Funds	2,671.60			2,540.37
Reserve Funds	3,863.27	4,380.42	Reserve Funds	1,174.01			1,087.37
Suspense and Miscellaneous	1,96,605.35	2,23,278.81	Suspense and Miscellaneous	1,87,765.14			2,18,665.82
Remittance	0.01	0.01	Remittances	2.38			0.11

Receipts	2023-24	2024-25	Disbursements	2023-24	2024-25		
					Administrative	Programme	Total
Deposits and Advances	96,228.54	98,408.53	Deposits and Advances	94,999.93			94,428.07
XI. Closing Overdraft from Reserve Bank of India			**XI. Cash Balance at end**	**36,982.18**			51,238.57
--			Cash in Treasuries and Local Remittances				
--			Deposits with Reserve Bank	726.68	966.8		966.8
--			Departmental Cash Balance including permanent Advances	998.75	998.32		998.32
--			Cash Balance Investment including earmarked fund	35,256.75			49,273.45
TOTAL	**5,88,160.73**	**6,59,192.23**	**TOTAL**	**5,88,160.73**	**147,452.08**	**1,12,543.55**	**6,59,192.23**

Source: Finance Accounts of the respective years

Appendix 1.3
(Refer paragraph 1.1.5)
Summarised financial position of the Government of Bihar as on 31 March 2025

(₹ in crore)

As on 31 March 2024		As on 31 March 2025
	Liabilities	
2,36,205.16	**Internal Debt-**	**2,65,142.06**
2,14,418.00	Market Loans bearing interest	2,45,541.00
0.05	Market Loans not bearing interest	0.05
21.55	Loans from Life Insurance Corporation of India	21.55
11,569.20	Loans from other financial Institutions	11,271.46
-	Ways and Means Advances	-
10,188.91	Special Securities issued to NSSF	8,300.55
7.45	Other Loans	7.45
43,878.73	**Loans and Advances from Central Government -**	**51,219.84**
3.91	Pre-1984-85 Loans	3.91
0.58	Non-Plan Loans	0.58
191.29	Loans for State Plan Schemes	191.29
1.01	Loans for Central Plan Schemes	1.01
30.29	Loans for Centrally Sponsored Schemes	28.66
0.53	Loans for Centrally Sponsored plan Schemes	0.53
42.96	WMA for plan schemes	42.96
43,608.16	Loans for State/UTs with Legislature Schemes	50,950.90
74.01	**Inter-State settlement**	**74.01**
350.00	**Contingency Fund**	**350.00**
9,141.12	**Small Savings, Provident Funds, etc.**	**8,628.06**
39,666.57	**Deposits**	**43,647.03**
12,343.98	**Reserve Funds Advances**	**15,637.03**
206.63	**Suspense and Miscellaneous Balances**	**1,272.58**
0.00	**Remittance Balances**	**0.00**
0.00	**Miscellaneous Capital Receipts**	**0.00**
56,694.77	**Cumulative excess of receipts over expenditure**	**64,164.91**
3,98,560.98	**TOTAL LIABILITIES**	**4,50,135.52**

As on 31 March 2024		As on 31 March 2025
	Assets	
3,27,339.05	**Gross Capital Outlay on Fixed Assets -**	**3,65,866.09**
41,512.97	Investments in shares of Companies, Corporations etc.	45,665.21
2,85,826.08	Other Capital Outlay	3,20,200.88
27,249.57	**Loans and Advances -**	**29,587.65**
16,118.02	Loans for Power Projects	16,182.20
11,026.06	Other Development Loans	13,316.86
105.49	Loans to Government servants and Miscellaneous loans	88.59
249.96	**Advances**	**249.96**
1,128.33	**Remittance Balances**	**1,128.43**
5,611.89	**Suspense and Miscellaneous Balances**	**2,064.85**
36,982.18	**Cash -**	**51,238.57**
-	Cash in Treasuries and Local Remittances	-
726.68	Deposits with Reserve Bank	966.80
998.75	Departmental Cash Balance including Permanent Advances	998.32
0	Security Deposits	0
8,494.66	Investment of Earmarked Funds	10,140.52
26,762.09	Cash Balance Investments	39,132.93
	Deficit on Government Account -	
	(i) Less Revenue Surplus/ add Revenue Deficit of the current year	
0.00	(ii) Appropriation to Contingency Fund	0.00
0.00	**Contingency Fund**	**0.00**
3,98,560.98	**TOTAL ASSETS**	**4,50,135.52**

Source: Finance Accounts of respective years, Government of Bihar
Note: Closing balance of the Contingency Fund has been taken under liabilities.

Appendix 1.4
(Refer paragraph 1.1.6, 1.2.4.2)
Ten-Year Trend of Major Fiscal Parameters (2015-16 to 2024-25)

(₹ in crore)

Sl. No.	Particulars	Year-wise information (2015-16 to 2024-25)										CAGR for 2015-16 to 2024-25
		2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	
1	Revenue Receipts (1a to 1d)	96,123	1,05,585	1,17,447	1,31,793	1,24,233	1,28,168	1,58,797	1,72,688	1,93,347	2,18,657	9.56%
1a	Own Tax Revenue	25,449	23,742	23,136	29,408	30,158	30,342	34,855	44,018	48,361	53,578	8.62%
1b	Non-Tax Revenue	2,186	2,403	3,507	4,131	3,700	6,201	3,984	4,135	5,257	5,781	11.43%
1c	State's share of Union taxes and duties	48,923	58,881	65,083	73,603	63,406	59,861	91,353	95,510	1,13,604	1,29,435	11.42%
1d	Grants- in-aid from Govt. of India	19,566	20,559	25,720	24,652	26,969	31,764	28,606	29,026	26,125	29,863	4.81%
2.	Revenue Expenditure -	83,616	94,765	1,02,624	1,24,897	1,26,017	1,39,493	1,59,220	1,83,976	1,90,514	2,19,015	11.31%
2a	Interest Payments	7,098	8,191	9,054	10,071	10,991	12,484	13,822	15,184	17,606	19,678	12.00%
2b	Salary	14,880	15,744	17,731	19,923	20,376	21,802	23,525	24,816	28,386	38,475	11.13%
2d	Subsidies	9,010	8,749	5,023	8,324	7,121	8,165	10,256	14,828	16,245	18,310	8.20%
3	Revenue Deficit(-)/Revenue Surplus(+) (1-2)	12,507	10,820	14,823	6,897	-1,784	-11,325	-422	-11,288	2,833	-357	-
3a	Revenue Deficit(-)/Revenue Surplus(+) without UDAY	-	13,313	15,014	7,088	-1,593	-11,134	-231	-11,113	2,989	-201	-
4	Capital Receipts (4a to 4b)	18,402	21,600	13,191	20,494	29,175	36,736	40,473	48,325	60,313	66,164	15.28%
4a	Recovery of Loan & Advances	19	23	22	1,825	30	820	28	41	96	115	22.15%
4b	Debt Receipts (Borrowings)	18,383	21,577	13,169	18,668	29,145	35,915	40,445	48,284	60,218	66,049	15.27%
5	Total Receipts (1+4)	1,14,525	1,27,185	1,30,638	1,52,287	1,53,408	1,64,904	1,99,270	2,21,013	2,53,661	2,84,822	10.64%
6	Capital Expenditure (6a to 6b)	24,587	27,322	29,150	22,529	12,970	19,323	25,157	33,577	38,589	40,980	5.84%
6a	Capital Outlay	23,966	27,208	28,907	21,058	12,304	18,209	23,678	31,520	36,453	38,527	5.42%
6b.	Disbursement of Loans and Advances	621	114	243	1,471	666	1,114	1,479	2,057	2,136	2,453	16.49%

Sl. No.	Particulars	Year-wise information (2015-16 to 2024-25)										CAGR for 2015-16 to 2024-25
		2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	
7	Total Expenditure (2+6)	1,08,203	1,22,087	1,31,773	1,47,426	1,38,987	1,58,816	1,84,377	2,17,553	2,29,103	2,59,995	10.24%
8	Fiscal Deficit(-)/Fiscal Surplus(+)(1+4a-7)	-12,062	-16,479	-14,305	-13,807	-14,724	-29,827	-25,551	-44,823	-35,660	-41,223	14.63%
8a	Fiscal Deficit(-)/Fiscal Surplus(+)without UDAY		13,986	14,113	13,615	14,533	29,636	25,360	-44,648	-35,504	-41,132	-
8b	Fiscal Deficit(-)/Fiscal Surplus(+)without borrowings other than UDAY allowed over and above the Net Borrowing Ceiling		1,36,390	1,54,445	1,66,590	1,91,050	2,24,864	2,55,177	2,90,975	3,22,582	3,71,802	-
9	Primary Deficit	4,964	-8,288	-5,251	3,736	3,733	-17,343	-11,729	-29,640	-18,054	-21,544	-
10	Outstanding Liabilities/Debt	1,16,578	1,38,722	1,56,777	1,68,921	1,93,382	2,27,190	2,57,510	2,93,307	3,24,913	3,74,134	13.83%
11	GSDP at Current Prices (2011-12 Series)	3,71,602	4,21,051	4,68,746	5,27,976	5,81,855	5,67,814	6,47,394	7,63,165	8,77,197	9,91,997	11.53%
12	Capital Outlay/Total Expenditure	22.15	22.29	21.94	14.28	8.85	11.47	12.84	14.49	15.91	14.82	
13	FRBM Target for FD/GSDP	3.0	3.5	3.25	3.5	3.5	3.5	5.0	4.5	4.0	3.5	
14	Actual FD/GSDP	-3.25	-3.91	-3.05	-2.62	-2.53	-5.25	-3.95	-5.87	-4.07	-4.16	

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

Appendix: 2.1

(Refer paragraph 2.5.2)

Cases of unnecessary supplementary provision (₹ 50 crore or more in each case)

(₹ in crore)

Sl. No.	Head of Accounts	Original Provision	Supplementary Provision	Actual Expenditure	Savings out of original provision
Revenue (Voted)					
1	11-2225032770101	1,106.04	95.25	1,076.35	29.69
2	16-2515001960007	618.05	101.26	573.50	44.55
3	16-2515001970004	618.05	81.13	571.84	46.21
4	16-2515001980009	2,884.25	455.92	2,644.46	239.79
5	16-2515001980113	24.58	50.00	23.92	0.66
6	20-2210011100013	1,183.55	458.40	1,155.84	27.71
7	20-2210031030001	1,603.84	478.12	1,437.14	166.70
8	20-2210031100001	571.76	287.85	560.11	11.65
9	20-2210051050001	173.24	57.35	169.65	3.59
10	20-2211001010305	445.00	90.00	217.03	227.97
11	21-2202011010001	11,476.90	54.00	8,628.37	2,848.53
12	21-2202011970002	2,970.67	100.00	2,760.64	210.03
13	21-2202017890308	872.84	150.00	530.65	342.19
14	21-2202020530001	103.50	86.92	85.65	17.85
15	21-2202021100007	342.00	1,186.00	274.60	67.40
16	21-2202031020002	764.00	81.04	627.42	136.58
17	21-2202031020005	415.00	146.40	411.98	3.02
18	21-2202042000002	840.00	50.14	588.55	251.45
19	21-2202052000002	500.00	570.00	499.82	0.18
20	22-2055001090001	7,537.90	179.09	6,639.27	898.63
21	22-2055001150102	150.00	61.09	123.79	26.21
22	23-2852801020201	98.29	75.41	86.07	12.22
23	29-2853020010001	59.64	62.75	44.78	14.86
24	42-2215021050202	704.95	242.15	92.25	612.70
25	42-2215027890204	180.75	62.09	70.66	110.09
26	42-2505021010301	700.00	100.00	396.34	303.66
27	48-2217030510303	125.00	50.22	43.56	81.44

Sl. No.	Head of Accounts	Original Provision	Supplementary Provision	Actual Expenditure	Savings out of original provision
28	48-2217801930001	451.64	211.60	347.64	104.00
29	51-2235021020222	778.57	91.59	764.09	14.48
30	51-2235021020225	198.94	64.81	120.03	78.91
31	01-2415012770008	136.50	60.00	0.00	136.50
Total		**38,635.45**	**5,840.58**	**31,566.00**	**7,069.45**
Capital (Voted)					
1	03-4059600510105	100.00	60.00	89.55	10.45
2	03-4059600510106	330.00	52.00	249.04	80.96
3	21-4202012010105	700.01	50.00	554.26	145.75
4	23-4851001010101	0.01	223.00	0.00	0.01
Total		**1,130.02**	**385.00**	**892.85**	**237.17**
Grand Total		**39,765.47**	**6,225.58**	**32,458.85**	**7,306.62**

Source: Detailed Appropriation Account of F.Y. 2024-25

Appendix 2.2

(Refer paragraph 2.5.2)

Cases where Supplementary Provision proved excessive (₹ 50 crore or more in each case)

(₹ in crore)

Sl. No.	Heads of account	Orig. Prov.	Suppl. Prov.	Total Budget	Exp.	Excessive supplementary budget
1	03-4059017890101	341.49	260.00	601.49	521.30	80.19
2	06-2015001050001	550.33	155.00	705.33	644.98	60.35
3	10-4801051900105	300.00	700.00	1,000.00	923.75	76.25
4	10-4801051900107	363.00	1,000.05	1,363.05	1,281.21	81.84
5	16-2515001980115	126.95	200.00	326.95	232.61	94.34
6	20-2210017890301	33.00	352.77	385.77	277.58	108.19
7	20-2210031100303	61.05	1,733.48	1,794.53	1,580.57	213.96
8	20-4210011100111	45.50	593.91	639.41	587.02	52.39
9	20-4210011100113	16.28	125.00	141.28	58.75	82.53
10	21-2202011010003	327.75	308.51	636.26	437.79	198.47
11	21-2202011110301	1,185.66	1,112.20	2,297.86	1,965.19	332.67
12	21-2202011110302	2,650.00	11,972.50	14,622.50	12,382.59	2,239.91
13	21-2202021090001	3,807.82	2,858.84	6,666.66	6,171.85	494.81
14	21-2202021090005	22.71	234.00	256.71	96.73	159.98
15	21-2202021090307	49.84	268.26	318.10	225.90	92.20
16	21-2202051030003	200.00	411.00	611.00	298.39	312.61
17	21-4202012020103	468.01	700.00	1,168.01	1,061.66	106.35
18	22-4055000510101	300.04	491.72	791.76	716.76	75.00
19	27-2014001050001	997.11	484.62	1,481.73	1,387.45	94.28
20	40-2029001020101	354.74	394.63	749.37	468.69	280.68
21	41-5054031010101	100.00	685.13	785.13	693.32	91.81
22	42-2216031050302	507.00	1,385.66	1,892.66	1,609.66	283.00
23	42-2501061010302	640.87	588.10	1,228.97	1,143.98	84.99
24	48-2217030510207	100.00	125.25	225.25	170.44	54.81
25	48-2217030510307	60.00	165.25	225.25	170.44	54.81
26	48-2217801910010	947.43	503.29	1,450.72	1,327.85	122.87
27	48-2217801920001	716.57	335.03	1,051.60	998.99	52.61
28	48-5075601900101	50.00	280.00	330.00	138.62	191.38

Sl. No.	Heads of account	Orig. Prov.	Suppl. Prov.	Total Budget	Exp.	Excessive supplementary budget
29	50-4702001010106	285.60	168.00	453.60	366.55	87.05
30	51-2235021020123	582.37	406.11	988.48	866.71	121.77
31	51-2235021020325	23.71	152.12	175.83	80.10	95.73
32	51-2236021010103	243.51	243.50	487.01	390.40	96.61
33	51-2236021010203	637.63	379.23	1,016.86	914.53	102.33
TOTAL		**17,095.97**	**29,773.16**	**46,869.13**	**40,192.36**	**6,676.77**

Source: Detailed Appropriation Account of F.Y. 2024-25

Appendix 2.3

(Refer paragraph 2.5.3)

Unnecessary augmentation of budget provision through Reappropriation (Five crore and more)

(₹ in crore)

Sl. No.	Head of Accounts	Original Budget	Supplementary Budget	Total Budget	Expenditure	Savings	Re-Appropriation(+)
1	46-5452011010104	162.00	540.00	702.00	673.11	28.89	25.00
2	16-2515000010003	445.67	5.00	450.67	370.98	79.69	22.51
3	21-2202031030001	34.57	34.17	68.74	49.18	19.56	16.00
4	21-2202031020003	621.88	0.41	622.29	601.45	20.85	13.15
5	45-2401001080109	31.10	-	31.10	22.88	8.21	10.00
6	22-2070001080001	329.56	-	329.56	284.58	44.98	8.10
7	20-2210017890301	33.00	352.77	385.77	277.58	108.18	7.50
8	20-2210051050023	33.58	7.91	41.49	26.73	14.76	6.75
9	22-2055000010001	272.26	3.55	275.81	202.39	73.42	6.25
10	17-2043001010001	149.22	-	149.22	114.50	34.72	5.64
11	16-2515001010115	10.00	-	10.00	10.00	-	5.50
12	20-2210011100127	11.00	55.00	66.00	45.71	20.29	5.50
13	32-2011021030001	72.39	19.03	91.42	85.37	6.05	5.24
14	20-2210011100029	-	18.34	18.34	12.54	5.80	5.12
15	20-2210051050031	23.64	21.09	44.73	35.00	9.74	5.00
	Total	**2,229.87**	**1,057.27**	**3,287.14**	**2,812.00**	**475.14**	**147.26**

Source: Detailed Appropriation Account of F.Y. 2024-25)

Appendix 2.4

(Refer paragraph 2.5.4)

Grants having substantial savings (more than ₹ 500 crore in each case), even after surrender (F.Y. 2024-25)

(₹ in crore)

Sl. No.	Grant no	Name of Department	Total Budget	Total Expenditure	Total Savings/ Excess	Total Surrender	Savings after surrender
Revenue Voted)							
1	01	Agriculture	3,907.50	2,163.55	1,743.95	546.58	1,197.37
2	02	Animal and Fisheries Resource	1,942.05	1,239.89	702.16	33.09	669.07
3	03	Building Construction	2,902.02	1,430.32	1,471.70	-	1,471.70
4	15	Pension	31,777.05	26,159.52	5,617.53	-	5,617.53
5	16	Panchayati Raj	11,607.95	9,182.03	2,425.92	191.54	2,234.38
6	20	Health	19,231.60	12,491.29	6,740.31	1,869.60	4,870.71
7	21	Education	75,776.40	54,373.41	21,402.99	-	21,402.99
8	22	Home	16,238.45	13,189.57	3,048.88	-	3,048.88
9	39	Disaster Management	9,548.31	4,085.20	5,463.11	1,478.43	3,984.68
10	40	Revenue and Land Reforms	2,741.48	1,832.71	908.77	51.23	857.54
11	42	Rural Development	18,408.60	11,341.60	7,067.00	404.60	6,662.40
12	48	Urban Development and Housing	15,108.87	9,385.82	5,723.05	2,800.44	2,922.61
13	51	Social Welfare	13,575.55	11,783.24	1,792.31	205.94	1,586.37
Total			**2,22,765.83**	**1,58,658.15**	**64,107.68**	**7,581.45**	**56,526.23**
Revenue Charged)							
14	13	Interest Payment	20,526.20	19,678.14	848.06	-	848.06
Total			**20,526.20**	**19,678.14**	**848.06**	**-**	**848.06**
Capital Voted)							
15	03	Building Construction	6,085.00	4,765.49	1,319.51	60.83	1,258.68
16	37	Rural Works	7,987.13	6,864.54	1,122.59	50.00	1,072.59
Total			**14,072.13**	**11,630.03**	**2,442.10**	**110.83**	**2,331.27**
Grand Total			**2,57,364.15**	**1,89,966.32**	**67,397.83**	**7,692.28**	**59,705.55**

Source: Detailed Appropriation Account of F.Y. 2024-25)

Appendix 2.5

(Refer paragraph 2.5.4)

Substantial persistent savings (₹ 1,000 crore or more every year) under budget segments of grants in last five years

(₹ in crore)

Sl. No.	Grant	Name of the Grant	2020-21	2021-22	2022-23	2023-24	2024-25
Revenue (Voted)							
1	1	Agriculture	1,825.93	2,104.72	1,684.57	1,839.55	1,743.95
2	16	Panchayati Raj	4,361.83	5,167.61	4,641.93	3,358.31	2,425.93
3	20	Health	2,893.91	3,792.29	7,191.24	5,902.75	6,740.31
4	21	Education	10,726.33	12,541.68	13,301.06	14,068.05	21,402.99
5	22	Home	2,284.90	3,305.70	2,688.93	1,875.09	3,048.89
6	39	Disaster Management	2,617.03	1,899.82	1,609.33	2,584.84	5,463.11
7	42	Rural Development	8,531.87	9,176.10	3,283.94	9,434.40	7,067.00
8	48	Urban Development & Housing	3,752.81	4,147.78	4,394.35	5,590.20	5,723.05
9	51	Social Welfare	2,175.86	2,225.73	2,276.20	2,334.49	1,792.31
		Total	**39,170.47**	**44,361.43**	**41,071.55**	**46,987.68**	**55,407.52**
Capital (Voted)							
10	37	Rural Works	6,122.07	4,720.09	4,407.05	4,890.05	1,122.59
		Grant Total	**45,292.54**	**49,081.52**	**45,478.60**	**51,877.73**	**56,530.11**

Source: Detailed Appropriation Account of respective years

Appendix 2.6

(Refer paragraph 2.5.4)

Grant-wise savings and percentage utilisation of budget, in F.Y. 2024-25

(₹ in crore)

Sl. No.	Grant No.	Name of the Department	Total Budget	Total Expenditure	Savings	Percentage of Utilisation
Utilisation up to 50 *per cent*						
1	31	Parliamentary Affairs	10.56	3.01	7.55	28.50
2	29	Mines and Geology	126.16	45.36	80.80	35.95
3	47	Transport	643.59	243.47	400.12	37.83
4	39	Disaster Management	9,648.31	4,140.27	5,508.04	42.91
		Total	**10,428.62**	**4,432.11**	**5,996.51**	**42.50**
Utilisation More than 50 and up to 75 *per cent*						
5	08	Art, Culture and Youth	277.44	153.39	124.05	55.29
6	01	Agriculture	4,147.50	2,310.90	1,836.60	55.72
7	04	Cabinet Secretariat	560.40	322.95	237.45	57.63
8	42	Rural Development	18,458.60	11,362.06	7,096.54	61.55
9	48	Urban Development and Housing	15,973.36	10,004.44	5,968.92	62.63
10	45	Sugarcane Industries	147.75	94.72	53.03	64.11
11	25	Information Technology	416.93	271.74	145.19	65.18
12	40	Revenue and Land Reforms	2,762.47	1,832.71	929.76	66.34
13	02	Animal and Fisheries Resource	2,146.94	1,437.78	709.16	66.97
14	20	Health	22,819.49	15,648.07	7,171.42	68.57
15	03	Building Construction	8,987.02	6,195.81	2,791.21	68.94
16	52	Department of Sports	212.80	147.29	65.51	69.22
17	38	Prohibition, Excise and Registration	686.84	480.27	206.57	69.92
18	21	Education	78,564.83	56,700.64	21,864.19	72.17
19	30	Minorities Welfare	778.23	563.89	214.34	72.46
20	23	Industries	3,314.69	2,455.64	859.05	74.08
21	33	General Administration	1,123.74	837.27	286.47	74.51
		Total	**1,61,379.03**	**1,10,819.57**	**50,559.46**	**68.67**
Utilisation More than 75 and up to 90 *per cent*						
22	17	Commercial Tax	238.23	179.25	58.98	75.24
23	16	Panchayati Raj	12,243.95	9,267.09	2,976.86	75.69
24	35	Planning and Development	2,409.14	1,829.93	579.21	75.96
25	19	Environment, Forest and Climate Change	1,123.09	890.14	232.95	79.26
26	46	Tourism	1,029.11	816.34	212.77	79.32
27	22	Home	17,317.40	14,047.33	3,270.07	81.12
28	44	SC and ST Welfare	1,976.23	1,603.27	372.96	81.13
29	09	Co-operative	1,370.96	1,122.13	248.83	81.85
30	15	Pension	31,796.13	26,169.97	5,626.16	82.31

Sl. No.	Grant No.	Name of the Department	Total Budget	Total Expenditure	Savings	Percentage of Utilisation
31	18	Food and Consumer Protection	2,156.61	1,778.52	378.09	82.47
32	24	Information and Public Relation	324.67	269.53	55.14	83.02
33	43	Science and Technology	1,169.21	998.98	170.23	85.44
34	51	Social Welfare	13,887.23	11,881.90	2,005.33	85.56
35	50	Minor Water Resources	1,376.23	1,183.06	193.17	85.96
36	32	Legislature	321.84	278.04	43.80	86.39
37	05	Secretariat of The Governor	51.82	45.05	6.77	86.94
38	26	Labour Resources	1,387.02	1,211.29	175.73	87.33
39	11	BC and MBC Welfare	1,807.14	1,582.89	224.25	87.59
40	27	Law	1,840.18	1,647.48	192.70	89.53
		Total	**93,826.19**	**76,802.19**	**17,024.00**	**81.86**
Utilisation More than 90 *per cent*						
41	37	Rural Works	11,436.05	10,347.80	1,088.25	90.48
42	07	Vigilance	48.24	43.66	4.58	90.51
43	06	Election	1,058.68	962.99	95.69	90.96
44	36	Public Health Engineering	2,287.62	2,085.62	202.00	91.17
45	28	High Court of Bihar	324.35	301.55	22.80	92.97
46	13	Interest Payment	20,526.19	19,678.14	848.05	95.87
47	12	Finance	3,757.90	3,609.09	148.81	96.04
48	34	Bihar Public Service Commission	161.25	156.17	5.08	96.85
49	10	Energy	21,540.40	20,894.04	646.36	97.00
50	49	Water Resources	5,617.59	5,465.43	152.16	97.29
51	14	Repayment of Loans	22,392.72	21,943.67	449.05	97.99
52	41	Road Construction	9,734.04	9,636.46	97.58	99.00
		Total	**98,885.03**	**95,124.63**	**3,760.42**	**96.20**
		Grand Total	**3,64,518.87**	**2,87,178.49**	**77,340.38**	**78.78**

Source: Detailed Appropriation Accounts 2024-25

Appendix 2.7
(Refer paragraph 2.5.4)
Savings not Surrendered

(₹ in crore)

Grant No.	Department	Original Budget	Supple-mentary Budget	Total Budget	Total Expenditure	Savings	Surrenders	Amount not surrendered
01	Agriculture	3,600.92	546.58	4,147.50	2,310.90	1,836.60	546.58	1,290.02
02	Animal & Fisheries Resource	1,631.35	515.59	2,146.94	1,437.78	709.16	33.09	676.07
03	Building Construction	5,012.65	3,974.37	8,987.02	6,195.81	2,791.21	60.83	2,730.38
04	Cabinet Secretariat	467.25	93.15	560.40	322.95	237.45	2.90	234.55
05	Secretariat of the Governor	51.32	0.50	51.82	45.05	6.77	-	6.77
06	Election	848.33	210.35	1,058.68	962.99	95.69	97.66	-1.97
07	Vigilance	45.60	2.64	48.24	43.66	4.58	-	4.58
08	Art, Culture & Youth	260.00	17.44	277.44	153.39	124.05	8.79	115.26
09	Co-operative	1,209.36	161.60	1,370.96	1,122.13	248.83	122.16	126.67
10	Energy	11,422.68	10,117.74	21,540.42	20,894.05	646.37	451.17	195.20
11	BC & MBC Welfare	1,687.30	119.84	1,807.14	1,582.89	224.25	-	224.25
12	Finance	2,734.50	1,023.40	3,757.90	3,609.09	148.81	71.22	77.59
13	Interest Payment	20,526.19	-	20,526.19	19,678.14	848.05	-	848.05
14	Repayment of Loans	22,392.72	-	22,392.72	21,943.67	449.05	-	449.05
15	Pension	31,796.13	-	31,796.13	26,169.97	5,626.16	-	5,626.16
16	Panchayati Raj	11,025.84	1,218.11	12,243.95	9,267.09	2,976.86	431.54	2,545.32
17	Commercial Tax	237.96	0.27	238.23	179.25	58.98	-	58.98
18	Food & Consumer Protection	1,250.20	906.41	2,156.61	1,778.52	378.09	15.86	362.23

Grant No.	Department	Original Budget	Supple-mentary Budget	Total Budget	Total Expenditure	Savings	Surrenders	Amount not surrendered
19	Environment, Forest & Climate Change	853.03	270.06	1,123.09	890.14	232.95	37.95	195.00
20	Health	14,932.09	7,887.40	22,819.49	15,648.07	7,171.42	2,013.29	5,158.13
21	Education	52,639.03	25,925.80	78,564.83	56,700.64	21,864.19	-	21,864.19
22	Home	16,323.83	993.57	17,317.40	14,047.33	3,270.07	-	3,270.07
23	Industries	1,833.09	1,481.60	3,314.69	2,455.64	859.05	223.54	635.51
24	Information & Public Relation	254.24	70.43	324.67	269.53	55.14	2.78	52.36
25	Information Technology	278.44	138.49	416.93	271.74	145.19	34.12	111.07
26	Labour Resource	1,226.42	160.60	1,387.02	1,211.29	175.73	1.23	174.50
27	Law	1,315.13	525.05	1,840.18	1,647.48	192.70	-	192.70
28	High Court of Bihar	249.14	75.21	324.35	301.55	22.80	-	22.80
29	Mines & Geology	63.11	63.05	126.16	45.36	80.80	-	80.80
30	Minorities Welfare	648.66	129.57	778.23	563.89	214.34	159.75	54.59
31	Parliamentary Affairs	9.87	0.69	10.56	3.01	7.55	0.03	7.52
32	Legislature	286.11	35.73	321.84	278.04	43.80	1.98	41.82
33	General Administration	1,032.82	90.92	1,123.74	837.27	286.47	-	286.47
34	Bihar Public Service Commission	98.92	62.33	161.25	156.17	5.08	-	5.08
35	Planning & Development	2,216.48	192.66	2,409.14	1,829.93	579.21	21.72	557.49
36	Public Health Engineering	1,848.22	439.40	2,287.62	2,085.62	202.00	67.00	135.00
37	Rural Works	9,532.31	1,903.74	11,436.05	10,347.80	1,088.25	50.00	1,038.25

Grant No.	Department	Original Budget	Supple-mentary Budget	Total Budget	Total Expenditure	Savings	Surrenders	Amount not surrendered
38	Prohibition, Excise & Registration	674.53	12.29	686.82	480.26	206.56	-	206.57
39	Disaster Management	9,542.85	105.46	9,648.31	4,140.27	5,508.04	1,478.43	4,029.61
40	Revenue & Land Reforms	1,871.48	890.99	2,762.47	1,832.71	929.76	51.23	878.53
41	Road Construction	5,702.81	4,031.23	9,734.04	9,636.46	97.58	214.27	-116.69
42	Rural Development	14,296.71	4,161.89	18,458.60	11,362.06	7,096.54	434.60	6,661.94
43	Science & Technology	1,072.31	96.90	1,169.21	998.98	170.23	-	170.23
44	SC & ST Welfare	1,802.73	173.50	1,976.23	1,603.27	372.96	8.73	364.23
45	Sugarcane Industries	123.80	23.95	147.75	94.72	53.03	-	53.03
46	Tourism	462.44	566.67	1,029.11	816.34	212.77	75.00	137.77
47	Transport	451.46	192.13	643.59	243.47	400.12	47.00	353.12
48	Urban Development & Housing	11,298.72	4,674.64	15,973.36	10,004.44	5,968.92	3,001.82	2,967.10
49	Water Resources	4,398.52	1,219.07	5,617.59	5,465.43	152.16	149.92	2.24
50	Minor Water Resources	1,030.95	345.28	1,376.23	1,183.06	193.17	133.00	60.17
51	Social Welfare	8,238.57	5,648.66	13,887.23	11,881.90	2,005.33	339.18	1,666.15
52	Department of Sports	183.20	29.60	212.80	147.29	65.51	-	65.51
Total		**2,82,992.32**	**81,526.55**	**3,64,518.87**	**2,87,178.49**	**77,340.38**	**10,388.37**	**66,952.02**

Source: Detailed Appropriation Accounts 2024-25

*[*]Negative amounts in non-surrenders (two cases) is due to clearance of amounts from Suspense Heads***

Appendix 2.8
(Refer paragraph 2.5.4)
Surrender of savings on the last day of March 2025

(₹ in crore)

Grant No.	Department	Original Budget	Supplementary Provision	Total Budget	Total Expenditure	Savings	Surrenders	Amount surrendered on 31.03.2025
06	Election	848.33	210.35	1,058.68	962.99	95.69	97.66	97.66
12	Finance	2,734.50	1,023.40	3,757.90	3,609.09	148.81	71.22	41.01
20	Health	14,932.09	7,887.40	22,819.49	15,648.07	7,171.42	2,013.29	380.79
26	Labour Resources	1,226.42	160.60	1,387.02	1,211.29	175.73	1.23	0.55
37	Rural Works	9,532.31	1,903.74	11,436.05	10,347.80	1,088.25	50.00	50.00
41	Road Construction	5,702.81	4,031.23	9,734.04	9,636.46	97.58	214.27	214.27
51	Social Welfare	8,238.57	5,648.66	13,887.23	11,881.90	2,005.33	339.18	38.36
TOTAL		**43,215.03**	**20,865.38**	**64,080.41**	**53,297.60**	**10,782.81**	**2,786.85**	**822.64**

Source: Detailed Appropriation Accounts 2024-25

Appendix 2.9
(Refer paragraph 2.5.6)
Quadrimestre wise expenditure in all grants during 2024-25

(₹ in crore)

Sl. No.	Grant No.	Department	Total Budget	EXPENDITURE 2024-25				Exp. Dec-Mar *(per cent)*	Expenditure (amount) in March	Exp *(per cent)* March
				April - July	August - November	December - March	Total Expenditure			
1	01	Agriculture	4,147.50	411.01	613.54	1,037.88	2,062.43	50.32	259.95	12.60
2	02	Animal and Fisheries Resource	2,146.94	167.84	603.22	657.64	1,428.70	46.03	193.82	13.57
3	03	Building Construction	8,987.02	1,256.53	1,457.97	3,472.12	6,186.62	56.12	1,507.88	24.37
4	04	Cabinet Secretariat	560.40	110.06	86.98	125.91	322.95	38.99	64.76	20.05
5	05	Secretariat of the Governor	51.82	21.27	10.26	13.52	45.05	30.01	4.74	10.52
6	06	Election	1,058.68	447.25	275.61	103.36	826.22	12.51	-40.30	-4.88
7	07	Vigilance	48.24	15.96	13.81	13.88	43.65	31.80	5.46	12.51
8	08	Art, Culture and Youth	277.44	28.51	71.12	53.62	153.25	34.99	29.59	19.31
9	09	Co-operative	1,370.96	81.50	533.64	477.36	1,092.50	43.69	293.21	26.84
10	10	Energy	21,540.42	5,701.95	5,110.76	9,519.19	20,331.90	46.82	1,877.88	9.24
11	11	BC and MBC Welfare	1,807.14	16.01	1,401.39	155.56	1,572.96	9.89	134.11	8.53
12	12	Finance	3,757.90	10,158.03	2,166.78	-8,715.76	3,609.05	-241.50	-9,381.59	-259.95
13	13	Interest Payment	20,526.20	2,864.28	8,174.14	8,639.72	19,678.14	43.91	2,988.04	15.18
14	14	Repayment of Loans	22,392.72	1,008.19	11,471.51	9,463.97	21,943.67	43.13	1,749.93	7.97
15	15	Pension	31,796.13	9,776.60	8,638.29	7,724.72	26,139.61	29.55	1,512.52	5.79
16	16	Panchayati Raj	12,243.95	495.29	2,498.07	6,273.11	9,266.47	67.70	3,051.77	32.93
17	17	Commercial Tax	238.23	49.83	52.47	76.94	179.24	42.93	37.32	20.82
18	18	Food and Consumer Protection	2,156.61	397.43	659.55	721.22	1,778.20	40.56	115.18	6.48

Sl. No.	Grant No.	Department	Total Budget	EXPENDITURE 2024-25				Exp. Dec-Mar (*per cent*)	Expenditure (amount) in March	Exp (*per cent*) March
				April - July	August - November	December - March	Total Expenditure			
19	19	Environment, Forest and Climate Change	1,123.09	169.82	291.00	399.68	860.50	46.45	128.61	14.95
20	20	Health	22,819.48	2,608.26	5,888.12	6,991.64	15,488.02	45.14	2,997.45	19.35
21	21	Education	78,564.82	12,418.73	19,299.92	23,377.01	55,095.66	42.43	11,988.63	21.76
22	22	Home	17,317.40	4,324.17	4,535.10	5,145.43	14,004.70	36.74	2,492.84	17.80
23	23	Industries	3,314.69	1,126.59	323.70	998.48	2,448.77	40.77	296.63	12.11
24	24	Information and Public Relation	324.67	59.43	76.16	133.94	269.53	49.69	58.50	21.70
25	25	Information Technology	416.93	67.67	60.35	139.10	267.12	52.07	13.95	5.22
26	26	Labour Resources	1,387.02	729.51	155.19	326.17	1,210.87	26.94	102.28	8.45
27	27	Law	1,840.18	674.66	500.37	472.03	1,647.06	28.66	167.77	10.19
28	28	High Court of Bihar	324.35	105.90	109.04	86.21	301.15	28.63	14.53	4.82
29	29	Mines and Geology	126.16	13.15	14.42	17.80	45.37	39.23	7.88	17.37
30	30	Minorities Welfare	778.23	40.09	299.50	182.27	521.86	34.93	54.85	10.51
31	31	Parliamentary Affairs	10.56	1.18	0.55	0.83	2.56	32.42	0.06	2.34
32	32	Legislature	321.84	89.50	91.76	96.66	277.92	34.78	49.95	17.97
33	33	General Administration	1,123.74	300.57	316.96	219.64	837.17	26.24	83.19	9.94
34	34	Bihar Public Service Commission	161.25	16.43	49.38	90.34	156.15	57.85	28.87	18.49
35	35	Planning and Development	2,409.14	1,379.76	195.01	221.11	1,795.88	12.31	87.98	4.90
36	36	Public Health Engineering	2,287.62	409.27	388.32	1,287.22	2,084.81	61.74	528.55	25.35
37	37	Rural Works	11,436.05	2,792.33	3,927.89	3,418.68	10,138.90	33.72	1,580.37	15.59
38	38	Prohibition, Excise and Registration	686.84	142.57	144.48	193.09	480.14	40.22	61.03	12.71

Sl. No.	Grant No.	Department	Total Budget	EXPENDITURE 2024-25				Exp. Dec-Mar (*per cent*)	Expenditure (amount) in March	Exp (*per cent*) March
				April - July	August - November	December - March	Total Expenditure			
39	39	Disaster Management	9,648.31	1,057.44	1,127.77	895.41	3,080.62	29.07	-181.83	-5.90
40	40	Revenue and Land Reforms	2,762.47	258.49	469.89	1,001.40	1,729.78	57.89	346.78	20.05
41	41	Road Construction	9,734.04	1,464.94	3,539.22	4,376.51	9,380.67	46.65	1,669.58	17.80
42	42	Rural Development	18,458.60	1,045.90	3,820.33	6,480.53	11,346.76	57.11	3,944.68	34.76
43	43	Science and Technology	1,169.20	206.84	290.46	501.43	998.73	50.21	203.69	20.39
44	44	SC & ST Welfare	1,976.23	668.80	658.44	248.26	1,575.50	15.76	85.83	5.45
45	45	Sugarcane Industries	147.75	8.80	7.96	75.36	92.12	81.81	45.73	49.64
46	46	Tourism	1,029.11	50.29	115.36	650.63	816.28	79.71	177.60	21.76
47	47	Transport	643.59	38.49	138.86	65.94	243.29	27.10	33.34	13.70
48	48	Urban Development and Housing	15,973.36	1,043.86	3,626.54	5,058.55	9,728.95	51.99	2,436.06	25.04
49	49	Water Resources	5,617.59	1,016.79	1,808.97	2,631.82	5,457.58	48.22	1,503.92	27.56
50	50	Minor Water Resources	1,376.23	108.40	366.59	707.56	1,182.55	59.83	347.05	29.35
51	51	Social Welfare	13,887.23	2,028.67	3,568.58	5,967.18	11,564.43	51.60	2,426.94	20.99
52	52	Department of Sports	212.80	32.50	34.33	80.46	147.29	54.63	41.48	28.16
TOTAL			**3,64,518.87**	**69,507.34**	**1,00,079.63**	**1,12,352.33**	**2,81,939.30#**	**54.63**	**38,229.04**	**13.56**

Source: Detailed Appropriation Accounts for 2024-25 and data provided by o/o the PAG (A&E) Bihar

 # The expenditure figure is net result of gross expenditure reduced by adjustments of all recoveries, CAMPA, SDRF and CRF funds amounting to ₹ 5,239.21 crore.

Appendix 3.1

(Reference: Paragraph 3.2.2)

Details of contribution and investment under Defined Contributory Pension Scheme

(₹ in crore)

Sl. No.	Year	Opening Balance	Employees' share	Govern-ment contri-bution	Total	Disbursement (Transferred to NSDL)	Short transfer
1.	2013-14	0.04	155.58	214.5	370.12	328.68	41.44
2.	2014-15	41.44	263.87	265.58	570.89	522.24	48.65
3.	2015-16	48.65	314.70	309.44	672.79	608.67	64.12
4.	2016-17	64.12	381.55	382.64	828.31	739.73	88.58
5.	2017-18	88.58	462.58	472.36	1,023.52	936.56	86.96
6.	2018-19	86.96	573.74	567.54	1,228.24	1,081.03	147.21
7.	2019-20	147.21	688.65	816.58	1,652.44	1,302.58	349.86
8.	2020-21	349.86	802.00	1,099.76	2,251.62	1,976.81	274.81
9.	2021-22	274.81	934.55	1,311.04	2,520.40	2,302.76	217.64
10.	2022-23	217.64	1,106.56	1,543.25	2,867.45	2,609.30	258.15
11.	2023-24	258.15	1,417.30	1,984.79	3,660.24	3,650.00	10.24
12.	2024-25	10.24	2,348.73	3,281.94	5,640.91	4,340.10	1,300.81
		Total	**9,449.81**	**12,249.42**		**20,398.46***	

Source: Information from PAG(A&E), Bihar & Finance Accounts of the respective years.
[*] Includes interest payment of ₹ 29.84 crore

Appendix 3.2

(Reference: Paragraph 3.4)

Status of Utilisation Certificate as on 31.03.2025

(₹ in crore)

Sl. No.	Name of Department	UCs outstanding as on 01.04.2024	Addition of UCs due during 2024-25	UCs cleared during 2024-25	Outstanding UCs at the end 31.03.2025
1.	Agriculture	2,068.19	387.07	1,175.93	1,279.33
2.	Animal Husbandry & Fisheries	509.03	300.59	20.54	789.08
3.	Art Culture & Youth	64.02	43.61	2.07	105.56
4.	Backward Classes & Most Backward Classes Welfare	1,673.53	1,075.14	49.64	2,699.03
5.	Bihar Legislative Assembly	0	0.00	0	0
6.	Building Construction	111.67	37.14	0	148.81
7.	Cabinet Secretariat	297.12	79.24	0	376.36
8.	Co-operative	816.02	415.99	63.21	1,168.80
9.	Disaster Management	446.27	29.55	41.78	434.04
10.	Education	11,139.13	15,984.17	8,026.30	19,097.00
11.	Energy	423.65	507.54	750.09	181.1
12.	Environment, Forest & Climate Change	21.45	4.87	2.72	23.6
13.	Excise and Prohibition	0	0	0	0
14.	Finance	437.17	195.27	291.03	341.41
15.	Food and Consumer Protection	10.99	0.01	0	11
16.	General Administration	116.78	289.11	159.55	246.34
17.	Health	904.81	2,511.23	379.18	3,036.86
18.	Home	37.29	6.23	1.8	41.72
19.	Industry	75.08	76.37	54.72	96.73
20.	Information Technology	64.57	7.12	9.5	62.19
21.	Information and Public Relation	0	0	0	0
22.	Labour Resources	443.44	248.69	41.05	651.08
23.	Revenue & Land Reforms	23.74	2.89	1.5	25.13
24.	Law	59.35	26.15	0	85.5
25.	Mines & Geology	0	0	0	0
26.	Minority welfare	330.94	113.56	23.42	421.08
27.	Panchayati Raj	30,696.08	4,932.38	3,245.38	32,383.08
28.	Planning and Development	49.78	318.21	223.34	144.65
29.	Public Health Engineering	332.18	23.10	66.98	288.3
30.	Rural Development	7,568.82	10,714.52	11,864.74	6,418.60
31.	Rural Works	47.13	16.90	34.14	29.89

Sl. No.	Name of Department	UCs outstanding as on 01.04.2024	Addition of UCs due during 2024-25	UCs cleared during 2024-25	Outstanding UCs at the end 31.03.2025
32.	SC & ST Welfare	2,182.05	1,042.63	641.88	2,582.80
33.	Science & Technology	45.08	38.96	2.12	81.92
34.	Social Welfare	2,829.46	5,344.52	7,427.69	746.29
35.	Sugarcane Industries	152.12	0.71	30.09	122.74
36.	Transport	33.3	32.27	0	65.57
37.	Tourism	9.2	11.82	3.54	17.48
38.	Urban Development & Housing	11,371.56	10,932.53	4,427.77	17,876.32
39.	Water Resources	202.02	18.21	166.87	53.36
	Total	**75,593.02**	**55,768.30**	**39,228.57**	**92,132.75**

Source: Information from PAG(A&E), Bihar

Appendix 3.3
(Reference: Paragraph 3.5)
Status of AC bills as on 31.03.2025

(₹ in crore)

Sl. No.	Name of Department	Outstanding AC bills as on 01.04.2024*	Addition of AC bills during 2024-25#	AC bills cleared during 2024-25#	Outstanding AC bills as on 31.03.2025
1.	Agriculture Department	83.46	3.84	7.66	79.64
2.	Animal and Fisheries Resources Department	89.58	0.00	7.56	82.02
3.	Art, Culture & Youth Department	59.57	0.01	0.07	59.51
4.	BC & MBC Welfare Department	0.69	0.04	0.00	0.73
5.	Bihar Public Service Commission	13.39	13.00	8.95	17.44
6.	Building Construction Department	26.63	0.01	0.00	26.64
7.	Cabinet Secretariat Department	45.18	14.21	0.01	59.38
8.	Commercial Tax Department	29.52	8.91	0.00	38.43
9.	Cooperative Department	100.03	2.07	8.37	93.73
10.	Department Not Mapped	0.22	0.00	0.00	0.22
11.	Disaster Management Department	158.04	153.87	7.86	304.05
12.	Education Department	1,468.89	490.71	26.78	1,932.82
13.	Election Department	88.38	128.01	29.13	187.26
14.	Energy Department	0.12	0.00	0.00	0.12
15.	Environment, Forest and Climate Change Department	902.25	523.62	972.66	453.21
16.	Finance Department	30.13	0.45	0.29	30.29
17.	Food and Consumer Protection Department	22.01	0.00	0.01	22.00
18.	General Administration Department	288.53	0.67	0.65	288.55
19.	Health Department	685.14	0.04	216.61	468.57
20.	High Court of Bihar	0.21	0.00	0.00	0.21
21.	Home Department	364.89	796.65	367.38	794.16
22.	Industries Department	846.36	925.08	216.40	1,555.04
23.	Information and Public Relation Department	0.00	0.29	0.00	0.29
24.	Information Technology Department	56.76	1.10	21.53	36.33

Sl. No.	Name of Department	Outstanding AC bills as on 01.04.2024*	Addition of AC bills during 2024-25#	AC bills cleared during 2024-25#	Outstanding AC bills as on 31.03.2025
25.	Labour Resources Department	28.89	0.24	0.18	28.95
26.	Law Department	0.60	0.01	0.01	0.60
27.	Mines and Geology Department	0.02	2.19	0.00	2.21
28.	Minor Water Resources Department	28.85	0.47	1.44	27.88
29.	Minorities Welfare Department	41.70	0.00	4.15	37.55
30.	Panchayati Raj Department	131.61	0.09	1.36	130.34
31.	Parliamentary Affairs Department	9.00	0.11	0.00	9.11
32.	Planning and Development Department	319.92	9.21	53.68	275.45
33.	Prohibition, Excise and Registration Department	143.09	0.00	0.32	142.77
34.	Public Health Engineering Department	16.54	0.00	1.94	14.60
35.	Revenue and Land Reforms Department	51.12	12.07	0.01	63.18
36.	Road Construction Department	365.97	17.93	2.56	381.34
37.	Rural Development Department	26.13	0.00	0.70	25.43
38.	Rural Works Department	1,771.13	0.00	121.69	1,649.44
39.	SC & ST Welfare Department	188.16	13.70	0.75	201.11
40.	Science and Technology Department	300.49	247.86	100.14	448.21
41.	Social Welfare Department	321.38	25.69	88.60	258.47
42.	Sugarcane Industries Department	12.54	0.95	10.85	2.64
43.	Tourism Department	30.63	21.83	0.00	52.46
44.	Transport Department	11.40	23.74	0.00	35.14
45.	Urban Development and Housing Department	31.63	0.02	2.41	29.24
46.	Vigilance Department	0.58	0.00	0.00	0.58
47.	Water Resources Department	14.35	0.15	0.12	14.38
Total		**9,205.71**	**3,438.84**	**2,282.83**	**10,361.72**

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

****AC bills drawn up to 09/2023 has been taken into account***
Note: difference up to ₹ 0.2 crore, if anywhere, is due to rounding off
#AC Bills drawn and DC Bills adjusted from October 2023 to September 2024

Appendix 3.4

(Reference: Paragraph 3.13)

Arrears of accounts of Autonomous Bodies which had not provided their financial statements for audit since their inception (as on 31 March 2025)

Sl. No.	Name of Body or Authority
1.	Bihar Renewable Energy Department Agency (BREDA)
2.	Bihar Industrial Area Development Authority (BIADA)
3.	Simultalla Education Society
4.	Bihar Education Project Council
5.	AN Sinha Institute of Social Studies
6.	Bihar Mukt Vidhyalayi Shikshan and Parikshan Board
7.	IGIMS
8.	Bihar State BC Commission
9.	Bihar State Women Commission
10.	TM University, Bhagalpur
11.	Vir Kunwar Singh Vishwavidhyalaya, Arah
12.	LN Mithila University, Darbhanga
13.	Kameshwar Singh Darbhanga Sanskrit University, Darbhanga
14.	Magadh University, Gaya
15.	Bhupendra Narayan Mandal University, Madhepura
16.	BSBA Bihar University, Muzaffarpur
17.	Patna University, Patna
18.	Aryabhata Knowledge University, Patna
19.	Jai Prakash University, Chapra
20.	Patliputra University, Patna
21.	Munger University, Munger
22.	Maulana Mazharul Haq Arabic & Persian University, Patna
23.	Purnia University, Purnia
24.	Nalanda Open University, Patna
25.	Bihar State Disaster Management Authority
26.	Sri Krishna Smarak Vikash Samiti
27.	Bihar Engineering University, Patna
28.	Bihar University of Health Science, Patna
29.	Infrastructure Development Authority

Source: Information compiled by office of the Pr. Accounatant General (Audit) Bihar.

Appendix 3.5
(Reference Paragraph 3.14)
Budgetary support to SPSEs whose accounts were in arrears, as of March 2025

(₹ in crore)

Sl. No.	Name of SPSE	Equity Loan and Guarantee by the State Government up to March 2025 whose accounts were in arrears (₹ in crore)								
		Equity	Loans	Guarantee	Grant / Capital Grant	Others (Subsidy)	Total	Years from which accounts are in arrears	No of accounts in arrear	Whether Loss making (as per latest accounts)
A. WORKING GOVERNMENT COMPANIES										
1	Biharsharif Smart City Limited	0	0	0	212.75	0	212.75	2021-22	4	No
2	Muzaffarpur Smart City Limited	0	0	0	245	0	245	2023-24	2	Yes
3	Patna Smart City Limited	0	0	0	245	0	245	2023-24	2	No
4	Bhagalpur Smart City Limited	0	0	0	196	0	196	2023-24	2	No
5	Bihar State Film Development and Finance Corporation Limited	5	0	0	11.53	0	16.53	2020-21	5	No
6	Bihar State Tourism Development Corporation Limited	0	0	0	18.87	0	18.87	2018-19	7	No
7	Bihar State Minorities Finance Corporation Limited	32	0	0	0	0	32	2018-19	7	Yes
8	Bihar State Backward Classes Finance and Development Corporation Limited	6	0	0	10.45	0	16.45	2014-15	11	No
9	Bihar Rajya Beej Nigam Limited	0	0	0	31.45	1,694.62	1,726.07	2020-21	5	No
10	Bihar State Food and Civil Supplies Corporation Limited	0	0	0	0	1,472.73	1,472.73	2022-23	3	Yes
11	Bihar State Hydroelectric Power Corporation Limited	0	72.44	0	0	0	72.44	2018-19	7	Yes
12	Bihar State Power (Holding) Company Limited	10,011.76	0	0	2,272.89	0	12,284.65	2022-23	3	No

Sl. No.	Name of SPSE	Equity Loan and Guarantee by the State Government up to March 2025 whose accounts were in arrears (₹ in crore)								
		Equity	**Loans**	**Guarantee**	**Grant / Capital Grant**	**Others (Subsidy)**	**Total**	**Years from which accounts are in arrears**	**No of accounts in arrear**	**Whether Loss making (as per latest accounts)**
13	North Bihar Power Distribution Company Limited	1,346.21	44.03	0	8.5	7,395.14	8,793.88	2024-25	1	No
14	South Bihar Power Distribution Company Limited	1,007.48	24.26	0	0	0	1,031.74	2024-25	1	No
15	Bihar State Power Transmission Company Limited	422.98	0	533.35	0	0	956.33	2024-25	1	No
16	Bihar State Education Finance Corporation Limited	0	0	0	9	0	9.00	2024-25	1	No
17	Bihar State Power Generation Company Limited	774.06	0	0	0	0	774.06	2023-24	2	No
	TOTAL A	**13,605.49**	**140.73**	**533.35**	**3,261.44**	**10,562.49**	**28,103.50**			
B. WORKING STATUTORY CORPORATION										
1	Bihar State Road Transport Corporation	0	0	0	59.45	14	73.45	2023-24	2	No
2	Bihar State Warehousing Corporation	0	0	0	17.5	0	17.5	2021-22	4	No
	Total B	**0**	**0**	**0**	**76.95**	**14**	**90.95**			
C. NON-FUNCTIONAL GOVERNMENT COMPANIES										
1	Bihar State Fruits and Vegetables Development Corporation Limited	0	1	0	0	0	1	2015-16	10	Yes
2	Bihar State Industrial Development Corporation Limited	0	2	0	0	0	2	2011-12	14	Yes
3	Bihar State Construction Corporation Limited (under liquidation w.e.f 02.05.2023)	0	2.28	0	0	0	2.28	2003-04	21	-
4	Bihar State Forest Development Corporation Limited	0	3.12	0	39.5	0	42.62	2007-08	18	Yes

Sl. No.	Name of SPSE	Equity Loan and Guarantee by the State Government up to March 2025 whose accounts were in arrears (₹ in crore)								
		Equity	**Loans**	**Guarantee**	**Grant / Capital Grant**	**Others (Subsidy)**	**Total**	**Years from which accounts are in arrears**	**No of accounts in arrear**	**Whether Loss making (as per latest accounts)**
5	Bihar Rajya Matasya Vikas Nigam Limited	1.25	6.52	0	0.26	0	8.03	1993-94	32	Yes
6	Bihar State Export Corporation Limited (under liquidation w.e.f 04.10.2012)	0	2.21	0	0	0.08	2.29	1992-93	33	Yes
7	Bihar State Small Industries Corporation Limited (under liquidation w.e.f. 04.10.2012)	0	1.66	0	0	2.47	4.13	1991-92	34	Yes
8	Bihar State Textile Corporation Limited	5.79	6.99	0	0	0	12.78	1988-89	37	Yes
9	Bihar State Pharmaceuticals and Chemical Development Corporation Limited	12.92	52.95	0	0	0	65.87	1986-87	39	Yes
10	Bihar State Sugar Corporation Limited	2.36	317.3	0	1.4	197.93	518.99	1990-91	35	Yes
11	Bihar State Handloom and Handicrafts Corporation Limited	3.72	56.26	0	0	0.48	60.46	1984-85	41	Yes
12	Bihar Hill Area Lift Irrigation Corporation Limited	5.22	18.78	0	0	55.41	79.41	1983-84	42	Yes
13	Bihar State Leather Industries Development Corporation Limited (under liquidation w.e.f. 25.08.2008)	12.26	43.18	0	0	0	55.44	1983-84	41	Yes
14	Bihar State Water Development Corporation Limited	5	154.33	0	0	0	159.33	1979-80	46	No
15	Bihar Scooters Limited	0	6.09	0	0	0	6.09	1977-78	48	Yes
	TOTAL C	**48.52**	**674.67**	**0**	**41.16**	**256.37**	**1020.72**			
	TOTAL (A+B+C)	**13,654.01**	**815.40**	**533.35**	**3,379.55**	**10,832.86**	**29,215.17**			

Source: Information compiled by office of the Pr. Accounatant General (Audit) Bihar.

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