

STUDY

ON

**MONITORING THE FINANCIAL
ASPECTS RELATING TO SARVA
SHIKSHA ABHIYAN IN BIHAR**

SPONSORED BY

**MINISTRY OF HUMAN RESOURCE DEVELOPMENT
(DEPARTMENT OF ELEMENTARY EDUCATION AND LITERACY)
GOVERNMENT OF INDIA**

**INSTITUTE OF PUBLIC AUDITORS OF INDIA
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Monitoring of Sarva Shiksha Abhiyan in the State of Bihar by the Institute of Public Auditors of India (IPAI)

1. Introduction

Government of India, Ministry of Human Resources Development, Department of Elementary Education and Literacy engaged the services of the institute of Public Auditors of India, New Delhi to undertake a study on monitoring of financial aspects, specially the utilization of funds released to the state implementation society, district societies and schools under Sarva Shiksha Abhiyan (SSA) in Bihar. Accordingly the institute had taken up the study selecting Muzaffarpur District for local visits and analysis. The study team reviewed the process of implementation of SSA programme and its financial aspects in terms of the norms laid down in the scheme.

1.2 Scope of study

Two teams consisting of two members each were constituted to review the scheme in the state in general and Muzaffarpur district in particular with special focus on 50 schools in two blocks i.e. Kurhani (26 schools) and Kanti (24 schools). All eight schools under Chhajan West Gram Panchayat in Kurhani block were covered during local visits. Out of total schools visited, eight schools were located in scheduled caste habitation and one school was located in thickly minority populated community. The names of schools visited locally by the team members are listed in Annexure-I. During visit, the team interacted with the students/ parents/ members of village Shiksha Samiti and Mukhias of the Gram Panchayat wherever they were available. The accounts for the year 2002-03 and 2003-04 were examined in the district headquarter

and schools. The accounts of the Directorate, which were not yet audited, were also seen.

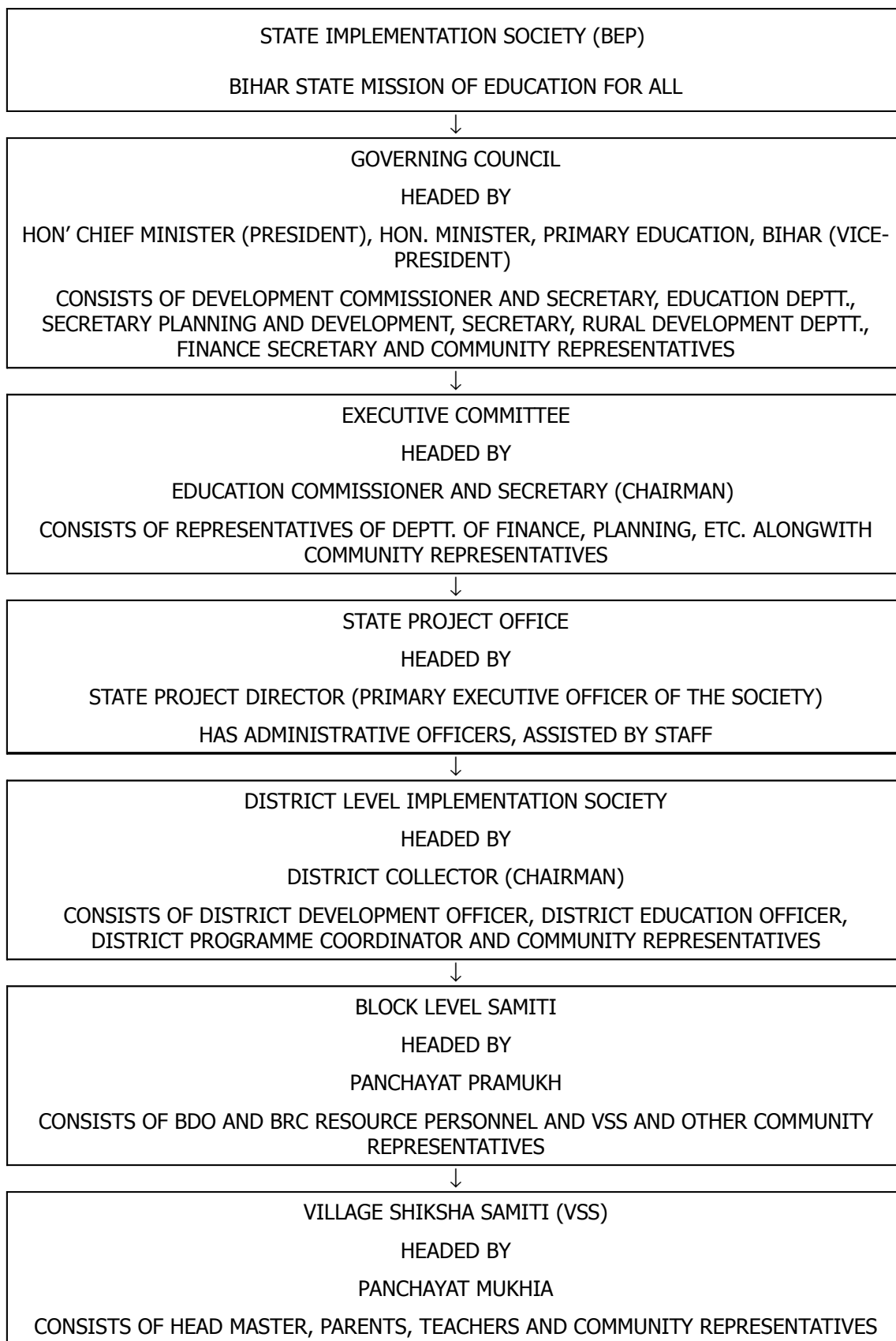
1.3 Organizational set up and its activity under SSA

SSA, a centrally sponsored scheme was launched in the state in 2001-02. There is no separate State level organization for the implementation of the scheme. The Bihar Shiksha Pariyojna (BEP), which was a registered society under the Society Registration Act, was entrusted to take-up the work of SSA also. According to the norms of the scheme, State level committee - the Governing Council is headed by the Chief Minister of the State. The Executive Committee is headed by the Education Commissioner instead of the Chief Secretary of the State. Recently a Government notification was issued (September/ October 2004) under which the Chief Secretary will be the Chairman of the Executive Committee. The Governing Council meets once in a year and the Executive Committee is to meet quarterly. The Executive Committee assisted by State Project Directorate keeps a watch on the working of SSA in the State. Similarly the District Coordination Committee is headed by the District Magistrate and is assisted by the District Project Coordinator, which works under the direction and control of State Project Directorate.

During the year 2002-03 and 2003-04 the Executive Committee at state level met 3 times during each financial year to review the scheme.

The organizational chart showing flow of authority from state mission to school level for implementation of the scheme is indicated in the following chart:

ORGANISATIONAL CHART



The following officers held charge of the post of state project Director since inception of the scheme in the State:

Name		Period	Remarks
1.	Shri Chaitanya Prasad IAS	9.9.2000 to 23.1.01	
2.	Shri S.K. Negi, IAS	23.1.01 to 23.1.04	
3.	Shri Chaitanya Prasad, IAS	23.1.04 to 4.7.04	He held additional charge of DRDA during this period and DM of Madhepura.
4.	Vacant	4.7.04 to 19.7.04	
5.	Shri Santosh Mathew	20.7.04 to 17.12.04	Additional charge of Education Commissioner
6.	Shri A.K. Sinha	18.12.04 to date	

Assignment of additional charge in addition to the charge of the State Project Director (SPD) and frequent change of incumbent naturally created hurdles in the effective implementation of the scheme. The SPD reviews the implementation programme through the officers and staff of BEP with the help of the Administrative officers of the Education Department.

1.4 Demographic Data

The demographic data and education profile of the state and Muzaffarpur district is given below:

Particulars	Bihar			Muzaffarpur	
		SC/ST (in lakhs)	General (in lakhs)	SC/ST (in lakhs)	General (in lakhs)
1. Area	94163 sq. KM			3172 sq. KM	
2. Population	Male	74.58	364.46	3.07	16.34
	Female	68.57	334.95	2.83	15.19
	Total		842.56	Total	37.43
3. Blocks		533		16	
4. Gram Panchayats		8561		387	
5. Villages		45103		1833	

Particulars	Bihar			Muzaffarpur	
	6. Literacy rate	M	60.32		60.19
	F	33.57		35.02	
7. No. of Primary & Upper primary schools	Primary	40030		2227	
	Upper primary with High school	15219		563	
8. Total no. of Teachers		135658		6599	
9. Total number of teachers under SSA.		Nil		Nil	

Source: Census report 2001 and District reports.

1.5 SSA – an extension of the on going state scheme

SSA guidelines as well as the sanction order issued by the Government of India stipulated that the State Government would maintain their level of investment in elementary education as in 1999-2000. During 2002-03 and 2003-04 the expenditure on SSA would be shared in the ratio of 75:25 between the central and state Government subject to certain conditions which includes the following:

- (i) After approval of Annual work Plan by the Project Advisory Board, the central share will be released in two equal instalments (April and September) in each year.
- (ii) The matching contribution (25%) of the state share will be released within 30 days from the receipt of central share.
- (iii) The second instalment would only be released after the substantial progress as far as expenditure is concerned.
- (iv) The State Govt. shall continue to maintain level of expenditure on the elementary education as in 1999-2000.

The budget allocation for 1999-2000 shows the allocation on

elementary education for the entire area of Bihar and Jharkhand. In October 2000, a separate state of Jharkhand was carved out. As such the comparison of level of investment in elementary education with the level of investment in 1999-2000/ 2000-01 is not possible. However, the level of budget allocation and expenditure there after from 2001-02 to 2003-04 is given below:

(Rs. in crore)

Year	Budget		Actual as per Finance Accounts	
	Plan	Non-plan	Plan	Non-plan
20001-02	11.68	1581.24	1.73	1473.41
2002-03	Nil	1546.14	Nil	1548.86
2003-04	25.71	2027.12	NA	NA

2. Management of funds and accounts

2.1 Preparation of Annual work plan

The work plan is prepared by the district authorities on the basis of their estimated requirement and existing availability of infrastructure in the districts. For planning to be need based, it is important that broad norms for improving school facilities are shared with habitation level planning.

During local visit it was revealed that in the preparation of annual plan neither the Village Shiksha Samiti were involved nor were their plans called for. The annual work plan for 2002-03 for Muzaffarpur district prepared by District level officer was for Rs.273.73 lakhs whereas it was sanctioned for Rs.825 lakhs. Similarly during 2003-04 AWP was prepared for Rs.808.10 lakhs whereas it was sanctioned for Rs.2314.70 lakhs. After sanction the intimation in respect of increased amount was sent by State level officer to District level

officer. On scrutiny of Approved AWP and proposed plan, it was noticed that reason for huge difference was non-incorporation of cost on free text books/ salary of Teachers/ Civil works, etc. by the District.

2.2 Flow of fund

According to the norms of SSA the entire fund received as central share and state share was to be transferred to District and school level so that the expenditure on the items approved may be incurred in time. It was seen from the records made available that substantial amount of fund was kept at headquarter level and the amount released to District head quarter was in piecemeal which in turn created problems in distribution of fund to schools. In Muzaffarpur district a sum of Rs.74.64 lakhs was released by the state Headquarter at the fag end of 2002-03, which was received in the district on 27th March 2003 and as such the entire amount was kept in the bank. During 2003-04, a sum of Rs.853.10 lakhs was released in eight instalments beginning from August 2003 to March 2004.

2.3 Funding Profile

(Rs. in lakhss)

Year	Approved Annual Outlay	Released by			Expenditure	Balance
		Centre	State	Total		
2001-02	6705	2850	537.81	3387.81	866.72	2521.09
2002-03	28,270.15	7914.97	2849	10763.97	1292.04	9471.93
2003-04	76476.07	19448.77	6492	25940.77	25471.23	469.54
Total						12462.56

From the above it is observed that in each year there were huge

amounts lying unspent in account of the society, which indicates that the outlay was on higher side. It was also observed:

- (i) That a sum of Rs.100 lakhs was transferred from Canara Bank at Patna to State Bank of Bikaner and Jaipur on 31st March 2003 without any valid reason. It was stated by the Accounts Officer that transfer of fund was made by the order of the State Project Director. The amount is still lying in the bank without any transaction
- (ii) The details of closing balance as on 31st March 2003 and 31st March 2004 are as under:

Closing balance as on	31 st March 2003	8353.13 lakhs
Closing balance as on	31 st March 2004	9390.20 lakhs

2.4 Delay in Flow of funds

Table below shows the extent of delay in release of funds by Centre/ State of their respective share:

(Rs. in lakhs)

Central Share			State Share			Delays	
Date of sanction	Amount	Date of receipt by SPD	Date of sanction	Amount	Date of release	A to B	A to C
A		B	C		D	Sanction/ receipt	Centre to State Sanction
23.7.02	86.77	4.10.02				2 m 12 days	
3.1.03	7828.20	31.1.03	31.3.03	2849.78	31.3.03	28 days	2 m 28 days
2003-04							
17.7.03	19448.77	19.9.03	14.2.04	6482.93	14.2.04	2 months	6 m 28 days

From the above table it is apparent that:

- (i) Funds were not released in April and September as envisaged in the frame work.
- (ii) In 2003-04 there was a delay of two months in the actual receipt of funds by the SIS from date of sanction.
- (iii) There was delay of two months to seven months in the sanction of state share after the sanction of Central share. State share was not released within 30 days.
- (iv) The second instalment of central share could not be released for the year 2002-03 and 2003-04 due to non-submission of satisfactory progress of expenditure.

2.5 Opening of separate Bank account for SSA

As per terms of the sanction order, the state implementation society should keep the amounts received under a separate Bank Account. Contrary to the provisions, the amount of central share was kept in Canara Bank A/c No.5608 and amount of state share was kept in Punjab National Bank Patna A/c No. SB 14258. Similarly no separate account for SSA fund was opened by any VSS. The bank account of VSS was mixed with SSA fund, DPEP Fund and Vikas Fund.

2.6 Fund flow from Government to schools

A Statement showing the details of release of funds by the Government of India and Government of Bihar for the year 2002-03 and 2003-04 to the SIS and their subsequent release to districts/ schools in given below:

Fund flow chart, SSA Bihar for 2002-03 and 2003-04

(Rs. in lakhs)

Date of submission of AWP and Budget	Date of Approval by PAB	Date of sanction	Government of India share		Government of Bihar Share		Release of fund to districts	Amount	Release of fund to schools in Muzaffarpur Distt.	Amount
			Date of release	Amount	Date of release	Amount	Date of release		Date of release	
3rd week of July 02	31.10.02	3.1.03	31.1.03	7828.20	31.3.03	2849.78	22.2.03	4244.42	Nil	Nil
3rd week of April 03	23.6.03	17.7.03	19.9.03	19448.77	14.2.04	6482.93	9.8.03	3974.46	29.9.03 to 13.3.04	834.73
							8.10.03	14445.26		
							28.2.04	5221.52		
							Text books	1913.43		

- (i) From the above table it is noticed (i) that in none of the year the SIS submitted the AWPB in March as prescribed. There was a delay of more than 1 to 3 months.
- (ii) The SIS did not release the funds to districts within 15 days as stipulated in the norms. In 2003-04 the Central/ State share was received in one instalment but the SIS released funds to district in three instalments.
- (iii) As against the total receipt of Rs.10677.98 lakhs as Central and State share during 2002-03, SIS released Rs.4244.42 lakhs only at the fag end of the year in February 2003, which hampered the implementation of the scheme.

3.1 Budget and Actuals

The table below shows the approved outlay for each activity and expenditure incurred against it for the year 2003-04 for the state of Bihar and the district of Muzaffarpur:

For the State as reported by SPD

(Rs. in lakhs)

Item	Budget	Actual
Salary of Teachers	18700.24	Nil
Free Text Books	4726.25	2017.53
Building less school	5484	1461.71
Additional class room	18874.91	9501.69
BRC	1230.80	215.48
CRC	854.80	327.74
Toilets	1825.31	870.11
Drinking water	458.34	219.51
Maintenance and repair	2337	2129.20
Electrification	190	Nil
TLE	4879	3418.69
EGS	2578.98	Nil
School Grant	690.40	584.35
Teachers grant	946.97	502.6
Training	3104.30	453.42
VEC Training	9871	59.4
Research	773.49	Nil
Girls education	445	Nil
ECCE	500	138.03
SC/ ST intervention	370	Nil
Computer	667.72	Nil
IED for disabled	1262.75	4.41
State headquarter	299.25	Nil
Management cost	1671.87	Nil
Other Expenditure	3506.51	1243.13
Total	76476.60	25471.23

Budget and actual including spill over

Muzaffarpur district for 2003-04
(as reported by District Level Officer)

(Rs. in lakhs)

Item	Budget	Actual
Salary of Teachers	766.88	Nil
Free text books	184.35	61.81
Civil works	693.90	Nil
Electrification	95.12	Nil
Repair & Maintenance	129.50	121.80
TLE	121	121
School Grant	47.56	47.52
TLM	24.07	21.53
Training	87.03	Nil
IED for disabled	2.40	Nil
Research	39.06	1.21
Managment cost	36.32	0.02
Girls Education	15	11.97
ECCE	15	13.21
SC/ ST intervention	5	Nil
Computer	30	Nil
Bridge course Residential	10	Nil
Remedial coaching	5	Nil
Back to school	7.50	7.44
Total	2314.69	407.51

Figures reported by DLO were apparently modified by SPD while consolidating the figures for the State as a whole.

From the table it is clear that total expenditure during the year was Rs.25471.23 lakhs out of which Rs.17629.24 lakhs (69% of the total expenditure) was incurred during the last quarter of the year. As the state share/ central share could not be released in time, maximum fund is transferred to the district authority at the fag end of the year. In Muzaffarpur District a sum of Rs.219.74 lakhs was released by the state mission on 3rd

March 2004. It was also observed that no expenditure on the following components was incurred in the State as per the report of SPD:

(Rs. in lakhs)

Component	Approved plan
Salary	18700.24
Girls education	445
SC/ST Intervention	370
Electrification	190
Computer	667.72
Research	773.49

Similarly the pace of expenditure was poor (less than 50 per cent) on the following items of the plan:

- Civil works
- Training of teachers
- IED for disabled
- ECCE

3.2 Instances were noticed that the expenditure figures reported for the year ending 31st March 2004 do not tally with the total of expenditure figure reported on 31st December 2003 plus the expenditure figure reported in the last quarter of the year. The table below leads to this conclusion:

(Rs. in lakhs)

	Reported Expenditure from 1.4.03 to 31.12.03	Expenditure during 1.1.04 to 31.3.04	Total	Reported Expenditure for the year 2003-04
Expenditure on Civil Works	4630.72	10249.41	14880.13	13263.73
Total Expenditure under SSA	10,067.44	17,629.94	27,697.38	25471.23

No ledgers were maintained to monitor flow of fund to each district

and watch the receipt of corresponding utilization certificates. As a result utilization certificates received from the districts are not properly scrutinized and posted in the electronic database.

In nutshell the maintenance of accounts is highly unsatisfactory warranting urgent attention to streamline the system. It is considered necessary to post trained staff on a long-term basis to manage the accounts.

Total No. of staff engaged in the State headquarter is 45. They are engaged in DPEP and SSA work simultaneously. At present the accounts section at Headquarter is manned by one Accounts Officer and two Accountants. In District Headquarter's, Accounts Section is manned by one Accountant. It appears to be inadequate. However, the maintenance of accounts at district Head quarter was found to be satisfactory. In BRCs and CRCs no fund was transferred, as such they do not have any accounts to maintain.

3.3 Reconciliation of Accounts

Accounts of SSA are kept in two Banks; one in Canara Bank and another in Punjab National Bank. The fund received from Centre is kept in Canara Bank, while the state share is kept at Punjab National Bank. Reconciliation of bank accounts with that of accounts kept in SSA office is not done. Whenever team members requisitioned for the bank reconciliation statement, bank statement were obtained from the banks and produced to the team members. Reconciliation statements as such were never shown to the team members.

However, in district head quarter the reconciliation was found to be

satisfactory.

In BRC no fund was transferred so no reconciliation was required. The concept of reconciliation of accounts with Bank is not understood by the Head Masters of the schools, as they are not maintaining cash books.

3.4 Non-maintenance of advances registers

Registers of advances are not maintained by the State Level Officer and District Level Officer. Due to non-maintenance of advance registers some of advances made may remain outstanding for a longer period without detection. Registers of Advances should therefore, be opened and all the advances made earlier and not adjusted so far, may be entered in that Register. As stated by the Account Officer (Headquarter) the following advances are outstanding as on:

31st March 2003 - Rs.3095.22 lakhs

31st March 2004 - Rs.18588.98 lakhs

These outstanding advances are due to non-receipt of utilisation certificate from the District office. Amount has gone upto five times, which shows that monitoring of programme needs urgent senior level attention.

3.5 Finalization of accounts

The account for the financial year 2003-04 has been finalised only in January 2005 by the Chartered Accountant.

Lack of sufficient staff to maintain the accounts appears to be the reason for the delay in finalisation of accounts.

3.6 Internal Audit and Internal Control

Internal audit is not in existence either in the State or in the district

offices. No efforts have been made to introduce the system.

4 Miscellaneous

4.1 Release of teachers grant at the rate of Rs.500 per teacher

Teachers grant under SSA scheme is an incentive to teachers. Teaching materials are to be prepared by the teacher for the display in the class rooms/ office. It was noticed that during 2002-2003 teachers grant was not released in the Muzaffarpur district. However, a sum of Rs.21.53 lakhs was released in 2003-04 @ Rs.2,500 to each Basic school, Middle school, Sanskrit school and Madarsa; @ Rs.1,500 to each High school and @ Rs.1,000 to each primary school.

The grant was released to the school and not to teachers. It was not credited in the teachers account. It was instructed by the District level officer that 70% of the grant might be utilised on the purchase of teaching materials i.e. Globe, Musical set ABC letter packet etc and 30% on the purchase of Card board, gums and paints. The approximate item rate of materials to be purchased from 70% grant was communicated to school by DLO. It was seen that the same material is purchased at different rates. In one case the magnetic slate whose approximate cost was Rs.100 was purchased at Rs.350. In course of local visits to schools it was noticed that in no school materials prepared by teachers from 30% of the grant were taken into stock account. Year of grant or names of the teacher were not mentioned on the materials.

4.2 Release of repair and maintenance grant

It was seen that repair and maintenance grant was released to 2436

schools (Middle school-390, Primary school-2041 and welfare Middle school-meant for SC/ ST-5) @ Rs.5,000 without assessing their individual requirement. Schools having different number of rooms have received the same amount. In some cases where the number of rooms was more than two, the repair grant was insufficient and in other cases where the number of rooms were less, it was in excess of their requirement For example Primary school Sermuspur Dhamoule (Ramnath west panchayat) has very old building. Students are sitting in the field (under open sky) but the school was granted the same amount.

It is suggested that R & M grant may be given to schools after assessing the specific requirements so that the repair grant may bear some equitable relation to the specific needs of the schools.

5. Teachers in primary and upper primary schools

5.1 Appointment of teachers

The ratio as per norms of teacher and student under the scheme is 1:40 Accordingly after assessment of requirement of teachers the state Government sanctioned 71092 posts during 2003 for which the advertisement was published in 2003. Due to change of criterion i.e. appointment of teachers without training, the Hon'ble High Court stayed the process of recruitment. The State Government appealed in the apex court where the case is pending. Similarly, appointment of Para teachers during 2004 also did not materialize due to stay order by the court. The appointment of teachers has not taken place since 1998.

In test checked schools shortages of teachers were as under:

No of Teachers required at one for one class	No of Teachers required as per SSA norms (one for every 40 students)	No of Teachers in position	Shortage of Teachers as per class	Shortage of Teachers as per SSA norms
283	360	192	91	168

6. SCERT

As per National Education Policy, the syllabus for schools should be reviewed at every four years interval by the experts of SCERT. On enquiry it was gathered that no review was conducted after the year 1988 by the SCERT. However, the syllabus for Primary and upper Primary schools was revised by the Education Department several times but was not approved by SCERT. The revised text books were approved by the Director, Primary

Education of the Education Department. In course of revision of books, only one or two personnel were requisitioned from SCERT by the Department.

7. Training to the members of Village Shiksha Samiti (VSS)

As per SSA norms two days training should be given to all members of VSS annually so that local level participation in the programme may be ensured. In Muzaffarpur district out of 19488 VSS members, training was given to none of them. As a result of non-involvement of the members of VSS they did not have any interest in the implementation of the programme. During local visits to the schools it was, however, found that only secretaries of VSS were taking interest in the development of the schools.

8. Out of school strategies

8.1 EGS and remedial teachings

In Muzaffarpur district DPEP programme was already undertaken prior to adopting SSA programme in the district. The EGS programme was being run under DPEP. As such under this programme no EGS centre was being run.

House to house census carried out each year as per individual schools records indicated sizable percentage of drop out children in the age group 6-14 years. However, local teachers explained that difference in numbers of children as per survey register and the numbers of children admitted in the school occurred due to some of the children having taken admission in local missionary schools/private schools. But they did not maintain any record of such migration of children showing the details of institutions where they were

now pursuing their studies.

The team members tried to contact some of the parents of such children. They explained that in Missionary school/ private schools the quality of education was better. Teachers pay proper attention to individual students. Discipline in those schools was also better as well as their teachers are regular and punctual in attending school. They try to inculcate all round development of the individual child. The details of dropped out children of the higher classes (Class II to VIII) are not reported to any authority. The team members found in primary school, Thumha Musharin in Turki panchyat that 4 children who passed Class-V of that school did not take admission in Class-VI in any school though their age was below 14 Years. These drop outs were not reported to any authority. Similarly one case was noticed in Fakuli under Fakuli Panchayat.

8.2 Urban deprived children

In the framework for the implementation of SSA, several schemes were discussed to cover this identified group. But no effective steps were taken to tackle the problems of minor children among poor families who are engaged as labourer in work shops, helpers in automobile repair shops and building construction, etc. No co-ordination with local bodies, departments like labours, social welfare and district administration has so far been established for taking concrete steps to tackle their problems. The state project Directorate office, however, stated that necessary action is being taken.

8.3 Mahila Samukhya

As stated by district authorities, no centre was opened to start a bridge

course for 12 years age group of girls. As such the girls of age group of 12 years belonging to weaker sections stood deprived of the facility.

8.4 Early childcare and education

In some of the panchayats where Angan Badi was functioning, early childcare and education centres were not opened (Chhajan Panchayat). In some of the villages 133 centres were reported to be running in Muzaffarpur District. The team members visited two centers during its visit to Primary School Madhuban. The centres were closed but it was gathered from the local people that few children were admitted in the centre. These were not functioning properly and not opened regularly.

8.5 Alternative and innovative Education

Bridge courses, remedial courses, 'back to school' camps with a focus on main streaming 'out of school' children into regular schools were contemplated under the programme of alternative and innovative education (AIE). In Muzaffarpur district a sum of Rs.7,49,515 was spent on this programme for 'back to school' camps. Most of the Mukhias of the district numbering 389 were provided fund @ Rs.2,200 each to organize 'back to school' camps. The team members in course of their visits to 50 schools of Kurhani and Kanti Blocks noticed that only a few mukhias organised such camps with the help of Shiksha Mitras engaged in the schools of that panchayat. In the camps they provided copy, pencils and toffees to the children attending the camps. It was, however, observed that the result of such camps was not positive and encouraging. Negligible numbers of children got admission in regular schools. In Fakuli panchayat (Kurhani) a camp under

'back to school' programme was organised by the Mukhia with the help of siksha mitras from 20th July to 29th July 2004. 28 children attended the camp. But out of 28 children only 3 children got enrolled in regular school. It was also noticed that some of the mukhias organized 4 camps in different localities of the panchayat whereas some of them organized only one camp in the entire panchayat. By organizing one camp at a place in the entire panchayat, the purpose of organising the camp cannot be fulfilled, as small children cannot be expected to attend the camp after walking long distances of 2 to 3 kms.

It is felt that if the work of 'back to school' camps, bridge courses etc would have been entrusted to some N.G.O. the goal of mainstreaming 'out of school' children into regular school would have been achieved in a better way. Mukhias are also generally engaged in local politics. They have no time to devote in such social functions. The team members also enquired about the completion certificates regarding organization of camp received from the panchayats. It was stated by the District Level Officer that only 4 completion certificates were received from the panchayats till July 2004.

8.7 Education of children with special needs

The thrust of SSA is on providing integrated and inclusive education to all children with special needs in general schools. As gathered by team members with school teachers and Mukhiyas of the different Panchayats, no survey during 2002-03 and 2003-04 was conducted by any agency to locate and identify the disabled children in the district of Muzaffarpur. However, some schemes for such handicapped children are being run by NGOs in the

district of Muzaffarpur under DPEP programme. Some wheel chairs were seen in BRC, Kurhani for distribution among handicapped children.

9. Civil works

9.1 The table below shows the progress of civil works during the financial year 2003-04 based on a summarized report of civil work submitted in the review committee upto 31st December 2003 and another report, which includes the expenditure during the quarter (1.1.04 to 31.3.04) and the total expenditure on civil works at the end of the year:

(Rs. in lakhs)

	Approved plan		Present status					
	Physical	Financial	Nos. Till	Taken up till	Expenditure up to	Expenditure during quarter ended	Total	Expenditure shown in progress report
			31.12.03	31.3.04	31.12.03	31.03.04		
Building less school.	1828	5484.00	114	590	Nil	Nil	Nil	Nil
Additional classroom	16964	18874.91	4435	10545	2063.81	7449.29	9513.10	9501.69
BRC	206	1230.80	33	53	70.80	190.77	261.57	215.48
CRC	428	854.80	135	271	70.80	264.04	334.84	327.74
Toilet	9587	1825.31	4247	6647	468.72	628.11	1096.83	870.11
Drinking facilities	4064	458.34	1416	2442	131.73	153.85	285.58	219.51
Total		28728.16			2805.86	8686.06	11491.92	11134.53

The above table shows that out of total expenditure of Rs.11134.53 lakhs, a sum of Rs.8686.06 lakhs was incurred during the last quarter, which was more than 70% of the expenditure. The entire works were shown in progress and not a single scheme was completed so far. Contrary to this, the team observed during local visit in the district that in 23 cases involving a sum of Rs.41.62 lakhs, the work was not started till July 2004. The fund was

released to schools between 21st October 2003 and 16th February 2004. The above table also shows that in 590 case of building less school, constructions were shown in progress but no expenditure was shown against this item. Total expenditure shown in the progress report does not tally with the previous report submitted to review committee at Kolkata on 23rd February 2004.

9.2 (a) Infrastructure facilities

Out of 50 schools visited in Kurhani and Kanti Block, the following facilities were not available in the schools:

Nos. of school	Out of 50 schools No. of schools
Building	4
Toilets	19
Drinking water facilities	8
Electricity	50
Compound wall	46
Play ground	37

It was also seen that in construction work the involvement of villagers were minimum. Only the Chairman/ Secretary of VSS took interest in the construction of civil works.

(b) Delay in completion

At the fag end of the financial year 2003-04, District Level Officer Muzaffarpur sanctioned and released Rs.408.86 lakhs for the construction of additional class rooms to 245 schools. The instalment was released between October 2003 and March 2004. As per agreement, the time of completion was

four months. However, the progress report of civil work as on 31.7.04 i.e. after expiry of stipulated period of completion showed that the work was not even started in 23 cases and the amount of Rs.41.62 lakhs was lying in the account of the concerned schools account. In 11 cases only lay out of the building was completed after four to six months.

Against the target of 515 schools as approved in AWP, work in 245 schools was initiated at the fag end of the financial year 2003-04 due to delay in allotment of fund to the district by the Headquarter office.

9.3 Quality of Civil work under SSA

The approved design of the civil works were made available to the schools. Works were carried out without the involvement of villagers/ community leaders except chairman/ secretary of the village shiksha samiti. For the supervision of civil work, there was one Executive Engineer at state headquarter and one Asstt. Engineer with two/ three junior engineers at district head quarter. Some works supervisors were appointed on contract basis to supervise the work. They occasionally visited the work site but they never discussed with the villagers about the constructions works and their problems.

10. Provision of mid day meals

The Government of India, Ministry of Human Resource Development started (1995) a Nation wide programme of mid day meals schemes in primary schools. The main objectives of the scheme was to increase the number of students in primary schools as well as to provide nutrition to the

children. In Bihar, cooked meals are not served to the students. 3 kg wheat per student per month was contemplated to be supplied subject to a minimum attendance of 80 per cent. The expenditure on cost of food grains is met by the central Govt. In spite of the direction of the Apex court to supply cooked meal to the children, the state Government continues to give 3 kg of wheat per child per month for 10 Months in a year. No food grain is supplied in the month of June and December. In course of local visits it was noticed that food grains were not supplied monthly; the delay in supply of grains to schools ranged between 2 months and 6 months. The following table clearly indicated delays in supply of wheat

Wheat for the Month	Distributed in Primary School during				
	Chhajan Hari rai west	Pasarwara (SC)	Kusi Kanti	Saramash pur	Middle School Kalwari
8/03	10/03	10/03	NA	NA	2/04
9/03	10/03	10/03	NA	2/04	2/04
10/03	3/04	3/04	1/04	2/04	2/04
11/03	3/04	3/04	NA	NA	NA
1/04	3/04	3/04	6/04	NA	2/04
2/04	5/04	5/04	6/04	6/04	NA
3/04	5/04	5/04	6/04	NA	NA

It was also seen that while distributing food grains to students, the required attendance of 80 per cent could not be insisted. All students whose names appeared in the register were given food grains except in a few schools. On interaction with teachers/ members of VSS it was learnt that parents/ local guardians used to get furious and created ugly situation in school if their wards were debarred from wheat due to poor attendance. Teachers preferred to shift the scheme from school to some other

organisation. It was also seen during local visits that without assessing the actual requirement, food grains were delivered to different schools resulting in shortages/ excess depending on the number of children. In middle school Kanti Kasba in Kanti Block only 1.8 Kg of wheat per student per month was supplied from August 2003 to September 2003; January 2004 to July 2004 and 1.9 Kg per month per children from October 2003 to November 2003 due to shortages of wheat. On enquiry it was stated that no action was taken by the Block authority to increase the quota after repeated requests by the Head Master and members of the VSS. On the other hand in some of the schools, huge quantities of wheat were lying unutilized due to excess supply.

11. Miscellaneous - Role of resource group in promoting quality improvement in Elementary Education

SSA emphasises the need to oversee the policy, planning implementation and monitoring of all quality related interventions by resource group. Accordingly the major role for Assistant Project Coordinators (APCs), Block Resource Personnel (BRPs) and Cluster Resource Personnel (CRPs) should be to advise and assist at various levels in curriculum development and teacher education/ training and activities related to class room transactions. But in course of visits to 50 schools by team members, there was no indication of any activity. CRCs and DIET in the district are non-functional. No separate resource personnel were provided in any of the CRCs of the district. The Head Masters of the school concerned declared as CRC function as resource person. But they never visit the schools falling in their area. Principal of the Primary Teachers Education College holds the charge of Diet but no work of the Diet was performed by him. In each BRC two resource personnel

are posted. They were seen providing some useful tips to the teachers for the improvement of their knowledge and teaching skill. But their presence at school level was negligible. The services of BRP and CRP were utilized in non-academic work by the administration (survey work, accounting work, etc.) as stated by them. However, no data could be provided to team to indicate the extent of such non-academic diversion.

12. Supply of free text Books

Supply of free text Books is an important element of the SSA scheme. Though the scheme was launched in Bihar since 2001, not a single book was supplied under this scheme up to the academic session i.e. calendar year 2002. From the records it was seen that for the printing and supply of text book during 2003, a memorandum of understanding was signed by the state Government on 22.3.03 with Bihar Text Book Corporation Patna, but specific orders for supply of books was sent to corporation by the Government of Bihar on 07.07.03. The BTBC had therefore supplied the books between July and September 2003.

In local visits it was noticed that District level officer, Muzaffarpur distributed books during September 2003 and October 2003, after nine months of the session. In some schools the books received during October 03 were not distributed among students till December.

Bihar Text Book Corporation, a state Government under taking is the sole authority for printing and supply of text books. The working condition of the corporation is very poor and they could not print text books at their own

printing press. On receipt of orders and advance from the Bihar Education Project they engaged other small printing presses, which resulted in higher cost of text books. Due to engagement of a large number of small presses, the quality control was absent. In spite of clear parameters there was no system to check the quality.

It was stated by the teachers that they could not ask the students to purchase books as those books were not available in the open market. They could not, therefore, teach students properly in the absence of proper text books. The requirement of books for 2003 was assessed at SPD office without getting any input from district level. In Muzaffarpur district, against a requirement of 551633 books, only 242360 books could be supplied during 2003. Similar was the situation in the State as a whole

Annexure-I

List of Schools visited

(Referred to in para 1.2 of the report)

Kurhani Block		Kanti Block	
1.	Middle School, Fakuli	1.	Middle School, Sain
2.	Middle School, Kishunpur Mohni	2.	Middle School, Shir Shia (Kanti)
3.	Middle School, Rajla	3.	Middle School, Kaparpura
4.	Middle School, Madhuban	4.	Middle School, Basatpur Sharma
5.	Primary School, Bajitpur	5.	Middle School, Sadatpur
6.	Primary School, Chndrahati (Balak)	6.	Urdu P.S, Damodarapur.
7.	Primary School, Chhajan Pasarwara	7.	Urdu P.S, Chainpur Fatehpur
8.	Primary School, Khariar	8.	Urdu P.S, Ratanpura
9.	Primary School, Chhajan Brahmin Tola	9.	Urdu P.S, Chandrabhan Kalwari
10.	Primary School, Chhajan Hari Roy (East)	10.	Urdu P.S, Kalwari (Mushahar). (SC)
11.	Primary School, Dharmuha	11.	Urdu P.S, Bhagwanpur
12.	Primary School, Mohanpur Bara	12.	Urdu P.S, Sadatpur (Mushahar). (SC)
13.	Primary School, Gabsara	13.	Primary School, Kushi
14.	Primary , Girls School Chhajan	14.	Primary School, Laskari
15.	Primary School, Laksamipur	15.	Primary School, Sam raspur pasi tola. (SC)
16.	Primary School, Chhajan ,Hari Rai (West) SC/ ST	16.	Primary School, Kalwari (Girl)
17.	Primary School, Pursarwar, SC/ST	17.	Primary School, Kolhna, Pajamber Mushari (East)
18.	Primary School, Thunhun.	18.	Primary School, Mushari (West). (SC)
19.	Primary School, Thumhan Mushar. (SC)	19.	Primary School, Madhuban
20.	Primary School, Fatahpur Mushar. (SC)	20.	Primary School, Narsaudi
21.	Primary School, Chadhuab, (East)	21.	Middle School, Kalwar
22.	Primary School, Dhar Muha, Turki	22.	Middle School, Chhapra
23.	Primary School, Turki Barkurwa.	23.	Middle School, Kanti, Kasba
24.	Primary School, Chandna.	24.	Middle School, Baria.
25.	Middle School, Chhajan		
26.	Middle School, Fatahpur		