

**GOVERNMENT OF MEGHALAYA  
FINANCE DEPARTMENT**

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No.FEG.48/2025/1

Dated Shillong, the 26<sup>th</sup> May, 2025

**OFFICE MEMORANDUM**

**Subject: Standing Instructions for processing of sanctions**

- 1.0 The implementation of eProposal System in Meghalaya ONE, hereinafter referred to as Meghalaya ONE aimed at providing a more seamless, faster and transparent procedure to the process of sanctioning and release of funds for all types of expenditure, the Standing Instructions as highlighted hereunder shall come into effect from the date of issue of this memorandum.
- 2.1 All sanctions, financial and administrative approvals, to be issued by Administrative Departments, Heads of Departments and Subordinate offices shall henceforth be processed and issued through Meghalaya ONE portal in respect of, (i) proposals submitted to Planning Department and Finance Department for approval and (ii) schemes / projects /proposals sanctioned by Administrative Departments, Heads of Departments and Subordinate offices under powers delegated under rules or government orders.
- 2.2 Budget Estimation and Monitoring System (BEAMS) is a system for submission of budget estimates by Departments and allocation of funds by Finance (Budget) Department to all Departments and distribution of funds by Departments to its Drawing and Disbursing Officers. Meghalaya ONE portal is integrated with BEAMS for information on budget provision and expenditures at the time of submission of proposals by the Departments. Details of sanctions generated from Meghalaya ONE are also shared with BEAMS for verification at the time of allocation of funds and submission of bills to the Treasury.
3. **Departmental Committee:**
  - 3.1 The Departmental Committee shall be constituted only to examine and recommend proposals involving re-appropriation and advance from contingency fund or supplementary demand. The Committee shall be chaired by an officer not below the rank of Secretary of the Department and other members include respective Heads of Departments, Financial Adviser and Finance and Accounts Officers of the Department. The Member Secretary of the Departmental Committee

should not be below the rank of Under Secretary. **The term of the Departmental Committee shall be perpetual, and the Committee is to be reconstituted only in case of change of Chairman or any Member.**

- 3.2 Budget estimates must be placed in the Departmental Committee for detailed deliberation and approval before submission to Finance (Budget) Department.

**4. Submission of proposals:**

- 4.1 While processing proposals through Meghalaya ONE portal, the existing procedures of notings, routing and endorsing of files, application of prevailing DFP and other rules shall be adhered to. The Departments are to ensure that proposals are submitted through relevant forms provided in the system and that each field is appropriately filled. **It is advised that all officers must take special care to ensure that amounts and heads of account entered in the form for sanction are correct before sending the file to the next higher level and, especially while approving the proposal for sanction.**

- 4.2 For prompt disposal of files, Departments should strictly comply with the following:

- i. All relevant fields in the form are correctly filled.
- ii. Scanned documents must be legible and have the right orientation.
- iii. Endorsement must contain a brief note of the proposal, including the amount proposed.
- iv. For proposals involving construction works, the attachments should also include (1) Abstract of cost, (2) Time Schedule, (3) Balance bank of sanction under the same scheme.

**5. Submission of proposals to Planning Department:**

- 5.1 Prior to the concurrence of Finance Department, approval of the Planning Department is required only for the following type of proposals: -

- i. Proposals to accord Administrative Approval (A/A) for creation of capital assets.
- ii. Proposals to accord first sanction for general development schemes and programmes.
- iii. Proposals for revision and changes to sanctions/approvals accorded at sl.(i) & (ii) above
- iv. Proposals where the Finance Department specifically advised to seek views/approval of the Planning Department.

- 5.2 The Planning Department shall undertake a detailed examination/appraisal of each proposal and approve based on merit and feasibility.

**6. Empowered Sanctioning Committee (ESC)**

6.1 The ESC was constituted by Planning Department vide No. PLR.35/1997/Pt/34, dt.29.8.2011, to ensure prompt sanction and release of funds in respect of proposals not covered by powers delegated to the Departments. In the Meghalaya ONE, Planning Department shall take a decision on whether to place the proposal in the ESC or examine through normal process. Separate concurrence of Finance Department is not required once the proposal is approved by the ESC. Proposals involving re-appropriation and advance from contingency funds shall not be placed in the ESC since these are to be sanctioned by the Finance Department.

**7. Capital projects:**

7.1 All new projects for creating capital assets will have to be taken up from the appropriate capital head only. In case of Departments which currently do not have capital heads, appropriate capital head must be created. For Departments where the creation of capital head is not permissible under the rules, capital works should be taken up from relevant capital heads of the works departments. The Plans and estimates as well as time schedule of construction projects like Roads, Bridges, Buildings, Embankments, Stadiums, Playgrounds, etc. must be approved by the competent technical authority before submission for approval. To enable ease of scrutinizing the proposals, the system requires uploading of the four main sections of the Plan & Estimates / DPR - (i) Report, (ii) Abstract of Cost with approval of competent technical authority, (iii) Time Schedule approved by competent technical authority, (iv) Detailed estimates and drawings in separate files. In case of proposals where DPR/Plan & Estimates has not been prepared, a Concept Note may be submitted.

7.2 It has been observed that some Departments submit proposals to accord AA in the same file for projects in separate locations. This will cause complications during monitoring, especially when the AA needs to be revised. Therefore, proposals to accord AA in respect of capital works in different locations must be submitted in separate files.

7.3 There are numerous instances where the cost of the project has escalated beyond the original amount approved in Administrative Approval. For excess cost which is within powers delegated under the Delegation of Financial Power Rules, the current practice is for the Department to incur such expenditures. However, with the digitalization of the sanctioning and fund flow process, the implementing Department is required to generate revised Administrative Approval for the project even for such cases. The Revised

Administrative Approval may be issued by the implementing Department if the excess amount is within the powers delegated under the DFP Rules; beyond the delegated powers the proposal has to be sent to Planning Department and Finance Department for revision of Administrative Approval.

## **8 New projects and Bank of Sanction (BoS) :**

- 8.1 For Capital Heads a bank of sanction system will be followed to accord Administrative Approval (AA) under the State scheme. This system enables efficient utilization of funds given that capital works takes longer time frame to complete. Bank of sanction is the total estimated cost of all ongoing projects minus cumulative expenditure of the project(s) under a particular scheme (detailed head). For according AA to original works –
- 8.2 The proposal must be submitted using the form ‘Construction (New)’ in the Meghalaya ONE. While submitting proposal for according A/A, the Department must ensure that ***the total balance bank of sanctions on-going projects and total estimated cost of new projects proposed should not exceed 3 times the budget provision available for such State schemes during the financial year.***
- 8.3 The Drawing and Disbursing Officer (DDO) for the project needs to be mapped correctly at the time of submission of the proposal.
- 8.4 Once A/A has been accorded, the project will appear in the ‘Bank of Projects’ of the mapped DDO user’s account. Henceforth, any expenditure for the project will only require a generation of Payment Advice, if cashflow is available. For requirement of fund, the Department shall process for cashflow from Budget Estimation Allocation and Monitoring System (BEAMS).
- 8.5 There are several projects where Administrative Approval has been issued by Departments and executed by Agencies such as MUDA, MGCC, MBDA, MAL, MIDFC, MIDC, MeECL and State Sports Council. It is imperative to capture expenditures incurred by agencies for such projects as well. Therefore, the system has incorporated a process where Agencies can request funds from the Drawing and Disbursing Officer and once cash flow is available, Payment Advice can be generated for each expenditure/bill. It is also decided that Agencies will be required to prepare bills in the eBilling system for capital works and forward the same to the respective DDOs for submission to the Treasury.

## **9. Minor works:**

- 9.1 In respect of minor works, Administrative Approval (AA) of a given year must be strictly limited to the budget provision; no liabilities shall be created under this object head in a FY and carried over to the next year. The AA must be uploaded in Meghalaya ONE from the Minor works form and expenditures can be sanctioned by the DDO through the system whenever cash flow is available.
- 9.2 Further, Departments must confine the use of object head 27-Minor works for proposals for repair and maintenance of existing capital assets only. Proposals involving the creation of capital assets, irrespective of the cost, should be from the relevant capital head of account.
- 9.3 In line with point 9.1 to ensure that there are no liabilities being created or accumulated from one financial year to another the following system shall be strictly adhered to by the Budget Controlling Authorities / HoD's and the respective DDO's:
- I. On attaining the budgetary provisions on BEAMS the Department concerned shall provide for a provisional allocation of funds on BEAMS to the respective DDO's as an indicative of the prospective allocation of funds that may be utilized for works to be carried out in a particular financial year.
  - II. The DDO's are expected not to exceed the indicative limits provided for on BEAMS for works to be carried out for the financial year.
  - III. The budgetary provision for provision allocation shall also be restrictive to the rules as may be made applicable by the Finance Department from time to time.
- 10. Purchase of vehicles and equipment**
- 10.1 For purchase of new vehicle, approval of Planning Department and Finance Department is required. The Department must ensure that the cost of the proposed vehicle must be within the price limit fixed by the Transport Department from time to time.
- 10.2 Purchase of New Vehicle shall be done through capital head where such head is available.
- 10.3 For replacement of condemned vehicle, the Department shall submit the proposal only to the Finance Department for approval. The Department must submit proposal only after approval of the Condemnation Committee of the Transport Department has been obtained. The minutes of the Condemnation Committee must be attached along with the proposal. The Department must ensure that the cost of the proposed replacement vehicle must be within the price limit fixed by the Transport Department from time to time.

10.4 The proposed amount must be supported by a Proforma Invoice from authorized dealership in the State or price quote from Government eMarket Place (GeM) portal.

10.5 The process for purchasing new vehicles and replacing the condemned ones has been modified and no longer necessitates clearance of the Chief Secretary.

**11. Creation of posts:**

11.1 Proposals relating to the creation of posts, the Department must ensure that the new posts are essential for running the office and that the option of redeployment of existing personnel was explored and the same cannot be done. To facilitate an in-depth exercise to quantify these requirements, the Departments are advised to prepare and submit the 'Organizational Chart' in respect of the establishment where the post is proposed to be created. The chart must clearly indicate the number and name of all sanctioned posts in the establishment. In case the proposal is for creation of posts in a new establishment, a comparative statement with an existing and similar establishment must be attached. Before seeking approval of Finance (Pay Revision) Department and Finance (Expenditure Control) Department, the Department must obtain approval of Personnel & AR Department since it is responsible for all matters relating to personnel administration of State Government Departments. In case of proposals which are as per norms of the Department or Government of India, a copy of the approved norms must be attached. Planning Department's approval is not required for creation of posts.

**12. Continuing schemes under State scheme:**

12.1 In respect of Continuing schemes (non-capital), Administrative Departments are empowered to issue sanctions provided there is no change to the scope as indicated at the time of issue of first sanction subject to availability of budget provision. However, during the financial year, the Department can issue sanctions upto 25% of the budget provision in each of the first two quarters for the scheme. The unspent balance of the preceding quarter(s) can be sanctioned in the succeeding quarter(s). For example, if no sanction is issued during the first quarter, then 50% can be sanctioned in the second quarter. In case, proposed expenditure during a particular quarter exceeds the quarter-wise ceiling imposed, approval of Finance (EC) Department must be obtained. Therefore, for continuing schemes, Departments are to send proposals in the first two quarters directly to Finance Department only when they must make expenditure more than the

quarter-wise ceiling or in case of RA/ACF. From the third quarter, approval of Finance Department is required for all continuing schemes.

- 12.2 In keeping with the practice of using the same file for processing of a continuing scheme in physical filing, the proposal must be submitted in the same Meghalaya ONE file. This will enable easy reference to previous notes and sanctions of the scheme.

**13. Proposals in respect of Grant-in-aid and Subsidies**

- 13.1 All Departments implementing schemes involving Grant-in-Aid and Subsidies must frame rules and guidelines for implementing such schemes. These rules must be approved by the Planning Department and Finance Department. Wherever Rules/Guidelines have not been framed and approved, the Departments should seek approval of Planning Department and Finance Department before each sanction is issued. Approved rules/guidelines, if any, must be attached with the proposal.

**14. Schemes and projects funded by Government of India**

- 14.1 The Government of India provides funding to States through Line Ministries in the form of Centrally Sponsored Schemes (CSS) and Central Sector (CS) schemes. For ongoing CSS, being implemented through the SNA system, Departments can issue sanction for both the Central and State share subject to budget provision and release of Central share by Government of India.
- 14.2 For schemes being implemented through the SNA SPARSH system, the Departments can issue sanction for the State share subject to availability of budget provision and issue of mother sanction by the Government of India.
- 14.3 Departments are to send proposals to Finance Department for central share (in case of SNA) and State share (in case of SNA and SNA SPARSH) only when RA/ACF is involved.
- 14.4 For new CSS, approval of the Planning Department and Finance Department would be required before the Department gives concurrence to GoI for implementation of such schemes.
- 14.5 **Schemes from Ministry of DoNER** - The Government of India is also providing 100% funding to capital projects from schemes of the Ministry of DoNER such as NESIDS, NEC and PM-DevINE. Once the Ministry of DoNER has accorded Administrative and Financial Sanction to the project, the Department shall issue Administrative Approval from eProposal module of Meghalaya ONE.

- 14.6 **Schemes of the Ministry of Tribal Affairs and Minority Affairs** – The Ministry of Tribal Affairs and Minority Affairs has been providing funding support to the State through schemes such as Article 275(1), PM Adi Adarsh Gram Yojana, EMRS, PMJKV and others. In cases of capital projects, once the Ministry has accorded Administrative and Financial Sanction, the Department shall issue Administrative Approval from Meghalaya ONE portal. Once the Ministry has released funds to the State Government, the Nodal Department concerned shall allocate funds to the programmes / projects. Accordingly, implementing Departments shall issue financial sanctions through the system and submit request for cash flow from BEAMS in case of non-capital schemes. For capital works cash flow can be raised directly in BEAMS before Payment Advice can be generated.
- 14.7 Seeking the revalidation of the Government of India's sanction in respect of schemes sanctioned by it in the preceding years will be required only in cases where such conditions were specifically indicated by Government of India in its sanctioning letter.
- 14.8 All Departments and Agencies receiving funds from Government of India are required to onboard themselves in the Expenditure Advance Transfer (EAT) Module of PFMS. It may be particularly noted that the State's share in respect of the CSS schemes/projects of autonomous bodies or Government aided, or private institutions or NGOs should be provided by the autonomous bodies or Government aided or private institutions or NGOs themselves by depositing in a specific head of account to be indicated by the Finance Department.
- 15. Rural Infrastructure Development Fund (RIDF):**
- 15.1 The State Government has been availing soft loans from NABARD to fund infrastructure projects under Rural Infrastructure Development Fund (RIDF). The Planning Department is responsible for selection and posing of projects funded by RIDF. The list of projects approved by the State Government will be submitted to NABARD by the Planning Department. The total estimated cost of all projects prioritized by the State be within the Normative Allocation given by NABARD during the financial year.
- 15.2 Once NABARD has sanctioned the projects, Finance (EA) Department will notify all concerned Departments to accord Administrative Approval. The implementing Departments shall issue Administrative Approval sanction for each project from Meghalaya ONE portal based on this approval by the Finance Department.



## **16. Urban Infrastructure Development Fund (UIDF)**

- 16.1 Government of India has launched the Urban Infrastructure Development Fund (UIDF) during 2023-24 for development of Tier II and Tier III cities. The funds will be provided by National Housing Bank (NHB) as soft loan to the State Government. All proposals shall be submitted to the Planning Department, which in turn will prioritize the proposals and submit to the Finance (EA) Department for consideration by the Empowered Committee chaired by the Chief Secretary. While submitting proposals, Departments must refer to guidelines and list of eligible activities issued by NHB. The list of projects approved by the Empowered Committee will be submitted to NHB for consideration. The total estimated cost of all projects prioritized by the State be within the Normative Allocation given by NHB during the financial year.
- 16.2 Once NHB has sanctioned the projects, Finance (EA) Department will notify all concerned Departments to accord Administrative Approval. The implementing Departments shall issue Administrative Approval sanctions for each project from Meghalaya ONE portal based on this approval by the Finance Department.

## **17. SIDBI Cluster Development Fund**

- 17.1 The State Government has signed a Memorandum of Understanding (MoU) with the Small Industries Development Bank of India (SIDBI) for providing soft loan to develop an ecosystem for MSME in the State. SIDBI will notify Normative Allocation entitled by the State during the year which is the ceiling for submission of proposals. Departments desiring to avail funds from this scheme may refer guidelines and list of eligible activities issued by SIDBI. All proposals shall be submitted to the Planning Department, which in turn will prioritize the proposals and submit to Finance (EA) Department for consideration by the Empowered Committee chaired by the Chief Secretary.
- 17.2 Once SIDBI has sanctioned the projects, the Finance (EA) Department will notify all Departments concerned to accord Administrative Approval. The implementing Departments shall issue Administrative Approval sanction for each project from Meghalaya ONE portal based on this approval by the Finance Department.

## **18. Externally Aided Projects (EAP)**

- 18.1 The Government of India avails loans from Multilateral Agencies, Bilateral Agencies, and International Financial Institutions such as World Bank, New Development Bank, Asian

Development Bank for various schemes and projects implemented by Ministries and State Governments.

- 18.2 State Government Departments desiring of availing this funding window shall submit Preliminary Project Report (PPR) in the prescribed format along with Concept Note on the proposed programme/project to the Planning Department. The proposal(s) shall be placed in the State Level Screening Committee (SLSC) headed by the Chief Secretary for recommendation and submission to the DEA. While formulating the project, the Department should refer to Guidelines for EAPs issued by the Ministry of Finance, Department of Economic Affairs.
- 18.3 Once approved by Government of India, the Department of Economic Affairs (DEA), Ministry of Finance will pose the proposal to the concerned external agency/institution and the Department shall move Finance (Budget) Department to open budget head of account for the programme/project.
- 18.4 For projects which has capital works, Administrative Approval must be accorded for each work as per existing financial rules and procedures.
- 18.5 While submitting proposal to sanction funds for on-going EAPs, the Departments must also upload the following documents: -
  - I. Loan & Project Agreement
  - II. Releases from Gol (if available)
  - III. Statement showing total expenditure, claims made and funds received against the claims.
- 18.6 Since funding under EAP is on reimbursement basis, Departments are to meet the expenditures from the State's Budget. The funding agency will reimburse the expenditures to the State's consolidated fund after reconciliation of the reimbursement claim by CAAA, MoF, Gol.

**19. Audit/Appraisal of schemes and projects**

- 19.1 To ensure that schemes being implemented achieve the intended objectives and that continuation of such schemes are justified, the Planning Department in coordination with the Programme Implementation and Evaluation Department shall undertake an audit/appraisal of at least 20% of continuing schemes and ongoing projects every year. The

decision on the continuation or discontinuation of the schemes and allocation of funds thereof will be based on the audit/appraisal report.

**20. I/D Note in Files while submitting proposals to Planning/Finance Department**

20.1 All Departments may note that while submitting proposals to Planning /Finance Department their I/D Note should contain a gist of the scheme including financial implications. It is also emphasized that a self-contained note be uploaded with the proposal, highlighting the physical and financial aspects and other essential information relating to the scheme to facilitate quick scrutiny and disposal of the scheme by the Planning / Finance Department.

**21. Proposals for Re-appropriation and Advance from Contingency Fund**

21.1 All proposals requiring re-appropriation of funds from one head of account to another and advance from contingency fund will require approval of Finance Department after the same have been recommended by the Departmental Committee and approved by the competent authority in the Department. While submitting proposals for re-appropriation and advance from contingency fund, Departments must ensure that prevailing rules are strictly adhered to. Since proposals for Re-appropriation and Advance from Contingency Fund require examination, approval and sanction by Finance Department, the same will not be placed in the ESC.

**22. Involvement of FAs/FAOs**

22.1 It should be noted that the FAs /FAOs of the Department(s) should be involved right from the time of preparation of the detailed Budget of the Department(s) and that their advice in respect of every proposal is mandatory and in case of difference of opinion between the Administrative Department / Head of Department and the Finance Officers, the matter should be referred to Finance Department for decision. The FA/FAOs are also to ensure that every proposal should adhere to all relevant financial rules in respect of amount proposed for sanction, head of account, re-appropriation and advance from contingency fund.

**23. Sustainable Development Goals and Mission 10 Commitments**

23.1 The State Government has set a target to be in the top 10 states in the country to achieve the Sustainable Development Goals by 2032. To closely monitor the progress of the goals, every proposal which is of development in nature must be mapped to relevant SDG and

Mission 10 Commitments. All Departments must ensure that for every scheme proposal, the goals and commitments are correctly indicated in the form.

#### **24. Project Monitoring**

- 24.1 Project Monitoring module of Meghalaya ONE is designed to monitor progress of projects being implemented by all Departments. Once Administrative Approval is generated from the system, the project will appear in this module. This module provides updating of technical sanction, issue of work order, financial and physical progress and fund release. Additionally, completion reports, completion certificates and utilization certificates can be generated from this module. All Departments implementing capital projects must ensure that progress of every project must be updated in the Project Monitoring module at least once in each quarter. Release of LoA/LoC on BEAMS will be subject to updating of progress in the Project Monitoring module every quarter.

#### **25. Onboarding and Updating user's information**

- 25.1 All State Government offices must onboard employees who are handling files on the Meghalaya ONE portal. The login id will be issued against each individual employee which will be used till superannuation and no office or designation-based login credential shall be issued. Any change to employee details such as promotion, transfer, superannuation and resignation must be intimated to the Meghalaya One Cell, Planning Department. The Department must also indicate to whom the pending tasks shall be transferred. Any change to the composition of Departmental Committee and Empowered Sanctioning Committee must also be updated in the System.

#### **26. Preparation and submission of physical copies of annexures and forms**

- 26.1 Digitalization of the process of sanction aims to achieve efficient and paperless governance in the State Government. The eProposal module of Meghalaya ONE portal has incorporated forms to capture all the required information relating to the proposal including scheme related, re-appropriation, advance from contingency fund; it is no longer necessary to prepare and upload forms and annexures.

#### **27. Beneficiary Management**

- 27.1 The State Government has initiated a mechanism to build a database of citizens benefiting from schemes to enable better planning and design of beneficiary-oriented schemes and programmes. Therefore, it is decided that from FY 2023-24 onwards for schemes where benefits are provided directly to citizens or groups, the list of beneficiaries for each

sanction must be uploaded in the Beneficiary Management module of the Meghalaya ONE portal within 3(three) months from the date of release of fund from the Treasury. Release of LoA/LoC on BEAMS will be subject to updating of the Beneficiary Management module every quarter.

**28. Digital Signature**

- 28.1 The State Government has envisioned a digitally enabled paperless financial governance for transparency and improved efficiency. To empower digital paperless governance in India, Section 5 of the Information Technology Act, 2000 confers legal recognition to digital signatures and equates it with handwritten signatures. In keeping with the objective of achieving paperless governance, Meghalaya ONE has provision for signing of sanctions and correspondence using Digital Signature Certificate (DSC). Therefore, all officers authorized to sign sanction orders must obtain DSC and register the device in the system.
29. The Finance Department is authorized to modify these instructions from time to time as required.

These orders supersede the Standing Instructions issued by Planning Department vide No.PLR.35/97/143, dt.9/6/2017.

sd/-  
D. P. Wahlang, IAS  
Chief Secretary  
Government of Meghalaya