



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



सत्यमेव जयते

Accounts at a Glance

for the year
2024-25



GOVERNMENT OF PUNJAB



**Accounts at a Glance
for the year 2024-25**

**Accountant General
(Accounts and Entitlement)
Punjab**



GOVERNMENT OF PUNJAB


Preface

I am happy to present the twenty seventh issue of our annual publication, the 'Accounts at a Glance' of the Government of Punjab. The purpose of this publication is to present a reader friendly summary of the voluminous information available in the Finance Accounts and Appropriation Accounts prepared by my office in accordance with Article 149 of the Constitution of India, read with Section 11 of Comptroller and Auditor General's (Duties, Power and Conditions of Service) Act, 1971. The Annual Accounts of the State consist of (a) Finance Accounts and (b) Appropriation Accounts. Finance Accounts are summary statements of accounts under the Consolidated Fund, Contingency Fund and the Public Account. Appropriation Accounts record the grant-wise expenditure against provisions approved by the State Legislature and offer explanations for variations between the actual expenditure and the funds provided.

'Accounts at a Glance' provides a broad overview of Governmental activities, as reflected in Finance Accounts and Appropriation Accounts. The information is presented through brief explanations, statements, graphs and time series analysis for providing accounting information to the stakeholders-the Legislature, the Executives and the Public. A reading of Finance Accounts, Appropriation Accounts of Government of Punjab and State Finances Audit Report for the year 2024-25 together with Accounts at a Glance will help the stakeholders to appreciate the various aspects of State Finances in a more effective manner.

We look forward to readers' feedback that would help us in improving the publication.

Date: 28 October 2025
Chandigarh


(Tripti Gupta)
Accountant General (A&E)
Punjab

Our Vision, Mission and Core Values

VISION

(The vision of Supreme Audit Institution (SAI) India represents what we aspire to become)

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

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

MISSION

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

CORE VALUES

(Our core values are the guiding beacons for all that we do and give us the benchmarks for assessing our performance)

- Independence
- Objectivity
- Integrity
- Reliability
- Professional Excellence
- Transparency
- Positive Approach

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Chapter I

Overview

1.1 Introduction

The office of the Accountant General (Accounts and Entitlement), Punjab collates, classifies, compiles the accounts data rendered by multiple agencies, and prepares the accounts of the Government of Punjab. The compilation is done from the initial accounts rendered by the District Treasuries, Public Works Divisions, Forest Divisions, accounts rendered by the other States/accounting offices and advices of Reserve Bank of India. Every month, a Monthly Civil Account is presented by the office of the Accountant General (A&E) to the Government of Punjab. The office of the Accountant General (A&E) also submits a Quarterly Appreciation Note on the important financial indicators and quality of expenditure of the Government. Finance Accounts and Appropriation Accounts are prepared annually by the office of the Accountant General (A&E) in accordance with Article 149 of the Constitution of India read with Section 11 of Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act 1971, which are placed before the State Legislature after audit by the Principal Accountant General (Audit), Punjab and certification by the Comptroller and Auditor General of India.

1.2 Structure of Government Accounts

1.2.1 Government Accounts are kept in three parts:

Structure of Government Accounts

● **Part 1 CONSOLIDATED FUND**

All revenue received by the Government including tax revenues and non-tax revenues, loans raised and repayment of loans given (including interest thereon) form the Consolidated Fund.

All expenditure and disbursements of the Government, including release of loans and repayment of loans taken (and interest thereon), are met from this fund.

The Contingency Fund is in the nature of an imprest, intended to meet unforeseen expenditure, pending authorisation by the Legislature. Such expenditure is recouped subsequently from the Consolidated Fund.

The corpus of this fund for the Government of Punjab is ₹ 25.00 crore.

● **Part 2 CONTINGENCY FUND**

● **Part 3 PUBLIC ACCOUNT**

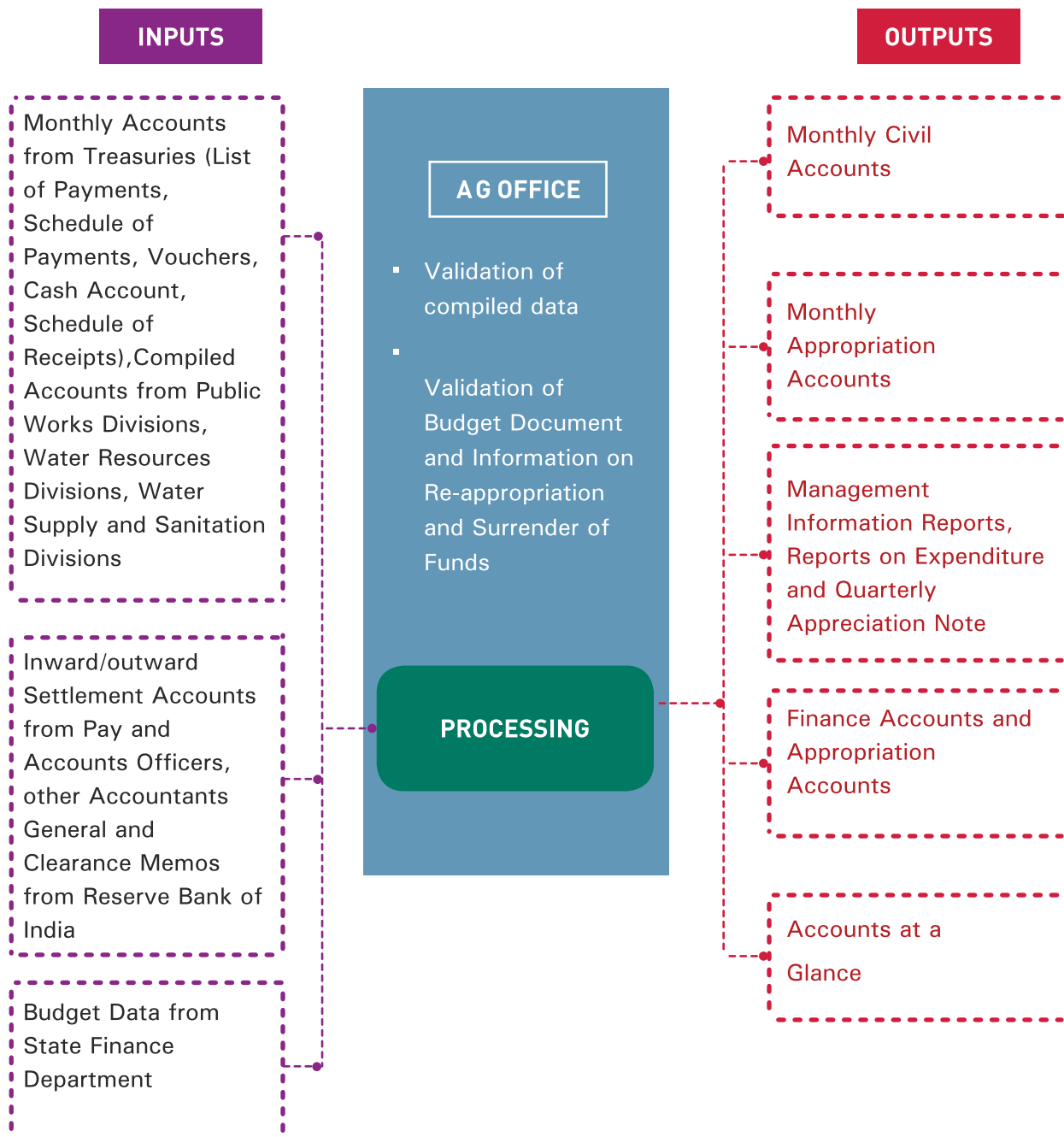
In Public Account, the transactions relating to Debt (Other than those included in Part I), 'Deposits', 'Advances', 'Remittances' and 'Suspense' shall be recorded.

The transactions under Debt, Deposit and Advances in this part are such in respect of which Government incurs a liability to repay the money received or has a claim to recover the amount paid, together with the repayments of the former (Debt and Deposits) and the recoveries of the latter (Advances).

The transactions relating to 'Remittances' and 'Suspense' in this Part shall embrace all merely adjusting heads under which shall appear such transactions as remittances of cash between treasuries and currency chests and transfer between different accounting circles. The initial debits or credits to these heads will be cleared eventually by booking to the final heads of accounts.

1.2.2 Flow Diagram of Accounts Compilation

Flow Diagram of Accounts Compilation

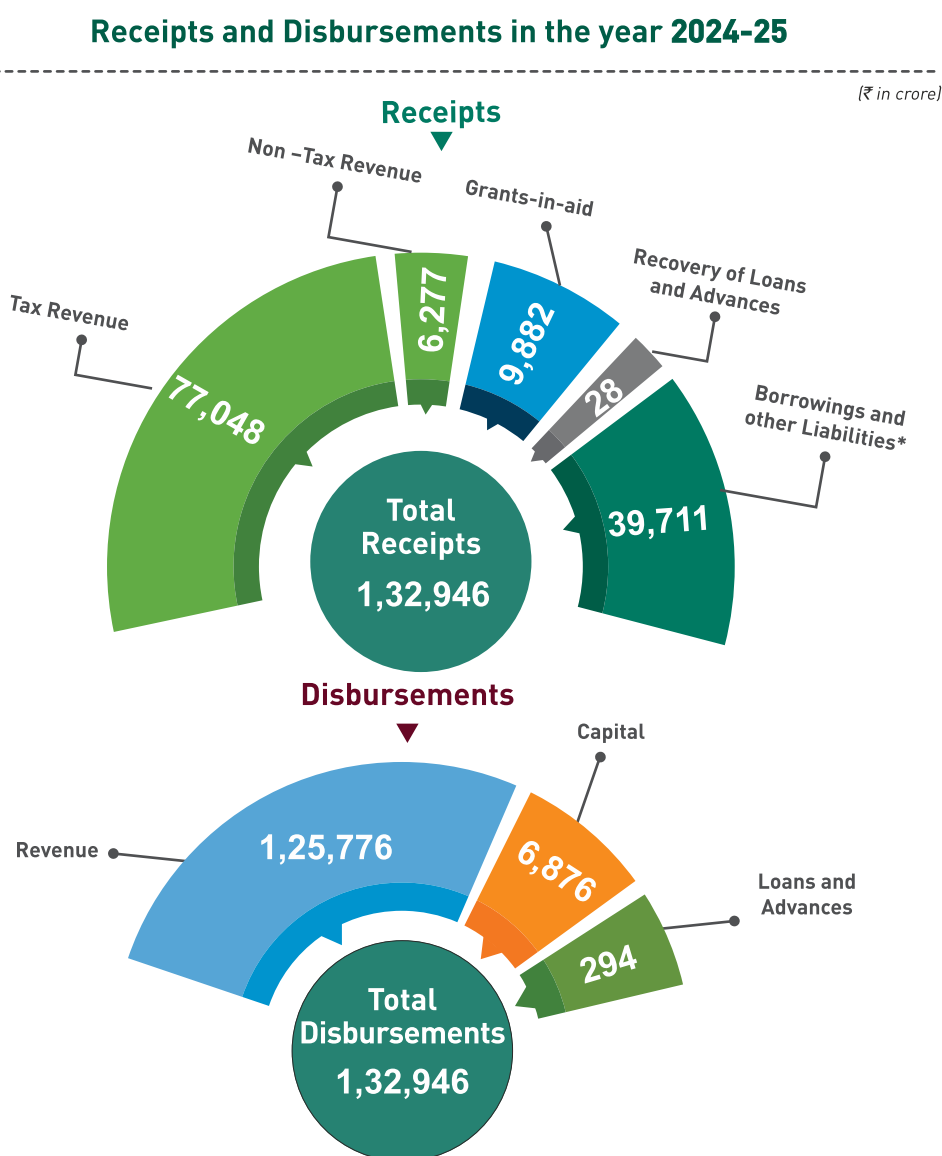


1.3 Finance Accounts and Appropriation Accounts

1.3.1 Finance Accounts

Finance Accounts depict the receipts and disbursements of the Government for the year, together with the financial results disclosed by the Revenue and Capital Accounts, Public Debt and Public Account Balances recorded in the accounts. Finance Accounts have been prepared in two volumes to make them more comprehensive and informative. **Volume I** contains the Report of the Comptroller and Auditor General of India, the Guide to the Finance Accounts, 13 Statements which give summarised information on the financial position and transactions of the State Government for the current financial year and Notes to Finance Accounts. **Volume II** of the Finance Accounts contains two parts - 9 Detailed Statements in Part I and 13 Appendices in Part II.

The Receipts and Disbursements of the Government of Punjab as depicted in the Finance Accounts 2024-25 are given below:



* 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.

The Union Government transfers substantial funds directly to the State Implementing Agencies/Non-Government Organizations for implementation of various schemes and programmes. During the year 2024-25, the Union Government released ₹ 5,111 crore directly to the implementing agencies in Punjab. Since these funds are not routed through the State Budget, these are not reflected in the Accounts of the State Government. These transfers are exhibited in Appendix-VI of Volume II of the Finance Accounts.

1.3.2 Financial Highlights of Accounts:

The following table provides the details of actual financial results vis-à-vis Budget Estimates for the year 2024-25:

(₹ in crore)

Sr. No	Components	Budget Estimates 2024-25	Actuals 2024-25	Percentage of Actual to B.E.	Percentage of Actual to GSDP(c)
1	Tax Revenue	80,942	77,048(a)	95	10
2	Non-Tax Revenue	11,246	6,277	56	1
3	Grants-in-aid and Contributions	11,748	9,882	84	1
4	Revenue Receipts (1+2+3)	1,03,936	93,207	90	12
5	Recovery of Loans and Advances	150	28	19	..
6	Other Receipts	500	..	..	..
7	Borrowings and other Liabilities (b)	30,465	39,711	130	5
8	Capital Receipts (5+6+7)	31,115	39,739	128	5
9	Total Receipts (4+8)	1,35,051	1,32,946	98	17
10	Revenue Expenditure	1,27,134	1,25,776	99	16
11	Expenditure on Interest Payments (Out of Revenue Expenditure)	23,900	24,621	103	3
12	Capital Expenditure	7,445	6,876	92	1
13	Loans and Advances Disbursed	472	294	62	..
14	Total Expenditure (10+12+13)	1,35,051	1,32,946	98	17
15	Revenue Deficit (4-10)	23,198	32,569	140	4
16	Fiscal Deficit (4+5+6-14)	30,465	39,711	130	5

(a) Includes ₹ 23,254 crore as State's share of Union Taxes.

(b) 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.

(c) GSDP at current prices: ₹8,38,636 crore as per website of the Ministry of Statistics and Programme Implementation, New Delhi uploaded on 01 August 2025.

1.3.3 Appropriation Accounts

Appropriation Accounts bring out the Gross Expenditure (both Voted and Charged) of the State Government incurred from the Consolidated Fund for each financial year compared with the accounts of Voted Grants and Charged Appropriations for different purposes as specified in the Schedules appended to the Appropriation Acts passed by the State Legislature under Article 204 and 205 of the Constitution of India. The Appropriation Accounts supplement the Finance Accounts of the State. The Appropriation Accounts of the Government of Punjab for the year 2024-25 comprise accounts of 42 Voted Grants and 32 Charged Appropriations.

1.3.4 Efficiency on Budget Preparation

Appropriation Act 2024-25 had projected Gross Expenditure of ₹ 2,30,250 crore, which includes the Supplementary Grants totaling ₹ 25,332 crore, passed by State Legislature during the year. No amount was projected as recoveries to be treated as reduction of expenditure.

Appropriation Accounts 2024-25 show disbursements aggregating ₹ 2,12,907 crore against the aggregate budget provision of ₹ 2,30,250 crore, resulting in net saving of ₹ 17,343 crore (7.5 per cent). However, net saving of ₹ 9,474 crore (55 per cent) was under the Grants Finance (₹ 3,905 crore), Power (₹ 1,687 crore), Rural Development and Panchayats (₹ 1,341 crore) and Agriculture (₹ 1,595 crore) and Industries and Commerce (₹ 946 crore). There was excess expenditure of ₹ 792 crore in two (2) Voted Grants and two (2) Charged Appropriations.

Against the Nil projection of recoveries in reduction of expenditure in budget estimates, there were the actual recoveries of ₹ 446 crore during 2024-25.

The Appropriation Accounts show that in the year 2024-25, there was actual expenditure of ₹ 2,12,907 crore, comprising Revenue Expenditure of ₹ 1,26,062 crore, Capital Expenditure of ₹ 7,045 crore, Repayment of Debt of ₹ 79,515 crore and Loans and Advances given by the State Government amounting to ₹ 285 crore. There were savings under Revenue, Capital, Public Debt and Loans and Advances with reference to total grants allocated by the State Legislature.

1.4 Sources and Application of Funds

1.4.1 Ways and Means Advances

The Reserve Bank of India extends the facility of Ways and Means Advances to enable State Governments to maintain their liquidity. Overdraft facilities are provided when there is a shortfall in the agreed minimum cash balance which is ₹ 1.56 crore. ₹ 6,692 crore was outstanding as on 31 March 2025 as Ways and Means Advances (including Special Drawing Facility on 91 days Deposit). At the end of the previous year, an amount of ₹ 3,580 crore was outstanding as Ways and Means Advances. During 2024-25, Government obtained ₹ 26,559 crore as Normal Ways and Means Advances on two hundred one occasions, ₹ 25,709 crore was repaid during the year leaving a balance of ₹ 1,954 crore. An amount of ₹ 26 crore was paid as interest on these advances. The Government obtained ₹ 7,467 crore as Overdraft/Shortfall on fifty-six occasions, ₹ 7,669 crore was repaid during the year leaving a balance of ₹ 61 crore. An amount of ₹ 5 crore was paid as interest on these advances. The Government also obtained ₹ 35,663 crore as Special Drawing Facility on three hundred sixty five occasions, ₹ 33,199 crore was repaid during the year leaving a balance of ₹ 4,677 crore. An amount of ₹ 149 crore was paid as interest on these advances.

1.4.2 Fund Flow Statement

The State had a Revenue Deficit of ₹32,569 crore and a Fiscal Deficit of ₹ 39,711 crore representing 3.88 per cent and 4.74 per cent of the Gross State Domestic Product (GSDP)¹ respectively. The Fiscal Deficit was around 29.87 per cent of Total Expenditure. This deficit was met mainly from Public Debt (₹34,403 crore) and remaining by increase in liability of the Public Account (₹ 5,308 crore). Around 79 per cent of the Revenue Receipts (₹93,207 crore) of the State Government was spent on Committed Expenditure like Salaries (₹28,997 crore), Interest Payments (₹24,622 crore) and Pensions (₹20,247 crore).

Sources and Application of Funds

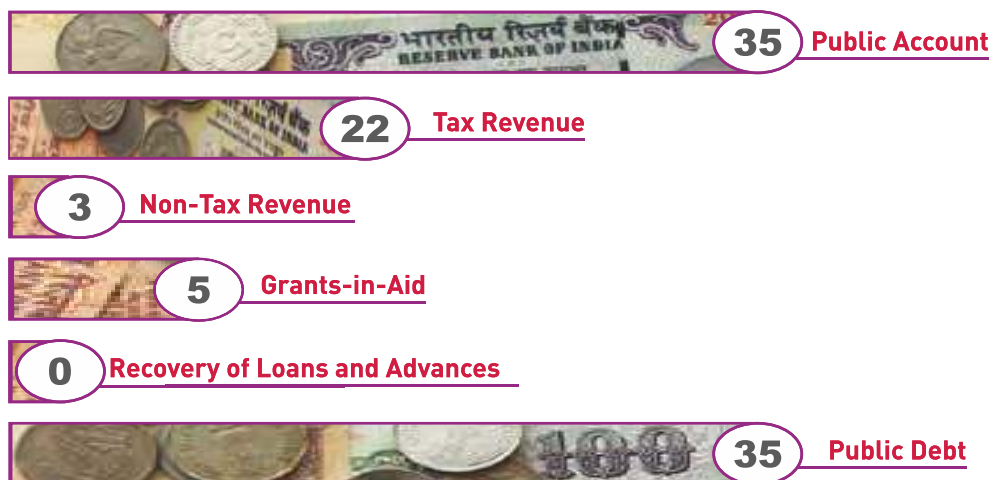
		(₹ in crore)
SOURCES	Opening Cash Balance as on 1.4.2024	192
	Revenue Receipts	93,207
	Recovery of Loans and Advances	28
	Public Debt	1,13,918
	Small Savings, Provident Funds etc.	3,364
	Reserve Funds	2,649
	Deposits Received	8,885
	Civil Advances Repaid	..
	Suspense Account	96,504
	Remittances	165
	Contingency Fund	..
	Total	3,18,912

1. GSDP at current prices: ₹ 8,38,636 crore as per website of Ministry of Statistics and Programme Implementation, New Delhi as on 01 August 2025

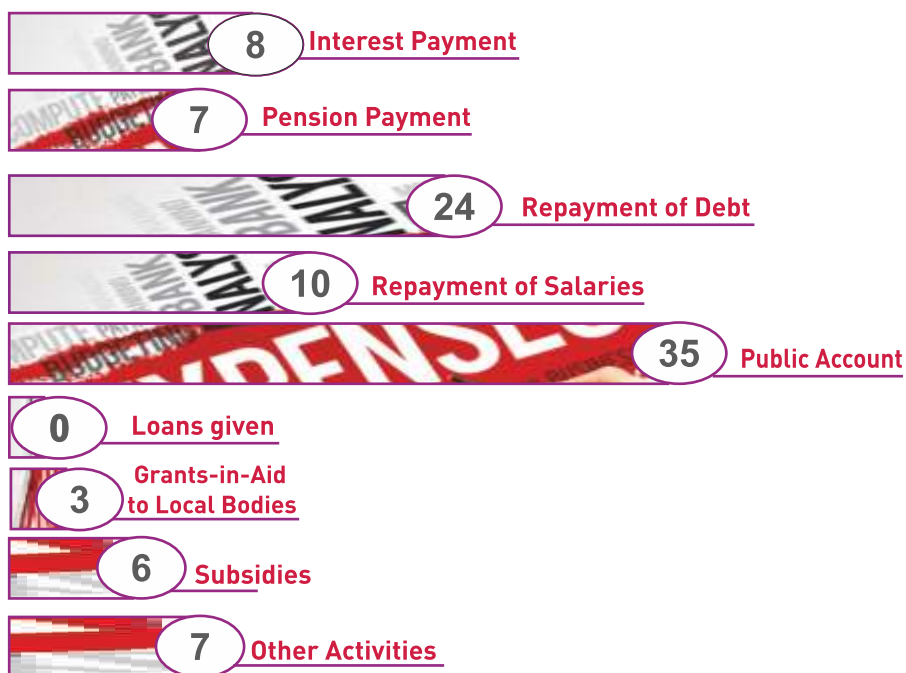
APPLICATION

Revenue Expenditure	1,25,776
Capital Expenditure	6,876
Loans Given	294
Repayment of Public Debt	79,515
Small Savings, Provident Funds etc.	3,219
Reserve Funds	810
Deposits Spent	5,529
Civil Advance Given	..
Suspense Account	96,524
Remittances	163
Closing Cash Balance as on 31.3.2025	206
Total	3,18,912

1.4.3 Where the Rupee came from



1.4.4 Where the Rupee went



1.5 Deficit and Surplus

DEFICIT

Refers to the gap between Revenue and Expenditure. The kind of deficit, how the deficit is financed, and application of funds are important indicators of prudence in Financial Management.

Refers to the gap between Revenue Receipts and Revenue Expenditure. Revenue Expenditure is required to maintain the existing establishment of Government and ideally, should be fully met from Revenue Receipts.

REVENUE DEFICIT/ SURPLUS

FISCAL DEFICIT/ SURPLUS

Refers to the gap between Total Receipts (excluding borrowings) and Total Expenditure. This gap, therefore, indicates the extent to which expenditure is financed by borrowings. Ideally, the borrowings should be invested in capital projects.

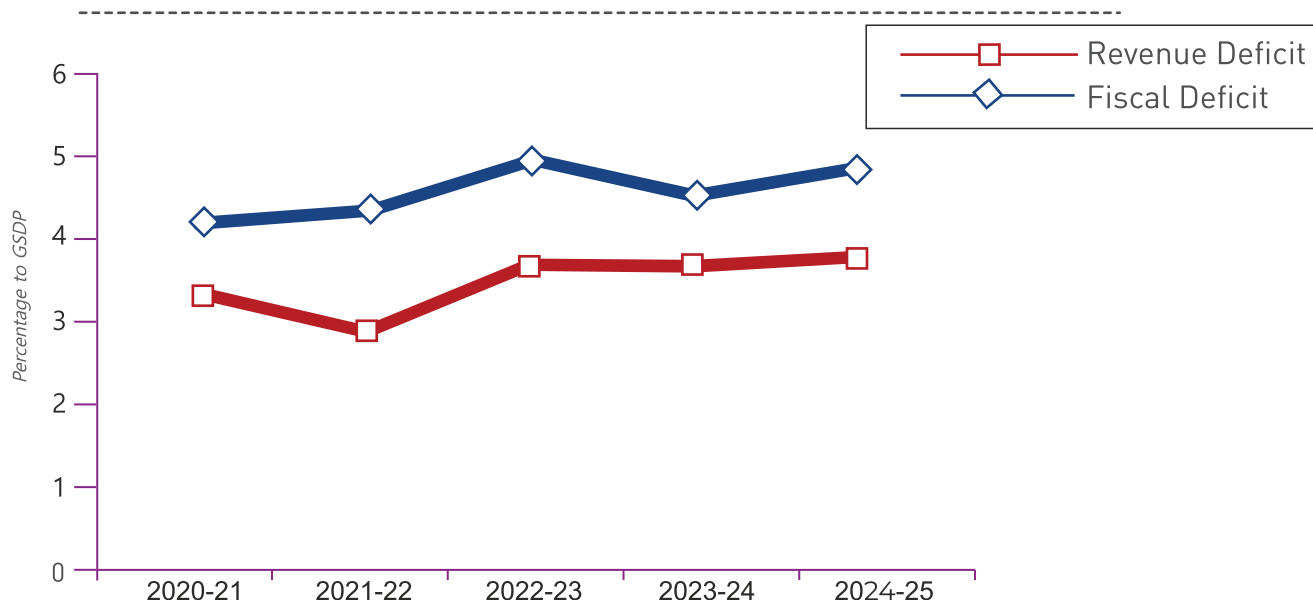
1.5.1 Trend of Revenue Deficit and Fiscal Deficit during the last five years is as under:

(₹ in crore)

Year	GSDP (i)	Revenue Deficit	Percentage to GSDP	Fiscal Deficit	Percentage to GSDP
2020-21	5,40,853	17,297	3.20	22,585	4.18
2021-22	6,27,717	18,468	2.94	27,847	4.44
2022-23	6,92,519	26,045	3.76	33,930	4.90
2023-24	7,71,743	28,215	3.66	33,115	4.29
2024-25	8,38,636	32,569	3.88	39,711	4.74

Source: GSDP at current prices: ₹ 8,38,636 crore as per website of Ministry of Statistics and Programme Implementation, New Delhi as on 01 August 2025.

Revenue Deficit and Fiscal Deficit



1.5.2 Punjab Fiscal Responsibility and Budget Management (PFRBM) Act

1.5.2.1 In terms of PFRBM Act 2003, the Government of Punjab presented the Medium Term Fiscal Policy and Strategy Statement along with the State Budget for the year 2024-25.

The status of target and achievement/shartfall is required to be disclosed by the State Government in the Legislature at the time of presentation of the Budget for the year 2024-25 as stipulated by the PFRBM Act and Rules. In this context, no disclosure has been made on significant changes in the accounting standards, policies and practices affecting or likely to affect the computation of the prescribed fiscal indicators.

1.5.2.2 Performance of the Government of Punjab for the year 2024-25 as depicted in the accounts vis-à-vis targets fixed in the PFRBM Act for Revenue Deficit and Fiscal Deficit is as under:

Sr. No.	Financial Parameter	Actual (₹ in crore)	Financial Parameter to GSDP* percentage Percentage to GSDP	
			Target	Achievement/Shortfall
1	Revenue Deficit	32,569	0.00	3.88
2	Fiscal Deficit	39,711	4.00**	4.74

* GSDP at current prices: ₹ 8,38,636 crore as per website of Ministry of Statistics and Programme Implementation, New Delhi as on 01 August 2025.

** Fiscal Deficit shall be contained at 3.5 per cent of GSDP and an additional 0.5 per cent can be increased on the basis of Capital Expenditure incurred by the state.

1.5.2.3 Net borrowings of the Government of Punjab were ₹39,743 crore during 2024-25.

Chapter II

Receipts

2.1 Introduction

Receipts of the Government are classified as Revenue Receipts and Capital Receipts. Total Receipts for 2024-25 were ₹1,32,946 crore.

2.2 Revenue Receipts

The Revenue Receipts of the government comprise of three components viz. Tax Revenue, Non-tax Revenue and Grants-in-aid received from the Union Government.

● TAX REVENUE

Comprises taxes collected and retained by the State and State's share of Union taxes under Article 280(3) of the Constitution.

Includes interest receipts, dividends, profits etc.

● NON-TAX REVENUE

● GRANTS-IN-AID

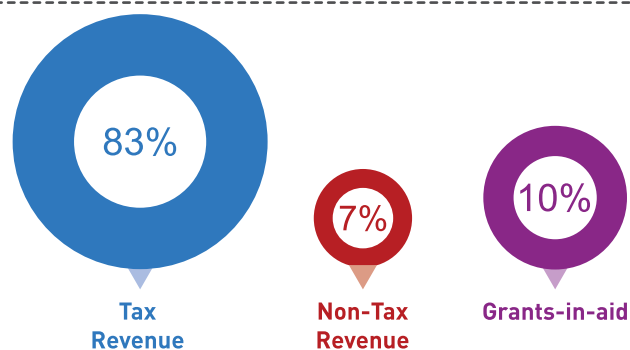
Essentially, a form of Central Assistance to the State Government from the Union Government. Includes 'External Grant Assistance' and 'Aid, Material and Equipment' received from Foreign Governments and channelized through the Union Government. In turn, the State Governments also give Grants-in-aid to institutions like Panchayati Raj Institutions, Autonomous bodies etc.

2.2.1 Revenue Receipts Components (2024-25)

(₹ in crore)

Components	Actual
A. Tax Revenue	77,048
Goods and Services Tax	30,351
Taxes on Income and Expenditure	15,204
Taxes on Property and Capital Transactions	5,889
Taxes on Commodities and Services	25,604
B. Non-Tax Revenue	6,277
Interest Receipts, Dividends and Profits	204
General Services	3,751
Social Services	1,101
Economic Services	1,221
C. Grants-in-aid and Contributions	9,882
Total Revenue Receipts	93,207

Components of Revenue Receipts



2.2.2 Trend of Revenue Receipts

(₹ in crore)

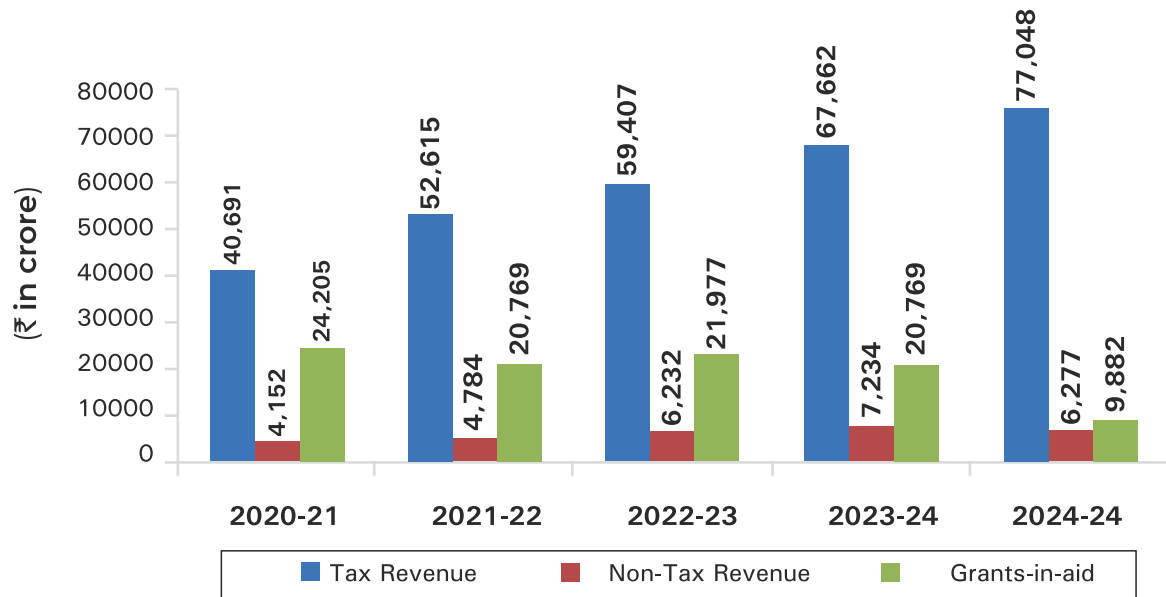
Components	2020-21	2021-22	2022-23	2023-24	2024-25
Tax Revenue	40,691 (8)	52,615 (9)	59,407 (9)	67,662 (9)	77,048 (9)
Non-Tax Revenue	4,152 (1)	4,784 (1)	6,232 (1)	7,234 (1)	6,277 (1)
Grants-in-aid	24,205 (4)	20,769 (3)	21,977 (3)	14,296 (2)	9,882 (1)
Total Revenue Receipts	69,048 (13)	78,168 (12)	87,616 (13)	89,192 (12)	93,207 (11)
GSDP (i)	5,40,853	6,27,717	6,92,519	7,71,743	8,38,636

Note: (i) Please refer Footnote below Para 1.5.1.

(ii) Figure in bracket represents percentage to GSDP.

The GSDP increased by 9 per cent during 2024-25 in comparison to 2023-24 while the Revenue Receipts increased by 4.5 per cent during the corresponding period.

Trend of Components Revenue Receipts

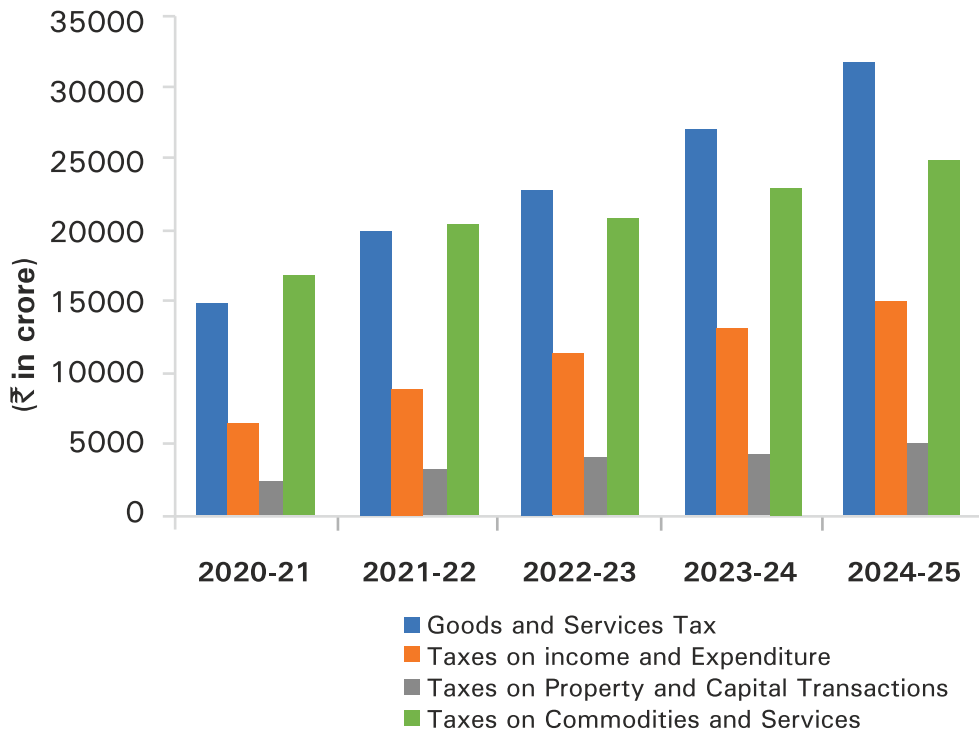


2.3 Tax Revenue

(₹ in crore)

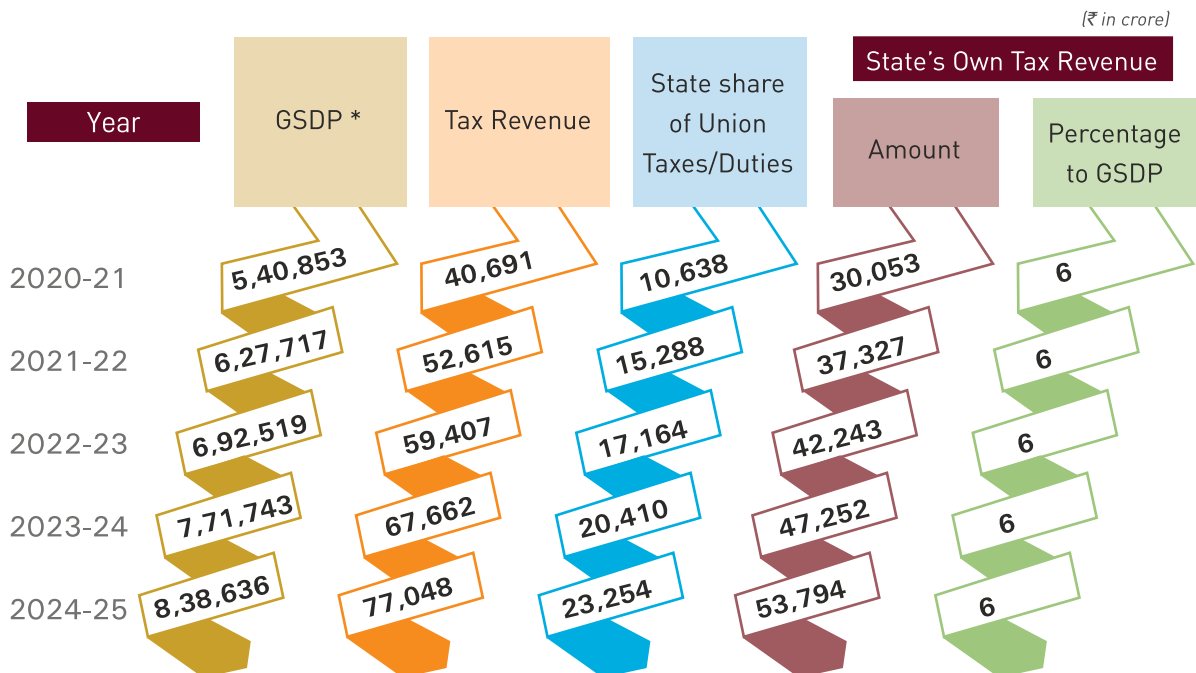
Sub-Sector-wise Tax Revenue					
Sub-Sector	2020-21	2021-22	2022-23	2023-24	2024-25
Goods and Services Tax	14,998	20,122	22,977	27,119	30,351
Taxes on Income and Expenditure	6,616	9,032	11,532	13,369	15,204
Taxes on Property and Capital Transactions	2,538	3,393	4,319	4,456	5,889
Taxes on Commodities and Services	16,539	20,068	20,579	22,718	25,604
Total Tax Revenue	40,691	52,615	59,407	67,662	77,048

Sub-Sector wise Trend of Tax Revenue



2.3.1 Performance of State's own Tax Revenue collection

Tax Revenue of the State Government comes from two sources viz. State's own Tax collections and Devolution of Union Taxes.



* Please refer Footnote below Para 1.5.1.

2.4 Efficiency of Tax Collection

A. Taxes on Property and Capital Transactions

(₹ in crore)

Components	2020-21	2021-22	2022-23	2023-24	2024-25
Revenue Collection	2,538	3,393	4,319	4,456	5,889
Expenditure on Collection	173	194	242	218	218
Efficiency in <i>per cent</i> of Tax Collection	7	6	6	5	4

B. Taxes on Commodities and Services

(₹ in crore)

Components	2020-21	2021-22	2022-23	2023-24	2024-25
Revenue Collection	16,539	20,068	20,579	22,718	25,604
Expenditure on Collection	250	264	302	306	848
Efficiency in <i>per cent</i> of Tax Collection	2	1	1	1	3

2.5 Trend in State's Share of Union Taxes/Duties

(₹ in crore)

Components	2020-21	2021-22	2022-23	2023-24	2024-25
Central Goods and Services Tax	3,179	4,580	4,849	6,194	6,792
Integrated Goods and Services Tax	..	..	..	..	..
Corporation Tax	3,197	4,162	5,757	6,126	6,598
Taxes on Income other than Corporation Tax	3,276	4,714	5,616	7,075	8,415
Other Taxes on Income and Expenditure	..	..	..	..	..
Taxes on Wealth	..	1	..	..	..
Customs	577	1,091	675	715	1,183
Union Excise Duties	359	557	212	271	228
Service Tax	43	167	27	4	1
Other Taxes and Duties on Commodities and Services	7	16	28	25	37
Total State's Share of Union Taxes	10,638	15,288	17,164	20,410	23,254
Total Tax Revenue	40,691	52,615	59,407	67,662	77,048
Percentage of Union Taxes to Total Tax Revenue	26	29	29	30	30

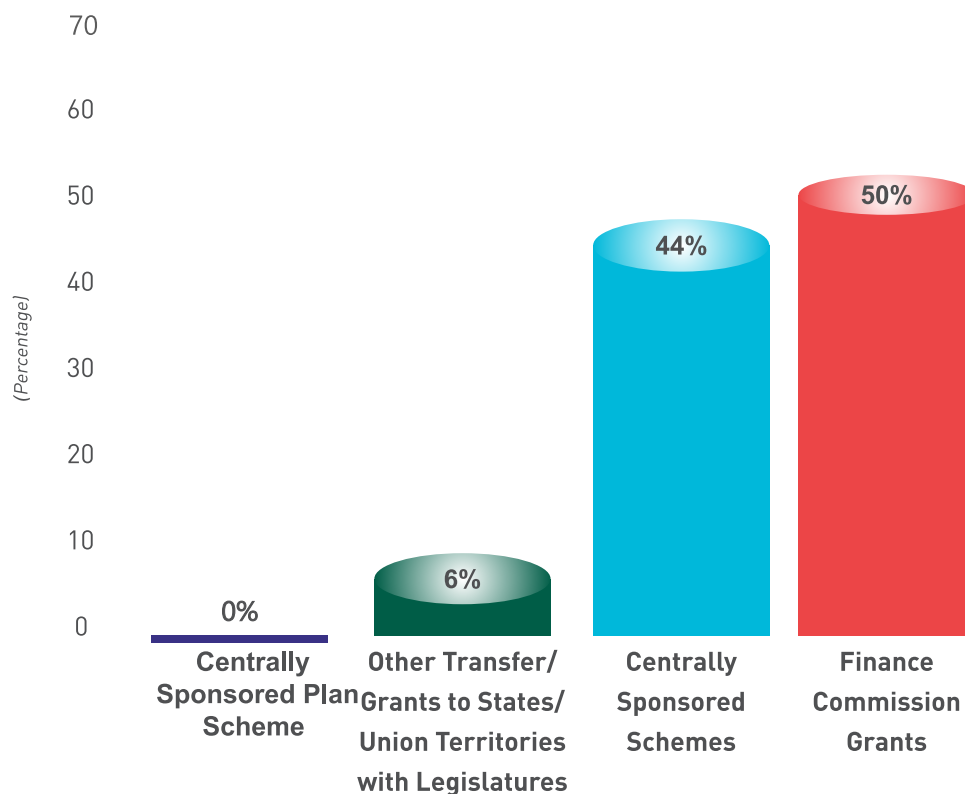
2.6 Grants-in-aid

Grants-in-aid represent assistance from the Government of India, and comprise, Grants for Centrally Sponsored Plan Schemes, Centrally Sponsored Schemes, Finance Commission Grants and other transfers/Grants. Total receipts during 2024-25 under Grants-in-aid were ₹9,882 crore as shown below:

(₹ in crore)

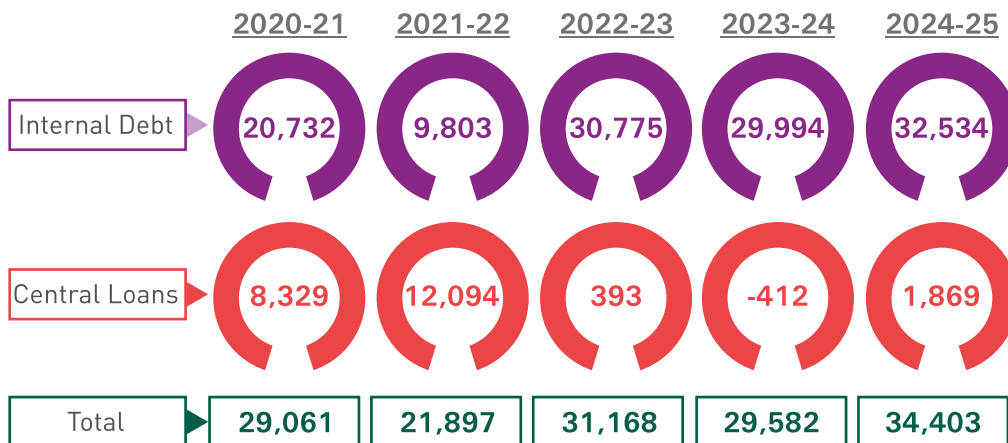
Components	Amount
Centrally Sponsored Plan Schemes	(-) 2
Centrally Sponsored Schemes	4,372
Finance Commission Grants	4,903
Other Transfer/ Grants to States/ Union Territories with Legislatures	609
Total- Grants-in-aid	9,882

Components of Grant-in-Aid

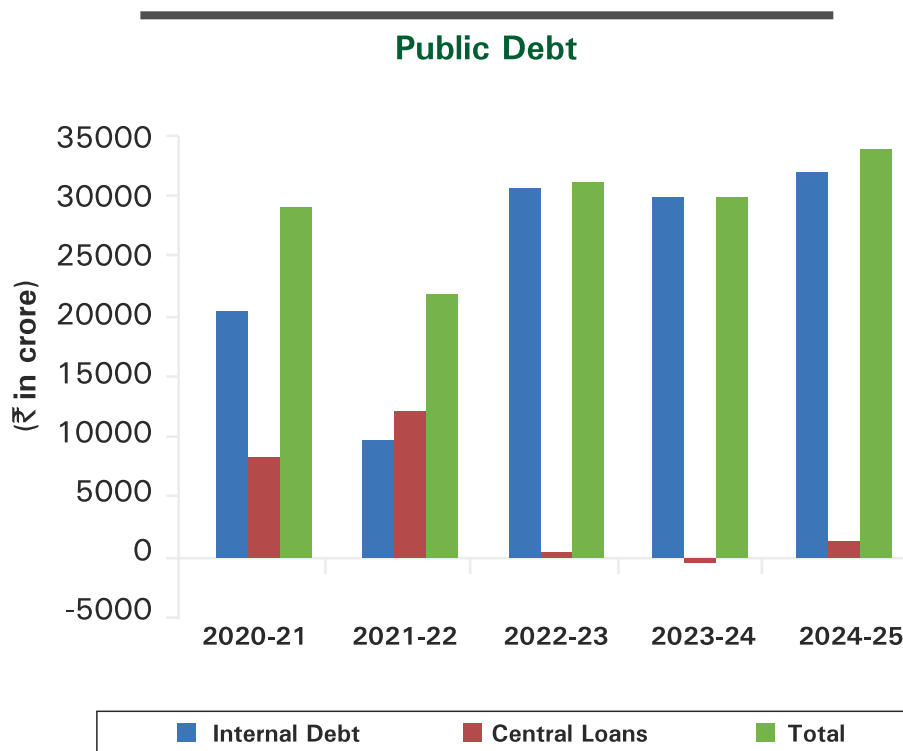


2.7 Public Debt

(₹ in crore)



Note: Negative figure indicates that repayment is in excess of receipts.



During 2024-25, 22 Market Loans totalling ₹ 40,828 crore at interest rates varying from 7.08 per cent to 7.55 per cent redeemable in the year 2032 to 2037, 2044, 2045 and 2049 were raised.

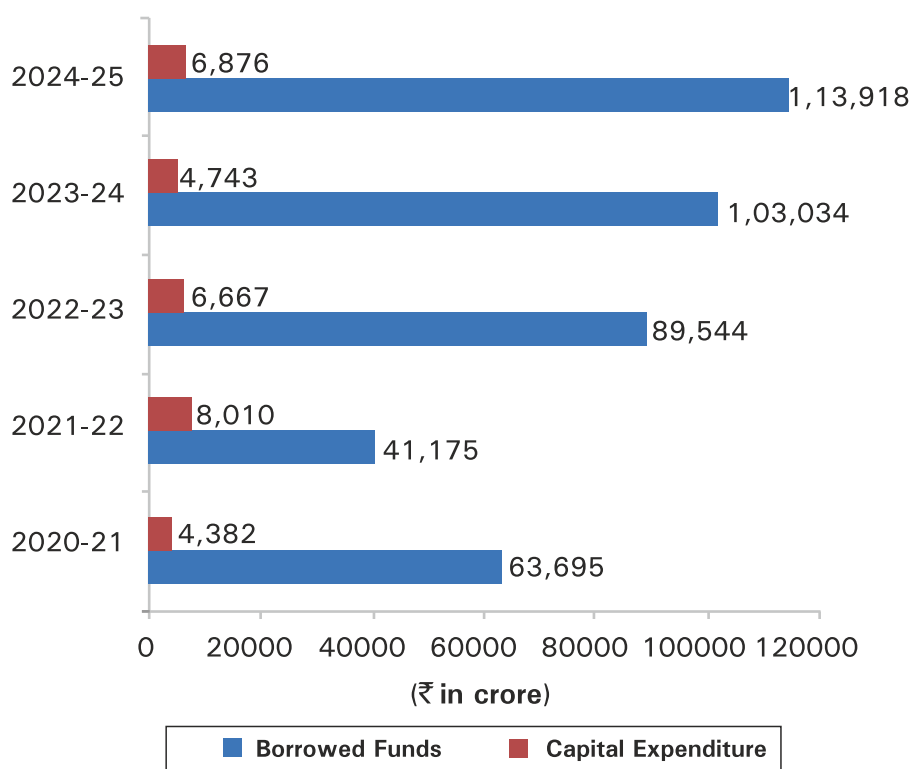
During the year 2024-25, against the total Internal Debt of ₹ 1,11,402 crore and the Central Loan of ₹ 2,516 crore, Capital Expenditure of the State Government was only ₹ 6,876 crore (6 per cent), indicating that the rest of the Public Debt was used for non-development purposes.

2.7.1 Proportion of borrowed funds spent on Capital Expenditure

(₹ in crore)

Year	Borrowed Funds	Capital Expenditure
2020-21	63,695	4,382
2021-22	41,175	8,010
2022-23	89,544	6,667
2023-24	1,03,034	4,743
2024-25	1,13,918	6,876

Borrowed Funds spent on Capital Expenditure



The governments usually run Fiscal Deficits and borrow funds for capital/ assets formation or creation of economic and social infrastructure, so that assets created through borrowings could pay for themselves by generating an income stream. Thus, it is desirable to fully utilize borrowed funds for the creation of capital assets and to use Revenue Receipts for the repayment of principal and interest. The State Government, however, spent only *6 per cent* of the borrowings of the current year (₹ 1,13,918 crore) on Capital Expenditure (₹ 6,876 crore). It appears that *94 per cent* of the Public Debt (₹ 1,07,042 crore) was utilized (i) to repay the principal and interest on Public Debt of previous years and (ii) to meet periodic shortfalls of revenues against expenditure in the current year.

Chapter III

Expenditure

3.1 Introduction

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

GENERAL SERVICES

Include Justice, Police, Jail, PWD, Pension etc.

Include Education, Health and Family Welfare, Water Supply, Welfare of SC/ST etc.

SOCIAL SERVICES

ECONOMIC SERVICES

Include Agriculture, Rural Development, Irrigation, Co-operation, Energy, Industries, Transport etc.

3.2 Revenue Expenditure

Revenue Expenditure of ₹ 1,25,776 crore for 2024-25 fell short of budget estimates by ₹ 1,358 crore.

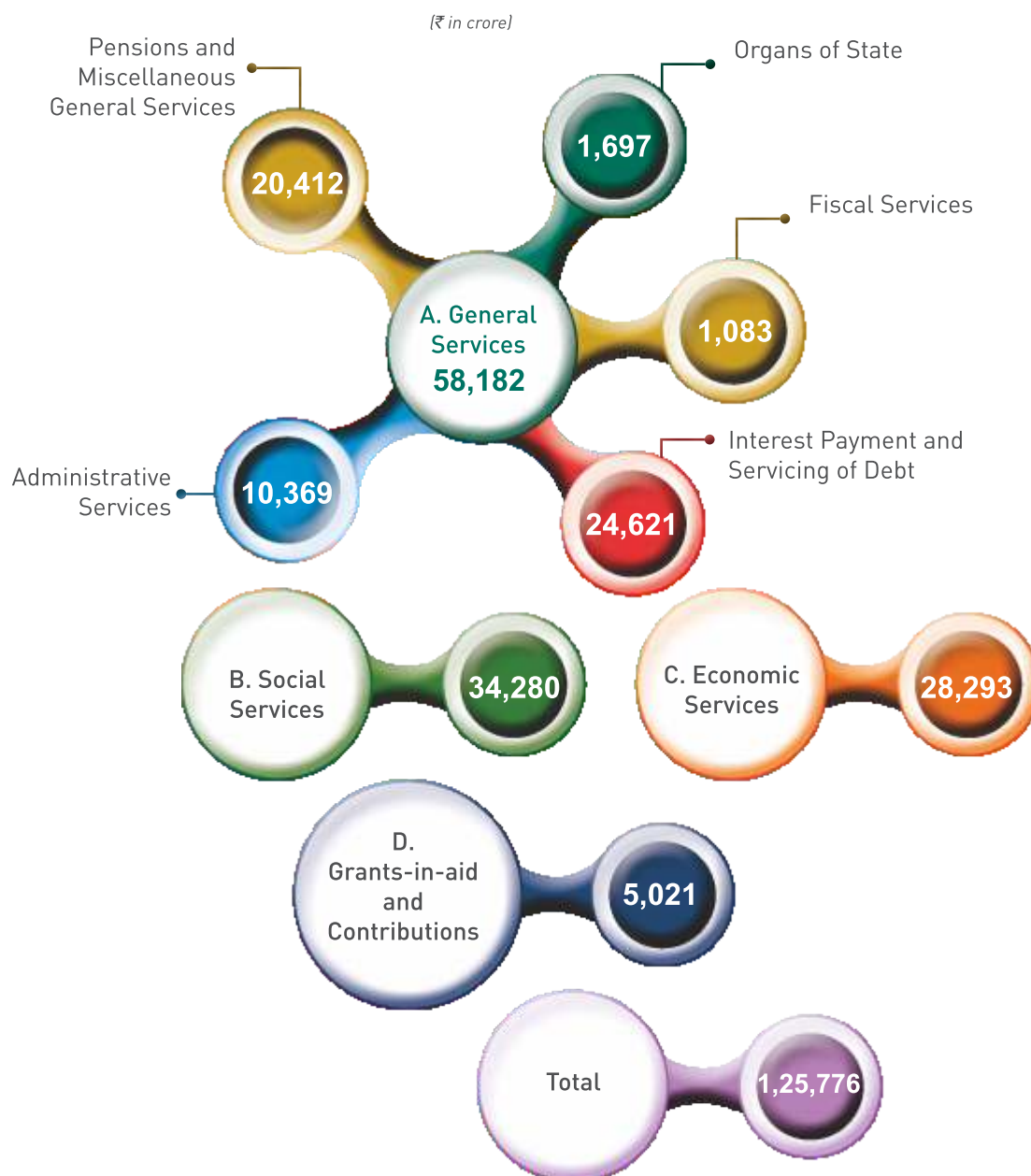
The shortfall/excess of expenditure against budget estimates under Revenue section during the past five years is given below:

(₹ in crore)

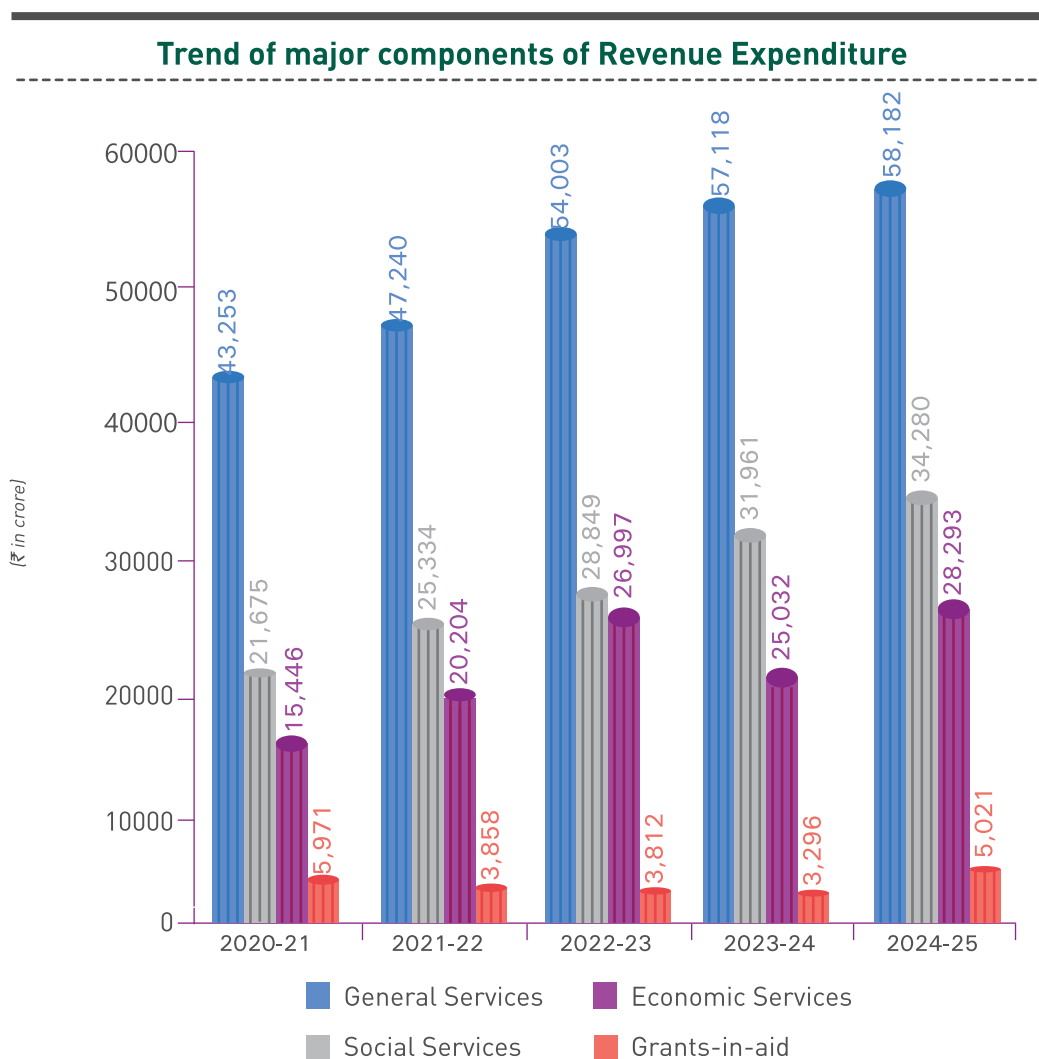
Components	2020-21	2021-22	2022-23	2023-24	2024-25
Budget Estimates	95,716	1,03,880	1,07,932	1,07,932	1,27,134
Actual Expenditure	86,345	96,636	1,13,661	1,17,407	1,25,776
Gap	9,371	7,244	(-)5,729	(-)9,475	1,358
Percentage of Gap over BE	10	7	(-)5	(-)9	1

3.2.1 Sector wise Distribution of Revenue Expenditure (2024-25)

Sr. No.	Component	Amount (₹ in crore)	Percentage
A.	General Services	58,182	46
A.1	Organs of State	1,697	1
A.2	Fiscal Services	1,083	1
A.3	Interest Payment and Servicing of Debt	24,621	20
A.4	Administrative Services	10,369	8
A.5	Pensions and Miscellaneous General Services	20,412	16
B.	Social Services	34,280	27
C.	Economic Services	28,293	23
D.	Grants-in-aid and Contributions	5,021	4
	Total	1,25,776	100



3.2.2 Trends of Major Components of Revenue Expenditure



3.3 Capital Expenditure

Capital disbursements for 2024-25 at 1 per cent of GSDP were less than Budget Estimates by ₹ 747 crore.

3.3.1 Sectoral distribution of Capital Expenditure

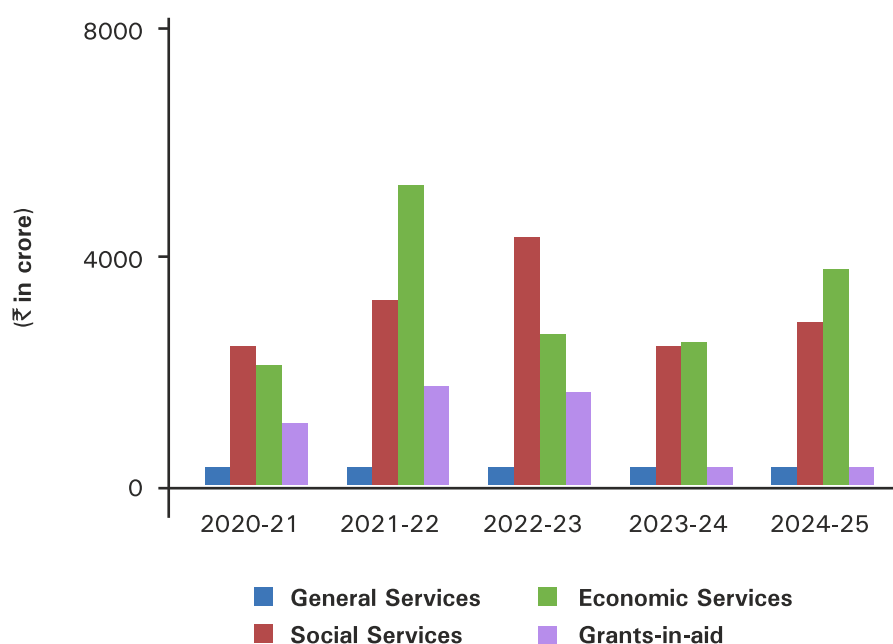
Sr. No.	Sector	Amount (₹ in crore)	Percentage
A.	General Services - Police, Public Works, etc.	328	5
B.	Social Services-Education, Health and Family Welfare, Water Supply, Welfare of SC/ST etc.	2,705	38
C.	Economic Services-Agriculture, Rural Development, Irrigation, Co-operation, Energy, Industries, Transport etc.	3,843	53
F.	Loans and Advances Disbursed	294	4
	Total	7,170	100

3.3.2 Sector wise distribution of Capital Expenditure over the past 5 years

(₹ in crore)

Year	General Services	Social Services	Economic Services	Loans and Advances	Total
2020-21	211	2,251	1,920	956	5,338
2021-22	264	2,911	4,835	1,576	9,586
2022-23	225	4,041	2,401	1,382	8,049
2023-24	259	2,205	2,279	196	4,939
2024-25	328	2,705	3,843	294	7,170

Sector wise distribution of Capital Expenditure

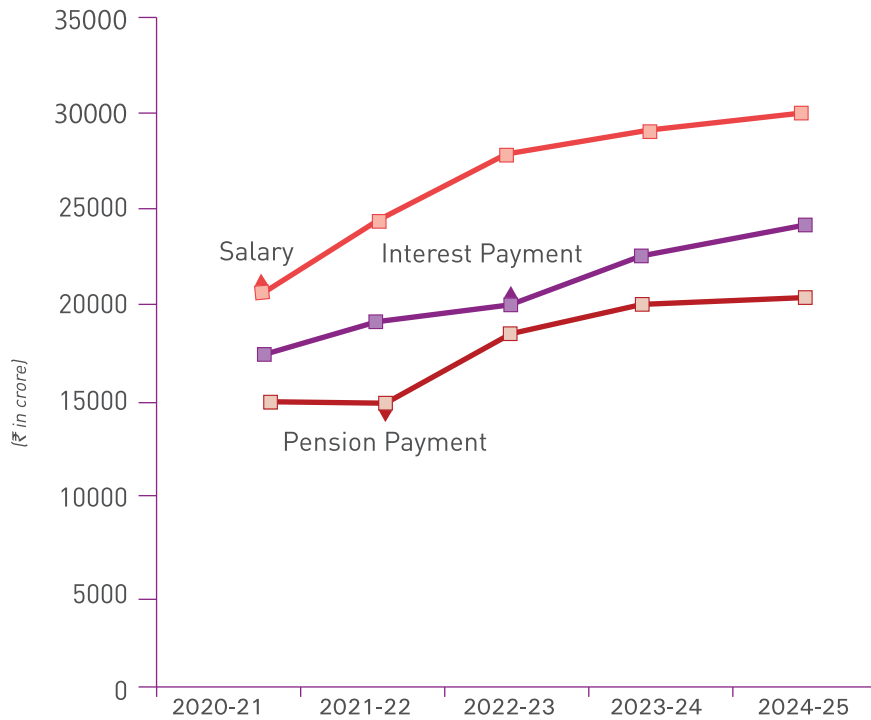


3.4 Committed Expenditure

(₹ in crore)

Year	Salary	Interest	Pension	Total
2020-21	21,198	18,152	14,777	54,127
2021-22	23,683	19,063	14,737	57,483
2022-23	27,584	19,905	18,221	65,710
2023-24	28,475	22,552	20,096	71,123
2024-25	28,997	24,622	20,247	73,866

Trend of Committed Expenditure



Committed Expenditure Vs Revenue Expenditure and Revenue Receipts

(₹ in crore)

Components	2020-21	2021-22	2022-23	2023-24	2024-25
Committed Expenditure	54,127	57,483	65,710	71,123	73,866
Revenue Receipts	69,048	78,168	87,616	89,192	93,207
Percentage of Committed Expenditure to Revenue Receipts	78	74	75	80	79
Revenue Expenditure	86,345	96,636	1,13,661	1,17,407	1,25,776
Percentage of Committed Expenditure to Revenue Expenditure	63	60	58	61	59

The steep upward trend on committed expenditure leaves the Government with lesser flexibility for development sector.

Chapter IV

Appropriation Accounts

4.1 Summary of Appropriation Accounts for 2024-25

(₹ in crore)

Sr. No.	Nature of Expenditure	Original Grant	Supplementary Grant	Total Budget	Actual Expenditure	Savings (-) Excess (+)
1	Revenue Voted Charged	1,02,879 23,255	8,092 80	1,10,971 24,335	1,01,111 24,951	(-)9,860 (+)616
2	Capital Voted Charged	7,445 --	2,847 3	10,292 3	7,042 3	(-)3,250 --
3	Public Debt Charged	69,867	14,250	84,117	79,515	(-)4,602
4	Loans and Advances Voted	472	60	532	196	(-)247
	Total	2,04,918	25,332	2,30,250	2,12,907	(-)17,343

4.2 Trend of Saving/Excess during the past five years

(₹ in crore)

Year	Saving(-) /Excess(+)				
	Revenue	Capital	Public Debt	Loans and Advances	Total
2020-21	(-)14,778	(-)5,741	(-)13,294	(-)106	(-)33,919
2021-22	(-)15,255	(-)7,916	(-)29,234	(-)430	(-)52,835
2022-23	(-)5,308	(-)5,510	(-)1,570	(-)42	(-)12,430
2023-24	(-)9,266	(-)5,801	3,826	(-)887	(-)12,128
2024-25	(-)9,244	(-)3,250	(-)4,602	(-)247	(-)17,343

4.3 Significant Savings

Substantial savings under a grant indicate either non-implementation or slow implementation of certain schemes/programmes.

Some grants with persistent and significant saving are as under:

(in percentage)

Grant No.	Nomenclature	2020-21	2021-22	2022-23	2023-24	2024-25
23	Rural Development and Panchayats	36	50	30	51	33
28	Tourism and Cultural Affairs	36	61	46	41	42
31	Employment	45	81	58	68	30
34	Horticulture	43	80	48	59	42
17	Sports and Youth Services	59	30	38	28	26
41	Welfare of SC, ST, OBC and Minorities	49	49	37	32	51

During 2024-25, Supplementary Grants totalling ₹25,332 crore proved to be unnecessary in some cases, where there were significant savings at the end of the year even against original allocations.

A few instances are given below:

(₹ in crore)

Grant No.	Nomenclature	Section	Original	Supplementary	Actual Expenditure
1	Agriculture	Revenue (V)	11,912	675	11,052
5	Education	Capital (V)	484	112	411
23	Rural Development and Panchayats	Revenue (V)	3,061	556	2,473
25	Social Security, Women and Child Development	Revenue (V)	7,791	320	7,688
41	Water Supply and Sanitation	Capital (V)	532	145	421

Instances where there was excess expenditure at the end of the year even after supplementary allocations were made are as below:

(₹ in crore)

Grant No.	Nomenclature	Section	Original	Supplementary	Actual Expenditure
08	Finance	Revenue (V)	20,269	0	20,316
08	Finance	Revenue (C)	23,900	54	24,621
32	Forestry and Wild Life	Revenue (V)	263	3	344

Chapter V

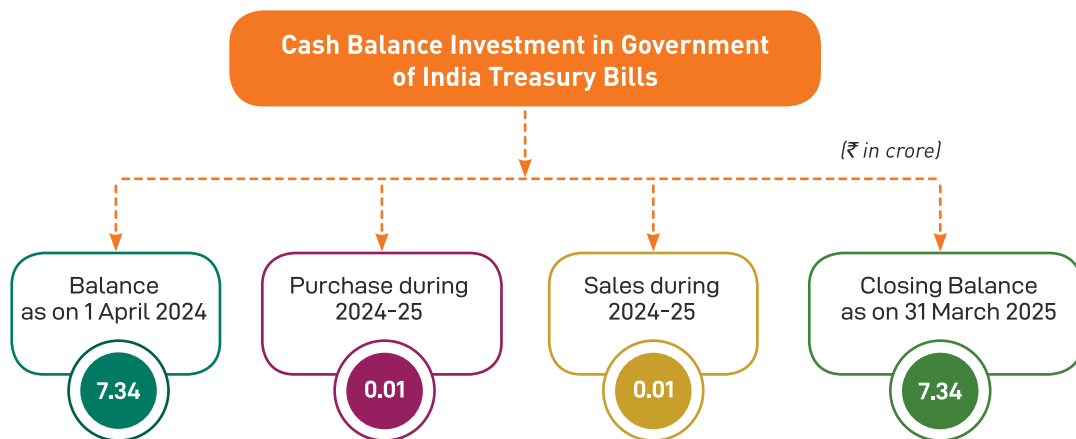
Assets and Liabilities

5.1 Assets

The existing form of accounts does not easily depict valuation of Government assets like Land, Building etc., except in the year of acquisition/purchase. Similarly, while the accounts present the impact of liabilities arising in the current year, they do not depict the overall impact of the liabilities to future generations except to the limited extent shown by the rate of interest and period of existing loans.

Total investment stood at ₹ 20,045 crore at the end of 2024-25. Dividend on these investments amounting to ₹ 4 crore was received during the year. An amount of ₹ 6 lakh was disinvested during 2024-25.

Cash Balance with Reserve Bank of India stood at ₹ 192 crore on 1 April 2024 and ₹ 206 crore on 31 March 2025.



5.2 Debt and Liabilities

Article 293 of the Constitution of India empowers the State Government to borrow on the security of the Consolidated Fund of the State within such limits, if any, as may be from time to time fixed by the State Legislature.

Outstanding Public Debt as on 31 March 2025 was ₹ 3,34,510 crore comprising Internal Debt of ₹ 3,13,500 crore and Loans and Advances from Central Government ₹ 21,010 crore. Other liabilities accounted under Public Account were ₹ 45,444 crore.

The State also acts as a banker and trustee in respect of deposits like Small Savings, Provident Funds and Deposits etc. There was an overall increase of ₹ 5,340 crore in respects of such liabilities of State Government during 2024-25.

Interest payment on Debt and Other Liabilities totalling ₹ 24,550 crore constituted 20 per cent of Revenue Expenditure of ₹ 1,25,776 crore. Interest payment on Public Debt was ₹ 21,979 crore (interest on Internal Debt ₹ 21,718 crore and interest on Loans and Advances from Central Government ₹ 261 crore). Expenditure on account of interest payment on Debt and other liabilities has increased by ₹ 2,061 crore during 2024-25 as compared to 2023-24.

Internal Debt of ₹ 1,11,402 crore raised during 2024-25 was mainly used for (i) discharge of debt obligations (₹ 78,867 crore) and (ii) payment of interest (₹ 24,550 crore).

Details of the Public Debt and Total Liabilities of the State Government are as under:

(₹ in crore)

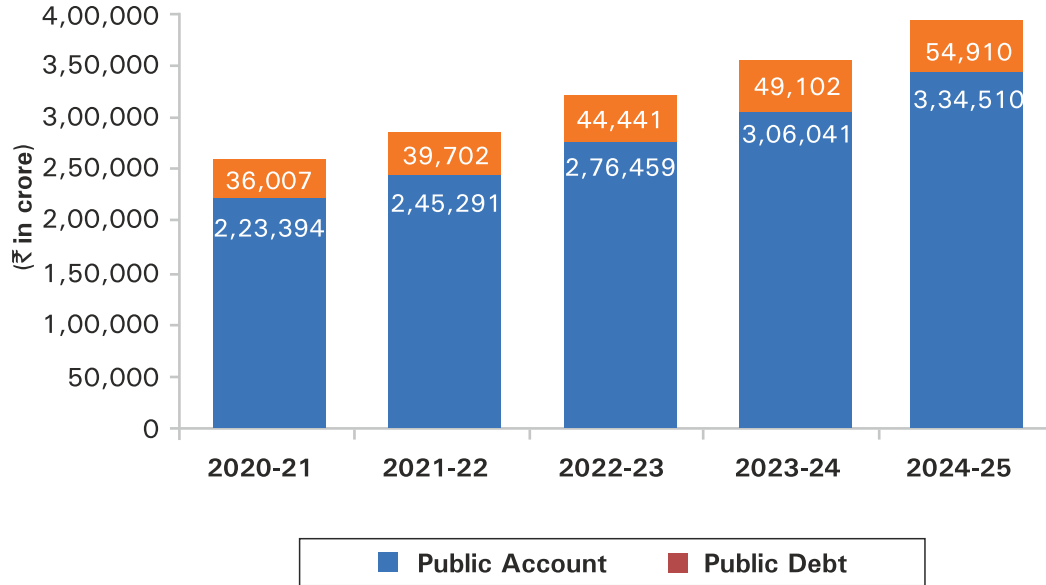
Year	GSDP*	Public Debt	Percentage to GSDP	Public Account	Percentage to GSDP	Total Liability**	Percentage to GSDP
2020-21	5,40,853	2,23,394	41	36,007	7	2,59,426	48
2021-22	6,27,717	2,45,291	39	39,702	6	2,85,018	45
2022-23	6,92,519	2,76,459	40	44,441	6	3,20,925	46
2023-24	7,71,743	3,06,041	40	49,102	6	3,55,168	46
2024-25	8,38,636	3,34,510	40	54,910	7	3,89,445	46

* Please refer Footnote below Para 1.5.1.

** includes ₹ 25 crore pertaining to Contingency Fund.

There is a net increase of ₹ 1,30,019 crore (50 per cent) in Net Liabilities during the last five years.

Trend in Government Liabilities



5.3 Guarantees

Maximum amount guaranteed by the State Government during the year 2024-25 was ₹ 32,638 crore for repayment of loans raised by Statutory Corporations/ Boards, Government Companies, Local Bodies, Co-operative Banks and Societies whereas Outstanding amount as on 31 March 2025 was ₹ 18,639 crore. Further, an amount of ₹ 109 crore was receivable as Guarantee Fee in 2024-25. Against this, only one entity paid an amount of ₹ 49 crore as Guarantee Fee.

(₹ in crore)

Year	At the end of the year	Maximum Amount Guaranteed	Amount outstanding at the end of the year
2020-21		23,170	23,552
2021-22		25,850	20,165
2022-23		27,809	20,208
2023-24		33,760	22,691
2024-25		32,638	18,639

Chapter VI

Other Items

6.1 Goods and Services Tax (GST)

During the year 2024-25, the State Goods and Services Tax (SGST) collection was ₹ 23,559 crore compared to ₹ 20,925 crore in 2023-24 registering an increase of SGST amounting to ₹ 2,634 crore. In addition, the State received ₹ 6,792 crore as its share of net proceeds assigned to the State under Central Goods and Services Tax as per the recommendations of the Fifteenth Finance Commission. The total receipts under GST were ₹ 30,351 crore. The State received provisional compensation of ₹ 405 crore on account of loss of revenue arising out of implementation of GST during 2024-25.

6.2 Outstanding Detailed Contingent (DC) Bills

Drawing and Disbursing officers are authorized to draw sums of money by preparing Abstract Contingent (AC) bills by debiting Service Heads. They are required to present Detailed Contingent (DC) bills duly countersigned by the Controlling Officer in all these cases within six months under Rule 274 of Punjab Treasury Rules as amended vide instructions issued by State Government on 11 November and 19 December 2016. Prolonged non-submission of supporting DC bills renders the expenditure under AC Bills opaque.

Details of outstanding DC bills as on 31 March 2025 are given under:

Year	Outstanding Detailed Contingent Bills	
	Number	Amount (₹ in crore)
Up to 2023-24	1,162	1,219
2024-25 (Drawn up to September 2024)	988	1,180
Total	2,150	2,399*

**These do not include AC bills pertaining to transfer to Single Nodal Agency (SNA).*

6.3 Outstanding Utilization Certificates (UCs) against Grants-in-aid sanctioned by the State Government

Rule 8.14 (b) of the Punjab Financial Rules Volume I prescribes that the Utilization Certificate should be submitted by the sanctioning authority to Accountant General (A&E) not later than eighteen months from the date of sanction of Grants-in-aid.

The position of outstanding UCs is as under:

Year (*)	Number of Utilization Certificates awaited	Amount (₹ in crore)
Up to 2023-24	391	749
2024-25 (Drawn up to September 2023)	668	4,042
Total	1,059	4,791

* The year mentioned above relates to 'Due year' i.e. after eighteen months of actual drawl.

Delayed submission and non-submission of UCs impedes the assurance that the funds have been utilized for the intended purposes.

6.4 Consolidated Sinking Fund

The Government of Punjab set up the Consolidated Sinking Fund for amortisation of loans in 2006. According to the latest amendment to Fund notification issued by the State Government, effective from the year 2023-24, State should make conscious efforts towards building up the Fund corpus to five per cent of the outstanding liabilities (Internal Debt + Public Account) over a span of five years.

In the year 2024-25, Government did not make any contribution to the Fund. The total accumulation in the Fund after re-investment of accretions was ₹ 9,255 crore as on 31 March 2025 (₹ 8,617 crore as on 31 March 2024).

6.5 Guarantee Redemption Fund (GRF)

The State Government constituted the Guarantee Redemption Fund in December 2007 to be administered by the RBI. The latest amendment to the Fund notification issued by the State Government on 11 June 2024, effective from the date of notification, stipulates that State should make conscious efforts towards building up the Fund corpus to five per cent of the outstanding guarantees within a span of five years from the date of the constitution of the Fund. The Government has not made any contribution to Guarantee Redemption Fund till 31 March 2025. There was no accumulation in the Fund as on 31 March 2025 (Nil as on 31 March 2024).

Further, as per provision of the Scheme, Guarantee Fee collected is required to be transferred to the Fund. The Guarantee Fee amounting to ₹ 49 crore collected during the year 2024-25 has not been transferred to the Fund. Non-transfer of Guarantee Fee of ₹ 49 crore to the Fund has resulted in understatement of the Revenue Expenditure.

6.6 Cash with Divisional Officers

As per codal provisions, funds received towards Deposit Works from non-Government Agencies by Public Works Divisions are required to be credited under Minor Head 108-Public Works Deposits below Major Head 8443-Civil Deposits. The expenditure for related Deposit Works is also met from same head of account. In the Monthly Divisional Accounts such deposits are depicted under Major Head 8671-Departmental Balances, 101- Civil, by the Public Works Divisions, so it has become part of Government Accounts. However, the funds received towards Deposits Works are being kept in the Bank Accounts of Divisional Officers operated by Public Works Divisions instead of Treasury and thus not forming of cash balance of the State with Reserve Bank of India.

The State Government vide letter No. TA (DDI-Meeting) 2015/1761 dated 2 March 2015, directed Public Works Divisions to deposit the funds in the accounts to be opened at the Treasury under head 8443-Civil Deposits 108-Public Works Deposits. Further, the State Government vide letter dated 5 April 2024 directed that the funds received for Deposit Works should be deposited under Major Head 8443-Civil Deposits and also directed vide letters dated 18 October 2024 to deposit all the amount lying in Bank Accounts into the treasury by 31 March 2025. However, despite above dated orders, the Divisional Officers are still depositing the funds in their Bank Accounts. As on 31 March 2025, an amount of ₹ 1,207 crore was lying in the Bank Accounts of Public Works Divisional Officers. If the funds were deposited in treasury, the same would have impact on the daily Cash Balance of State Government.

6.7 Loans and Advances given by the State

Total Loans and Advances made by the State Government at the end of 2024-25 was ₹ 39,311 crore. During the year 2024-25, the State Government disbursed ₹ 294 crore as Loans and Advances. State Government received ₹ 28 crore (₹27 crore towards repayment of Loans and Advances by Government Servants and ₹ 1 crore as repayment of other outstanding loans and advances) which is *0.1 per cent* of total outstanding loans and advances on 1 April 2024 i.e. ₹ 39,045 crore. Effective steps to recover the outstanding loans and advances would help the Government improve its fiscal position.

6.8 Submission of Accounts by Accounts rendering units


The accounts of receipts and expenditure of the Government of Punjab have been compiled based on the initial accounts rendered by the 22 District Treasuries (One SNA Treasury created during the year), 139 Public Works Divisions (70 Buildings and Roads, 16 Panchayati Raj, 53 Water Supply and Sanitation), 54 Water Resources Divisions, 35 Forest Divisions (3 Forest Divisions closed during the year), one Pay and Accounts Office and Advices of the Reserve Bank of India. No account has been excluded at the end of the Financial Year.

6.9 Reconciliation of Accounts

The Head of the Department and the Accountant General (A&E) are jointly responsible for reconciling differences and correcting misclassifications. During the year 2024-25, *98 per cent* of total (Revenue Receipts, Revenue Expenditure and Capital Expenditure) was reconciled.

6.10 National Pension System (NPS)

State Government employees recruited on or after 01.01.2004 are covered under the National Pension System (NPS), which is a Defined Contribution Pension Scheme. In terms of the scheme, the employee has to contribute *10 per cent* of his/her monthly pay and the State Government has to



make contribution at the rate of *14 per cent*. The entire amount has to be transferred to the designated Fund Manager through the National Securities Depository Limited (NSDL)/Trustee Bank. During the year 2024-25, total contribution to the NPS was ₹ 3,403 crore (Employees' contribution ₹ 1,414 crore and Government's contribution ₹ 1,989 crore). The detailed information on Government contribution is available in Statement No. 15 of the Finance Accounts under Major Head 2071. The Government transferred ₹3,418 crore (Employees' contribution ₹ 1,414 crore and Government's contribution ₹ 2,004 crore) to the Public Account under Major Head 8342-117 Defined Contribution Pension scheme. Of the total amount transferred/ deposited in the Public Account, ₹ 94 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.

6.11 State Compensatory Afforestation Fund

Parliament has enacted 'The Compensatory Afforestation Fund Act, 2016' on 3 August, 2016. For the purpose of the Act, a special fund to be called the "Punjab State Compensatory Afforestation Fund" under Public Account of Punjab has been established by Government of Punjab, which is to be managed by Punjab State Compensatory Afforestation Fund Management and Planning Authority.

The expenditure under Major Head 2406 for Compensatory Afforestation is done through the treasury from the State budget and recouped later from the State Compensatory Afforestation Fund. During the year 2024-25, an amount of ₹ 178 crore (*90 per cent* share of the State Government) has been received from the Central Government, which has been credited to the Fund.

During the year 2024-25, the expenditure of ₹ 94 crore incurred under Major Head 2406-04-103-State Compensatory Afforestation has been met from the Fund. Further, the State Government has credited interest amounting to ₹ 32 crore to the Fund during the year 2024-25.

The Government has not invested any amount from the Fund. The total balance in the State Compensatory Afforestation Fund as on 31 March 2025 was ₹ 985 crore.

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