

CHAPTER – II : FINANCIAL MANAGEMENT AND BUDGETARY CONTROL

2.1 Introduction

2.1.1 Appropriation Accounts are accounts of the expenditure, voted and charged, of the Government for each financial year compared with the amounts of voted grants and appropriations charged for different purposes as specified in the schedules appended to the Appropriation Acts. These Accounts list the original budget estimates, supplementary grants, surrenders and re-appropriations distinctly and indicate actual capital and revenue expenditure on various specified services *vis-à-vis* those authorized by the Appropriation Act in respect of both charged and voted items of budget. Appropriation Accounts, thus, facilitate management of finances and monitoring of budgetary provisions and are, therefore, complementary to Finance Accounts.

2.1.2 Audit of appropriations by the Comptroller and Auditor General of India seeks to ascertain whether the expenditure actually incurred under various grants is within the authorization given under the Appropriation Act and that the expenditure required to be charged under the provisions of the Constitution is so charged. It also ascertains whether the expenditure so incurred is in conformity with the law, relevant rules, regulations and instructions.

2.2 Summary of Appropriation Accounts

The summarized position of actual expenditure during 2010-11 against 29 grants/appropriations was as given in **Table 2.1**:

Table 2.1: Summarized Position of Actual Expenditure vis-à-vis Original/Supplementary provisions

(₹ in crore)						
	Nature of expenditure	Original grant/ appropriation	Supplementary grant/ appropriation	Total	Actual expenditure ¹	Saving (-)/ Excess (+)
Voted	I-Revenue	15632.47	961.66	16594.13	16411.28	(-) 182.85
	II-Capital	7975.10	1035.70	9010.80	6721.03	(-) 2289.77
	III-Loans and Advances	81.18	-	81.18	71.63	(-) 09.55
Total voted		23688.75	1997.36	25686.11	23203.94	(-) 2482.17
Charged	IV-Revenue	2274.34	0.91	2275.25	2305.24	(+) 29.99
	V-Capital	-	-	-	-	-
	VI-Public Debt Repayment	958.91	-	958.91	5779.40	(+) 4820.49
Total charged		3233.25	0.91	3234.16	8084.64	(+) 4850.48
Appropriation to Contingency Fund (if any)		-	-	-	-	-
Grand Total		26922.00	1998.27	28920.27	31288.58	(+) 2368.31

¹ These are gross figures without taking into account the recoveries adjusted in accounts as reduction of expenditure under revenue (₹ 249.72 crore) and capital (₹ 657.47 crore)

The overall excess of ₹ 2368.31 crore was the result of excess of ₹ 6130.76 crore in 11 grants and one appropriation under Revenue Section and five grants and one appropriation under Public Debt-Repayments (Loan Section), offset by saving of ₹ 3762.45 crore in 18 grants and five appropriations under Revenue Section and 24 grants under Capital Section.

The savings/excesses reflected in the detailed Appropriation Accounts were intimated to the Controlling Officers requesting them to explain significant variations. Reasons thereof were not assigned (October 2011).

2.3 Financial Accountability and Budget Management

2.3.1 Appropriation vis-à-vis Allocative Priorities

The outcome of the appropriation audit reveals that in 42 cases, savings exceeded ₹ one crore in each case or by more than 20 per cent of the total provision (*Appendix 2.1*). Against the total savings of ₹ 3762.45 crore, savings of ₹ 3243.15 crore (86 per cent)² occurred in 15 cases relating to 12 grants as indicated in **Table 2.2**.

Table 2.2: List of Grants with savings of ₹ 50 crore and above

(₹ in crore)

Sl. No	Name of Grant/ Appropriation/	Original	Supple-mentary	Total grant	Actual expenditure	Savings
I-Revenue voted						
1.	02-Home	2081.50	312.32	2393.82	2166.07	227.75
2.	07-Education	2254.87	270.40	2525.27	2280.30	244.97
3.	08-Finance	2728.88	-	2728.88	2361.28	367.60
4.	14-Revenue	351.21	183.91	535.12	428.78	106.34
5.	21-Forest	369.49	30.31	399.80	338.21	61.59
Total-Revenue (Voted)		7785.95	796.94	8582.89	7574.64	1008.25
II-Capital (Voted)						
6.	03-Planning and Development	485.56	370.11	855.67	176.06	679.61
7.	07-Education	365.52	175.27	540.79	222.97	317.82
8.	08-Finance	527.00	-	527.00	139.18	387.82
9.	12-Agriculture	241.72	72.16	313.88	151.44	162.44
10.	15-Consumer Affairs and Public Distribution	1035.00	-	1035.00	968.36	66.64
11.	16-Public Works	1292.56	193.53	1486.09	1385.75	100.34
12.	19-Housing and Urban Development	415.79	-	415.79	259.00	156.79
13.	21-Forest	80.75	17.05	97.80	47.10	50.70
14.	23-Public Health Engineering	357.44	-	357.44	185.14	172.30
15.	25-Labour, Stationery and Printing	141.48	-	141.48	1.04	140.44
Total-Capital (Voted)		4942.82	828.12	5770.94	3536.04	2234.90
Grand Total		12728.77	1625.06	14353.83	11110.68	3243.15

² Exceeding ₹ 50 crore in each case.

Reasons for substantial savings against each grant were not assigned (October 2011) by the State Government.

2.3.2 Persistent Savings

In eleven cases, persistent savings of more than ₹ one crore in each case and also by 10 per cent or more of the total grant were noticed during the last five years as indicated in **Table 2.3**.

Table 2.3: List of Grants indicating Persistent Savings during 2006-11

(₹ in crore)

S. No	Grant number and name	Amount of Savings				
		2006-07	2007-08	2008-09	2009-10	2010-11
Revenue (Voted)						
1.	03-Planning and Development	16.40 (25)	17.90 (26)	41.74 (43)	98.31 (72)	38.88 (56)
2.	04-Information	2.37 (14)	3.22 (17)	3.78 (18)	3.21 (12)	6.04 (19)
3.	10-Law	25.57 (40)	34.23 (42)	25.34 (19)	43.00 (38)	22.31 (17)
Revenue charged						
4.	10-Law	1.49 (19)	2.58 (26)	1.97 (19)	5.32 (29)	2.18 (14)
Capital (Voted)						
5.	07-Education	29.42 (27)	28.77 (21)	57.59 (30)	121.95 (43)	317.82 (59)
6.	08-Finance	364.64 (99)	291.26 (90)	432.23 (82)	222.22 (27)	387.82 (74)
7.	13-Animal Husbandry	7.03 (52)	5.03 (41)	8.49 (48)	8.87 (36)	13.54 (35)
8.	14-Revenue	98.67 (97)	105.81 (88)	145.22 (88)	72.05 (53)	45.64 (42)
9.	19-Housing and Urban Development	106.61 (64)	60.40 (15)	279.90 (63)	96.10 (26)	156.78 (38)
10.	21-Forest	43.10 (55)	18.25 (34)	24.00 (35)	47.94 (50)	50.69 (52)
11.	25-Labour, Stationery and Printing	15.48 (93)	34.70 (96)	74.44 (95)	69.80 (97)	140.44 (99)

Reasons for persistent savings under these heads were not intimated (October 2011) by the State Government.

2.3.3 Excess Expenditure

In 17 cases, expenditure aggregating ₹ 16420.86 crore exceeded by ₹ 6130.34 crore the total approved provisions, and in each case by ₹ one crore or by more than 20 per cent of the provision. Details are given in **Appendix 2.2**. Of these, excess expenditure by more than 20 per cent has been observed consistently for the last five years in respect of one appropriation as given in **Table 2.4**.

Table 2.4: List of Grant indicating Persistent Excess expenditure during 2006-11

(₹ in crore)

Grant number and name					
	2006-07	2007-08	2008-09	2009-10	2010-11
Capital (Charged)					
08-Finance	997.35 (233)	1233.79 (231)	2740.40 (448)	2765.44 (342)	4820.49 (503)

Reasons for persistent excesses under the head was not explained (October 2011) by the State Government.

2.3.4 Expenditure without Provision

As per the Budget Manual, expenditure should not be incurred on a scheme/service without provision of funds. It was, however, noticed that expenditure of ₹ 565.42 crore was incurred in 64 Major heads of account (detailed in *Appendix-2.3*) without any provision in the original estimates/supplementary demand and without any re-appropriation orders to this effect.

2.3.5 Excess over provisions relating to previous years requiring regularization

As per Article 205 of the Constitution of India, it is mandatory for a State Government to get the excess over a grant/appropriation regularized by the State Legislature. Although no time limit for regularization of expenditure has been prescribed under the Article, the regularization of excess expenditure is done after the completion of discussion of the Appropriation Accounts by the Public Accounts Committee (PAC). As the Appropriation Accounts had not been discussed in PAC, the excess expenditure amounting to ₹ 78428.62 crore for the years 1980-2010 was yet to be regularized as detailed in *Appendix 2.4*.

2.3.6 Excess over provisions during 2010-11 requiring regularization

Table 2.5 contains the summary of total excess in grants and one appropriation amounting to ₹ 6130.76 crore over authorization from the Consolidated Fund of the State during 2010-11 and requires regularization under Article 205 of the Constitution.

Table 2.5: Excess over provisions requiring regularization during 2010-11

(₹ in crore)

Sl. No	Grant/Appropriation number and name	Total Grant/ Appropriation	Expenditure	Excess
I- Revenue (Voted)				
1.	05-Ladakh Affairs	288.09	291.39	3.30
2.	06-Power Development	2632.52	3254.76	622.24
3.	09-Parliamentary Affairs	22.06	22.48	0.42
4.	16-Public Works	496.89	642.47	145.58
5.	18-Social Welfare	315.90	323.37	07.47
6.	19-Housing and Urban Development	264.06	294.97	30.91
7.	22-Irrigation and Flood Control	282.88	285.66	2.78
8.	23-Public Health Engineering	558.01	574.27	16.26
9.	25-Labour Stationery and Printing	94.22	109.96	15.74
10.	27-Higher Education	343.63	493.60	149.97
11.	28-Rural Development	144.28	166.08	21.80
Total Revenue (Voted)		5442.54	6459.01	1016.47
II-Revenue (Charged)				
12.	08-Finance	2249.71	2283.05	33.34
Total Revenue (Charged)		2249.71	2283.05	33.34
Total Revenue (Section)		7692.25	8742.06	1049.81
III-Capital (Voted)				
13.	06-Power Development	1124.98	1346.14	221.16
14.	18-Social Welfare	201.98	221.48	19.50
15.	26-Fisheries	15.35	19.13	3.78
16.	27-Higher Education	277.14	289.66	12.52
17.	29-Transport	41.97	45.47	3.50
Total Capital (Voted)		1661.42	1921.88	260.46
IV-Capital (Charged)				
18.	08-Finance	958.91	5779.40	4820.49
Total Capital (Charged)		958.91	5779.40	4820.49
Total Capital (Section)		2620.33	7701.28	5080.95
Grand Total		10312.58	16443.34	6130.76

As can be seen, in the Revenue section, there was excess expenditure of ₹ 1049.81 crore in 11 grants and one appropriation while in the Capital section, excess expenditure amounted to ₹ 5080.95 crore in five grants and one appropriation. The excess expenditure of ₹ 6130.76 crore was mainly due to clearance of overdraft from the Jammu and Kashmir Bank Limited.

2.3.7 Unnecessary/Excessive/Inadequate supplementary provision

In 14 cases, involving 11 grants and one appropriation (*Appendix-2.5*), supplementary provision of ₹ 754.08 crore was obtained in excess of the original provision in

anticipation of expenditure. However, the final expenditure of ₹ 1648.31 crore was even less than the original grant of ₹ 2394.54 crore. The savings of ₹ 746.23 crore thus, exceeded the entire supplementary provision indicating defective fund projection system leading to unnecessary allotment of additional funds.

In seven other cases relating to six grants and one appropriation, supplementary grants aggregating ₹ 975.01 crore were obtained against the requirement of ₹ 288.66 crore resulting in saving of ₹ 686.35 crore (*Appendix-2.6*).

Apart from these cases, supplementary provision of ₹ 213.41 crore proved insufficient in seven cases relating to six grants and one appropriation in each leaving an uncovered aggregate excess expenditure of ₹ 700.48 crore (*Appendix-2.7*).

2.3.8 Anticipated savings not surrendered

As per the State Budget Manual, the spending departments are required to surrender the grants/appropriations or portion thereof to the Finance Department as and when the savings are anticipated. At the close of the year 2010-11, there were, however, 26 grants and five appropriations in which savings occurred but no part of which had been surrendered by the concerned departments. The savings in these cases was of the order of ₹ 3762.45 crore which includes ₹ 3760.12 crore in 41 cases (involving 26 grants and one appropriation) where savings involved were ₹ one crore and above. Relevant details are indicated in *Appendix-2.8*. Non-surrender of funds deprived the Government of the opportunity to transfer these funds to other needy sectors.

2.3.9 Rush of expenditure

According to Jammu and Kashmir Financial Code, rush of expenditure in the closing month of a financial year should be avoided. Contrary to this, in respect of 13 major heads listed in **Table 2.6**, expenditure exceeding ₹ 10 crore for the year was incurred either during the last quarter or during the last month of the financial year 2010-11. The percentage of expenditure in the last quarter ranged between 37 and 94 *per cent* and during the last month it ranged between 51 and 77 *per cent* of the total expenditure.

Table 2.6: Cases of rush of Expenditure towards the end of the financial year 2010-11

(₹ in lakh)

Sl. No.	Grant number and name	Major head	Total expenditure during the year	Expenditure during the last quarter of the year		Expenditure during March 2011	
				Amount	Percentage of total expenditure	Amount	Percentage of total expenditure
1	03-Planning and Development	5475	17606.00	13060.07	74	9009.01	51
2	07-Education	4202	22293.00	17627.68	79	12515.27	56
3	10-Law	2015	3213.80	2684.09	84	2468.14	77
4	11-Industries and Commerce	4851	9487.00	7927.10	84	6184.81	65
5	12-Agriculture	4401	8089.20	7309.54	90	4579.98	57
6	13-Animal Husbandry	4403	2508.90	2204.11	88	1797.74	72
7	16-Public Works	5054	98390.00	36534.02	37	49689.43	51
8	17-Health and Medical Education	4210	30615.00	22860.07	75	17578.40	57
9	18-Social Welfare	4235	14828.00	8355.56	56	7631.11	51
10		4236	3782.70	3563.65	94	2461.08	65
11	19-Housing and Urban Development	4217	24855.00	19565.38	79	14655.65	59
12	20-Tourism	4406	2621.80	2022.00	77	1596.39	61
13	27-Higher Education	4202	28966.00	23921.07	83	18271.57	63
Total				1,67,634.34		1,48,438.58	

2.4 Non-reconciliation of Departmental figures

2.4.1 Pendency in submission of Detailed Countersigned Contingent Bills against Abstract Contingent Bills

As per rules (Chapter-VIII of the Jammu and Kashmir Financial Code Volume-I), every drawing officer has to certify in each abstract contingent bill that detailed bills for all contingent charges drawn by him prior to the first of the current month have been forwarded to the respective controlling officers for countersignature and transmission to the Accountant General. In contravention thereto, against a total amount of ₹ 1933.04 crore (*Appendix-2.9*) drawn on AC bills by various DDOs (35 departments) during 1995-2011 corresponding DC bills have not been submitted (June 2011) to the Accountant General (A&E). Non-remission of DC bills for such a huge amount over a very long period is fraught with the risk of misappropriation and requires close monitoring. Further, reasons for non-settlement of the outstanding AC bills that are more than two years old should be investigated and action initiated for immediate settlement. Non-observance of codal provisions with regard to furnishing of DC bills and failure to comply with the

instructions issued by the Finance Department by the concerned DDOs have rendered the expenditure of ₹ 1933.04 crore doubtful.

The matter has continually been brought to the notice of the Government/Finance Department from time to time. Despite issuance of instructions in this regard by the State Finance Department, the DDOs did not furnish the pending DC bills.

2.4.2 Un-reconciled Expenditure

To enable Controlling Officers of the Departments to exercise effective control over spending to keep it within the budget grants and to ensure accuracy of their accounts, the State Financial Rules stipulate that expenditure during the financial year recorded in their books be reconciled by them every month with that recorded in the books of the Accountant General. Though non-reconciliation of Departmental figures is being pointed out regularly in Audit Reports, lapse on the part of Controlling Officers in this regard continued to persist during 2010-11 also. 38 (out of 346) Controlling Officers did not reconcile expenditure amounting to ₹ 6923.89 crore as of October 2011 which constituted 28 *per cent* of the total net revenue and capital expenditure.

2.5 Errors in budgeting process

Scrutiny of Demand of Grants for the year 2010-11 showed following inherent flaws in preparation:

- Lump sum budgetary provisions are being placed with Controlling Officers in various Demands for Grants instead of detailed head-wise/scheme-wise provisions which is in contravention of the State Financial Rules.
- Detailed head 'subsidy' is not being provided under relevant major/minor head/sub head of accounts in the Demand for Grants.
- The Capital heads of accounts are being closed at sub head level in the demand for grants. No detailed breakup below thereto up to object head level is available in the approved demand for grants.

These deficiencies make the whole budgeting process erroneous thereby, making reconciliation of departmental figures with those adopted by the Accountant General, difficult. The above matter had been reported to the State Government from time to time. Further action in the matter is awaited (October 2011).

2.6 Review of Grant

Grant. No 20- Review of Grant for Tourism Department

2.6.1 Introduction

The tourism activities at a particular place are directly related to the arrival of tourists at that place. The more the arrival, the more the economic activities generated in the

business sector and the better the impact on other sectors too. Tourism generates multiple effects on the service sector such as Agriculture, Horticulture, Poultry and Handicrafts. Besides, tourism provides direct and indirect employment to a large number of people. Jammu & Kashmir is an important tourist destination of the country and has been a place of attraction for tourists since centuries. All the three regions of the State viz. Kashmir, Jammu and Ladakh regions attract a large number of tourists. To accommodate the tourists, proper infrastructural facilities have to be in place which is particularly essential in view of the influx of tourists to the State.

With a view to ascertaining the Governmental contribution in the Sector, review of Grant No. 20 enlisting Tourism Sector as the component was taken up for review. A Review of Grant No. 20 has revealed the following observations as under:

Tourism and Forestry and Wild Life Departments fall within the ambit of the Grant under Revenue and Capital Heads of account as per the details given below:

Table 2.7

Major Head	Departments
2406	Forestry and Wild Life
3452	Tourism

2.6.2 Financial Outlay

The financial outlay during the year 2010-11 and expenditure incurred thereagainst are as under:

Table 2.8

(₹ in crore)

	Nature of expenditure	Original grant/ appropriation	Supplementary grant/ appropriation	Total	Actual expenditure
Voted	I-Revenue	84.46	-	84.46	82.50
	II-Capital	152.85	-	152.85	146.68
Total		237.31	-	237.31	229.18

A comparative position of the allocation/expenditure under the Grant for the last three years is tabulated hereunder:

Table 2.9

(₹ in crore)

Year	Nature of expenditure	Allocation	Expenditure
2008-09	Revenue	62.26	91.38
	Capital	110.16	142.60
	Total	172.42	233.98
2009-10	Revenue	74.43	69.23
	Capital	113.82	171.77
	Total	188.25	241.00
2010-11	Revenue	84.46	82.50
	Capital	152.85	146.68
	Total	237.31	229.18

As can be seen from the above, the allocation has been on the increase over the years. The overall increase in allocation and capital allocation in 2010-11 over the figures of 2008-09 has been in the vicinity of 38 *per cent*. The increase is indicative of the seriousness of the Government in creation of tourism infrastructure in the State.

2.6.3 Excess expenditure

The Controlling Officer of the department administering the grant is responsible for watching the progress of expenditure on public service under its control and for keeping the expenditure within a Grant. The Accountant General is required to warn the Controlling Authority concerned immediately on the first instance of excesses.

Significant excesses were noticed under certain heads of accounts as indicated below:

Table 2.10

(₹ in lakh)

S. No	MH/SM/MI/GH/SH	Grant	Expenditure	Excess
1.	2406/02/001/0099/1136-Director Floriculture Kashmir	379.19	969.17	589.98
2.	2406/02/112/0099/2275-Public Gardens, Director Floriculture Jammu	231.77	243.14	11.37
3.	3452/01/101/02/0011/0099/2277-Tourist Centres, Director Tourism Jammu	121.10	125.94	4.84
4.	3452/01/800/0011/0118-Pahalgam Project Organisation	466.93	503.85	36.92
5.	3452/01/800/0011/2184-Director Tourism Kashmir	1085.66	1097.86	12.20
6.	3452/80/800/0011/2091-Kokernag Development Authority	92.02	413.88	321.86
7.	5452/80/800/0011/0652-Tourism Works Plan	4000.00	4711.00	711.00
8.	5452/80/800/0011/2198-Other Development Authorities	3000.00	4076.53	1076.53

It was observed that the concerned Heads of Departments continued to incur expenditure in excess of budgetary provisions despite being intimated through monthly detailed accounts and warning slips.

2.6.4 Un-utilised Grants

As per the provisions of the budget manual, the grants should be appropriated only after the estimates are examined by the administrative department of the Secretariat concerned. It was noticed that the appropriated grants remained unutilized during 2010-11 indicating that these were either not required or not examined by the administrative department as indicated below.

Table 2.11

(₹ in lakh)

MH/SM/MI/GH/SH	Amount
2406/02/800/0011/1135-Provincial and District Offices Kashmir	9.72

2.6.5 Significant savings not surrendered

As per the provisions of the budget manual all the anticipated savings should be surrendered to the Government immediately as and when they are foreseen without waiting till the end of the year, unless they are required to meet excesses under some other units which are definitely foreseen at that time. However, significant savings were noticed under the following schemes where provisions were distinctly/separately placed in approved demand for grants as detailed below.

Table 2.12

(₹ in lakh)

S. No	MH/MI/GH/SH	Total Grant	Expenditure	Savings
1.	2406/02/001/0099/1135-Provisional and District Offices Kashmir	885.49	726.78	158.71
2.	2406/02/112/0099/1130-Public Gardens and Director Floriculture Kashmir	825.55	494.95	330.60
3.	2406/02/112/0099/1887-Cut Flower Project, Director Floriculture Kashmir	200.74	152.59	48.15
4.	2406/02/112/0099/2276/Cut Flower Project Director Floriculture Jammu	15.14	12.23	2.91
5.	2406/02/800/0011/2203-Provincial and District Office Jammu	21.13	16.62	4.51
6.	3452/01/101/0099/1121-Tourist Centres/Director Tourism Kashmir	128.35	104.15	24.20
7.	3452/01/102/0099/0474-Tourist accommodation/ Director Tourism Kashmir	436.85	376.29	60.56

S. No	MH/MI/GH/SH	Total Grant	Expenditure	Savings
8.	3452/01/102/0099/2278-Tourist accommodation/ Director Tourism Jammu	115.80	106.12	9.68
9.	3452/01/800/0099/1120-Convention Complex	526.64	115.82	410.82
10.	3452/01/800/0099/1127-Gulmarg Project Organisation	259.36	232.87	26.49
11.	3452/01/800/0099/1232-Sonamarg Development Authority	65.40	49.05	16.35
12.	3452/01/800/0099/1932-Royal Spring Golf Course	105.15	86.67	18.48
13.	3452/01/800/0099/2299-Mubark Mandi Jammu Heritage Society	50.00	20.00	30.00
14.	3452/80/001/0099/2183-Director Tourism Jammu	212.65	190.05	22.60
15.	3452/80/104/0099/1115-Tourist Information and Publicity/Director Tourism Kashmir	184.52	128.81	55.71
16.	3452/80/104/0099/2279-Tourist Information and Publicity Director, Jammu	326.44	271.64	54.80
17.	3452/80/800/0011/2198-Other Development Authorities	735.00	696.07	38.93
18.	4406/02/112/0011/1136-Director Floriculture Kashmir	1385.00	1311.69	73.31
19.	5452/80/800/0011/0646-SKICC/SKIGI	395.00	55.65	339.35
20.	5452/80/800/0011/0650-Patnitop Development Authority	350.00	186.00	164.00
21.	5452/80/800/0011/0651-Tourism Development Corporation	350.00	125.00	225.00
22.	5452/80/800/0011/1232-Sonamarg Development Authority	330.00	125.00	205.00
23.	5452/80/800/0011/1291-Cable Car Corporation	1500.00	118.41	1381.59
24.	5452/80/800/0011/1891-Pahalgam Development Authority	800.00	560.66	239.34
25.	5452/80/800/0011/1892-Gulmarg Development Authority	905.50	315.74	589.76
26.	5452/80/800/0011/1932-Royal Spring Golf Course	859.93	500.00	359.93
27.	5452/80/800/0011/2091-Kokernag Development Authority	280.00	150.00	130.00

The significant savings in the above mentioned schemes definitely shall have deprived the beneficiaries/areas of the benefits for which the amount was appropriated.

2.6.6 Expenditure without provision

It was noticed that no budgetary provisions were kept in respect of the following Heads of account but expenditure (as per detailed appropriation account) was booked against the said heads of accounts.

Table 2.13

(₹ in lakh)

S. No	MH/SM/MI/GH/SH	Plan/Non-plan	Voted/ Charged	Expenditure
1.	3452/01/800/0099/1115-Tourism Information and Publicity, Director Tourism Kashmir	Non-plan	Voted	13.88
2.	3452/80/001/0099/1115-Tourist Information and Publicity	Non-plan	Voted	2.46
3.	3452/80/800/0011/1068/Bhaderwah Development Authority	Plan	Voted	21.50
4.	3452/80/800/0011/1579-Wular-Manasbal Development Authority	Plan	Voted	16.80
5.	3452/80/800/0011/2161-Manasar-Surinsar Development Authority	Plan	Voted	25.00
6.	3452/80/800/0011/2162-Rajouri Development Authority	Plan	Voted	7.32
7.	3452/80/800/0011/2163-Kishtwar Development Authority	Plan	Voted	66.00
8.	3452/80/800/0011/2165 Dodpahtri Development Authority	Plan	Voted	16.70
9.	3452/80/800/0011/2166-Aharabal Development Authority	Plan	Voted	11.40
10.	3452/80/800/0011/2167-Yousmarg Development Authority	Plan	Voted	13.80
11.	3452/80/800/0011/2168 Kargil Development Authority	Plan	Voted	8.70
12.	3452/80/800/011/9859-Sarthal Development Authority, Lakhanpur	Plan	Voted	16.50
13.	3452/80/800/0011/9860-Poonch Development Authority	Plan	Voted	4.60
14.	4406/02/112/0011/1887-Cut Flower Project	Plan	Voted	8.98
15.	4406/02/112/0031/2297-Rashtriya Krishi Vikas Yojana	Plan	Voted	191.34
16.	5452/80/800/0011/1068-Bhaderwah Development Authority	Plan	Voted	375.00
17.	5452/80/800/0011/1115-Tourist Information and Publicity/Director Tourism Kashmir	Plan	Voted	378.61
18.	5452/80/800/0011/9860-Poonch Development Authority	Plan	Voted	50.00

The State Government has placed the lumpsum budget provisions at the disposal of Controlling Officers without providing schematic break-up and drawing and disbursing officers incurred the expenditure under various schemes not contemplated in the Demand for Grants.

2.7 Conclusion

The State Government has been placing lump sum provisions without schematic break-up, at the disposal of controlling officers which has led to poor budgetary and administrative controls over State Finances. The detailed appropriation accounts of the Tourism Department included schemes not contemplated in approved demand for grant which was reflective of poor legislative compliance. Moreover, the drawing and disbursing officers continued to incur expenditure on the schemes without any budget provision.