

No. 2-5/2016-IFD-  
Government of India  
Ministry of Environment, Forests & Climate Change  
Integrated Finance Division

Indira Paryavaran Bhawan, , Jal Wing, 1<sup>st</sup> Floor  
Aliganj, Jor Bagh Road, New Delhi, 110003

Dated: 9<sup>th</sup> March, 2016

Circular

Sub: Operationalization of the Budget and Expenditure Management System (BEMS) Software.

It has been observed that the financial proposals related to Annual Plan Operations (APO) from various programme divisions (PD) are received in IFD without complete information and documents required like availability of funds under the BE/RE Head, expenditure incurred and balance under the budgetary head etc., status of receipt of UC for the previous grant-in-aid related with physical progress etc, are not linked, with the result that files are to be returned to the PD for providing the complete information. This causes in unnecessary delay in completion of processing the cases at different levels. It is also observed that there is lack of proper monitoring and transparency in implementation of the projects and utilization of the funds.

2. In order to avoid unnecessary delay in processing the cases and also to ensure transparency and better monitoring of budget allocation, actual expenditure on real time basis and social audit of utilization of fund in MoEF&CC, a Budget and Expenditure Management System (BEMS) – a web based real time Monitoring and Reporting System has been developed. **A hard copy of the BEMS is enclosed for perusal.** The BEMS application needs to be utilised by all programme divisions, while processing the various financial proposals till completion of the process at various levels including booking the expenditure by PAO or DDO as under:-

- (i) PC Division will update the object headwise BE allocation during the financial year. This information will be accessible to all PDs.
- (ii) B&A Division will update the allocation under RE/reappropriation from time to time during this year.
- (iii) PD will make entries as outlined in the BEMS including the gist of proposal, funds requirement, funds released, balance funds available under the head, status of receipt of U.C with physical progress/outcome after exercising due checks etc. while referring the proposals to IFD in file.
- (iv) On the basis of the detail provided by the PD in the BEMS, IFD will examine the case for concurrence or otherwise and return the file to PD for necessary action.
- (v) The PD will update the details in the BEMS on the basis of IFD's concurrence/advice. The sanction for release will be sent to DDO/PAO for necessary action which will be reflected in the BEMS by the PD.
- (vi) DDO will make necessary entries in the BEMS and send the cases to PAO for booking the expenditure.
- (vii) PAO will book the expenditure which will be reflected in BEMS.

3. All the Divisional Heads are advised to access the BEMS software and take necessary action while processing the financial proposal after making entries in the BEMS. The BEMS software can be accessed by opening the link : 10.22.0.70/BEMS through NIC LAN. In case of any difficulty, the officers concerned may contact Shri. Annadurai, Consultant IT at Tel No. 24695328 or Shri. Raveesh, Programmer (M. No. 9643439243/I C No.-5443). From the beginning of the next financial year, any financial proposal of the programme division will be received in IFD only after their confirmation that they have completed the exercise in the BEMS software.

4. Hand-holding training and demonstration of this application will be given by IT Division of the Ministry to all officers and staff concerned in the division during the period from 14<sup>th</sup> March, 2016 to 18<sup>th</sup> March, 2016. Shri Raveesh, Programmer (IT Cell) will undertake this training programme of divisions during this period.

5. All the Programme Divisional Heads are requested to instruct the concerned officials processing proposals to avail the training for smooth roll-out of the application from the beginning of the financial year 2016-17.

6. This issues with approval of Secretary, MoEF&CC.

*Abhijit Roy*  
9/3/16  
(ABHIJIT ROY)  
US (IFD-I)

To

1. All Programme Divisional Heads
2. SS(HKP/SS(SK)/DGF&SS/Sr.E.A/ AS&FA /AS(MMK)//ADG(FC)/ADG(WL)/ADG(PT)/JS(IT)/DS(IT)/CA/PAO/DDO
3. IT Division to upload the circular in the Ministry's website.
4. Guard File

Copy for information to : PS to MEF&CC/Sr. PPS to Secretary

## **GUIDELINES OF "BUDGET AND EXPENDITURE MANAGEMENT SYSTEM" (BEMS)**

### **Introduction:**

BEMS is a Web based Real time Monitoring and Reporting System, developed in house by IFD, MoEF&CC for monitoring Detailed Demands for Grants depicting budget allocation for various divisions, actual Expenditure on real time basis and social audit of the utilization of funds for the Ministry of Environment, Forest & Climate Change.

A user friendly Dashboard will be available in application for all Programme Divisions, PC Division, IFD, B & A Section and All senior officers in the Ministry for monitoring the funds position and actual expenditure on real time basis with comparative figures and graphs.

This BEMS Web-Application has been developed to enable uploading of the utilisation certificates by the programme divisions, along with physical progress report and photos with lat-long coordinates on the measureable deliverables for monitoring by the senior officers and the stake holders. It has also the additional utility of comparing expenditure and the amount for which utilisation certificates have been received from the grantee institutions in Bar diagram.

### **Advantage points:**

The BEMS web application will have the following advantages:

1. It will enable all the Programme Divisions to know the actual budget position and actual expenditure, on real time basis in user friendly dash board and bar diagram.
2. It will provide the IFD and the Accounts section exact information about the budget position on real time basis and the extent of utilization of funds.
3. IFD can monitor pendency of files being processed for concurrence, on real time basis and monitor the amount concurred on each file.
4. PD can also see the pendency of files with IFD and the amount concurred.
5. PC division can also see the BE/ RE /Re-appropriation of budget under different heads and actual expenditure on real time basis.
6. Since the utilisation certificates, along with Physical Progress Report and photos of the physical deliverables under each programme will be available to all senior officers, they can monitor the progress of actual utilization of funds.

7. All senior officers of the Ministry can see the dashboard and graphical bar diagram about the progress of budget expenditure on real time basis.
8. Since the public can access sanction of funds under each programme with physical progress report, it will provide facility of social audit, which will bring in better transparency in the system and will reduce number of RTI applications.

**Application Framework:** Microsoft ASP.NET with C#

**Database :** - Microsoft SQL Server 2012

**Application Users:-**

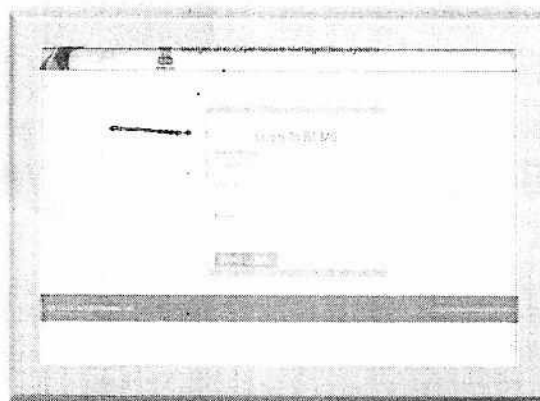
- All Programme Divisions (**PD**)
- Planning & Co-ordination Division (**PC**)
- Budget and Accounting (**B&A**)
- IFD
- PAO
- DDO
- Senior Officers of the Ministry.

**Functionality:-**

The details of functionality to be undertaken by each division are mentioned as under:

**Login Screen of Application**

(Login Page for entering in to Application)



- This is main screen of Application, Where user will login by inserting authenticate User Id and password.(To be given by Administrator which can be changed by the user)
- After filling right login detail, user will be redirected to welcome screen/Dashboard Page.

## ➤ Programme Division (PD):-

- 1) All the PDs will enter the details of the file proposals online before they send file to IFD for concurrence.

### (Entry form for filling file proposal by PD's)

This page will be used PDs for adding New proposal against any agency /Institute with all necessary detail of related file proposal, PD will enter file no. and actual expenditure, proposed in the Object Head, under the scheme, before sending the file to IFD.

- Proposal will be added under selected Schemes/Detailed Head /Object Head
- UC Amount is required to be filed by PD with each file proposal entry
- Scanned copy of Utilization Certificate , Progress Report and Photo will be uploaded in above form with each entry, which will be accessible by all senior officers and stake holders .



### Description of Entry parameters :-


- **File No** – file No Mentioned On associated File
- **Date** – Date Mentioned on File
- **Proposal Type** - Plan/Non Plan /Both /Others
- **State** - Name of State where agency is located
- **Name of Agency/institute** – Agency or Institute Name ( As Mentioned on Associated File)
- **Amount** – This option will be shown on base of selected proposal type (Plan/Non Plan/Others).
- **UC Amount** – In this field, Amount mentioned in Utilization certificate will be filled up .
- **Linked With PFMS** – Selection of this Option will make sure that is this File No also filled in PFMS or not
- **Utilization Certificate** – This option will be used by PD to Upload scanned copy of Utilization Certificate, after its acceptance by the competent authority by exercising checks mentioned in the sanction order
- **Physical Progress Report** – This option will be used to Upload scanned copy of Physical Progress Report of Proposal
- **Photo** – This option will be used to Upload scanned copy of Photos of project site.
- **Sanction Order** - This option will be used to Upload scanned copy of Sanction Order.


2) Dashboard with Bar diagram of comparative figure of budget and expenditure.


3) Monitoring of Details of file proposed/Queried/Concurred.

### (Dashboard for Monitoring All File Status proposed/Pending for PD's)

Dashboard (PD) FILE STATUS ADD NEW PROPOSAL LOGOUT

  
TOTAL FILE  
FORWARDED TO IFD  
**4**

  
FILE  
CONCURRED BY IFD  
**6**

  
FILE SANCTIONED  
BY PD  
**0**

File Proposed to IFD **0** Concurred /Pending for Sanctioning **1** Query Raised by IFD **0**

#### Files Concurred but not Sanctioned

Date		Description			Proposed Amount		Concurred Amount		*Enter Sanction No*		
Posted on	Received on	FILE NO	AGENCY/INSTITUTE	TYPE	Scheme	Object Head	PLAN	NON-PLAN	PLAN	NON-PLAN	
		294/2015/TRA	Zoological Instit...	Plan	National Coordin...	12-Foreign Travel Expenses	125	0	110	0	

SAVE SANCTION NO

This page is designed for filling sanction detail and monitoring these details .

1. How many Files Proposed to IFD for Concurrence .
2. How many file have been concurred but pending for sanctioning .
3. How many files are returned by IFD (Query Raised against proposal )

➤ **PC Division ( Planning & Co-ordination):-**

1. PC Division will enter Budget Estimate (BE) amount in different object heads.
2. PC Division can also see the dash board about the budget and actual expenditure on real time basis.

**1. Screens for Planning & Co-ordination Division (PC DIVISION)**

**BE CHART (Entry form for Budget Estimate Detail)**

Index	Object Head	Year	Total Amt
1	Salaries	2015	1200
2	Grants	0	100
3	Purchase of Furniture	0	20
4	Medical Treatment	1500	200
5	Domestic Travel Expenses	3000	1500
6	Foreign Travel Expenses	2500	0
7	Postage	4500	0
8	Telephone	0	0
9	Electricity	0	0
10	Water	4000	100
11	Gas	1200	100
12	Fuel	0	50
13	Transport	1200	150
14	Miscellaneous	0	0
15	Repairs	0	0
16	Maintenance	0	0
17	Insurance	0	0
18	Interest	0	0
19	Dividends	0	0
20	Rents	0	0
21	Royalties	0	0
22	Fees	0	0
23	Commissions	0	0
24	Gifts	0	0
25	Donations	0	0
26	Gratuities	0	0
27	Fines	0	0
28	Penalties	0	0
29	Taxes	0	0
30	Duties	0	0

- This Page will be used by PC Division for inserting Budget Estimates Amount under selected Major Head /Detailed Head/Object Head pattern of DDG.
- This detail of Budget estimate will reflect in all over application (on real time basis pattern).

➤ **B & A Division ( Budget & Accounts ) :-**

- B & A Division will add/update Revised/Supplementary Estimate (RE) amount in different object heads.
- B & A can also see the dash board about the budget and actual expenditure on real time basis.

**Screens for Budget & Accounts Division (B & A DIVISON)**

- 1) Adding/Updating RE Amount in different object heads according to different schemes.

## RE CHART (Entry form for Revised/Supplementary Detail)

1. Name of the person or entity: **John Doe**  
 2. Address: **123 Main St, Anytown, CA 90210**  
 3. City: **Anytown**  
 4. State: **CA**  
 5. Zip: **90210**  
 6. Date of birth: **01/01/1980**  
 7. Social Security Number: **123-45-6789**  
 8. Date of issue: **01/01/2020**  
 9. Date of expiration: **12/31/2025**  
 10. Signature: **[Signature]**  
 11. Printed name: **John Doe**  
 12. Title: **Owner**  
 13. Date of filing: **01/01/2020**  
 14. Date of recording: **01/01/2020**  
 15. Date of recording: **01/01/2020**  
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- This Page will be used by B & A Division for inserting Revised/Supplementary Estimates Amount(RE) under selected **Major Head/Detailed Head/Object Head** pattern of DDGSheet (Detailed Demand for Grants).
- At the time of filling RE figures, BE Amount will be shown on Screen (Object Head Wise)
- This RE Records will reflect in all over application on real time basis pattern.



- Adding / Updating Re-appropriated Amount as per supplementary grants from one scheme to another scheme (object Head Wise).

**(Entry form to fill up Re-appropriation's Detail under different schemes)**

FROM SCHEME		TO SCHEME	
Financial Year		From Account Head	
Select Account Head		Select Sub Head	
Select Sub Head		Select Detailed Head	
Select Detailed Head		Select Scheme	
Select Scheme		Object Head	
Object Head		Financial Year	
Plan/Proj/Unit		As Amount	
Available Amount		Transfer Amount	

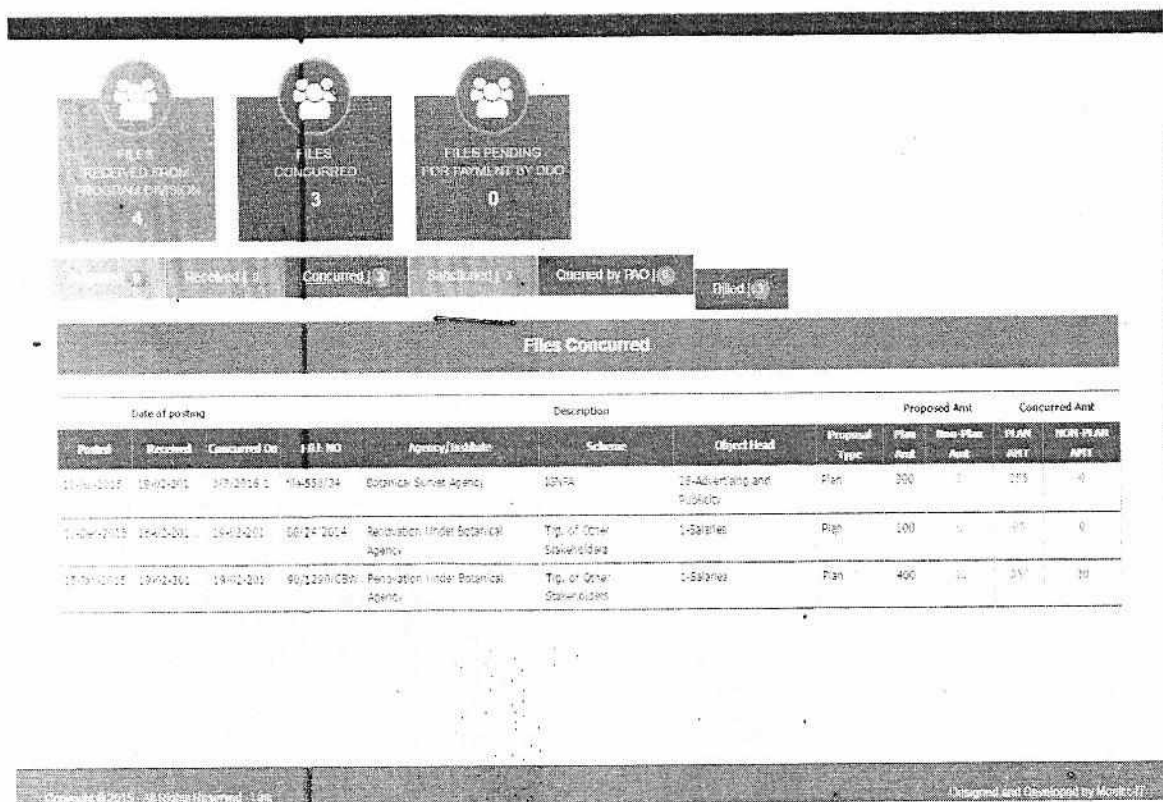
- This Page will be used by **B & A Division** for filling up the details of budget re-appropriation between two detailed heads into object Heads.
- On filling of Re-appropriation amount under a detailed head, it will reflect linked BE/RE Amount .

➤ IFD :

IFD will monitor status of files and concurred amount against in each proposed files (sent by PDs).

### Screens for IFD

(Dashboard for Monitoring all file status Proposed by PD /Received/Concurred/Sanctioned/Queried by PAO /Billed)



File Status page is designed for monitoring status of proposals (Received/Concurred/Pending for Sanctioning/Sanctioned and billed by DDO/PAO).

IFD will examine files received for concurrence and can:

1. Monitoring status of proposed files from Program Division.
2. Monitoring UCs and its acceptance by PD
3. Enter Concurred Amount or Reject proposed files proposals after receiving from PD.
4. Monitoring Files sanctioned by PD
5. Monitoring Files Pending by PAO/DDO.
6. Monitoring Files Queried by PAO to PD/DDO.
7. Monitoring Files billed by DDO

>Senior officers can also access this MIS regarding concurrence of files or queries raised by IFD / pendency of queries pending with PD.

## Details of Operation to be performed by IFD user

1. **Proposed Section** – Under This Tab, all file detail will be shown which are sent by PD for concurrence to IFD. In this tab it will be shown until user click on button CLICK TO RECEIVE, on click on this button it will assume that file is physically received by IFD User and will be shown in next tab for further processing.

Files forwarded to IFD by Program Division (Waiting for Receiving)						
Add on Date	Description					Received ?
Date	File No	Agency/Institute	Proposal Type	Scheme	Object Head	
17-Jan-2016	002/2014/IGG	Go Pant Institute	Pan	IFMS	1-Salaries	<a href="#">CLICK TO RECEIVE</a>

2. **Received Section** – In this part of page that file will be shown which has received by IFD (After receiving in previous section as shown above), file's detail displayed here with detail of file proposal and Link of UC/PR/Photo.

Two functional buttons will be seen with each file record

- **Fill button** – For filling concurred amount this button is required to be clicked, after clicking on this button Entry field for Concurrence amount will be enabled, after doing this action user will fill up Concurred Amount in right Entry fields and then click on **SUBMIT** Button.
- **Queried button** – For Returning/Raising Query any proposal user will click this button, it will remove this file from here and will show in PDs section in Raised Query section where he can resubmit revised proposal after re-correcting that file detail.

Files received (Waiting for concurrence)													
Add on Date		Description					Attachment			UC Amt	Proposed Amt	Concurred Amt	
Date	EDF No	Agency/Institute	Scheme	Object Head	Proposal Type	UC	Progress Report	Photo		UC Amt	Maximum Plan	Maximum Plan	Action
											Amt	Amt	
11-Jul-2015	88-556/34	Botanical Survey Agency	IGNFA	26-Advertising and Publicity	Pan	Link	Link	Link	225	0	0	0	<a href="#">Fill</a> <a href="#">Queried</a>

On Click on this link, Attached Utilization Certificate can be seen by IFD user

Link to open Progress Report of Proposal

On Click on this link Attached Photo can be seen by IFD User

3. **Concurred Section** – In this section those files will be shown for which concurred amount had been filled up by IFD and waiting for issuing sanction by PD..

Concurred

Files Concurred ( Waiting for Generating Bill by DDO)

Date of posting			Description					Proposed Amt		Concurred Amt	
Posted	Received	Concurred On	FILE NO	Agency/Institute	Scheme	Object Head	Proposal Type	Plan Amt	Non-Plan Amt	PLAN AMT	NON-PLAN AMT
11-Jul-2015	19-02-201	25-02-201	file-556/34	Botanical Survey Agency	IGNFA	25-Advertising and Publicity	Plan	300		225	0

4. **Sanctioned Section** – In this section those files will be shown which PD has sanctioned (Entered Sanction Detail) and forwarded to PAO for Approval .
5. **Queried by PAO Section** – In this section those files will be shown which has rejected/queried by PAO.
6. **Billed Section** – In this section those files will be shown which have been Approved/billed by PAO /DDO .

Billed

**Files Sanctioned & Billed by DDO**

Date				Description					Proposed Amt	Concurred Amt			
Received	Concurred	Sanctioned	Billed	FILE NO	Agency/Institute	Proposal Type	Scheme	Object Head	Bill No	Plan Amt	Non-Plan Amt	PLAN AMT	NON-PLAN AMT
19-02-201...	25-02-201...	25-02-201...	25-02-201...	file-556/34	Botanical Survey Agency	Plan	IGNFA	25-Advertising and Publicity	BNV556	300	0	225	0
19-02-201...	19-02-201...	19-02-201...	19-02-201...	08/24/2014	Renovation Under Botanical Agency	Plan	Trg. of Other Stakeholders	1-Salaries	BLL-123	100	0	90	0
19-02-201...	19-02-201...	19-02-201...	19-02-201...	90/2290/CBW	Renovation Under Botanical Agency	Plan	Trg. of Other Stakeholders	1-Salaries	BLL-345	400	30	350	20

## ➤ PAO :

The PAO user will approve/query proposal sanctioned by PD or billed by DDO .

### Screens for PAO

(Dashboard for monitoring all files status sanctioned by PD/Approved by PAO /billed by DDO)

The detail of Three sections (Tabs) are given Here :

1. Sanction Order (Direct from PD) – In this section those files will be shown which have Sanctioned by PD and waiting for approving by PAO

Budget and Expenditure Management System

DASHBOARD/PAO    FILE STATUS    LOGOUT

Pending Approval (State/Work) | 1    Pending Approval | 4    Pending by DDO | 0    Billed by DDO | 2

Files Sanctioned by IFD & Sanctioned by PD ( Waiting for Approval )

Sanctioned		Description					Sanctioned Amount		Action	
Date	FILE NO	SANCTION NO	TYPE	Scheme	Object Head	Agency/Institute	PLAN AMT	NON PLAN AMT	BILL NO	Bill Date
3/7/2016 1...	file-556/34	3542	Plan	IGNFA	26-Advertising and Publicity	Botanical Survey Agency	255	0	0	0

Generate Bill

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This screen will show detail of file proposals which are sanctioned by PD for State and PAO will Enter Bill Detail for those files here.

#### Process of Adding Bill Detail :-

1. Click on Generate Bill Button
2. After Clicking this button Entry field will be enabled in selected row where **BILL NO** and **BILL DATE** will be filled up by PAO User
3. Then user will click on SAVE button which will be shown in selected row Under Action Column



2. **Sanction Order/Bill (received from DDO)** – In this section those files will be shown which have billed by DDO and waiting for approving by PAO.

Budget and Expenditure Management System

User: PAO

DASHBOARD(PAO) FILE STATUS LOGOUT

Pending Approval (Shallow) 1/2 Pending Approval 1/1 Hending by DDO 1/3 Billed by DDO 1/2

Files Concured by IFD & Sanctioned by PD ( Waiting for Approval )

Date	File No	Agency/Institute	Proposal Type	Scheme	Object Head	Sanction Order	UC	Consumed Amt	Sanctioned Amt	ACCEPT	REJECT
11/06/2015	1571/2014/018	New Proposal for Institute	Plan	OSPM & TOP	12-Foreign Travel EXPENSES	Link	Link	52	52		

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On this screen, PAO users will update current status of all files (received through DDO). PAO user will have option to ACCEPT /REJECT bill against the sanction order.

3. **Pending by DDO** – In this section those files will be shown which has been sanctioned by PD but pending by DDO to generate bill.
4. **Billed by DDO** – In this section those files will be shown which have billed by DDO.

## ➤ DDO :

The DDO will generate bill against sanctioned order of PD before sending it to PAO.

### Screens for DDO

(Dashboard for inserting bill detail for proposal sanctioned by PD)

Budget and Expenditure Management System

DASHBOARD (DDO) LOGOUT

Files sanctioned by Program Division ( Waiting for Generating Bill )

Sanctioned	Description	Conceded Amount	Action									
Date	FILE NO	SANCTION NO	TYPE	Scheme	Object Head	Agency/Institute	PLAN AMT	NON-PLAN AMT	BILL NO	Bill Date		
3/9/2016	2	567/2016/CVR	5235	Plan	CBPM & TOP	12-Foreign Travel Expenses	New Proposal for Institute	52	0	0	0	<a href="#">Generate Bill</a>

Total Records Found: 1

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This is main page for DDO user is to see current status of all files where those files will be showed which are pending for releasing payment, so here DDO user will Enter Bill No ,Bill Date against mentioned file no- and save selected record . After saving the bill , detail will be accessible to all concerned .

#### Process of Adding Bill Detail :-

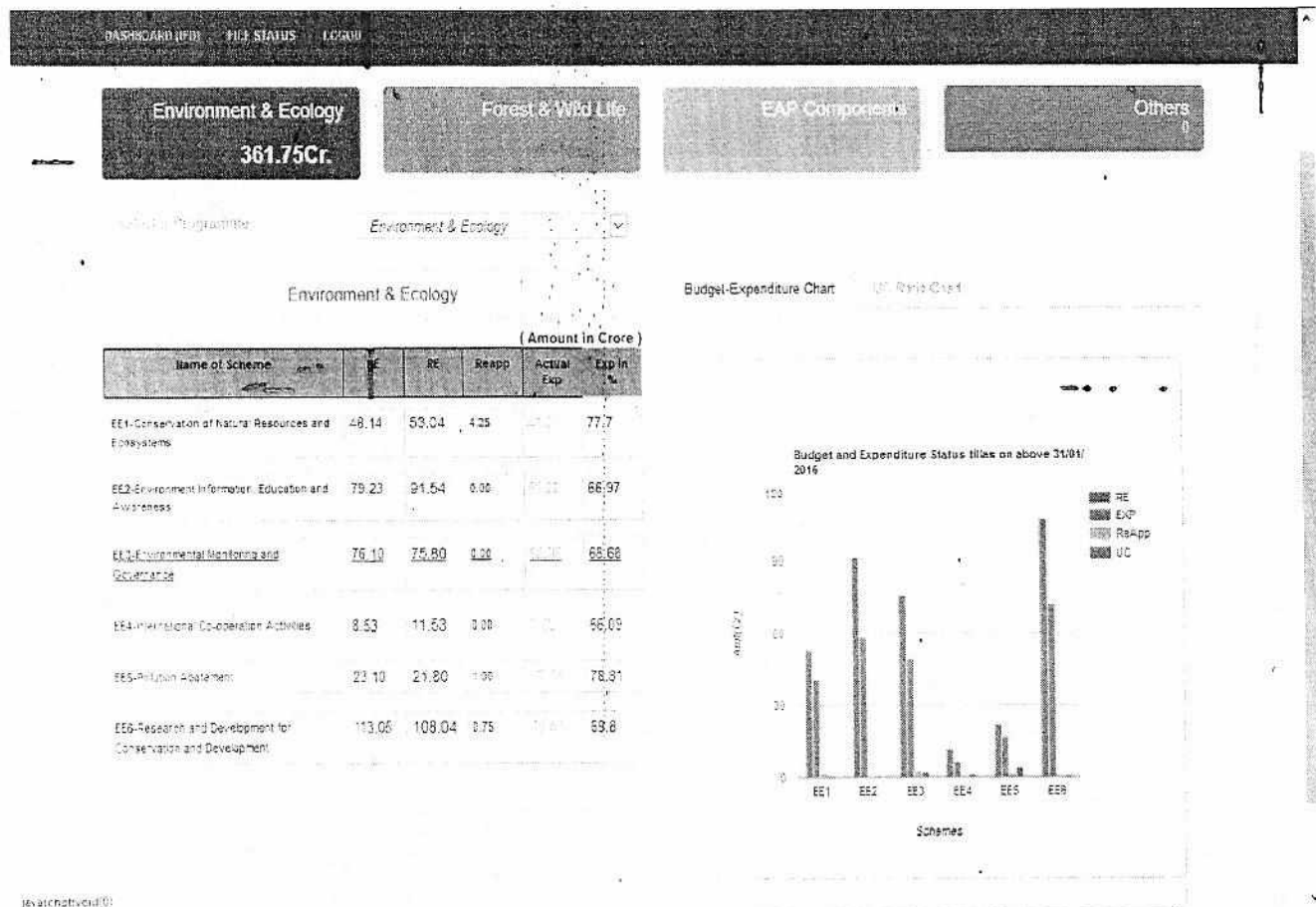
1. Click on **Generate Bill Button**
2. After Clicking this button Entry field will be enabled in selected row where BILL NO will be filled up by DDO User
3. Then user will click on **SAVE** button which will be shown in selected row Under Action Column\
4. DDO can also raise query against proposal sent by PD

## ➤ Senior officers :

All senior officers in ministry can see the following:

### Screens for SENIOR OFFICERS

(Dashboard for Monitoring Actual Expenditures w.r.t. BE/RE)



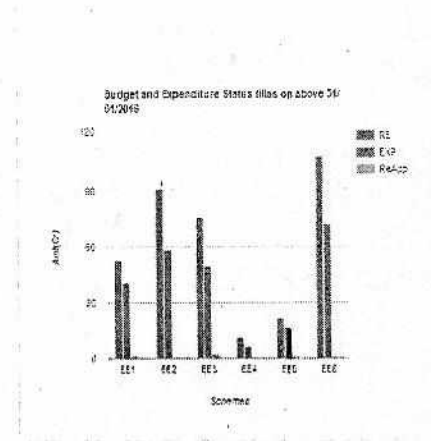
Dashboard for showing Budget/ revised Estimation with Actual Expenditure for Current Year.

- This page will show BE/RE/Expenditure Detail for schemes under three broad programme, namely Ecology & Environment/Forest & Wild Life /EAP Components.
- The %age of Actual Expenditure will be shown on base of BE or RE
- The Detailed Graph in right side of screen will show graphical Presentation of described details under tabular format in left side of screen (Mentioned Subhead Wise)

## Graphical Presentation of Expenditure w.r.t. BE/RE

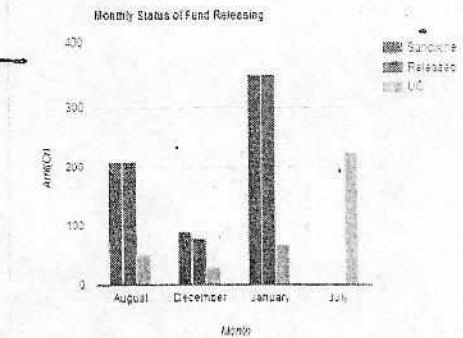
Budget-Expenditure Chart

UC-Panel Chart



## Graphical Presentation of Amount Sanctioned/Released/Utilized

UC-Panel Chart



This two graphical presentation of detail of Expenditure and Sanctioned amount will be seen on dashboard with accessing figures on colored bar chart when mouse will be clicked on .