11. An account of the transactions of the Fund shall be maintained in the following form :—

Haryana Contingency Fund

Amount of the Fund Rs. 10,00,00,000*

Sl. No.	Date of transaction	No. and name of grant or the appropriation	No. and date of applicatoin for advance	No. and date of the order making the advance	Amount advaced	Supplem ntary Appropria Act providing for the addietional expenditure	Amount of theadvance resumed	Balance aftereach transactions	Initials of Officer Incharge	Remarks
1	2	3	4	5	6	7	8	9	10	11

Note.— (1) The balance should be struck after each transaction.

(2) The amount of the advances should be entered in black ink, when made, and in red ink, when resumed.

306. *Control over Expenditure* :—The last and the most improtant duty in connection with the Budget is to see that allotments are not exceeded. With a vigilant Assembly jealous of its rights, the expenditure of sums substantially in excess of provisions will embarrass Government very seriously because the fundamental fact of the Constitution is that no expenditure should be incurred unless it has been included in the schedules of authorised expenditure. To perform this duty Heads of Departments have to make such arrangements as conditions in their respective departments require. The main principle is, however, the same in every case starting from the bottom, a Disbursing oflfficer must not without authority exceed the sum assigned to him under each primary or secondary unit of appropriation . If he has reason to anticipate increased expenditure he has to apply to his superior officers for funds. The had of a Department under the powers delegated to him can reappropriate from one primary unit of appropriation to another within any minor head of account or he may take supplementary grant distributed under any primary unit from one officer and give

it to another. As the Disbursing Officer is responsible for not exceeding the allotment under each primary unit without proper sanction, so the head of Department is responsible that his department as a whole shall not exceed the allotment under any minor head. If he anticipates additional expenditure under any minor head and can find savings under another he must apply to Government for re-appropriation with the consent of the Finance Department.

307. *Committee on Public Accounts* :—Although the Assembly Votes only the amount for each grant, the detailed estimates which accompany the statement for demands for grants show the objects on which the grant is to be spent. The Audit Department will watch whether the moneys shown in the Accounts as having been disbursed were legally available for and applicable to the service or purposes to which they have been applied or charged and will, bring to notice in the annual appropriation accounts any disbursements which do not pass this test. These accounts will be placed before the Legislature and will be referred by the Legislative Assembly to the Committee of Public Accounts which is a Commttee of the Assembly. It is one of the important duties of the Committee to bring to the notice of the Assembly any disbursements which do not satisfy the audit test mentioned above and any re-appropriations which are made otherwise than in accordance with the rules framed by the Finance Department.

308. *Central Government Estimates*:—The Administrative Department have also to prepare the Budget Estimates for certain Central subjects administered by them as Agents for the Central Government, e.g., Ecclesiastical and Emigration. The insturctions issued by the Central Government for the preparation of these estimates have been incorporated in Chapter 16 of the Budget Manual for the convenience of the Administrative Departments. The Administrative Departments concerned should address the Finance Department whenever any amendments are considered necessary, on the basis of any instructions received by them, from the Central Government.

309. *Borrowing* :—Subject to the provisions of Article 293 of the Constitution of India (reproduced in Annexure II to this chapter), the executive power of a State extends to borrowing within the territory of India upon the security of the Consolidated Fund of the State within such limits, if any, as may from time to time, be fixed by the Legislature of such State by law and to the giving of guarantees within such limits, if any, as may be so fixed.

It generally happens that Public revenue does not come in regularly and uniformly throughout all the months of the year, whereas the expenditure is more or less distributed uniformly throughout the year. Also, sometimes exceptionally heavy payments have to be made at a certain period of the year when the revenue has not sufficiently accumulated to meet them. To tide over such difficulties, Government takes advances from the Reserve Bank. Such advances are known as Ways and Means Advances. Sometimes where the size of requirements is large and deficiency is to last for a longer period recourse had to floating treasury bills to or to raise a loan from the general public or to obtain a loan from the Central Government.

ANNEXURE I

(See para 290)

Extracts from the Co ptroller and Auditor-General's (Duties, Pc wers and coditions of Service) Act, 1971.

Duties and Powers of the Comptroller and Auditor General

10. *Comptroller and Auditor General to compile accounts of Union and States*:—
(1) The Comptroller and Auditor-General shall be responsible—

(a) for compiling the accounts of the Union and of each State from the initial and subsidiary accounts rendered to the audit and accounts offices under his control by treasuries, offices or departments responsible for the keeping of such accounts , and

(b) for keeping such accounts in relation to any of the matters specified in clause (a) as may be necessary :

Provided that the President, as respects the accounts of the Union, and the Governor of a State as respects the accounts of that State, may, after consultation with the Comptroller and Auditor General, by order, relieve him from the responsibility for compiling the accounts of any particular service or department of the Union or a State as the case may be :

Provided further that the President may, after consultation with the Comptroller and Auditor General, by order, relieve him from the responsibility for keeping the accounts of any particular class or character.

(2) Where, under any arrangement, a person other than the Comptroller and Auditor-General has, before the commencement of this Act, been responsible—

(i) for compiling the accounts of any particular service or department of the Union or of a State, or

(ii) for keeping the accounts of any particular class or character, such arrangement shall, notwithstanding anything contained in sub-section (1), continue to be in force unless, after consultation with the Comptroller and Auditor General, it is revoked in the case referred to in clause (i) by an order of the President or the Governor of the State, as the case may be, and in the case referred to in class (ii) by an order of the President.

II. *Comptroller and Auditor General to prepare and submit Accounts to the President Governors of States and Administrators of Union Territories having Legislative Assemblies*:— The Comptroller and Auditor-General shall, from the accounts complied by him or by any other person responsible in that behalf prepare, in each year accounts (including, in case of accounts compiled by him, appropriation accounts) showing under the respective heads the annual receipts and disbursements for the purpose of the Union, of each State and of each Union Territory having a Legislative Assembly and shall submit those accounts to the President or the Governor of a State or Administrator of the Union Territory having a Legislative Assembly as the case may be, on or before such dates as he may, with the concurrence of the Government concerned, determine.

12. *Comptroller and Auditor General give information and render assistance to the Union and States* :—The Comptroller and Auditor-General shall, in so far as the accounts, for the completion or keeping of which he is responsible, enable him so to do give to the Union Govt., to the State Government or to the Governments of Union Territories having Legislative Assemblies, as the case may be, such information as they may, from time to time, require, and render such assistance in the preparation of their annual financial statements as they may reasonably ask for.

13. *General Provisions relating to Audit*:—It shall be the duty of the Comptroller and Auditor-General :—

(a) to Audit all expenditure, from the Consolidated Fund of India and of each State and of each Union Territory having a Legislative Assembly and to ascertain whether the moneys shown in the accounts as having been disbursed were legally available for and applicable to the service or purpose to which they have been applied or charged and whether the expenditure conforms to the authority which governs it;

(b) to audit all transactions of the Union and of the States relating to Contingency Funds and Public Accounts;

(c) to audit all trading, manufacturing, profit and loss accounts and balance sheets and other subsidiary accounts kept in any department of the Union or of a State and in each case to report on the expenditure, transactions or accounts so audited by him.

14. *Audit of receipts and expenditure of bodies or authorities substantially financed from Union or State Revenues* —Where any body or authority is substantially financed by grants or loans from the Consolidated Fund of India or of any State or of any Union territory having a Legislative Assembly, the Comptroller and Auditor-General shall, subject to the provision of any law for the time being in force applicable to the body or authority, as the case may be, audit all receipts and expenditure of that body or authority and to report on the receipts and expenditure audited by him.

Explanation.—Where the grant or loan to a body or authority the Consolidated Fund of India or of any State or of any Union Territory having a Legislative Assembly in a financial year is not less than rupees five lakhs and the amount of such grant or loan is not less than seventy-five per cent of the total expenditure of that body or authority, such body or authority shall be deemed for the purposes of this section, to be substantially financed by such grants or loans, as the case may be.

15. *Funcations of Comptroller and Auditor General in the case of grants or loans given to other authorities or bodies* :—1) Where any grant or loan is given for any specific purpose from the Consolidated Fund of India or of any State or Union Territory having a Legislative Assembly to any authority or not being a foreign State of international organisation, the Comptroller and Auditor-General shall scrutinise the procedure by which the sanctioning authority satisfies itself as to the fulfilment the conditions subject to which such grants or loans were given shall for this purpose have right of access, after giving reason previous notice, to the books and accounts of that authority or

Provided that the President, the Governor of a State or the Administrator of a Union Territory having a Legislative Assembly, as the case may be, where he is of opinion that it is necessary so to do in the public interest, by order, relieve the Comptroller & Auditor General after consultation with him, from making any such scrutiny in respect of any body or authority receiving such grant or loan.

(2) Except where he is authorised so to do by the President, the Governor of a State or the Administrator of a Union Territory having a Legislative Assembly, as the case may be, the Comptroller and Auditor General shall not have while exercising the powers conferred on him by sub-section (1) right of access to the books and accounts of any corporation to which any such grant or loan as is referred to in sub-section (1) is given if the law by or under which such corporation has been established provides for the audit of the accounts of such corporation by an agency other than the Comptroller and Auditor General.

Provided that no such authorisation shall be made except after consultation with the Comptroller and Auditor General and except after giving the concerned corporation a reasonable opportunity of making representations with regard to the proposal to give the Comptroller and Auditor General right of access to its books and accounts.

16. *Audit of receipt of Union or of States:*—It shall be the duty of the Comptroller & Auditor General to audit all receipts which are payable in to the Consolidated Fund of India and of each State and of each Union Territory having a Legislative Assembly and to satisfy himself that the rules and procedure in that behalf are designed to secure an effective check on the assessment, collection and proper allocation of revenue and are being duly observed and to make for this purpose such examination of the accounts as he thinks fit and report thereon.

17. *Audit of Accounts of stores and stock.*—The Comptroller and Auditor-General shall have authority to audit and report on the accounts of stores and stock kept in any office or department of the Union or of a State.

18. *Powers of Comptroller and Auditor General in connection with audit of accounts.*—(1) The Comptroller and Audit or General shall in connection with the performance of his duties under this Act have authority:—

(a) to inspect any offce of accounts under the Control of the Union or of a State, including treasuries and such offices responsible for the keeping of initial or subsidiary accounts, as submit accounts to him;

(b) to require that any accounts, books, papers and other documents which deal with or form the basis of or are other wise relevant to the transactions to which his duties in respect of audit extend, shall be sent to such place as he may appoint for his inspection;

(c) to put such questions or make such observations as he may consider necessary, to the person in charge of the office and to call for such information as he may require for the preparation of any account or report which it is his duty to prepare.

(2) The person incharge of any office or department, the account of which have to be inspected and audited by the Comptroller and Auditor-General, shall afford all facilities for such inspection and comply with requests for information in as complete a form as possible and with all reasonable expedition.

19. *Audit of Government companies and corporations.*—(1) The duties and powers of the Comptroller and Auditor General in relation to the audit of the accounts of Government companies shall be performed and exercised by him in accordance with the provisions of the Companies Act, 1956.

(2) The duties and powers of the Comptroller and Audit-General in relation to the audit of the accounts of corporations (not being companies) established by or under law made by parliament shall be performed and exercised by him in accordance with the provisions of the respective legislations.

(3) The Governor of a State or the Administrator of a Union Territory having a Legislative Assembly may, where he is of opinion that it is necessary in the public interest so to do, request the Comptroller and Auditor-General to audit the accounts of a corporation established by Law made by the Legislature of the State or of the Union Territory, as the case may be, and where such request has been made, the Comptroller and Auditor- General shall audit the accounts of such corporation and shall have, for the purposes of such audit, right of access to the books and accounts of such corporation:

Provided that no such request shall be made except after consultation with the Comptroller and Auditor-General and except after giving reasonable opportunity to the corporation to make representations with regard to the proposal for such audit.

20. *Audit of Accounts of certain Authorities or bodies.*—(1) Save as otherwise provided in section 19, where the audit of the accounts of any body or authority has not been entrusted to the Comptroller and Auditor-General by or under any law made by Parliament, he shall, if requested so to do by the President or the Governor of a State or the Administrator of a Union Territory having a Legislative Assembly as the case may be, undertake the audit of the accounts of, such body or authority on such terms and conditions as may be agreed upon between him and the concerned Government and shall have for purposes of such audit, right of access to the books and accounts of that body or authority:

Provided that no such request shall be made except after consultation with the Comptroller and Auditor General.

(2) The Comptroller and Auditor-General may propose to the President or the Governor of a State or the Administrator of a Union Territory having a Legislative Assembly, as the case may be, that he may be authorised to undertake the audit of the accounts of any body or authority the audit of the accounts of which has not been entrusted to him by law, if he is of opinion that such audit is necessary because a substantial amount has been invested in, or advanced to, such body or authority by the Central or State Government or by the Government of Union Territory having a Legislative Assembly, and on such request being made, the President or the Governor or the Administrator, as the case may be may empower the Comptroller and Auditor-General to undertake the audit of the accounts of such body or authority.

(3) The audit referred to in sub-section (1) or sub-section (2) shall not be entrusted to the Comptroller and Auditor-General except where the President or the Governor of a State or the Administrator of a Union Territory having a Legislative Assembly, as the case may be, is satisfied that it is expedient so to do in the public