SUPREME AUDIT INSTITUTION OF INDIA
लोकहितार्थ सत्यनिष्ठा
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Report of the Comptroller and Auditor General of India on State Finances for the year 2024-25

Government of Manipur

Report No. 1 of 2026

(State Finances Audit Report)

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

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Table of Contents

Preface

Preface

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

The State Finances Audit Report of the Government of Manipur 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 Report containing the findings of performance audit, 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) and certified by the Comptroller and Auditor General of India.

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

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

An Exit meeting was held with Special Secretary, Finance Department on 30 January 2026 wherein Audit findings were discussed. The responses of the Government have been incorporated in the Report appropriately.

Structure of the Government Account

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

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

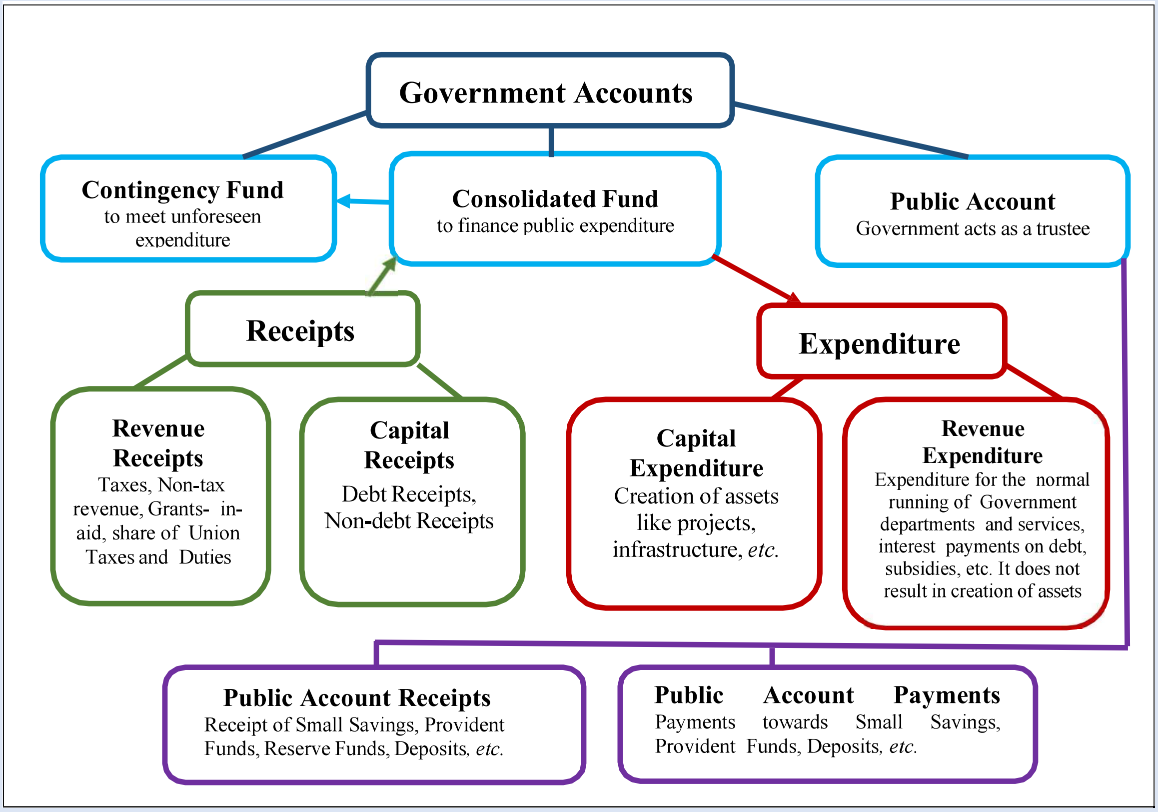
This Fund comprises all revenues received by the State Government, all loans raised by the State Government (market loans, bonds, loans from the Central Government, loans from Financial Institutions, Special Securities issued to National Small Savings Fund, *etc.*), Ways and Means advances extended by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

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

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

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

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

This Report on the finances of the State of Manipur provides an independent assessment of the fiscal position of Manipur for FY 2024-25. It analyses the State's overall financial health and reviews its revenue and expenditure trends, assesses the State's debt position and borrowing patterns, evaluates its compliance with fiscal responsibility laws and compares its performance against fiscal health indicators.

Manipur's economy showed moderate growth during the FY 2024-25, with Gross State Domestic Product (GSDP) registering growth of 15.85 *per cent* as against the previous financial year. The State contributed 0.15 *per cent* to Gross Domestic Product (GDP) of India. This contribution had increased over the last three years, which is a healthy sign for the State. We observed that the revenue receipts of the State grew by 14.07 *per cent*, driven by higher tax collections, notably Sales Tax, and increased central tax devolution. The growth in non-tax revenue (127 *per cent*) was also substantial, along with the increase in Grants-in-Aid. The State's own revenue performance improved, but dependence on Central Grants-in-Aid remains substantial.

Expenditure of the state was dominated by higher growth of revenue spending (83.01 *per cent*), particularly committed costs and subsidies (68.19 *per cent* of Revenue Expenditure, 56.61 *per cent* of Total Expenditure and 68.19 *per cent* of Revenue Receipts), leaving limited fiscal space for capital investment. Capital expenditure remained volatile and below budgeted levels, reflecting constraints in infrastructure investment. Subsidies decreased marginally, mainly due to decrease in power subsidies. The State was able to generate a revenue surplus. However, the State could not arrest the fiscal deficit within the target levels of the State FRBM Act, thereby rendering little room for fiscal consolidation. Outstanding liabilities/ GSDP ratio exceeded the numerical projections set by the XV Finance Commission. Besides, the state government also carried forward significant undischarged liabilities in respect of State Disaster Response Fund (SDRF), interest liabilities, Central Road and Infrastructure Fund (CRIF), non-transfer of labour cess, off-budget borrowings *etc.*, to the tune of ₹403.60 crore and 2.14 *per cent* of Total Expenditure in the FY 2024-25.

Audit, through its various reports have already highlighted the increased efforts to be taken by the state in realising the arrears in tax revenue, reducing the compliance risks in the taxations, recycling the capital investments made in the SPSEs and rationalising the expenditure in tune with revenue growth.

The fiscal year also continued to witness large-scale savings and excess in revenue/ capital, charged and voted sections of 25 grants and one appropriation. Excess expenditure in the financial year 2024-25 requires regularisation by the legislature. Concerns also arise from delays in submission of utilisation certificates, some of which are from 2003-04 and pending proforma accounts for departmental undertakings and autonomous bodies. Resorting to off-budget borrowings hampered the maintenance of universality and unity in the budget.

The report notes positive steps like the implementation of the Single Nodal Agency (SNA) for better fund tracking in centrally sponsored schemes. However, full migration from SNA to SNA SPARSH systems is pending.

The increasing debt load, high committed expenditure, and limited capital investment raise concerns about fiscal sustainability. There's a need for revenue augmentation, better expenditure control, and structural reforms to ensure long-term fiscal health. Transparency should be enhanced in off-budget borrowings, ensuring timely accounting and reporting. Steps should be taken for more judicious budget provisioning.

Chapter I
Overview of Finances of the State

Chapter-I:
Overview of Finances of the State

This chapter provides a snapshot of Manipur'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

The State of Manipur is located in the north-eastern part of India. The total geographical area of the State is 22,327 sq. km. comprising of 16 districts and 2,515[1] villages. The State's population is projected[2] to 32.82 lakh on 01 March 2025 from 29.80 lakh on 01 March 2015 showing a decadal population growth of 10.13 *per cent* against National Decadal Growth rate of 10.85 *per cent*. This section provides an overview of the State's demography, Gross State Domestic Product (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

Particulars	Manipur	National average
Rural Population (*per cent*)	67.03	64.30
Urban Population (*per cent*)	32.97	35.70
Population density (in persons per sq. km)	147.00	430.00
Sex Ratio per 1,000 Males	994.00	947.00
Infant Mortality Rate per 1,000 Live births	3.00	25.00
Maternal Mortality Rate per lakh women in the age group 15-49	NA	5.00
Total Fertility Rate (children per women)	2.17	1.99
Life Expectancy at Birth (in years)	NA	70.30
Population below Poverty Line (*per cent*)	8.10	14.96
Literacy Rate (*per cent*)	92.00	80.90
Labour Force Participation Rate (*per cent*)	64.10	64.30

Sources: ***Rural, Urban Population, Population Density, Sex Ratio****: Census of India 2011 and Report of the Technical Group of Population Projections on 'Population Projection for India and the States 2011-2036', MoHFW, GoI.*
Infant Mortality Rate: *SRS Bulletin September 2025 (Ref. Year 2023) – Registrar General of India, GoI.*
Maternal Mortality Rate*: SRS Bulletin on Maternal Mortality in India 2021-23 (September 2025), Registrar General of India, GoI.*
Total Fertility Rate*: NFHS – 5 (2019-21), MOHFW.*
Life Expectancy at Birth*: SRS Based Abridged Life Tables 2017-21 &2019-23 (September 2025), Registrar General of India, GoI.*
Population below Poverty line (Headcount Ratio)*: Multidimensional Poverty Index, 2019-21 (Headcount Ratio) NITI Aayog.*
Literacy Rate: *Periodic Labour Force Survey (PLFS) (2023-24), Ministry of Statistics and Programme Implementation.*
Labour Force Participation Rate*: PLFS (2023-24), Ministry of Statistics and Programme Implementation.*

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1 As per Census, 2011

2 As per the Report on Population Projections for India and the States, 2011-2036, based on Census of India, 2011 published by the Technical Group on Population Projections (2019)

1.1.2 Economy of the State

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

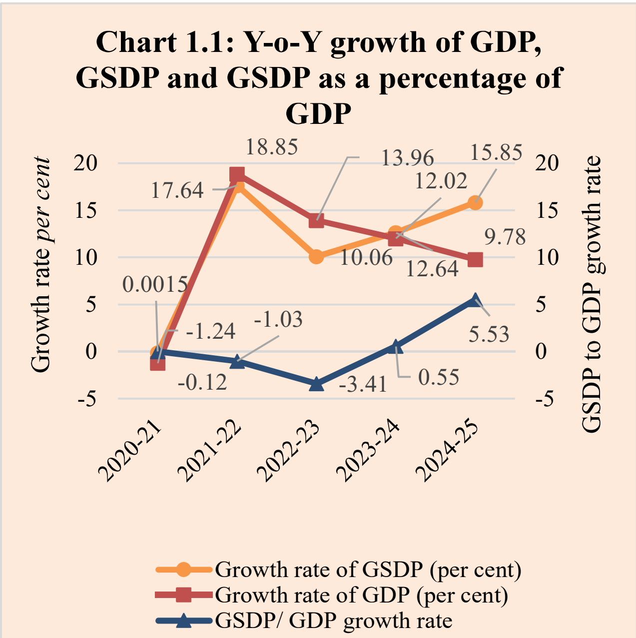
1.1.2.1 Gross State Domestic Product and Per capita Income

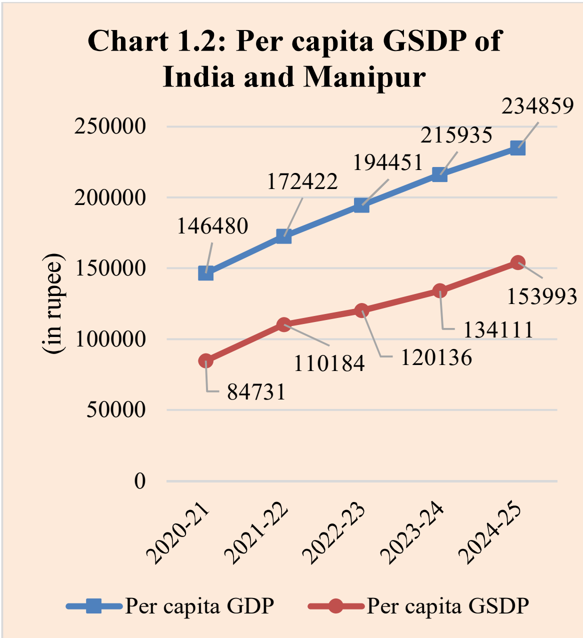
Gross Domestic Product (GDP) refers to the total value of goods and services produced within a country, while GSDP measures the same at the State level, and both reflect economic development and overall progress. Trends of GSDP and GDP is given in **Table 1.2**. Year on year growth of GSDP and GDP and GSDP contribution in GDP is given in **Chart 1.1**, and per capita GDP of the country and per capita GSDP of the State is depicted in **Chart 1.2**.

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 (₹ in crore)	1,98,54,096	2,35,97,399	2,68,90,473	3,01,22,956	3,30,68,145
GSDP (₹ in crore)	29,776	35,027	38,552	43,425	50,309
Per Capita GDP (in ₹)	1,46,480	1,72,422	1,94,451	2,15,935	2,34,859
Per Capita GSDP (in ₹)	84,731	1,10,184	1,20,136	1,34,111	1,53,993

Source: Ministry of Statistics and Programme Implementation (MoSPI), GoI and records of Economics and Statistics Department, GoM.





Source: Ministry of Statistics and Programme Implementation (MoSPI), GoI and records of Economics and Statistics Department, GoM

As can be seen from the **Table 1.2** above, GSDP of the State showed continued growth during the last five-years (2020-21 to 2024-25) which reflected consistent economic expansion during the period. However, in terms of growth rate, as evident from **Chart 1.1** above, a fluctuating trend was observed during the five-year period with a decline from the year 2021-22 to 2022-23 and progressive increase from the period 2022-23 to 2024-25. It may be highlighted that the GSDP growth during 2024-25 exceeded the GDP growth rate by 6.08 *per cent,* which reflected that the State economy was performing relatively well. The percentage contribution to GDP also remained consistent during the entire five-year period with only nominal variations. In terms of per Capita GSDP as shown in **Chart 1.2**, highest year on growth (30.04 *per cent*) was registered during the year 2021-22 against the previous year 2020-21, signalling post-corona recovery. A decrease was observed in the following year 2022-23, and thereafter, it remained on an increasing trend, which indicated rising economic output and per capital income. The growth trend was also higher than the national average in three out of the five years period (2021-22, 2023-24 and 2024-25).

1.1.2.2 Sectoral contribution to Gross State Value Added

The sectoral contribution by various sectors during 2024-25 and sectoral growth in Gross State Value Added (GSVA) during the last five years are depicted in **Charts 1.3** and **1.4**, respectively.

Chart 1.3: Sectoral Contribution 2024-25

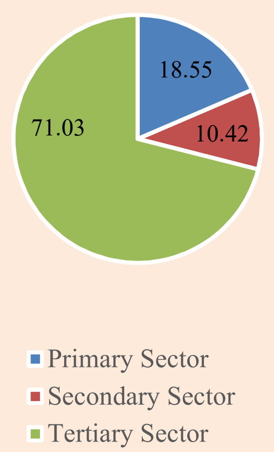
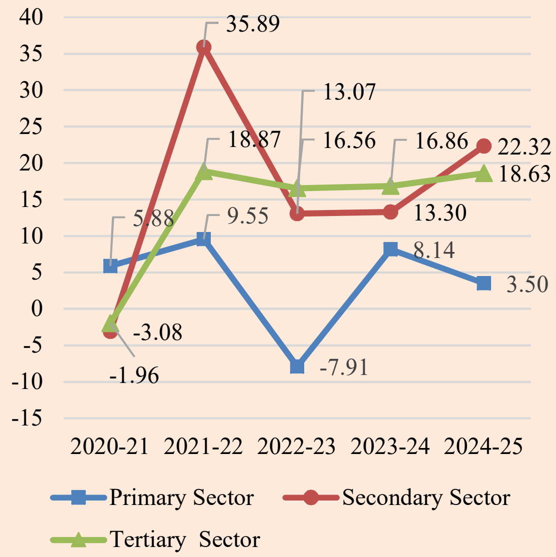


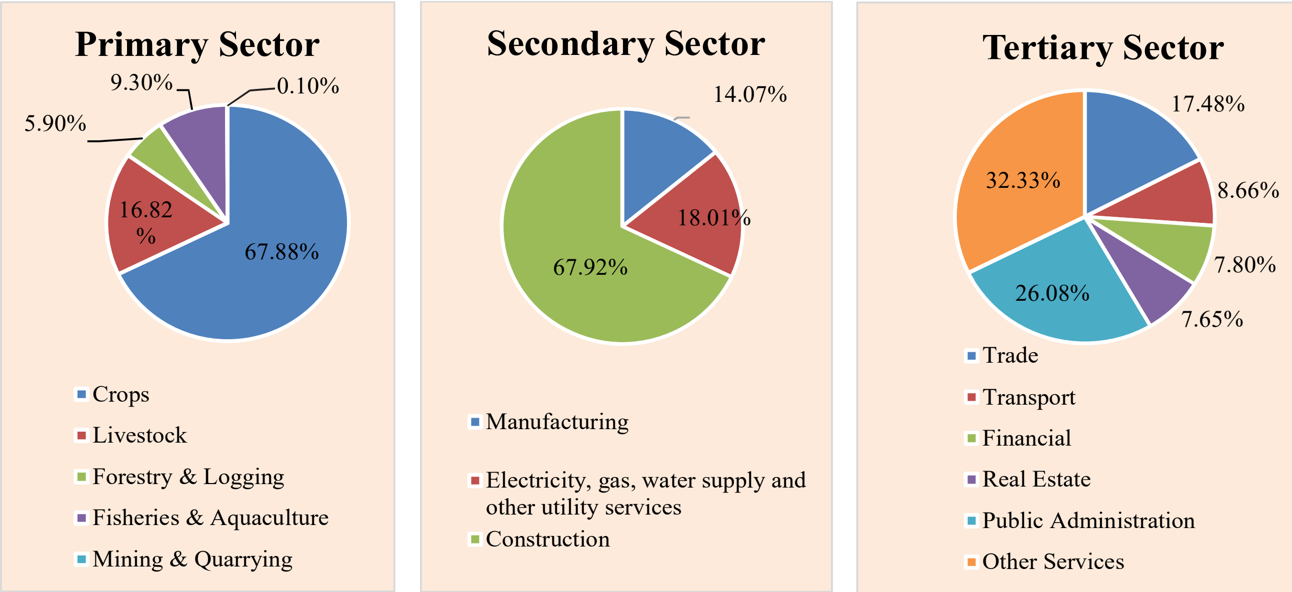
Chart 1.4: Sectoral growth in GSVA



Source: Records of Economics and Statistics Department, GoM.

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

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



Source: Records of Economics and Statistics Department, GoM.

The tertiary sector remained the largest contributor in the GSVA of the State followed by the Primary Sector and Secondary Sector. During the five-year period from 2020-21 to 2024-25, rate of growth of Tertiary Sector showed progressive increase while the trends for Secondary and Primary Sectors were fluctuating. As can be seen from **Chart 1.5**, major share of contribution in the GSVA during the year under Primary, Secondary and Tertiary Sectors were Crops, Construction and Public Administration.

1.1.3 Snapshot of Finances

Table 1.3 shows the details of actual financial results of State Government for the years 2023-24 and 2024-25 *vis-à-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 (2024-25) to BE	Percentage of Actuals (2024-25) to GSDP
1.	Tax Revenue	9,310.64	11,400.60	11,068.13	10,825.88	94.96	21.52
(i)	*Own Tax Revenue*	1,223.50	2,470.57	1,854.00	1,611.74	65.24	3.20
(ii)	*Share of Union taxes and duties*	8,087.14	8,930.03	9,214.13	9,214.14	103.18	18.32
2.	Non-Tax Revenue	209.57	300.00	300.00	476.51	158.84	0.95
3.	Grants-in-Aid and Contributions	5,185.96	16,015.85	13,006.08	5,473.21	34.17	10.88
4.	**Revenue Receipts (1+2+3)**	**14,706.17**	**27,716.45**	**24,374.21**	**16,775.60**	**60.53**	**33.35**
5.	Recovery of Loans and Advances	1.08	3.79	3.79	1.11	29.29	0.00
6.	Other Receipts	0.00	0.00	0.00	0.00	0.00	0.00
7.	Borrowings and other liabilities*	1,863.34	1,357.54	2,217.57	2,090.89	154.02	4.16
8.	**Capital Receipts (5+6+7)**	**1,864.42**	**1,361.33**	**2,221.36**	**2,092.00**	**153.67**	**4.16**
9.	**Total Receipts (4+8)**	**16,570.59**	**29,077.78**	**26,595.57**	**18,867.60**	**64.89**	**37.50**
10.	**Revenue Expenditure**	**13,821.75**	**20,627.79**	**19,944.30**	**15,662.82**	**75.93**	**31.13**
11.	Interest payments	976.58	1,101.12	1,117.90	1,022.23	92.84	2.03

Sl. No.	Components	2023-24 (Actuals)	2024-25 (BE)	2024-25 (RE)	2024-25 (Actuals)	Percentage of Actuals (2024-25) to BE	Percentage of Actuals (2024-25) to GSDP
12.	Capital Expenditure	2,748.59	8,616.12	6,518.89	2,704.23	31.39	5.38
13.	Loans and advances	0.25	2.10	2.20	0.55	26.19	0.00
14.	**Appropriation to Contingency Fund**	**0.00**	**0.00**	**0.00**	**500.00**	**-**	**0.99**
15.	**Total Expenditure (10+12+13+14)**	**16,570.59**	**29,246.01**	**26,465.39**	**18,867.60**	**64.51**	**37.50**
16.	**Revenue Surplus [3] (4-10)**	**884.42**	**7,088.66**	**4,429.91**	**1,112.78**	**15.70**	**2.21**
17.	**Fiscal Deficit[4] {(4+5+6)-15}**	**1,863.34**	**1,525.77**	**2,087.39**	**2,090.89**	**137.04**	**4.16**
18.	**Primary Deficit (17-11)**	**886.76**	**424.65**	**969.49**	**1,068.66**	**251.66**	**2.12**

Source: Finance Accounts of respective years and Annual Financial Statement, 2024-25

* *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.*

As depicted by the **Table 1.3,** the following are the significant observations of 2024-25:

- Revenue raised by the State increased during 2024-25 mainly due to increase in own tax revenue realisation over the previous year. This also contributed significantly towards increase in Total Receipts of the State during the year. However, the collection was lower than the Revised Estimates (RE) indicating economic challenges in revenue collection.
- Revenue Expenditure also showed an increase during 2024-25 against the previous year. Revenue surplus, however, increased owing to the growth in revenue receipts.
- Against 2023-24, a decline was observed in Capital Expenditure in 2024-25 suggesting reduced allocation towards asset creation.
- Total Expenditure increased over the previous year mainly due to an increase in Revenue Expenditure and appropriation of an amount of ₹500 crore to the Contingency Fund.
- Fiscal deficit showed an increase despite revenue expenditure being offset by the increase in revenue receipts. This was due to appropriation of an amount of ₹500 crore towards Contingency Fund.
- The State could not achieve the Revenue projections in almost all heads which reflected the need for better revenue forecasting and realistic assessments before framing REs.

The details of State Government Finances for the years 2020-21 to 2024-25 are given in ***Appendix 1.1***.

1.1.4 Sources and Applications of Funds

Comparison of components of the sources and application of funds of the State during the current year is given in **Chart 1.6**.

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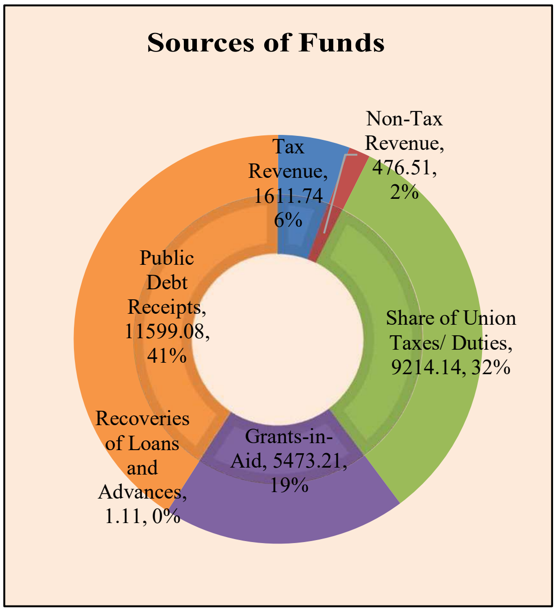
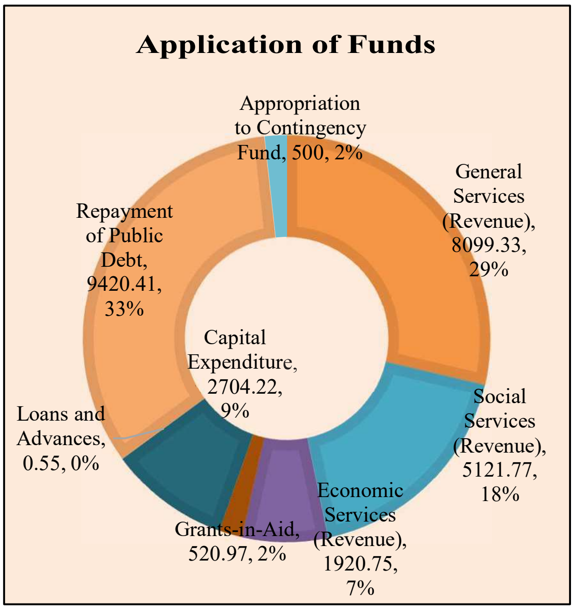
[3] Post Audit adjusted Revenue Surplus is ₹1,112.17 crore (₹1,112.78 crore – ₹ 0.61 crore)

[4] Post Audit adjusted Fiscal Deficit is ₹2,091.50 crore (₹2,090.89 crore + ₹0.61 crore)

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

(Amount is in ₹ in crore)





Source: Finance Accounts,2024-25

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

1.1.5 Snapshot of Assets and liabilities of the Government

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

Table 1.4: Summarised position of assets and liabilities

(₹ in crore)

Liabilities					Assets				
		2023-24	**2024-25**	***Per cent* increase /decrease**			**2023-24**	**2024-25**	***Per cent* increase/ decrease**
Consolidated Fund									
A	Internal Debt	12,160.32	12,869.32	5.83	A	Gross Capital Expenditure	36,309.35	39,013.57	7.45
B	Loans and Advances from GoI	1,854.79	3,324.46	79.24	B	Loans and Advances	210.10	209.54	-0.27
Contingency Fund		0.00	500.00				0.00	188.50	
Public Account									
A	Small Savings, Provident Funds, *etc.*	1,459.77	1,320.20	-9.56	A	Advances with Departmental officers	2.60	2.60	0.00
B	Deposits	1,445.61	1,420.88	-1.71	B	Remittances	796.21	949.39	19.24

Liabilities					Assets				
		2023-24	**2024-25**	***Per cent* increase /decrease**			**2023-24**	**2024-25**	***Per cent* increase/ decrease**
C	Reserve Funds	1,951.31	1,912.02	-2.01	C	Suspense and Miscellaneous	238.84	216.68	-9.28
D	Remittances	0.00	0.00		**Cash balance (including investment in Earmarked Funds)**		846.82	911.50	7.64
E	Suspense and Miscellaneous	-	-	-	**Total**		**38,403.92**	**41,491.78**	**8.04**
	Surplus in Government Account	19,532.12	20,144.90	3.14	**Deficit in Revenue Account**		-	-	-
Total		**38,403.92**	**41,491.78**	**8.04**	**Total**		**38,403.92**	**41,491.78**	**8.04**

Source: Finance Accounts of respective years.

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 forms part of the Consolidated fund of the State.

1.2.1 Revenue Receipts

Trends and growth of revenue receipts with respect to Gross State Domestic Product (GSDP) over the five-year period (2020-2025) 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	**12,982.65**	**14,091.00**	**15,893.15**	**14,706.17**	**16,775.60**
Tax Revenue	**5,566.46**	**7,658.15**	**8,662.98**	**9,310.64**	**10,825.88**
Own Tax Revenue	*1,294.49*	*1,648.50*	*1,867.90*	*1,223.50*	*1,611.74*
State's share in Union taxes and duties	*4,271.97*	*6,009.65*	*6,795.08*	*8,087.14*	*9,214.14*
Non-Tax Revenue	**148.07**	**108.13**	**457.59**	**209.57**	**476.51**
Grants-in-Aid from GoI	**7,268.12**	**6,324.72**	**6,772.58**	**5,185.96**	**5,473.21**
State's Own Revenue (Own Tax and Non-Tax Revenue)	1,442.56	1,756.63	2,325.49	1,433.07	2,088.25
GSDP (2011-12 series)	29,776	35,027	38,552	43,425	50,309
Year-on-year growth rates (in *per cent*)					
Revenue Receipts	21.51	8.54	12.79	-7.47	14.07
State's Own Revenue of the State	8	21.77	32.38	-38.38	45.72
GSDP	-0.12	17.64	10.06	12.64	15.85
Buoyancy Ratios					
Revenue Buoyancy *w.r.t* GSDP	--*	0.48	1.27	--*	0.89
State's Own Revenue Buoyancy *w.r.t* GSDP	--*	1.23	3.22	--*	2.88

Source: Finance Accounts of respective years and records of Economics & Statistics Department. GoM.

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

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

Chart 1.7: Revenue Receipts as percentage of GSDP

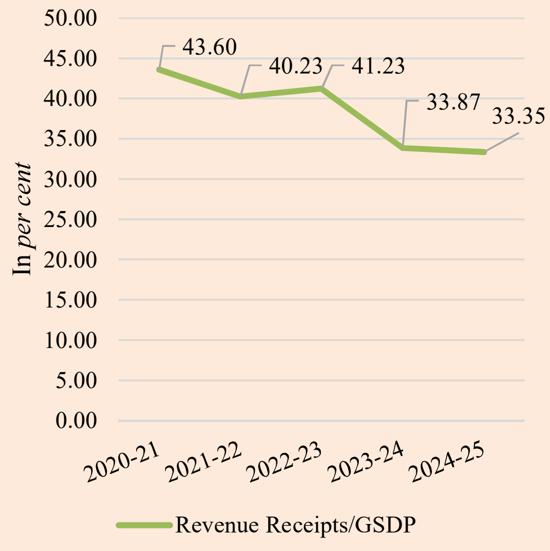
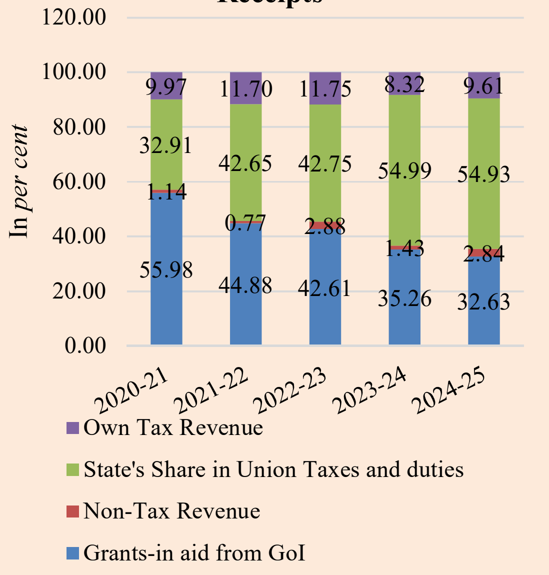


Chart 1.8:Contribution in Revenue Receipts



Source: Finance Accounts of respective years and records of Economics & Statistics Department, GoM

The trends of Revenue Receipts are as discussed as under:

- As can be seen from **Table 1.5**, during the five-year period 2020-2025, the Revenue Receipts of the State was on an increasing trend except for the year 2023-24.
- Own tax revenue collection of the State registered an increase during the period 2020-21 to 2022-23. However, there was a decline during the year 2023-24 and thereafter in 2024-25 it again recovered with an increase. The peak collection of own tax revenue was recorded during the year 2022-23 during the five-year period Non-tax revenue also showed fluctuations, with contractions observed during 2021-22 and 2023-24 along with a significant rise in 2024-25. Improved revenue generation contributes positively to an economy through increased public spending and decreased reliance on borrowings. However, the inconsistency in the trends of revenue collection reflected towards irregular and non-sustainable sources.
- During the period 2020-2025, the State's share in Union taxes and duties and Grants-in-Aid (GIA) from GoI contributed to the major share of revenue. Despite the increasing trend of State's own revenue collection, the State continues to rely more on GIA and Central Tax transfers for its revenues, thereby limiting its ability to generate its own resources.
- The revenue buoyancy[5] *w.r.t.* GSDP increased during FY 2024-25 over the previous year due to a higher growth rate of revenue receipts. However, it was below 1, suggesting that the growth rate of State's revenue was lower than the growth of GSDP. The highest revenue buoyancy of the five year period was achieved during

[5] Buoyancy ratio indicates the degree of responsiveness of a fiscal variable with respect to a given change in the base variable

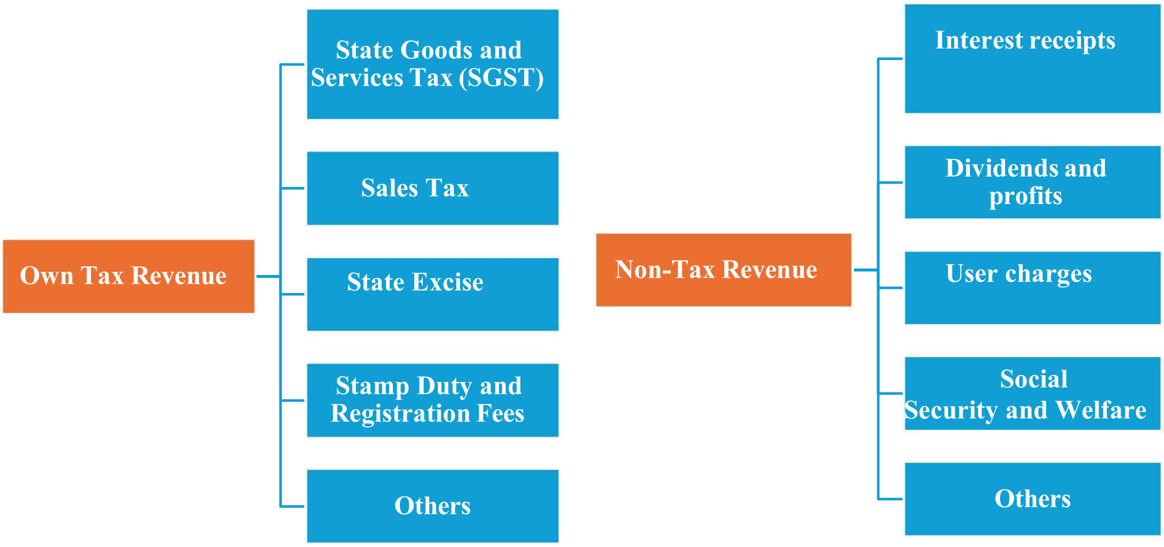
the year 2022-23, while negative values were seen during the years 2020-21 and 2023-24.

- The buoyancy of State's own revenue *w.r.t.* GSDP increased significantly during FY 2024-25 from the negative value seen during the previous year. This highlights that the State's own revenue generation also improved, corresponding to the economic growth. However, the highest was registered during the year 2022-23 with a revenue buoyancy of 3.22.

A. State's Own Resources

Composition of the State's Own Tax Revenue is given in **Chart 1.9**.

Chart 1.9: Details of State's Own Revenue



(i) Own Tax Revenue

Own Tax Revenue is the revenue collected by the State Government through taxes 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 are 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 (Actuals)	2024-25 (BE)	2024-25 (RE)	2024-25 (Actuals)
SGST	1,098.77	1,426.15	1,350.00	1,116.85
Sales Tax	24.92	600.00	380.00	372.56
Vehicle Tax	40.54	84.00	50.00	52.94
Other Taxes on Income and Expenditure	0.00	34.20	28.00	28.14
State excise	20.36	300.00	25.00	23.79
Stamp duty and Registration fees	6.87	15.96	12.00	9.97
Land revenue	5.28	7.98	7.00	5.59
Taxes on goods and passengers	0.89	2.28	2.00	1.02
Other taxes	25.87	14.68	14.68	0.88
Total	**1,223.50**	**2,485.25**	**1,868.68**	**1,611.74**

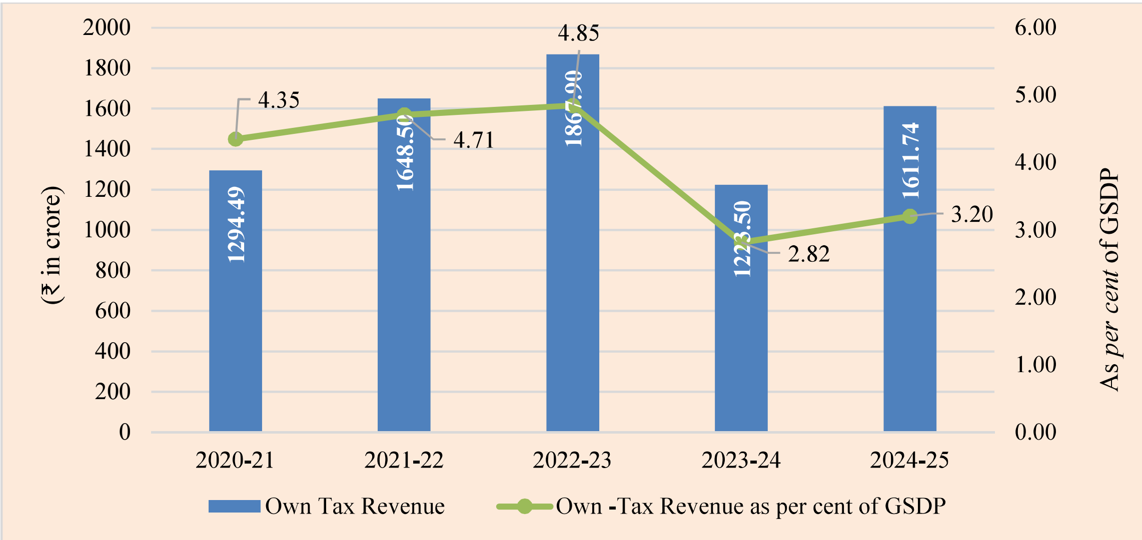
Source: Finance Accounts and Annual Financial Statements of respective years

As can be seen from **Table 1.6**, during 2024-25 tax revenue collection registered a considerable increase of ₹388.24 crore (31.73 *per cent*) against the previous year. The highest increase can be seen in the collection of Sales Tax, which exhibited a growth of ₹347.64 crore (₹1,395.02 *per cent*) from the previous year. Other taxes on income and expenditure also registered a significant collection of ₹28.14 crore against the nil amount of the previous year.

Apart from Vehicle Tax and Other Taxes on Income and Expenditure which registered a revenue realisation above the Revised Estimates, all the other heads failed to meet the projections. This reflects on the need for more realistic and data driven estimates as consistent under-achievement undermines the reliability of revenue projections.

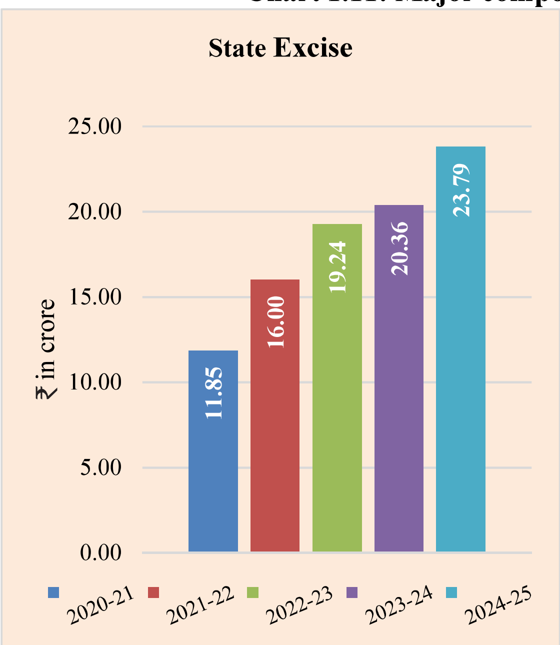
Trends of own tax revenue and its components during the period 2020-21 to 2024-25 are shown in **Charts 1.10** and **1.11** respectively.

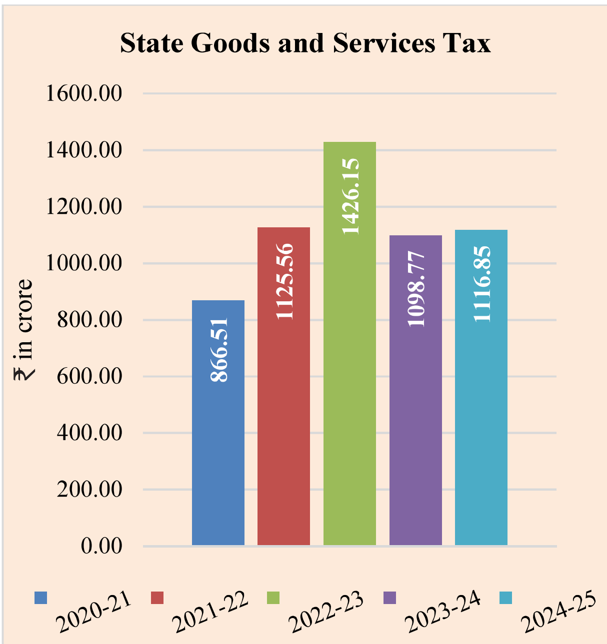
Chart 1.10: Trends of Own Tax Revenue during FY 2020-21 to FY 2024-25

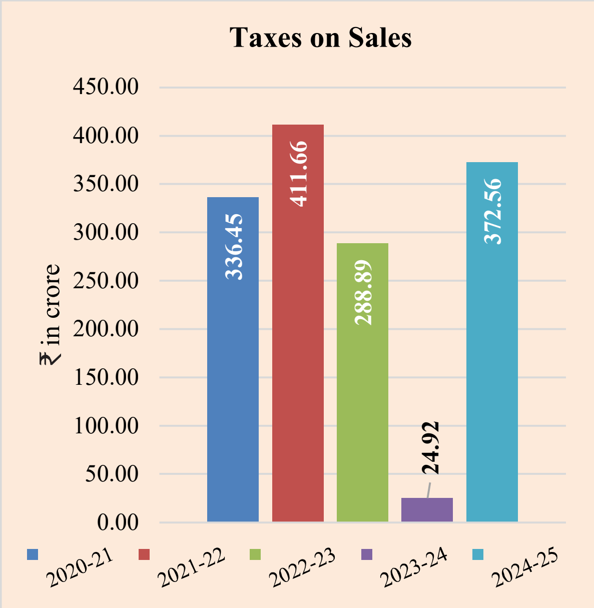


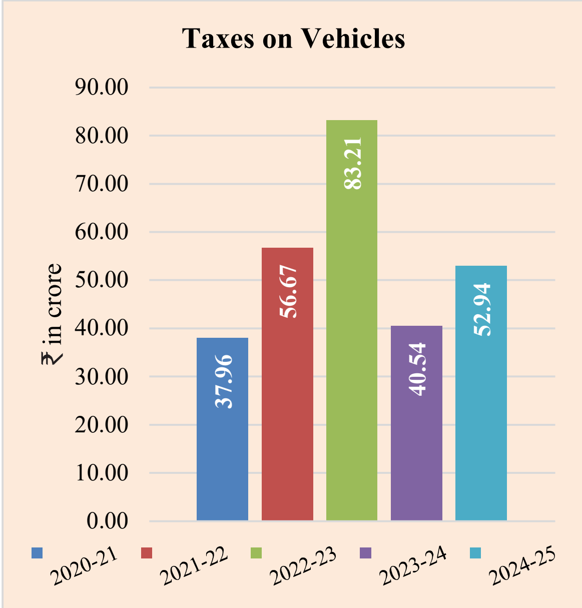
Source: Finance Accounts of respective years

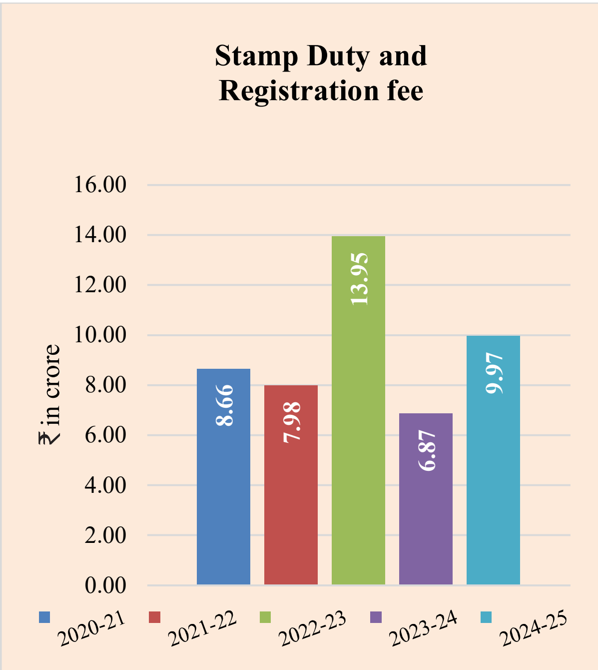
Chart 1.11: Major components of State's Own Tax Revenue

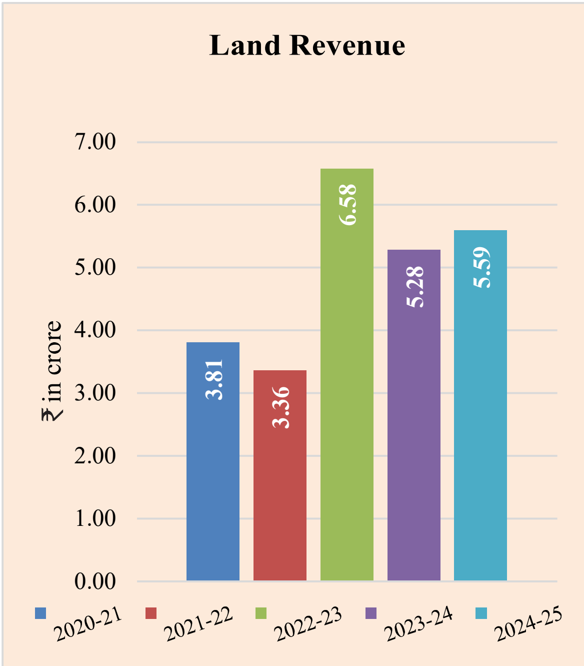


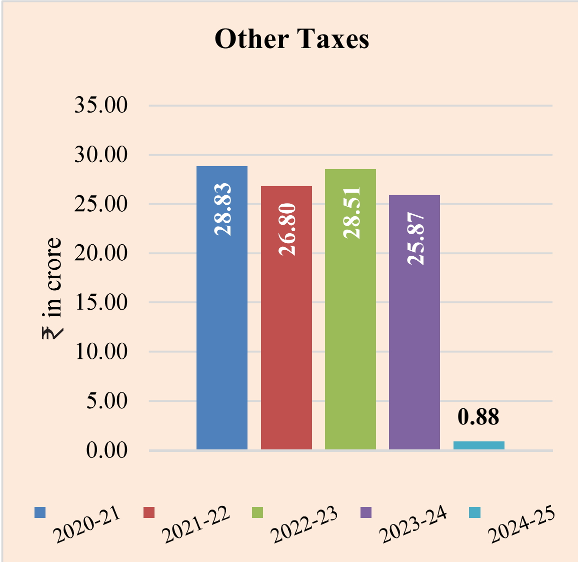



Taxes on Sales
450.00
400.00
350.00
300.00
250.00
200.00
150.00
100.00
50.00
0.00
₹ in crore
336.45
411.66
288.89
24.92
372.56
2020-21
2021-22
2022-23
2023-24
2024-25


Taxes on Vehicles
90.00
80.00
70.00
60.00
50.00
40.00
30.00
20.00
10.00
0.00
₹ in crore
37.96
56.67
83.21
40.54
52.94
2020-21
2021-22
2022-23
2023-24
2024-25


Stamp Duty and
Registration fee
16.00
14.00
12.00
10.00
8.00
6.00
4.00
2.00
0.00
₹ in crore
8.66
7.98
13.95
6.87
9.97
2020-21
2021-22
2022-23
2023-24
2024-25


Land Revenue
7.00
6.00
5.00
4.00
3.00
2.00
1.00
0.00
₹ in crore
3.81
3.36
6.58
5.28
5.59
2020-21
2021-22
2022-23
2023-24
2024-25



Source: Finance Accounts of respective years

As can been seen from **Table 1.6, Charts 1.10 and 1.11** above, during the year 2024-25, State GST (₹1,116.85 crore) and Sales Tax (₹372.56 crore) were the main contributors to the State's Own Tax Revenue and these two accounted for 92.41 *per cent* of the Own Tax Revenue receipts. Tax collection under State Sales Tax showed a huge increase over the previous year, registering an increase of 1,395.02 *per cent*.

During the Exit Conference (January 2026), the State Government (Finance Department) stated that the low revenue figures of ₹24.92 crore booked under Taxes on Sales during 2023-24 was an anomaly due to an issue in the Cyber Treasury during the year consequent to which the revenue figures booked in Cyber Accounts was not reflected in the Monthly Civil Accounts furnished to the Office of the Principal Accountant General (A&E), Manipur. Thus, the reply conforms that the Revenue Receipts was understated to that extent as the actual Revenue Receipts realised was not reported.

ii. Non-Tax Revenue

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

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

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

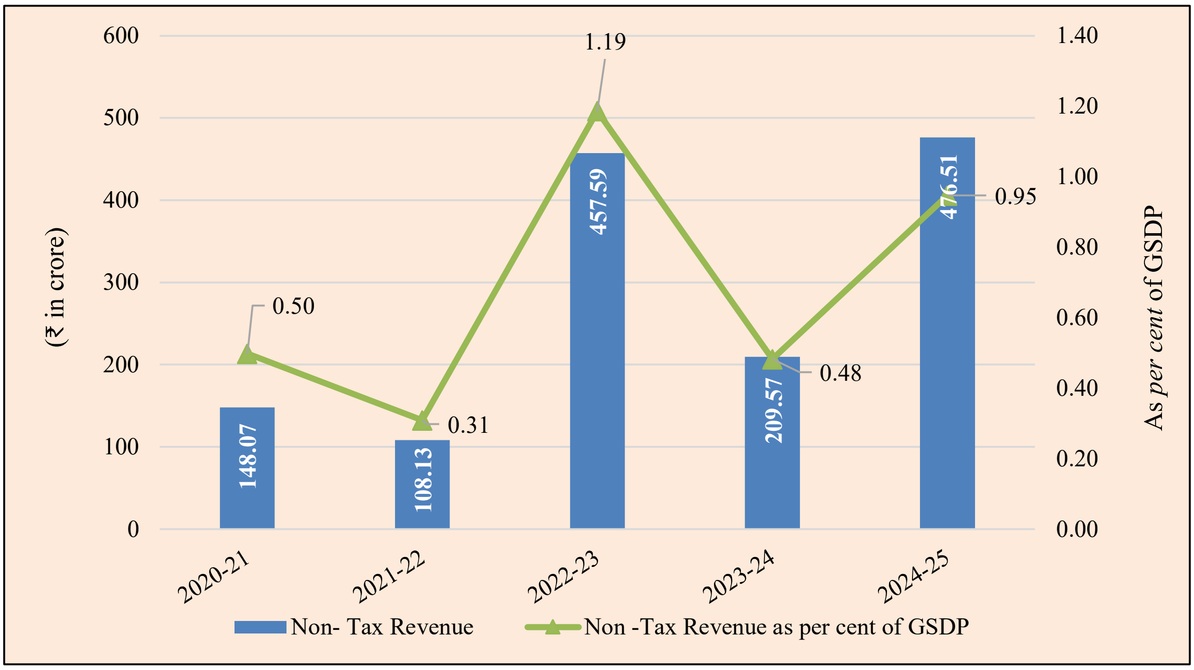
(₹ in crore)

Non-Tax Revenue	2023-24 (Actuals)	2024-25 (BE)	2024-25 (RE)	2024-25 (Actuals)
Social Security and Welfare	0.00	-	-	211.75
User charges	73.35	10.27	81.27	135.13
Miscellaneous General Services	82.58	204.24	160.64	57.49
Forestry and Wildlife	31.76	59.40	32.00	38.72
Dividends and Profits	0.00	0.00	0.00	12.52
Interest Receipts	5.20	2.10	2.10	3.30
Others	16.68	23.99	23.99	17.60
Total	**209.57**	**300.00**	**300.00**	**476.51**

Source: Finance and Annual Financial Statements of respective years

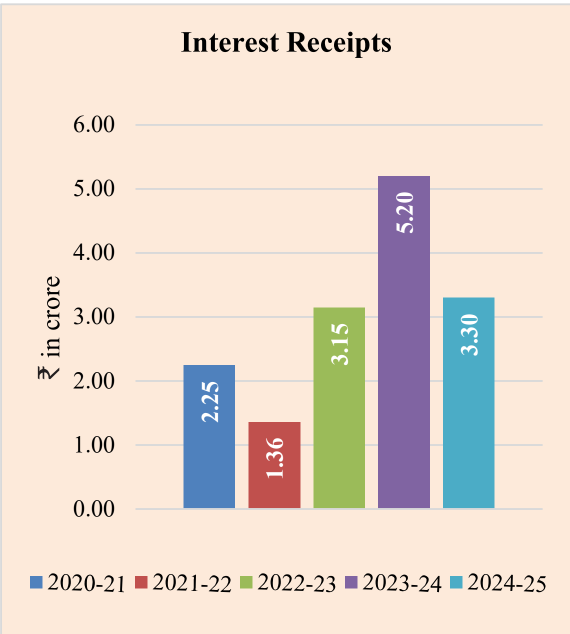
Trends of Non-tax revenue and its components during the period 2020-21 to 2024-25 are shown in **Charts 1.12** and **1.13** respectively.

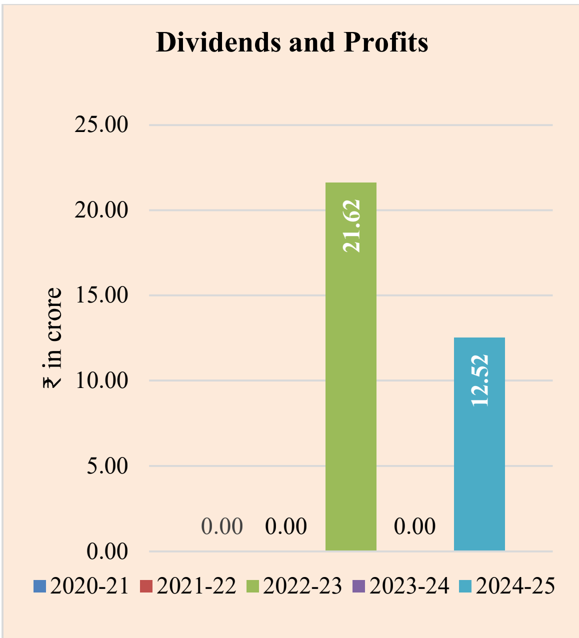
Chart 1.12: Trends in Non-Tax Revenue

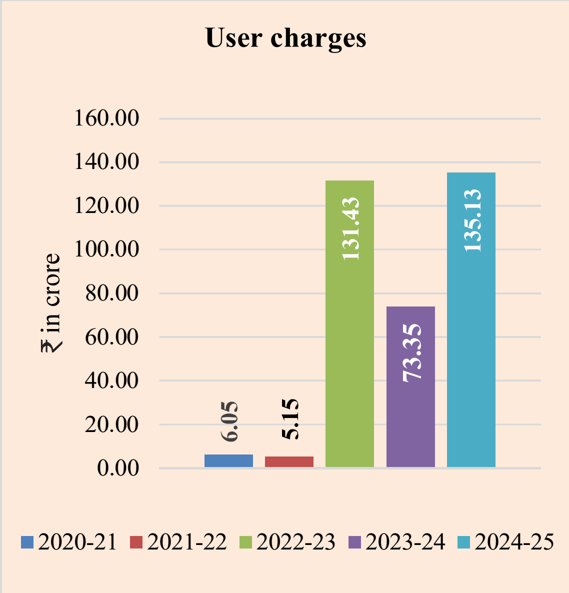


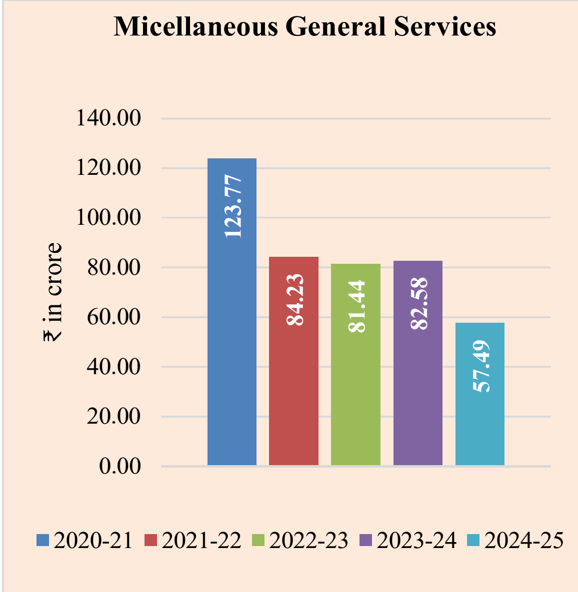
Source: Finance Accounts of respective years

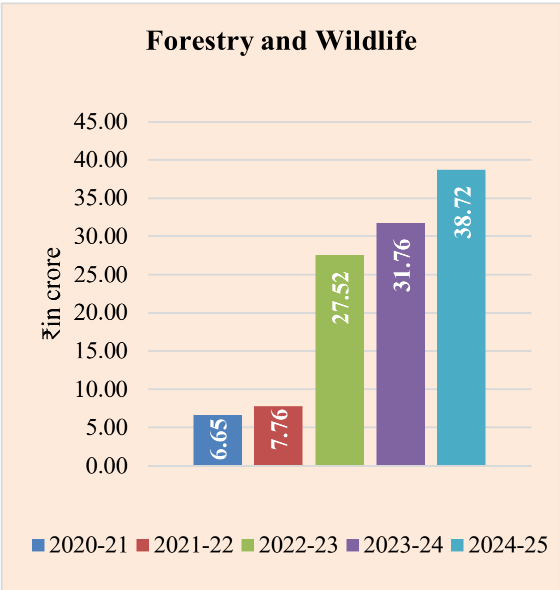
Chart 1.13: Major components of State's Non-Tax Revenue

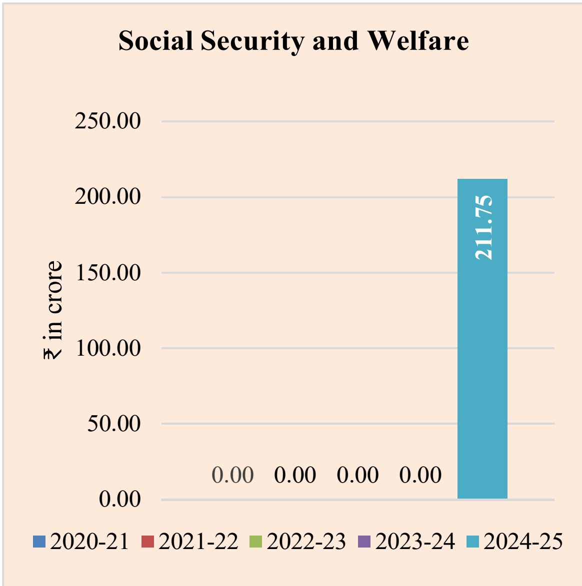


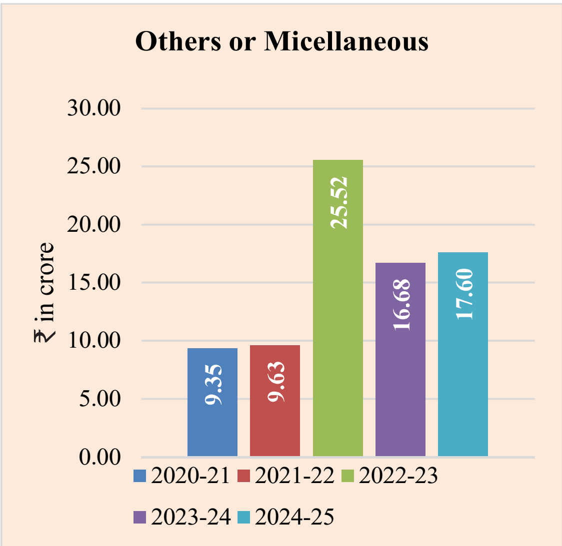












Source: Finance Accounts of respective years

As depicted by **Table 1.7** and **Chart 1.13,** during the year 2024-25, there was an increase of ₹266.94 crore (127.38 *per cent*) in total non-tax revenue over the previous year. The increase was mainly due to an increase of in Social Security and Welfare (₹211.75 crore), User charges (₹61.78 crore) and Forestry and Wildlife (₹6.96 crore).

During the Exit Conference (January 2026), the State Government (Finance Department) stated that the huge non-tax revenue collection booked under the Social Security and Welfare Department during 2024-25 as against nil figures booked during the preceding four years represents reimbursement of expenses which were initially incurred by the Department for implementation of Centrally Sponsored Schemes (CSS) during 2023-24. After the release of Central Share, the expenditure was reimbursed and booked as non-tax revenue receipts of the Department during 2024-25.

B. State's share in Union Taxes and Duties

State's share in Union Taxes and Duties comprises the following heads as shown in **Table 1.8**.

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

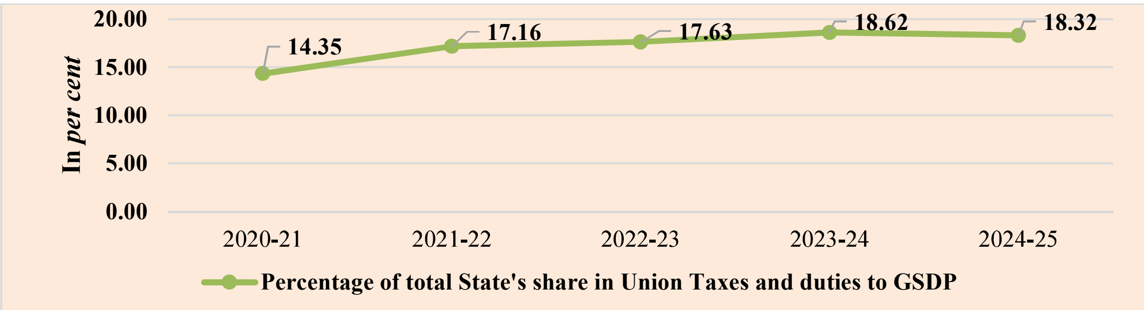
(₹ in crore)

Components	2020-21	2021-22	2022-23	2023-24	2024-25
Central Goods and Services Tax (CGST)	1,278.63	1,821.06	1,921.28	2,454.35	2,691.05
Integrated Goods and Services Tax (IGST)	-	-	-	-	-
Corporation Tax	1,282.37	1,678.44	2,275.34	2,427.40	2,614.55
Taxes on Income other than Corporation Tax	1,313.84	1,853.03	2,225.47	2,803.32	3,334.40
Customs	232.98	405.39	267.3	283.41	468.77
Union Excise Duties	144.48	192.2	83.86	107.25	90.23
Service Tax	16.92	53.01	10.64	1.52	0.29
Other Taxes	2.75	6.52	11.19	9.89	14.85
Total	**4,271.97**	**6,009.65**	**6,795.08**	**8,087.14**	**9,214.14**

Source: Finance Accounts of respective years

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

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



Source: Finance Accounts of respective year and records of the Economics & Statistics Department, GoM.

As can be seen from the **Table 1.8** above, over the five-year period 2020-2025, Central Tax transfers increased by 115.69 *per cent* (₹4,942.17 crore). Central Tax transfers grew almost consistently during the period with the highest increase being noticed during the year 2021-22. During the current year, there was an increase of ₹1,127.00 crore

(13.94 *per cent*) over the previous year which reflected on improved tax devolution. It was mainly due to increase in Taxes on Income other than Corporation Tax (₹531.08 crore) and Central Goods and Services Tax (₹236.70 crore). The State's share in Union Taxes and Duties registered a growth of 19.01 *per cent* in 2023-24 over previous year. Central Tax transfers constituted 54.93 *per cent* of the total Revenue Receipts during 2024-25 indicating greater reliance on the Centre for the revenues of the State.

C. Grants-in-Aid from the Government of India

Grants-in-Aid from the Government of India comprises of the following heads as shown in **Table 1.9**.

Table 1.9: GIA from the Government of India

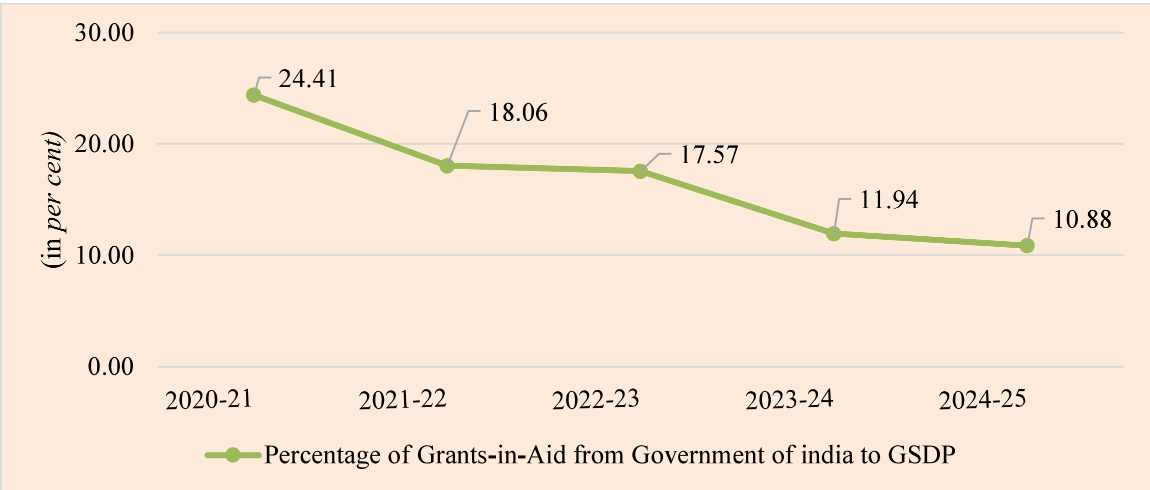
(₹ in crore)

Components	2020-21	2021-22	2022-23	2023-24	2024-25
Grants for Centrally Sponsored Plan Schemes	(-)0.63	(-)74.21	(-)68.84	(-)0.48	(-)4.03
Grants for Centrally Sponsored Schemes	3,917.27	3,459.37	4,354.00	2,641.62	3,425.06
Finance Commission Grants	3,085.47	2,674.37	2,387.70	2,122.80	1,751.00
Other transfers/ Grants to States/Union Territories with Legislature	265.39	190.98	30.88	421.54	297.15
Total	**7,268.13**	**6,324.72**	**6,772.58**	**5,185.96**	**5,473.21**

Source: Finance Accounts of respective years.

The percentage of GIA from the GoI to GSDP is given in **Chart 1.15**.

Chart 1.15: Percentage of GIA from the Government of India to GSDP



Source: Finance Accounts of respective years and Economics & Statistics Department, GoM

As can be seen from **Chart 1.15**, the GIA received from the GoI as a percentage of GSDP shows a declining trend, falling from 24.41 *per cent* in 2020-21 to 10.88 *per cent* in 2024-25. This could be attributed to the fluctuating trend in Centrally Sponsored Schemes (CSS) and the consistent decline in Finance Commission (FC) grants.

(i) Grants for Centrally Sponsored Schemes

Out of the Grants of ₹3,425.06 crore and ₹2,641.62 crore for Centrally Sponsored Schemes during 2024-25 and 2023-24 respectively, major allocations (above ₹50 crore) were made to the schemes shown in **Table 1.10**.

Table 1.10: Major Schemes receiving grants

(₹ in crore)

Name of the Scheme	2023-24	2024-25	Percentage change over previous
Additional Central Assistance (ACA) under Externally Aided Projects (EAP)	481.90	714.19	48.20
Samagra Shiksha	256.80	463.59	80.53
Relief and Rehabilitation for Migrants and Repatriates	95.25	349.48	266.91
Integrated Child Development Scheme (ICDS)	201.28	342.87	70.34
Pradhan Mantri Ayushmaan Bharat Health Infrastructure Mission	156.71	236.44	50.88
Modernisation of State Police Force	273.22	190.98	-30.10
Integrated Development of Wild Life Habitats	86.58	177.69	105.23
Pradhan Mantri Awaas Yojana (PMAY- Rural)	216.45	169.64	-21.63
Flood Management and Border Areas Programme (FMBAP)	62.00	99.00	59.68
Development of Imphal as Smart City under SCM	61.25	91.88	50.01

Source: Finance Accounts of respective years

(ii) Fifteenth Finance Commission Grants

The Fifteenth Finance Commission (XV 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 GIA

(₹ in crore)

Transfers		Recommendation of XV 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		**145.00**	0.00	0.00
(a) Performance/ Tied Grants		87.00	0.00	0.00
(b) Untied Grants		58.00	0.00	0.00
(ii) Grants to ULBs		**75.00**	**0.00**	**0.00**
(a) Non-Million Plus Cities (Performance/ Tied Grant)		45.00	0.00	0.00
(b) Non-Million Plus Cities (General Basic/ Untied Grant)		30.00	0.00	0.00
(iii) Grant for Health Sector		**48.66**	0.00	0.00
Total for Local Bodies (i+ii+iii)		**268.66**	**0.00**	**0.00**
State Disaster Response Fund (SDRF)	Central Share	40.00	50.00	0 (0.00)
	State Share	4.00	0.00	0 (0.00)
State Disaster Mitigation Fund (SDMF)	Central Share	9.90	0.00	0 (0.00)
	State Share	1.10	0.00	0 (0.00)
Total for SDRMF		**55.00**	**50.00**	**0 (0.00)**
Post Devolution Deficit Grant		**1,701.00**	**1,701.00**	**1,701.00 (100)**

Source: XV FC Report and information furnished by the Finance Department, GoM
PRIs - Panchayati Raj Institutions and ULBs - Urban Local Bodies.

As can be seen from the **Table 1.11**, during the year 2024-25, out of the amount of ₹268.66 crore recommended by the XV FC for grants to Local bodies for the State, both the GoI and the State Government did not release any fund. During 2024-25, the amount of Central share recommended by the XV FC for SDRF was ₹40.00 crore while the State share was ₹four crore. Despite the recommended amount of ₹40.00 crore by XV FC, GoI released an amount of ₹50.00 crore of which no amount was released by the State Government to the Fund. For SDMF, out of the total recommended amount of ₹11 crore by the XV FC for both Central and State share, no amount was released by the GoI and the State.

During the Exit Conference (January 2026), the State Government (Finance Department) stated that during the year, funds were not released due to non-conduct of elections to the Local Bodies, *viz*. Panchayati Raj Institutions (PRIs) and Urban Local Bodies (ULBs).

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)

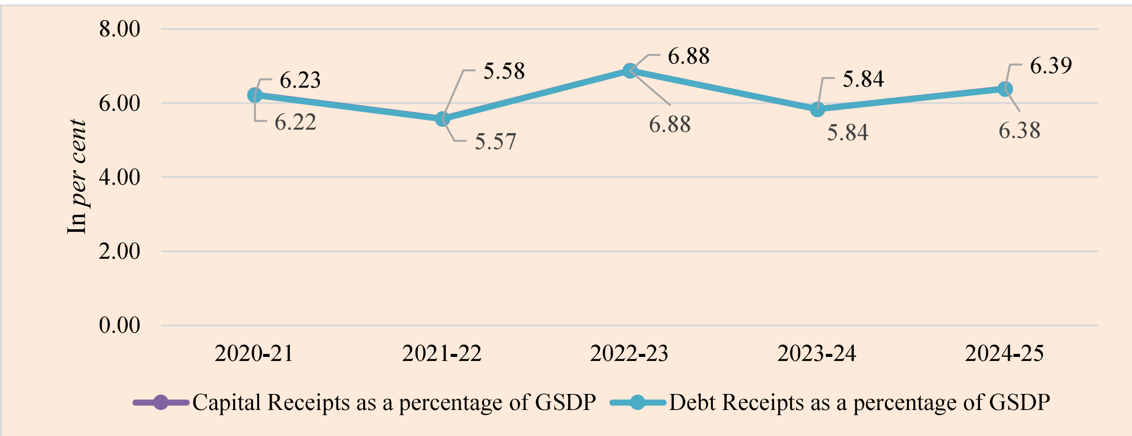
Sources of State's Receipts	2020-21	2021-22	2022-23	2023-24	2024-25
Capital Receipts	**1,854.70**	**1,954.52**	**2,652.09**	**2,534.93**	**3,212.50**
Miscellaneous Capital Receipts	0.00	0.00	0.00	0.00	0.00
Recovery of Loans and Advances	3.30	2.39	1.10	1.08	1.11
Public Debt Receipts	**1,851.40**	**1,952.13**	**2,650.99**	**2,533.85**	**3,211.39**
*Internal Debt**	*1,484.03*	*1,698.27*	*2,075.65*	*1,937.61*	*1,695.04*
Loans and advances from GoI	*367.37*	*253.86*	*575.34*	*596.24*	*1,516.35*
Year-on-Year growth rates (in percent)					
GSDP	-0.12	17.64	10.06	12.64	15.85
Capital Receipts	53.35	5.38	35.69	-4.42	26.73
Debt Capital Receipts	53.18	5.44	35.80	-4.42	26.74
Internal Debt	23.60	14.44	22.22	-6.65	-12.52
Loans and advances from GoI	4,544.37	-30.90	126.64	3.63	154.32

Source: Finance Accounts of respective year and information furnished by the Economics and Statistics Department, GoM

* *Including net figure under Ways and Means Advances/ Overdraft/ Special Drawing Facility*

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

1.16 Capital Receipts as percentage of GSDP



Source: Finance Accounts of respective years and records of the Economics & Statistics Department, GoM.

As can be seen from **Table 1.12,** during the five-year period 2020-2025, Public Debt Receipts dominated the share of Capital Receipts. Yearly comparison of Public Debt Receipts figures showed consistent growth with exception only being the year 2023-24. The rate of growth of both Capital Receipts and Public Debt Receipts was lower than the GSDP growth during the years 2021-22 and 2023-24 while they significantly outpaced the GSDP growth rate during the three years *viz*. 2020-21, 2022-23 and 2024-25. This reflects on increased debt dependence which implies greater interest burden thereby limiting the fiscal space for productive investments.

1.2.3 Finance Commission Projections and Actuals

The projected revenue, deficits and GSDP by the XV Finance Commission (FC) and actuals for the FY 2020-21 to FY 2024-25 are given in **Table 1.13**.

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

	2020-21		2021-22		2022-23		2023-24		2024-25	
	Projection	Actual	Projection	Actual	Projection	Actual	Projection	Actual	Projection	Actual
GSDP (2011-12 Series - Current Prices)	34,585	29,776	33,370	35,027	36,229	38,552	39,651	43,425	43,673	50,309
Own Revenue Receipts	1,448	1,442.56	1,462	1,756.63	1,604	2,325.49	1,775	1,433.07	1,978	2,088.25
State’s Own Tax Revenue	1,214	1,294.49	1,260	1,648.50	1,383	1,867.90	1,531	1,223.50	1,707	1,611.74
State's Own Non-Tax Revenue	233	148.07	202	108.13	221	457.59	244	209.57	271	476.51
State’s share in Union Taxes/ Duties	6,140	4,271.97	4,716	6,009.65	5,246	6,795.08	5,903	8,087.14	6,706	9,214.14
Revenue Surplus as percentage of GSDP	0.00	1.86	0.00	4.13	0.00	4.50	0.00	1.97	0.00	2.21
Fiscal Deficit as percentage of GSDP	4.50	6.36	4.00	5.16	3.50	4.56	3.00	4.35	3.00	4.16

Source: Report of XV FC and Finance Accounts of respective years
***Note:** Revenue and Fiscal deficit taken on post Audit figures.*

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 a percentage of GSDP and share of its components are given in **Table 1.14 and Charts 1.17** and **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)	**14,877.85**	**15,896.58**	**17,650.80**	**16,570.59**	**18,867.60**
Revenue Expenditure (RE)	12,428.47 (83.54)	12,642.15 (79.53)	14,158.98 (80.22)	13,821.75 (83.41)	15,662.82 (83.01)
Capital Expenditure (CE)	2,439.18 (16.39)	3,252.80 (20.46)	3,484.24 (19.74)	2,748.59 (16.59)	2,704.23 (14.33)
Loans and Advances	10.20 (0.07)	1.63 (0.01)	7.58 (0.04)	0.25 (0.00)	0.55 (0.01)
Appropriation to contingency fund	-	-	-	-	500.00 (2.65)

Source: Finance Accounts of respective years *Parenthesis denotes in per cent of TE*

As can be seen from **Table 1.14**, the major share of Total Expenditure[6] was consumed by RE during the entire five-year period. The allocation towards CE was on a downward trend since the year 2022-23. CE accounted for only 14.33 *per cent* (2024-25) to 20.46 *per cent* (2021-22) of the total expenditure which reflected on decreasing investment in asset formation and infrastructural development. The continued dominance of RE reflected high expenditure on routine and administrative commitments, which limits the fiscal flexibility for productive investment thereby affecting growth and future returns.

This spending pattern also affects fiscal sustainability as a disproportionate share of revenue spending limits the government's ability to invest in critical sectors such as healthcare, education, and infrastructure which are key drivers of long-term economic development. Continued imbalance in the expenditure pattern may also lead to deepening fiscal deficits particularly when the revenue expenditure is financed through borrowings.

Chart 1.17: Total Expenditure as percentage of GSDP

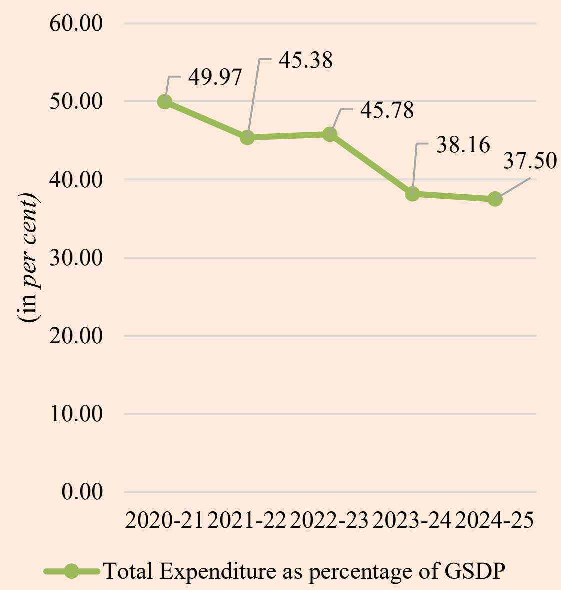
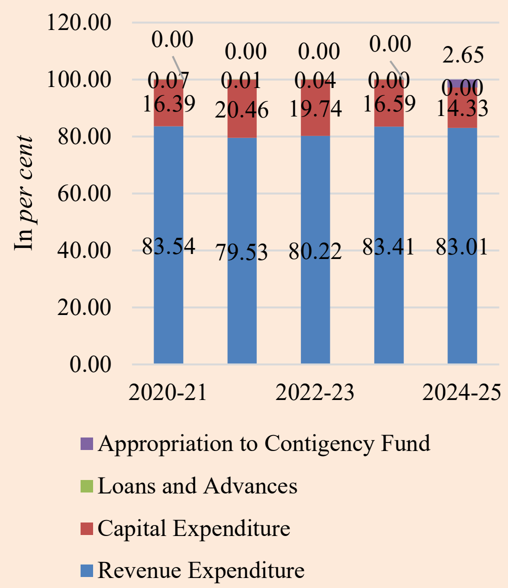


Chart 1.18: Share of components in Total Expenditure



Source: Finance Accounts, 2024-25

[6] *No amount was booked under Pass-through transactions during the year 2024-25*

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**.

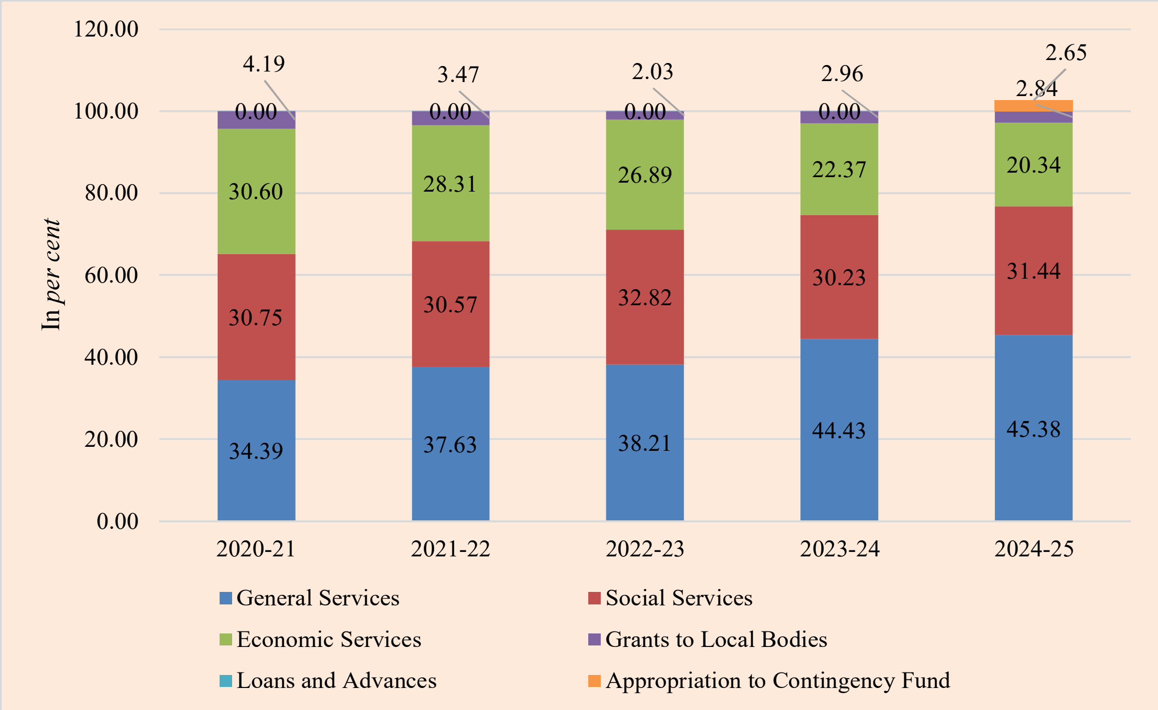
Table 1.15: Sector-wise Total expenditure

(₹ in crore)

Parameters	2020-21	2021-22	2022-23	2023-24	2024-25
Total Expenditure (TE)	**14,877.85**	**15,896.58**	**17,650.80**	**16,570.59**	**18,867.60**
General Services	5,116.62	5,982.19	6,744.06	7,362.95	8,334.85
Social Services	4,575.56	4,860.11	5,793.56	5,010.10	5,775.50
Economic Services	4,552.08	4,500.98	4,746.97	3,706.34	3,735.72
Grants to Local Bodies	623.39	551.66	358.63	490.95	520.97
Loans and Advances	10.20	1.63	7.58	0.25	0.55
Appropriation to contingency fund	-	-	-	-	500.00

Source: Finance Accounts of respective years

Chart 1.19: Relative share of various sectors in Total expenditure



Source: Finance Accounts of respective years

As can be seen from the **Table 1.15**, during the period 2020-2025, the expenditure pattern was oriented towards General Services as the highest outlay was in this sector and showed a continued increasing trend. The overall share on Social Services showed marginal growth from the year 2020-21 to 2024-25 while expenditure in the Economic services was on a decreasing trend during the entire period. This reflected on the higher administrative burden on the State which limited the fiscal availability for welfare and development programs. This restricts economic growth and poses long term fiscal sustainability risks.

It is recommended that the Government may take measures to stabilise capital outlay giving priority to welfare and growth-oriented sectors and rationalising the administrative expenses to ensure the expenditure structure enables goals of sustainable development.

1.2.4.1 Revenue Expenditure

Revenue expenditure is incurred to maintain the current level of services and payment for past obligations. 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)	14,877.85	15,896.58	17,650.80	16,570.59	18,867.59
Revenue Expenditure (RE)	12,428.47	12,642.15	14,158.98	13,821.75	15,662.82
RE as percentage of Revenue Receipts	95.73	89.72	89.09	93.99	93.37
RE as percentage of TE	83.54	79.53	80.22	83.41	83.01
RE/ GSDP (*per cent*)	41.74	36.09	36.73	31.83	31.13
Year-on-year growth (in *per cent*)					
RE	21.39	1.72	12.00	-2.38	13.32
GSDP Growth	-0.12	17.64	10.06	12.64	15.85

Source: Finance Accounts of respective years

It can be seen from **Table 1.16** that RE accounted for the bulk of TE during the entire five-year period, 2020-2025, while CE lagged far behind, reflecting a consumption-oriented expenditure pattern. The continued dominance of RE reflects the high expenses incurred for routine and administrative purposes, limiting resource availability for CE. Limited CE signals reduced investment in fixed asset creation and infrastructural development, which adversely impinges on the growth and fiscal sustainability of the economy.

RE increased by an amount of ₹1,841.07 crore (13.32 *per cent*) over the previous year. In all five years, the Revenue Receipts of the State exceeded the RE and a revenue surplus was maintained. However, the year-on-year growth of RE was not aligned uniformly with GSDP trends, indicating that the economic expansion during the last five-years did not necessarily translate into higher revenue expenditure. While there was an increase in the GSDP growth during the year 2021-22 and 2023-24, the growth of RE declined sharply during the same periods. Also, during 2020-21, the yearly growth of revenue expenditure was the highest while the GSDP growth was the lowest of the five-year period, 2020-2025.

The Government should focus on enhancing Capital Investments that are oriented towards asset formation and infrastructure development, while rationalising administrative expenses to ensure the expenditure structure enables the goals of sustainable development.

A. Sector-wise Revenue Expenditure

Sector-wise composition of RE is given in **Table 1.17** and the relative share of various sectors in RE is depicted in **Chart 1.20**. Detailed Sector-wise expenditure is given in ***Appendix 1.2***.

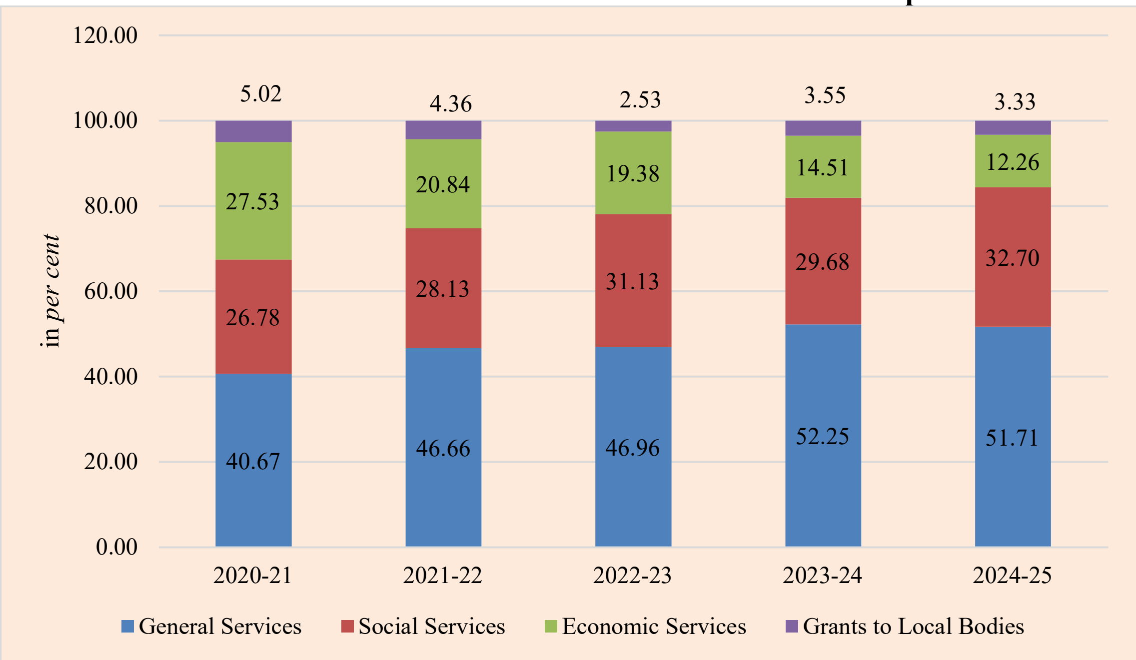
Table 1.17: Sector-wise Revenue Expenditure

(₹ in crore)

Parameters	2020-21	2021-22	2022-23	2023-24	2024-25
Revenue Expenditure	**12,428.47**	**12,642.15**	**14,158.98**	**13,821.75**	**15,662.82**
General Services	5,055.21	5899.12	6,648.48	7,221.72	8,099.33
Social Services	3,328.46	3,556.79	4,407.52	4,102.93	5,121.77
Economic Services	3,421.41	2,634.58	2,744.35	2,006.15	1,920.75
GIA and Contributions	623.39	551.66	358.63	490.95	520.97

Source: Finance Accounts of respective years

Chart 1.20: Relative share of various sectors in Revenue expenditure



Source: Finance Accounts of respective years

In terms of Sector-wise expenditure as depicted in the **Table 1.17** above out of the total amount, highest amount was incurred in expenditure towards General Services during the period 2020-2025 (ranging from 34.39 to 44.18 *per cent*) signalling heavy administrative burden. Further, as can be seen from the **Chart 1.20**, Social services expenditure which includes expenditures on human capital enhancement and welfare-oriented programs *viz*. Health, Education, Water supply, Nutrition *etc*. remained stable while Economic expenditure which support productive sectors *viz*. Agriculture, Industry and Minerals, Power *etc*. registered a gradual declining trend during the five-year period.

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**.

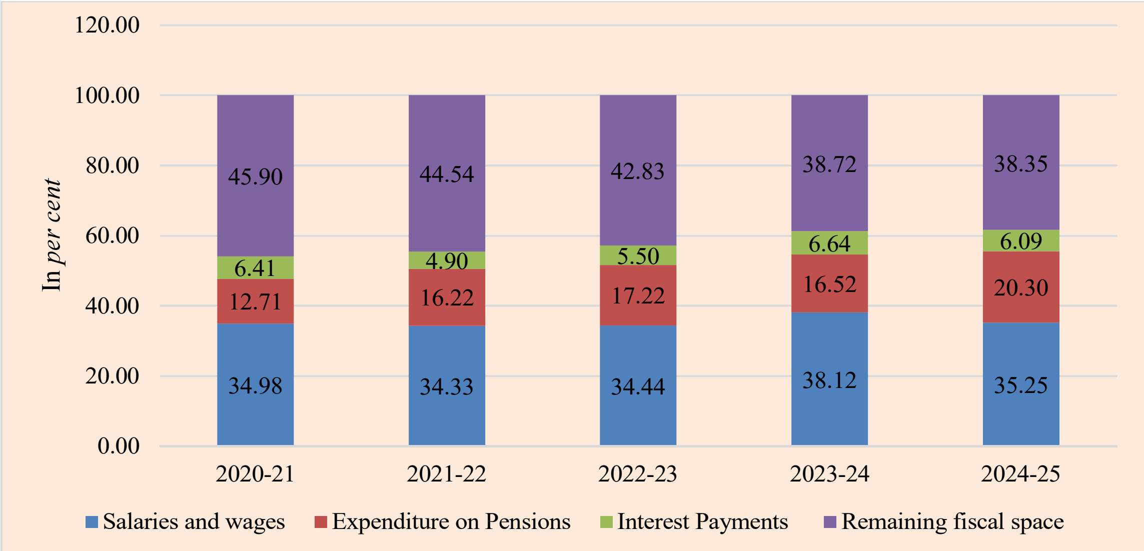
Table 1.18: Components of Committed Expenditure

(₹ in crore)

Components of Committed Expenditure	2020-21	2021-22	2022-23	2023-24	2024-25
Salaries & Wages	4,541.55	4,837.40	5,473.87	5,606.08	5,913.18
Expenditure on Pensions	1,650.43	2,286.13	2,737.45	2,429.87	3,406.27
Interest Payments	831.60	690.80	874.19	976.58	1,022.23
Total	**7,023.58**	**7,814.33**	**9,085.51**	**9,012.53**	**10,341.68**
Committed Expenditure as a percentage of Revenue Expenditure	56.51	61.81	64.17	65.21	66.03

Source: Finance Accounts of respective years

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



Source: Finance Accounts of respective years

As depicted by the **Table 1.18**, the growth of Committed Expenditure to RE showed an increasing trend throughout the five-year period 2020-2025. Amongst the components of Committed Expenditure, Salaries & Wages and Pensions combined accounted for the highest share, pointing towards persistently high allocations on routine expenses. Committed expenditure also consumed a major share of Revenue Receipts (54.10 to 61.65 *per cent*) as is evident from the **Chart 1.21** above. Higher allocations on Committed Expenditure reduce space for capital or welfare expenditure, pushing the economy towards reliance on borrowings to finance its Capital expenditure requirements. Persistent reliance on borrowings year after year leads to debt and interest accumulation, which, if not contained through prudent fiscal management, can risk economic stability.

C. Subsidies

The subsidies during the current year decreased by ₹19.04 crore (5.31 *per cent*) from the previous year. The decrease was mainly due to decrease of ₹19 crore on account of power subsidy and ₹0.04 crore on account of Social Welfare.

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

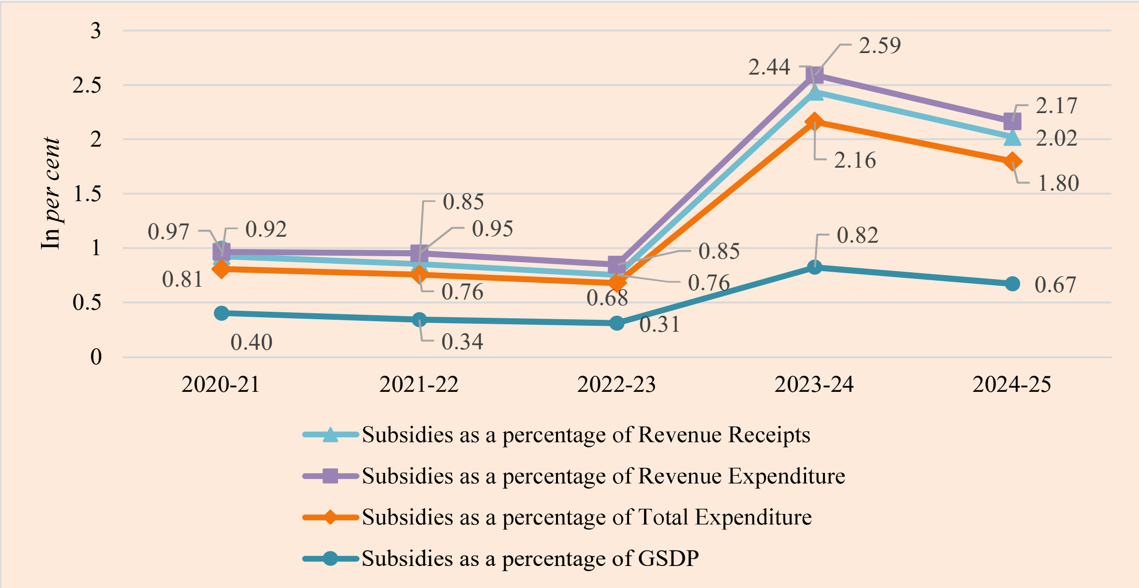
Table 1.19: Department-wise Subsidies during FYs 2020-21 to 2024-25

(₹ in crore)

Sl. No.	Name of the Department	2020-21	2021-22	2022-23	2023-24	2024-25
1	Social Welfare	0.04	0.07	0.14	0.04	0.00
2	Co-operation	-	0.20	-	0.20	0.20
4	Power	120.00	120.00	120.00	358.00	339.00
5	Sericulture Department	0.04	0.04	0.04	-	-
Total Subsidy		**120.08**	**120.31**	**120.18**	**358.24**	**339.20**

Source: Finance Accounts of respective years

Chart 1.22: Trend analysis of subsidies



Source: Finance accounts and records of Economics & Statistics Department, GoM.

During the period from 2020-21 to 2024-25, a sharp rise in the percentage allocation of revenue expenditure towards subsidies was observed during the year 2023-24 (2.59 *per cent*) against the previous year (0.85 *per cent*). This was due to an increase of ₹238 crore on account of Power Subsidy. Rising subsidies puts strain on state finances and limit fiscal space for capital and other developmental expenditure. This imbalance increases the risk of persistent revenue and primary deficits and leads to unsustainable borrowing, accumulation of debt, which could adversely affect economic growth and stability.

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

Article 243(I) of the Constitution of India makes it mandatory for the State Government to constitute a Finance Commission on expiry of every five years for reviewing the financial position of the local bodies, for boosting their financial conditions, distributing net proceeds of the taxes, fees, tolls and duties, and allocating funds from the State Consolidated Fund as part of devolution of fiscal and financial powers and financial resources.

The Fourth State Finance Commission (FSFC) was already due since April 2018, but it was constituted only in October 2019 after a delay of 18 months. The recommendations of the FSFC cover the five-year period from 2021 to 2026.

Assistance provided by way of grants to the local bodies and other institutions during the period 2020-21 to 2024-25 is presented in **Table 1.20**.

Table 1.20: 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	117.34	25.67	17.79	13.05	133.50
Zilla parishads and other Panchayati Raj Institutions	116.57	98.51	35.76	1.32	-
Total (A)	**233.91**	**124.18**	**53.55**	**14.37**	**133.50**
(B) Others					
Educational Institutions (Aided Schools, Colleges, Universities, *etc.*)	241.03	105.73	94.09	180.68	237.07
Hospitals and Other Charitable Institutions	324.47	339.50	205.99	189.33	14.64
Other Institutions	2,947.67	2,336.22	2,281.53	1,532.35	1,383.33
Total (B)	**3,513.17**	**2,781.45**	**2,581.61**	**1,902.36**	**1,635.04**
Grand Total (A+B)	**3,747.08**	**2,905.63**	**2,635.16**	**1,916.73**	**1,768.54**
Total GIA for creation of Capital assets	**325.40**	**347.02**	**165.75**	**151.73**	**113.73**
Revenue Expenditure	12,428.47	12,642.15	14,158.98	13,821.75	15,662.82
Assistance as percentage of Revenue Expenditure	30.15	22.98	18.61	13.87	11.29

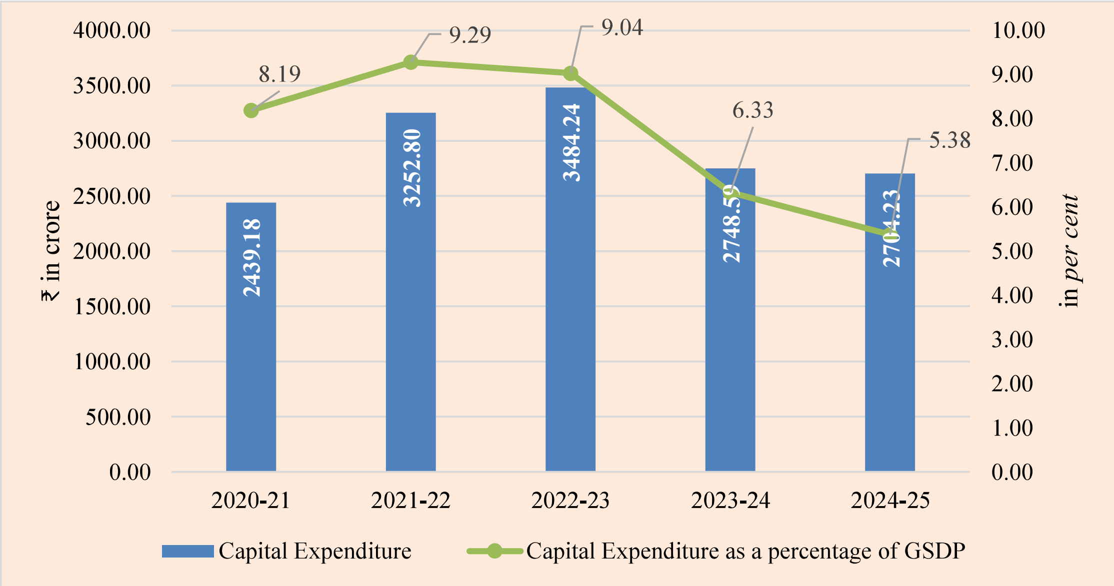
Source: Finance Accounts of respective years

During the current year, financial assistance to the local bodies and other institutions decreased by ₹148.19 crore (7.73 *per cent*) over the previous year. The decrease was mainly due to a decrease in assistance in Hospitals and other Charitable Institutions (₹174.69 crore: 92.27 *per cent*) and Zilla Parishads and other Panchayati Raj Institutions (₹1.32 crore: 100 *per cent*).

1.2.4.2 Capital Expenditure

Capital expenditure (CE) is primarily expenditure on the creation of fixed infrastructure assets, such as roads, buildings, *etc.* CE, 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. The trend of capital expenditure in the State over the last five years, *i.e.* 2020-25, is given in **Chart 1.23**.

Chart 1.23: Capital Expenditure in the State



Source: Finance Accounts and records of Economics and Statistics Department, GoM

Apart from CE of ₹2,704.23 crore during the year 2024-25, the State Government also transferred ₹113.73 crore as GIA for creation of capital assets to the local bodies and other institutions.

As can be seen from **Chart 1.23**, the amount of Capex exhibited a fluctuating trend during the period 2020-2025 with decreases being observed consecutively during 2023-24 and 2024-25. A higher rate of growth *vis-à-vis* GSDP trends was noticed only in two years, 2020-21 and 2021-22 while the period 2022-23 to 2024-25 registered significant decreases. This shows that the pattern of Capital Expenditure was unevenly aligned with GSDP trends. The percentage share of Capital Expenditure to the total expenditure also remained consistently low ranging from 16.39 to 20.46 *per cent,* reflecting on low prioritisation towards long-term asset creation.

A. Sector-wise Capital Expenditure

Sector-wise composition of CE is given in **Table 1.21**. Detailed Sector-wise expenditure is given in ***Appendix 1.2***.

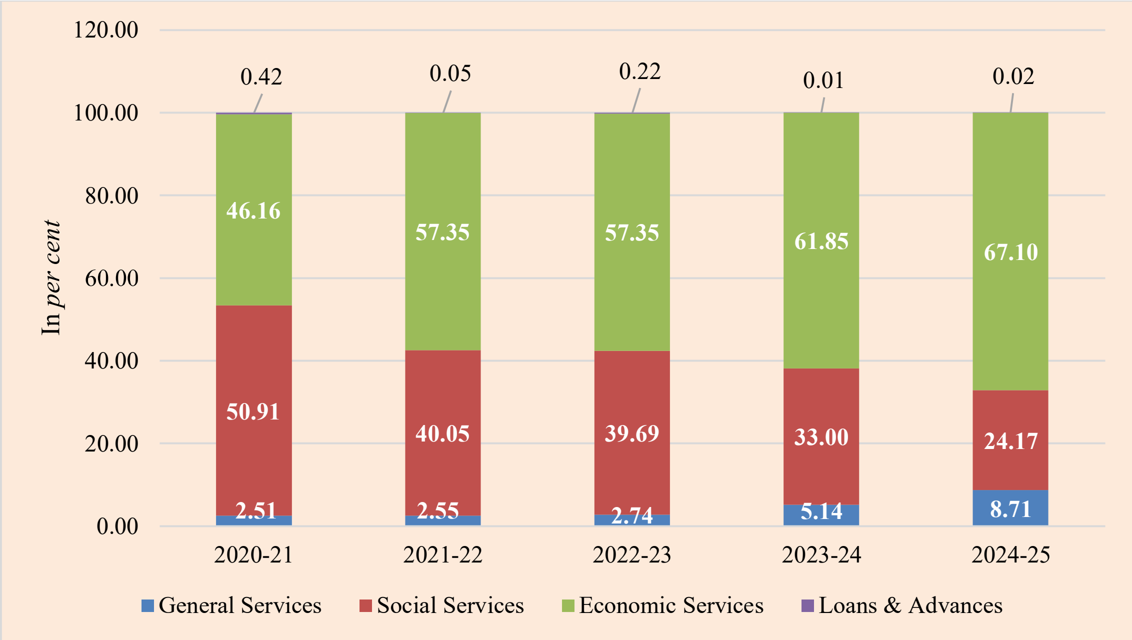
Table 1.21: Sector-wise Capital expenditure

(₹ in crore)

Parameters	2020-21	2021-22	2022-23	2023-24	2024-25
Capital Expenditure	**2,439.18**	**3,253.80**	**3,484.24**	**2,748.59**	**2,704.23**
General Services	61.41	83.07	95.58	141.23	235.52
Social Services	1,247.10	1,303.32	1,386.04	907.17	653.73
Economic Services	1,130.67	1,866.4	2,002.62	1,700.19	1,814.97
Loans & Advances	10.20	1.63	7.58	0.25	0.55

Source: Finance Accounts of respective years

Chart 1.24: Relative share of various sectors in Capital expenditure



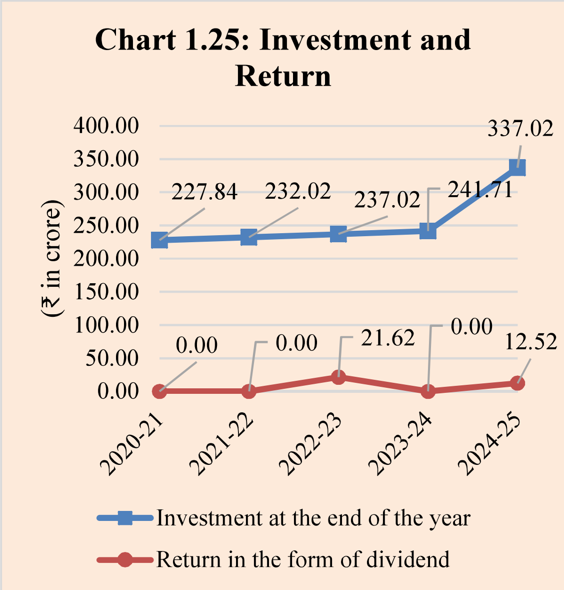
Source: Finance Accounts of respective years

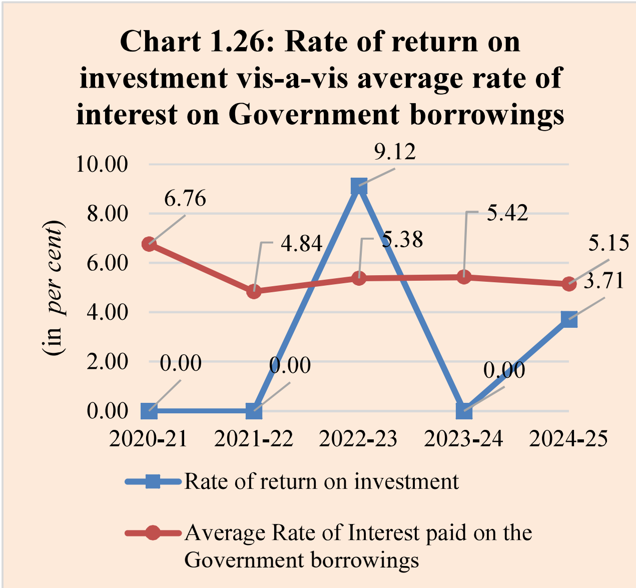
As evident from the **Table 1.21**, the allocation towards Capital Expenditure recorded a gradual declining trend from the year 2022-23 to 2024-25 after witnessing a consistent growth from the year 2020-21 to 2022-23.However, it can be seen from **Chart 1.24** that expenditure on Economic and Social Services grabbed the major share of Capital Expenditure during the entire five-year period which reflects emphasis on asset creation in welfare-oriented sectors *viz*. Education, health, hospitals, *etc*. and economic infrastructural development in Agriculture, Transportation, Energy, *etc*. The sustained higher investments in Social and Economic services are an encouraging factor in driving greater economic growth.

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

As of 31 March 2025, the State Government's investment in 3,158 statutory bodies stood at ₹337.02 crore, comprising 20 Government Companies (₹233.71 crore), 3,135 Co-operative Institutions and Local bodies (₹54.03 crore), two Statutory Corporations (₹41.72 crore) and one Rural Bank (₹7.56 crore).

Trends of investments at the end of the year in companies, corporations, and co-operative banks and societies, and return on these investments is depicted in **Chart 1.25**. The rate of return on investment made *vis-à-vis* the average rate of interest on government borrowing is depicted in **Chart 1.26**.





Source: Finance Accounts of respective years

As can be seen from the **Chart 1.25**, the State Government investments ranged between ₹227.84 crore and ₹337.02 crore during the five-year period. While 'Nil' dividend was earned on investment in three out of five years, and during 2022-23 and 2024-25, the dividends were ₹21.62 crore and ₹12.52 crore respectively on its investments.

Chart 1.26 depicts the percentage of returns on investment against the average rate of interest paid on the Government borrowings. The average rate of interest paid by the State Government on its borrowings was between 4.84 and 6.76 *per cent* during the five-year period. While the returns were 'Nil' in three-years out of five-years and the returns were 9.12 and 3.71 *per cent* respectively during the years 2022-23 and 2024-25. Over the past five years, the difference in cost of Government borrowings and return on investments in PSUs was to the tune of ₹4,361.26 crore.

It was found that ₹233.71 crore was invested in 20 State PSUs upto FY 2024-25. Out of the 20 PSUs, only one PSU *viz.* Manipur State Power Company Limited (MSPCL) gave a return of ₹12.52 crore during the FY 2024-25, which was only 3.71 *per cent* of the total investment. However, the government borrowed funds at an average rate of interest of 5.15 *per cent.*

The audit analysis of investments in PSUs and other bodies highlights serious concerns regarding the sustainability and financial viability of these investments. The erosion of net worth, low returns on investment, and continued losses in state-owned enterprises indicate inefficient capital allocation and potential fiscal risks. The State Government's continued investment in loss-making PSUs with negative net worth represents a significant fiscal risk. The returns on these investments are far below borrowing costs, exacerbating financial inefficiencies.

Lack of Dividend Policy and Its Impact

A well-defined dividend policy mandating a minimum return from profit-making enterprises, enables the State Government to optimise its returns from investments in

SPSEs and enhances monitoring of the SPSEs financial performance. It was observed that the state has not formulated or enforced a dividend policy for its PSUs.

This has resulted in persistently low returns during the five-years period, 2020-2025 with percentage returns showing as Nil, except for the year 2022-23 and 2024-25, on the government's substantial equity investments, thereby reducing the potential for non-tax revenue generation.

Forgone Revenue from Non-realisation of Dividends

During the FY 2024-25, State PSUs registered profits; however, the State Government did not ensure the timely and full collection of dividends from these entities. It was observed that out of 3,158 entities, only one entity *viz*. MSPCL had paid a dividend of ₹12.52 crore.

C. Loans and advances by the 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 1.22** 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 1.22: 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	198.31	205.21	204.45	210.93	210.10
Amount advanced during the year	10.20	1.63	7.58	0.25	0.55
Amount recovered during the year	3.30	2.39	1.10	1.08	1.10
Closing Balance of the loans outstanding	205.21	204.45	210.93	210.1	209.55
Net addition	6.90	-0.76	6.48	-0.83	-0.55
Interest received	0.17	0.04	0.02	0.0007	0.004
Interest Rate on Loans and Advances given by the Government	0.08	0.02	0.01	0.0003	0.0019
Average rate of interest on Government Borrowings (*per cent*)	6.76	4.84	5.38	5.42	5.15
Difference between the rate of interest received and interest paid (*per cent*)	(-)6.68	(-)4.82	(-)5.37	(-)5.42	(-)5.15

Source: Finance Accounts of respective years

As seen from the **Table 1.22** above, quantum of interest received on Loans and Advances given by the government remained nominal throughout the entire period (2020-2025), thus contributing little towards repayment of Government borrowings.

1.3 Contingency Fund

The Contingency Fund of the Government of Manipur 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 ₹500 crore.

During 2024-25, ₹188.50 crore had been withdrawn from the fund under various budgetary heads MH 2055 (Police), MH 2217 (Urban Development), MH 2801 (Power) and MH 4235 (Capital Outlay on Social Security and Welfare). However, the total amount of ₹500 crore had not been replenished by the end of the FY 2024-25. As of 31 March 2025, the Contingency Fund had a balance of ₹311.50 crore.

The Contingency Fund is constitutionally mandated to ensure financial readiness for crises, but its effectiveness depends on active monitoring, realistic corpus sizing, and periodic review, not just establishment. State should regularly assess risks, emergency expenditures, and fund utilisation to ensure the contingency fund remains a vibrant fiscal tool rather than an idle reserve.

Details of expenditure made out of the Contingency Fund are discussed in ***Paragraph. 2.8*** *of* ***Chapter II*** *of this report.*

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 the Public Account of the State are given in **Table 1.23**.

Table 1.23: Component-wise net balances in Public Account

(₹ in crore)

Sector	Sub-Sector	2020-21	2021-22	2022-23	2023-24	2024-25
I. Small Savings, Provident Funds, *etc.*	Small Savings, Provident Funds, *etc.*	29.54	4.27	0.35	(-)53.68	(-)139.57
J. Reserve Funds	(a) Reserve Funds bearing Interest	20.14	(-)14.73	(-) 33.61	(-) 22.22	(-) 89.54
	(b) Reserve Funds not bearing Interest	39.59	368.91	197.9	184.54	50.26
K. Deposits and Advances	(a) Deposits bearing Interest	(-)103.12	79.26	9.18	40.00	(-)13.81
	(b) Deposits not bearing Interest	43.93	(-)17.45	(-) 92.77	24.82	(-)10.92
	(c) Advances	0.00	0.00	0.00	0.00	0.00
L. Suspense and Miscellaneous	(a) Suspense	(-)11.08	(-)13.19	19.99	(-)43.74	22.15
	(b) Other Accounts	(-) 49.22	(-) 0.36	8.03	5.45	0.39
	(c) Accounts with Governments of Foreign Countries	0.00	0.00	0.00	0.00	0.00
	(d) Miscellaneous	0.00	0.00	0.00	0.00	0.00
M. Remittances	(a) Money Orders, and other Remittances	(-)16.30	(-)41.52	(-)124.50	23.97	(-)153.17
	(b) Inter- Governmental Adjustment Account	0.00	0.00	0.00	0.00	0.00
	Total	**(-)46.52**	**365.19**	**(-)15.43**	**159.14**	**(-)334.21**

Source: Finance Accounts of respective years
Note: +ve figures denote debit balance and -ve figures denote credit balances.

Net Public Account Receipts decreased by ₹493.35 crore over the previous year. The decrease was mainly due to a decrease in Reserve Funds (₹201.60 crore), Remittances (₹177.14 crore), Deposits and Advances (₹89.55 crore) and Small Savings, Provident Funds (₹85.89 crore), partly offset by an increase in Suspense and Miscellaneous (₹60.83 crore).

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 four interest-bearing funds and three Reserve Funds not bearing interest as on 31 March 2025. The fund balances lying in these Reserve Funds as on 31 March 2025 are given in **Table 1.24**.

Table 1.24: Detail 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						
1	State Disaster Response Fund	60.17	57.74	-	111.55	6.36
2	National Compensatory Afforestation Fund (NCAF)	1.21	-	-	-	1.21
3	State Compensatory Afforestation Fund (SCAF)	230.39	-	-	35.77	194.62
4	State Disaster Mitigation Fund	3.00	9.40	-	9.36	3.04
B Reserve Funds not bearing Interest						
1	Sinking Funds	1,369.32	13.69	-	-	1,383.02
2	Depreciation Reserve Funds of Government Commercial Departments/ Undertakings	0.24	-	-	-	0.24
3	Guarantee Redemption Fund	286.97	36.57	-		323.54
Grand Total		**1,951.31**	**117.40**	**-**	**156.68**	**1,912.03**

Source: Finance Accounts of respective years

1.4.3 Cash Balances

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

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

It is undesirable for the State Government to raise market loans while holding large unutilised cash balances, as it leads to idle funds rather than productive use. Cash balance and investment details for 2023-24 and 2024-25 are provided in **Table 1.25**.

Table 1.25: Cash Balances and their investment

(₹ in crore)

	Opening balance as on 01 April 2024	Closing balance as on 31 March 2025
A. General Cash Balances		
Cash in treasuries	4.63	4.63
Deposits with Reserve Bank of India	-490.96	-496.80
Deposits with other Banks	-	-
Remittances in transit – Local	-	-
Investments held in Cash Balance Investment Account	**-**	**-**
Sub-Total (A)	**-486.33**	**-492.17**
B. Other Cash Balances and Investments		
Cash with departmental officers *viz.* Forest and Public Works	52.26	72.52
Permanent advances with departmental officers for contingent expenditure	0.02	0.02
Investment of earmarked funds	1,280.87	1,331.13
Sub-Total (B)	**1,333.15**	**1,403.67**
Total (A + B)	**846.82**	**911.50**
Interest realised	2.23	1.87

Source: Finance Accounts of respective years

Details of Cash Balance Investment Account during the last five years is given in **Table 1.26**.

Table 1.26: Cash Balance Investment Account (Major Head-8673)

(₹ in crore)

Year	Opening Balance	Closing Balance	Increase (+) / Decrease (-)	Interest earned
2020-21	57.97	0	-57.97	2.08
2021-22	0	0	0	0.25
2022-23	0	0	0	1.63
2023-24	0	0	0	2.23
2024-25	0	0	0	1.87

Source: Finance Accounts of respective years

During the year 2024-25, the State Government maintained the minimum balance for 243 days without obtaining any advance. Thereafter, the State resorted to availing ordinary Ways and Means Advances (WMA) for 73 days, Special Drawing Facility for 18 days and Overdraft for 31 days for maintaining the minimum cash balance with the Reserve Bank.

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. **Charts 1.27** and **1.28** show receipts and expenditure of the State as a percentage of GSDP, during FY 2020-2025, respectively.

Chart 1.27: Receipts of the State

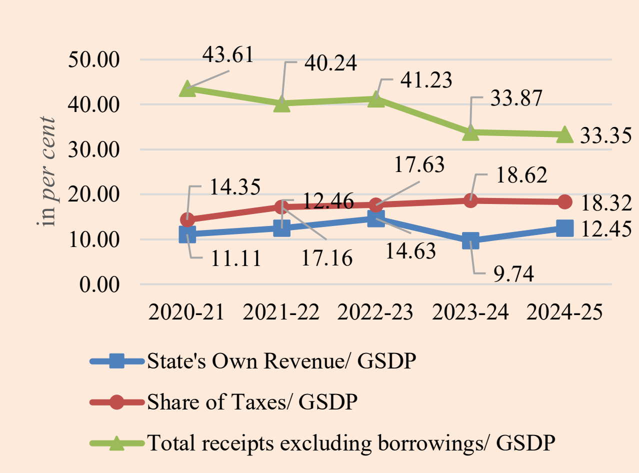
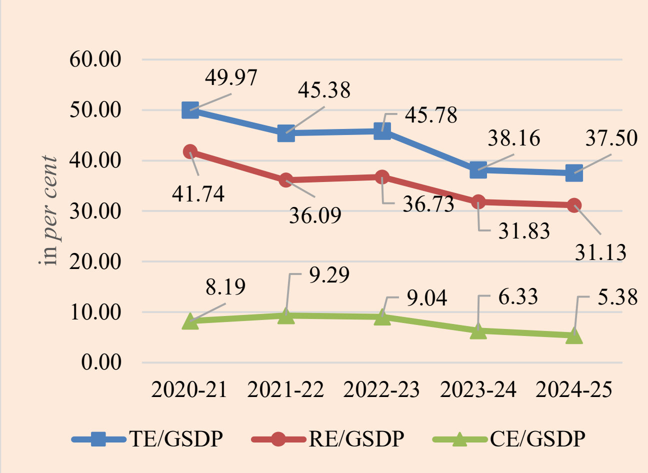


Chart 1.28: Expenditure of the State

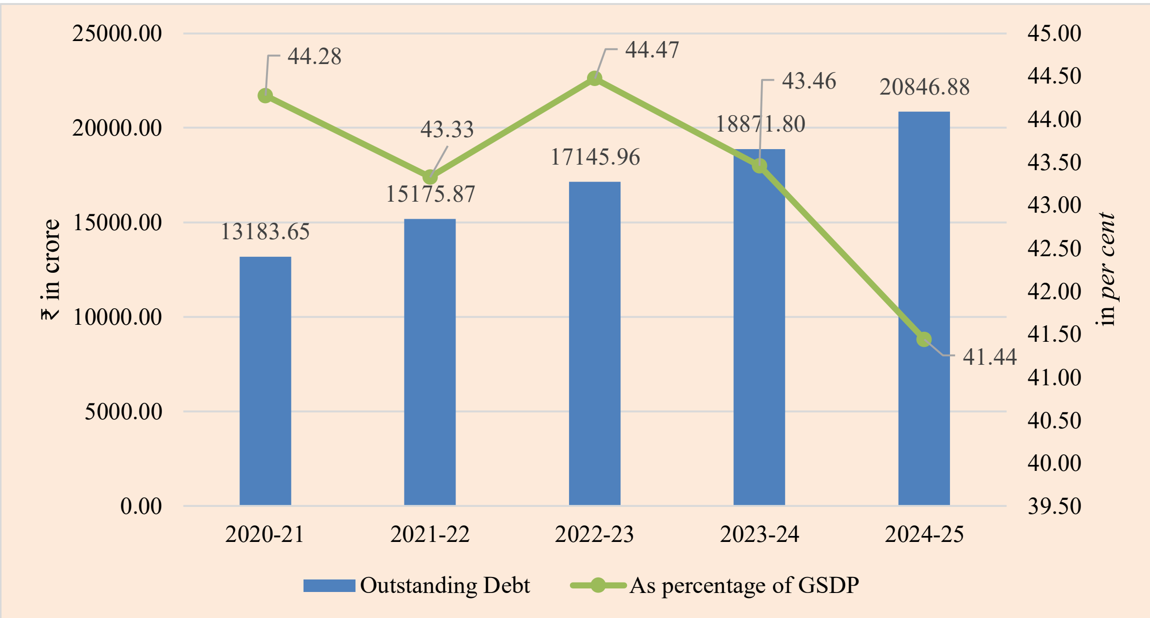


Source: Finance Accounts of respective years

1.5.1 Public Liability Management

Outstanding liability of the State along with its percentage to GSDP for the years 2020-21 to 2024-25 is depicted in **Chart 1.29**.

Chart 1.29: Outstanding Public Liability and its percentage to GSDP



Source: Finance Accounts of respective years

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 beginning from 2020-21 are presented in **Table 1.27**.

Table 1.27: Component-wise liability trends

(₹ in crore)

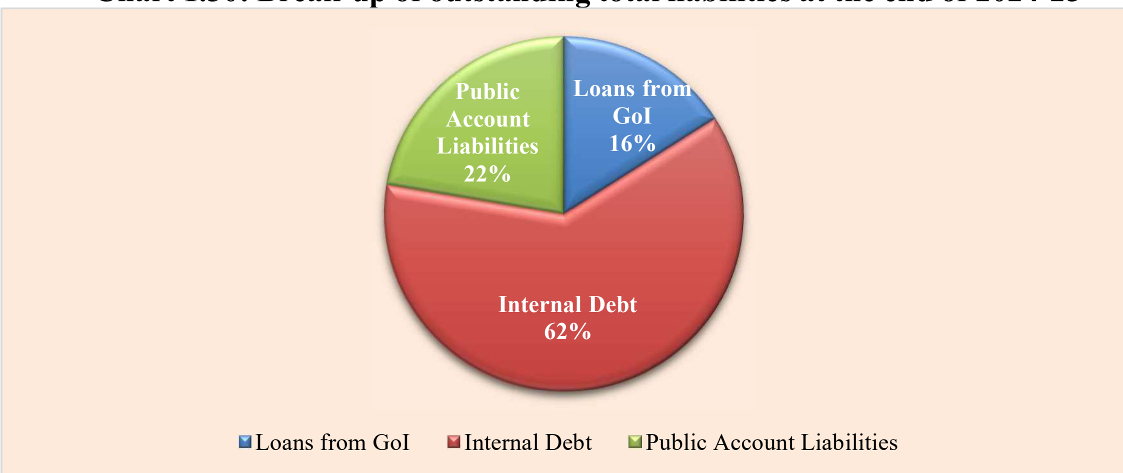
Components of fiscal liability	2020-21	2021-22	2022-23	2023-24	2024-25
Outstanding Total Liability	**13,183.65**	**15,175.87**	**17,145.96**	**18,871.80**	**20,846.88**
Public Debt	9,001.74	10,751.82	12,462.74	14,015.11	16,193.78
Internal Debt	*8,430.65*	*9,967.15*	*11,149.50*	*12,160.32*	*12,869.32*
*Loans from GoI**	*571.09*	*784.67*	*1,313.24*	*1,854.79*	*3,324.46*
Public Account Liabilities	4,181.91	4,424.05	4,683.22	4,856.69	4,653.10
Small Savings, Provident Funds, etc.	*1,508.83*	*1,513.10*	*1,513.45*	*1,459.77*	*1,320.20*
Reserve Funds bearing Interest	*365.32*	*350.59*	*316.98*	*294.77*	*205.22*
Reserve Funds not bearing Interest	*905.19*	*1,274.10*	*1,472.00*	*1,656.54*	*1,706.80*
Deposits bearing Interest	*105.86*	*7.00*	*194.30*	*234.30*	*220.49*
Deposits not bearing Interest	*1,296.71*	*1,279.26*	*1,186.49*	*1,211.31*	*1,200.39*
Rate of growth of outstanding total liability (*per cent*)	15.57	15.11	12.98	10.07	10.47
Gross State Domestic Product (GSDP)	29,776	35,027	38,552	43,425	50,309
Outstanding Total Liability/GSDP (*per cent*)	44.28	43.33	44.47	43.46	41.44
Borrowings and Other Liabilities					
Total Receipts	9,334.05	12,652.37	11,115.65	9,755.85	11,599.08
Total Repayments	7,587.95	10,902.29	9,404.72	8,203.48	9,420.41
Net funds available	1,746.10	1,750.08	1,710.93	1,552.37	2,178.67
Repayments/ Receipts (per cent)	81.29	86.17	84.61	84.09	81.22

Source: Finance Accounts of respective years
** No back-to-back loans received in lieu of GST compensation during the five-year period.*

As can be seen from the **Table 1.27**, over the last five years from 2020-21 to 2024-25, Total Outstanding Liabilities increased by ₹7,663.23 crore in 2024-25 as compared to 2020-21. Public Debt (excluding off-budget borrowings of ₹109.57 crore) constituted a major share of the outstanding debt and showed increase of an amount of ₹7,192.04 *i.e.* an increase of 79.90 *per cent* in 2024-25 over 2020-21. While the actual amount of Internal debt showed slight increases over the five-year period, a gradual declining trend in terms of growth rate was observed during the period. Loans and Advances from GoI also increased by 482.13 *per cent* in 2024-25 as compared to 2020-21. The Public Account liabilities of the State also increased by 11.27 *per cent* in the year as compared to 2020-21. In 2024-25, Internal Debt and Public Account liabilities constituted 61.73 and 22.32 *per cent* of the total liabilities respectively, as shown in **Chart 1.30**.

Break-up of outstanding total liabilities at the end of 2024-25 is shown in **Chart 1.30**.

Chart 1.30: Break-up of outstanding total liabilities at the end of 2024-25

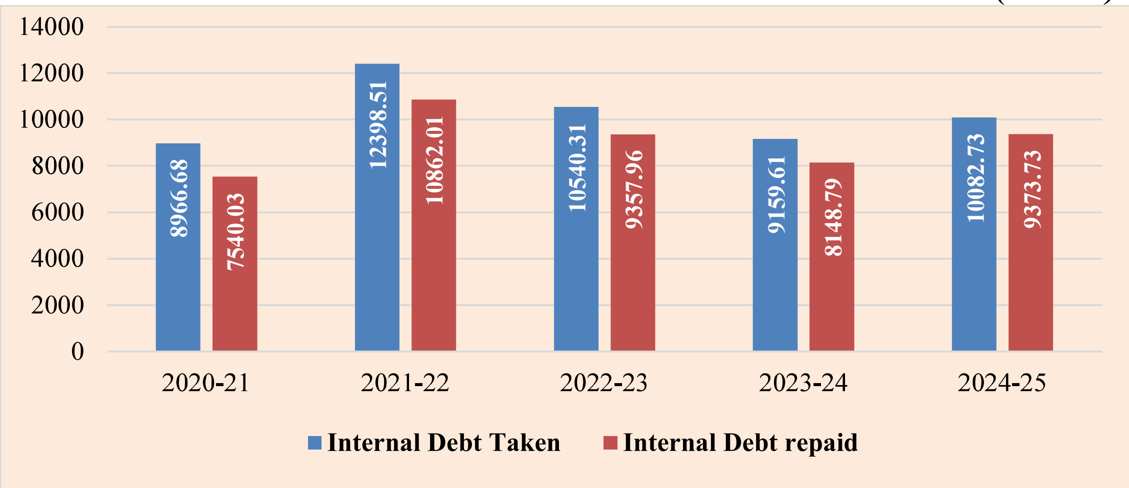


Source: Finance Accounts of respective years

Chart 1.31 depicts the quantum of internal debt taken *vis-à-vis* repaid during the period of five years i.e. 2020-25.

Chart 1.31: Internal debt taken *vis-à-vis* repaid

(₹ in crore)



Source: Finance Accounts of respective years

Internal debt of the State Government increased by ₹1,116.05 crore (12.45 *per cent*) in 2024-25 over the five-year period. An amount of ₹1,017.46 crore was paid towards interest on internal debt during 2024-25. During the entire five-year period, the bulk of the Internal Debt taken which ranged from 84.09 to 92.97 *per cent* was utilised for the repayment of earlier outstanding debt. This indicates that the State Government has not taken concerted efforts to rationalise its borrowings. This increase in borrowings increases the debt burden by increasing the short to medium term maturity profile of debt.

1.5.1.2 Utilisation of borrowed funds

Borrowed funds should ideally be used to fund capital creation and developmental activities. Using borrowed funds for meeting current consumption and repayment of interest on outstanding loans is not a healthy trend. **Table 1.28 and Chart 1.32** depict the utilisation and trends of borrowed funds during 2020-25, respectively.

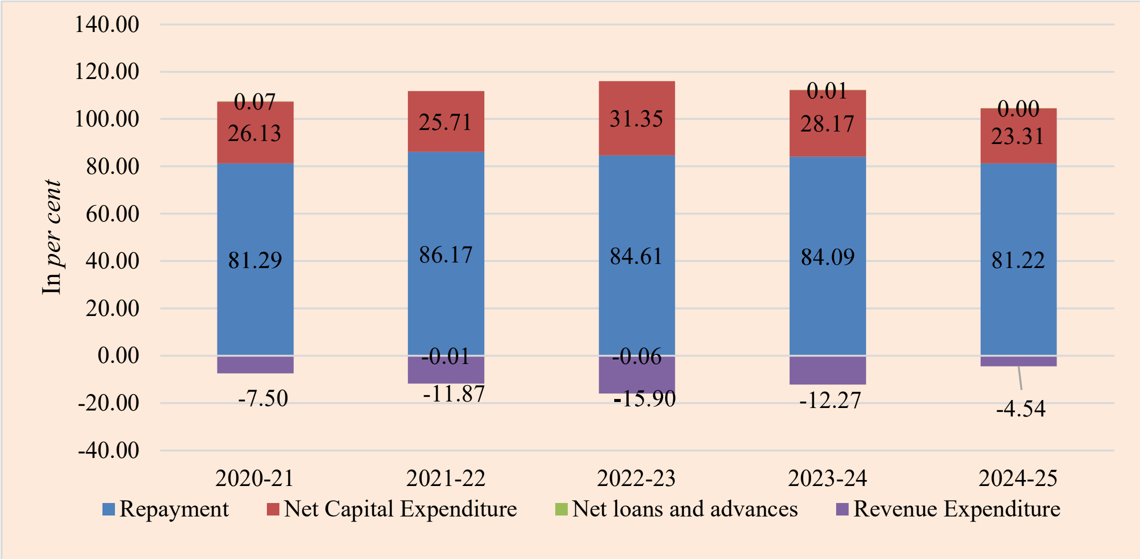
Table 1.28: Utilisation of borrowed funds

(₹ in crore)

Sl. No.	Year	2020-21	2021-22	2022-23	2023-24	2024-25
1	Total borrowings	9,334.05	12,652.37	11,115.64	9,755.85	11,599.08
2	Repayment of earlier borrowings (Principal)	7,587.95	10,902.29	9,404.72	8,203.48	9,420.41
3	Net capital expenditure	2,439.18	3,252.79	3,484.24	2,748.59	2,704.23
4	Net loans and advances	6.90	-0.76	-6.48	0.83	0.55
5	Portion of Revenue expenditure met out of net available borrowings	0	0	0	0	0

Source: Finance Accounts of respective years

Chart 1.32: Trends of utilisation of borrowed funds



Source: Finance Accounts of respective years

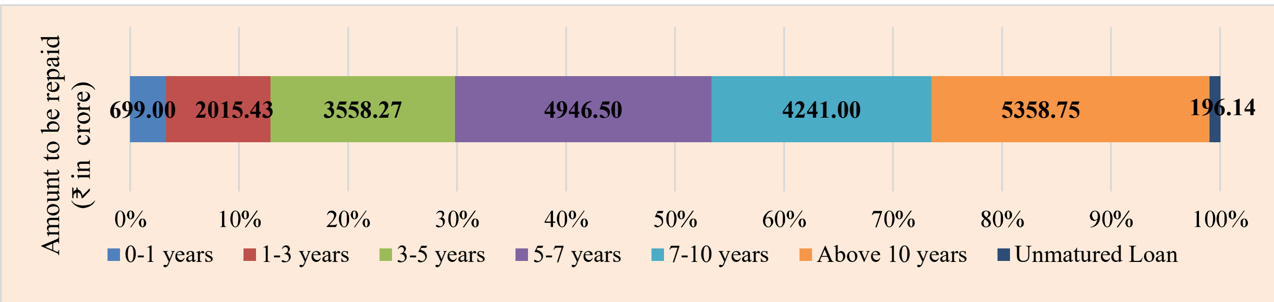
It can be seen from the **Table 1.28** and **Chart 1.32** that during the period 2020-2025, the State Government utilised 81.22 (2024-25) to 86.17 *per cent* (2021-22) of its borrowings for repayment of earlier borrowings. This indicated that a major part of the borrowed funds were being used mostly for meeting repayment of earlier borrowings during the period.

The balance amount of the current year's borrowings was not sufficient to meet Capital expenditure in any of the last five-year period. The borrowed funds were being used mainly for meeting repayment of earlier borrowings instead of Capital asset creation/ development activities. Unavailability of borrowings for creation of assets sets back economic growth by lowering productivity, employment generation and future returns which weakens long-term fiscal sustainability efforts.

1.5.1.3 Debt profile: Maturity and Repayment

Debt maturity and repayment profile indicate commitment on the part of the Government for debt repayment or debt servicing. Debt maturity profile of the State (excluding off-budget borrowings of ₹109.57 crore) is depicted in **Chart 1.33**.

Chart 1.33: Maturity Profile of Public Debt



Source: Finance Accounts of respective years

** Loan above 10 years includes an amount of ₹2976.75 crore received under Scheme for Special Assistance to States for Capital Expenditure as on 31 March 2025.*

Chart 1.33 indicates that the State Government will have to repay 15.25 *per cent* (₹2,015.43 crore) of its public debt within the next three years, 26.92 *per cent* (₹3,558.27 crore) between 3-5 years, 37.43 *per cent* (₹4,946.50 crore) between 5-7 years and 32.09 *per cent* (₹4,241.00 crore) between 7-10 years. It signifies that the State will have to repay 60.74 *per cent* (₹8,028.34 crore) within the next seven years and 80.49 *per cent* (₹10,638.89 crore) of its debt in the next ten years.

A concentrated short to medium-term maturity profile indicates potential rollover risks and liquidity pressure. A high concentration of liabilities maturing within the short to medium term (0-7 years) indicates potential debt bunching, increasing refinancing and liquidity pressure on the State.

1.5.1.4 Financing pattern of fiscal deficit

Table 1.29 depicts the financing pattern of the fiscal deficit during 2020-2025.

Table 1.29: Components of fiscal deficit and its financing pattern

(₹ in crore)

Particulars		2020-21	2021-22	2022-23	2023-24	2024-25
Fiscal Deficit		**-1891.90**	**-1803.18**	**-1756.55**	**-1863.34**	**-2090.89**
1	Revenue Surplus	554.18	1448.85	1734.17	884.42	1112.78
2	Net Capital Expenditure	-2439.18	-3252.79	-3484.24	-2748.59	-2704.23
3	Net loans and advances	-6.90	0.76	-6.48	0.83	0.56
4	Appropriation to Contingency Fund	-	-	-	-	500.00
Financing Pattern of Fiscal Deficit						
1	Contingency Fund	0	0	0	0	311.51
2	Market Borrowings	1154.03	1218.82	1147	1,076.00	1,037.00
3	Loans from GoI	319.44	213.58	528.58	541.55	1469.67
4	Special Securities issued to NSSF	-54.15	-54.16	-54.15	-54.02	-45.02
5	Loans from Financial Institutions	112.53	111.17	110.76	72.96	-44.64
6	Ways and Means Advances (Net)	214.24	260.67	-21.26	-84.12	-238.34
7	Small Savings, PF, *etc.*	29.54	4.27	0.35	-53.68	-139.57
8	Reserve Funds	59.74	354.18	164.29	162.32	-39.28
9	Deposits and Advances	-59.20	61.81	-83.59	64.82	-24.74
10	Suspense and Miscellaneous	11.08	-13.19	19.99	-43.74	22.15
11	Remittances	-16.31	-41.52	-124.5	23.96	-153.17
12	**Overall Deficit**	**1,770.94**	**2,115.63**	**1,687.47**	**1,706.05**	**2,155.57**
13	Increase/ Decrease in cash balance	120.96	-312.45	69.08	157.29	-64.68
14	**Gross Fiscal Deficit**	**1891.90**	**1803.18**	**1,756.55**	**1863.34**	**2,090.89**

Source: Finance Accounts of respective years

1.5.2 Post Audit Deficit Indicators

As per Finance Accounts of the State for the FY 2024-25, the Revenue Surplus of the state was ₹1,112.78 crore (2.22 *per cent* of GSDP), the fiscal deficit was ₹2,090.89 crore (4.16 *per cent* of GSDP), whereas the primary deficit was ₹1,068.66 crore (2.12 *per cent* of GSDP). However, Audit found that, during 2024-25, the State Government misclassified ₹0.61 crore of Revenue nature as capital expenditure *(Details are discussed in **Paragraph 2.5.6** of **Chapter-II** of this Report).*

This resulted in overstatement of Revenue surplus and understatement of fiscal deficit to that extent and the revenue surplus worked out to be ₹1,112.17 crore (2.21 *per cent* of the GSDP) while the fiscal deficit worked out to be ₹2,091.50 crore (4.16 *per cent* of GSDP) after Audit.

1.5.3 Fiscal Balance: Achievement of deficit and total debt targets

As per the Manipur FRBM (MFRBM) Act, 2005 and its amendments[7] aligned with the XV Finance Commission, the State aims to:

- eliminate revenue deficit and maintain the fiscal deficit within the ceiling of three *per cent* of GSDP;
- Limit the amount of outstanding Government guarantees as per the provisions of the Manipur Ceiling on State Government Guarantee Act, 2004; and
- Limit Salary expenditure excluding interest payments and pensions to 35 *per cent* of the State's Revenue Expenditure.

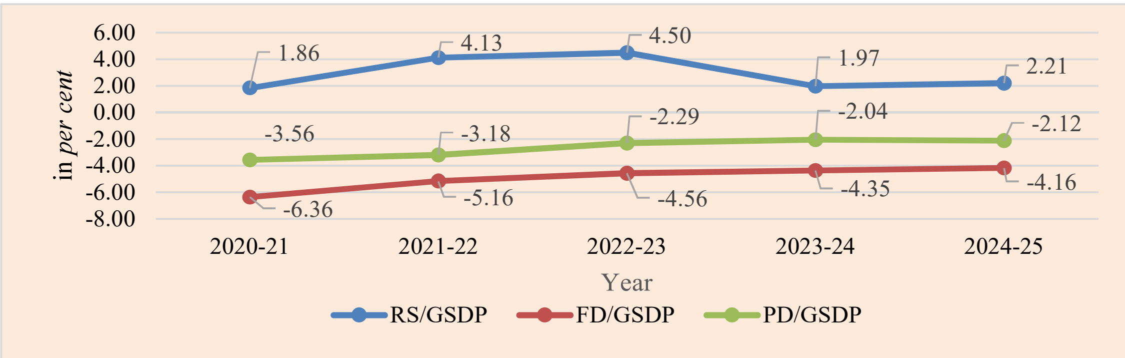
Achievements, *vis-à-vis* the fiscal targets, prescribed in the State FRBM Act for the FYs 2020-21 to 2024-25, post Audit are detailed in **Table 1.30**.

Table 1.30: Compliance with provisions of State FRBM Act post Audit

Fiscal Parameters		Achievement *vis-a-vis* targets set in the MFRBM				
		2020-21	2021-22	2022-23	2023-24	2024-25
Revenue Surplus (₹ in crore)	T*	Revenue Surplus				
	A**	552.49	1,446.31	1,733.58	857.53	1,112.17
Fiscal Deficit (as percentage of GSDP)	T	*3 per cent*				
	A	6.36	5.16	4.56	4.35	4.16
Ratio of total outstanding liability to GSDP (in *per cent*)	T***	MFRBM Act has not provided the targets after 2014-2025				
		(42.80)	(41.50)	(41.80)	(41.20)	(40.40)
	A	44.28	43.83	44.47[8]	43.46[9]	41.44[10]
Ratio of Salary expenditure to Revenue Expenditure (in *per cent*)	T	35.00	35.00	35.00	35.00	35.00
	A	36.54	38.26	38.66	40.56	37.75

** T – Targets, ** A - Achievements*
****Figures within the brackets for Outstanding Debt-GSDP ratios are the XIV FC/ XV FC projections.*
Source: Finance Accounts of respective years and MFRBM Act, 2005

Chart 1.34: Trend analysis of deficits post audit



Source: Finance Accounts of respective years

The targets set by XV 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 **Charts 1.35**, **1.36** and **1.37**.

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7 Amended five times (2017, 2020, 2021, 2022 and 2024) since the promulgation of the Principal Act in 2005

8 Off-budget borrowing of ₹180.51 crore during the year 2022-23 has not been considered for calculation of ratio

9 Off-budget borrowing of ₹153.07 crore during the year 2023-24 has not been considered for calculation of ratio

10 Off-budget borrowing of ₹109.57 crore during the year 2024-25 has not been considered for calculation of ratio

Chart 1.35: Revenue Surplus as a percentage of GSDP

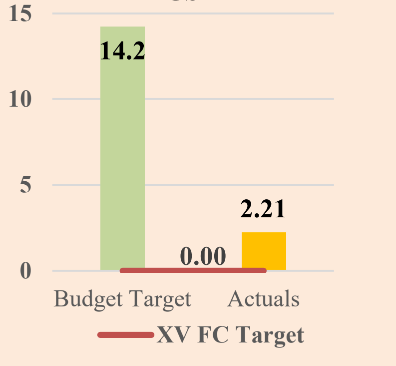


Chart 1.36: Fiscal Deficit as a percentage of GSDP

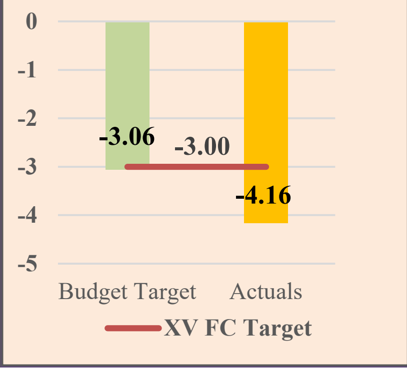
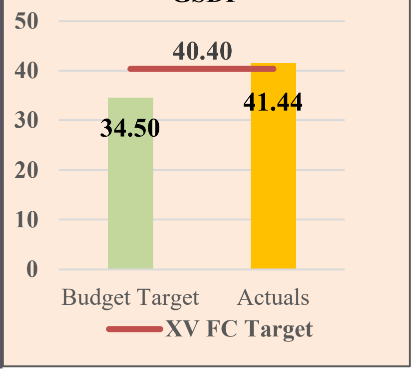


Chart 1.37 Outstanding Liability as a percentage of GSDP



Source: Finance Accounts and Budget documents, 2024-25

During the year 2024-25, the State could achieve the target fixed under MFRBM Act for maintaining Revenue Surplus. However, the State Government could not achieve the targets fixed for Fiscal deficit-GSDP ratio and those projected in the budget estimates. Further, the State Government did not fix targets for Outstanding Debt-GSDP ratio in the MFRBM Act after the year 2014-15. However, in terms of the XIV and XV Finance Commission's projections, the limits of the outstanding Debt-GSDP ratio were not achieved in any of the years during the five-year period.

The main factors contributing to the fiscal stress and non-compliance were:

- **High Non-Developmental Expenditure**: Fiscal Deficit (FD), despite registering a slight decrease to 4.16 *per cent* of GSDP during 2024-25 remained above the targets fixed for Fiscal deficit-GSDP ratio due to an increase in Revenue Expenditure.
- **Cumulative Effect of Past Borrowing**: The consistently high Outstanding Debt/ GSDP ratio (41 to 44 *per cent*) over the period is a result of past fiscal deficits, which required greater interest payments, consuming a growing portion of revenue receipts that could otherwise be used for services or deficit reduction.
- **Ineffective Budgetary Projections**: The wide variance between the Budget Targets (T) and the Actual Achievements (A), especially for the Revenue surplus in 2024-25, indicates a potential issue with the accuracy and realism of the initial budget estimates evidenced by the significant shortfall in Revenue Receipts for the year.

Breaching the level of the fiscal indicators continuously may lead to the risk of the fiscal situation becoming unmanageable, especially when the State Government is yet to contribute to the mandatory reserve funds like Guarantee Redemption fund, payment of implicit subsidies *etc*.

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 1.31**.

Table 1.31: Trends in Debt Sustainability Indicators

(₹ in crore)

Sl.	Debt Sustainability Indicators	2020-21	2021-22	2022-23	2023-24	2024-25
1	Overall Liabilities or Overall Debt	13,183.65	15,353.99	17,145.96	18,871.79	20,846.88
2	Rate of Growth of Overall Debt (*per cent*)	15.57	16.46	11.67	10.07	10.47
3	GSDP (in nominal terms)	29,776.00	35,027.00	38,552.00	43,425.00	50,309.00
4	Nominal GSDP growth (*per cent*)	-0.12	17.64	10.06	12.64	15.85
5	Overall Debt/GSDP (*per cent*)	44.28	43.83	44.47	43.46	41.44
6	Repayment to Gross Borrowings (*per cent*)	90.80	89.28	92.42	93.04	92.41
7	Net borrowings available as a percentage of Gross Borrowings	17.30	15.72	14.80	16.02	15.74
8	Interest payments on Overall Debt	831.60	690.80	874.19	976.58	1,022.23
9	Effective rate of interest on Overall Debt (*per cent*)	8.34	5.94	6.57	6.62	6.39
10	Interest payment to Revenue Receipts (*per cent)*	6.41	4.90	5.50	6.64	6.09
11	Revenue Surplus	554.20	1,448.90	1,734.20	884.42	1,112.78
12	Primary Revenue Balance (PRB)	1,385.78	2,139.65	2,608.36	1,861.00	2,135.01
13	Primary Balance (PB)	-1,060.30	-1,112.38	-882.36	-886.76	-1,068.66
14	PB/GSDP (*per cent*)	-3.56	-3.18	-2.29	-2.04	-2.12
15	Difference between RoI and effective rate of interest on Overall Debt	-6.67	-3.49	-6.31	-6.34	-6.39
16	Liquidity Management (use of financial accommodation instruments available with RBI) (in number of occasions)	7,482.66 (113)	10,741.47 (61)	8918.31 (69)	7,591.54 (71)	8518.88 (91)
17	Debt Stabilisation (Quantum spread + Primary balance)	-1,962.46	359.54	-392.66	44.95	492.53
18	**Domar gap**					
a	GSDP (in constant terms)	18,073.00	19,981.00	21,198.00	22,858.00	25,241.00
b	Real Growth (in constant terms)	-5.81	10.56	6.09	7.83	10.43
c	Inflation based on CPI (*per cent*)	5.92	1.41	1.42	9.95	6.50
d	Effective Rate of interest	8.34	5.94	6.57	6.62	6.39
e	Real effective rate of interest (Effective rate of interest-Inflation)	2.42	4.54	5.15	-3.33	-0.11
f	Growth Interest Differential (Real growth- Real effective rate of interest)	-8.22	6.02	0.94	11.16	10.53
g	Primary Balance (PB)	-5.87	-5.57	-4.16	-3.88	-4.23

Source: Finance Accounts of respective years

* *Outstanding Public Debt is the sum of outstanding balances under the Heads 6003-'Internal Debt' and 6004-'Loans and Advances from the Central Government'.*

(i) Debt to GSDP ratio

A low value of debt to GSDP ratio indicates that the State's economy is vibrant to pay the debt without incurring further debt. A high Debt to GSDP ratio signifies that the State's burden is substantial compared to its economic output and indicates financial vulnerability and reduced fiscal flexibility. This implies that debt-GSDP ratio of the State is to follow consistent improvement or remain stable.

During last five-year period, the Debt-to-GSDP ratio of the State exhibited a fluctuating trend. The ratio decreased from 2020-21 to 2021-22, increased from 2021-22 to 2022-23 and thereafter showed a continued decreasing trend till 2024-25. In the year 2024-25 it decreased by 2.02 *per cent* against the previous year.

The State continued to breach the XV FC targets and ceilings sets under the FRBM Act since 2020-21 (except 2021-22 FRBM ceiling). This indicates that the State consistently over utilised the available fiscal space, leading to an unbounded debt-GSDP ratio.

A lower ratio would provide the State with greater fiscal flexibility, allowing it to potentially handle economic shocks better without compromising on development or social spending.

(ii) GSDP/ Debt Growth Comparisons

When rate of nominal growth is more than the rate of growth of debt and rate of real growth is more than real rate of interest, GSDP growth is feasible for debt servicing; when these inequalities are reversed, the debt is on the sustainable path or say GSDP growth should be robust enough to cover debt growth so as to service the debt without using fresh borrowings

During 2020-21 to 2024-25, the State generally satisfied the sustainability conditions, with nominal GSDP growth rates above the growth rate of debt in three out of five years, except during the years 2020-21 and 2022-23.

(iii) Primary Balances

A positive primary revenue balance and primary balance indicate that there has been an adequate surplus under the revenue account to discharge interest obligations, or should decline, if in negative territory, for a sustainable debt path.

During 2020-21 to 2024-25, the State experienced negative Primary Balances (PB). However, during the period, Primary Revenue balance (PRB) remained positive, suggesting that the State's revenue base can meet most revenue expenditure needs before meeting the Interest Payments. A positive PRB and occasional positive PB indicate that while the debt path has had sustainable moments, persistent negative PB could add stress to debt sustainability if the trend persists.

(iv) Interest Payment Ratios

A declining trend in interest payment as percentage to revenue receipts and interest payment as a percentage to revenue expenditure is an indication of sustainable debt, whereas an increasing trend indicates an unsustainable debt trajectory.

During 2020-21 to 2024-25, Interest Payment as a percentage of Revenue Receipts showed a fluctuating trend. From the year 2021-2024, it showed an increasing trend, which indicates that more of the State's revenue was being allocated towards interest payments. However, the percentage decreased during 2024-25 as compared to the previous year, which would contribute to sustainable fiscal management. This trend, if continued, will lead to stable and sustainable debt management.

(v) Maturity Profile

The maturity profile captures redemption pressure of the State. Higher maturity indicates lower redemption pressure in medium term. As the State will have to repay 61 *per cent* (₹8,028.34 crore) of its debt within the next seven years it gives a picture that the State eroded the value of its debt during these years which poses roll-over risk in short and medium term.

(vi) Debt Stabilisation Indicator {Fiscal Imbalance (FB)}

Debt Stabilisation Indicator {Fiscal Imbalance (FB)} equals to zero indicates that Debt/ GSDP ratio would remain constant. While positive FB signals fall in Debt/ GSDP ratio and *vice-versa*.

Over the five-year period (2020-2025) considered for debt sustainability analysis, FB remained positive in 2021-22, 2023-24 and 2024-25, helping the State limit the increase in its debt burden. However, the average debt-GSDP ratio remained over 40 *per cent*, implying that the State needs to exhibit fiscal prudence to keep its debt sustainable, at least to bring it in line with the indicative debt path set by the Finance Commission specially since no targets have been set under the State FRBM Act after 2014-15.

During 2020-21 to 2024-25, the overall balance remained positive, which would contribute positively to debt sustainability.

(vii) Domar Criterion

Based on the Domar criterion, the State generally maintained sustainable debt practices as the Growth Interest Differential (GID) is positive in four out of five years except during 2020-21. It shows that the real growth exceeded the real effective interest rate in four out of five years, except during the year 2020-21. A consistently positive GID mitigates the impact of the adverse primary balance, while a negative GID, as seen in 2020-21 (-8.22 *per cent*), mainly due to the COVID pandemic, reflects an unsustainable period, likely due to lower economic output. Maintaining a positive differential through prudent fiscal policies and economic growth can foster a more sustainable debt environment.

The State's debt as a percentage of GSDP, with an exception for 2022-23 followed a downward trajectory and reduced from 44.28 *per cent* in 2020-21 to 41.44 *per cent* in 2024-25. Fiscal sustainability risk:

i) In both real and nominal terms, the State's debt has grown faster than the GSDP and reached a historic high in 2024-25, indicating a significant accumulation of debt alongside a decline in its value. This poses a rollover risk in the short and medium term and makes future borrowing more expensive, which implies that high load of debt will impact the economic growth adversely or slow down rather than having a multiplier effect.

ii) As per the macro fiscal parameters, such as ceiling on public debt, revenue and fiscal deficit and ceiling on guarantees given by the State Government in a particular year and as on 31st March of that year, the Government's fiscal sustainability is a concern as indicated by the rising ratios of revenue deficit-GSDP, fiscal deficit-GSDP, and outstanding liability-GSDP. Although Revenue Surplus was maintained and the guarantees provided by the government were within the targets fixed, the State Government failed to meet the targets for fiscal deficit-GSDP and outstanding liability-GSDP ratios. These trends highlight the need for the government to address fiscal imbalances and work towards sustainable financial management.

1.5.5 Status of Guarantees - Contingent Liabilities

Guarantees are contingent liabilities on the Consolidated Fund in case of borrower defaults. The State extends guarantees for loans raised by entities like statutory corporations, boards, local bodies, and co-operative institutions. As per the MFRBM Act, 2005, outstanding guarantees must not exceed thrice the State's Own Tax Revenue Receipts of the second preceding year. Details of the guarantees and status of outstanding guarantees to total receipts for the last five years are given in **Table 1.32**.

Table 1.32: 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 (*i.e.* thrice the State's Own Tax Revenue Receipts of the second preceding year)	3,138.15	3,603.36	3,883.47	4,945.50	5.603.70
Outstanding amount of guarantees at the beginning of the year	478.18	598.32	868.55	1,177.16	1,505.82
Outstanding guarantees at the end of the year	667.19	861.32	1,177.16	1,482.56	1,557.02

Source: Finance Accounts and Manipur ceiling on State Government Guarantee Act, 2004.

The outstanding guarantees for ₹1,557.02 crore as on 31 March 2025 was in respect of Urban Development and Housing (₹494.47 crore); Power (₹838.30 crore); and Others *viz.* Khadi & Village Industries and Manipur Police Housing Corporation (₹224.25 crore).

The Government extended guarantees within the limits prescribed in the Manipur Ceiling on State Government Guarantee Act, 2004 indicating fiscal prudence. However, guarantee commission which was to be charged at a minimum of one *per cent* of guaranteed amount (₹0.98 crore) under the Act, was not received by the State Government during 2024-25.

As can be seen from **Table 1.32**, the outstanding guarantees is on an increasing trend throughout the five-year period, reflecting on gradual building up of contingent liabilities. If the borrowers default on their loans, the government will bear the liability, which could strain public finances, lead to higher fiscal deficits and pose potential risks to debt sustainability.

1.5.6 Pathways to Fiscal Stability

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

1.5.6.1 Improving revenues of the State

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

A & B. Arrears of Revenue and arrears in assessment

There were no arrears of revenue due to the State Government as on 31 March 2025. Further, there were no cases of arrears of assessment pending at the beginning of the year in 2024-25. The number of new cases also remained nil, resulting in nil cases at the end of the year.

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.

There were no cases of evasion of taxes pending at the beginning of the year in 2024-25. The number of new cases detected during the year were also nil due to which the number of cases pending as on 31 March 2025 remained nil.

1.5.6.2 Issues on expenditure side

A. Fiscal stress from committed expenditure and subsidies

Charts 1.38 and **1.39** depicts Committed expenditure and subsidies together as a percentage of Revenue Receipts and Revenue Expenditure during the FY 2020-2025 respectively.

Chart 1.38: Committed Expenditure and Subsidies as a percentage of Revenue Receipts

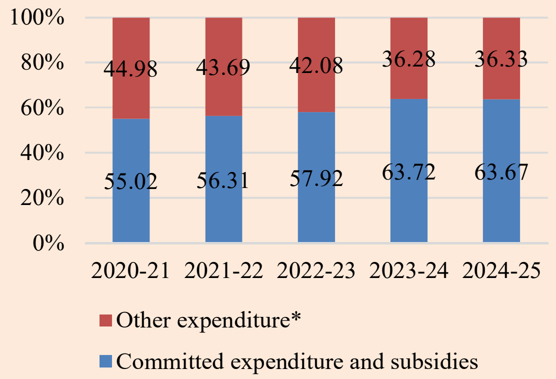
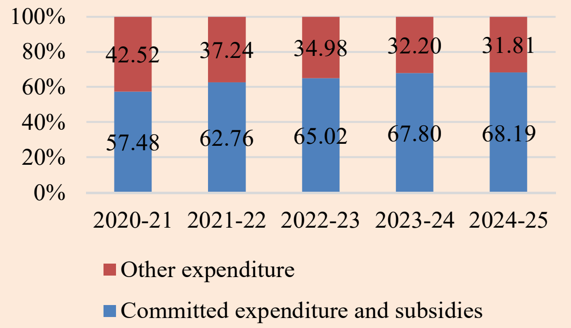


Chart 1.39: Committed Expenditure and Subsidies as a percentage of Revenue Expenditure



Source: Finance accounts of respective years.

* *Other expenditure denotes the fiscal space available after consumption of Committed expenditure and salaries.*

In 2024-25, the State's committed expenditure of ₹10,341.68 crore, comprising Salaries and wages (₹5,913.18 crore), pensions (₹3,406.27 crore) and interest payments (₹1,022.23 crore) accounted for approximately 61.65 *per cent* of the Revenue Receipts. In addition, subsidies amounted to ₹339.20 crore, bringing the total rigid expenditure to ₹10,680.88 crore, which was nearly 63.67 *per cent* of the State's revenue receipts.

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

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

B. 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 1.33** (based on information provided by the State Government for ***Appendix-IX*** of the Finance Accounts Volume II for the year 2024-25).

Table 1.33: Capital blocked in incomplete projects

(₹ in crore)

<table>
<tr><th colspan="4">Age profile of incomplete projects as on</th><th colspan="3">Department-wise profile of incomplete projects</th></tr>
<tr><th colspan="4">31 March 2025</th><th colspan="3">till 31 March 2025</th></tr>
<tr><th>Year</th><th>No. of incomplete projects</th><th>Estimated cost</th><th>Expenditure incurred (as on 31 March 2025)</th><th>Department</th><th>No. of incomplete projects</th><th>Estimated Cost (Expenditure incurred)</th></tr>
<tr><td>2018</td><td>3</td><td>8.50</td><td>2.80</td><td>Manipur State Power Company Limited (MSPCL)</td><td>7</td><td>447.35
(251.81)</td></tr>
<tr><td>2019</td><td>6</td><td>59.72</td><td>42.67</td><td>Minority Affairs and Backward Classes (MoBC)</td><td>38</td><td>299.01
(191.66)</td></tr>
<tr><td>2020</td><td>23</td><td>334.46</td><td>245.63</td><td>Public Works Department (PWD)</td><td>90</td><td>195.26
(30.06)</td></tr>
<tr><td>2021</td><td>21</td><td>107.01</td><td>64.91</td><td rowspan="5">Education</td><td rowspan="5">3</td><td rowspan="5">4.49
(0.00)</td></tr>
<tr><td>2022</td><td>8</td><td>148.70</td><td>14.98</td></tr>
<tr><td>2023</td><td>18</td><td>211.74</td><td>89.04</td></tr>
<tr><td>2024</td><td>58</td><td>74.76</td><td>13.50</td></tr>
<tr><td>2025</td><td>1</td><td>1.22</td><td>0.00</td></tr>
<tr><th>Total</th><th>138</th><th>946.11</th><th>473.53</th><th>Total</th><th>138</th><th>946.11
(473.53)</th></tr>
</table>

Source: Finance accounts of respective years

It can be seen from **Table 1.33** that out of the estimated cost of ₹946.11 crore on these 138 ongoing projects, ₹473.53 crore was spent as of 31 March 2025. Therefore, due to non-completion of these 138 projects, CE of ₹473.53 crore remained blocked. The 138 incomplete projects pertain to four Departments *viz*. Manipur State Power Company Limited (MSPCL), Education, Minorities and other Backward Classes (MoBC) and Public Works Department (PWD).

Analysis of the above 138 incomplete projects revealed the following:

- Out of 138 incomplete works, 32 incomplete projects were aged five years and more.
- Works in respect of one project (estimated cost ₹two crore) had achieved 100 *per cent* physical progress. However, no expenditure had been incurred till the end of 2025.
- No expenditure was incurred upto 2024-25 in 38 projects (year of commencement from 2018).

Of the 138 projects lying incomplete, the highest number of incomplete projects pertains to the Public Works Department (90 projects with an estimated cost/ initial budget cost of ₹195.26 crore and expenditure of ₹30.36 crore up to 31 March 2025.

Delay in completion of work invites the risk of escalation in the cost of the works besides depriving the benefits of the project to the State.

C. 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 had accumulated several undischarged liabilities during the year 2024-25, which have significant implications for fiscal sustainability. These include:

- Un-discharged interest liabilities totalling ₹33.92 crore.
- Un-recouped Contingency Fund amounting to ₹188.50 crore
- Off-budget borrowings and other liabilities not captured in the debt stock amounting to ₹109.57 crore.
- Non-transfer of State matching share in State Disaster Response Fund amounting ₹55.56 crore.
- Non-transfer of the Manipur Building and Other Construction Workers' Welfare Cess amounting to ₹0.86 crore.
- Non-transfer of grants to the Central Road and Infrastructure amounting to ₹15.19 crore.

The cumulative value of these un-discharged liabilities amounted to ₹403.60 crore, which is equivalent to 0.80 *per cent* of the GSDP and 19.30 *per cent* of the Fiscal Deficit for the year 2024-25.

Audit recommends that the State Government disclose and address all un-discharged liabilities transparently and make provisions for timely discharge of these obligations to avoid future fiscal stress.

1.6 Conclusions

The State's fiscal analysis for the period reveals persistent structural imbalances and mounting stress on fiscal sustainability, primarily due to sustained dependence on borrowings and a significant share of committed expenditure in total spending.

The buoyancy of the State's Own Revenue (SOR) with respect to GSDP improved significantly in 2024-25 compared to the previous year. It turned positive in 2024-25 from the negative value recorded in 2023-24. This reflects a relatively higher growth rate of revenue receipts and improved responsiveness to economic growth. However, revenue buoyancy remained below one, in four out of the five years, during 2020-2025. This indicated that revenue growth did not keep pace with the growth of GSDP in most of the years. The highest buoyancy during the period was observed in 2022-23 (3.22), reflecting exceptionally strong revenue growth relative to GSDP in that year.

During the period 2020-2025, the State consistently met the Revenue Surplus targets fixed under the MFRBM Act. This indicates adherence to fiscal discipline. The Revenue Surplus rose by ₹228.36 crore in 2024-25 over the previous year, while the highest was achieved during the year 2022-23.

Revenue Expenditure increased by ₹1,841.07 crore (13.32 *per cent*) over the previous year. It constituted the major share of Total Expenditure during the five-year period 2020-2025, ranging between 79.53 and 83.54 *per cent*. This indicated a high proportion of spending on committed and operation expenses, leaving relatively limited fiscal space for capital investment.

Inflexible expenditure, which is part of Revenue Expenditure, includes Committed Liabilities and Subsidies, remained high during 2020-2025. A marginal decline in growth rate was observed only in 2024-25 compared to the previous year. As a proportion of Revenue Receipts, it ranged between 55.02 and 63.67 *per cent* during the period. The high share of inflexible expenditure indicated that a significant portion of revenue was absorbed by obligatory expenditure, thereby limiting the fiscal space available for developmental and capital expenditure.

Capital Expenditure fluctuated during 2020-2025 and declined continuously in 2023-24 and 2024-25. Its share in Total Expenditure remained low, between 16.39 and 20.46 *per cent*. This shows that a relatively small portion of the State's spending was directed towards asset creation. The decline in recent years may affect infrastructure growth and long-term economic development.

Fiscal Deficit increased from 2020-21 to 2022-23 and declined thereafter up to 2024-25, while Capital Expenditure moved in the opposite direction. This indicated that borrowings were not primarily utilised for capital asset creation. Instead, they were used to finance Revenue Expenditure and appropriation to the Contingency Fund in 2024-25.

During the period 2020-2025, the State earned 'Nil' dividends on investment in three out of five years, while during 2022-23 and 2024-25 the dividends were ₹21.62 crore and ₹12.52 crore on its investments. Over the five-year period, the gap between borrowing cost and return on PSU investments amounted to ₹4,361.26 crore.

During 2020-2025, the State's Debt–GSDP ratio generally showed a declining trend, except for an increase in the years 2021-22 and 2022-23. The State Government did not fix targets for the Outstanding Debt–GSDP ratio in its MFRBM Act after 2014-15. Further, the Debt–GSDP ratio exceeded the limits projected by the XIV and XV Finance Commissions in all the years during 2020-2025.

The State Government utilised between 81.22 *per cent* (2024-25) and 86.17 *per cent* (2021-22) of its borrowings for repayment of earlier loans, during 2020-2025. This showed that borrowings were largely used for servicing past debt rather than for capital asset creation or developmental activities.

During 2020-25, the State recorded negative Primary Balances. However, the Primary Revenue Balance remained positive. This indicated that revenue receipts were sufficient to meet revenue expenditure before interest payments. Although the overall balance remained negative, which indicated fiscal stress. As per the Domar criterion, the positive Growth–Interest Differential, in four out of five years, suggested that debt remained broadly sustainable.

Outstanding guarantees showed an increasing trend during the five-year period. This indicated a gradual build-up of contingent liabilities. In the event of default by the borrowers, the Government would have borne the liability. This could have strained public finances, increased fiscal deficits and posed risks to debt sustainability.

1.7. Good practices

Manipur's fiscal management is characterised by several good practices that contribute to its fiscal stability and sustainability:

- **Revenue Generation**: The State Government has made efforts to enhance its own tax revenue through improved tax administration and a broader tax base. This has shown significant progress but remains a significant challenge.
- **Fiscal Responsibility**: The Manipur Fiscal Responsibility and Budget Management (MFRBM) Act, 2005, ensures prudence in fiscal management and fiscal stability. The State aims to achieve sufficient revenue surplus, reduce fiscal deficit and manage debt in a sustainable manner.
- **Debt Management**: The State is able to maintain the outstanding guarantees within the prescribed limits. This helps in managing the state's debt obligations effectively.

- **Fiscal Policy**: The State follows a medium-term fiscal policy that includes revenue deficit grants, grants for local bodies, and other financial allocations. This ensures that the State can meet its fiscal obligations while maintaining fiscal discipline.

These practices reflect Manipur's commitment to effective fiscal management, balancing development needs with debt sustainability.

1.8. Recommendations

The State Government may-

- *adopt a disciplined borrowing strategy focused on asset creation, strengthen revenue mobilisation, control committed expenditure and strictly adhere to FRBM norms.*
- *take steps to increase collection of Own Tax and Non-tax Revenue by focusing on other potential areas apart from State Goods and Services Tax.*
- *strengthen revenue mobilization by improving tax compliance, updating property valuation systems, and enforcing a clear non-tax revenue policy, especially for dividends, and interest receipts, and revising user charges and fees periodically.*
- *rationalise revenue expenditure and committed liabilities, better targeting of subsidies, and controlling interest payments to create fiscal space for developmental spending.*
- *enhance capital expenditure quality and prioritization by increasing allocations to infrastructure sectors, avoiding misclassification of expenditures, and ensuring capital outlay keeps pace with economic growth.*
- *keep up the trend of achieving the projections on major fiscal parameters made in the Manipur FRBM Act through prudent financial management and increase the Revenue Surplus and to keep fiscal deficit within the limit of the projection of the Manipur FRBM Act.*
- *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.*

Chapter II
Budgetary Management

Chapter-II: Budgetary Management

This chapter reviews Manipur's budgetary process, revealing significant gaps between budget estimates and actual expenditure, with issues like excess spending, persistent savings, and last-minute fund surrenders. It highlights weaknesses in financial planning, control, and compliance, stressing the need for realistic budgeting, timely fund utilisation, and modern practices like gender and green budgeting.

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 "the Annual Financial Statement (Budget)" is to be laid before the State Legislature. The estimates of the expenditure show 'charged' and 'voted' items[1] of expenditure separately and distinguish expenditure on revenue accounts from other expenditures. Legislative authorisation is necessary before incurring any expenditure by the State Government.

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

- ✓ Annual Financial Statement
- ✓ Demand for Grants
- ✓ Budget at a Glance
- ✓ Revised Estimates and Demands for Supplementary Grants
- ✓ Statements mandated under FRBM Act
- ✓ Others

2.2 Budget projection and gap between expectation and actual

Efficient management of tax administration/ other receipts and public expenditure holds the balance for optimum utilisation of resources, strengthens scheme implementation and monitoring capacity and achievement of fiscal targets. Persistent savings/ excesses indicate a need for improvement in the underlying budgetary processes.

Details of total appropriation obtained from the State Legislature, actual expenditure and savings during the Financial Year (FY) 2024-25 are summarised in **Table 2.1**.

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

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

(₹ in crore)

Nature of Expenditure		Details of Grant/ Appropriation		Total	Actual Expenditure	Savings(-)/ Excess (+)	Surrender during 2024-25	
		Original	Supplementary				Amount	*Per cent*
Voted	I. Revenue	20,071.10	936.48	21,007.58	14,768.62	-6,238.96	1,705.57	8.12
	II. Capital	8,615.61	373.99	8,989.60	2,704.38	-6,285.22	2,469.71	27.47
	III. Loans & Advances	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Total		**28,686.70**	**1,310.47**	**29,997.18**	**17,473.00**	**-12,524.18**	**4,175.28**	**13.92**
Charged	IV. Revenue	1,188.45	12.01	1,200.46	1,071.30	-129.16	21.50	1.79
	V. Capital	2.61	0.99	3.61	0.40	-3.20	1.50	41.60
	VI. Public Debt Repayment*	5,653.45	537.97	6,191.42	9,920.41	3,728.99	0.00	0.00
Total		**6,844.51**	**550.97**	**7,395.48**	**10,992.11**	**3,596.63**	**23.00**	**0.31**
Appropriation to Contingency Fund (if any)		0.00	500.00	500.00	500.00	0.00	0.00	0.00
Grand Total		**35,531.22**	**1,861.44**	**37,392.66**	**28,465.11**	**-8,927.55**	**4,198.28**	**11.23**

Source: Appropriation Accounts, 2024-25

*Note *: The figure is inclusive of the amount under Appropriation to Contingency Fund*

The total provision for expenditure in 2024-25 was ₹37,392.66 crore. The actual gross expenditure during the year was ₹28,465.11 crore. This resulted in savings of ₹8,927.55 crore in 2024-25, of which only ₹4,198.28 crore (11.23 *per cent*) was surrendered. All surrenders were made on 31 March 2025, indicating that anticipated savings were not identified in a timely manner during the year. Such surrenders defeated the objective of surrender and re-appropriation mechanisms, resulting in avoidable retention of funds till the close of the financial year and are indicative of weak financial monitoring.

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

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

(₹ in crore)

	2020-21	2021-22	2022-23	2023-24	2024-25
Original Budget	21,224.30	29,123.51	35,204.61	35,273.79	35,531.22
Supplementary budget	5,533.23	9,001.92	3,115.26	3,545.82	1,861.44
Total budget (TB)	**26,757.53**	**38,125.43**	**38,319.87**	**38,819.61**	**37,392.66**
Revised Estimate (RE)	25,340.75	32,660.96	35,953.29	32,859.60	33,193.38
Actual Expenditure (AE)	22,505.98	26,855.94	27,096.84	24,801.93	28,465.11
Savings	4,251.55	11,269.49	11,223.03	14,017.68	8,927.55
Percentage of supplementary to the original provision	26.07	30.91	8.85	10.05	5.24
Percentage of overall saving/excess to the overall provision	15.89	29.56	29.29	36.11	23.88
TB - RE	1,416.78	5,464.47	2,366.58	5,960.01	4,199.28
RE - AE	2,834.77	5,805.02	8,856.45	8,057.67	4,728.27
(TB-RE) as *percentage* of TB	5.29	14.33	6.18	15.35	11.23
(RE-AE) as *percentage* of TB	10.59	15.23	23.11	20.76	12.64

Source: Annual Financial Statement and Appropriation Accounts of respective years

The analysis of the State's budgetary operations reveals systemic weaknesses in financial planning and execution, characterised by persistent under-utilisation of allocated funds and poor reconciliation of estimates. There was lack of efficient management to strengthen the scheme implementation, optimise resources and achieve fiscal targets.

For the financial year 2024-25, the State exhibited a substantial gap between budgetary expectations and actual spending, resulting in a net overall saving of ₹8,927.55 crore against the Total Budgetary Provision of ₹37,392.66 crore.

Under-utilisation (Savings): The majority of the savings occurred in Voted Expenditure, indicating a failure to execute planned schemes. This includes significant savings in both Voted Revenue (₹6,238.96 crore) and Voted Capital expenditure (₹6,285.22 crore) during 2024-25.

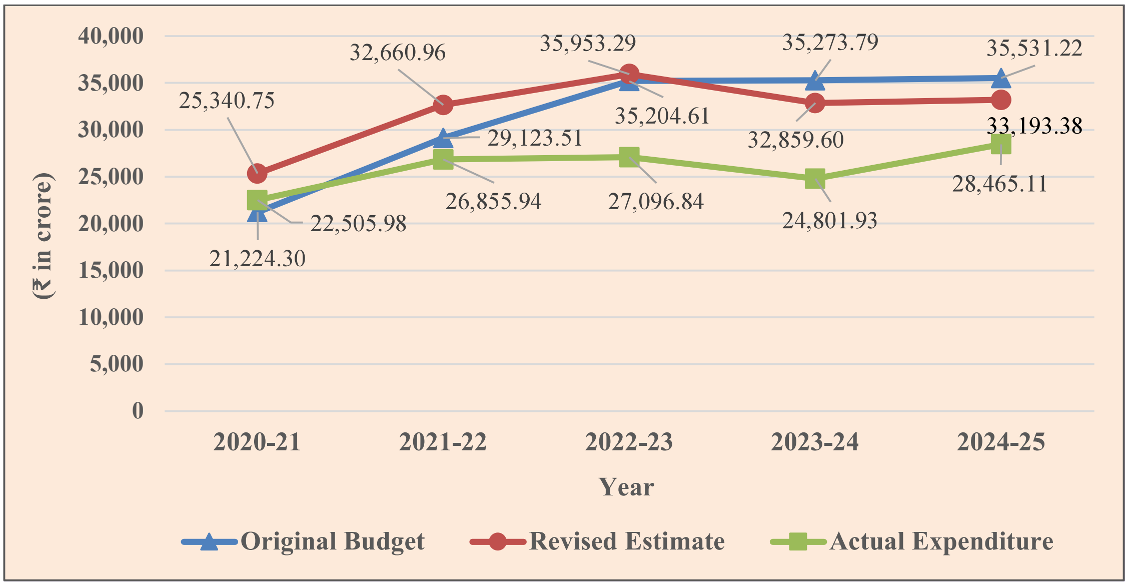
Excess Expenditure (Charged): A substantial excess expenditure of ₹3,728.99 crore was incurred under Charged Public Debt-Repayment. This excess in non-discretionary spending, coupled with under-spending in developmental (Voted) sectors, points to an acute mismatch between resource allocation and actual financial priorities during 2024-25.

Supplementary Provision: The supplementary budget constituted 5.24 *per cent* of the original provision during 2024-25, which was a decrease from the previous year.

Table 2.2 shows that supplementary provision of ₹1,861.44 crore (March 2025) during 2024-25 constituted 5.24 *per cent* of the original provision as against 10.05 *per cent* in the previous year.

Trends in the original budget, revised estimate, and actual expenditure for the period 2020-21 to 2024-25 are given in **Chart 2.1**.

Chart 2.1 Trend showing Budget Estimate, Revised Estimate and Actual Expenditure



Source: Appropriation Accounts and Budget Documents of respective years

It can be seen from **Chart 2.1** that over the years from 2020-21 to 2022-23, the Revised Estimate (RE) was higher than the Total Budget (TB) of the State and during 2023-24 to 2024-25, the RE was lower than the TB of the State. The gap between the RE and the TB fluctuated over the five years, indicating an estimation error.

In terms of percentage, the RE was 5.29 *per cent* lower than the TB in 2020- 21, which increased to 11.23 *per cent* in 2024-25. Further, the percentage of Actual Expenditure

(AE) during the same period was also lower than the RE throughout the period and it ranged between 10.59 *per cent* and 23.11 *per cent*. There were overall savings during the period 2020-25, and supplementary provisions during the years 2021-22 to 2024-25 proved unnecessary since the expenditure did not come up even to the level of original budget provisions.

This reflects that budgetary allocations were based on unrealistic proposals as Budget Estimates of the State were inflated, and the Actual Expenditure was less than the budgetary provisions.

2.2.1 Component/ Services-wise analysis of budgetary provisions and expenditure

Component-wise analysis of the Budget and Expenditure for the year 2024-25 is summarised in **Table 2.3**.

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

(₹ in crore)

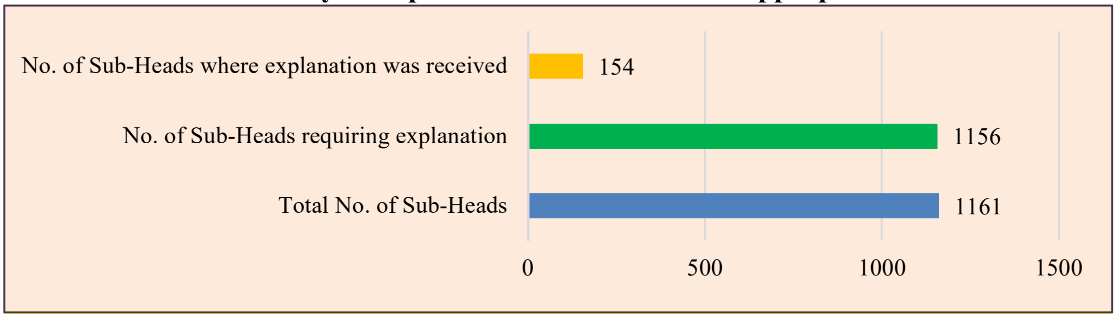
Component	Total Budget	Total Expenditure	Percentage of Total Budget	Percentage of Total Expenditure	Percentage of expenditure against the total Budget
1	2	3	4	5	6 (= (3/2)*100)
Committed Expenditure	10,972.30	10,356.04	36.51	58.71	94.38
State Schemes	5,283.41	2,712.50	17.58	15.38	51.34
Central Share for CSS	11,500.69	3,160.25	38.27	17.92	27.48
State Share for CSS	937.21	609.00	3.12	3.45	64.98
EAP - Externally Aided Projects	1,360.68	800.11	4.53	4.54	58.80

Source: Finance Accounts, 2024-25

As can be seen from **Table 2.3**, the combination of under-spending of the Central Share (27 *per cent* utilisation), the State Share (65 *per cent* utilisation), the State schemes (51 *per cent* utilisation) and EAP (59 *per cent* utilisation) suggest profound defects in budgetary planning and financial management. Savings in the Central Share meant that the State missed out on maximising central financial assistance, denying the intended benefits of the CSS programs, while basic operational spending (Committed Expenditure) was executed efficiently. Also, the State could not utilise its self-funded schemes and EAP efficiently.

Summary of explanation for variation in Appropriation Accounts is as shown in **Chart 2.2**.

Chart 2.2: Summary of Explanation for Variation in Appropriation Accounts



Source: Information furnished by O/o the PAG(A&E), Manipur

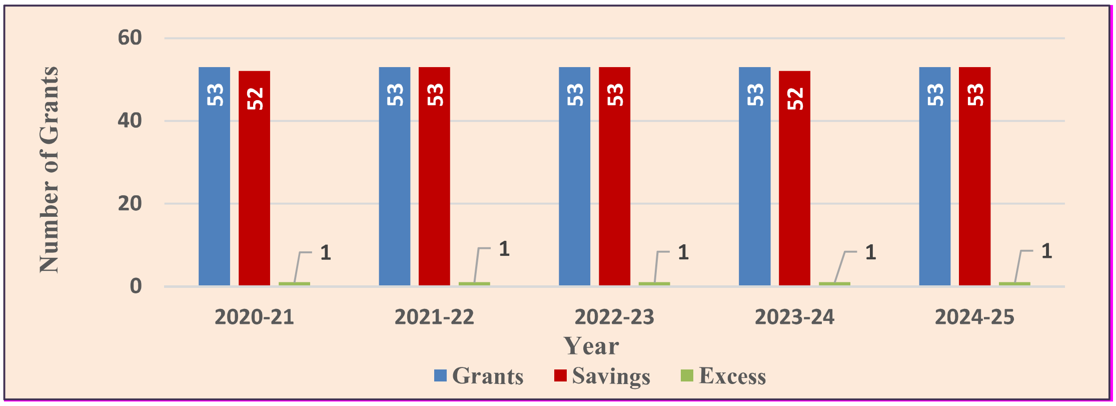
2.3 Budget marksmanship

Expenditure Composition Outturn

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

A year-wise analysis of grants, excesses, and savings provides valuable insights into the efficiency of budget execution and financial management by the State. It has been depicted in **Chart 2.3**.

Chart 2.3: Year-wise Grants, Excesses, and Savings



Source: Appropriation Accounts and Budget documents of respective years

The expenditure composition outturn for the year 2024-25 is given in **Table 2.4**.

Table 2.4: Expenditure composition overall deviation

Section	Overall Deviation (in *per cent*)	Range of Deviation (in *per cent*)	Number of Grants/ Appropriation
Revenue (Voted)	(-) 23.45	0 to ± 25	35
		± 25 to ± 50	12
		± 50 to ± 100	6
		≥ 100	0
Capital (Voted)	(-) 58.52	0 to ± 25	12
		± 25 to ± 50	10
		± 50 to ± 100	31
		≥ 100	0
Revenue (Charged)	(-) 10.84	0 to ± 25	49
		± 25 to ± 50	3
		± 50 to ± 100	0
		≥ 100	1

Section	Overall Deviation (in *per cent*)	Range of Deviation (in *per cent*)	Number of Grants/ Appropriation
Capital (Charged)	(-) 60.18	0 to ± 25	50
		± 25 to ± 50	0
		± 50 to ± 100	3
		≥ 100	0
In two Grants (Grant Nos. 33 and 38), no provision was included in the original budget; however, a provision was made under the Capital section in the Revised Estimate.			

Source: Appropriation Accounts, 2024-25 and Budget documents

As can be seen from **Table 2.4**, there were deviations in outturn compared with RE in both the Revenue and Capital Sections.

The deviations between actual outturn and Revised Estimates indicate that the RE stage did not serve its intended purpose of realistically reassessing revenues and expenditures in light of the financial position prevailing during the year. Revised Estimates are expected to closely mirror the likely actuals, as they are prepared towards the end of the financial year with the benefit of substantial expenditure data. Significant variations in the outturn *vis-à-vis* RE reflect inadequate forecasting and weak budgetary discipline, deficient monitoring mechanisms during the latter half of the financial year and a lack of timely corrective action to align expenditure with available resources.

Such deviations weaken the reliability of RE as a management tool and raise concerns regarding the effectiveness of financial planning and internal controls. Persistent mismatches between RE and actuals may also point to systemic issues in budget preparation, including over-provisioning, unrealistic projections or delayed expenditure authorisation.

2.4 Appropriation Accounts

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

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

2.5 Budgetary and accounting process

2.5.1 Expenditure incurred without authority of law

No money shall be withdrawn from the Consolidated Fund of the State except under an appropriation made by law passed in accordance with the provisions of Article 204 of the Constitution. Paragraph 2.8.1 of the Manipur Budget Manual 2024 stipulates that after the Demands for Grants are voted and passed by Assembly, an Appropriation Bill is introduced in the Assembly seeking to '*authorise payment and appropriation of the sums so voted, as well as those required for meeting the charged expenditure from and out of the Consolidated Fund of State for the services during the financial year*'. Paragraph 5.7.3 of the Manipur Budget Manual 2024 further provides that no expenditure can be incurred in anticipation of a Supplementary or Additional Grant or Appropriation, and no expenditure under a Head against which no provision exists can be incurred prior to provision of funds by Re-appropriation. It was, however, observed that an expenditure of ₹47.35 crore (***Appendix 2.1***) was incurred in four cases (more than ₹Two crore in each case) under various components of one Appropriation during the year 2024-25 without having any provision in the original budget estimates/ supplementary demands and without issuing any re-appropriation orders to this effect.

2.5.2 Excess expenditure and its regularisation

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

A. Excess expenditure during current year

There was an excess disbursement of ₹3,728.99 crore over the authorisation made by the State Legislature under one Appropriation during 2024-25 as indicated in **Table 2.5**.

Table 2.5: Excess expenditure during 2024-25 requiring regularisation

(₹ in crore)

Grant/ Appropriation No.	Details of Grant/ Appropriation	Amount of excess expenditure required to be regularised
Appropriation No.2	***Capital Charged*** Interest Payment & Debt Services	3728.99
Total		**3728.99**

Source: Appropriation Accounts, 2024-25

B. Regularisation of excess expenditure of previous financial years

Excess disbursements pertaining to previous years pending regularisation from the State Legislature are shown in **Table 2.6**.

Table 2.6: Excess expenditure relating to previous years requiring regularisation

(₹ in crore)

Year	Grant/ Appropriation No.	Details of Grant/ Appropriation	Amount of excess required to be regularised as commented in the Appropriation Accounts	Status of regularisation
2019-20	Appropriation No. 2	*Revenue Charged* Interest Payments Debt Services	8.16	Not regularised
	Appropriation No. 2	*Capital Charged* Interest Payments Debt Services	2121.77	
2020-21	Appropriation No. 2	*Revenue Charged* Interest Payments Debt Services	208.80	
	Appropriation No. 2	*Capital Charged* Interest Payments Debt Services	3876.27	
2021-22	Appropriation No. 2	*Capital Charged* Interest Payments Debt Services	3316.41	
2022-23	Appropriation No. 2	*Capital Charged* Interest Payments Debt Services	1674.41	
2023-24	Appropriation No. 2	*Capital Charged* Interest Payments Debt Services	1478.99	
	Appropriation No. 2	*Revenue Charged* Interest Payments Debt Services	29.74	
	Grant No. 1	*Revenue Charged* State Legislature	0.51	
Total			**12715.06**	-

Source: Appropriation Accounts of respective years

To strengthen the legislative oversight over the expenditure from the Consolidated Fund of the State, these excess expenditures need to be regularised at the earliest, and measures to contain the recurrence of such excesses may be taken by the State Government.

During the Exit Conference (January 2026), the State Government (Finance Department) stated that the process for regularisation of excess expenditure pertaining to 2019-20 to 2023-24 is yet to be initiated as the report of the PAC is awaited, and efforts will be made to carry out work.

2.5.2.1 Persistent excess expenditure in certain Grants

Audit scrutiny revealed that in one case under one Appropriation, there was persistent excess expenditure of more than ₹10 crore in each case during the last five years, as detailed in **Table 2.7**.

Table 2.7: Persistent excess expenditure during 2020-21 to 2024-25

(₹ in crore)

Sl. No.	Description of Grant/ Appropriation	2020-21	2021-22	2022-23	2023-24	2024-25
1.	Appropriation No. 2 - Interest Payment & debt Services					
	Grant	4,334.49	8,480.69	8,693.40	7,671.33	7,304.56
	Expenditure	8,419.56	11,593.09	10,278.91	9,180.06	10,937.88
	Excess	4,085.07	3,316.41	1,674.41	1,508.73	3,728.99

Source: Appropriation Accounts of respective years

All the existing cases of excess expenditure need to be regularised at the earliest and, in future, such un-voted expenditure may be completely stopped.

During the Exit Conference (January 2026), the State Government (Finance Department) stated that the process for regularisation of excess expenditure pertaining to 2019-20 to 2023-24 was yet to be initiated as the report of the PAC was awaited and efforts would be made to make the corrections as far as possible.

2.5.3 Supplementary Grants rendered non-essential

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

It was noticed that in eight instances **(*Appendix 2.2)***, even though the supplementary provisions (₹One crore or more in each case) of ₹501.16 crore were made (March 2025), the expenditure (₹2,847.07 crore) did not come up to the original provisions (₹6,533.52 crore) during the year 2024-25. Similarly, supplementary provisions of ₹787.56 crore in six cases (₹One crore or more in each case) proved non-essential **(*Appendix 2.3*)** as the full amount of supplementary provisions could not be utilised.

It was further observed that there were persistent savings under Grant No. 48 (*Revenue-Voted*) during the five-year period of 2020-21 to 2024-25 and supplementary provisions proved unnecessary since the expenditure did not come up even to the level of original budget provisions. Details of persistent savings under Grant No. 48 (*Revenue-Voted*) are shown in **Table 2.8**.

Table 2.8: Persistent savings under Grant No. 48 during 2020-21 to 2024-25

(₹ in crore)

Number and name of grant or appropriation		2020-21	2021-22	2022-23	2023-24	2024-25
48	Relief and Disaster Management	26.76	43.47	97.51	75.26	229.94

Source: Appropriation Accounts of respective years

Savings occurring out of the original provision during each of the last five years indicated over-estimation at the budgeting stage and inadequate consideration of past expenditure trends, leading to avoidable retention of funds.

2.5.4 Injudicious re-appropriation of funds

Re-appropriation is the transfer of funds within a grant from one unit of appropriation to another unit where additional funds are needed. During 2024- 25, re-appropriation orders under 40 grants amounting to ₹47,969.41 crore were issued. All re-appropriation orders were issued on 31 March 2025.

Further, in the eight Head of Account (***Appendix 2.4,* Sl. No. 1-8**), reduction of provision exceeding ₹One crore through re-appropriation orders effected by various departments proved injudicious as there was excess expenditure under these cases. In 66 Head of Accounts (***Appendix 2.4,* Sl. No. 9-74**), augmentation of provision also proved unnecessary because expenditure was either equal to or did not come up to the level of original/ supplementary budget provision.

ANALYSIS OF DETAILED REVIEW OF SELECTED GRANT

Details of unnecessary re-appropriation of provision under selected Grant No. 7 (in three Head of Accounts) are shown in **Table A.**

Table A: Details of unnecessary re-appropriation of provision

(₹ in crore)

Sl. No.	Head of Account	Original	Re-appropriation	Total	Actual Expenditure	Savings (-)/ Excess (+)
1	2055-001-04 (V)	30.00	7.50	37.50	30.00	-7.50
2	2055-003-01 (V)	38.61	2.80	41.41	36.78	-4.63
3	2055-109-01 (V)	668.37	3.30	706.65	658.46	-48.20
Total		**736.97**	**13.60**	**785.56**	**725.24**	**-60.33**

Source: Detailed Appropriation Accounts, 2024-25

It can be seen from **Table A** that during the year 2024-25, augmentation of provision exceeding ₹One crore in each case through re-appropriation amounting ₹13.60 crore proved unnecessary as the expenditure was either equal or did not come up to the level of the original provision.

During the Exit Conference (January 2026), the State Government (Finance Department) stated that though Supplementary Grants and Re-appropriation amounts have been provisioned, actual expenditure could not be made due to financial constraints and lack of actual funds at the time of execution.

2.5.5 Unspent amount and surrendered appropriation and/or large savings/ surrenders

Budget proposals should strive to optimise all foreseeable expenditure to appropriate spending levels to balance the quality of expenditure and reduce underutilisation of budgeted funds. Timely surrenders by the spending units are an important mechanism for optimal reallocation within the approved budget.

The analysis of grants/ appropriations showed that in 15[2] cases (under 14 grants) during the year 2024-25, the savings (excluding surrenders) exceeded ₹100 crore in each case (***Appendix 2.5)***. Out of which, in 11 grants/ appropriations, no expenditure

[2] *Revenue (Voted): nine cases and Capital (Voted): six cases*

vis-à-vis the total grant amounting to ₹55.92 crore was incurred during the year 2024-25. Details are given in **Table 2.9**.

Table 2.9: Entire grant remaining unutilised during the financial year 2024-25

(₹ in crore)

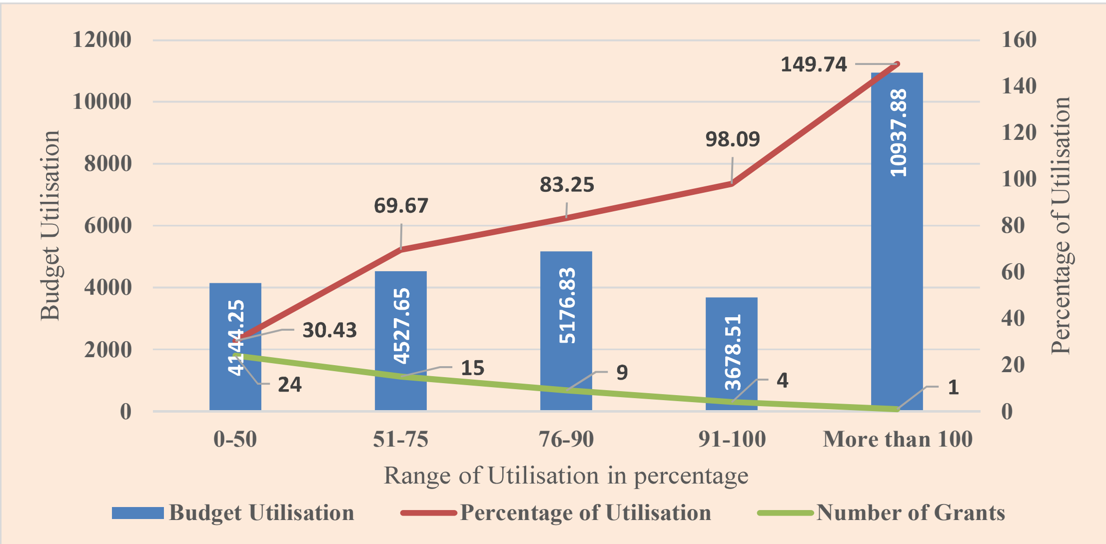
Sl. No.	Number and name of grant/ appropriation		Total Budget Provision
A-Capital (Voted)			
1	2	Council of Ministers	0.80
2	4	Land Revenue Stamps & Registration and District Administration	5.40
3	14	Department of Tribal Affairs and Hills Development	39.71
4	16	Co-operation	1.25
5	27	Election	0.20
6	35	Stationery and Printing	1.20
7	37	Fisheries	2.90
8	38	Panchayat	0.03
9	49	Economics and Statistics	1.23
Sub Total (A)			**52.72**
B-Capital (Charged)			
1	3	Secretariat	2.20
2	8	Public Works Department	1.00
Sub Total (B)			**3.20**
Grand Total (A + B)			**55.92**

Source: Appropriation Accounts, 2024-25

Further, it was also observed that in 14[3] cases under 13 grants, there was persistent saving exceeding ₹100 crore in each case (***Appendix 2.6)*** during 2022-23 to 2024-25.

Details of grants grouped by the percentage of utilisation, along with total savings/ excess during 2024-25 have been shown in ***Appendix 2.7*** and **Chart 2.4**.

Chart 2.4: The distribution of the number of Grants/ Appropriations grouped by the percentage of utilisation along with total Budget utilisation



Source: Appropriation Accounts, 2024-25

It was noticed that savings under five Grants and one Appropriation amounting to ₹3,409.05 crore (***Appendix 2.8)*** were not surrendered at all.

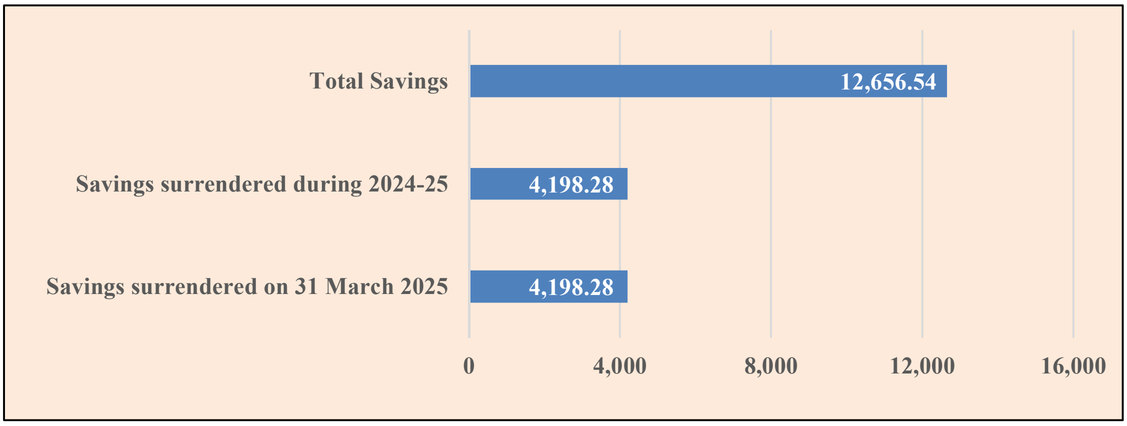
3 *Revenue (Voted): eight cases and Capital (Voted): six cases*

Details of savings (exceeding ₹10 crore in each case), ₹4,146.77 crore, surrendered on the last day of March 2025 are given in ***Appendix 2.9***.

Chart 2.5 depicts the total savings during the year, surrendered during the year and surrendered on the last day of March 2025.

Chart 2.5: Savings and surrender for the year 2024-25

(₹ in crore)



Source: Appropriation Accounts, 2024-25

Analysis of **Chart 2.5** revealed that 33.17 *per cent* of the savings were surrendered on 31 March 2025.

ANALYSIS OF DETAILED REVIEW OF SELECTED GRANTS

During 2024-25, under **Grant Nos. 7** and **15 (**in three cases under three Sub-Heads**)**, the entire original budget provision of ₹7.99 crore was not utilised. The details are shown in **Table B**.

Table B: Non-utilisation of the entire Budget provision

(₹ in crore)

Sl. No.	Head of Account	Description	Total Budget Provision	Expenditure	Savings
Grant No. 7					
1	2055-00-116-02 (V)	Cyber Crime Prevention Against Women and Children (CCPWC) (Central Share)	5.99	0.00	5.99
Sub Total			***5.99***	***0.00***	***5.99***
Grant No. 15					
2	2408-01-102-01 (V)	Transportation of Food Grains	1.00	0.00	1.00
3	2408-01-800-05 (V)	Computerisation of TPDS (Central Share)	1.00	0.00	1.00
Sub Total			***2.00***	***0.00***	***2.00***
Grand Total			**7.99**	**0.00**	**7.99**

Source: Appropriation Accounts, 2024-25

It was observed that the entire savings of ₹7.99 crore was neither re-appropriated nor surrendered during the year.

During the Exit Conference (January 2026), the State Government (Finance Department) stated that, though a budget provision was made, the State did not receive all the provisioned Central funds from the GoI, which resulted in savings.

2.5.6 Misclassification between Revenue Expenditure and Capital Expenditure

As per rule 30 of the Government Accounting Rules, 1990, expenditure that only results in the creation of concrete, material and permanent assets should be classified as capital expenditure.

During the financial year 2024-25, the State Government had booked ₹12,625.19 crore as Capital Expenditure. Of which, an expenditure of ₹0.61 crore under Head 4408-01-190-01 of Revenue nature had been booked under Capital Expenditure. Thus, there was a misclassification of ₹0.61 crore, resulting in an overstatement of Revenue Surplus and Fiscal Deficit to that extent. The resulting Revenue Expenditure, after Audit, for 2024-25, was ₹1,584.60 crore.

During the Exit Conference (January 2026), the State Government (Finance Department) stated that the misclassification would be corrected.

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

Several policy initiatives taken up by the Government are wholly or partially not executed due to non-approval of scheme guidelines/modalities, non- commencement of works for want of administrative sanction, non-release of budget, *etc*. It was observed that in 11 cases under seven grants, there was an outlay of ₹239.81 crore (₹10 crore or more in each case), but no expenditure was incurred, resulting in non-implementation of the schemes as shown in ***Appendix 2.10***.

Further, under eight schemes, there was an approved outlay of ₹12.55 crore, which was fully withdrawn in the revised outlay as shown in ***Appendix 2.11***. This resulted in non-implementation of the schemes to that effect.

The Budget Speech had announced several policy programmes and initiatives to be carried out during the FY 2024-25. Accordingly, budget provision had been made under various Heads of Accounts to implement these programmes and initiatives.

However, it was observed that in seven programmes, there was no/ less expenditure than the budget provision incurred during 2024-25 as shown in **Table 2.10**.

Table 2.10: Non/ less utilisation of the Budget provision

(₹ in crore)

Sl. No.	Grant No.	Head of Account	Description of Sub-Head	Original	Re-Appropriation	Total Budget	Expenditure	Savings(-)/ Excess(+)
1	10	2202-02-800-10 (V)	Lairik Tamhalasi	0.50	0.00	0.50	0.00	-0.50
2	10	2202-03-800-14 (V)	Chief Minister (CM)'s Scholarship Scheme for Civil Service Aspirants	0.50	0.00	0.50	0.00	-0.50
3	10	4202-01-600-01 (V)	College Fagathansi Mission	10.00	-7.00	3.00	0.00	-3.00
4	10	4202-01-600-01 (V)	School Fagathansi Programme	10.00	-8.00	2.00	0.00	-2.00
5	11	2210-06-800-10 (V)	CM's Mentstrual Hygienic Scheme (CMMHS)	0.84	0.00	0.84	0.00	-0.84
6	10	2202-03-800-15 (V)	CM's College Students Rehabilitation Scheme (CMCSRS)	2.00	0.00	2.00	0.26	-1.74
7	11	2210-06-800-09 (V)	CM's Health for All Scheme	5.00	0.00	5.00	1.77	-3.23
Total				**28.84**	**-15.00**	**13.84**	**2.03**	**-11.81**

Source: Detailed Appropriation Accounts, 2024-25

During the Exit Conference, the State Government (Finance Department) stated that there were programmes for which there were no proper guidelines for their implementation. Further, lack of awareness and accessibility by the public could be another reason for not availing the benefits of the programme. It is evident from the reply that the Department is underprepared due to reasons that ultimately affected the implementation of the programme and initiatives of the Government.

2.5.8 Rush of expenditure

Rule 62(3) of the General Financial Rules provides that a 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 quarterly details of expenditures incurred across all Grants are shown in ***Appendix 2.12***.

Details of expenditure at the last quarter ending 2024-25 are shown in **Table 2.11**.

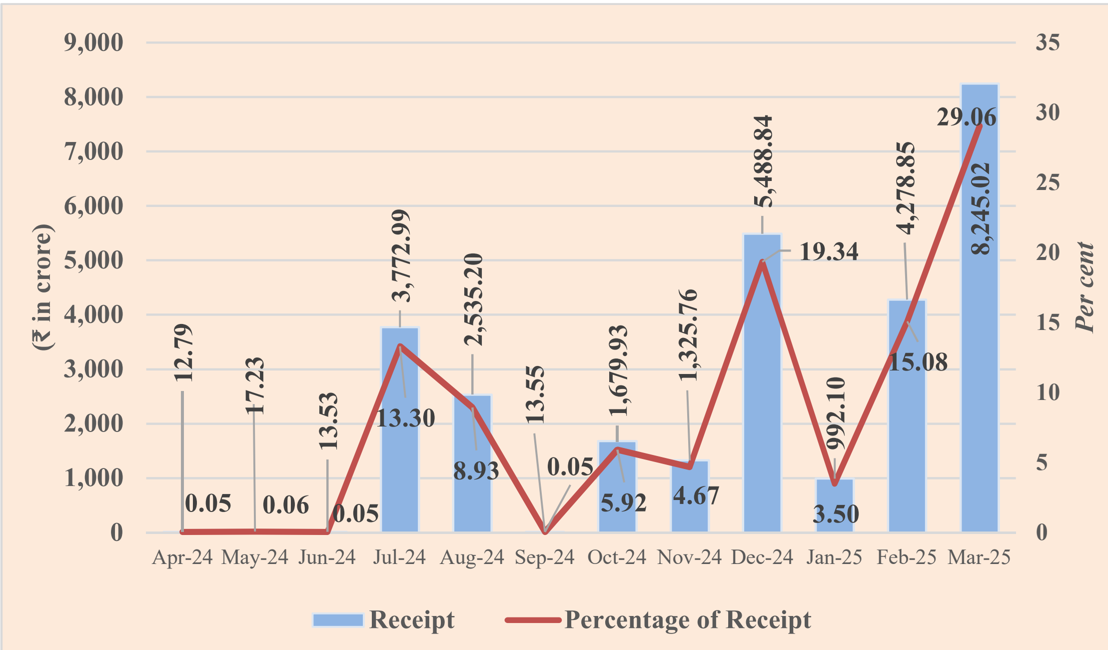
Table 2.11: Details of Expenditure at the last quarter ending 2024-25

Particulars	Amount (*₹ in crore*)	Percentage of Total Expenditure in the year
Last Quarter of the year (January to March 2025)	12,869.80	45.27
Last month of the year (March 25)	7,868.77	27.68
Last day of the year (31 March 2025)	619.81	2.18

Source: Information furnished by O/o the PAG(A&E), Manipur

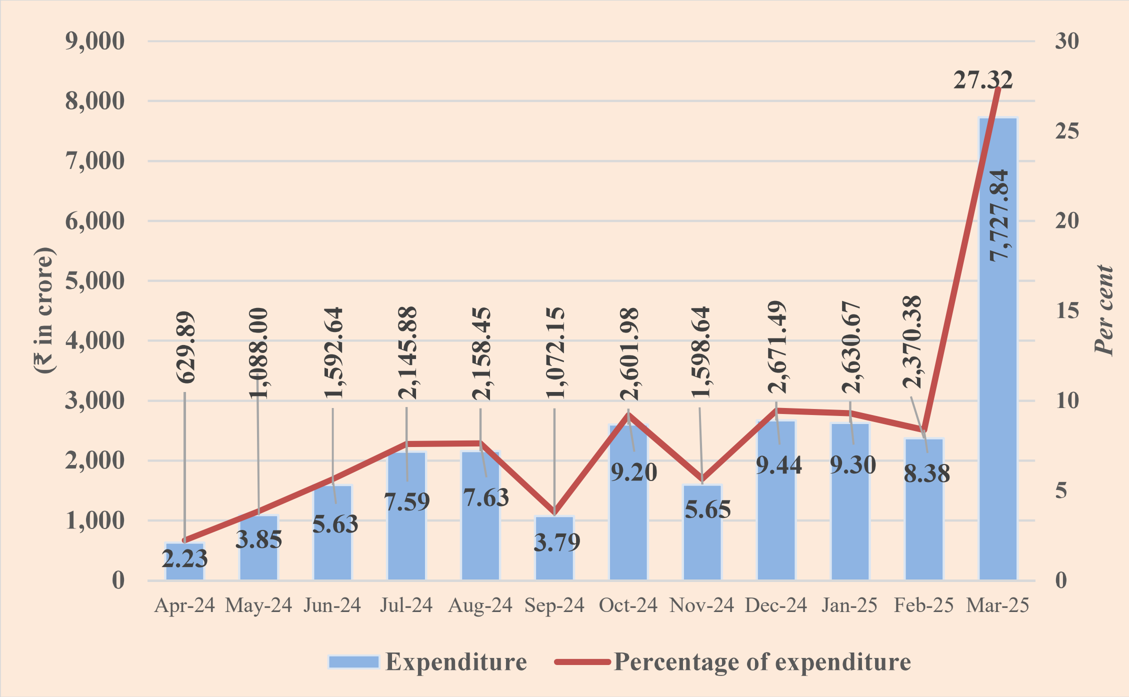
The trend of total Monthly receipts (Revenue Receipts, Capital Receipts and cash balance) and expenditure during the financial year 2024-25 is shown in **Charts 2.6** and **2.7**.

Chart 2.6: Trend analysis of receipts (Month-wise)



Source: Information furnished by O/o the PAG(A&E), Manipur

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



Source: Information furnished by O/o the PAG(A&E), Manipur

The monthly expenditure trend depicted in **Chart 2.7** indicates a skewness towards the last quarter of the financial year, particularly in March. A major proportion of expenditure (27.32 *per cent* of total Expenditure) was incurred during March 2025. This was attributed to the fact that a major proportion of the fund (29.06 *per cent* of total Receipts) was received during the month.

In contravention of GFR, in nine grants/appropriation, expenditure of more than ₹10 crore and 25 *per cent* of the total expenditure for the year was incurred in March 2025 alone (***Appendix 2.13)***. A disproportionate share of expenditure in the last quarter and in March of the year 2024-25 reflects rushed utilisation of funds. Minimal expenditure in the first three quarters suggests inefficiencies in fund distribution and project execution.

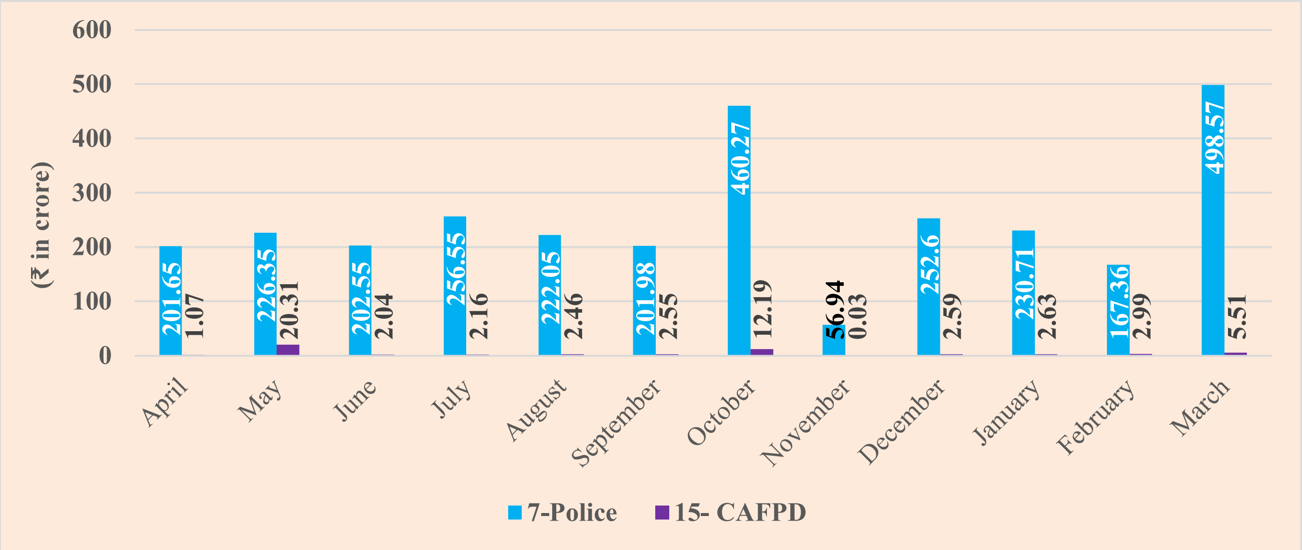
Thus, contrary to the spirit of financial regulation, a substantial quantum of expenditure was incurred at the fag end of the year, indicating inadequate control over expenditure.

Maintaining a steady pace of expenditure is a crucial component of sound public financial management as it prevents fiscal imbalances and temporary cash crunches.

Month-wise expenditure analysis of selected Grant

The monthly expenditure trend of selected ***Grant No. 7-Police*** and ***Grant No. 15-Consumer Affairs, Food and Public Distribution (CAFPD)*** during the year 2024-25 is as shown in **Chart 2.8**.

Chart 2.8: Month-wise expenditure under Grant Nos. 7 and 15 during 2024-25



Source: Information furnished by O/o the PAG(A&E), Manipur

2.6 Implementation of Centrally Sponsored Schemes

Centrally Sponsored Schemes (CSS) are Government programs funded partly by the Central Government and implemented by State Governments, targeting development and welfare areas like health, education, rural development, social welfare, *etc*., with shared funding between the Central Government (major share) and State Government (minor share). The Schemes involve oversight of the Central Ministry, which aims for national goals and relies on State/ local bodies for execution.

During the year 2024-25, an expenditure of ₹3,769.25 crore (RE: ₹2,586.17 crore and CE: ₹1,183.08 crore) was incurred under CSS. Of the total expenditure, ₹3,160.25 crore (RE: ₹2,225.53 crore and CE: ₹934.72 crore) was of Central Share, and ₹609 crore (RE: ₹360.64 crore and CE: ₹248.36 crore) was of State Share.

The details of the top five CSS based on expenditure in the State during the year 2024-25 are as shown in **Table 2.12**.

Table 2.12: Top five Centrally Sponsored Schemes based on expenditure

(₹ in crore)

Sl. No.	Name of CSS	Expenditure
1	Water Supply Project for Manipur State (EAP Component)	342.14
2	National Rural Health Mission	245.98
3	Saksham Anganwadi and Poshan 2.0	207.30
4	Samagra Shiksha Central Share	172.74
5	Integrated Sewerage System for Imphal City (Phase-II)	161.94
Total		**1130.10**

Source: Information furnished by O/o the PAG(A&E), Manipur

2.6.1 Single Nodal Agency

Ministry of Finance, GoI, mandated (March 2021) release of funds under each Centrally Sponsored Scheme (CSS) through a Single Nodal Agency (SNA) for each CSS and monitoring their utilisation. Each SNA must 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 account, along with the corresponding State share.

Details of the VLC data and the SNA PFMS report are shown in **Table 2.13**.

Table 2.13: Discrepancies in Central and State share transfer

(₹ in crore)

Source of Data	Central share received	Central share transferred	State share transferred	Less amount released by the State
VLC	5,473.21	3,186.51	1,358.15	--
SNA PFMS Report	2,032.82	2,479.90	280.91	--
Difference Amount	3,440.39	706.61	1,077.24	--

Source: Finance Accounts, 2024-25 and information furnished by O/o the PAG(A&E), Manipur

It can be seen from **Table 2.13** that there was a discrepancy between the VLC data and the SNA PFMS report regarding the data on Central and State share transferred to SNA accounts.

Reconciliation of the figures of SNA was not carried out during 2024-25. As per the SNA report, an unspent amount of ₹925.88 crore is lying in the bank accounts of SNAs as of 31 March 2025.

2.6.2 Single Nodal Agency - SPARSH

SNA-SPARSH is a "Just-in-Time" system for efficiently managing and releasing funds for CSS, integrating SNAs, PFMS, and RBI's e-Kuber for direct, timely transfers to beneficiaries, boosting transparency, reducing float, and improving cash flow from Centre to States and down to Implementing Agencies, ensuring funds arrive exactly when needed. It's a major upgrade from traditional fund flow, preventing delays and improving public expenditure management. SNA-SPARSH would make money for development projects reach the intended recipient quickly and transparently, replacing older, slower methods. The system was introduced in July 2023 by the Government of India.

As of 31 March 2025, no CSS or related State Linked Scheme has been migrated from SNA to SNA SPARSH in the State.

2.7 Other issues noticed in the Detailed Review of selected grants

Review of selected grant

A review of budgetary procedure and control over expenditure was conducted in respect of ***Grant No. 7-Police*** and ***Grant No. 15-Consumer Affairs, Food and Public Distribution*** to review compliance with prescribed budgetary procedures, monitoring of funds, control mechanisms and implementation of schemes within the grant. The following were noticed in Audit:

2.7.1 Summarised position of Budget and Expenditure

The details of the amount budgeted for and the expenditure incurred during 2020-2025 are summarised below in **Table 2.14**.

Table 2.14: Summarised provision of Budget and Expenditure

(₹ in crore)

	2020-21	2021-22	2022-23	2023-24	2024-25
GRANT NO. 7					
Total Budget Provision	**2,347.69**	**2,359.22**	**2,258.12**	**3,411.20**	**3,365.14**
Expenditure	1,880.17	2,078.42	2,147.84	2,902.98	2,976.09
Savings	467.52	280.80	110.28	508.22	389.04
Total Surrender	215.21	92.76	15.62	0.00	94.59
Surrender as a percentage of Savings	***46.03***	***33.03***	***14.17***	***0.00***	***24.31***
Savings (in *per cent*)	***19.91***	***11.90***	***4.88***	***14.90***	***11.56***
i) Revenue Provision	**2,314.99**	**2,288.63**	**2,179.29**	**3,159.16**	**3,045.35**
Expenditure	1,873.00	2,050.35	2,120.89	2,791.79	2,815.26
Savings	441.99	238.28	58.40	367.37	230.09
Surrender	215.21	92.76	0.00	0.00	0.00
Surrender as a percentage of Savings	***48.69***	***38.93***	***0.00***	***0.00***	***0.00***
Savings (in *per cent*)	***19.09***	***10.41***	***2.68***	***11.63***	***7.56***
ii) Capital Provision	**32.70**	**70.59**	**78.83**	**252.03**	**319.78**
Expenditure	7.17	28.07	26.95	111.19	160.83
Savings	25.53	42.52	51.88	140.84	158.95
Surrender	0.00	0.00	15.62	0.00	94.59
Surrender as a percentage of Savings	***0.00***	***0.00***	***30.11***	***0.00***	***59.51***
Savings (in *per cent*)	***78.07***	***60.23***	***65.82***	***55.88***	***49.71***
GRANT NO. 15					
Total Budget Provision	**86.30**	**82.17**	**172.77**	**184.03**	**218.26**
Expenditure	52.88	48.08	54.25	70.26	56.55
Savings	33.42	34.09	118.52	113.77	161.71
Total Surrender	5.30	2.74	1.32	0.00	98.07
Surrender as a percentage of Savings	***15.86***	***8.04***	***1.11***	***0.00***	***60.64***
Savings (in *per cent*)	***38.73***	***41.49***	***68.60***	***61.82***	***74.09***
i) Revenue Provision	**86.30**	**82.17**	**167.77**	**183.75**	**213.78**
Expenditure	52.88	48.08	49.25	70.06	55.45
Savings	33.42	34.09	118.52	113.69	158.33
Surrender	5.30	2.74	1.32	0.00	95.47
Surrender as a percentage of Savings	***15.86***	***8.04***	***1.11***	***0.00***	***60.30***
Savings (in *per cent*)	***38.73***	***41.49***	***70.64***	***61.87***	***74.06***
ii) Capital Provision	**0.00**	**0.00**	**5.00**	**0.28**	**4.48**
Expenditure	0.00	0.00	5.00	0.20	1.10
Savings	0.00	0.00	0.00	0.08	3.38
Surrender	0.00	0.00	0.00	0.00	2.60
Surrender as a percentage of Savings	***0.00***	***0.00***	***0.00***	***0.00***	***76.92***
Savings (in *per cent*)	***0.00***	***0.00***	***0.00***	***28.57***	***75.45***

Source: Appropriation Accounts of respective years

Under Grant No.7, against the total budget provision ranging from ₹2,347.69 crore to ₹3,411.20 crore during the five-year period, expenditure varied between ₹1,880.17 crore and ₹2,976.09 crore. Savings were noticed every year, showing a declining trend up to 2022-23, savings were increased sharply thereafter despite a significant enhancement in budget provision during 2023-24 and 2024-25.

Further scrutiny revealed that the surrender of funds was disproportionately low in comparison to the savings generated. Surrender as a percentage of savings declined from 2020-21 to 2022-23, and no surrender was effected in 2023-24, despite savings of ₹508.22 crore. This indicated that savings were not identified in a timely manner for surrender or re-appropriation.

Under Grant No. 15, against the total budget provision ranging from ₹82.17 crore to ₹218.26 crore during the period, expenditure remained consistently low. Savings were generated in all five years and were significantly high. Despite a more than two-fold increase in budget provision from 2021-22 to 2022-23, expenditure did not show commensurate improvement, resulting in high savings.

Further, surrender of funds was grossly inadequate in relation to the savings. Surrender as a percentage of savings declined sharply from 15.86 *per cent* in 2020-21 to 1.11 *per cent* in 2022-23 and no surrender was effected in 2023-24, despite savings of ₹113.77 crore. Although surrender improved in 2024-25, substantial savings remained un-surrendered.

Large savings in budget provision are indicative of an incorrect assessment of actual needs and call for a critical review of the Department's budget formulation exercise. The persistent savings are indicative of poor budgetary monitoring or a shortfall in performance or both. This also showed that budget allocations were made without considering the previous years' trends in expenditure, which resulted in persistent savings.

2.7.2 Substantial Savings

The main objective of schemes under Grant 7 is to strengthen and support law enforcement, preventing and investigating crimes, supporting the judicial process, *etc*.

Similarly, the main objectives of the schemes under Grant 15 is to ensure food security, make foodgrains accessible and affordable to the poor, and promote consumer rights and awareness. Some other objectives of these schemes include managing food scarcity, implementing the National Food Security Act (NFSA), supporting farmers through price support, enhancing transparency and efficiency in the distribution of subsidised foodgrains, *etc*.

Details of substantial savings under these two Grants are given in **Table 2.15**.

Table 2.15: Substantial savings

(₹ in crore)

Head of Account	Description	Total provision	Expenditure	Savings	Savings (in *per cent)*
Grant No. 7					
2055-00-116-02 (V)	Cyber Crime Prevention Against Women and Children (CCPWC) (Central Share)	5.99	0.00	5.99	100.00
4055-00-207-01 (V)	Infrastructural Support to Various Police Stations Battalion *etc.*	10.00	4.89	5.11	51.10
4055-00-800-02 (V)	Modernisation of Police Force (Central Share)	4.98	0.65	4.33	86.95
4055-00-800-07 (V)	Central Assistance under Scheme for providing temporary shelter to displaced families	50.00	47.42	2.58	5.16
4055-00-800-08 (V)	Construction of Infrastructure with Pre-fabricated materials for accommodation of CAPF Coy under SER	73.00	58.04	14.96	20.49
4055-00-800-09 (V)	Construction of Peace Camps	15.00	0.10	14.90	99.33
4055-00-800-11 (V)	Capital works under SRE	5.48	0.20	5.28	96.35
Sub Total (A)		***164.45***	***111.3***	***53.15***	***32.32***

Head of Account	Description	Total provision	Expenditure	Savings	Savings (in *per cent*)
Grant No. 15					
2408-01-101-01(V)	Central Assistance to the State under NFSA	41.57	5.22	36.34	87.44
2408-01-101-02(V)	Decentralised procurement of rice under NFSA Central Share	10.00	0.00	10.00	100.00
2408-01-102-01(V)	Transformation of Food Grains	1.00	0.00	1.00	100.00
2408-01-800-08(V)	State share for Food Security Act	15.00	7.23	7.77	51.80
Sub Total (B)		***67.57***	***12.45***	***55.11***	***81.57***
Grand Total (A+B)		**232.02**	**123.75**	**108.26**	**46.66**

Source: Appropriation Accounts, 2024-25

However, huge savings of more than ₹One crore were observed in the related Head of Accounts. Huge savings under these Heads of accounts indicate non/ partial implementation of the schemes, which would ultimately affect the primary objective of the schemes under the respective grant.

2.7.3 Expenditure incurred without authority of law

Article 204 of the Constitution provides that no money shall be withdrawn from the Consolidated Fund except under an appropriation made by law by the State Legislature. This vitiates the system of budgetary and financial control and encourages financial indiscipline in the management of public resources.

Scrutiny of Appropriation Accounts revealed that during 2024-25, an expenditure of ₹26.50 crore was incurred under **Grant Nos. 7** and **15** without any provision in the original estimates or supplementary demands, but through re-appropriation without the knowledge of the Legislature. The details are given in **Table 2.16**.

Table 2.16: Expenditure incurred through re-appropriation

(₹ in crore)

Grant No.	Head of Account	Description of Sub-Head	Original + Supplementary	Re-Appropriation	Expenditure
7	4055-00-800-09 (V)	Construction of Peace Camps	0.00	15.00	0.10
7	4055-00-800-10 (V)	Housing for displaced persons	0.00	24.52	24.52
7	4055-00-800-11 (V)	Capital works under SRE	0.00	5.48	0.20
Sub Total (A)			***0.00***	***45.00***	***24.82***
15	2408-01-800-14 (V)	Compensation of direct purchase of land	0.00	1.68	1.68
Sub Total (B)			***0.00***	***1.68***	***1.68***
Grand Total (A+B)			**0.00**	**46.68**	**26.50**

Source: Detailed Appropriation Accounts, 2024-25

As can be seen from **Table 2.16**, during 2024-25, an expenditure of ₹26.50 crore was incurred by creating a provision of ₹46.68 crore through re-appropriation under Grant Nos. 7 and 15 without the knowledge of the State Legislature in violation of Article 204 of the Constitution of India.

2.7.4 Insufficient/ Excessive Re-Appropriation of Funds

During the year 2024-25, Re-appropriation of funds amounting to ₹217.32 crore proved insufficient/ excessive, resulting in savings/ excess of ₹One crore or more in each case as per details given in **Table 2.17**.

Table 2.17: List of Sub Heads with excess/ savings during 2024-25

(₹ in crore)

Sl. No.	Head of Account	Original	Supplementary	Re-appropriation	Total	Expenditure	Excess (+)/ Savings (-)
Grant No. 7							
1	2055-00-109-01 (H)	368.97	30.00	-45.28	353.69	308.42	(-)45.27
2	2055-00-109-01 (V)	668.37	34.99	3.30	706.66	658.46	(-)48.20
3	2055-00-001-01 (V)	357.07	48.97	-7.63	398.41	304.45	(-)93.96
4	2055-00-001-02 (V)	8.95	0.00	-0.90	8.05	6.65	(-)1.40
5	2055-00-001-03 (V)	30.00	0.00	0.00	30.00	6.68	(-)23.32
6	2055-00-001-05 (V)	100.00	150.00	0.00	250.00	227.73	(-)22.27
7	2055-00-003-01 (V)	38.61	0.00	2.80	41.41	36.78	(-)4.63
8	2055-00-116-01 (V)	7.77	0.00	-0.40	7.37	3.50	(-)3.87
9	2055-00-116-02 (V)	5.99	0.00	0.00	5.99	0.00	(-)5.99
10	2055-00-104-01 (V)	255.38	15.49	17.66	288.53	292.37	3.84
11	2055-00-101-01 (V)	67.85	0.00	14.75	82.60	80.61	(-)1.99
12	2055-00-104-01 (V)	775.98	0.00	1.06	777.04	786.54	9.50
13	2055-00-114-03 (V)	37.11	0.00	11.68	48.79	42.93	(-)5.86
14	4055-00-207-01 (V)	40.00	0.00	-30.00	10.00	4.89	(-)5.11
15	4055-00-800-01 (V)	37.52	0.00	-2.96	34.56	21.42	(-)13.14
16	4055-00-800-02 (V)	100.00	0.00	-95.02	4.98	0.65	(-)4.33
17	4055-00-800-04 (V)	4.00	0.00	0.00	4.00	1.32	(-)2.68
18	4055-00-800-07 (V)	60.00	0.00	-10.00	50.00	47.42	(-)2.58
19	4055-00-800-08 (V)	73.00	0.00	0.00	73.00	58.04	(-)14.96
20	4055-00-800-09 (V)	15.00	0.00	0.00	15.00	0.10	(-)14.90
21	4055-00-800-11 (V)	5.48	0.00	0.00	5.48	0.20	(-)5.28
Sub Total		**3,057.05**	**279.45**	**-140.94**	**3,195.56**	**2,889.16**	**(-)306.40**
Grant No. 15							
1	2408-01-101-01 (V)	41.57	0.00	0.00	41.57	5.22	(-)36.35
2	2408-01-101-02 (V)	80.00	0.00	-70.00	10.00	0.00	(-)10.00
3	2408-01-102-01 (V)	1.00	0.00	0.00	1.00	0.00	(-)1.00
4	2408-01-800-05 (V)	1.00	0.00	0.00	1.00	0.00	(-)1.00
5	2408-01-800-08 (V)	20.00	0.00	-5.00	15.00	7.23	(-)7.77
6	2408-01-800-13 (V)	2.38	0.00	-1.38	1.00	0.00	(-)1.00
Sub Total		**145.95**	**0.00**	**-76.38**	**69.57**	**12.45**	**(-)57.12**
Grand Total		**3,203.00**	**279.45**	**-217.32**	**3,265.13**	**2,901.61**	**(-)363.52**

Source: Detailed Appropriation Accounts, 2024-25

2.8 Contingency Fund

The Contingency Fund of the Government of Manipur was established under the Manipur Contingency Fund Act, 2024, and the State Government made the Manipur Contingency Fund Rules, 2024, for regulating all matters connected with or ancillary to the custody of payment of monies into and the withdrawal of monies from the Contingency Fund of the State of Manipur for meeting unforeseen expenditure. The fund is recouped when the State Legislature authorises the additional expenditure. The corpus of the Fund is ₹500 crore.

2.8.1 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.

During the Financial Year 2024-25, an amount of ₹188.50 crore was withdrawn as an advance from the Contingency Fund under four Major Heads. The amounts were not recouped till the end of the 2024-25. As on 31 March 2025, the Contingency Fund has a balance of ₹311.50 crore. Major head-wise details of the expenditure incurred are shown in **Table 2.18**.

Table 2.18: Major Head-wise Expenditure

(₹ in crore)

Sl. No.	Major Heads	Amount
1	2055 – Police	123.86
2	2217 – Urban Development	25.64
3	2801 – Power	28.00
4	4235 – Capital Outlay on Social Security and Welfare	11.00
Total		**188.50**

Source: Finance Accounts, 2024-25

Details of schemes in which amounts were withdrawn as advances from the Contingency Fund, are given in **Table 2.19**.

Table 2.19: Details of schemes in which an amount was withdrawn as an advance from the Contingency Fund

(₹ in crore)

Sl. No.	Nomenclature of the scheme	Date of sanction	Original budget	Supplementary budget	Total	Expenditure	Savings / excess	Advance from Contingency fund
1	Repayment of principal, interest and additional interest (in lieu of interest tax)	28-02-2025	-	-	-	4.22	-	4.22
2	Operation of Relief Camps	30-03-2025	-	-	-	97.32	-	97.32
3	Internet access points and computer-based exam centres in all the various affected districts by setting up computer centres	28-01-2025	-	-	-	22.32	-	22.32
4	Payment to HUDCO to avoid interest as per terms of loan Agreement	21-02-2025	-	-	-	25.64	-	25.64
5	Payment of power purchase by MSPDCL	04-02-2025	-	-	-	28.00	-	28.00
6	Internet access points and computer-based exam centres in all the various affected districts by setting up computer centres	02-12-2024	-	-	-	11.00	-	11.00
Total						**188.50**	**-**	**188.50**

Source: Records furnished by O/o the PAG (A&E), Manipur

Drawal of funds from the Contingency Fund for non-emergent purposes and non-recoupment of the same during the financial year violates the provisions of the Manipur Contingency Fund Act, 2024. Non-recoupment of Contingency Fund amounting to ₹188.50 crore has resulted in understatement of Revenue and Capital Expenditure to that extent.

During the Exit Conference (January 2026), the State Government (Finance Department) stated that efforts would be made to recoup the Fund.

2.9 Conclusions

The State recorded substantial savings against the total budget provision, indicating weak budget planning and poor expenditure management. Expenditure was incurred in several cases without budget provision or re-appropriation orders, reflecting deficiencies in financial control. The analysis pointed to poor budget estimation and significant deviations from approved allocations, as evidenced by the large number of grants reporting savings. Supplementary grants were found to be either unnecessary or excessive in several cases, indicating improper assessment of fund requirements. Many Grants/ Appropriations recorded low utilisation levels. Excess expenditure was noticed under one Grant and one Appropriation during the past five-year period, required regularisation by the State Legislature. Of which, persistent excess expenditures, noticed under the Appropriation over the past five years, required regularisation by the State Legislature. Instances of non-surrender of unspent balances were also noticed. Further, concentration of a substantial portion of expenditure in the last quarter of the year indicated inefficient implementation and weak monitoring of schemes.

2.10 Recommendations

The State Government may-

- *strengthen budget formulation by adopting a realistic estimation of receipts and expenditure.*
- *reinforce Financial controls to ensure that no expenditure is incurred without budget provision or proper re-appropriation orders.*
- *review the process of obtaining supplementary grants to avoid unnecessary or excessive provisions.*
- *institute a mechanism to surrender the unspent balances in a timely manner.*
- *ensure prompt regularisation of excess expenditure. The State Government may also take corrective measures to prevent recurrence of persistent excess expenditure.*

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 the relevance and reliability of the information presented in the financial reports.

Issues related to the completeness of accounts

3.1 Off-budget borrowings through State-owned PSUs/ Authorities

Article 293(3) of the Constitution of India mandates the consent of the Government of India (GoI) for a State Government's borrowing if it has any outstanding loans or guarantees from the Government of India. Further, the XV FC 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 the budget through various State Government Public Sector Undertakings (SPSUs)/ Corporations/ other Bodies, despite the State being responsible for repayment of such loans pose significant risk to fiscal health and transparency in the Government finances. Borrowing Ceilings for a financial year of the State Governments are now reduced by GoI to the extent of Off-Budget Borrowings.

The Manipur Fiscal Responsibility and Budget Management (MFRBM) Act, 2005 outlined that the State Government shall take suitable measures to ensure greater transparency in its fiscal operations and minimise, as far as practicable in the public interest, secrecy in the preparation of the Budget and disclose the details of borrowings.

For the year 2025-26, debt stock was targeted at 37 *per cent* of GSDP[1] under MTFRP. Besides, the GoI had fixed a borrowing ceiling of ₹1,699 crore (three *per cent* of GSDP) for the State during 2025-26.

The State Government did not provide the details of off-budget borrowings in its budget. However, the State Government disclosed the Off-Budget liabilities in their information furnished to the Ministry of Finance, GoI. As per the information, total off-budget borrowings were ₹639.64 crore as of 31 March 2025. Of which, ₹109.57 crore pertains to the year 2024-25. The details of off-budget borrowings as on 31 March 2025 are shown in **Table 3.1**.

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[1] *GSDP for 2024-25 is ₹50,309 crore*

Table 3.1: Details of off-budget borrowings as on 31 March 2025

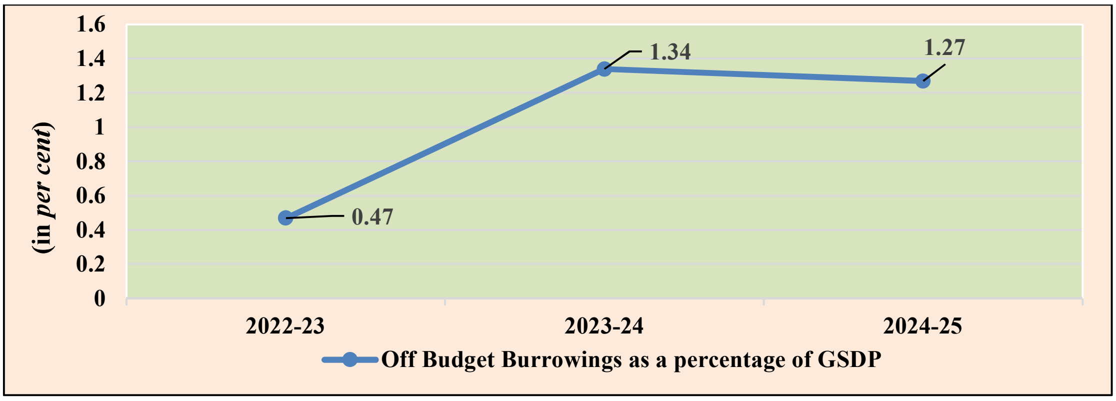
(₹ in crore)

Entities borrowed on behalf of Government	Opening Balance	Fund raised during the year	Outstanding loan	Purpose of the loan
Planning and Development Authority, Manipur	386.02	99.57	435.49	(i) Construction of Civil Secretariat (ii) Construction of VVIP Guest House (iii) Construction of Government Quarters (iv) Construction of Manipur Institute of Performing Arts at Gurgaon (v) Alternate Housing for residents of Tribal Colony Quarters (vi) Multi -storied Government quarters (G+7) at Langol Foothill, Manipur
Manipur Police Housing Corporation Limited	194.15	10	204.15	(i) Construction of State Guest House at Dwarka and (ii) Construction of new PHQ building in Imphal
Total	**580.17**	**109.57**	**639.64**	--

Source: Information furnished by the Finance Department, GoM

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 furnished by Economic and Statistics Department and Finance Department, GoM

These borrowings were serviced from the budget of the State Government. Out of ₹639.64 crore of off-budget borrowings as on 31 March 2025, borrowings of ₹96.69 crore were repaid by respective entities through financial assistance of the State Government against the budget provision of ₹137.71 crore as detailed in **Table 3.2**.

Table 3.2: Details of assistance for payment of interest and repayment of principal for the off-budget borrowings 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	Planning and Development Authority, Manipur	66.69	
2	Manipur Police Housing Corporation Limited	30.00	
Total		**96.69**	

Source: Information furnished by the Finance Department, GoM

Audit noticed that, though due for repayment, the State Government did not discharge its liability of ₹639.64 crore towards off-budget borrowings during 2024-25.

The non-disclosure of off-budget borrowings, for which the State remained liable, posed significant risks to fiscal sustainability. This practice also compromised transparency and the true presentation of the State's financial position.

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 can erode trust, trigger legal liabilities and increase future expenditure obligations, thereby constraining fiscal space and weakening fiscal sustainability. Such cases are discussed in the succeeding paragraphs.

3.2.1 Undischarged Interest liability

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

Details of interest-bearing Deposits/ Reserve Funds as on 01 April 2024 are 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/ Head of the interest-bearing deposit	Opening Balance as on 01 April 2024	Basis for calculation of interest	Amount of interest not provisioned
1.	8342-Other Deposits-117-Defined Contribution Pension Scheme for Government Employees	231.94	Interest calculated as per the rate of interest payable to General Provident Fund (7.10 *per cent*) in the absence of rate of interest notified by the Government.	19.87
2.	8121-General and Other Reserve Fund 129-State Compensatory Afforestation Deposit (SCAF)	230.39	As per the circulars issued by the Ministry of Environment, Forest & Climate Change, the allocation is 3.35 *per cent* for 2024-25.	7.72
3.	8121-General and Other Reserve Funds 122-State Disaster Response Fund (SDRF)	49.98	8.50 *per cent*: This should be as per the rate notified by the State or SDRF guidelines. At present, this is taken as 2 *per cent* above the average WMAs *(6.50 per cent)*.	6.01
4.	8121-General and Other Reserve Funds 130-State Disaster Mitigation Fund (SDMF)	3.00	8.50 *per cent*: This should be as per the rate notified by the State or SDRF guidelines. At present, this is taken as 2 *per cent* above the average WMAs *(6.50 per cent)*.	0.26
5.	8336- Civil Deposits-800-Other Deposits	2.36	Interest calculated at the rate of 2.35 *per cent* per annum (Fixed Repo rate-1) *i.e.* 3.35-1=2.35 *per* annum	0.06
Total		**517.67**		**33.92**

Source: Notes to Finance Accounts, 2024-25

It can be seen from **Table 3.3** that an amount of ₹33.92 crore was required to be paid as interest on the balance of ₹517.67 crore lying interest-bearing Deposits/ Reserve Funds as on 01 April 2024. However, the State Government did not provide a budget provision for the interest payable of ₹33.92 crore on the balance of the interest-bearing Deposits during the year 2024-25.

Non-payment of interest liability has resulted in overstatement of Revenue Surplus/ understatement of Revenue Deficit and Fiscal Deficit to that extent. Non-discharge of interest liability towards interest-bearing deposits by the State Government not only defers and accumulates its future liability but also impacts the fiscal health of the State in future.

3.2.2 Short transfer in the 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 01 January 2005, with a 10 *per cent* employee and 10 *per cent* (14 *per cent* in the case of All India Service and other Central Government Employees working under the State Government) employer contribution.

During the year 2024-25, total contribution to the NPS was ₹585.73 crore (Employees' contribution: ₹285.84 crore and Government's contribution: ₹299.89 crore, which includes ₹0.15 crore directly deposited by the State Government to NPS without routing through MH 2071). During the year, the Government transferred ₹585.73 crore to the Public Account under the Defined Contribution Pension Scheme and transferred ₹599.54 crore to the NSDL. However, the State Government did not disclose the transfer of principal and interest to the NSDL due to un-transferred amount lying in the Public Account. Moreover, the service charges paid to the NSDL during 2024-25 were also not disclosed by the State Government, resulting in understatement of revenue expenditure to that extent.

Of the total amount transferred/ deposited in the Public Account, ₹218.12 crore remained in the Public Account as on 31 March 2025 and was not transferred to the NSDL. The cash balance of the Government was overstated by this amount.

Between 2006 and 2025, total receipts under DCPS were ₹3,446.52 crore (employee: ₹1,846.53 crore, employer: ₹1,599.44 crore and ₹0.55 crore), while only ₹3,227.83 crore was transferred to the pension fund, resulting in a cumulative short transfer of ₹218.14 crore. The details of the receipts from employees' share, the Government's contribution, amount transferred to NSDL and short/ excess transfer of funds are given in ***Appendix 3.1.*** Further, due to delays in contributions and fund transfers, the State Government incurred avoidable interest of ₹0.55 crore, adversely affecting employee returns and creating a deferred liability.

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, 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 and deposit the same with the States' Building and Other Construction Workers' Welfare Board. The collected cess is meant to be utilised for social security and welfare schemes for construction workers in the State.

During the year 2024-25, the Government collected ₹0.86 crore (2023-24: ₹0.55 crore) as Labour Cess under Major Head 0045-112 and no amount was transferred to the Building and Other Construction Workers Welfare Board. The impact of the booking of Labour Cess of ₹0.86 crore as Revenue has resulted in overstatement of Revenue Receipts to that extent.

As on 31 March 2025, un-transferred amount from the Major Head 0045-112 was ₹40.80 crore, which included the un-transferred balance of previous years *i.e.* ₹39.94 crore. The impact of non-transfer of Labour Cess of ₹0.86 crore has resulted in understatement of Revenue Expenditure to that extent.

3.2.4 National Mineral Exploration Trust Fund

The National Mineral Exploration Trust (NMET) was established in August 2015 under Section 9C of the MMDR Act, 1957. As per Section 9C (4) of this Act, holders of a mining lease or a mineral concession are required to contribute 2 *per cent* of the royalty paid to the trust. As per the NMET Rules, the State Government is responsible for collecting these contributions, depositing them in the Public Account under Major Head '8449–123–NMET Deposits' and transferring the funds monthly to the Consolidated Fund of India.

During 2024-25, the State Government did not collect any amount on account of mineral concessions, fees and royalties as the Manipur Mineral Exploration Trust Rules, 2025 is in the stage of drafting and is yet to be approved by the Government of Manipur as of January 2026.

3.2.5 State Mineral Exploration Trust/ State Mineral Development Fund

The Ministry of Mines, Government of India, *vide* its letter dated 19 November 2024, advised all State Governments to establish a State Mineral Exploration Trust (SMET)/ State Mineral Development Fund (SMDF) on the lines of the National Mineral Exploration Trust (NMET), as mandated under clause(g) of sub-section(A) of Section 15 of the Mines and Minerals (Development and Regulation) Act, 1957.

The Manipur Mineral Exploration Trust Rule, 2025 is in the stage of drafting and is yet to be approved by the Government of Manipur as of January 2026.

3.2.6 Pendency of refund cases

Promptness in the disposal of refund cases is an important indicator of the performance of the Department concerned.

The details of refund cases during the year 2024-25, as reported by the departments concerned, are shown in **Table 3.4**.

Table 3.4: Details of refund cases

(₹ in crore)

Sl. No.	Particulars	GST		Sales Tax/ VAT	
		No. of cases	Amount	No. of cases	Amount
1	Claims outstanding at the beginning of the year	87	6.31	0	0
2	Claims received during the year	26	19.90	0	0
3	Refunds made during the year	40	10.01	0	0
4	Refunds rejected during the year	0	0.00	0	0
5	Balance outstanding at the end of the year	88	6.40	0	0

Source: Information furnished by the Department of Taxes

3.3 Funds outside Government Accounts

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

Article 266(2) of the Constitution of India provides that 'All other public moneys received by or on behalf of the Government of a State shall be credited to the Public Account of the State'. The Manipur Electricity Regulatory Commission (MERC) was constituted (July 2024) under the Electricity Act, 2003. The State Electricity Regulatory Fund has been created, wherein receipts of the Commission are credited, and expenses therefrom are made. A bank account has been opened to accommodate the receipts and expenses of the fund.

During 2024-25, an amount of ₹2.25 crore was received in the bank account of MERC, and an expenditure of ₹0.56 crore was made, leaving a closing balance of ₹1.70 crore as on 31 March 2025. No fund was transferred to the Public Accounts of the State during 2024-25.

Issues related to transparency

3.4 Delay in submission of Utilisation Certificates

Rule 238(1) read with Rule 235 of the General Financial Rules (GFR), 2017[2], provides that Utilisation Certificates (UCs) in respect of non-recurring Grants-in-Aid received by the grantee should be submitted to the Grantor within 12 months of the closure of the financial year by the institution or organisation concerned in Form GFR 12-A.

During the year 2024-25, UCs amounting to ₹1,392.36 crore became due for submission. In addition to that, UCs amounting to ₹10,998.12 crore were outstanding at the beginning of the year. During the year, outstanding UCs amounting to ₹4,613.11 crore were cleared, leaving outstanding UCs of ₹12,390.48 crore as on 31 March 2025. The details of age-wise pendency of UCs are shown in **Table 3.5**.

[2] *as adopted by the Government of Manipur*

Table 3.5: Age-wise pendency of UCs

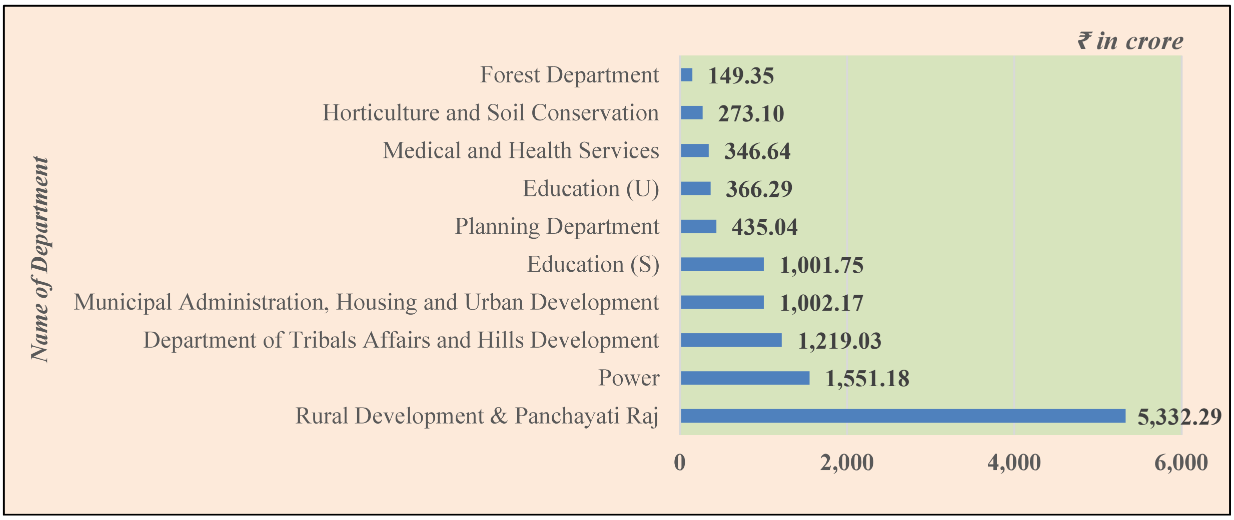
(₹ in crore)

UC Due Year	Number of pending UCs	Amount
Upto 2018-19	3,549	6,986.61
2019-20	4,151	8,812.04
2020-21	4,862	11,538.28
2021-22	5,342	12,671.25
2022-23	6,599	15,086.85
2023-24	**7,729**	**12,390.48**

Source: Finance Accounts, 2024-25 and information furnished by O/o the PAG (A&E), Manipur

The details of Outstanding UCs with respect to major Departments are shown in **Chart 3.2.**

Chart 3.2: Outstanding UCs in respect of ten major Departments as on 31 March 2025



Source: Information furnished by O/o the PAG (A&E) Manipur

It can be seen from **Chart 3.2** that **₹11,676.84 crore**, *i.e.* 94.24 *per cent* of the total outstanding UCs (₹12,390.48 crore), pertains to 10 Departments. The oldest UCs pertains to the year 2003-04, amounting to ₹3.61 crore (Department of Tribal Affairs and Hills Development: 10 nos. for ₹3.43 crore and Veterinary & Animal Husbandry: 09 nos. for ₹0.18 crore).

It was further noticed that outstanding UCs in respect of 33 Departments had decreased by 17.87 *per cent* in 2024-25 (₹12,390.48 crore) as compared to the year 2023-24 (₹15,086.85 crore). It was observed that these same ten Departments had the outstanding UCs for the year 2023-24 also.

In the absence of UC, there is no assurance that the funds were utilised for the purpose for which they were sanctioned and that the intended objectives of providing these funds have been achieved. Non-submission of UCs is fraught with the risk of misutilisation.

During the Exit Conference (January 2026), the State Government (Finance Department) stated that once the funds are disbursed to respective Departments, the process of execution of work takes time at the level of the department. This ultimately affects the timely submission of UCs. The reply of the Department is not acceptable as the oldest UCs were more than 20 years old.

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.

Financial rules (Rule 290 of Central Treasury Rules) envisage that no money should be drawn from the government treasury unless it is required for immediate disbursement. As per the Central Treasury Rules[3], as adopted by the Government of Manipur, AC bills must be regularised by submitting Detailed Countersigned Contingent (DCC) bills containing details and supporting records for the actual expenditure incurred. Delayed submission or prolonged non-submission of supporting DCC bills renders expenditure through AC bills opaque.

The details of AC bills, pending adjustment, as on 31 March 2025 is given in **Table 3.6**.

Table 3.6: Age-wise pending adjustment of AC bills

(₹ in crore)

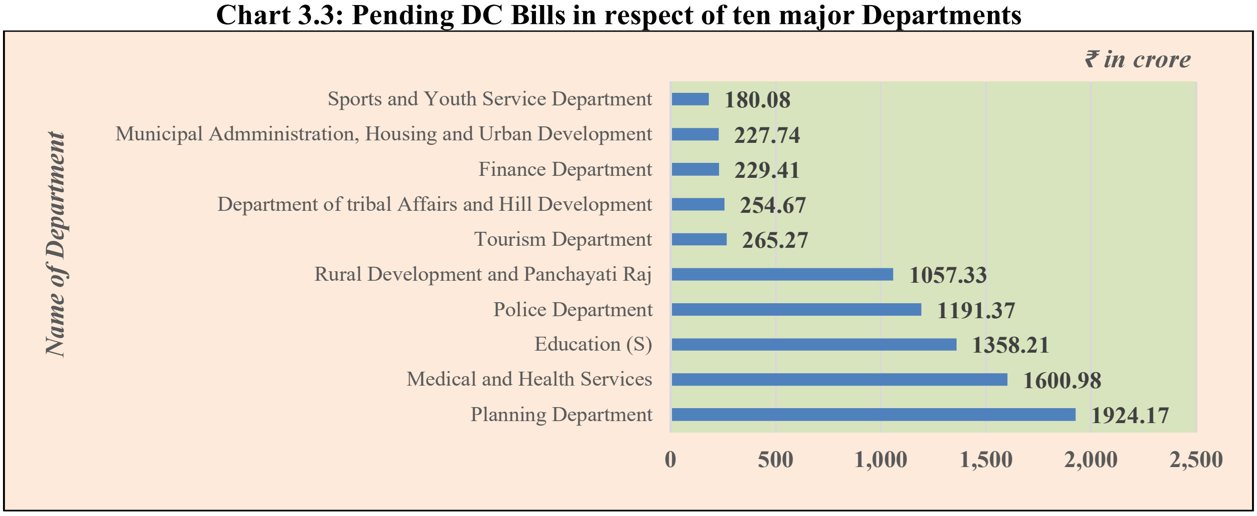
Due Year	No. of AC bills	Amount
Upto 2023-24	1,834	6607.28
2024-2025	448	2841.54
Total	**2,282**	**9448.82**

Source: Finance Accounts, 2024-25

It was observed that 136 AC bills amounting to ₹933.35 crore (29.09 *per cent*) were drawn in March 2025, out of which 33 AC bills amounting to ₹310.98 crore were drawn on 31 March 2025.

The details of Pending DC bills with respect to major Departments are shown in **Chart 3.3.**

Chart 3.3: Pending DC Bills in respect of ten major Departments



Source: Information furnished by O/o the PAG (A&E) Manipur

[3] *Rule 308, Rule 309 and Note under Rule 312*

It was observed that the oldest AC bills were pending since 2003-04 (Education(S): 04 nos. for ₹ 12.70 crore) and 2006-07 (Department of Tribal Affairs and Hills Development: 04 nos. for ₹1.35 crore, Medical & Health Services: 03 nos. for ₹18.42 crore).

Non-adjustment of advances for long periods is fraught with the risk of misappropriation and, therefore, requires close monitoring by the respective DDOs to ensure submission of DC bills. Further, to the extent of non- receipt of DC bills, the expenditure shown in the Finance Accounts cannot be asserted as correct or final.

3.6 Personal Deposit Accounts

Under the List of Major and Minor Heads of Accounts of Union and States, Personal Deposits are of the nature of deposits not bearing interest opened under 8443-Civil Deposits-106-Personal Deposits.

The State Government is authorised to open Personal Deposit (PD) accounts to deposit funds required for a specific purpose by transfer of funds from the consolidated fund or by transfer of funds from sources other than the consolidated fund. Personal Deposits are maintained in the nature of a bank account in the treasury. Balances in the PD accounts do not lapse to the Government even if outstanding for more than three complete account years as per Rule 192 of the Receipts and Payment Rule, 1983.

Details of PD accounts as on 31 March 2025 are given in **Table 3.7**.

Table 3.7: Status of PD Accounts during the year 2024-25

(₹ in crore)

Opening Balance (As on 01 April 2024)		Addition during the year 2024-25		Disbursement during the year 2024-25		Closing Balance (As on 31 March 2025)	
No. of Administrators	Amount	No. of Administrators	Amount	No. of Administrators	Amount	No. of Administrators	Amount
2	3.26	Nil	0.01	Nil	Nil	2	3.26

Source: Information furnished by O/o the PAG (A&E), Manipur

It can be seen from **Table 3.7** that, during the year 2024-25, the State Government did not open any new PD account and no amount was deposited in either of the two PD accounts. However, a negligible amount of ₹928.00 was recovered as a Housing Loan from the employee of the Planning and Development Authority. These accounts need to be reviewed and the balance needs to be credited to the Government accounts.

3.7 Operation of Minor Head-800

Minor Head-800 relating to Other Receipts and Other Expenditure is intended to be operated only when the appropriate minor head has not been provided in the accounts. Regular operation of Minor Head-800 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, ₹2,394.58 crore under 57 Major Heads of accounts, constituting 13.04 *per cent* of the total Revenue and Capital expenditure[4] (₹18,367.05 crore), was classified under the Minor Head-800-Other Expenditure in the accounts. Similarly, ₹325.88 crore under 25 Major Heads of Account, constituting 1.94 *per cent* of the total Revenue and Capital Receipts (₹16,775.60 crore), was classified under 800-Other Receipts in the accounts.

Issues related to measurement

3.8 Outstanding balance under major Suspense and DDR Heads

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 balances for the last three years have been shown in **Table 3.8**.

Table 3.8: Balance under Suspense and Remittance Heads

(₹ in crore)

Minor Head	2022-23		2023-24		2024-25	
Major Head 8658 - Suspense	**Dr.**	**Cr.**	**Dr.**	**Cr.**	**Dr.**	**Cr.**
101 - PAO suspense	134.62	1.75	142.36	1.84	138.46	1.83
Net	**Dr. 132.87**		**Dr. 140.52**		**Dr. 136.63**	
102 - Suspense Account-Civil	132.22	0	153.54	4.91	145.98	7.55
Net	**Dr. 132.22**		**Dr. 148.63**		**Dr. 138.43**	
107 - Cash Settlement Suspense Account	47.19	0	47.19	0	47.19	0
Net	**Dr. 47.19**		**Dr. 47.19**		**Dr. 47.19**	
110 - Reserve Bank Suspense - CAO	9.81	28.08	22.12	29.55	5.46	39.33
Net	**Cr. 18.27**		**Cr. 7.43**		**Cr. 33.87**	
111 - Departmental Adjusting Account	3.9	0	3.9	0	3.9	0
Net	**Dr. 3.90**		**Dr. 3.90**		**Dr. 3.90**	
112 - Tax Deducted at Source (TDC) Suspense	0	94.32	0	88.15	0	69.81
Net	**Cr. 94.32**		**Cr. 88.15**		**Cr. 69.81**	
123 - A.I.S. Officers' Group Insurance Scheme	0	3.08	0	3.04	0	3.01
Net	**Cr. 3.08**		**Cr. 3.04**		**Cr. 3.01**	
129 – Material Purchase Settlement Suspense Account	0	3.17	0	3.17	0	3.17
Net	**Cr. 3.17**		**Cr. 3.17**		**Cr. 3.17**	
Major Head 8782 - Cash Remittances						
102 - P.W. Remittances	847.14	0	823.87	0	968.66	0
Net	**Dr. 847.14**		**Dr. 823.87**		**Dr. 968.66**	
103 - Forest Remittances	0	9.3	0	10	0	19.28
Net	**Cr. 9.30**		**Cr. 10.00**		**Cr. 19.28**	
105 – R.B.I. Remittances	0	17.66	0	17.66	0	17.66
Net	**Cr. 17.66**		**Cr. 17.66**		**Cr. 17.66**	

Source: Finance Accounts, Vol II, 2024-25

The Forest Remittances showed an increasing trend of credit balance during the last three years. The debit balance under PAO suspense and Suspense Account-Civil decreased during the year 2024-25 as compared to the previous year.

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

[4] *This excludes Loans & Advances and Repayment of Public Debt*

3.9 Reconciliation of Departmental figures

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 reconcile every month, the receipts and expenditure recorded in their books with the figures of the Accountant General (A&E).

There are 81 COs in the State. Out of 81 COs, the receipts and expenditure recorded with 37 COs were reconciled with the Principal Accountant General (A&E) during the year 2024-25. The status of reconciliation of figures by the COs during the last three years is given in **Table 3.9** and **Chart 3.4**.

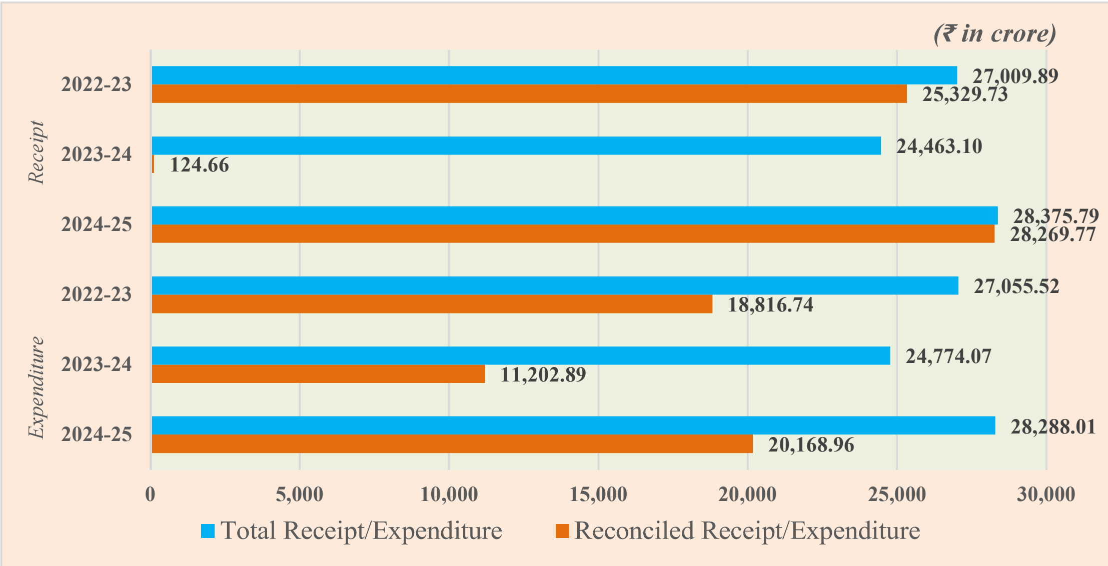
Table 3.9: Status of Reconciliation of Receipts and Expenditure by Controlling Officers

(₹ in crore)

Year	Total No. of Controlling Officers	No. of Controlling Officers reconciled their receipts/ expenditure					
		Fully reconciled	Amount	Partially reconciled	Amount	Not reconciled	Amount
Receipts							
2022-23	81	35	25,329.73	7	0.15	29	1,680.01
2023-24	81	44	124.66	5	23,123.56	32	49.48
2024-25	81	37	28,269.77	0	0.00	44	106.02
Expenditure							
2022-23	81	35	18,816.74	7	412.27	29	7,826.51
2023-24	81	44	11,202.89	5	7,029.47	32	2,380.80
2024-25	81	37	20,168.96	0	0.00	44	8,119.05

Source: Information furnished by O/o the PAG (A&E), Manipur

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



Source: Information furnished by O/o the PAG (A&E), Manipur

During the year 2024-25, 99.63 *per cent* of total receipts and 71.30 *per cent* of total expenditure were reconciled by the State Government. This included 100 *per cent* of total loans and advances given by the State Government.

In comparison, 95.03 *per cent* of total receipts and 73.59 *per cent* of total expenditure were reconciled by the State Government during the previous year 2023-24.

It was observed that out of 81 COs, 44 COs did not reconcile 0.37 *per cent* of total receipts and 28.7 *per cent* of total disbursement during 2024-25.

Necessary action for reconciliation in respect of all receipts and expenditures is required to be taken to ensure that all receipts and expenditures of the State Government are properly and completely accounted for.

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 accounts of the Principal Accountant General (A&E) Manipur, the Cash Balance of the State Government as on 31 March 2025 was ₹496.80 crore (Credit) while the same was reported as ₹0.03 crore (Debit) by the Reserve Bank of India. As such, there was a net difference of ₹496.77 crore (Credit). The difference was mainly due to pending reconciliation between the Treasury and the Agency Bank. The difference is under reconciliation.

The position of cash balance for the previous year *i.e.*, as on 31 March 2024, was ₹490.95 crore (credit), and that reported by RBI was ₹0.66 crore (Debit). Thus, there was a net difference of ₹490.29 crore (Credit) during 2023-24. As such, there is an increase in cash balance and net difference during 2024-25 as compared to the previous year, 2023-24.

Issues related to disclosure

3.11 Compliance with Accounting Standards

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

Table 3.10: 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*	This standard requires the government to disclose the maximum amount of guarantees given during the year in its financial statements along with additions, deletions, invoked, discharged and outstanding at the end of the year to ensure uniform and complete disclosure of such Guarantees.	Partly complied.	The Government did not follow commitment accounting, and the commitments are neither recorded nor is the liability against the commitment recognised in the accounts.
2.	**IGAS-2:** *Accounting and Classification of Grants-in-Aid*	Grants-in-Aid are to be classified and accounted for as revenue expenditure in the accounts of the grantor and as revenue receipts in the accounts of the grantee, irrespective of the end use.	Partly complied.	Detailed information in respect of Grants-in-aid in kind has not been provided.

Sl. No.	Accounting Standards	Essence of IGAS	Compliance by State Government	Deficiency
3.	**IGAS-3:** *Loans and Advances made by the Government*	This standard relates to recognition, measurement, valuation and reporting in respect of Loans and Advances made by the State Government in its Financial Statements to ensure complete, accurate and uniform accounting practices.	Partly complied.	Details of the amount of interest in arrears in respect of loans and advances have not been provided.

Source: IGAS -1,2,3 and Finance Accounts, 2024-25

3.12 Submission of accounts of Autonomous Bodies

There are six Autonomous District Councils (ADCs) in Manipur and two Autonomous Bodies *viz.* Manipur State Legal Services Authority (MASLSA) and State Compensatory Afforestation Fund Management and Planning Authority (CAMPA). These Autonomous Bodies/ Authorities are audited by the Comptroller & Auditor General of India under Sections 14 and 19(3) of the Duties, Powers and Conditions of Service (DPC) Act, 1971. Further, the State Government also entrusted the audit of ADCs to the C&AG of India under Section 19(3) of the Duties, Powers and Conditions of Service (DPC) Act, 1971. The approved and authenticated Annual Accounts of these Bodies are to be submitted by 30 June of the succeeding year to the Accountant General (Audit) for audit.

As of 31 March 2025, 27 accounts in respect of eight Autonomous Bodies (ABs) were pending, as detailed in **Table 3.11**.

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

Sl. No.	Name of Body or Authority	Accounts pending	No. of Accounts pending
1.	ADC, Chandel	2022-23 to 2024-25	3
2.	ADC, Churachandpur	2022-23 to 2024-25	3
3.	ADC, Sadar Hills, Kangpokpi	2022-23 to 2024-25	3
4	ADC, Senapati	2022-23 to 2024-25	3
5	ADC, Tamenglong	2022-23 to 2024-25	3
6	ADC, Ukhrul	2022-23 to 2024-25	3
7	MASLSA	2022-23 to 2024-25	3
8	State CAMPA	2019-20 to 2024-25	6
Total			**27**

Source: Departmental information

The delays in finalisation of accounts carry risk of financial irregularities remaining undetected, apart from violation of the provisions of the respective legislations under which the Bodies were constituted.

Other Issues

3.13 Follow-up action on State Finances Audit Report

In every State, the Public Accounts Committee (PAC)/ Finance Department require the line departments to provide a *suo-motu* Explanatory Note (EN) on the paragraphs featured 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 AG (for vetting and onward transmission to the PAC) within three months of tabling the Reports.

The details of placing the Audit Reports of the last five years (2019-20 to 2023-24) in the Legislative Assembly and their discussions by the PAC are shown in **Table 3.12**.

Table 3.12: Details of discussion of State Finances Audit Report (SFAR) by PAC

Year of SFAR	Date of placing SFAR to the Legislative Assembly	Date of discussion of SFAR by PAC (Date of placing recommendation of PAC)	Gist of Recommendation	Action taken notes	Remarks
2019-20	25.03.2022	*Yet to be discussed by PAC*			
2020-21	22.02.2023				
2021-22	29.02.2024				
2022-23	12.08.2024				
2023-24	*Yet to be placed*		--	--	--

Source: Recommendation Report of PAC.

3.14 Conclusions

The State Government did not disclose the details of off-budget borrowings in the Budget for the year 2024-25. However, as per the information furnished to the Ministry of Finance, GoI, off-budget borrowings were serviced to two entities *viz.* Planning and Development Authority, Manipur and Manipur Police Housing Corporation Limited. Non-disclosure of off-budget borrowings posed significant risks and reduced financial transparency.

The pendency of 7,729 Utilisation Certificates (UCs) amounting to ₹12,390.48 crore, were due as on 31 March 2025. Non-submission of UCs is fraught with the misappropriation of funds and fraud.

Detailed Countersigned Contingent (DCC) bills against the total of 2,282 Abstract Contingent (AC) bills in respect of 59 Departments amounting to ₹9,448.82 crore were outstanding, as on 31 March 2025. Non-submission of DCC bills increases the possibility of wastage/ Misappropriation /malfeasance, *etc*.

As of August 2025, 27 Annual Accounts pertaining to the period 2019-20 to 2024-25 in respect of six Autonomous District Councils (ADCs), Manipur State Legal Services Authority (MASLSA) and State Compensatory Afforestation Fund Management and Planning Authority (CAMPA) were not received.

During the year 2024-25, 99.63 *per cent* of total receipts and 71.30 *per cent* of total expenditure were reconciled by the State Government.

The State Government did not provide a budget provision for the interest payable of ₹33.92 crore on the balance of the Interest-bearing Deposits during the year 2024-25, which understated the Revenue Expenditure for the year. Non-discharge of interest liability towards interest-bearing deposits by the State Government not only defers and accumulates its future liability but also impacts the fiscal health of the State in future.

As against the requirements of the four Indian Government Accounting Standards (IGAS), the State Government made partial compliance with IGAS-1, 2 and 3.

Collectively, these deficiencies in compliance, reconciliation and timely accounting compromised transparency, accountability and the reliability of the State's financial statements, thereby distorting the true financial position of the State.

3.15 Recommendations

The State Government may-

- *fully disclose details of all off-budget borrowings in the Budget.*
- *draw up an action plan to ensure that Departments and implementing agencies should submit outstanding Utilisation Certificates (UCs) promptly.*
- *ensure timely submission of Detailed Countersigned (DCC) bills against the unadjusted Abstract Contingent bills.*
- *instruct Autonomous District Councils (ADCs) and other authorities to submit Annual Accounts regularly.*
- *make adequate budget provisions for discharging liabilities relating to "Interest-bearing Deposits".*
- *ensure full compliance with Indian Government Accounting Standards (IGAS).*
- *reconcile receipts and expenditure fully and on regular basis.*

Manipur — **(HARI PRAKASH)**
The 10 April 2026 — **Accountant General (Audit), Manipur**

Countersigned

New Delhi — **(K. SANJAY MURTHY)**
The 15 April 2026 — **Comptroller and Auditor General of India**

Appendices

APPENDIX – 1.1

Statement showing Time Series data on the State Government Finances

(Refer Paragraph 1.1.3)

(₹ in crore)

	2020-21	2021-22	2022-23	2023-24	2024-25
Part A. Receipts					
1. Revenue Receipts	**12,982.65**	**14,091.00**	**15,893.15**	**14,706.17**	**16,775.60**
(i) Tax Revenue (own)	**1,294.49**	**1,648.50**	**1,867.90**	**1,223.50**	**1,611.74**
State Goods and Services Tax (SGST)	*866.51*	*1,125.56*	*1,426.15*	*1,098.77*	*1,116.85*
Taxes on Agricultural Income	-	-	-	-	-
Taxes on Sales, Trade, etc.	*336.45*	*411.66*	*288.89*	*24.92*	*372.56*
State Excise	*11.85*	*16*	*19.24*	*20.36*	*23.79*
Taxes on Vehicles	*37.96*	*56.67*	*83.21*	*40.54*	*52.94*
Stamps and Registration fees	*8.66*	*7.98*	*13.95*	*6.87*	*9.97*
Land Revenue	*3.81*	*3.36*	*6.58*	*5.28*	*5.59*
Taxes on Goods and Passengers	*0.42*	*0.47*	*1.37*	*0.89*	*1.02*
Other Taxes	*28.83*	*26.8*	*28.51*	*25.87*	*29.02*
(ii) Non-Tax Revenue	***148.07***	***108.13***	***457.59***	***209.57***	***476.51***
(iii) State's share of Union taxes and duties	***4,271.97***	***6,009.65***	***6,795.08***	***8,087.14***	***9,214.14***
(iv) Grants in aid from Government of India[1]	***7,268.12***	***6,324.72***	***6,772.58***	***5,185.96***	***5,473.21***
2. Miscellaneous Capital Receipts	-	-	-	-	-
3. Recoveries of Loans and Advances	**3.30**	**2.39**	**1.10**	**1.08**	**1.11**
4. Total Revenue and Non debt capital receipts (1+2+3)	**12,985.95**	**14,093.39**	**15,894.25**	**14,707.25**	**16,776.71**
5. Public Debt Receipts	**9,334.05**	**12,652.37**	**11,115.64**	**9,755.85**	**11,599.08**
Internal Debt (No Ways and Means Advances and Overdrafts)	*1,484.03*	*1,657.04*	*1,622.00*	*1,568.07*	*1,563.85*
Net transactions under Ways and Means Advances and Overdrafts	*7,482.65*	*10,741.47*	*8,918.31*	*7,591.54*	*8,518.88*
Loans and Advances from Government of India	*367.37*	*253.86*	*575.33*	*596.24*	*1,516.35*
6. Total Receipts in the Consolidated Fund (4+5)	**22,320.00**	**26,745.76**	**27,009.89**	**24,463.10**	**28,375.79**
7. Contingency Fund Receipts	-	-	-	-	-
8. Public Account Receipts	**2,852.87**	**3,061.43**	**3,445.98**	**3,225.16**	**3,087.64**
9. Total Receipts of the State (6+7+8)	**25,172.87**	**29,807.19**	**30,455.87**	**27,688.26**	**31,463.43**
Part B. Expenditure/Disbursement					
10. Revenue Expenditure	**12,428.47**	**12,642.15**	**14,158.98**	**13,821.75**	**15,662.82**
Programme	-	-	-	-	-
Administrative	-	-	-	-	-
General Services (including interest payments)	*5,055.21*	*5,899.12*	*6,648.48*	*7,221.72*	*8,099.33*
Social Services	*3,328.46*	*3,556.79*	*4,407.52*	*4,102.93*	*5,121.77*
Economic Services	*3,421.41*	*2,634.58*	*2,744.35*	*2,006.15*	*1,920.75*
Grants-in-Aid and Contributions	*623.39*	*551.66*	*358.63*	*490.95*	*520.97*
11. Capital Expenditure	**2,439.18**	**3,252.79**	**3,484.24**	**2,748.59**	**2,704.22**
Program	-	-	-	-	-
Administrative	-	-	-	-	-
General Services	*61.41*	*83.07*	*95.58*	*141.23*	*235.52*
Social Services	*1,247.10*	*1,303.32*	*1,386.04*	*907.17*	*653.73*
Economic Services	*1,130.67*	*1,866.40*	*2,002.62*	*1,700.19*	*1,814.97*
12. Disbursement of Loans and Advances	**10.20**	**1.63**	**7.58**	**0.25**	**0.55**
13. Appropriation to the Contingency Fund	-	-	-	-	**500.00**
14. Total Expenditure (10+11+12+13)	**14,877.85**	**15,896.57**	**17,650.80**	**16,570.59**	**18,867.59**
15. Repayments of Public Debt	**7,587.96**	**10,902.29**	**9,404.72**	**8,203.48**	**9,420.41**
Internal Debt (excluding Ways and Means Advances and Overdrafts)	*271.62*	*381.21*	*418.39*	*473.13*	*616.51*
Net transactions under Ways and Means Advances and Overdraft	*7,268.41*	*10,480.80*	*8,939.57*	*7,675.66*	*8,757.22*
Loans and Advances from Government of India	*47.93*	*40.28*	*46.76*	*54.69*	*46.68*
16. Appropriation to Contingency Fund	-	-	-	-	-
17. Total disbursement out of Consolidated Fund (13+14+15)	**22,465.81**	**26,798.86**	**27,055.52**	**24,774.07**	**28,288.00**

	2020-21	2021-22	2022-23	2023-24	2024-25
18. Contingency Fund disbursements	**-**	**-**	**-**	**-**	**188.5**
19. Public Account disbursements	**2,828.01**	**2,695.88**	**3,469.44**	**3,071.48**	**3,421.33**
20. Total disbursement by the State (16+17+18+19)	**25,293.82**	**29,494.74**	**30,524.96**	**27,845.55**	**31,897.83**
Part C. Deficits					
21. Revenue Deficit (-)/Revenue Surplus (+) (1-10)	554.18	1,448.85	1,734.17	884.42	1,112.78
22. Fiscal Deficit (-)/Fiscal Surplus (+) (4-14)	1,891.90	1,803.18	1,756.55	1,863.34	2,090.89
23. Primary Deficit (-)/Primary Surplus(+) (21+23)	1,060.30	1,112.38	882.36	886.76	1,068.66
Part D. Other data					
24. Interest Payments (included in revenue expenditure)	**831.60**	**690.80**	**874.19**	**976.58**	**1,022.23**
25. Financial Assistance to local bodies etc.	**3,747.08**	**2,905.63**	**2,635.16**	**1,916.73**	**1,768.54**
26. Ways and Means Advances/Overdraft availed (days)	**142**	**173**	**162**	**146**	**122**
Ways and Means Advances availed (days)	*113*	*61*	*69*	*71*	*91*
Overdraft availed (days)	*29*	*112*	*93*	*75*	*31*
27. Interest on Ways and Means Advances/ Overdraft	**4.80**	**17.77**	**15.39**	**59.18**	**15.60**
28. Gross State Domestic Product (GSDP)	**29,776.00**	**35,027.00**	**38,552.00**	**43,425.00**	**50,309.00**
29. Outstanding Fiscal liabilities (year-end)	**13,183.65**	**15,353.99**	**17,145.96**	**18,871.79**	**20,846.88**
30. Outstanding guarantees (year-end) (including interest)	**667.19**	**861.32**	**1,177.16**	**1,482.56**	**1,557.02**
31. Maximum amount guaranteed (year-end)	**1,355.38**	**861.32**	**2,181.16**	**2,181.17**	**2,296.02**
Part E: Fiscal Health Indicators (in *per cent*)					
I Resource Mobilisation					
Own Tax Revenue/GSDP	4.35	4.71	4.85	2.82	3.20
Own Non-Tax Revenue/GSDP	0.50	0.31	1.19	0.48	0.95
Own Revenue/ GSDP	4.84	5.02	6.03	3.30	4.15
Own Revenue/ Total Expenditure	9.70	11.05	13.17	8.65	11.07
II Expenditure Management					
Total Expenditure/GSDP	49.97	45.38	45.78	38.16	37.50
Total Expenditure/Revenue Receipts	114.60	112.81	111.06	112.68	112.47
Revenue Expenditure/Total Expenditure	83.54	79.53	80.22	83.41	83.01
Expenditure on Social and Economic Services/Total Expenditure	61.35	58.89	59.72	52.60	50.41
Capital Expenditure/Total Expenditure	16.39	20.46	19.74	16.59	14.33
Capital Expenditure/ GSDP	8.19	9.29	9.04	6.33	5.38
III Management of Fiscal Imbalances					
Revenue Surplus/GSDP	1.86	4.14	4.50	2.04	2.21
Fiscal Deficit (Surplus)/GSDP	-6.35	-5.15	-4.56	-4.29	4.16
Primary Deficit (Surplus) /GSDP	-3.56	-3.18	-2.29	-2.04	2.12
IV Debt Sustainability					
Outstanding Liabilities/GSDP	44.28	43.83	44.47	43.46	41.44
Interest Payments/Revenue Receipts	6.41	4.90	5.50	6.64	6.09

Source: Finance Accounts, 2024-25 and Economics and Statistics Department, Government of Manipur

APPENDIX – 1.2

Statement showing Abstract of receipts and disbursements for the year 2024-25

(Refer paragraphs 1.1.4, 1.2.4.1 A, 1.2.4.2 A)

(₹ in crore)

2023-24	Receipts	2024-25	2023-24	Disbursements	2024-25		
					Administrative	Programme	Total
Section A: Revenue							
14706.17	**I. Revenue Receipts**	**16,775.60**	**14,706.17**	**I-Revenue Expenditure-**			**16,775.60**
1,223.50	Tax Revenue	1,611.74	**7,221.72**	**General Services**	3,167.88	4,931.45	**8,099.33**
	--		**4,102.93**	**Social Services-**			**5,121.77**
209.57	Non-Tax Revenue	476.51	2,364.08	Education, Sports, Art and Culture		2,406.27	
	--		929.57	Health and Family Welfare		1,173.16	
8,087.14	State's Share of Union Taxes	9,214.14	215.11	Water Supply, Sanitation, Housing and Urban Development		415.28	
	--		19.64	Information and Broadcasting		13.91	
	Non Plan Grants		127.39	Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes		125.54	
	Grants for State Plan Schemes		38.61	Labour and Labour Welfare		39.47	
	--		408.5	Social Welfare and Nutrition		948.14	
	Grants for Central and Centrally Sponsored Plan Schemes		0.03	Others		-	
	--		**2,006.15**	**Economic Services-**			**1,920.75**
2641.62	Grants for Centrally Sponsored Scheme	3,425.06	397.98	Agriculture and Allied Activities		506.34	
	--		882.59	Rural Development		712.41	
2122.80	Finance Commission Grants	1,751.00	13.27	Special Areas Programmes		18.04	
	--		54.60	Irrigation and Flood Control		77.10	
421.54	Other Transfer/Grants to States	297.15	425.04	Energy		348.05	
	--		64.17	Industry and Minerals		69.78	
	--		82.50	Transport		87.80	
	--		38.90	Science, Technology and Environment		40.72	
	--		47.10	General Economic Services		60.51	
	--		**490.95**	**Grants-in-aid and Contributions-**		520.97	**520.97**
	II. Revenue deficit carried over to		**884.42**	**II. Revenue Surplus carried over**			**1,112.78**
14706.17	**Total Section A**	**16,775.60**	**14,706.17**	**Total Section A**			**16,775.60**
Section B : Capital							
1,004.11	**III.Opening Cash balance including Permanent**	**846.82**	-	**III.Opening Overdraft from Reserve Bank of India**			-
0	**Advances and**	-	-				

2023-24	Receipts	2024-25	2023-24	Disbursements	2024-25		
					Administrative	Programme	Total
	Cash Balance Investment						
	IV. Miscellaneous Capital Receipts		**2,748.59**	**IV. Capital Outlay-**			**2,704.23**
	--		**141.23**	**General Services-**	225.37	10.15	**235.52**
	--		**907.17**	**Social Services-**			**653.73**
	--		61.51	Education, Sports, Art and Culture		7.45	
	--		8.65	Health and Family Welfare		20.83	
	--		790.07	Water Supply, Sanitation, Housing and Urban Development		536.49	
	--		0.50	Information and Broadcasting		0.35	
	--		29.71	Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes		78.27	
	--		16.73	Social Welfare and Nutrition		9.66	
	--		-	Others		0.68	
	--		**1,700.19**	**Economic Services-**			**1,814.98**
	--		2.65	Agriculture and Allied Activities		16.03	
	--		334.98	Rural Development		179.21	
	--		327.63	Special Areas Programmes		608.98	
	--		270.60	Irrigation and Flood Control		231.62	
	--		-	Energy		93.17	
	--		2.91	Industry and Minerals		12.24	
	--		31.52	Science, Technology and Environment		50.79	
	--		714.64	Transport		620.93	
	--			General Economic Services		2.01	
1.08	**V. Recoveries of Loans and Advances-**	**1.11**	**0.25**	**V. Loans and Advances disbursed-**			**0.55**
	From Power Projects			For Power Projects			
1.08	From Government Servants	1.11	0.25	To Government Servants		0.55	
	From Others	-		To Others		-	
884.42	**VI. Revenue Surplus brought down**	**1,112.78**	**-**	**VI. Revenue Deficit brought down**			-
9755.85	**VII. Public Debt Receipts-**	**11,599.08**	**8,203.48**	**VII. Repayment of Public Debt-**			**9,420.40**
	External debt			External debt			
1568.07	Internal debt other than Ways and Means Advances and Overdrafts	1,563.85	473.13	Internal Debt other than Ways and Means Advances and Overdrafts		616.51	
7591.54	Net transactions under Ways And Means Advances	8,518.88	7,675.66	Net transactions under Ways and Means Advances		8,757.22	
	Net transactions under Overdraft			Net transactions under Overdraft			
596.24	Loans and	1,516.35	54.69	Repayment of Loans			

2023-24	Receipts	2024-25	2023-24	Disbursements	2024-25		
					Administrative	Programme	Total
	Advances from Central Government			and Advances to Central Government			
-	**VIII. Appropriation to Contingency Fund**	-	-	**VIII. Appropriation to Contingency Fund**	500	**500**	
-	**IX. Amount transferred to Contingency Fund**	311.50	-	**IX. Expenditure from Contingency Fund**	188.50		
3225.16	**X. Public Account Receipts-**	**3,087.64**	**3,071.48**	**X. Public Account Disbursements-**	**3,422.25**	**3,422.25**	
291.27	Small Savings and Provident Funds	242.65	344.95	Small Savings and Provident Funds	382.22		
187.04	Reserve Funds	117.40	24.72	Reserve Funds	156.68		
277.58	Suspense and Miscellaneous	381.01	321.32	Suspense and Miscellaneous	358.86		
1896.69	Remittance	1,676.16	1,872.73	Remittances	1,829.34		
572.58	Deposits and Advances	670.42	507.76	Deposits and Advances	695.16		
-	**XI. Closing Overdraft from Reserve Bank of India**	-	**846.82**	**XI. Cash Balance at end-**	-	**911.50**	
	--		4.63	Cash in Treasuries and Local Remittances	4.63		
	--		-490.96	Deposits with Reserve Bank	-496.80		
	--		52.28	Departmental Cash Balance including Permanent Advances	72.54		
	--		1,280.87	Cash Balance Investment	1,331.13		
14,870.62	**Total**	**16,958.93**	**14,870.62**	**Total**		**16,958.93**	

Source: Finance Accounts, 2024-25

APPENDIX – 1.3

Statement showing summarised financial position of the Government of Manipur as on 31 March 2025

(Refer paragraph 1.1.5)

(₹ in crore)

As on 31 March 2024		As on 31 March 2025
	Liabilities	
12,160.32	**Internal Debt -**	**12,869.32**
10,575.21	Market Loans bearing interest	11,612.21
0.04	Market Loans not bearing interest	0.04
0.00	Loans from Life Insurance Corporation of India	-
1,215.54	Loans from other Institutions	1,125.88
369.53	Ways and Means Advances	131.19
	Overdrafts from Reserve Bank of India	
1,854.79	**Loans and Advances from Central Government -**	**3,324.46**
0.06	Pre 1984-85 Loans	0.06
38.18	Non-Plan Loans	3.21
24.69	Loans for State Plan Schemes	19.30
0.00	Loans for Central Plan Schemes	0.00
0.00	Loans for Central Sponsored Schemes	0.00
1.11	Loans for Special Plan Schemes	1.00
1,790.75	Loans for State/UTs with Legislature Schemes	3,300.89
0.00	**Contingency Fund**	**500.00**
1,459.77	**Small Savings, Provident Funds, etc.**	**1,320.20**
1,445.61	**Deposits**	**1,420.88**
1,951.31	**Reserve Funds Advances**	**1,912.02**
	Suspense and Miscellaneous Balances	
	Remittance Balances	
	Miscellaneous Capital Receipts	
19,532.12	**Cumulative excess of receipts over expenditure**	**20,144.90**
38,403.92	**Total**	**41,491.78**
	Assets	
36,309.35	**Gross Capital Outlay on Fixed Assets -**	**39,013.57**
223.03	Investments in shares of Companies, Corporations *etc.*	318.34
36,086.32	Other Capital Outlay	38,695.23
210.10	**Loans and Advances -**	**209.54**
-	Loans for Power Projects	-
185.32	Other Development Loans	185.31
24.78	Loans to Government servants and Miscellaneous loans	24.23

As on 31 March 2024		As on 31 March 2025
2.60	**Advances**	**2.60**
796.21	**Remittance Balances**	**949.39**
238.84	**Suspense and Miscellaneous Balances**	**216.68**
846.82	**Cash -**	**911.50**
4.63	Cash in Treasuries and Local Remittances	4.63
-490.96	Deposits with Reserve Bank	-496.80
52.28	Departmental Cash Balance including Permanent Advances	72.54
	Security Deposits	
1,280.87	Investment of Earmarked Funds	1,331.13
	Cash Balance Investments	
	Deficit on Government Account -	
	(i) Less Revenue Surplus of the current year	
-	(ii) Appropriation to Contingency Fund	188.50
	Accumulated deficit at the beginning of the year	
	Contingency Fund	
38,403.92	**Total**	**41,491.78**

Source: Finance Accounts of respective years

** Included under Suspense and Miscellaneous

Note: Disbursements of the Contingency Fund has been taken under liabilities

Explanatory Notes: The abridged accounts in the foregoing statements have to be read with comments and explanations in the Finance Accounts. Government accounts being mainly on cash basis, the deficit on Government account, as shown in ***Appendix 1.2,*** indicates the position on cash basis, as opposed to accrual basis in commercial accounting.

APPENDIX – 2.1

Statement showing expenditure without Budget Provision or Re-appropriation (₹ one crore or more in each case)

(Refer paragraph 2.5.1)

(₹ in crore)

Sl. No.	Grant/ Appropriation No.	Head of Account	Description of Sub-Head	Number of Cases	Expenditure Incurred	Remarks
1	Appro-2	6003-108-01 (V)	Loans from National Co-operative Development Corporation	1	6.12	-
2	Appro-2	6003-800-01 (V)	Loans from Other Bodies/Authorities	1	1.06	-
3	Appro-2	6004-01-800-28 (V)	Pre-04-05 loans consolidated in terms of TFC recommendation	1	34.77	-
4	Appro-2	6004-02-101-02 (V)	Block loans	1	5.39	-
			Total	**4**	**47.35**	

Source: Appropriation Accounts, 2024-25

APPENDIX – 2.2

Statement showing cases where supplementary provision (₹ one crore or more in each case) proved unnecessary

(Refer paragraph 2.5.3)

(₹ in crore)

Sl. No.	Number and name of grant or appropriation		Original Provision	Supplementary Provision	Expenditure	Savings out of original provision
A - Revenue (Voted)						
1	3	Secretariat	122.06	4.65	107.39	14.67
2	6	Transport	20.53	4.74	19.62	0.90
3	20	Community and Rural Development	2,422.95	97.07	682.62	1,740.33
4	48	Relief and Disaster Management	447.83	50.29	217.89	229.94
5	49	Economics and Statistics	15.41	2.76	13.81	1.60
Sub Total (A)			***3,028.78***	***159.51***	***1,041.34***	***1,987.44***
B - Capital (Voted)						
6	20	Community and Rural Development	1,687.95	39.42	179.21	1,508.74
7	30	Planning	715.67	290.22	609.06	106.61
Sub Total (B)			***2,403.62***	***329.64***	***788.26***	***1,615.35***
C - Revenue (Charged)						
8		Appropriation No. 2 - Interest Payment and Debt Services	1,101.12	12.01	1,017.46	83.66
Sub Total (C)			***1,101.12***	***12.01***	***1,017.46***	***83.66***
Grand Total (A+B+C)			**6,533.52**	**501.16**	**2,847.07**	**3,686.46**

Source: Appropriation Accounts, 2024-25

APPENDIX – 2.3

Statement showing cases where Supplementary Provision (₹ one crore or more in each case) proved excessive

(Refer paragraph 2.5.3)

(₹ in crore)

Sl. No.	Number and name of grant or appropriation		Original Provision	Supplementary provision	Total Budget	Actual expenditure	Excessive Supplementary provision (savings)
A - Revenue (Voted)							
1	1	State Legislature	288.19	24.21	312.40	301.60	10.81
2	5	Finance Department	2,897.19	445.74	3,342.93	3,305.50	37.42
3	7	Police	2,792.90	252.45	3,045.35	2,815.26	230.09
4	23	Power	330.19	49.02	379.22	348.05	31.17
5	34	Rehabilitation	13.77	5.00	18.77	17.05	1.73
Sub Total (A)			***6,322.25***	***776.42***	***7,098.67***	***6,787.45***	***311.22***
B - Capital (Voted)							
6	34	Rehabilitation	0.08	11.14	11.22	0.10	11.12
Sub Total (B)			***0.08***	***11.14***	***11.22***	***0.10***	***11.12***
Grand Total (A+B)			**6,322.33**	**787.56**	**7,109.89**	**6,787.56**	**322.33**

Source: Appropriation Accounts, 2024-25

APPENDIX – 2.4

Statement showing Unnecessary / Inadequate re-appropriation of funds during 2024-25

(Refer paragraph 2.5.4)

(₹ in crore)

Sl. No.	Grant/ Appropriation No.	Head of Account	Original	Supplementary	Re-appropriation	Total	Actual Expenditure	Savings (-)/ Excess (+)
A.	**Reduction of provision through Re-appropriation orders, where excess expenditure occurred**							
1	8	3054-80-001-01 (V)	32.69	0.00	-1.23	31.46	32.47	1.01
2	11	4210-03-200-06(V)	4.00	0.00	-4.00	0.00	0.28	0.28
3	22	4215-02-102-01(H)	7.53	0.00	-5.53	2.00	3.99	1.99
4	22	4215-02-102-01(V)	16.73	0.00	-12.08	4.66	6.43	1.78
5	22	4215-02-102-02(H)	2.08	0.00	-2.06	0.02	2.99	2.97
6	31	2070-00-108-01(V)	27.52	0.00	-4.60	22.92	22.94	0.03
7	39	2851-00-107-01(H)	8.59	0.00	-1.86	6.73	6.93	0.20
8	Appropriation No. 2	2049-04-104-02(V)	8.12	0.00	-7.58	0.54	0.78	0.24
Sub Total (A)			***107.26***	***0.00***	***-38.93***	***68.32***	***76.80***	***8.48***
B.	**Augmentation of provision proved injudicious**							
9	1	2011-02-101-04 (V)	109.23	10.38	1.46	121.08	118.19	(-) 2.88
10	3	2070-115-02 (V)	4.59	0.00	1.82	6.41	3.13	(-) 3.28
11		2220-60-001-01 (V)	0.84	0.00	1.04	1.88	0.47	(-) 1.41
12	5	2071-01-111-01 (V)	20.00	0.00	5.00	25.00	19.31	(-) 5.69
13	7	2055-001-04 (V)	30.00	0.00	7.50	37.50	30.00	(-) 7.50
14		2055-003-01 (V)	38.61	0.00	2.80	41.41	36.78	(-) 4.63
15		2055-109-01 (V)	668.37	34.99	3.30	706.65	658.46	(-) 48.20
16	8	5054-04-337-02 (H)	26.00	0.00	32.94	58.94	21.41	(-) 37.53
17		5054-04-337-02 (V)	62.44	0.00	30.78	93.22	13.77	(-) 79.45
18		5054-05-101-01 (H)	21.48	0.00	5.99	27.47	0.00	(-) 27.47
19		5054-05-101-01 (V)	11.50	0.00	4.59	16.09	8.26	(-) 7.83
20	10	2202-01-113-01 (V)	228.59	0.00	41.96	270.55	202.54	(-) 68.02
21		2202-02-110-02 (H)	0.00	0.00	2.85	2.85	0.00	(-) 2.85
22		2202-02-113-02 (V)	19.11	0.00	1.67	20.78	9.32	(-) 11.45
23		2202-80-001-01 (H)	20.51	0.00	6.90	27.41	18.95	(-) 8.46
24		2202-80-001-01 (V)	23.34	0.00	10.80	34.14	21.05	(-) 13.09
25		4202-01-600-04(V)	0.00	0.00	50.32	50.32	0.00	(-) 50.32
26	11	2210-04-102-01(V)	19.16	0.00	11.34	30.49	14.19	(-) 16.31
27		2210-05-105-01(V)	2.67	0.00	2.33	5.00	0.34	(-) 4.66
28		2210-05-200-01(V)	189.13	0.00	11.04	200.18	188.38	(-) 11.79
29		2210-06-800-12(V)	0.00	0.00	4.77	4.77	0.00	(-) 4.77
30	12	2217-01-800-09(V)	150.00	0.00	46.00	196.00	107.19	(-) 88.81
31		2217-01-800-29(V)	0.00	0.00	3.65	3.65	0.00	(-) 3.65
32		2217-01-800-30(V)	0.00	0.00	1.50	1.50	0.00	(-) 1.50
33		2217-01-800-31(V)	0.00	0.00	1.80	1.80	0.00	(-) 1.80
34	13	2230-03-003-01(V)	12.09	0.00	2.04	14.14	10.76	(-) 3.37
35	14	2071-01-110-01(H)	120.00	0.00	10.00	130.00	116.42	(-) 13.58

Sl. No.	Grant/ Appropriation No.	Head of Account	Original	Supplementary	Re-appropriation	Total	Actual Expenditure	Savings (-)/ Excess (+)
36	17	2401-800-09(H)	1.98	0.00	1.24	3.22	1.88	(-) 1.34
37	19	2406-01-800-01(H)	4.50	0.00	1.24	5.74	0.67	(-) 5.07
38		2406-01-800-03(H)	6.17	0.00	6.95	13.12	0.00	(-) 13.12
39		2406-01-800-03(V)	8.91	0.00	6.17	15.08	8.91	(-) 6.17
40		2406-01-800-05(H)	0.00	0.00	2.00	2.00	0.00	(-) 2.00
41		2406-01-110-01(H)	0.00	0.00	8.02	8.02	0.00	(-) 8.02
42	20	2501-06-102-02(V)	2.00	0.00	1.52	3.52	1.76	(-) 1.76
43		2501-06-102-03(H)	54.48	0.00	22.00	76.48	44.24	(-) 32.24
44		2505-02-101-02(V)	86.67	0.00	146.95	233.62	7.23	(-) 226.39
45		2505-02-101-03(V)	250.00	97.07	136.11	483.17	0.00	(-) 483.17
46		2515-102-10(V)	0.00	0.00	1.81	1.81	0.00	(-) 1.81
47		4515-103-01(V)	347.95	39.42	644.29	1,031.66	54.48	(-) 977.19
48	23	2801-80-001-04(V)	310.00	49.02	7.98	367.00	339.00	(-) 28.00
49	25	2204-104-03(V)	15.00	0.00	2.00	17.00	13.98	(-) 3.02
50		2204-104-05(V)	1.25	0.00	1.00	2.25	0.00	(-) 2.25
51	30	2575-02-796-01(H)	28.14	0.00	3.07	31.21	5.75	(-) 25.46
52		2575-02-800-01(V)	11.83	0.00	3.99	15.83	10.06	(-) 5.76
53		4575-60-800-01(V)	600.00	290.22	54.48	944.70	579.07	(-) 365.63
54	40	4700-02-800-01(V)	4.40	0.00	14.26	18.66	0.00	(-) 18.66
55		4711-01-103-02(V)	10.50	0.00	4.78	15.28	4.11	(-) 11.17
56		4711-01-103-03(V)	13.00	0.00	14.98	27.98	8.98	(-) 19.00
57	43	2401-001-01-(V)	11.25	0.00	2.93	14.18	7.24	(-) 6.94
58		2402-001-01(V)	7.44	0.00	1.32	8.76	6.90	(-) 1.86
59	44	2235-02-102-07(V)	6.13	0.00	2.71	8.84	5.34	(-) 3.49
60		2235-02-103-02(H)	15.83	0.00	8.58	24.41	11.55	(-) 12.86
61		2235-02-103-02(V)	25.04	0.00	11.59	36.63	17.35	(-) 19.28
62		2235-02-103-14(V)	20.00	0.00	7.60	27.60	0.31	(-) 27.29
63		2235-02-104-10(V)	2.21	0.00	1.34	3.55	1.43	(-) 2.11
64		2236-02-101-04(H)	2.46	0.00	1.08	3.54	2.46	(-) 1.08
65	47	2225-04-277-04(V)	0.00	0.00	5.60	5.60	0.00	(-) 5.60
66		2225-04-277-06(V)	0.00	0.00	1.12	1.12	0.00	(-) 1.12
67	48	2245-05-101-01(V)	0.00	0.00	5.00	5.00	0.00	(-) 5.00
68		2245-05-101-02(V)	120.00	50.29	9.71	180.00	111.55	(-) 68.45
69		2245-05-101-03(V)	0.00	0.00	5.00	5.00	0.00	(-) 5.00
70		2245-05-101-04(V)	0.00	0.00	5.00	5.00	0.00	(-) 5.00
71		2245-05-101-05(V)	0.00	0.00	5.00	5.00	0.00	(-) 5.00
72	50	3425-60-001-04(V)	0.95	0.00	1.16	2.11	0.49	(-) 1.63
73	Appropriation No. 2	2049-01-101-01(V)	807.94	12.01	46.19	866.14	804.19	(-) 61.95
74		2049-01-305-02(V)	3.66	0.00	1.43	5.09	3.42	(-) 1.67
Sub Total (B)			***4,557.34***	***583.41***	***1,513.38***	***6,654.12***	***3,651.27***	***(-) 3,002.85***
Grand Total (A+B)			**4,664.59**	**583.41**	**1,474.45**	**6,722.44**	**3,728.08**	**(-) 2,994.37**

Source: Appropriation Accounts, 2024-25

APPENDIX – 2.5

Statement showing Grants having large savings, after surrender (exceeding ₹ 100 crore), during 2024-25

(Refer paragraph 2.5.5)

(₹ in crore)

Sl. No.	Number and name of grant or appropriation		Total Budget Provision	Actual Expenditure	Savings	Surrendered	Savings (after surrender)
1	7	Police	3,045.35	2,815.26	230.09	0.00	230.09
2	10	Education	3,061.80	2,318.42	743.38	124.53	618.85
3	11	Medical Health and Family Welfare Services	1,458.95	1,177.93	281.02	114.31	166.72
4	12	Municipal Administration Housing and Urban Development	765.60	304.18	461.42	234.13	227.30
5	14	Department of Tribal Affairs and Hills Development	911.06	728.06	183.00	31.86	151.14
6	19	Environment and Forest	571.71	176.68	395.03	288.98	106.05
7	20	Community and Rural Development	2,520.02	682.62	1,837.40	0.00	1,837.40
8	44	Social Welfare Department	1,065.42	833.75	231.67	39.37	192.30
9	48	Relief and Disaster Management	498.13	217.89	280.23	0.00	280.23
Sub Total (A)			***13,898.04***	***9,254.80***	***4,643.24***	***833.17***	***3,810.07***
10	8	Public Works Department	1,809.43	650.18	1,159.25	623.45	535.80
11	20	Community and Rural Development	1,727.37	179.21	1,548.16	0.00	1,548.16
12	22	Public Health Engineering	1,481.19	522.45	958.73	665.87	292.87
13	30	Planning	1,005.89	609.06	396.83	0.00	396.83
14	40	Water Resources Department	588.54	198.92	389.63	123.90	265.73
15	47	Minorities and Other Backward Classes and Scheduled Castes Department	456.36	78.27	378.09	112.36	265.73
Sub Total (B)			***7,068.78***	***2,238.08***	***4,830.71***	***1,525.58***	***3,305.13***
Grand Total (A+B)			**20,966.83**	**11,492.88**	**9,473.95**	**2,358.75**	**7,115.20**

Source: Appropriation Accounts, 2024-25

APPENDIX – 2.6

Statement showing Grants having persistent savings (exceeding ₹ 100 crore) during 2022-23 to 2024-25

(Refer paragraph 2.5.5)

(₹ in crore)

Sl. No.	Number and name of grant or appropriation		2022-23	2023-24	2024-25
A - Revenue (Voted)					
1	10	Education	418.39	958.57	743.38
2	11	Medical Health and Family Welfare Services	371.07	719.74	281.02
3	12	Municipal Administration Housing and Urban Development	147.30	310.01	461.42
4	14	Department of Tribal Affairs and Hills Development	320.30	210.12	183.00
5	19	Environment and Forest	511.37	506.46	395.03
6	20	Community and Rural Development	1,536.11	2,167.89	1,837.40
7	21	Textiles Commerce and Industries	137.01	116.60	128.33
8	44	Social Welfare Department	575.05	551.52	231.67
B - Capital (Voted)					
9	8	Public Works Department	300.38	767.10	1,159.25
10	12	Municipal Administration Housing and Urban Development	314.25	549.60	182.23
11	30	Planning	752.19	814.14	396.83
12	36	Minor Irrigation	343.99	226.56	254.31
13	40	Water Resources Department	663.96	566.97	389.63
14	47	Minorities and Other Backward Classes and Scheduled Castes Department	390.36	546.20	378.09

Source: Appropriation Accounts of respective years

APPENDIX – 2.7

Statement showing Grant-wise percentage of utilisation of budget and savings/ excess, during 2024-25

(Refer paragraph 2.5.5)

(₹ in crore)

Sl. No.	Number and name of grant or appropriation		Total Budget	Total Expenditure	Savings/ Excess (-)	Percentage of Utilisation	Range of Utilisation (*per cent*)
1	45	Tourism	146.62	6.69	139.94	4.56	Up to 50
2	36	Minor Irrigation	305.73	44.86	260.86	14.67	
3	20	Community and Rural Development	4,247.39	861.83	3,385.56	20.29	
4	47	Minorities and Other Backward Classes and Scheduled Castes Department	550.80	120.46	430.34	21.87	
5	38	Panchayat	117.28	29.79	87.49	25.40	
6	15	Consumer Affairs Food and Public Distribution	218.26	56.55	161.71	25.91	
7	50	Information Technology	155.64	40.83	114.81	26.23	
8	2	Council of Ministers	16.28	4.52	11.76	27.74	
9	21	Textiles Commerce and Industries	182.50	53.18	129.31	29.14	
10	39	Sericulture	97.25	28.84	68.40	29.66	
11	19	Environment and Forest	716.45	214.63	501.82	29.96	
12	37	Fisheries	89.95	28.02	61.93	31.15	
13	12	Municipal Administration Housing and Urban Development	961.39	317.74	643.65	33.05	
14	40	Water Resources Department	652.70	253.54	399.16	38.84	
15	8	Public Works Department	1,979.02	772.10	1,206.93	39.01	
16	22	Public Health Engineering	1,612.46	629.17	983.29	39.02	
17	43	Horticulture and Soil Conservation	124.50	50.04	74.46	40.19	
18	18	Animal Husbandry and Veterinary including Dairy Farming	193.18	81.22	111.96	42.04	
19	48	Relief and Disaster Management	502.43	217.94	284.48	43.38	
20	26	Administration of Justice	254.38	111.29	143.09	43.75	
21	17	Agriculture	378.88	166.51	212.36	43.95	
22	27	Election	51.19	22.68	28.51	44.30	
23	28	State Excise	21.85	9.69	12.16	44.35	
24	16	Co-operation	44.75	22.13	22.62	49.44	
Sub Total (A)			***13,620.89***	***4,144.25***	***9,476.64***		
25	30	Planning	1,197.89	659.19	538.70	55.03	51 to 75
26	42	State Academy of Training	13.54	7.49	6.05	55.34	
27	25	Youth Affairs and Sports Department	98.20	54.38	43.81	55.38	
28	34	Rehabilitation	29.99	17.15	12.84	57.17	
29	13	Labour and Employment	68.07	40.09	27.98	58.90	
30	41	Art and Culture	56.91	34.69	22.22	60.95	
31		Appropriation No. 3 - Manipur Public Service Commission	7.46	4.55	2.91	60.99	
32	31	Fire Protection and Control	58.42	36.74	21.67	62.90	
33	3	Secretariat	172.13	110.76	61.37	64.35	
34		Appropriation No. 1 - Governor	8.94	6.31	2.63	70.61	
35	9	Information and Publicity	19.50	13.78	5.72	70.68	
36	49	Economics and Statistics	19.40	13.81	5.59	71.19	
37	10	Education	3,151.90	2,324.66	827.24	73.75	
38	35	Stationery and Printing	7.06	5.27	1.78	74.75	
39	11	Medical Health and Family Welfare Services	1,589.24	1,198.76	390.48	75.43	
Sub Total (B)			***6,498.65***	***4,527.65***	***1,971.00***		
40	44	Social Welfare Department	1,109.30	843.31	265.98	76.02	76 to 90
41	14	Department of Tribal Affairs and Hills	950.78	728.06	222.71	76.58	

Sl. No.	Number and name of grant or appropriation		Total Budget	Total Expenditure	Savings/ Excess (-)	Percentage of Utilisation	Range of Utilisation (*per cent*)
		Development					
42	6	Transport	30.25	23.20	7.06	76.68	
43	32	Jails	44.83	34.66	10.17	77.31	
44	23	Power	559.22	441.22	118.00	78.90	
45	4	Land Revenue Stamps & Registration and District Administration	146.03	119.05	26.99	81.52	
46	46	Science and Technology	6.05	5.14	0.91	84.99	
47	7	Police	3,365.14	2,976.09	389.04	88.44	
48	24	Vigilance and Anti-Corruption Department	6.89	6.10	0.79	88.54	
Sub Total (C)			***6,218.48***	***5,176.83***	***1,041.65***		
49	33	Home Guards	57.81	52.49	5.32	90.80	91 to 100
50	1	State Legislature	325.18	310.18	15.00	95.39	
51	29	Sales Tax Other Taxes/Duties on Commodities and Services	7.83	7.66	0.17	97.83	
52	5	Finance Department	3,359.27	3,308.18	51.09	98.48	
Sub Total (D)			***3,750.09***	***3,678.51***	***71.58***		
53		Appropriation No. 2 - Interest Payment and Debt Services	7,304.56	10,937.88	(-)3,633.32	149.74	more than 100
Sub Total (E)			***7,304.56***	***10,937.88***	***-3,633.32***		
Grand Total (A+B+C+D+E)			**37,392.66**	**28,465.11**	**8,927.55**		

Source: Appropriation Accounts, 2024-25

APPENDIX – 2.8

Statement showing Savings not Surrendered

(Refer paragraph 2.5.5)

(₹ in crore)

Sl. No.	Number and name of Grant or appropriation		Original Budget	Supplementary Budget	Total Provision	Actual Expenditure	Savings	Amount not surrendered
1	Appropriation No. 1	Governor	8.94	0.00	8.94	6.31	2.63	2.63
2	6	Transport	24.68	5.58	30.25	23.20	7.06	7.06
3	20	Community and Rural Development	4,110.90	136.49	4,247.39	861.83	3,385.56	3,385.56
4	24	Vigilance and Anti-Corruption Department	6.47	0.42	6.89	6.10	0.79	0.79
5	29	Sales Tax Other Taxes/Duties on Commodities and Services	7.70	0.13	7.83	7.66	0.17	0.17
6	34	Rehabilitation	13.85	16.14	29.99	17.15	12.84	12.84
Grand Total			**4,172.54**	**158.75**	**4,331.29**	**922.25**	**3,409.05**	**3,409.05**

Source: Appropriation Accounts, 2024-25

APPENDIX – 2.9

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

(Refer paragraph 2.5.5)

(₹ in crore)

Sl. No.	Number and name of Grant or appropriation		Original Budget	Supplementary Budget	Total Provision	Actual Expenditure	Savings	Amount surrendered on 31 March 2025
1	3	Secretariat	167.48	4.65	172.13	110.76	61.37	36.18
2	5	Finance Department	2,913.53	445.74	3,359.27	3,308.18	51.09	13.12
3	7	Police	3,112.68	252.45	3,365.14	2,976.09	389.04	94.59
4	8	Public Works Department	1,978.04	0.99	1,979.02	772.10	1,206.93	636.23
5	10	Education	3,151.90	0.00	3,151.90	2,324.66	827.24	139.77
6	11	Medical Health and Family Welfare Services	1,589.24	0.00	1,589.24	1,198.76	390.48	192.96
7	12	Municipal Administration Housing and Urban Development	961.39	0.00	961.39	317.74	643.65	352.89
8	14	Department of Tribal Affairs and Hills Development	918.96	31.81	950.78	728.06	222.71	31.86
9	15	Consumer Affairs Food and Public Distribution	218.26	0.00	218.26	56.55	161.71	98.07
10	16	Co-operation	44.75	0.00	44.75	22.13	22.62	16.59
11	17	Agriculture	378.88	0.00	378.88	166.51	212.36	158.56
12	18	Animal Husbandry and Veterinary including Dairy Farming	193.18	0.00	193.18	81.22	111.96	34.17
13	19	Environment and Forest	716.45	0.00	716.45	214.63	501.82	337.11
14	21	Textiles Commerce and Industries	182.50	0.00	182.50	53.18	129.31	86.85
15	22	Public Health Engineering	1,612.46	0.00	1,612.46	629.17	983.29	685.42
16	23	Power	510.19	49.02	559.22	441.22	118.00	85.00
17	25	Youth Affairs and Sports Department	98.14	0.06	98.20	54.38	43.81	18.22
18	26	Administration of Justice	254.38	0.00	254.38	111.29	143.09	68.12
19	27	Election	51.19	0.00	51.19	22.68	28.51	24.52
20	28	State Excise	21.85	0.00	21.85	9.69	12.16	10.91
21	30	Planning	907.67	290.22	1,197.89	659.19	538.70	95.37
22	36	Minor Irrigation	305.73	0.00	305.73	44.86	260.86	200.40
23	37	Fisheries	89.95	0.00	89.95	28.02	61.93	54.93
24	38	Panchayat	117.25	0.03	117.28	29.79	87.49	72.33
25	40	Water Resources Department	652.70	0.00	652.70	253.54	399.16	128.29
26	41	Art and Culture	56.91	0.00	56.91	34.69	22.22	12.74
27	43	Horticulture and Soil Conservation	124.50	0.00	124.50	50.04	74.46	56.58
28	44	Social Welfare Department	1,109.30	0.00	1,109.30	843.31	265.98	63.74
29	45	Tourism	146.62	0.00	146.62	6.69	139.94	131.36
30	47	Minorities and Other Backward Classes and Scheduled Castes Department	550.80	0.00	550.80	120.46	430.34	132.34
31	50	Information Technology	155.64	0.00	155.64	40.83	114.81	77.59
Grand Total			**23,292.53**	**1,074.98**	**24,367.50**	**15,710.42**	**8,657.08**	**4,146.77**

Source: Appropriation Accounts, 2024-25

APPENDIX – 2.10

Statement showing Policy initiatives (₹ 10 crore or more) with no expenditure

(Refer paragraph 2.5.7)

(₹ in crore)

Sl. No.	Grant No.	Name of the Department	Head of Account	Name of the scheme	Budget provision	Expenditure
1	10	Education	2202-03-800-08 (V)	Pradhan Mantri-Uchchatar Shiksha Abhiyan (PM-USHA)/Central Share	55.52	0
2	10	Education	2202-03-800-10 (V)	PM-USHA / Central Share(SCSP Component)	11.52	0
3	12	Municipal Administration Housing and Urban Development	4217-60-051-02 (V)	Atal Mission for Rejuvenation & Urban Transformation 2.0 (AMRUT 2.0) Central Share	15.00	0
4	12	Municipal Administration Housing and Urban Development	4217-60-051-04 (V)	Swachh Bharat Mission 2.0 (Urban)/Central Share	42.84	0
5	14	Department of Tribal Affairs and Hills Development	2225-02-794-03 (V)	Scheme under Pradhan Mantri Adi Adarsh Gram Yojana (PMAAGY)	17.93	0
6	15	Consumer Affairs Food and Public Distribution	2408-01-101-02 (V)	Decentralised procurement of rice under NFSA (Central Share)	10.00	0
7	22	Public Health Engineering	4215-01-102-01 (H)	Jal Jeevan Mission (Central Share)	32.00	0
8	22	Public Health Engineering	4215-01-102-01 (V)	Jal Jeevan Mission (Central Share)	11.00	0
9	47	Minorities and Other Backward Classes and Scheduled Castes Department	4225-01-800-02 (V)	Babu Jagjivan Ram Chhatrawas Yojana (BJRCY) Girls' Hostel	14.00	0
10	50	Information Technology	3425-60-600-01 (V)	MIND Project at Manipur IT SEZ (Central Share) (EAP)	20.00	0
11	50	Information Technology	5425-00-800-04 (V)	MIND Project at Manipur IT SEZ (Central Share) (EAP)	10.00	0
Total					**239.82**	**0**

Source: Appropriation Accounts, 2024-25

APPENDIX – 2.11

Statement showing policy initiatives with full budget amount withdrawn in revised outlay

(Refer paragraph 2.5.7)

(₹ in crore)

Sl. No.	Grant No.	Name of the Department	Head of Account	Name of the scheme	Budget provision	Withdrawn through Re-appropriation	Expenditure
1	6	Transport	2041-101-05 (V)	VGF for UDAN International Scheme	1.00	1.00	0
2	11	Medical Health and Family Welfare Services	4210-04-200-02 (V)	Scheme under NABARD	5.00	5.00	0
3	30	Planning	3451-092-08 (V)	Schemes for Restoration & Rehabilitation of Vulnerable Areas	1.87	1.87	0
4	36	Minor Irrigation	4702-102-03 (V)	PMKSY - Har Khet ko Pani (HKKP) - Ground Water	2.00	2.00	0
5	43	Horticulture and Soil Conservation	2401-800-05 (V)	Coconut Development Board Scheme	0.25	0.25	0
6			2401-800-09 (V)	Mission organic value chain development for North eastern region	0.95	0.95	0
7	44	Social Welfare Department	2236-02-101-06 (H)	Poshan Abhiyan - Saksham Anganwadi and Poshan 2.0	0.48	0.48	0
8	50	Information Technology	3425-600-02 (V)	MIND Project at Manipur IT SEZ	1.00	1.00	0
Total					**12.55**	**12.55**	**0.00**

Source: Appropriation Accounts, 2024-25

APPENDIX – 2.12

Statement showing quarter-wise expenditure for all major heads during 2024-25

(Refer paragraph 2.5.8)

(₹ in crore)

Sl. No.	Grant/ Appropriation No.	Description	Allocation during 2024-25	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	In March	Total Expenditure during 2024-25	Expenditure in 4th Quarter as percentage of total expenditure	Expenditure in March 2025 as percentage of total Expenditure
1	**1**	State Legislature	325.18	77.91	77.42	87.95	66.90	33.51	310.18	21.57%	10.80%
2	**2**	Council of Ministers	16.28	1.16	1.34	1.09	0.91	0.19	4.50	20.22%	4.22%
3	**Appropriation 1**	Governor	8.94	1.48	1.63	1.33	1.87	1.03	6.31	29.64%	16.32%
4	**Appropriation 2**	Interest Payment & Debt Services	7,304.56	26.38	1,472.48	2,730.54	6,708.48	4,868.88	10,937.88	61.33%	44.51%
5	**Appropriation 3**	Manipur Public Service Commission	7.46	0.98	1.05	1.39	1.12	0.34	4.54	24.67%	7.49%
6	**3**	Secretariat	172.13	25.34	24.14	25.00	36.27	19.99	110.75	32.75%	18.05%
7	**4**	Land Revenue, Stamps and Registration and District Administration	146.03	27.17	24.35	33.68	33.84	20.95	119.04	28.43%	17.60%
8	**5**	Finance Department	3,359.27	643.70	902.29	734.76	1,027.42	314.39	3,308.17	31.06%	9.50%
9	**6**	Transport	30.25	3.54	2.92	3.96	12.79	6.32	23.21	55.11%	27.23%
10	**7**	Police	3,365.14	630.19	680.22	769.45	896.23	498.43	2,976.09	30.11%	16.75%
11	**8**	Public Works Department	1,979.02	215.14	55.83	198.96	301.76	91.53	771.69	39.10%	11.86%
12	**9**	Information and Publicity	19.50	1.92	2.65	4.03	5.18	3.16	13.78	37.59%	22.93%
13	**10**	Education	3,151.90	368.34	534.30	579.40	842.62	362.25	2,324.66	36.25%	15.58%
14	**11**	Medical, Health and Family Welfare Services	1,589.24	206.41	277.74	325.98	388.63	191.43	1,198.76	32.42%	15.97%
15	**12**	Municipal Administration, Housing and Urban Development	961.39	45.87	127.07	50.01	94.80	14.05	317.75	29.83%	4.42%
16	**13**	Labour and Employment	68.07	10.35	5.28	14.56	9.90	6.22	40.09	24.69%	15.52%
17	**14**	Department of Tribal Affairs and Hills Development	950.78	151.15	155.21	178.84	242.87	136.63	728.07	33.36%	18.77%
18	**15**	Consumer Affairs, Food and	218.26	23.42	7.18	14.82	11.13	5.51	56.55	19.68%	9.74%

Sl. No.	Grant/ Appropriation No.	Description	Allocation during 2024-25	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	In March	Total Expenditure during 2024-25	Expenditure in 4th Quarter as percentage of total expenditure	Expenditure in March 2025 as percentage of total Expenditure
		Public Distribution									
19	**16**	Co-operation	44.75	4.84	5.35	5.19	6.74	3.60	22.12	30.47%	16.27%
20	**17**	Agriculture	378.88	19.72	66.28	18.72	61.80	54.52	166.52	37.11%	32.74%
21	**18**	Animal Husbandry and Veterinary including Dairy Farming	193.18	18.39	16.73	20.40	25.70	13.20	81.22	31.64%	16.25%
22	**19**	Environment and Forest	716.45	18.50	31.54	34.64	94.18	71.37	178.86	52.66%	39.90%
23	**20**	Community and Rural Development	4,247.39	186.50	51.76	179.23	444.34	213.62	861.83	51.56%	24.79%
24	**21**	Textiles, Commerce & Industries	182.50	3.16	4.97	25.09	19.96	15.96	53.18	37.53%	30.01%
25	**22**	Public Health Engineering	1,612.46	118.46	147.09	150.76	212.86	128.59	629.17	33.83%	20.44%
26	**23**	Power	559.22	131.32	53.23	129.06	127.61	73.45	441.22	28.92%	16.65%
27	**24**	Vigilance & Anti-Corruption Department	6.89	1.37	1.45	1.49	1.79	0.95	6.10	29.34%	15.57%
28	**25**	Youth Affairs and Sports Department	98.20	6.72	7.89	20.79	18.98	11.28	54.38	34.90%	20.74%
29	**26**	Administration of Justice	254.38	17.50	35.68	24.49	33.61	15.55	111.28	30.20%	13.97%
30	**27**	Election	51.19	2.16	2.59	2.46	15.47	1.38	22.68	68.21%	51.49%
31	**28**	State Excise	21.85	2.06	2.19	2.96	2.48	0.87	9.69	25.59%	8.98%
32	**29**	Sales Tax, Other Taxes/Duties on Commodities and Services	7.83	0.96	1.01	1.88	3.81	1.10	7.66	49.74%	14.36%
33	**30**	Planning	1,197.89	110.31	133.59	73.69	341.59	128.69	659.18	51.82%	19.52%
34	**31**	Fire Protection and Control	58.42	4.94	5.05	5.94	20.81	3.33	36.74	56.64%	9.06%
35	**32**	Jails	44.83	7.63	7.75	9.00	10.29	3.88	34.67	29.68%	11.19%
36	**33**	Home Guards	57.81	13.00	13.01	13.14	13.33	8.78	52.48	25.40%	16.73%
37	**34**	Rehabilitation	29.99	0.44	3.73	2.45	10.53	10.25	17.15	61.40%	59.77%
38	**35**	Stationery and Printing	7.06	0.93	0.96	0.95	2.43	1.64	5.27	46.11%	31.12%
39	**36**	Minor Irrigation	305.73	3.41	7.66	18.39	15.40	5.05	44.86	34.33%	11.26%
40	**37**	Fisheries	89.95	3.88	4.46	11.11	8.58	5.77	28.03	30.61%	20.59%
41	**38**	Panchayat	117.28	3.10	3.23	7.56	15.91	2.00	29.80	53.39%	6.71%

Sl. No.	Grant/ Appropriation No.	Description	Allocation during 2024-25	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	In March	Total Expenditure during 2024-25	Expenditure in 4th Quarter as percentage of total expenditure	Expenditure in March 2025 as percentage of total Expenditure
42	**39**	Sericulture	97.25	5.74	5.63	11.56	5.91	2.02	28.84	20.49%	7.00%
43	**40**	Water Resource Department	652.70	30.99	97.35	75.65	49.56	34.95	253.55	19.55%	13.78%
44	**41**	Art and Culture	56.91	7.05	4.60	11.19	11.85	6.22	34.69	34.16%	17.93%
45	**42**	State Academy of Training	13.54	0.95	1.93	2.28	2.34	1.24	7.50	31.20%	16.53%
46	**43**	Horticulture and Soil Conservation	124.50	5.87	14.65	6.80	22.71	18.71	50.03	45.39%	37.40%
47	**44**	Social Welfare Department	1,109.30	76.68	182.07	127.99	456.57	383.85	843.31	54.14%	45.52%
48	**45**	Tourism	146.62	0.74	0.81	1.81	3.33	2.91	6.69	49.78%	43.50%
49	**46**	Science and Technology	6.05	0.64	0.77	0.85	2.87	2.25	5.13	55.95%	43.86%
50	**47**	Minorities and Other Backward Classes and Scheduled Castes Department	550.80	0.90	23.63	8.41	87.52	36.11	120.46	72.65%	29.98%
51	**48**	Relief and Disaster Management	502.43	31.63	72.4	96.74	17.17	16.74	217.94	7.88%	17.25%
52	**49**	Economics and Statistics	19.40	3.13	3.39	3.05	4.23	2.52	13.80	30.65%	18.26%
53	**50**	Information Technology	155.64	6.40	8.97	10.64	14.82	11.61	40.83	36.30%	28.43%
		Total	**37,392.67**	**3,310.47**	**5,376.50**	**6,872.11**	**12,869.80**	**7,868.77**	**28,428.88**		

Source: Information furnished by O/o the PAG (A&E), Manipur

APPENDIX – 2.13

Statement showing rush of Expenditure during March 2025 where expenditure was more than ₹ 10 crore and 25 *per cent* of the total expenditure

(Refer paragraph 2.5.8)

(₹ in crore)

Sl. No.	Grant/ Appropriation No.	Description	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	In March	Total Expenditure during 2024-25	Expenditure in March 2025 as percentage of total Expenditure
1	**Appropriation 2**	Interest Payment & Debt Services	26.38	1,472.48	2,730.54	6,708.48	4,868.88	10,937.88	44.51%
2	**17**	Agriculture	19.72	66.28	18.72	61.80	54.52	166.52	32.74%
3	**19**	Environment and Forest	18.50	31.54	34.64	94.18	71.37	178.86	39.90%
4	**21**	Textiles, Commerce & Industries	3.16	4.97	25.09	19.96	15.96	53.18	30.01%
5	**34**	Rehabilitation	0.44	3.73	2.45	10.53	10.25	17.15	59.77%
6	**43**	Horticulture and Soil Conservation	5.87	14.65	6.80	22.71	18.71	50.03	37.40%
7	**44**	Social Welfare Department	76.68	182.07	127.99	456.57	383.85	843.31	45.52%
8	**47**	Minorities and Other Backward Classes and Scheduled Castes Department	0.90	23.63	8.41	87.52	36.11	120.46	29.98%
9	**50**	Information Technology	6.40	8.97	10.64	14.82	11.61	40.83	28.43%

Source: Information furnished by O/o the PAG (A&E), Manipur

APPENDIX – 3.1

Statement showing details of contribution and investment under Defined Contributory Pension Scheme

(*Refer Paragraphs 3.2.2)*

(₹ in crore)

Years	Receipts				Disbursement (Transferred to NSDL)	Short transfer (-) / Excess transfer (+)	Interest Paid
	Opening Balance	Employees' share	Government contribution	Total			
1	2	3	4	5	6	7 (6-5)	8
2006-07	**0**	1.18	0	**1.18**	0.00	-1.18	**…**
2007-08	**1.18**	3.24	0	**3.24**	0.00	-3.24	**…**
2008-09	**3.24**	6.29	0	**6.29**	0.00	-6.29	**…**
2009-10	**6.29**	6.89	0	**6.89**	0.00	-6.89	**…**
2010-11	**6.89**	16.5	0	**16.50**	0.24	-16.26	**…**
2011-12	**16.50**	27.49	0	**27.49**	8.23	-19.26	**…**
2012-13	**27.49**	38.21	8.27	**46.48**	14.72	-31.76	**…**
2013-14	**46.48**	41.49	38.12	**79.61**	82.25	2.64	**…**
2014-15	**79.61**	69.67	61.89	**131.56**	124.92	-6.64	**…**
2015-16	**131.56**	67.07	52.11	**119.18**	123.21	4.03	**0.01**
2016-17	**119.18**	77.04	81.17	**158.21**	118.43	-39.78	**0.02**
2017-18	**158.21**	99.11	58.22	**157.33**	152.14	-5.19	**0.00**
2018-19	**157.33**	112.39	105.32	**217.71**	211.49	-6.22	**0.10**
2019-20	**217.71**	141.03	180.55	**321.58**	251.00	-70.58	**0.08**
2020-21	**321.58**	168.34	160.54	**328.88**	432.00	103.12	**0.06**
2021-22	**328.88**	185.62	106.07	**291.69**	212.43	-79.26	**0.03**
2022-23	**291.69**	230.07	219.58	**449.65**	440.47	-9.18	**0.19**
2023-24	**449.65**	269.06	227.71	**496.77**	456.76	-40.01	**0.04**
2024-25	**496.77**	285.84	299.89	**585.73**	599.54	13.81	**0.03**
Total		**1846.53**	**1599.44**	**3445.97**	**3227.83**	**-218.14**	**0.55**

Source: Information furnished by O/o the PAG (A&E), Manipur

https://cag.gov.in/ag/manipur/en