

Odisha Budget Analysis 2025-26

The Chief Minister of Odisha, Mr. Mohan Charan Majhi, presented Budget for the state for the financial year 2025-26 on February 17, 2025.

Budget Highlights

- The **Gross State Domestic Product** (GSDP) of Odisha for 2025-26 (at current prices) is projected to be Rs 10.63 lakh crore, amounting to growth of 12% over 2024-25.
- **Expenditure (excluding debt repayment)** in 2025-26 is estimated to be Rs 2,66,800 crore, an increase of 9% from the revised estimates of 2024-25. In addition, debt of Rs 23,200 crore will be repaid by the state.
- Receipts (excluding borrowings) for 2025-26 are estimated to be Rs 2,32,600 crore, an increase of 8% as compared to the revised estimate of 2024-25.
- **Revenue surplus** in 2025-26 is estimated to be 3% of GSDP (Rs 31,800 crore), as compared to a revenue surplus of 2.9% of GSDP (Rs 27,935 crore) at the revised estimate stage in 2024-25.
- **Fiscal deficit** for 2025-26 is targeted at 3.2% of GSDP (Rs 34,200 crore). In 2024-25, as per the revised estimates, fiscal deficit is expected to be 3.1% of GSDP, lower than the budgeted 3.5% of GSDP.

Policy Highlights

- Antyodaya Gruha Yojana: A scheme to provide concrete houses to poor families has been announced with an outlay of Rs 7,550 crore over three years. This will benefit families living below the poverty line, affected by disasters and displaced by government projects. Rs 2,603 crore has been allocated for construction of 75,000 houses under this scheme in 2025-26.
- Rural connectivity: For improvement of existing rural roads and to connect unconnected rural habitations, Rs 3,470 crore has been allocated for Mukhya Mantri Sadak Yojana.
- **Urban infrastructure:** Rs 1,100 crore has been earmarked under Mukhyamantri Sahari Bikas Yojana for the construction of civic amenities across cities. Rs 200 crore has been allocated to develop 322 hectares in Bhubaneswar for the services, IT, and research and development sectors.
- MLALAD: Annual allocation for each constituency under the Member of Legislative Assembly Local Area
 Development Scheme has been enhanced from Rs three crore to Rs five crore. An amount of Rs 735 crore has
 been allocated for this purpose.

Odisha's Economy

- **GSDP:** In 2024-25, Odisha's GSDP (at constant prices) is estimated to grow by 7.2% over the previous year. In comparison, India's GDP is estimated to grow by 6.4% in 2024-25.
- **Sectors:** The agriculture sector is estimated to grow by 3.8% in 2024-25. In comparison, it had witnessed 7.6% growth in 2023-24. Manufacturing sector is estimated to grow by 6.6%, compared to 8.7% in 2023-24. The services sector is estimated to grow by 10% in 2024-25, compared to 11.5% in 2023-24.
- In 2024-25, agriculture, manufacturing, and services sectors are estimated to contribute 28%, 35%, and 37% of Odisha's economy, respectively (at current prices).
- **Per capita GSDP:** In 2024-25, Odisha's per capita GSDP (at current prices) is estimated to be Rs 2,03,085, while per capita GDP of India is estimated to be Rs 2,30,195.

Figure 1: Growth in Odisha's GSDP at constant prices (2011-12) 30% 25.6% 25% 20% 15% 10% 5% 0% -5% -2.1% -10% -15% **GSDP** Agriculture Mfg Services ■ 2020-21 ■ 2021-22 ■ 2022-23 ■ 2023-24 ■ 2024-25

Note: Mfg is Manufacturing. Numbers are as per constant prices, which implies that the growth rate is adjusted for inflation. Sources: Odisha Economic Survey (2024-25); PRS.

Atri Prasad Rout atri@prsindia.org February 27, 2025

Budget Estimates for 2025-26

- Total expenditure (excluding debt repayment) in 2025-26 is targeted at Rs 2,66,800 crore. This is an increase of 9% from the revised estimate of 2024-25. This expenditure is proposed to be met through receipts (excluding borrowings) of Rs 2,32,600 crore and net borrowings of Rs 23,200 crore. Total receipts for 2025-26 (other than borrowings) are expected to register an increase of 8% over the revised estimate of 2024-25.
- The state estimates a **revenue surplus** of 3% of GSDP (Rs 31,800 crore) in 2025-26, as compared to a revenue surplus of 2.9% of GSDP at the revised estimate stage in 2024-25.
- **Fiscal deficit** for 2025-26 is targeted at 3.2% of GSDP (Rs 34,200 crore), higher than the revised estimates for 2024-25 (3.1% of GSDP). For 2025-26, fiscal deficit limit for the states has been fixed at 3.5% of GSDP, of which 0.5% is on account of states undertaking power sector reforms.

Table 1: Budget 2025-26 - Key figures (in Rs crore)

Items	2023-24 Actuals	2024-25 Budgeted	2024-25 Revised	% change from BE 24-25 to RE 24-25	2025-26 Budgeted	% change from RE 24-25 to BE 25-26
Total Expenditure	2,04,130	2,65,000	2,65,000	0%	2,90,000	9%
(-) Repayment of debt	9,235	21,092	21,092	0%	23,200	10%
Net Expenditure (E)	1,94,895	2,43,908	2,43,908	0%	2,66,800	9%
Total Receipts	1,98,276	2,54,000	2,49,000	-2%	2,79,000	12%
(-) Borrowings	18,123	42,495	34,495	-19%	46,400	35%
of which central capex loans*	3,532	5,000	7,000	40%	7,000	-
Net Receipts (R)	1,80,153	2,11,505	2,14,505	1%	2,32,600	8%
Fiscal Deficit (E-R)	14,743	32,403	29,403	-9%	34,200	16%
as % of GSDP	1.7%	3.5%	3.1%		3.2%	
Revenue Surplus	30,761	27,437	27,935	2%	31,800	14%
as % of GSDP	3.6%	3.0%	2.9%		3.0%	
Primary Deficit	9,562	26,903	23,903	-11%	27,700	16%
as % of GSDP	1.1%	2.9%	2.5%		2.6%	
GSDP	8,62,658	9,26,000	9,49,140	2%	10,63,000	12%

Note: BE is Budget Estimates; RE is Revised Estimates. *Central government has been providing 50-year interest-free loans to state governments for capital expenditure since 2020-21. These loans are excluded from the calculation of the state's borrowing ceiling. Sources: Annual Financial Statement, FRBM Statement, Odisha Budget Documents 2025-26; PRS.

Expenditure in 2025-26

- Revenue expenditure for 2025-26 is proposed to be Rs 2,00,200 crore, an increase of 8% over the revised estimate of 2024-25. This includes the expenditure on salaries, pension, interest, grants, and subsidies.
- Capital outlay for 2025-26 is proposed to be Rs 65,012 crore, an increase of 17% over the revised estimate of 2024-25. Capital outlay indicates the expenditure towards creation of assets.
- In 2025-26, loans and advances by the state are expected to be Rs 1,588 crore, 35% lower than the revised estimate of 2024-25.

Table 2: Expenditure budget 2025-26 (in Rs crore)

Expenditure on disaster management

In 2025-26, the state has allocated Rs 4,000 crore towards Disaster Risk Management Funds. Of this, Rs 3,350 crore is estimated to come from the center, and the rest from Odisha's own sources. These funds are used for activities related to disaster preparedness, mitigation and response. Odisha is highly prone to natural disasters such as cyclones and floods. These events can impact the state's GSDP significantly. Between 2017-18 and 2024-25, the estimated economic loss due to natural disasters is Rs 17,166 crore (around 1.8% of the 2024-25 GSDP). The Fiscal Risk Statement has noted that it is critical for the state to frame appropriate fiscal policies given the higher frequency of disasters due to climate change.

Source: Fiscal Risk Statement, Odisha Budget (2025-26); PRS.

Items	2023-24 Actuals	2024-25 Budgeted	2024-25 Revised	% change from BE 24-25 to RE 24-25	2025-26 Budgeted	% change from RE 24-25 to BE 25-26
Revenue Expenditure	1,48,832	1,83,563	1,86,065	1%	2,00,200	8%
Capital Outlay	43,273	58,195	55,392	-5%	65,012	17%
Loans given by the state	2,790	2,150	2,451	14%	1,588	-35%
Net Expenditure	1,94,895	2,43,908	2,43,908	0%	2,66,800	9%

Sources: Annual Financial Statement, Odisha Budget Documents 2025-26; PRS.

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Committed expenditure: Committed expenditure of a state typically includes expenditure on payment of salaries, pension, and interest. A larger proportion of the budget allocated for committed expenditure items limits the state's flexibility to decide on other expenditure priorities, such as capital outlay. In 2023-24, the state spent Rs 53,409 crore on committed expenditure, 30% of its revenue receipts. This comprised spending on salaries (16% of revenue receipts), pension (11%), and interest payments (3%). In 2025-26, Odisha is estimated to spend Rs 31,300 crore on pension and interest payments.

Table 3: Committed Expenditure in 2025-26 (in Rs crore)

Committed Expenditure	2023-24 Actuals	2024-25 Budgeted	2024-25 Revised	% change from BE 24-25 to RE 24-25	2025-26 Budgeted	% change from RE 24-25 to BE 25-26
Salaries	28,121	32,571	NA	-	NA	-
Pension	20,108	21,940	21,940	0%	24,800	13%
Interest payment	5,181	5,500	5,500	0%	6,500	18%
Total	53,409	60,011	27,440	-	31,300	14%

Sources: Annual Financial Statement, Odisha Budget Documents 2025-26, Financial Accounts (2023-24), CAG; PRS.

Sector-wise expenditure: The sectors listed below account for **72%** of the total expenditure on sectors by the state in 2025-26. A comparison of Odisha's expenditure on key sectors with that by other states is shown in Annexure 1.

Table 4: Sector-wise expenditure under Odisha Budget 2025-26 (in Rs crore)

Sectors	2023-24 Actuals	2024-25 BE	2024-25 RE	2025-26 BE	% change from RE 24-25 to BE 25-26	Budget provisions (2025-26 BE)
Education, Sports, Arts, and Culture	27,285	32,329	32,756	37,310	14%	 Godabarisha Mishra Adarsha Prathamika Vidyalaya has been allocated Rs 2,960 crore. Rs 943 crore has been allocated as capital outlay for sports infrastructure development.
Social Welfare and Nutrition	12,465	28,144	28,749	29,627	3%	 Subhadra Yojana has been allocated Rs 10,145 crore. Madhubabu Pension for Destitutes has been allocated Rs 5,370 crore.
Health and Family Welfare	15,914	21,099	22,376	22,909	2%	 Gopabandhu Jana Arogya Yojana has been allocated Rs 6,249 crore. Rs 3,881 crore has been allocated for Mukhya Mantri Swasthya Seva Mission.
Agriculture and Allied Activities	14,058	19,539	18,886	21,233	12%	 Rs 6,000 crore has been allocated for Samrudha Krushak Yojana for subsidies. Rs 2,020 crore has been allocated for income support to farmers under CM-KISAN.
Roads and Bridges	16,387	19,456	21,329	20,228	-5%	 Rs 16,030 crore has been allocated as capital expenditure on roads and bridges.
Rural Development	18,051	17,685	16,966	19,448	15%	 The Antyodaya Gruha Yojana has been allocated Rs 2,603 crore. Rs 2,000 crore has been allocated for Bikashita Gaon Bikashita Odisha.
Irrigation and Flood Control	13,772	14,286	13,079	16,273	24%	 Parvati Giri Megalift Project has been allocated Rs 1,318 crore.
Water Supply and Sanitation	5,505	11,404	10,903	11,287	4%	 Jal Jeevan Mission and BASUDHA have been allocated Rs 7,000 crore and Rs 1,600 crore respectively.
Police	4,498	5,131	5,809	6,831	18%	 Rs 532 crore has been allocated to introduce Commissionerate system in Cuttack and Bhubaneswar.
Welfare of SC, ST, OBC, and Minorities	4,122	5,522	5,585	6,191	11%	Dharti Aaba Janjatiya Gram Utkarsh Abhiyan has been allocated Rs 350 crore.
% of total expenditure on all sectors	69%	72%	73%	72%		

Sources: Annual Financial Statement, Odisha Budget Documents 2025-26; PRS.

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Receipts in 2025-26

- Total revenue receipts for 2025-26 are estimated to be Rs 2,32,000 crore, an increase of 8% over the revised estimate of 2024-25. Of this, Rs 1,26,000 crore (54%) will be raised by the state through its own resources, and Rs 1,06,000 crore (46%) will come from the centre. Resources from the centre will be in the form of state's share in central taxes (28% of revenue receipts) and grants (18% of revenue receipts).
- **Devolution:** In 2025-26, the state's share in central taxes is estimated at Rs 64,408 crore, an increase of 11% over the revised estimate of 2024-25.
- **Grants from the centre** in 2025-26 are estimated at Rs 41,592 crore, an increase of 10% over the revised estimates for 2024-25.
- State's own tax revenue: Odisha's total own tax revenue is estimated to be Rs 66,000 crore in 2025-26, an increase of 10% over the revised estimate of 2024-25. Own tax revenue as a percentage of GSDP is estimated at 6.2% in 2025-26, marginally lower than the revised estimates for 2024-25 (6.3%). As per the actual figures for 2023-24, own tax revenue as a percentage of GSDP was 6.3%.

Table 5: Break-up of the state government's receipts (in Rs crore)

Items	2023-24 Actuals	2024-25 Budgeted	2024-25 Revised	% change from BE 2024-25 to RE 2024-25	2025-26 Budgeted	% change from RE 2024-25 to BE 2025-26
State's Own Tax	54,427	60,000	60,000	0%	66,000	10%
State's Own Non-Tax	53,011	58,000	58,000	0%	60,000	3%
Share in Central Taxes	51,144	55,232	58,270	6%	64,408	11%
Grants-in-aid from Centre	21,012	37,768	37,730	-0.1%	41,592	10%
Revenue Receipts	1,79,593	2,11,000	2,14,000	1.4%	2,32,000	8%
Non-debt Capital Receipts	559	505	505	0%	600	19%
Net Receipts	1,80,153	2,11,505	2,14,505	1.4%	2,32,600	8%

Note: BE is Budget Estimates; RE is Revised Estimates. Sources: Annual Financial Statement, Odisha Budget Documents 2025-26; PRS.

- In 2025-26, **State GST** is estimated to be the largest source of own tax revenue (43% share). State GST revenue is estimated to increase by 8% over the revised estimates of 2024-25.
- Revenue from Sales tax/ VAT, Taxes on Vehicles and State Excise are expected to be 12% higher in 2025-26 compared to the revised estimate stage of 2024-25.
- Revenue from Stamp Duty and Registration Fees is estimated to be 8% higher in 2025-26 over the revised estimate of 2024-25.

Table 6: Major sources of state's own-tax revenue (in Rs crore)

Potential boost to non-tax revenue

In 2025-26, Odisha's own non-tax revenue is estimated to be 6% of GSDP (Rs 60,000 crore) and constitute 26% of its total revenue receipts. Royalties from non-ferrous mining and metallurgical industries are estimated to account for 79% (Rs 47,467 crore) of the total own non-tax revenue. Coal and lignite are estimated to contribute additional Rs 2,758 crore in revenue.

In July 2024, the Supreme Court in a judgement upheld states' right to levy taxes on mineral bearing land. In 2005, the state had passed The Orissa Rural Infrastructure and Socio-Economic Development Act, 2004 to levy tax on mineral bearing land. The law had been struck down by the Odisha High Court. After the Supreme Court judgement, the state could retrospectively gain revenue from application of the law on transactions made from April, 2005.

Sources: Budget at a glance; Supreme Court Judgment; PRS.

Head	2023-24 Actuals	2024-25 Budgeted	2024-25 Revised	% change from BE 2024-25 to RE 2024-25	2025-26 Budgeted	% change from RE 2024-25 to BE 2025-26
State GST	23,896	26,073	26,073	0%	28,175	8%
Sales Tax/ VAT	12,714	14,212	14,212	0%	15,970	12%
State Excise	7,215	8,680	8,680	0%	9,754	12%
Taxes and Duties on Electricity	4,474	4,252	4,252	0%	4,635	9%
Taxes on Vehicles	2,478	2,700	2,700	0%	3,034	12%
Stamps Duty and Registration Fees	2,127	2,417	2,417	0%	2,610	8%
Land Revenue	1,123	954	960	1%	980	2%
GST Compensation Grants		3,000	3,000	0%	3,000	0%
GST Compensation Loans		0.10	0.10	0%	0.10	0%

Sources: Annual Financial Statement, Revenue Budget, Odisha Budget Documents 2025-26; PRS.

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Deficits, Debt, and FRBM Targets for 2025-26

The Odisha Fiscal Responsibility and Budget Management Act, 2005 provides annual targets to progressively reduce the outstanding debt, revenue deficit and fiscal deficit of the state government.

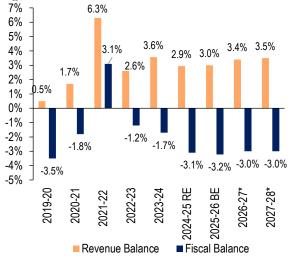
Revenue surplus: It is the difference of revenue expenditure and revenue receipts. A revenue deficit implies that the government needs to borrow to finance those expenses which do not increase its assets or reduces its liabilities. The budget estimates a revenue surplus of Rs 31,800 crore (or 3% of the GSDP) in 2025-26.

Fiscal deficit: It is the excess of total expenditure over total receipts. This gap is filled by borrowings by the government and leads to an increase in total liabilities. In 2025-26, the fiscal deficit is estimated to be 3.2% of GSDP. For 2025-26, the central government has permitted fiscal deficit of up to 3% of GSDP to states. Additional borrowing space up to 0.5% of GSDP will also be available for undertaking certain power sector reforms.

As per the revised estimates, in 2024-25, the fiscal deficit of the state is expected to be 3.1% of GSDP. This is lower than the budget estimate of 3.5% of GSDP.

Outstanding debt: Outstanding debt is the accumulation of total borrowings at the end of a financial year. At the end of 2025-26, the outstanding debt is estimated to be 12.7% of GSDP, higher than the revised estimate for 2024-25 (11.7% of GSDP).

Figure 2: Revenue and Fiscal Balance (% of GSDP)



Note: *Figures from 2026-27 onwards are projections. RE is Revised Estimates; BE is budget estimates. Negative figures indicate a deficit.

Sources: Medium Term Fiscal Policy, Odisha Budget Documents 2025-26; PRS.

Increasing share of open market borrowing

In 2025-26, of the Rs 46,400 crore estimated to be borrowed by the government, Rs 17,463 crore (38%) would be open market loans. As per the Status Paper on Public Debt, share of open market loans in total debt of the state has gone up from 7% in 2023-24 to 24% in 2024-25 (RE) and is expected to increase further.

The paper noted that Odisha didn't opt for open market loans in 2022-23 and 2023-24 as the required amount could be met from cheaper sources such as Odisha Mineral Bearing Area Development Corporation and the Compensatory Afforestation Fund. It observed that open market borrowing is the largest domestic source of loan available. As the loans are untied in nature, it gives the state the flexibility to invest the borrowed money as per its needs such as capital spending on infrastructure.

Source: Status Paper on Public Debt, Odisha Budget; PRS.

Figure 3: Outstanding Debt (as % of GSDP)



Note: *Figures from 2026-27 onwards are projections. BE is budget estimates.

Sources: Medium Term Fiscal Policy, Odisha Budget Documents 2025-26; PRS.

Outstanding Government Guarantees: Outstanding debt of states do not include a few other liabilities that are contingent in nature, which states may have to honour in certain cases. State governments guarantee the borrowings of State Public Sector Enterprises (SPSEs) from financial institutions. As of December 31, 2024, the state's outstanding guarantee is estimated to be Rs 2,341 crore, which is 0.23% of Odisha's GSDP.

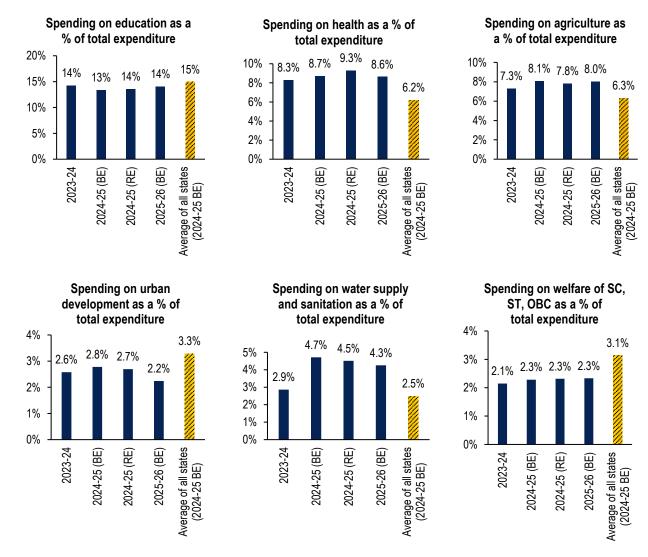
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Annexure 1: Comparison of states' expenditure on key sectors

The graphs below compare Odisha's expenditure in 2025-26 on six key sectors as a proportion of its total expenditure on all sectors. The average for a sector indicates the average expenditure in that sector by 31 states (including Odisha) as per their budget estimates of 2024-25.

- **Education:** Odisha has allocated 14% of its expenditure towards education in 2025-26. This is lower than the average allocation for education by states in 2024-25 (15%).
- **Health:** Odisha has allocated 8.6% of its expenditure on health in 2025-26. This is higher than the average allocation for health by states in 2024-25 (6.2%).
- **Agriculture:** Odisha has allocated 8% of its expenditure on agriculture in 2025-26. This is higher than the average allocation for the sector by states in 2024-25 (6.3%).
- **Urban development:** Odisha has allocated 2.2% of its expenditure on urban development in 2025-26. This is lower than the average allocation for urban development by states in 2024-25 (3.3%).
- Water supply and sanitation: Odisha has allocated 4.3% of its expenditure on water supply and sanitation in 2025-26. This is higher than the average allocation for the sector by states in 2024-25 (2.5%).
- Welfare of SC, ST, OBC: Odisha has allocated 2.3% of its expenditure for welfare of SC, ST, OBC in 2025-26. This is lower than the average allocation for welfare of SC, ST, OBC by states in 2024-25 (3.1%).



Note: 2023-24, 2024-25 (BE), 2024-25 (RE), and 2025-26 (BE) figures are for Odisha. Sources: Annual Financial Statement, Odisha Budget Documents 2025-26; various state budgets; PRS.

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¹ The 31 states include the Union Territories of Delhi, Jammu and Kashmir, and Puducherry.

Annexure 2: Comparison of 2023-24 Budget Estimates and Actuals

The following tables compare the actuals of 2023-24 with budget estimates for that year.

Table 7: Overview of Receipts and Expenditure (in Rs crore)

Particular	2023-24 BE	2023-24 Actuals	% change from BE to Actuals
Net Receipts (1+2)	1,85,370	1,80,153	-3%
1. Revenue Receipts (a+b+c+d)	1,84,500	1,79,593	-3%
a. Own Tax Revenue	53,000	54,427	3%
b. Own Non-Tax Revenue	52,500	53,011	1%
c. Share in central taxes	46,251	51,144	11%
d. Grants-in-aid from the Centre	32,749	21,012	-36%
2. Non-Debt Capital Receipts	870	559	-36%
3. Borrowings	33,630	18,123	-46%
Of which central capex loans	5,000	3,532	-29%
Net Expenditure (4+5+6)	2,11,214	1,94,895	-8%
4. Revenue Expenditure	1,57,761	1,48,832	-6%
5. Capital Outlay	51,683	43,273	-16%
6. Loans and Advances	1,770	2,790	58%
7. Debt Repayment	18,786	9,235	-51%
Revenue Balance	26,739	30,761	15%
Revenue Balance (as % of GSDP)	3.1%	3.6%	
Fiscal Deficit	25,844	14,743	-43%
Fiscal Deficit (as % of GSDP)	3.0%	1.7%	

Source: Odisha Budget Documents of various years; PRS.

Table 8: Key Components of State's Own Tax Revenue

Tax Source/Head	2023-24 BE	2023-24 Actuals	% change from BE to Actuals
Stamps Duty and Registration Fees	2,451	2,127	-13%
State Excise	7,740	7,215	-7%
Sales Tax/ VAT	13,273	12,714	-4%
State GST	22,004	23,896	9%
Taxes on Vehicles	2,226	2,478	11%
Taxes and Duties on Electricity	3,935	4,474	14%
Land Revenue	815	1,123	38%

Source: Odisha Budget Documents of various years; PRS.

Table 9: Allocation towards Key Sectors

Sector	2023-24 BE	2023-24 Actuals	% change from BE to Actuals
Water Supply and Sanitation	13,025	5,505	-58%
Energy	3,165	2,267	-28%
Housing	1,363	1,250	-8%
Welfare of SC, ST, OBC, and Minorities	4,311	4,122	-4%
Social Welfare and Nutrition	12,760	12,465	-2%
Education, Sports, Arts, and Culture	27,593	27,285	-1%
Health and Family Welfare	15,933	15,914	0.1%
Police	4,489	4,498	0.2%
Urban Development	4,906	4,956	1%
Transport	17,730	18,314	3%
of which Roads and Bridges	16,528	16,387	-1%
Agriculture and Allied Activities	12,671	14,058	11%
Irrigation and Flood Control	11,536	13,772	19%
Rural Development	14,795	18,051	22%

Source: Odisha Budget Documents of various years; PRS.

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