

**REPORT
ON**

**MONITORING OF THE FINANCIAL MANAGEMENT
AND PROCUREMENT**

**RELATING TO
SARVA SHIKSHA ABHIYAN**

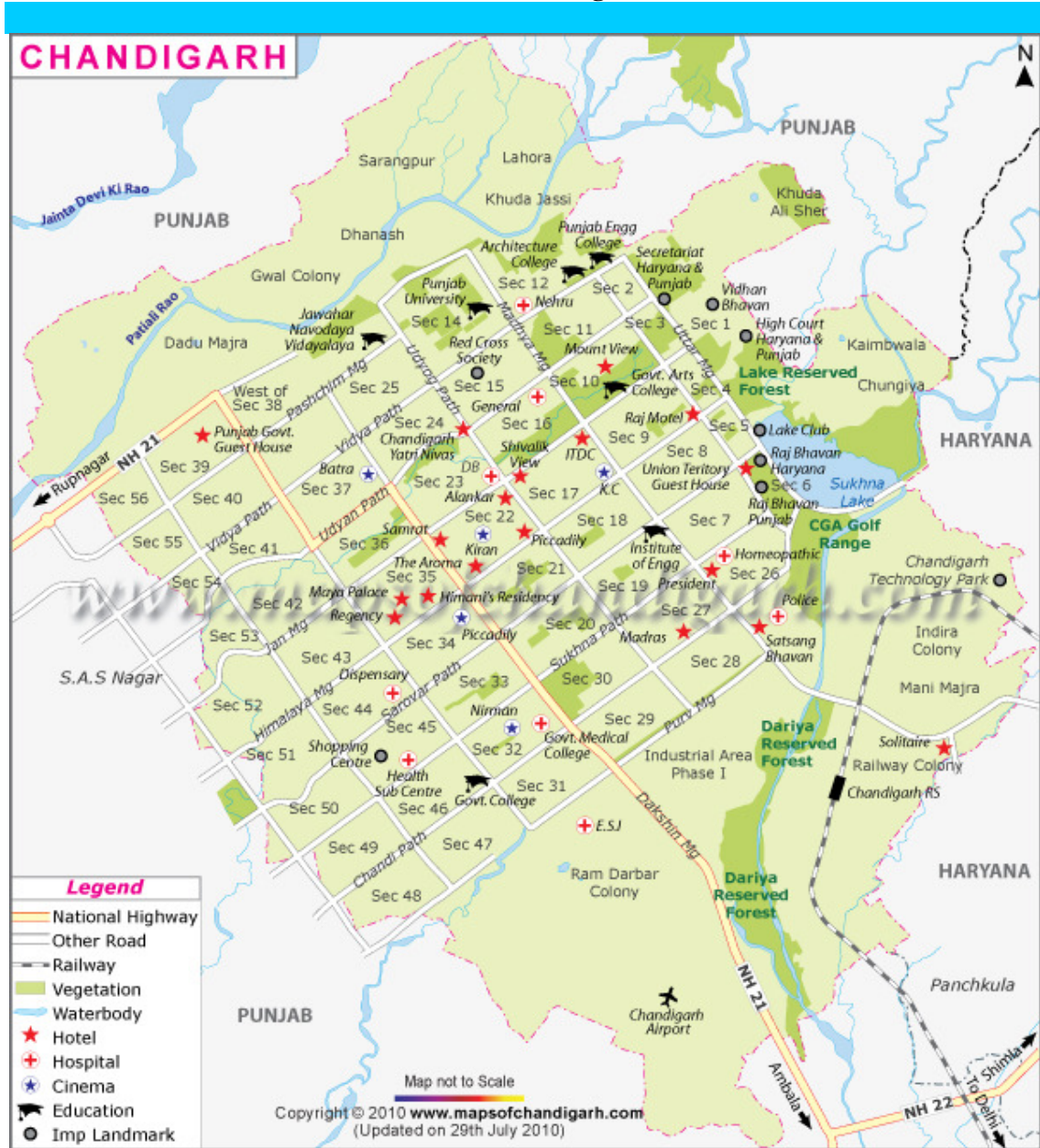
CHANDIGARH (UT)

**SPONSORED BY
MINISTRY OF HUMAN RESOURCE DEVELOPMENT
(DEPARTMENT OF SCHOOL EDUCATION AND LITERACY)
GOVERNMENT OF INDIA**

**INSTITUTE OF PUBLIC AUDITORS OF INDIA
NEW DELHI**

FEBRUARY 2012

MAP of Chandigarh



ACRONYMS

ACR	Additional Class Rooms
AIE	Alternative and Innovative Education
ALS	Alternative Learning School
AS	Alternative Schooling
AWP&B	Annual Work Plan and Budget
BLEC	Block Level Education Centre
BRC	Block Resource Centre
BRCC	Block Resource Centre Coordinator
BTEC	Basic Teacher Education Centre
CA	Chartered Accountant
CAL	Computer Aided Learning
CD	Community Development
CEC	Continuing Education Centre
CRC	Cluster Resource Centre
CRCC	Cluster Resource Centre Coordinator
CWSN	Children with Special Needs
DBE	District Board of Education
DEE	Department of Elementary Education
DEEL	Department of Elementary Education and Literacy
DEEP	District Elementary Education Plan
DG	Director General
DGS&D	Director General of Supplies and Disposals
DIET	District Institute of Education and Training
DISE	District Information System for Education
DOE	Department of Education
DPEP	District Primary Education Programme
DPI(S)	Director of Public Instructions (Schools)
DPO	District Project Office
DSS	Decision Support System
EBB	Educationally Backward Block
EC	Executive Council
ECCE	Early Childhood Care and Education
ECE	Early Childhood Education
Ed.CIL	Educational Consultants India Limited
EGS	Education Guarantee Scheme
EMIS	Educational Management Information System
GER	Gross Enrolment Ratio
GOI	Government of India
GP	Gram Panchayat
HT	Head Teacher
ICDS	Integrated Child Development Services
IED	Integrated Education for the Disabled
JRY	Jawahar Rozgar Yojana
KGBV	Kasturba Gandhi Block Vidyalya
MFM&P	Manual on Financial Management & Procurement
MHRD	Ministry of Human Resource Development
MIS	Management Information System
MLA	Member of Legislative Assembly

MP	Member of Parliament
MTA	Mother Teacher Association
NCERT	National Council of Educational Research and Training
NCTE	National Council of Teacher Education
NER	Net Enrolment Ratio
NGO	Non-Government Organisation
NIEPA	National Institute of Educational Planning and Administration
NLM	National Literacy Mission
NPE	National Policy on Education
NPEGEL	National Programme for Education for Girls at Elementary Level
OB	Operation Blackboard
OBC	Other Backward Caste
OHP	Over Head Projector
PA	Private Aided
PA	Programme Accounts
PAB	Project Approval Board
PFS	Programme Financial Statement
PEEP	Project for Enhancement of Elementary Education Programme
PHED	Public Health and Education Department
PMGY	Prime Minister Gram Yojana
PMIS	Project Management Information System
PRI	Panchayati Raj Institution
PTA	Parent Teacher Association
PTR	Pupil Teacher Ratio
PUA	Private Un-Aided
PWD	Public Works Department
RIE	Regional Institute of Education
SC	Scheduled Caste
SCERT	State Council of Educational Research and Training
SEC	School Education Committee
SES	Selected Educational Statistics
SIEMAT	State Institute of Educational Management and Training
SIS	State Implementation Society
SMC	School Management Committee
SPD	State Project Director
SRC	State Resource Centre
SSA	Sarva Shiksha Abhiyan
ST	Scheduled Tribe
STT	Special Trained Teacher
STC	Special Training Centre
TLC	Total Literacy Campaign
TLE	Teaching Learning Equipment
TLM	Teaching Learning Material
TSG	Technical Support Group
UEE	Universalization of Elementary Education
UT	Union Territory
VCC	Village Core Committee
VEC	Village Education Committee
WMG	Women Motivator Group

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COMPLIANCE TO OBSERVATIONS INCORPORATED IN THE PREVIOUS STUDY REPORTS OF THE IPAI AND AUDIT REPORTS OF THE ACCOUNTANT GENERAL

Ministry of Human Resources Development, (Department of School Education and Literacy), Government of India, entrusted the work of monitoring of the Financial Management and Procurement relating to Sarva Shiksha Abhiyan Society in Chandigarh, UT, to the IPAI (in February 2008). The IPAI had submitted its report (2007-09) after concurrent financial review to MHRD. Sarva Shiksha Abhiyan Society, Chandigarh, UT, furnished a detailed reply (May 2010) to all the 68 observations raised in the above Study Report (2007-09) to MHRD. Further observations to the previous Study Report of the IPAI to MHRD have not been received (December 2011).

Accountant General's (AG) Reports

The AG's Audit for the year 2010-11 had been completed (June 2011). The Report was received in July 2011 and replies were furnished by SPD office in October 2011. The important observations in the Inspection Report for the year 2010-11 inter alia related to cases of denial of benefits to students by non-execution of project; non utilization of grant for civil works (Rs.2.45 crore); purchases exceeding requirements (Rs.5.32 lakh); non-receipt of unspent money (Rs.127.67 lakh) and non-receipt of Utilization Certificates (Rs.1999.98 lakh) etc. Replies to the above report were furnished by SPD office in October 2011. Further comments/observations of the AG's Office were awaited.

It was also noticed that action was yet to be taken on one para of the Report for the year 2007-08 and two paras each for the year 2008-09 and 2009-10.

EXECUTIVE SUMMARY

Sarva Shiksha Abhiyan aims to achieve the goal of universalization of elementary education. During a short period of two and a half years, covered by the Study, there was a turnover of five Project-Directors with their average tenure ranging from one to nine months. Continuity of leadership of SSA is essential to guide the programme and ensure its time bound implementation.

Huge advances given for civil works remained unadjusted with the Engineering Wing of the Administration since 2003-04. Non adjustment of advance for long period is a recipe for misuse and misappropriation.

In case of civil works which included large out lays, expenditure was only 73.57 and 60.79 percent of the allotted funds during 2009-10 and 2010-11 respectively.

As per Advance Registers, in 131 cases, amount of Rs.2.13 crore advanced during 2009-10 and 2010-11 was shown as final expenditure under the relevant interventions/ Head which was against the tenets of double entry system.

Civil works implementation was routed through the Engineering Wing of the UT Administration, hence community participation in civil works was not ensured.

Against 3060 teachers to be trained, 2416 teachers were imparted training during 2009-2010 and 2010-11. The training gap would adversely impact the quality of teaching. Besides, 180 school heads were provided training during both the years without approval of the PAB in the Annual Work Plan and Budget. Resultantly, allocated funds to the tune of 35.53 per cent and 40.28 per cent remained unutilized during the year 2009-10 and 2010-11 respectively. Imparting of training to 180 School Heads (2009-10: 65 and 2010-11: 115) without provision of funds in the AWP&B is also an area of concern which needs attention.

Pupil Teacher Ratio (PTR) in many schools was below normal. Teachers were surplus in urban areas and short in rural areas.

The schools visited presented unsatisfactory infrastructure including unsanitary conditions of toilets, poor drinking water facilities, inadequate playgrounds and poor sitting arrangements etc. There was a lack of awareness about the maintenance of records. In most of the schools no physical verification of stocks was conducted.

Funds were being released to clusters without assessing their actual requirements. Amount refunded out of the funds received by the clusters ranged from 11.60 to 51.13 percent during the years 2009-10 and 2010-11.

School Management Committees were not constituted as per norms and were not fully functional in the schools. SMCs/VECs were mostly associated with PTA meetings and not involved in the planning exercise and utilisation of SSA funds

During 2009-10, available funds of Rs Rs.15.00 lakh could not be spent under the intervention Urban Deprived Children and only 35 per cent (Rs.4.88 lakh) funds were utilized during 2010-11.

For delayed procurement and supply of uniforms in 2009-10, penalty of Rs.2.91 lakh was not levied. Jerseys for the winter season of 2009-10 and 2010-11 were distributed to the children late 752 under and oversize pairs of shoes were lying in the store without any use for the children.

Books were being issued to the schools in excess of their requirements which were later returned by the schools resulting in payment of carriage charges twice. Eight thousand books were purchased during 2009-10 for AIE Centres out of which only 1658 books were issued.

Out of provision of Rs.53.20 lakh and Rs.93.48 lakh, the society could not utilize 41.79 and 56.13 percent budget on CWSN intervention during the years 2009-10 and 2010-11 respectively. Delayed or no action on the part of the Society resulted in non-providing of aids, appliances and support services to the CWSN.

Functioning of Internal Audit Wing was not satisfactory and these were inadequately staffed.

CHAPTER - 1

INTRODUCTION

1.1 Sarva Shiksha Abhiyan (SSA) aims to universalize elementary education by providing useful and relevant elementary education to all the children in the age group of 6-14 years and to bridge the social, regional and gender gaps with active participation of the community.

1.1.1 Demographic and Education Profile

I	Total population of Chandigarh UT	10,54,686 (2011 census) (provisional)	
II	Area of UT	114 Sq. Kms.	
III	Literacy Rate	Male	Female
		90.54 per cent (4,68,166) (provisional)	81.38 per cent (3,41,487) (provisional)
IV	Number of Districts	1	
V	Number of Community Blocks	1	
VI	Number of wards	26	
VII	Number of villages	13	
VIII	Number of schools	Urban: Non-Model 38; Model 42 Rural: Non-Model 21; Model 4	
IX	Teachers	Primary: 1357 Upper Primary: 1621	

1.1.2 Pupil Teacher Ratio (PTR)

The PTR in all the three wings of the education department as on 31st March 2010 and 31st March 2011 was as under:-

	31 st March 2010	31 st March 2011
Primary level	43:1	49:1
Upper Primary level	24:1	23:1
Elementary level	33:1	35:1

The PTR at Primary school level increased from 43.1 as on 31 March 2010 to 49:1 as on 31 March 2011 which indicated increasing shortage of teachers at the primary level.

1.2 Organizational Set up

1.2.1 In the Union Territory of Chandigarh, the “Chandigarh Sarva Shiksha Abhiyan Society/ Mission” (CSSAS) was registered under the Societies Registration Act, 1860 on 18 September 2003, as an autonomous and independent body for implementation of Sarva Shiksha Abhiyan. Governing Council of the Society is headed by the Administrator, Union Territory Chandigarh. The affairs of the CSSAS are to be administered by an Executive

Committee headed by the Home-cum-Education Secretary to the UT Administration. The Management structure and organizational set up of the State Project Unit for implementation of Sarva Shiksha Abhiyan is depicted in Annexure I.

1.2.2 The post of the State Project Director is being held by the Director of Public Instructions (Schools) in addition to his duties as the Director of Public Instructions since inception of the Society. Project Directors were frequently changed with short tenures ranging from one to nine months in a period of two and half years. Frequent transfers of the Project Director adversely affect the implementation of SSA programme.

The following persons held the post of the State Project Director during the period of the Study Report:

- | | | |
|----|----------------------------|---|
| 1. | Shri Samwarthak Singh, HCS | 01.04.2009 to 08.11.2009 (7months 8 days) |
| 2. | Shri Sunil Bhatia, PCS | 09.11.2009 to 08.08.2010- (9 months) |
| 3. | Shri P.K. Sharma, HCS | 09.08.2010 to 22.01.2011- (5months 14 days) |
| 4. | Shri Ajoy Sharma, IAS | 23.01.2011 to 24.02.2011- (One month) |
| 5. | Shri Sandeep Hans, PCS | 25.02.2011 onwards. |

1.3 Objectives and Scope of the Study

The Ministry of Human Resource Development (Department of School Education and Literacy), New Delhi, entrusted the Institute of Public Auditors of India (IPAI), New Delhi, in August 2010, the study on the Financial Monitoring and Procurement Review relating to Sarva Shiksha Abhiyan (SSA), National Programme for Education of Girls at Elementary Level (NPEGEL) and Kasturba Gandhi Balika Vidyalaya (KGBV) for the financial years 2009-10 and 2010-11. The study was conducted during 2nd November 2011 to 28th December 2011 in 2011-2012.

1.4 Methodology of Study

A team consisting of two experienced retired officers of C&AG organization supervised by a team leader conducted the study under the overall supervision of a Project Director. The study was based on review of relevant records at the SPO and other offices, field visit of schools, inspection of works and discussions with the concerned officers at the UT Headquarters and field formations.

The study involved looking into primary records and other relevant data/ records at 27 schools and two clusters. List of schools and clusters visited by the team is indicated at Annexure II.

The report has been prepared in accordance with the mandate given by the client organization and within the overall policy framework of reporting laid down by the IPAI. Observations/

suggestions made in the study do not in any manner have any link with the possible audit findings of the Indian Audit and Accounts Department.

1.5 Working of Committees

The Governing Council since inception held only one meeting on 7 December 2010, although such meetings were required to be held twice a year. The Executive Committee was required to meet as often as necessary but at least once in each quarter. However, only 3 meetings of the Executive Committee were held (December 2009, August 2010 and July 2011) during April 2009 to October 2011.

1.5.1 Union Territory (UT) of Chandigarh consists of only one district namely Chandigarh. The work relating to the Mission is being controlled at the level of State Project Director. The work of SSA in the Union Territory is executed through Clusters – presently twenty. One to eleven schools fall under each Cluster. The system of Education Committees (ECs) at Cluster level and village level is prevalent in the Union Territory.

1.5.2 School Management Committee

Under RTE Act, 2009, School Management Committee (SMC) is to be constituted in each school. Orders for constitution of such Committees in the schools were issued by the UT Chandigarh only in January 2011. SMCs are yet to be made fully functional in the schools.

CHAPTER - 2
PLANNING AND FINANCIAL PROGRESS/ FUNDS FLOW

2.1 FUNDING PATTERN

The SSA envisages release of funds by the Government of India in two installments every year i.e. April and September, subject to certain conditions being fulfilled. One of the essential conditions is that the State/ UT would maintain investment on Elementary Education at a level not less than that in the year 1999-2000 and as per the latest instructions, it was to be updated with inflation index. Further, the State/ UT share to the Society was to be released within a month of the release of central funds.

The SSA provides for a bottom up approach of planning so that need based plans are formulated at village and school level in interaction with the community and target groups. Interaction with the educational authorities and the Panchayat members indicated that while the Village Education Committees (VECs) and School Management Committees (SMCs) were functioning in the villages concerned and urban areas there was no formal system of holding meetings for formulating of plan and approval of accounts. The level of investment, funds allocated and expenditure by the Union Territory Administration during the years 1999-2000 and 2009-11, are tabulated below:-

(Rupees in lakh)		
Year	Funds allotted by the UT Administration	Expenditure incurred as increased w.r.t. inflation index
1999-2000	2965.18	2943.08
2009-10	9151.41	9151.41
2010-11	10431.53	10424.43

Source: Appropriation Account figures for the respective years maintained by the Accountant General (A&E) U.T., Chandigarh

The above table shows that the level of investment by the UT Administration on Elementary Education was not less than that incurred in 1999-2000 as enhanced by inflation index.

2.1.2 Government of India and the Chandigarh Administration released the funds directly to the State Project Director (SPD) who in turn released the funds to the Clusters. Each Cluster released the funds to the Schools attached to it.

2.1.3 Funds Flow from the Central Government/ UT Administration to the SSA during the year 2009-10 and 2011-12 (upto 30th September 2011) and the details of utilization of funds as on 31st March 2012 was as under:-

Funds released by the Government of India and the UT Administration

TABLE – A

(Rupees in lakh)

Year	Outlay approved by PAB	GOI release			UT Administration release			Delay in release of funds	
		Date of release	Date of Receipts	Amount	Date of release	Date of Receipts	Amount	GOI	UT
2009-10	2757.2	05.06.09	05.06.09	126.00	26.08.09	26.08.09	500.00	1 m 5 d	2m26d
		02.12.09	02.12.09	700.00	10.02.10	10.02.10	304.00	2 m 2d	3m 10 d
			02.02.10	274.72					
Total				1100.72			804.00		
2010-11	4000.85	11.06.09	11.06.10	1093.20	15.06.10	15.06.10	1392.41	1m 11 d	2m 6d
		20.01.11	20.01.11	1062.69				3 m 20 d	
Total				2155.89			1392.41		
2011-12 (upto 30 th Sept.)	4801.17	20.05.11	31.05.11	31.90	06.09.11	06.09.11	887.37		
		20.05.11	01.06.11	428.71					
		20.05.11	02.06.11	47.85				0 m 20 d	
		20.05.11	10.06.11	285.01					
		24.06.11	24.06.11	396.74				1 m 24 d	
		20.07.11	20.07.11	121.56				2 m 20 d	
Total				1311.77			887.37		

Table B

Details of utilization of funds of SSA as on 31st March 2011

(Rupees in lakh)

Year	AWP& B Provision	Opening Balance i.e. Unspent balance of the previous year	Funds released by G.O.I	Funds released by UT Admn	Interest earned	Other income	Advance adjusted	Total Funds	Expenditure	Closing balance	Percentage of Closing balance w.r.t. total receipts	Percentage of Closing balance w.r.t. expenditure	Percentage of expenses w.r.t. funds available
1	2	3	4	5	6	7	8	9	10	11	12	13	14
2009-10	2757.20	851.70	1100.72	804.00	24.43	23.68	--	2804.53	2063.43	741.10	26.43	35.92	73.57

2010-11	4000.85	741.10	2155.89	1392.41	48.60	73.48	--	4411.48	2681.53	1729.95	39.21	64.51	60.79
2011-12 (upto 30 th Sept. 11)	4801.17	1729.95	1311.77	887.37	38.04	103.57	--	4070.70	1513.75	2556.95	Year not yet complete		

Following position emerges from the above details:-

- (i) The Government of India transferred funds for the SSA in three installments during the year 2009-10.
- (ii) Total expenditure each year was considerably less than the funds available (Column 9–10) leaving a large unspent balance at the end of each year
- (iii) Progress of expenditure up to September 2011 indicates that the position for the year 2011-12 is likely to be even more dismal.

Though, there was delay in release of funds by GOI and the UT Administration there was no crunch of funds as seen from the huge closing balances of the previous years. Huge unspent balances indicated that SSA management needed to improve programme delivery as there was no shortage of funds.

2.2 BUDGET AND EXPENDITURE

- (i) CSSAS failed to adequately utilize the allotted funds for the years 2009-11 as seen from the activity wise budget and expenditure during the years 2009-10 to 2011-12 (upto 30th September 2011) given in Annexure III (figures as reported to the Ministry in Quarterly Statement).
- (ii) During 2009-10 and 2010-11, expenditure was very low as compared to budget allotment in various interventions such as Residential/ Non-residential Bridge Courses, (NRBC), AIE Centres, SC/ST children under Innovative Activity, Urban deprived children, teacher's training, community Mobilization, LEP (Development of worksheets for Class II and adaptation of source books) and Free text Books (Upper Primary).
- (iii) Large amount of funds as against the budget was not spent for Management cost, FGS/ AIE, CRC, Primary Schools (new), Teacher's Training, IED, Community Training and computer education.

- (iv) No expenditure was incurred on the activities of teaching learning activities (Rs.4.90 lakh), URC (Rs.12.71 lakh) and civil works (Rs.1054 lakh) during the year 2010-11.

2.3 BANK ACCOUNTS AND BANK BALANCES

Axis Bank is dealing with the CSSAS transactions. The Clusters and Schools were allowed to retain the closing balances with them. From the year 2008-09 the closing balances are required to be transferred to the main bank. There was huge balance at the end of the year especially as on 31 March 2011 as per details given below:

31st March 2010 Rs. 7,41,10,636.64

31st March 2011 Rs. 17,29,95,147.73

2.4 Position of Funds

2.4.1 The budget outlay, amount due from the Government of India and UT Administration vis-à-vis amount actually received during 2009-10, 2010-11 and 2011-12 (upto 30 September 2011) was as under:-

(Rupees in lakh)

Year	Budget approved	Amount due		Unspent balance (Share)		Net share to be released		Amount received		Short (+)/ Excess (-)	
		Centre	UT Admn	Centre	UT Admn	Centre	UT Admn	Centre	UT Admn	Centre	UT Admn
2009-10	2757.20	1654.32	1102.88	553.64	298.11	1100.69	804.77	1100.72	804.00	(-)0.03	(+) 0.77
2010-11	4000.85	2600.55	1400.30	444.66	296.44	2155.89	1103.85	1102.88	1392.41	(+)1053.01	(-) 288.56
2011-12 (upto 30/09)	4801.17	3120.76	1680.41	936.90	504.48	2183.87	1175.93	1311.77	288.56		

The short receipt appears to be because of huge closing balances.

(i) The reported expenditure during the year including funds released to the Engineering Department of Chandigarh Administration for execution of Civil Works was treated as final expenditure. As of 30th September 2011 utilization certificates/ completion reports in respect of Civil Works were pending for Rs.1539.60 lakh.

(ii) Utilization certificate in respect of funds received from the UT Chandigarh as its share under SSA was not being sent to UT administration by the Society.

2.5 Certification of accounts by Chartered Accountant

2.5.1 The following was the status of preparation and submission of accounts to the Government of India:-

Sr. No.	Name of Items	Due date or Period	Actual date	
			2009-10	2010-11
1	Date of EC's approval for engagement of Auditors	Between Jan & March of every year	02.12.2009	28.07.2010
2	Date of engaging Chartered Accountant firm	By April of every year at the outset	10.02.2010	01.03.2011
3	Finalization of annual accounts for the previous year	By 30 th June of every year	31.03.2010	31.03.2011
4	Progress on Audit work	By 1 st July of every year	31.03.2010	31.03.2011
5	Submission of Audit Report to SPO	By 30 th September of every year	28.05.2010	15.07.2011
6	Approval of Annual Report & Audited Accounts	By 15 th October of every year	11.06.2010	13.09.2011
7	Dispatch date of GOI	By 1 st November of every year	11.06.2010	13.09.2011

It is evident from above that:-

- (i) Executive Committee was to approve engagement of Auditors between January and March of every year whereas the approval thereof was given on 02.12.2009 and 28.07.2010 for the years 2009-10 and 2010-11 respectively i.e. late by 8 and 4 months.
- (ii) The Chartered Accountant was required to be engaged by April of every year at the outset whereas the CA was engaged at the fag end of the year on 10.02.2010 and 01.03.2011 for the years 2009-10 and 2010-11.

2.5.2 Appointment of Statutory Auditor

As per para 106.4 of the Manual on Financial Management and Procurement (MFM&P) the Chartered Accountant firm for conducting the audit of SSA funds shall be selected from the Comptroller and Auditor General(CAG)/ State Accountant General's(AG) empanelled list.

M/s B.M. Verma & Co. Chartered Accountant, Chandigarh was engaged for conducting statutory audit and preparation of final accounts for the year 2009-10 and 2010-11 after calling quotations. However, name of the firm did not exist in the list of CAs supplied by the CA G of India, New Delhi vide letter dated 23.04.2009.

The CSSAS stated that M/s B.M. Verma, Chartered Accountant was appointed as no Chartered Accountant firm belonging to Chandigarh had been empanelled in the list of C&AG/ State AG. The reply of the CSSAS was not tenable as the list of empanelled Chartered Accountant supplied by the CAG of India contained a number of names of Chartered Accountants belonging to the State of Haryana and Punjab which were stationed at Chandigarh and CAG of India mentioned in the letter that in respect of State/ UTs., for which no names were being sent, services of the CA firms from the panel of nearby States/ U.T. may be utilized.

The appointment of M/s B.M. Verma, CA whose name did not appear in the list approved by the CAG of India, was therefore not in order.

2.5.3 Deficiency in audit

As per Para 105 of the MFM&P all VECs/ School bodies through whom funds are being disbursed should be audited regularly. It was, however, noticed that in the notes on accounts (Schedule – 3) attached with the annual accounts for the year 2010-11 it was mentioned that as no funds had been transferred/ utilized at VEC level, therefore, the audit at VEC level was not required.

Practice being followed in the Society is that funds required for utilization by schools/ VECs are transferred to cluster incharges, which are further transferred to schools/ VECs under their control. Clusters retain only small amount of funds for contingent items. Thus, major part of the funds provided under SSA are utilized/ disbursed by the school authorities/ VECs. Further, in schools, bank accounts are operated jointly by the Chairmen/ member VEC and the Headmasters/ Principals and disbursements are also made under joint signatures. Though, VECs are not playing active role as required but it cannot be said that funds were not utilized by VECs/ School authorities. Thus, major portion of funds utilized at VEC/ School level remained unaudited by the CA. This needs to be looked into and specific instructions in this regard need to be issued to the CAs. to be engaged for conducting audit of the accounts of the Society that certification of accounts of the Society should be preceded by audit of the accounts records maintained by the VECs/ school authorities also.

As per Annual Accounts for the year 2009-10 and 2010-11, there was income of Rs.24.43 lakh and Rs.48.60 lakh on account of interest which did not include the entire amount of interest earned by Clusters/ Schools. A test check of records of 27 Schools/ Clusters revealed that there was income of Rs.15,296/- on account of interest during 2009-10 and Rs. 27,641/- during 2010-11 as shown in the Annexure IV but this income was not depicted in the Annual Accounts of the SSA Society and this was not indicated in the Auditor's report..

CHAPTER - 3
APPOINTMENT OF TEACHERS UNDER SSA

3.1 The MFM&P (Para 21.5) provides that the salary of additional teachers will normally be allowed under SSA only in case the PTR in the district as a whole is above 40:1. PTR was to be calculated based on the enrollment of students and sanctioned strength of teachers in each district. Assistance under SSA will not be available for filling up existing vacancies that have arisen on account of attrition.

The position of enrollment and teachers in Government Primary Schools (I to V) and Upper Primary Schools (VI to VIII), during the years 2009-10 and 2010-11 was as under:-

Year	Students enrolled	Teachers required (JBT 40:1)	Sanctioned posts		Teachers in position		Vacant	
			UT Admn	SSA	UT Admn	SSA	UT Admn	SSA
Primary Classes								
2009-10	59647	1491	1237	305	1174	278	63	27
2010-11	61757	1544	1237	305	953	115	391	223
Upper Primary Classes								
2009-10	34018	851	1174	475	1003	435	171	40
2010-11	35620	891	1174	593	1161	475	13	118

From the above table the following points were noted :-

- (i) As per provisions contained in the MFM&P, 254 (1491-1237) and 307 (1544-1237) posts of teachers were required to be sanctioned but, 305 posts of JBT teachers were sanctioned upto 2009-10 and 278 teachers were actually in position during 2009-10. Thus 24 (278-254) excess posts of JBT teachers funded by SSA funds. The position during 2010-11 was within the norms.
- (ii) During 2009-10 and 2010-11 no post of TGT teachers were required to be sanctioned by the Society whereas 475 and 593 posts were sanctioned and actual in position were 435 and 475 during 2009-10 and 2010-11 respectively, which were in excess of the SSA norm.
- (iii) In the Annual Plan 2010-11 the number of sanctioned posts of primary teachers of UT was shown as 1104 in place of 1237 and in Annual Plan for 2009-10 posts of 1268 in place of 1164 of upper primary schools.. The accuracy of the same needs to be ascertained.
- (iv) In the Annual Plan 2009-10, the number of sanctioned posts of teachers under SSA were 305 (JBT) and 475 (TGT) in respect of primary and upper primary levels whereas in the Annual Plan for 2010-11 these sanctioned posts were indicated as 182 (JBT) and 593 (TGT). No information concerning variation in figures was available on records produced.

(v) The basis of calculating the requirements of additional posts under SSA for primary and upper primary levels was also not on record.

(vi) Section 25 of the RTE Act, 2009, stipulates that the appropriate Government and the local authority shall ensure within six months from the date of commencement of the Act, that the PTR, as specified in the Act, is maintained in each school.

Percentage of vacant posts in Primary Schools to total requirement of teachers and percentage of vacant posts to already sanctioned posts was 43 and 29 per cent respectively.

(vii) Against total recruitment of 203 JBT teachers upto 2010-11, only 72 teachers were in position during 2011-12 and remaining 131 teachers had left the job. The reasons for leaving the service under SSA were stated to be less security of service as compared to service under UT. Administration or other State Governments.

CHAPTER 4
TRAINING OF TEACHERS

4.1 Under SSA training is to be imparted to the elementary teachers in service, newly recruited teachers and CPC Coordinators and resource persons. Cluster level meets of all teachers upto 10 days in each year were also to be arranged in accordance with the prescribed norms. The approved budget and expenditure for 2009-10 and 2010-11 was as under : -

(Rupees in lakh)

Sr. No.	Name of the Intervention (Teachers Training)	2009-10		2010-11	
		Outlay	Expenditure	Outlay	Expenditure
1.	In-service	16.10	9.61	10.00	7.73
2.	New Recruit	4.50	3.80	6.00	3.05
3.	CRC/ URC Heads	0.20	0.00	0.70	0.11
4.	Cluster level Academic meet (Monthly)	--	--	5.00	2.07
	Total	20.80	13.41	21.70	12.96

4.2 During the year 2009-10 there were 2890 Elementary Teachers (Primary: 1452 and Upper Primary: 1438) in position in Government Schools. As against this target of 1860 teachers (In-service: 1710 and New recruits: 150) was fixed for 2009-10 and training was actually provided to 1434 teachers (In-service: 1270 and New recruits: 164) during the year. Training to 65 Heads of schools was also provided without any provision thereof in the AWP&B

4.3 For year 2010-11 target was fixed for training to 1200 Elementary Teachers (In-service: 1000 and new recruit: 200); 70 CRC/ URC Coordinators and Cluster level academic meet of 1000 teachers/ other participants. Training to 982 Elementary Teachers (In-service: 790 and New recruits: 192) and 19 CRC/ URC Coordinators was provided during the year. Besides this training to 115 Heads of schools was also provided without the approval of PAB.

4.4 CSSAS had not achieved the targets fixed in the Annual Working Plan and resultantly; allocated funds to the extent of 35.53 per cent and 40.28 per cent remained unutilized during the years 2009-10 and 2010-11 respectively. Imparting of training to 180 School Heads (2009-10: 65 and 2010-11: 115) without provision of funds in the AWP&B also needs attention.

CHAPTER 5
MAINTENANCE OF BOOKS OF ACCOUNTS AND RECORDS

5.1 Accounting Procedure

MFM&P envisages that complete records in respect of monetary transactions of the Society of the UT Administration in the Headquarters office and double entry method based on Mercantile system of accounting shall be followed under SSA. The list of books of accounts and registers to be maintained is contained in Para 50 of the MFM&P. Cash Book is the principal record of all money transactions which take place every day and all registers are subsidiary to it. Transfer of funds from the Government of India to SIS is being made through electronic media. Cash transactions are being made manually as well as through electronic media.

5.2 Cash Management

Project Director-cum-DPI(S) is the nodal officer in respect of CSSAS. There are twenty clusters and one hundred and five schools covered under the SSA. Funds are released to the Project Director for SSA by the Government of India and the UT Administration in their respective shares. Funds so received are deposited in Axis Bank. All cluster heads and the school heads have also their bank accounts in the same bank.

It was noticed that as per practice funds were given in advance to the Clusters through bank transfers to pay salary to the teachers and to make the payments in respect of other activities. Similarly, Cluster heads transferred funds to the accounts of the schools attached with them. Scrutiny revealed that funds were being released in advance without assessing the actual requirement of Clusters. During 2009-10 and 2010-11, amounts refunded by the Clusters in March 2010 and March 2011 was Rs. 287.15 lakh and Rs. 250.93 lakh respectively. In the case of following interventions amount refunded out of funds received by the Clusters ranged from 11.60 to 51.13 per cent during the years 2009-10 and 2010-11 respectively.

Sr. No.	Name of the Intervention	Funds released		Funds refunded		Percentage of refund 2009-10/ 2010-11
		2009-10	2010-11	2009-10	2010-11	
1.	OOSC (EGS/AIE)	1,26,39,430	1,77,81,600	19,81,600	20,61,680	16.30/ 11.60
2.	AIE Centre	1,03,61,080	-	22,96,900	-	22.16/ --
3.	IED	--	31,18,984	--	9,91,170	--/ 31.78

4.	Teachers Salary (P)	1,72,51,200	2,22,09,960	78,56,690	83,24,200	45.54/ 37.47
5.	Teachers Salary (UP)	8,70,42,560	9,68,27,720	1,65,41,560	1,48,16,400	19.00/ 15.30
6.	Teachers Training	18,05,550	4,23,000	4,61,460	2,16,290	25.72/ 51.13

The above figures are very significant and indicate that the practice of releasing funds without reference to actual requirements should be discontinued forthwith.

5.3 Numbering of Vouchers

The receipt and payment vouchers should be numbered separately and recorded in the cash book as such. But no such distinction was kept in the vouchers as running voucher numbers were allotted to both receipt and payment vouchers.

5.4 During the year 2009-10 an amount of Rs.4.70 lakh recovered from the teachers (JBT and TGT) who had resigned from the service after payment of one month salary in lieu of notice, was credited to the Head 'Teachers Salary (P) and (UP) instead of 'Misc. receipt'.

5.5 Advances

All advances are to be entered in the Advance Register (maintained in the prescribed format). The adjustment of advances is required to be carried out promptly in this register on receipt of utilization certificates. These are initially required to be classified as advances and indicated as such in the books of accounts. Advances, if not actually spent should be shown as advances and not as expenditure. An examination of the Register of Advances for the years 2009-10 and 2010-11 revealed that:

- (i) Funds transferred in advance to clusters for further transfer to schools under their control were finally booked under the relevant Head instead of showing the same under the Head 'Advances'. On receipt of utilization certificate from the clusters at the end of the financial year unspent balance refunded was credited to the head under which the amount of advance was booked. The procedure being followed was not in consonance with the procedure laid down
- (ii) Though the register of advances was maintained in the prescribed format yet the dates on which the advances were given, were not recorded in the 'Date' column. Instead of recording this date, sanction number of advance was recorded therein which in most of the cases was different than that of the actual date of payment. Similar was the position in respect of 'date of adjustment' column

- (iii) As per entries in the register of advances Rs.1,06,50,117/- in 69 cases and Rs.1,06,45,783/- relating to 62 cases were advanced during the years 2009-10 and 2010-11 respectively. These advances were shown as final expenditure under the relevant intervention/ Head. As the amount of advance had already been booked under the final head of account, no entry of adjustment of advances was made in the cash book. The adjustment vouchers were entered on receipt side in the cash book only in the cases where refunds were rendered by the payees.
- (iv) The following advances were outstanding at the end of the financial year but were not shown outstanding in the annual accounts.

Year	Sr. No. of Register	Date of payment	To whom paid	Purpose	Amount	Date of adjustment
2009-10	9	25.03.2010	NCERT, New Delhi	Supply of Text Books	70,512.00	12.04.2010
2010-11	14	19.01.2011	-do-	-do-	82,72,128	Not adjusted

5.6 Position of assets

In the Schools test checked it was noticed that stock/ non-consumable items purchased out of school grant were not taken as assets in the Balance Sheet of respective years. A few cases are illustrated in Annexure-iv.

5.7 As per Para 64 of Chapter IV of MFM&P, the Society should maintain Register of assets of capital goods; consumable and non-consumable articles and should arrange for their physical verification at least once a year. Relevant abstract of assets should be appended to the annual Statement of accounts submitted by the society to the Government of India. The abstract of the register shall contain progressive figures of both stores and value.

Physical verification of stores was not conducted during 2009-10 and 2010-11 at any level. In the abstract of assets appended with the annual statement of accounts the progressive totals of quantity of assets (consumable and non-consumable) was not being mentioned.

5.8 Utilization certificates

As per provision contained in Para 74 of the Manual on Financial Management and Procurement all funds released to district and sub-district level units are to be initially classified as advances and the same indicated as such in the books of accounts. These advances shall be adjusted based on the expenditure statements/ utilization certificates received in the State Implementing Society of having spent the funds. Advances, if not

actually spent and for which accounts have not been settled, should be shown as advances and not as expenditure. Similar procedure should be followed at district and sub district level. Time limit for submission of U.Cs/ expenditure statements has also been fixed under sub para 75.1. However, advances shall be treated as expenditure for the purpose of reporting.

It was, however, noticed that funds released in advance to clusters were treated as expenditure in the accounts and amount returned by the clusters at the close of the year was credited to the relevant head of account under which the funds released in advance had been booked. Utilization certificates/ expenditure statements were not being submitted within the prescribed period. As per practice UCs/ expenditure statements were being issued only at the end of the year.

5.9 Interest amount not included in the accounts

Interest earned during the last quarter of the year and credited by the Bank in the Schools/ Clusters account on the last day of the year i.e. 31st March, was entered/ accounted for on the first day of the following year i.e. on 1st April instead of accounting the same in the year of its credit in the School's accounts.

In some cases it was noticed that entries of interest earned as on 31st of March were made in the cash book but these were struck off at the instance of verbal instructions of the Internal Auditors.

As per Annual Accounts for the year 2009-10 and 2010-11, there was income of Rs.24.43 lakh and Rs.48.60 lakh on account of interest which did not include the entire amount of interest earned by Clusters/ Schools. A test check of records of 27 Schools/ Clusters revealed that there was income of Rs.15,296/- on account of interest during the year 2009-10 and Rs. 27,641/- during the year 2010-11 as shown in the Annexure IV but this income was not depicted in the Annual Accounts of the SSA Society.

5.10 Misclarification

An amount of Rs. 23,27,845/- received on account of recruitment fee/ examination fee during the year 2009-10 was credited to Head 'Teacher's Salary' instead of the head 'Misc. Receipt'.

5.11 Other points

Bank account is required to be posted (Para 83.8 of the MFM&P) from the daily totals of cheques issued and challans / remittances made into the bank. It was, however, noticed that Bank Account was not being posted in the ledger.

5.12 Journal was not maintained. Perhaps its necessity was not felt in view of the fact that all payments of advances were straight away debited to the relevant Head of account instead of debiting the same to the Head 'Advances' and on receipt of refunds, the amount of refund was credited to the Head of account to which the amount of advances had been charged.

5.13 MFM&P provides that a minimum of 5 days training to account and audit staff is mandatory in a year. The accounts staff so trained at district level will provide training to block/ cluster level staff, which in turn will provide training to staff at cluster and VEC/ School level.

It was noticed that no training programme for accounts and audit staff at all levels was organized during 2009-10 and 2010-11.

CHAPTER 6

UTILISATION OF GRANTS

6.1 Teacher's Grant

The grant at the rate of Rs.500 per teacher per year of Elementary level (Primary teachers: 1452 and Upper Primary teachers': 1438) was provided in the Annual Budget for the years 2009-10 and 2010-11. The grant was to be utilized by teachers for their professional growth and for improving the teaching learning process. Year-wise detail of budget and expenditure is given below:-

(Rupees in lakh)

Year	Budget	Expenditure	Unutilized
2009-10	14.45	12.30	2.15
2010-11	14.45	13.25	1.20

During 2009-10 teacher's grant @ Rs.200/- per head was provided to the teachers for utilization and @ Rs.300/- per head for preparation and printing of work sheets, source books and other TLM. The funds earmarked for preparation and printing of work sheets; resource books, etc., were not fully utilized. Out of Rs. 8.67 lakh (2890 x 300 = 8, 67,000) only Rs.7.43 lakh were utilized.

Further, the whole grant during 2010-11 was to be utilized by the teachers. As noticed, a substantial amount of Rs.8, 67,687/- was spent for printing of booklets and question papers for which no budget was approved. The amount was diverted for this purpose and instead of placing the amount of grant at the disposal of teachers; major part of grant was utilized centrally.

6.2 Grant under TLE

Grant under TLE was provided @ Rs.20, 000/- per new primary school and Rs.50,000/- per new upper primary school for acquiring items as per their local requirement.

During the year 2010-11, a provision of Rs.4.90 lakh was made for seven new primary schools and seven new upper primary schools but no expenditure was incurred during 2010-11.

It was intimated that as no new primary and upper primary school were set up, the budget allotment could not be utilized.

CHAPTER 7
TEXT BOOKS

7.1 Free text books are to be provided to all the children subject to the condition of an upper ceiling of Rs.150/- per child at Primary level and Rs.250/- per child at Upper Primary level.

The financial position regarding providing of text books for the years 2009-10 and 2010-11 was as under:-

(Rupees in lakh)

Year	Funds allotted	Expenditure incurred	Unspent funds	Percentage of unspent funds
2009-10	125.45	85.36	40.09	32%
2010-11	129.72	97.48	32.24	25%

The books were procured from NCERT and Punjab School Education Board besides books titled “Gem’s English Reader – Part 2 and Part 3”, meant for class 7 and 8 respectively, were procured from M/s Ratana Sagar Pvt. Ltd., New Delhi.

As the system of indenting the books from the store and the placing of orders was not properly made, huge quantity of books were lying unused and undistributed in the schools. The prescribed procedure for requisitioning and issuing of the books by placing indents is needed to be followed to avoid wastage of funds and any possible pilferage. SPD should ensure implementation of indent system for issue of books and other articles from the main store. Books purchased and issued during these years were as under:-

Year/ Agency	Opening Balance	Purchased/ received		Returned by schools	Total	Issued to		Balance at the end of academic session
		For schools	For AIE centres			Schools	AIE Centres	
2009-10								
NCERT	51358	250880	8000	--	310418	293955	1658	14805
PSEB	4123	32570	--	--	36693	34731	--	1962
Ratana Sagar	853	5820	--	--	6673	5792	--	881
Total	56334	289270	8000	--	353784	334478	1658	17648
2010-11								
NCERT	14805	312782	--	4238	331825	322786	--	9039
PSEB	1962	33670	--	1860	37492	33619	--	3873
Ratana Sagar	881	--	--	502	1383	--	--	1383
Total	17648	346452	--	6600	370700	356405	--	14295

In this connection following observations are made:-

1. The payments were made in advance to the NCERT, PSEB, etc. but these were not shown as such in the Cash Book as well as in the Annual Accounts.
2. Gem's English Reader – Part 2 and Part 3 of 7th and 8th classes respectively valuing Rs.88,063/- were lying in stock since 2009-10 because these were out of syllabus hence were not issued to the students resulting in a loss to the Society.
3. 6,600 books were issued to the schools in excess of the requirements and these were returned to the store resulting in unnecessary payment of carriage charges twice, first in bringing of books to the school and then to the store from the school. Books issued in excess should have been transferred to other schools where these were needed to avoid unnecessary carriage charges.
4. At the end of both the academic years a large number of books were lying in the store. On the other hand it was noticed during school visits that the books were not issued to a number of students whereas these were available in the store.
5. During the year 2009-10, eight thousand books were purchased for AIE centres, out of which only 1658 books were issued to the AIE centres. 6342 number of books were issued to other schools and not to the AIE centres for whom these were purchased.
6. During visit of study team to 27 schools, it was noticed that in majority of schools, books were received and distributed late. In a number of cases books were supplied during May to September during 2009-10, 2010-11 and 2011-12.

CHAPTER 8 CIVIL WORKS

8.1 SSA scheme does not provide for engagement of contractors for construction of civil works, rather it envisages the participation of the community in all civil works mandatory. Further provisions for civil works can be considered upto 50 per cent of the annual plan expenditure, within the overall projects ceiling of 33 percent.

System adopted for construction of civil works proposed to be undertaken in Chandigarh is different from that followed in other States. All Government civil works including that of the Education Department are executed by the Engineering Department of UT, Chandigarh. Funds as provided in the budget of the SSA Society for construction of civil works are placed at the disposal of Engineering Department, Chandigarh. Administrative approvals are accorded by the Education Department, UT, Chandigarh.

Position of funds approved by the PAB and released to the Engineering Department during the years 2009-10, 2010-11 and 2011-12 (upto 30th September 2011) was as under:-

(Rupees in lakh)

Year	Budget Provision	Funds released and shown as final expenditure
2009-10	759.15	750.75
2010-11	1318.84	1054.84
2011-12 (up to 30.09.11)	1523.25	42.00

Analysis of the expenditure on civil works indicated the following

8.2 Funds released in advance of the execution of works during 2009-10, 2010-11 and 2011-12 (upto 30.09.2011) to the Engineering Department, Chandigarh, were booked under the head 'Civil Works' whereas the same should have been shown under the head 'Advances' in the annual accounts and should have been booked under the head 'Civil Works' only on receipt of utilization certificates/ completion certificates.

8.3 The society had released funds from the year 2003-04 to 2010-11 for various civil works. The position of funds released and value of works completed was as under:-

(Rupees in lakh)

Type of work	Funds released	Value of works completed
Old School Works	875.38	800.77
Spill over works	575.03	142.73
New School Buildings	1054.84	14.82

New Class Rooms	518.00	21.74
Activity Rooms	40.00	40.00
Cooking sheds	23.34	23.34
Total	3086.59	1043.40

Out of the total funds of Rs.3086.59 lakh released, civil works of the value of Rs.1043.40 lakh were stated to have been completed as on 30th September 2011. The works completed were not shown as assets in the annual accounts.

8.4 An amount of Rs.47.30 lakh, as detailed below was refunded by the Engineering Department being unspent balance of completed works:-

(Rupees in lakh)

Sr. No.	Name of work	Period of release of funds	Funds released	Date of completion of work	Expenditure incurred	Amount refunded	Date of refund (Delay in months)
1.	Construction of GHS-38(W)	2003-04	82.00	10.10.2006	77.38	4.62	17.08.2011 (58 months)
2.	Extension of 6 rooms on Ist floor in GHS Kajheri	2003-04	21.00	28.02.2006	17.88	3.12	24.03.2011 (60 months)
3.	Construction of Primary wing in GGSSS-8	2004-05	45.00	15.05.2007	39.09	5.91	25.03.2011 (45 months)
4.	Extension in GMSSS-37B	2005-06	87.84	30.06.2009	62.09	24.75	17.08.2011 (25 months)
5.	Extension in GMHS-25	2005-06	97.20	28.02.2008	88.30	8.90	03.03.2011 (36 months)
	Total		333.04		284.68	47.30	

Observations

- (i) The works were completed during the period 2005-06 to 2009-10 but unspent balance of Rs.47.30 lakh was refunded in March 2011 (Rs.17.97 lakh) and August 2011 (Rs.33.65 lakh) i.e. after a delay of 25 to 60 months. Unspent balance of Rs.1.00 lakh [87.84- (62.09+24.75)] in respect of the work at Sr. No. 4 was yet to be refunded to the society.
- (ii) Non-refund of unspent balance for such a long period resulted in blockage of funds and loss of interest on funds which remained blocked.
- (iii) Funds released in respect of work at Sr. No. 4 were in excess of actual requirement by 28 per cent.

(iv) The amount of refund received was credited to the Head 'Misc. Receipts' instead of the Head 'Civil Works' on the plea that funds released had been debited under the Head 'Civil Works' instead of 'Advances'.

8.5 The following works were stated to have been completed but unspent balance of Rs.44.88 lakh was yet to be refunded to the Society. Further, the funds released for works at Sr. No. 2 and 5 were in excess by more than hundred percent.

(Rupees in lakh)

Sr. No.	Name of work	Date of release of funds	Funds released	Expenditure incurred	Balance	Status of work
1.	Construction of 2 nd & 3 rd floor in GHS-47	27.01.2010	11.50	7.03	4.47	Work completed
2.	Construction of 3 rd floor block GHS-11	27.01.2010	13.00	4.63	8.37	Work completed
3.	Extension of GHS-Dhanas	27.01.2010	10.00	8.30	1.70	Work completed
4.	Extension of GGMSSS-18	27.01.2010	55.00	48.42	6.58	Work completed
5.	13 no. additional class rooms in GHS Colony No.4	16.11.2009	45.50	21.74	23.76	Work completed
	Total		135.00	90.12	44.88	

8.6 The position of funds released for various civil works from the year 2003-04 to 2010-11 was as under:-

(Rupees in lakh)

Sr. No.	Name of work	Amount released	Expenditure incurred	Amount refunded	Balance
1.	Old school works	875.38	800.77	53.53	21.08
2.	Spill over works	575.03	358.73	0.46	215.84
3.	New school buildings	1054.84	121.95	38.22	894.67
4.	New class rooms	518.00	48.38	108.47	361.15
5.	Activity rooms	40.00	16.41	-	23.59
6.	Cooking sheds	23.34	-	-	23.34
	Total	3086.59	1346.24	200.68	1539.67

Less than fifty percent of the funds were stated to have been utilized out of the total funds released. Slow pace of execution of works and utilization of funds by the Engineering

Department has resulted in non-achievement of targets fixed by the Society for the execution of civil works as well as adding to the shortage of classrooms and adversely impacting the student class room ratio.

8.7 The participation of the village community i.e. VEC/ SMC in the planning and execution of works of construction of school buildings/ additional class rooms was still wanting as the entire work from the stage of planning to execution was being done by the Engineering Department of the U.T., Chandigarh. Thus, the basic objective of perpetrating involvement of VECs/ SMCs at the grass root level and transparency in the execution of works remained unfulfilled.

8.8 In the absence of any active participation of the community, VECs and SMCs, the funds released and utilized for the execution of civil works were neither in their notice nor were being displayed on the display boards of the schools.

8.9 Funds of Rs.62.40 lakh and Rs.42.80 lakh for the construction of GPS, MHC, Mani Majra and construction of block at GPS, Palsora respectively were released to the Engineering Wing on 09.11.2005 and 16.11.2006. As per information available these works have neither been taken up so far nor have unspent balances been refunded by the Engineering Wing, though a period of more than five years has elapsed.

8.10 Reasons (work wise) for non-utilization of funds were not available on record though unspent balance pertained to period ranging from one to seven years.

8.11 Construction of new school buildings

As per Para 22.1 of the Manual on Financial Management and Procurement, new primary schools would be opened only in those areas which do not have any school within one kilometer of every habitation.

In Chandigarh, primary schools are available to the residents within one km. of their residence as per Annual work Plan and Budget for 2009-10 with the few exceptions as under:-

1. Newly developing sectors 48 to 51.
2. Developed sectors 2, 3, 4, 5, 6, 9 and 14.

(However, all the sectors are covered within one kilometer area)

During the year 2010-11 funds were released to the Engineering Department of U.T. Chandigarh for construction of new school building as per details given below:-

Sr. No.	Item	Amount released (Rs.)
1.	Construction of GHS, PGIMER-12	2,57,20,000
2.	Construction of GPS building, Pocket no. 10 Mani Majra	1,29,65,200
3.	Construction of GPS building, Pocket No. 6, Mani Majra	1,31,93,000
4.	Construction of GHS, Sector 45, Chandigarh	2,69,96,000
5.	Construction of GHS, Hallo Majra	2,13,06,000
6.	Construction of GHS, Daria	53,04,100
	Total	10,54,84,300

In this connection following observation are made:-

1. SSA programme is meant for schools upto elementary level but funds were released for construction of new high school buildings.
2. Whereas primary schools are said to be available to the residents within one km of their residence, hundred percent costs of estimates has been borne by the Society whereas SSA Programme is meant for schools upto the elementary level.

8.12 An amount of Rs.54.8 lakh pertaining to civil Works was refunded on 31.03.2011 by the sub divisional engineer Sub Division No. 19, Engineering wing, U.T. Chandigarh. Particulars of the civil work to which this amount pertained, date of release of funds and reasons for refund were neither attached with receipt voucher nor made available to the team.

CHAPTER 9
PROCUREMENT

9.1 The Society had not prepared procurement plan during 2009-10 and 2010-11, as per para 113 of the MFM&P, with the result purchase of important items like text books and uniforms was delayed.

Purchase of Uniforms

During the year 2009-10 and 2010-11 uniforms were procured and supplied to the students of AIE centres. A review of the case indicated that :-

(i) During the year 2009-10 purchase orders for supply of uniforms were placed on two firms as under:-

Sr. No.	Supply order	Name of firm	Name of item	Quantity in numbers	Total payment (Rs.)	No. & date of invoices	Amount of invoices	Delay in supply (in days)	Amount of penalty @0.2% per day of value
1.	6251-52 dated 13.08.09	M/s Rajdeep Collection SCO 47-48, Sec.17, Chd	Uniforms	11596	28,87,404	3286 dt. 18.12.09 3287 dt. 04.01.10	22,45,980 6,41,424	38 55	1,70,694 70,557
2.	6253-54 dated 13.08.09	M/s Black Apparels India Ltd. #136-140/67 Industrial Area, Phase-I, Chd	Uniforms	4000	9,40,940	40 dt. 30.11.09 41 dt. 14.12.09	5,05,720 4,35,220	20 34	20,229 29,595
								Total	2,91,075

In accordance with the terms and condition of the supply orders, material was to be supplied along with test report issued by the Textile Committee (Government of India, Ministry of Textile) within 90 days in three installments from the date of issue of the supply orders. Material was not supplied by both the firms within the stipulated period as indicated above. However, the firms were made full payment without imposing and recovering the amount of penalty, which was leviable @ 0.2% per day on the value of supply received. In the case of M/s Rajdeep Collection and M/s Black Apparels, the amount of penalty worked out to Rs.2,41,251.00 and Rs.49,824 respectively, was not recovered. In this case neither the supplier had requested for extension nor had the Society granted any extension. In the absence of any

extension in period of supply the payment was required to be made after deducting the amount of penalty.

It was also observed that:-

(a) Although funds were available, the uniforms were purchased and supplied to the students of AIE Centres at the fag end of the academic year 2009-10 i.e. in December 2009 and January 2010.

(b) Jerseys for winter were not purchased as the case for purchase of jerseys was initiated only in January 2010 and could not mature before the winter season was over. Hence, jerseys could not be supplied to the students during 2009-10 despite the fact that the funds were available.

(c) Jerseys were supplied during the year 2010-11 but only after half of the winter season was over as the same were supplied in January 2011.

(d) 7901 pairs of shoes were procured during the year 2010-11 for the students. Out of these, 752 pairs of under size and over size shoes were still lying in the store.

(e) 353 uniforms valuing Rs.1.28 lakh purchased during the year 2010-11, as detailed below, were also lying in the store till now:-

Date of Purchase	Particulars of uniforms	Size	Quantity lying in the store as on 28 th Dec. 2011	Rate per uniform (Rs.)	Amount (Rs.)
16.12.2010	Shirt and Nikker		225 <u>115</u> <u>340</u>	362/-	1,23,080/-
07.12.2010	Shirt and Tunic	32"/ 28"	13	362/-	4706/-
				Total	1,27,786/-

These uniforms were purchased in excess of the requirements for the year 2010-11.

(f) Various items issued to the Madrassas during the years 2009-10, 2010-11 and 2011-12 were as under:- (In numbers)

Year	Books	Uniforms	Shoes	Socks	Sweaters
2009-10	1175	616	--	--	222
2010-11	2412	342	413	413	502
2011-12	2438	--	--	--	--
Total	6025	958	413	413	724

As per the guidelines of the SSA, Madrassas are not covered under the scheme as these do not fulfill the prescribed conditions for their entitlement. This needs regularization with the approval of the competent authority.

CHAPTER 10
INNOVATIVE ACTIVITIES

10.1 SSA framework envisages innovative activities for girls education, interventions for children belonging to SC communities, Early Childhood Care and Education (ECCE), Computer Aided Learning (CAL) especially for Upper Primary classes. The provision was to be upto Rs. 15.00 lakh per year for any innovative intervention including for ECCE subject to a maximum ceiling of Rs. 50 lakh.

Against the budget allotment of Rs.91.50 lakh, and Rs. 82.47 lakh expenditure of Rs. 48.63 lakh, and Rs. 42.22 lakh respectively was actually incurred leaving an unspent balance of Rs.42.87 lakh, and Rs. 40.25 lakh during the year 2009-10 and 2010-11 respectively. Intervention wise details were as under:-

ECCE

Funds provided during the year 2009-10 and 2010-11 and expenditure was as under:-

(Rupees in lakh)

Year	Budget allotment	Expenditure incurred
2009-10	15.00	19.30
2010-11	14.92	6.08

It was observed that during the years 2009-10 against budget allotment of Rs.15.00 lakh, Rs.19.30 lakh were diverted and spent towards payment of salaries of NTT teachers appointed in Nursery Schools run by the Education Department of the UT Administration which did not form part of the SSA Programme. This action of the Society was not in conformity with the provision of the SSA framework. Excess expenditure of Rs.4.30 lakh incurred during 2009-10 was met out of funds of Rs.15.00 lakh allotted for the Urban Deprived Children.

During the year 2010-11, expenditure of Rs.6.08 lakh, out of budget allotment of Rs.14.92 lakh was incurred and the balance of Rs. 8.84 lakh remained unutilized.

Urban Deprived Children

Funds provided and expenditure incurred during the years 2009-10 and 2010-11 was as under:-

(Rupees in lakh)

Year	Budget allotment	Expenditure incurred
2009-10	15.00	-
2010-11	7.50	4.88

Under this intervention no activity was undertaken during the year 2009-10 and 35 per cent of the funds remained unutilized during the year 2010-11.

Education of SC/ST children

Against the budget allotment of Rs.11.50 lakh and Rs.10.05 lakh expenditure of Rs.6.25 lakh and Rs. 10.05 was incurred during the year 2009-10 and 2010-11 respectively.

Forty five per cent of the budget allotment remained unutilized during the year 2009-10, whereas, during 2010-11, amount of Rs.10.05 lakh paid to the District Education Officer (DEO), UT, Chandigarh on 16.03.2011 on account of arranging counseling to SC/ST students of some of the clusters was received back on 30.08.2011. Thus, total funds provided during the year 2010-11 under this intervention remained unutilized.

Computer Education

Against the budget allotment of Rs.50.00 lakh each during the years 2009-10 and 2010-11, expenditure of Rs.23.08 and Rs.31.26 lakh respectively was incurred. Thus, the funds utilized during 2009-10 and 2010-11 were just 46 and 62.5 percent of the budget allotment.

In 33 schools computers were not supplied by the Society. Reasons for not supplying computers in these schools were not intimated to the study team.

CHAPTER 11
CHILDREN WITH SPECIAL NEEDS

Inclusive Education

(i) Programme for Universal Elementary Education provides that SSA will ensure that every child with special needs (CWSN), irrespective of kind, category and degree of disability, is provided education in an appropriate environment. SSA will adopt 'Zero rejection' policy so that no child is left out of education system. The thrust of SSA will be on providing integrated and inclusive education (IE) to all CWSN in general schools. SSA framework provides Rs. 1200/- per disabled child per year for planning IE activities.

(i) The position of annual outlay and expenditure during the year 2009-10 and 2010-11 was as under:-

(Rupees in lakh)

Year	Provision as per AWP & B	Expenditure	Percentage of expenditure
2009-10	53.20	30.97	58.21
2010-11	93.48	40.96	43.82

(ii) CWSN actually enrolled during the years 2009-10 and 2010-11 were 3738 and 3349 respectively.

Reasons for low physical and financial achievement were stated to be as under:-

Sr. No.	Year	Items	Physical Proposal	Physical achievement	Reasons
1.	2009-10	Appointment of new Resource Teachers	7	-	Recruitment was done in March 2010
2.	-do-	Transport facility	247	212	Process of providing transport/ escort allowance was finalized late.
3.	-do-	Escort Allowance	147	82	-do-
4.	-do-	Assessment of LD	4000	-	Expression of interest could not be finalized.
5.	2010-11	Resource Teachers Salary	22	12	Process of recruitment was not initiated.
6.	-do-	Remedial Teaching	2500	1962	Process of remedial teaching started late.
7.	-do-	Documents of good practices	Not fixed	-	The success stories could not be printed.
8.	-do-	Activity booklet of MR children	260	-	Supply not received.
9.	-do-	Salary of volunteers for HBE for 10 months.	10	-	The process of appointment of volunteers was finalized in December.

Observations:

- (i) Target for CWSN having disability of different types and proposed to be covered under the scheme were not fixed during the year 2009-10 and 2010-11.
- (ii) The society had not been able to utilize the financial resources at their disposal to the extent of 41.79 and 56.13 per cent during the years 2009-10 and 2010-11 respectively.
- (iii) Funds of Rs.10.48 lakh provided for school readiness programme and day care centres and appointment of Care Givers were not utilized. It was stated that funds could not be utilized as the process of appointment of Care Givers and Volunteers was finalized late.
- (iv) Most of the funds remained unutilized due to delayed or no action on the part of the Society which resulted in non-providing of aids, appliances and support services to the CWSN.

CHAPTER 12
TRAINING OF COMMUNITY LEADERS

12.1 Community mobilization is a process of identifying priorities, resource needs and solution by communities and promoting representative participation, good governance and accountability, community ownership and creating community demand for education to ensure universalization of elementary education.

During 2009-10 and 2010-11, the physical and financial targets fixed for imparting of training to Community Leaders were as under:-

(Rupees in lakh)

Year	Targets		Achievements	
	Physical (Numbers)	Financial (Budget provision)	Physical (Numbers)	Financial
2009-10	622	0.37	Nil	Nil
2010-11	997	1.49	Not available	0.93

1. During 2009-10, no training was imparted during the whole year.
2. Physical achievement of targets during the year 2010-11 was not available in the records produced. However, from available records it was noticed that Rs.1.50 lakh against the budget provision of Rs.1.49 lakh were released to all the 20 clusters in equal proportion of Rs.7477.00 each on 31.01.2011. Out of this, Rs.56, 710/- were returned by nineteen clusters on 31.03.2011 as unspent balance. It indicated that targets fixed for 2010-11 were also not achieved. Thus, the very purpose of providing training to the community leaders was not fulfilled. Had the amount for training been released in the beginning or at least during the middle of the academic year, it could have been more fruitful.
3. As per the norms prescribed in the Manual on Financial Management and Procurement, 4 persons in a village plus 2 persons per school preferably women for 2 days in a year, were to be covered for training. The expense was to be limited to Rs.30/- per day per person. In case of Urban Areas where no village exists, three Community Leaders per school were to be covered under the scheme. It was noticed that funds were released to the clusters @ Rs.50/- per day per person for 3 days training against the prescribed norm of Rs.30/- per day per person for 2 days. Thus, an excess amount of Rs.89, 730/- was released to the clusters as worked out below.

<p><i>Margin:</i> <i>Physical target fixed: = 997 persons.</i> <i>Funds Released: (997 x 50 x 3) = Rs.1,49,550/-</i> <i>Funds required to be released =Rs 59,820/-</i> <i>as per norms: (997 x 30 x 2)</i> <i>Amount released in excess: = Rs.89,730</i></p>
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4. The above shows that adequate steps were not taken in regard to capacity building for training of School Management Committees, Cluster Level Education Committees and Village Education Committees.

5. As per information gathered during field visits it was noticed that in most of the cases participation of members of VECs/SMCs in creating awareness amongst parents regarding involvement of children, RTE Act, special attention to girl child and emphasis on special groups like SC, ST, Minorities, child labour, was negligible. Concrete steps need to be taken in regard to capacity building of SMCs, Cluster Level Education Committees and VECs by imparting adequate training to the community.

CHAPTER 13

ALTERNATIVE INNOVATIVE EDUCATION (AIE) CENTRES

The objective of AIE is to enroll out of school children (OOSC) in the age group of 6-14 in the field of elementary education by providing alternative education within their vicinity or bridging gaps through bridge courses.

The following were the budget provisions and actual expenditure for this intervention during 2009-10, 2010-11 and 2011-12 (upto 30th September 2011) respectively:-

(Rupees in lakh)

Sr. No.	Year	Budget Provisions	Expenditure
1.	2009-10	230.02	195.61
2.	2010-11	206.52	195.47
3.	2011-12	270.00	201.05 (upto Sept.2011)

2. It would be seen that the amount provided in the budget was not fully utilized during these years and despite availability of unutilized funds, a large amount continued to be provided without reckoning the capacity to utilize the funds and suggesting projection of inflated demands.

3. Assistance under SSA for additional requirements is provided to the children of (a) Government schools, (b) Local Bodies schools and (c) Government aided schools and aided madrasahs, who fulfill the conditions as laid down in the MFM&P.

There are five Madrasas being run in the U.T., Chandigarh, which did not fulfill the conditions laid down for additional assistance under SSA as these were not recognized by the UT, Chandigarh. These Madrasas were, however, covered under the intervention of AIE during the years 2009-10, 2010-11 and 2011-12 as under:-

(Rupees in lakh)

Year	Budget provision	Expenditure incurred
2009-10	21.51	17.29
2010-11	21.00	20.48
2011-12	Separate details were not available.	

4. The following table shows the position in regard to mainstreaming of OOSC:-

Year	Target children	No. of children actually mainstreamed in next Academic Year	Percentage of achievement
2008-09	5771	3581	62.05
2009-10	7900	6200	78.48
2010-11	7126	6270	87.98

Targets fixed for streamlining of students during the year 2009-10 and 2010-11 were not achieved. Record of students who were mainstreamed or left schools after mainstreaming were not available.

During the year 2011-12, all the targeted OOSC were required to be admitted in regular schools but 856 students of Madrasaas covered under STCs were not admitted in regular schools. Reasons for this were not on record.

The position of out of school children (OOSC) targeted, enrolled and mainstreamed during 2009-10 and 2010-11 was as under:-

Year	Target of Enrolment	Enrolled	Mainstreamed
2009-10	7900	9344	6200
2010-11	6779	7126	6270

During the years 2009-10 and 2010-11 actual enrolment of OOSC was more than the target fixed which shows that identification of OOSC was made after fixing the targets.

Out of 9344 children enrolled during the year 2009-10, 6200 children were mainstreamed. The achievement was only 66 per cent. Due to coming into force of the RTE Act, 2009, all the children enrolled during the year 2010-11 were stated to have been mainstreamed. However, it was noticed that most of the children of AIE centres meant for Madrasaas were not brought under mainstream as the children were not willing for this.

Inflow and outflow of migrant children

The number of migrant children in Chandigarh is very high. To ensure continuity of education of such children SSA encourages identification of Districts/ States where migrant families are located for some time so that education facilities are provided to the children during the period of migration. It would be necessary for sending and receiving Districts and States to collaborate with each other to ensure continuity of education of such children.

Keeping in view the high number of migrant children in Chandigarh, necessary steps need to be taken so as to ensure the continuity of education of such children. This aspect was also stressed upon by the JRM in their Eleventh Report.

IED workshop

A workshop on Inclusive Education was arranged on 5-6 July 2010 on behalf of MHRD. Entire expenditure was incurred by the Society which was later reimbursed by the MHRD. Total expenditure of Rs.6, 80,003/- was incurred on holding the workshop.

MHRD reimbursed Rs. 6,71,903 after deducting an amount of Rs. 8100 spent on Brief Cases, which were inadmissible.

This expenditure had been incurred out of the SSA funds which needed to be recovered/regularized with the approval of the competent authority.

CHAPTER 14

SALIENT FINDINGS OF FIELD VISITS TO SCHOOLS/ CLUSTERS

14.1 The study team visited 27 schools and – 2 Clusters in Chandigarh during November-December 2011 for spot scrutiny of records. Following are the observations:

- (i) In a number of schools, all the Free Text Books were not supplied to all the eligible students.
- (ii) In the following schools play grounds were either not existing or were insufficient keeping in view the strength of students:-
 - (a) GMHS, Mani Majra
 - (b) GPS-I, Mani Majra
 - (c) GMS, Kishangarh
 - (d) GHS, Colony No. 4, Industrial Area Phase-I
 - (e) GPS, Railway Colony
 - (f) GHS, Mauli Colony
 - (g) GPS No. 2, Mani Majra
- (iii) In some schools student strength in the classes ranged from 52 to 71 against required strength of 40 students per Section.
- (iv) In a number of schools display boards were not in existence and where these were in existence, the details of grants received under SSA were not being displayed.
- (v) Uniforms were issued to students of AIE centres during 2009-10 and 2010-11 but their receipt by students/ parents were not got acknowledged.
- (vi) GPS, Railway colony was being run in a building of Railways Department. The building was in a bad shape and was not being maintained properly either by the Railway authorities or by the Society. The height of the boundary wall was less than three feet. Class rooms were very small in size, in which benches for all the students of each section could not be accommodated. Resultantly, students were made to sit on mats instead of benches. Rooms were also insufficient and some of the classes including that of Nursery were being held in verandahs.
- (vii) In GPS, Mauli Colony, there were 39 Sections in classes 1st to 4th and 17 Sections in classes 5th to 8th. Classes from 1st to 4th were held in the morning session and 5th to 8th in the evening session. Against 39 Sections in the morning shift there were only 15 class rooms available in the school. As the number of class rooms was much less

than the number of classes, most of the classes were being held in open verandahs, on roofs and in corridors.

Student strength in the Sections was as under:

Class	Number of students
1 st	55 to 59
2 nd	52 to 61
3 rd	45 to 69
4 th	45 to 60
5 th	39 to 46
6 th	68 to 81
7 th	68 to 70
8 th	69 to 70

The above data would show that number of students in each section was much more than the required number of 40 students per Section.

- (viii) In GPS Badheri, though the entire building of the school had been declared unsafe in September, 2011 yet classes of 3rd B and 5th B were being held in the unsafe building whereas other classes had been shifted to the adjoining Government School.
- (ix) In almost all the High and Sr. Secondary Schools visited by the team it was noticed that TGT teachers appointed under SSA were also allotted classes of Secondary and Senior Secondary.
- (x) VEC/SMC register of meetings and minutes was not being maintained by the schools. In some cases schools had tried to maintain the same but that was not in proper form and according to SSA guidelines. Their role remained limited to Parents Teachers meet and no topic regarding planning and use of SSA funds was ever discussed in the meetings. Composition of the SMCs was not as per instructions contained in the RTE Act.
- (xi) Stock Registers of consumable/non consumable articles were not being maintained separately. No physical verification of stock was ever conducted by any of the schools visited. A list of non-consumable stores was also not being supplied to the Accounts Branch of the Society for inclusion in the Annual Accounts.
- (xii) GSSS Kaimbwala:-
 - (a) Uniforms were distributed to 70 students in 2009-10 and to 75 students in 2010-11. Record of their receipts from the store and further distribution to students was not maintained. Correctness of receipts and distribution of uniforms could not be ascertained.

- (b) Students especially of Special Training Centres were continuing on leave for months together as per Attendance Registers but the reasons for not attending the school were never investigated by school teachers/special training teachers. Efforts made to contact such absentees were also not on record of the above school.
- (c) Fine for absence was imposed on students and was being deposited in the Government Treasury as per entries in the attendance registers. Students were generally shown on leave without any leave application to avoid marking their absence in the attendance register and avoid striking their names from class. This needs to be reviewed in view of the RTE Act.
- (xiii) Cash Books were not being written and closed daily as required under the SSA guidelines. Double column cash books were being used but entries therein were not being made separately for cash and bank transactions due to lack of knowledge/training in maintenance of books of account on double entry system.
- (xiv) The Management Cost was within the prescribed norms of six per cent of the total expenditure as indicated below:-

(Rupees in lakh)

Year	Total Expenditure	Management Cost	Percentage
2009-10	2063.43	94.51	4.58
2010-11	2681.53	100.30	3.74

CHAPTER 15
INTERNAL AUDIT

- 15.1** Internal Audit System was in place but was inadequate in the following respects:-
- (i) No guidelines were laid down to be followed by the Auditors while conducting Internal Audit.
 - (ii) Percentage of check and the procedure to be followed while reporting irregularities was not laid down.
 - (iii) Internal Auditors were not checking the receipt, issue and consumption of consumable and non-consumable items issued from the central store. Accounts records maintained in the Central Store were also not being checked.
 - (iv) Internal Audit of Clusters and Schools was conducted but expenditure being incurred at headquarters of the Society and accounts records related thereto were not being checked by the Internal Audit.
 - (v) The wing was neither adequately staffed nor geared to provide effective oversight service.
 - (vi) The report of the internal audit was not being placed before the Executive Committee.

CHAPTER 16
RESEARCH AND EVALUATION

16.1 Rs.0.75 lakh was approved for undertaking two research studies during the year 2009-10 as noted below:-

- (i) Achievement survey of Class VI- Rs.0.50 lakh
- (ii) Study on students time on task (completion of study in hand)- Rs.0.25 lakh
- (a) None of these studies were undertaken during the year 2009-10
- (b)** A provision of Rs.1.59 lakh was made for the financial year 2010-11 in the Annual Budget for the following Research and Studies:-

- (i) Achievement survey of class VI
- (ii) Completion of two studies in hand i.e. Study on impact of In-service Teachers Training and Time on Task and Student Instructional Time.

An expenditure of Rs.0.96 lakh was booked against the budget provision of Rs.1.59 lakh on these studies.

Amount of Rs.16,080/- (as at Sr.No.3) was diverted for purpose other than that for which the funds were allotted and funds of Rs.0.63 lakh (Rs.1.59 lakh minus Rs.0.96 lakh) remained unutilized.

The follow up action taken by society on the above study reports was not made available to the study team.

CHAPTER 17

MISCELLANEOUS POINTS OF INTEREST

17.1 Revision of pay structure

Pay structure of employees appointed by the Society on contract basis on consolidated salary was revised w.e.f. 01.04.2010 vide office order no. SSA/EA/2010/13881-83 dated 26.08.2010 after obtaining the approval of the Executive Committee of the SSA, UT, Chandigarh and the PAB. Revision of pay structure was based on the circular letter issued by the Department of Personnel, Chandigarh Administration vide no. 28/54-IH(s)-2009/14760 dated 30.07.2009. Posts existing in the U.T. Administration and SSA with same nomenclature were given the same consolidated salary. However, pay of the following posts which were not existing in the U.T. Administration was also revised:-

Sr. No.	Post existing in the society	No. of posts sanctioned	Post equated with	Existing Salary	Pay allowed w.e.f. 01.04.2010
1	Mission Coordinator	1	Not mentioned	Rs.12000/- or Last pay drawn less pension (whichever is less)	Rs.22,000/-
2	Assistant Project Coordinator/ Pedagogy Coordinator	5+2	Lecturer	Rs.10,000/-	Rs.17,800/-
3	Cluster Resources Coordinator	20	TGT	Rs.9500/-	Rs.17,600/-
4	Resource Teacher	23	JBT	Rs.8000/-	Rs.14,000/-

The above posts were required to be equated after considering their method of recruitment, qualifications, duties and responsibilities etc. However, the basis on which the posts existing in the Society were equated with those existing in the U.T. Administration was not on record.

17.2 Hiring of Taxi

Quotations were called for from various firms for hiring of taxi for local use by the officers/officials of the SSA Society on the following terms and conditions:-

1. Running limit 2000 kms per month.
2. Duty timing 8.00 AM to 6.00 PM
3. No daily running limit.
4. Night charges for outstation (if required).

5. Per km charges beyond 2000 kms.

On the basis of quotations 'Parth Tour & Travels' was considered for awarding contract for one year from 1st June 2008. A scrutiny of the case file revealed that while comparing rates the terms and conditions mentioned in the letter were not adhered to. This firm had quoted an extra rate of Rs.30/- per km and in case the rate of fuel is increased, the hiring charges will also be increased with immediate effect. Others had quoted rates in accordance with the terms and conditions. The rates were not in accordance with the terms and conditions and so how a comparison could be made under these circumstances is not apparent.

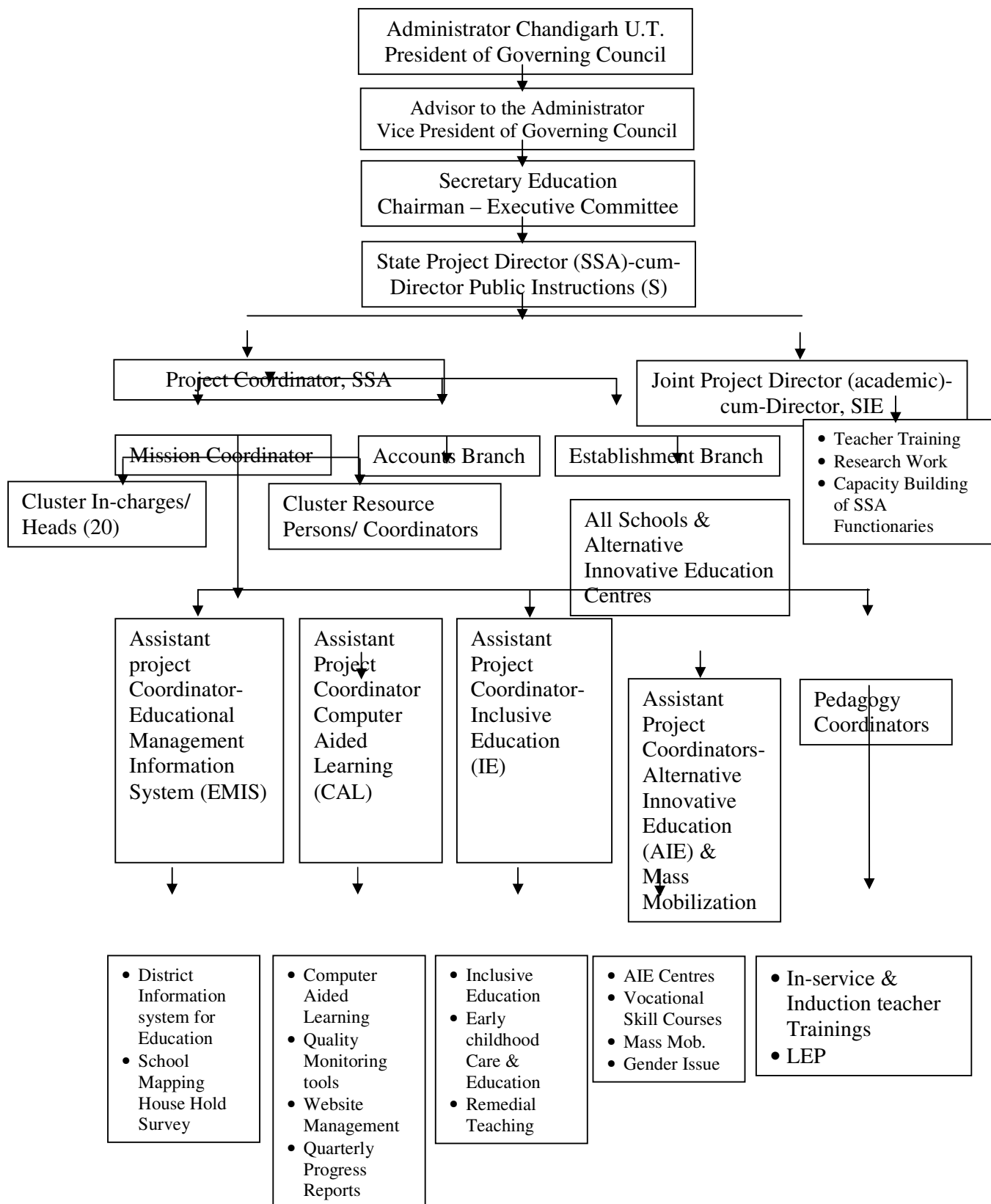
Hiring charges of Rs.2,06,236/- were paid for the period from 01.06.2008 to 02.06.2009. The claim of Rs.15,065/- for May 2009 (Bill No. 98 dated 31.08.2009) paid vide voucher no. 250 of 08.10.2009 was checked and the following deficiencies were noticed:-

1. The registration number of the vehicle used as taxi was not recorded on the bill or other connected papers.
2. The purpose of journey was not found recorded on the bill/ documents preferred for payment.
3. The name of office visited was not mentioned in almost all the cases except a few.
4. Time of journey was not written in maximum number of cases.
5. Detail of extra hours claimed and paid for were not given on the bill.

The manner in which the authorities had ensured the genuineness of the claim and that the journeys performed were for official purpose only, was not clear.

17.3 The PAB had observed that the progress of civil works was slow and U.T. officials were advised to undertake a monthly review of the progress of civil works with a target oriented approach and emphasized on the need for a civil work coordinator. It has been noticed from the progress report of civil works that progress was still slow and there was no coordinator to speed up the progress of civil works.

Annexure I
Management Structure of Sarva Shiksha Abhiyan in UT Chandigarh



Annexure II

List of schools/ clusters of Chandigarh checked

Sr. No.	Cluster No.	Name of Cluster	Name of School
1	1	GMSSS-8	GMSSS-8B
2	5	GMSSS-MCM	GHS Mauli colony (R)
3			GPS Railway Colony (R)
4			GPS-2 Mani Majra (R)
5	6	GMSSS-20	GMSSS-20-D
6	7	GGSSS-20B	GHS, Daria (R)
7	9	GMSSS-23	GMSSS-23-A
8			GGSSS-23
9			GMMS-23-D
10	12	GMSSS-35	GMSSS-35
11			GHS-35-D
12			GMHS-34
13	13	GMSSS-37-B	GSSS-37-C
14			GMHS-37-B
15			GHS-38-B
16	15	GMSSS-40	GMS, Maloya Colony (R)
17			GMMS, Palsora village (R)
18	17	GMSSS-46	GMS-46-D
19			GHS-30-A
20	18	GMSSS-Karsan	GHS-Karsan (R)
21	19	GMSSS-44	GPS-41 Badheri (R)
22	20	GSSS-MMT	GMHS-Mani Majra (R)
23			GMS, Indra Colony (R)
24			GPS No. 1, Mani Majra (R)
25			GMS, Kishangarh (R)
Clusters checked			
1	9	GMSSS-23	
2	12	GMSSS-35	

Annexure IV

Statement showing assets/ non-consumable items not depicted in Balance Sheet

Sr. No.	Name of school	Year of purchase	Name of items	Quantity	Amount (Rs.)
1	GMS, Maloya Colony	2009-10	Wooden Cabinet	1	5000.00
2	GHS - 35-D	2009-10	Board	2	5700.00
3	GMSSS – 35	2009-10	Cabinet	2	5000.00
		2010-11	Notice Board Racks	12 4	7000.00 12000.00
4	GMSSS-28B	2010-11	Computer tables	3	4170.00
			Board	2	4484.00
			Casio	1	7895.00
			Dholak etc.	1	4662.00
			Harmonium	1	5500.00
5	GHS-30A	2009-10	Green Board	2	4992.00
		2010-11	Green Board	3	8100.00
6	GMSSS-20D	2009-10	Display Board	1	1400.00
		2010-11	Writing Board (Green)	2	7000.00
		2010-11	Projector (overhead)	1	4440.00
7	GSSS-37-C	2009-10	Iron Racks	5	5200.00
			Board	1	2600.00
		2010-11	Board	2	7312.00
			Projector & Accessories	1	7220.00
			Curtains		
			Podium with Splitter etc.	24	5780.00
8	GHS-38-B	2009-10	Almirah-cum-Multi Rack	1	12000.00
2010-11	Writing Board (Green)	2	4998.00		
9	GMHS-37-C	2010-11	Podium	1	9100.00
			Curtain Cloth	-	5900.00
10	GMHS-34-C	2009-10	Racks	2	3375.00
			Notice Board	5	2615.00
			Maps	3	3617.00
		2010-11	Green Board	3	10800.00
11	GMSSS-23-A	2009-10	Steel cupboard	4	8681.00
			Green Boards	1	3319.00
		2010-11	Display Boards	8	12000.00
			Green Board	1	3375.00
12	GMMS-23-D	2010-11	Digital Podium and VGA Splitter	1	21787.00
13	GMS-46-D	2009-10	Iron Petti	1	2812.00
		2010-11	Projector Screen & Ceiling kit etc.	1	8086.00
			Curtain Cloth	15	4875.00
			Digital Podium	1	20738.00
14	GHS, Karsan	2009-10	Steel Racks	2	6750.00
			Digital Podium	1	14500.00
		2010-11	Project Accessories (Multimedia)		12000.00
			Steel Racks (Students)	1	8500.00
				Total	3,17,070

Annexure V

**Statement showing interest income not incorporated in the Annual Accounts
for 2009-10 and 2010-11**

Sr. No.	Name of School	2009-10		2010-11	
		Date	Amount (Rs)	Date	Amount (Rs.)
1	GSSS, Kaimbwala	08.04.10	1273	01.04.11	3216
2	GHS, Colony No.4, IA-I, Chandigarh	01.04.10	901	01.04.11	1678
3	GMSSS-8B	01.04.10	1387	01.04.11	2370
4	GHS-30A	01.04.10	101	01.04.11	460
5	GMSSS-20D	01.04.10	168	01.04.11	387
6	GSSS-37C	01.04.10	463	01.04.11	2998
7	GHS-38B	01.04.10	517	01.04.11	782
8	GMHS-37C	01.04.10	413	01.04.11	571
9	GHSSS-35D	01.04.10	777	01.04.11	686
10	GMHS-34C	01.04.10	748	01.04.11	385
11	GMSSS-23A	01.04.10	736	01.04.11	744
12	GMMS-23D	01.04.10	307	01.04.11	1474
13	GHS, Mauli Colony	01.04.10	2350	01.04.11	4381
14	GPS, Badheri	01.04.10	21	01.04.11	21
15	GMS, Maloya Colony	01.04.10	901	01.04.11	1873
16	GMMS, Palsora	01.04.10	287	01.04.11	147
17	GHS-35D	01.04.10	442	01.04.11	707
18	GMSSS-35 (Cluster)	01.04.10	3504	01.04.11	4761
	Total		15296		27641