

**STUDY**  
**ON**  
**MONITORING THE FINANCIAL**  
**ASPECTS RELATING TO SARVA**  
**SHIKSHA ABHIYAN IN**  
**UTTARANCHAL**

**SPONSORED BY**

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

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

**JUNE 2005**

## ACKNOWLEDGEMENTS

We are grateful to the following senior officers and executives for their kind co-operation, valuable suggestions and support in this study:

- A. Ministry of Human Resource Development (HRD), Department of Elementary Education and Literacy (DEE&L), Government of India:
- |                    |                  |
|--------------------|------------------|
| Shri S.C.Tripathi  | Secretary        |
| Ms. Vrinda Sarup   | Joint Secretary  |
| Shri Amit Kaushik  | Director         |
| Shri K.J.D. Prasad | Deputy Secretary |
- B. Uttaranchal State:
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| Shri M.Ramchandran, IAS        | Additional Chief Secretary cum Secretary Education               |
| Smt. Namrata Kumar             | State Project Director, SSA                                      |
| Shri Harish Chandra Joshi, IAS | District Magistrate, Pauri                                       |
| Shri Mahabir Singh Bisht       | Uppar Shiksha Adhikari (Basic), Pauri                            |
| Shri Kushla Prasad             | Uppar Shiksha Adhikari (Basic), Dehradun                         |
| Smt. Vandana Uniyal            | Assistant Basic Shiksha Adhikari, Kot Block, District Pauri.     |
| Shri B.R. Bhatt                | Sub Deputy Inspector Chakrata Block, District Dehradun.          |
| Shri Hukum Singh Uniyal        | Co-ordinator Block Resource Centre, Chakrata, District Dehradun. |

Study team is grateful to Shri I.P.Singh, President, Institute of Public Auditors of India (IPAI), New Delhi, for his advice and support by way of providing infrastructure and secretarial assistance.

Team would also like to thank Shri Prabhat Chandra, Accountant General, Uttaranchal and the officers of the IPAI viz. Shri Harish Chander, Director (Tech), Shri A.Ganguli, Project Consultant, Shri Anil Chauhan, DEO and Shri Manoj Kumar Negi, Personal Assistant, Office of the Accountant General, Uttaranchal for their secretarial help.

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## **PROFILE OF THE INSTITUTE OF PUBLIC AUDITORS OF INDIA**

The Institute of Public Auditors of India is a registered society of professionals. Its main aims and objectives are to:

- Promote education in the disciplines of auditing, finance and accounting in public bodies.
- Suggest ways for effective accounting and auditing in the Central and State Governments, Public Enterprises, Public Institutions, Government aided voluntary organisations and local bodies.
- Undertake and conduct studies, workshops, consultancy and research in these disciplines.
- Organise, finance and maintain schemes for studies and for conduct of professional examinations for the grant of diplomas, certificates and awards in these disciplines.
- Promote, plan and assist actively with the governments and its agencies for development of sound systems of accounting, auditing and financial accountability of Panchayati Raj Institutions (PRI) and Municipalities and.
- Promote the highest standards of professional competence and practices in disciplines of auditing, accounting and public finance.

The Comptroller and Auditor General of India is the Patron of the Institute.

# CHAPTER-I

## Introduction

### 1.1 Uttarakhand State

Uttarakhand is situated in the central Himalayan zone. The topography of this state is characterized by hilly terrain, rugged and rocky mountains, deep valleys, high peaks, sharp streams and rivulets, rapid soil erosion, frequent landslides and widely scattered habitations. Only Haridwar and Udham Singh Nagar districts of Uttarakhand are in plains. Other districts are predominantly hilly.

This state was carved out of Uttar Pradesh on 09 November 2000. Geographical area of this state is 53,483 sq. Kms. It comprises of 2 administrative divisions, 13 districts, 49 tehsils, 95 development blocks, 71 municipal areas, 676 nyay panchayats, 6,805 gram panchayats and 15,669 inhabited villages, According to 2001 census, total population of Uttarakhand was 84,79,562 (male: 43,16,401 and female: 41,63,161) and literacy rate was 72.28% (male: 84.01% and female: 60.26%).

Uttarakhand is pre-dominantly rural. Villages are usually spread over the valleys and mountain slopes, with a typical village consisting of 30-40 families. Woman bear the brunt of domestic chores mainly due to the fact that male members migrate to distant places in search of service or livelihood. In these circumstances, children also have to attend to various domestic duties such as tending to cattle, taking them for grazing, bringing fuel and fodder or are engaged in sibling care. As such a large number of children either do not enter primary/ upper primary schools or drop out before completing the five/ eight year cycle. This is particularly significant among girls and children belonging to the weaker sections.

### 1.2 Sarva Shiksha Abhiyan

#### 1.2.1 Aims and objectives

The main aim of centrally sponsored scheme “**Sarva Shiksha Abhiyan**” (SSA) is universalisation of elementary education through involvement of community owned school system and to provide useful and relevant elementary education to all children in the 6-14 age group by 2010. The objective of the scheme is to enroll all children in schools, Educational Guarantee Centers, Alternative schools, back to schools by 2003 and enable all children to complete five and eight years of primary and elementary schooling by 2007 and 2010 respectively.

#### 1.2.2 Funding pattern

SSA is financed by both the Government of India and Government of Uttarakhand in partnership in the ratio of 85:15 during IXth plan upto 2002, 75:25 during Xth plan upto 2007 and 50:50 thereafter upto 2010. State Government is liable to maintain their level of investment in elementary education as in 1999-2000 and the contribution of State share for SSA is to be

over and above this investment. Appreciating the necessity of strengthening this programme International Development Association has executed an agreement with the Government of India during June 2004 to lend an amount in various currencies equivalent to Special Drawing Rights (SDR) 334,900,000 and closing date shall be 31<sup>st</sup> December 2007 or such later date as the Association shall establish.

### **1.3 Study of SSA programme by Institute of Public Auditors of India**

#### **1.3.1 Terms of reference for study**

Government of India, Ministry of Human Resource Development (Department of Elementary Education and Literacy) New Delhi vide Ministry's letter No.1/1/2003-EE-XI dated 2<sup>nd</sup> September 2004 assigned to the Institute of Public Auditors of India, New Delhi study of the implementation process of the programme "Sarva Shiksha Abhiyan" which inter-alia included:

- (a) Its financial aspects and such operational aspects as had linkages with financial aspects.
- (b) Financial management, fund flow and auditing arrangements.
- (c) Monitoring and utilisation of funds released to the State Societies and financing of various activities at the State, District and School levels during 2002-2003 to 2004-2005.
- (d) Accounting of funds and maintenance of records.
- (e) Timely release of state share by the State Government and maintenance of expenditure level by the State Government.

#### **1.3.2 Methodology**

A team (**Team**) was constituted to undertake the studies of SSA programme in Uttaranchal State. The Team visited the following offices/ schools:

- (a) State Project Office (**SPO**), Dehradun.
- (b) Two District Project Offices (**DPO**) namely Dehradun and Pauri.
- (c) State Council of Educational Research Training (**SCERT**), Narender Nagar.
- (d) Two District Institutes of Education and Training (**DIET**) at Raipur, Dehradun and Chadigaon in Dehradun and Pauri Districts respectively.
- (e) Three Block Resource Centres (**BRC**) namely Chakrata in Dehradun District and Kot & Sukhrao (Dugadda block) in Pauri District.
- (f) Four Cluster Resource Centres (**CRC**) namely Mohna (Chakrata Block) and Langa Pokhari (Kalsi Block) in Dehradun District and Masan Gaon (Kot Block) and Sitabpur (Dugadda Block) in Pauri District. Besides, some information was also collected in respect of Korwa CRC (Kalsi Block in Dehradun District).

- (g) 34 Primary and 19 upper Primary Schools as detailed in **Annexure-I** located in 8 Blocks\*. Besides, some information was also obtained in respect of Upper Primary School Langa Pokhari (Kalsi Block in Dehradun District).
- (h) Education Guarantee Scheme (EGS) Saknai and Angan Bari Jari in Chakrata block of Dehradun District.

Basic records maintained by SPO, DPOs, BRCs, CRCs and Schools *viz* Cash books, Pass books, Vouchers, Village Education Registers, Household Population Surveys, Mid-day Meal Registers, Text Book Distribution Registers, etc. were scrutinised by the Team. Physical verification of construction activities was carried out. Discussions were also held with State/ District/ BRC/ CRC/ School level functionaries responsible for the Implementation of SSA Programme. Besides, limited interviews based on structured questionnaire with Chairmen (Gram Pradhans) VECs, Headmasters, Teachers, Parents of students and Students were also carried out.

The findings of the study on the above basis are contained and analysed in the succeeding paragraphs.

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\* Chakrata and Kalsi of Dehradun District and Kot, Pauri, Kajlikhal, Khirsu, Pabo & Dugadda of Pauri District

## CHAPTER–II

### ORGANISATIONAL SET UP

**2.1** As per framework drawn for implementation of SSA Programme, there would be a State Mission Authority for Universal Elementary Education (UEE). The States have to set up the “**State Level Implementation Society**” (**SIS**), which will carry out monitoring and operational support tasks. In District Primary Education Programme (**DPEP**) States, the existing society suitably modified would meet the needs of UEE. The district, block and sub block units will be set up by the State.

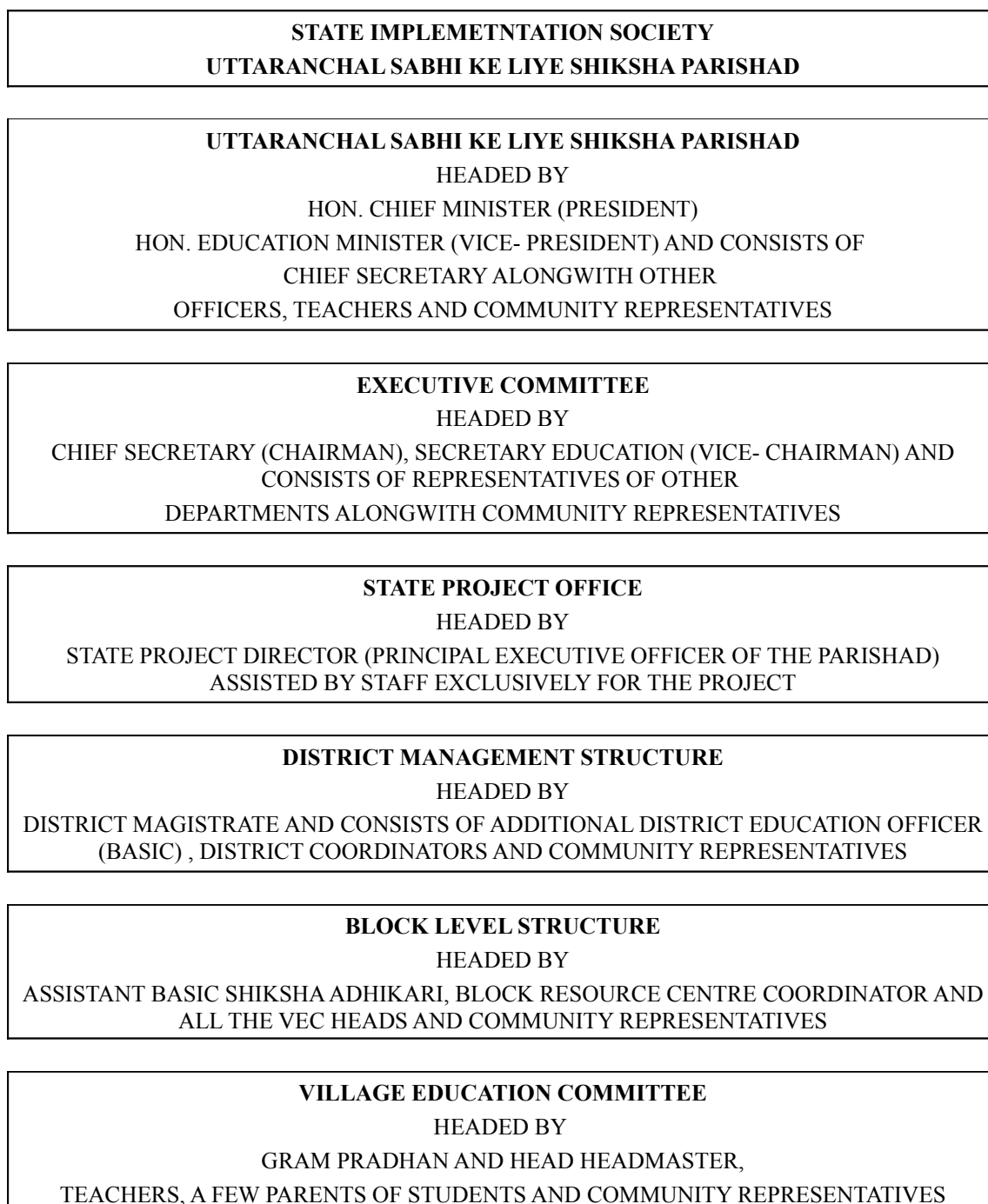
**2.2.1** In Uttaranchal State, Society named “**Uttaranchal Sabhee Ke Liye Shiksha Parishad**” (**The Parishad**) was registered under Societies Registration Act 1860 on 16 February 2001 as an autonomous and independent body for implementation of any type of educational projects such as the Government of India sponsored District Primary Education Programme–III and Sarva Shiksha Abhiyan. All the Primary Schools (**PS**) and Upper Primary Schools (**UPS**) of 7 districts (Almora, Chamoli, Dehradun, Nainital, Pauri, Rudraprayag and Udham Singh Nagar) of Uttaranchal State are being covered under SSA. In the remaining six districts only Upper Primary Schools are being covered under this programme and DPEP-III is covering the Primary Schools in these 6 districts. Prior to the implementation of SSA, in Nainital, Pauri and Udham Singh Nagar Districts, Basic Education Programme (**BEP**) was in existence.

The authorities of the Society are The Parishad and the Executive Committee. The Parishad is headed by the Chief Minister with Education Minister as Vice-President. The Executive Committee, which administers the affairs of the society, is chaired by the Chief Secretary with Secretary, Department of Education as Vice-Chairman. The State Project Office is the most crucial unit for implementation of the Programme, which has links with District and block level structures, State Government, National Bureau and all other concerned. The District Level Implementation Authority is headed by the District Magistrate, which implements and reviews the progress of the Programme. After the district level, there are Block level structures to provide academic support and supervision, monitor implementation at grass root level and act as a vital link between the field and the District Project Office (**DPO**). At the bottom the Village Education Committee (**VEC**) prepares plans for local needs and monitors school level interventions and works towards community ownership of the school.

**2.2.2** State Project office was established in January 2001. Organizational chart (visual representation) depicting the flow of authority from the State Mission to School Level for successful implementation of the scheme is as under:



## ORGANISATIONAL CHART



- 2.3** As per agenda for the 4<sup>th</sup> meeting of Finance Committee held on 31 May 2004, for 10 to 12 Primary Schools one CRC had been established. However, the number of Primary schools under each CRC in Thaileesain Block of Pauri District (where the female literacy rate was only 22.40 % and was the most remote area of the district), was between 13 (Bagoli and Syoli CRCs) and 40 (Bungidhar CRC). Under Salga CRC (Kalsi Block) and Kot Babar (Chakrata Block) of Dehradun District the number of schools was only 7 each.

Similarly the number of CRCs under one BRC in Dehradun and Pauri Districts was between 10 (Vikas Nagar BRC) & 17 (Kalsi & Chakrata BRCs) and 3 (Khirsu BRC) & 11 (Dugadda BRC) respectively.

**Rationalisation of BRCs and CRCs on realistic basis i.e. keeping in view the location and number of CRCs/ Schools under there jurisdiction may be considered by SIS.**

## **2.4 Working of State Implementation Society/ District Level Implementation Authority/ Block Level Structure**

### **2.4.1 The Parishad**

As per rule 14 of Memorandum (Memo) of Association and Rules, The Parishad shall meet at least twice a year. However, the Parishad met only once on 29-10-2003. Thereafter no meeting was held.

### **2.4.2 Executive Committee**

Rule 32 of The Parishad stipulates that the Executive Council shall meet at least once in each quarter of the year. Against this, meetings as under were held.

<b>Year</b>	<b>Dates of meetings</b>	<b>Number of meetings held</b>
2001-2002	18-04-01 and 6-11-01	02
2002-2003	15-04-02 and 3-8-02	02
2003-2004	13-10-03	1
2004-05 (upto 19-2-05)	22-9-04	1

Executive Committee in its meeting held on 18 April 2001 constituted Finance Committee, headed by Secretary Finance as Chairman and Programme Committee headed by Secretary Education as Chairman.

### **2.4.3 District Education Project Committee (DEPC)**

In the Districts visited by the Team meetings of Core Group of DEPC were held as under:

<b>Year</b>	<b>Dehradun District (Dates of meetings)</b>	<b>Pauri District (Dates of meetings)</b>
2001-02	--	20-3-2002 (established on 23-09-01)
2002-03	--	17-12-02
2003-2004	20-12-03	14-11-03, 20-01-04
2004-2005	10-11-04	23-7-04

### **2.4.4 Block Level Structure**

In the BRCs visited by the Team the meetings of Block Core Group were held as under:

Year	BRC Chakrata (Dehradun District)	BRC Kot (Pauri District)	BRC Sukhrao (Pauri District)	Remarks
2001-2002	----	----	----	In respect of BRC Sukhrao, it was intimated that the meetings were being held in Block Office Dugadda but proceedings were not available in BRC
2002-2003	----	18-09-2002	----	
2003-2004	28-03-2004 (Resource group)	05-09-03	----	
2004-2005	20-08-2004 and 30-08-2004 (Core group)	15-06-2004	----	

## 2.5 Statutory requirements

Although balance sheets and accounts for 3 years ending March 2004 had been certified by the Chartered Accountants during December 2003/ January 2004 (2001-2002 and 2002-2003) and September 2004 (2003-2004) but these had not yet (January 2005) been considered by The Parishad as envisaged in rule 13(ii) of the rules of The Parishad.

**2.6.1** Particulars of the officers who were holding the posts of SPD, District Project Officer (**DPO**) also named Upper Shiksha Adhikari (Basic), Finance & Accounts Officer (**F&AO**), Assistant Accounts Officer (**AAO**) in SPO and District Project Office, Dehradun and Pauri are tabulated at **Annexure-II**, which reveals that:

- Continuity factor, which is vital for the implementation of a Programme, was not maintained in respect of SPD and DPOs.
- SPD and DPOs were also holding the charge of Director Education/ Additional Secretary Education and District Basic Shiksha Adhikari respectively. In the absence of full time officers, implementation of the Programme would not appear to have been effective.
- Finance and Accounts wing of SPO was never manned by Controller Finance and upto April 2002 and January 2005 onwards only Assistant Accounts Officers were in charge of this wing whereas as per staffing structure as laid down in para 83.1 of Manual on Financial Management and Procurement (**MF&P**) one post each of Controller Finance and F&AO have been prescribed for this wing.

Similarly upto July 2003 there were no regular in-charge of Finance & Accounts wing of DPO Dehradun and Pauri and thereafter Assistant Accounts Officers were in-charge of this wing against the posts of F&AO as laid down in para 83.1ibid.

## 2.6.2 Position of other staff posted in DPO Dehradun and Pauri was as under:

Sl. No.	Name of Post	Number of Posts	Since when regular persons were holding the post (s)		Prior to the posting of regular incumbent who was doing the work on stop-gap arrangement	Remarks
			No. of posts	Period		
<b>DPO Dehradun</b>						
1.	Accountant	One	One	October 2003	Staff of District Basic Shiksha Adhikari (BSA) office.	Against two posts of Accountant / Senior Clerk and one post of cashier as per para 83.1 of MF M&P, only one Accountant was posted.
2.	Coordinator	Four	Four	October 2003	Teachers.	
3.	Computer Data Operator	One	One	June 2004 (on contract basis)	Teachers or from market	
<b>DPO Pauri</b>						
4.	Accountant	One	One	November 2004	Staff of BSA office.	As against Sl. No. 1 above.
5.	Coordinator	Four	One	September 2003	Sub District Inspectors of BSA office.	Due to non posting of regular staff record was not maintained properly.
6.	Computer Assistant	One	One	December 2004	Teachers or daily paid worker	

Thus regular staff was not posted immediately after the inception of SSA and 3 posts of coordinators in DPO Pauri were yet to be filled in (December 2004), resulting in non-maintenance of records properly.

**2.6.3** Prior to October 2003 and December 2004 the posts of co-ordinators in Chakrata (Dehradun District) and Kot (Pauri District) blocks were held by in-charge co-ordinators and regular co-ordinators were posted only during these months.

Regular co-ordinators were posted in Mohana and Langa Pokhari CRCs during August 2004 and prior to this month school teachers were working as coordinators.

**2.7.1** As per agenda for IVth meetings of Finance Committee held on 31-05-2004, in 7 districts fully covered under SSA, only two principals (Nainital and Dehradun) and two vice-principals (Almora and Nainital) were in position and remaining 5 posts each of principal and vice-principal were lying vacant.

**2.7.2** According to Status Report ending December 2004, the position of sanctioned posts, personnel in position and trained in respect of BRCs, ABRCs and CRCs was as under:

Particulars of post	Sanctioned posts	In position	Trained personnel
BRC	95	92	78
ABRC	194	165	124
CRC	846	777	654

2.7.3 In DIET Chari Gaon and Dehradun following posts were not filled in as of 16-12-04 and 24-01-05 respectively:

Sl. No.	Particulars of posts	No. of post not filled in	Date since posts were lying vacant
<b>DIET CHADIGAON (PAURI)</b>			
1.	Principal	1	24-7-02
2.	Vice-Principal	1	1997
3.	Sr. Professor	1 1	1994 5-7-2004
4.	Technical Asstt.	1	1994
5.	Office Supdt.	1	11-10-2004
6.	Library Supdt	1	1994
7.	Stenographer	1	19-10-2004
8.	Jr. Clerk	1 1	16-10-2004 2-11-2004
9.	Laboratory Asstt.	1	1994
<b>DIET DEHRADUN</b>			
1.	Principal	1	2-2-2004
2.	Vice- Principal	1	20-11-04

Thus the posts of Principal and Vice-Principal in both DIETs were lying vacant. One professor of DIET Dehradun was attached to the Directorate of Education Dehradun.

2.8 SCERT was established during 2002 at Narendra Nagar, Tehri Garhwal as an apex body for Educational Research and Training. Following posts of Officers/ Professors were lying vacant (as on 25-01-05) since the inception of SCERT.

Sl. No.	Name of the post	Total posts	No. of posts lying vacant
1.	Joint Director	5	5
2.	Deputy Director	8	7
3.	Asstt. Director	20	16
4.	Research Officer	20	20
5.	Professor	60	45
6.	Accounts Officer	1	1

Besides, posts of other subordinate staff were also lying vacant. It was stated by the Additional Director of SCERT that:

- (i) There was no institute for training of Upper Primary School teachers and in SCERT scarcity of specialists for this purpose was prevailing.

- (ii) All the DIETs should be under the Administrative control of SCERT.
- (iii) SCERT needs to be equipped with proper accommodation, faculty, residential and other facilities.
- (iv) For training programme and their monitoring SCERT might be funded sufficiently as an independent institute by SPO.

## CHAPTER-III

### FUND FLOW

#### 3.1 Funding norms

3.1.1 Preparation of District Elementary Education Plans (Perspective as well as Annual Work Plan & Budget) by each district, appraisal of plans, approval of plans and financial outlay by the Project Approval Board (PAB) precede release of funds by centre. Government of India, Ministry of Human Resource Development (Department of Elementary Education and Literacy) would release the funds approved in two installments every year viz April and September subject to certain conditions which inter-alia include the following:

- (a) Written commitment by State Government regarding meeting its share of the SSA outlay.
- (b) State Government would release its matching contribution within 30 days of release of funds by the Government of India.
- (c) State share of SSA to be over and above the level of expenditure on Elementary Education incurred by the State for the year 1999-2000.
- (d) Second instalment would only be released after previous instalment of State share had been transferred to The Parishad and substantial progress has been made in expenditure as far as money already released is concerned (expenditure of at least 50% of the funds transferred has been incurred).

3.1.2 Both the Central Government and the State Government release the funds directly to SIS, which in turn release funds to the DPOs. The DPOs release funds to BRCs, CRCs and to the VECs.

#### 3.2 Level of investment by State Government in Elementary Education

The PAB while approving the annual work plan of 2002-03 to 2004-05 directed the Uttaranchal Government to maintain their level of investment in Elementary Education as in 1999-2000 and give the details of this to Government of India before the release of second instalment.

As this state was carved out of Uttar Pradesh on 9 November 2000, Finance Accounts prior to this date prepared by Accountant General, Allahabad could not be obtained. The level of investments (Actuals as per Finance Accounts) invested by the Government of Uttaranchal in Elementary Education since 9-11-2000 onwards are tabulated below:

(Rs. in crore)

Year	Head of Account	Plan	Non-Plan	Total
9-11-2000 to 31-3-2001	2551- Hill areas 60- Other hill areas 102 - Primary Education	7.48	--	7.48
	2202- General Education 01 - Elementary Education	13.55	102.15	115.70
		<b>21.03</b>	<b>102.15</b>	<b>123.18</b>

Year	Head of Account	Plan	Non-Plan	Total
2001-02	2202- General Education 01 - Elementary Education	78.00	203.03	281.03
2002-03	2202- General Education 01 - Elementary Education	27.90	418.68	446.58
2003-04	2202- General Education 01 - Elementary Education	43.90	450.17	494.07

Thus the level of investment by Uttaranchal Government in Elementary Education since its inception was in ascending order.

### 3.3 Funding Profile

As per perspective plan 2001-2007 sanctioned outlay upto 2007 in respect of SSA programme was Rs.600.63 Crore.

Funding Profile from 2001-02 to 2004-05 of Uttaranchal State is summarized below:

(Rs. in lakh)

Year	Approved Annual Outlay	Funds Released by			Expenditure	Balance	Amount not released by Centre / State	Remarks
		Centre	State	Total				
2001-02	2560.03	1000.00	176.47	1176.47	--	1176.47	1383.56	
2002-03	4783.33	2152.95	1203.94	3356.89	1855.82	1501.07	1426.44	
2003-04	11036.90	3505.46	1168.48	4673.94	6578.19	(-) 1904.25	6362.96	
2004-05	11486.41	4172.00	2390.33	6562.33				Expenditure/ release of funds was in progress.

- (i) Due to non-release of funds to the extent of approved annual outlay and non-utilisation of total released amount, targets as laid down in the Annual Work Plan & Budget approved by the PAB could not be achieved. It indicates tardy implementation of the programme.
- (ii) Of Rs.2560.03 lakh outlay for 2001-02 the PAB in its meeting held on 19-09-2002 allowed to spill over an amount of Rs.798.87 lakh to next year and remaining amount of Rs.1761.16 lakh (not Rs.1781.15 lakh as indicated in the proceedings of the PAB) was allowed to be lapsed. For the year 2003-04 and 2004-05 the spill over amount of previous years was Rs.1451.00 lakh and Rs.1208.01 lakh respectively.
- (iii) Year wise position of unspent balances was as under:

(Rs. in lakh)

Year	Unspent balances of last year	Unspent balances of current year	Total unspent balances
2001-02	--	1176.47	1176.47
2002-03	1176.47	1501.07	2677.54
2003-04	2677.54	(-) 1904.25	773.29



### 3.4 Delay in flow of Funds

#### 3.4.1 Funds from Central Government/ State Government to SIS

Table below depicts the extent of delay in the release of funds by Central/ State Government of their respective shares:

Date of sanction	Central Share		State Share			Delays	
	Amount (Rs. in lakh)	Date of receipt by SIS	Date of sanction	Amount (Rs. in lakh)	Date of receipt by SIS	A to B	B to D
						Sanction of Central share to its receipt (days)	Central share to receipt of state share
A		B	C		D		
<b>2001-02</b>	134.5* (Received through State Government)	23.03.02				310	----
17.05.01	1000.00 (Received through State Government)	27.03.02	23.03.02	176.47	27.03.02	35	----
20.02.02	1134.50			<u>176.47</u>			
<b>2002-03</b>	1022.25	12.10.02	29.01.03	355.76	21.02.03	72	132 State share not released
01.08.02	85.26	21.02.03		----		161	State Share received
13.09.02	1045.44	10.04.03	26.03.03	848.15	28.03.03	10	13 days earlier
3.03.03	<u>2152.95</u>			<u>1203.94</u>			
<b>2003-04</b>	1034.56	28.07.03	24.06.03	344.85	07.08.03	89	10
30.04.03	970.90	30.09.03	23.12.03	323.63	12.01.04	54	104
07.08.03	1500.00	05.03.04	15.03.04	500.00	19.03.04	34	14
31.01.04	<u>3505.46</u>			<u>1168.48</u>			
<b>2004-05</b>	1600.00	10.06.04	30.06.04	533.33	06.07.04	10	26
31.05.04	1500.00	21.08.04	18.09.04	857.00	24.09.04	24	34
28.07.04	1072.00	27.08.04	----	1000.00	24.12.04	18	119
09.08.04	<u>4172.00</u>			<u>2390.33</u>			

Scrutiny of above table reveals the following facts:

- (i) Funds for Pre-Project Activities were received after 310 days from the date of sanction by the Government of India. In other cases also there was delay in receipt of funds and 2<sup>nd</sup> instalment for the year 2002-2003 and first instalment for 2003-04 were received after 161 days and 89 days respectively from the date of sanction by the Government of India.
- (ii) State Government did not release 2<sup>nd</sup> instalment for the year 2002-03.
- (iii) 1<sup>st</sup> instalment for the year 2002-03, 3<sup>rd</sup> instalment for 2004-05 and 2<sup>nd</sup> instalment for 2003-04 pertaining to state share was received after 132 days, 119 days and 104 days respectively after the receipt of funds from the Central Government.
- (iv) In terms of para 88.1 of MFM&P the Government of India was to release funds once in April and then again in September. However, funds were released in three instalments by the Government of India during 2002-03 to 2004-05.

\* Pertains to pre-project activities.

Again first instalment from the Government of India was never received during April and May and it was received during 2002-03 to 2004-05 in October 2002, July 2003 and June 2004 respectively. However, 2<sup>nd</sup> and 3<sup>rd</sup> instalments for 2004-05 were received well before time (August 2004).

- (v) During 2001-02 funds were received from Central/State Government during 4<sup>th</sup> week of March and as such no expenditure could be incurred.
- (vi) An amount of Rs.1045.44 lakh was sanctioned by the Central Government on the last day of the financial year 2002-03 and it was received by SIS on 10 April 2003 i.e. next financial year.
- (vii) 2<sup>nd</sup> and 3<sup>rd</sup> instalments for 2002-03 and 2003-04 were received from the State Government during the last days of the financial year i.e. on 28-03-2003 and 19-03-04 respectively.
- (viii) According to para 87.2 of MFM&P financial assistance under SSA programme is to be on a 85:15 and 75:25 sharing arrangement during 9<sup>th</sup> and 10<sup>th</sup> Five Year Plan respectively. The receipt of funds from the Uttaranchal Government was as under:

(Rs. in lakh)

Year	Funds received from Central Government	State Government share as per norms	Actual receipt of funds from State Government	Excess (+) receipt of funds from State Government
2001-02	1000.00	176.47	176.47	--
2002-03	2152.95	717.65	1203.94	(+) 486.29
2003-04	3505.46	1168.48	1168.48	-----
<b>Total</b>	<b>6658.41</b>	<b>2062.60</b>	<b>2548.89</b>	<b>(+) 486.29</b>

Thus funds to the tune of Rs.486.29 lakh more than the sharing formula were received during 2002-03 from the Uttaranchal Government.

### 3.4.2 Fund flow from SIS to Districts and others

(Rs. in lakh)

Receipt of Funds		Release of Funds including Expenditure incurred by SPO			
Date	Amount	From	To	No. of instalments	Time taken (days)
23.3.02	134.50	5.7.01*	15.4.02	15	23
27.3.02	1176.47	15.4.02	21.12.02	27	269
12.10.02	1022.25	21.12.02	25.3.03	7	164
21.2.03	441.05	25.3.03	31.3.03	2	38
28.3.03	848.15	31.3.03	15.7.03	8	109
10.4.03	1045.44	15.7.03	30.9.03	14	173
28.7.03	1034.56	30.9.03	30.9.03	1	64

\* Expenditure was incurred from the funds of DPEP in anticipation of receipt of funds, which was returned on receipt of funds under SSA.

Receipt of Funds		Release of Funds including Expenditure incurred by SPO			
Date	Amount	From	To	No. of instalments	Time taken (days)
7.8.03	344.85	30.9.03	30.9.03	1	54
30.9.03	970.90	30.9.03	21.2.04	19	144
12.01.04	323.633	21.2.04	12.3.04	4	59
5.3.04	1500.00	12.3.04	26.3.04	5	21
19.3.04	500.00	26.3.04	17.6.04	17	90
7.6.04	16.67 (NPEGEL)	17.6.04	17.6.04	1	10
10.6.04	1600.00	17.6.04	11.7.04	7	31
6.7.04	533.33	11.7.04	27.8.04	8	52
21.8.04	1500.00	27.8.04	30.9.04	5	40
27.8.04	1072.00	30.9.04	30.9.04	1	34
24.9.04	857.00	30.9.04	24.12.04	15	91
24.12.04	1000.00	Funds to the tune of Rs.477.31 lakh were released w.e.f. 24.12.04 to 1.2.05.			

- (i) According to para 89.3 of MFM&P State Implementing Society is required to release the funds to districts within 15 days of its receipt from the Government of India and State Government.

However, of the 19 instalments of funds received so far, only one instalment could be released within stipulated period of 15 days. The position of release of remaining funds was as under:

No. of instalments in which funds were released	No. of days within which funds were released by SIS to Districts & others	Remarks
6	21, 23, 31, 34, 38 and 40	Process of release of funds received on 24-12-04 was going on (01-02-2005)
6	52, 54, 59, 64, 90 and 91	
4	109, 144, 164 and 173	
1	269	

- (ii) Funds were released in one instalment only on 4 occasions. Remaining funds were released between 2 and 27 instalments.
- (iii) Funds as under were released by SIS on the last days of the financial year, which cannot serve the intended purpose.

(Rs. in lakh)

Year	Total funds released	Funds released on the last days of financial year		
		Date	Amount	Percentage of total release
2001-2002	* 45.35	30-03-02	40-90	90
2002-2003	3429.78	25 and 31.03.03	2342.93	68
2003-2004	5597.99	26 and 31.03.04	308.61	5

- (iv) On the last days of the financial year huge bank balances as under were held in SPO.

**(Rs. in lakh)**

Year	Amount
2001-2002	1266.00
2002-2003	156.20
2003-2004	301.69

- (v) During 2002-2003 and 2003-2004 funds were released to DIETs, both by SPO and concerned DPOs Even funds were released for the same purpose by both these authorities simultaneously as would be revealed from the fact that on 26 September 2003 and 13 October 2003 DPO Pauri and SPO released Rs.95,000 and 96,200 respectively to DIET Chadigaon (Pauri) for REMS. However, during 2004-2005 funds were released to DIETs only by DPOs.
- (vi) In the first instance funds for in service training are being received from SPO/ DPOs by the DIETs, who in turn are passing on these funds to BRCs/ CRCs for arranging the training. In case these funds were released direct to BRCs/ CRCs by the SPO/ DPOs one channel and delay in releasing the funds could have been avoided.

### 3.5 Funds from selected DPOs to School & others

Table below depicts the extent of delay in receipt and release of funds by DPO Dehradun and DPO Pauri (which were visited by the Team).

#### Funds flow from DPO Dehradun to Schools & others

(Rs. in lakh)

Date of release by SPO	Receipt of funds by DPO Dehradun			Release of funds			
	Date	Delay in receipt (days)	Amount	From	To	Total No. of days	No. of instalments
1	2	3	4	5	6	7 (2 to 6)	8
5-4-02	5-4-02	-	0.23 <sup>a</sup>	22-4-02	3-5-02	28	3
30-3-02	11-4-02	12	4.75	3-5-02	6-7-02	86	5
15-4-02	23-4-02	8	41.555	6-7-02	16-7-02	84	2
4-5-02	16-5-02	12	150.31	16-7-02	13-2-03	273	24

<sup>a</sup> Includes funds received for Pre-Project Activities.

<sup>b</sup> Pertains to Nation wide achievement survey.

Date of release by SPO	Receipt of funds by DPO Dehradun			Release of funds			
	Date	Delay in receipt (days)	Amount	From	To	Total No. of days	No. of instalments
1	2	3	4	5	6	7 (2 to 6)	8
5-4-02	5-4-02	-	0.23	22-4-02	3-5-02	28	3
21-5-02	20-6-02	30	17.60*	13-2-03	13-2-03	238	1
19-6-02	25-6-02	6	6.31 <sup>a</sup>	13-2-03	28-2-03	248	3
22-7-02	1-8-02	10	0.58	28-2-03	28-2-03	211	1
21-12-02	27-12-02	6	50.00	28-2-03	21-6-03	176	11
25-3-03	27-3-03	2	90.00	21-6-03	7-10-03	194	15
15-7-03	19-7-03	4	114.46	7-10-03	1-11-03	105	6
30-9-03	9-10-03	9	290.00	1-11-03	23-1-04	106	21
15-1-04	23-1-04	8	50.00	23-1-04	28-2-04	36	7
21-2-04	25-2-04	4	80.00	28-2-04	23-3-04	27	5
12-3-04	16-3-04	4	300.00	23-3-04	31-3-04	15	6
31-3-04	31-3-04	-	50.00	31-3-04	31-3-04	--	1
20-3-04	31-3-04	11	7.50	31-3-04	7-5-04	37	5
10-6-04	18-6-04	8	60.00	7-5-04	28-6-04	10	6
17-6-04	20-6-04	3	150.00	28-6-04	31-7-04	41	3
11-7-04	16-7-04	5	100.00	31-7-04	25-9-04	71	10
6-9-04	6-9-04	-	0.21 (EGS)	25-9-04	25-9-04	19	1
13-9-04	13-9-04	-	200.00	25-9-04	30-10-04	47	6
30-9-04	8-10-04	8	300.00	30-10-04	30-11-04	53	5
1-11-04	20-11-04	19	54.00 (NPEGEL)	30-11-04	30-12-04	40	6
24-12-04	28-12-04	4	150.00	30-12-04			

### Funds flow from DPO Pauri to Schools & others

(Rs. in lakh)

Date of release by SPO	Receipt of funds By DPO Pauri			Release of funds			
	Date	Delay in receipt (days)	Amount	From	To	Total No. of days	No. of instalments
1	2	3	4	5	6	7 (2 to 6)	8
30-3-02	12-4-02	13	4.75	16-5-02	5-8-02	115	8
15-4-02	24-4-02	9	68.505	5-8-02	19-10-02	178	4
4-5-02	21-5-02	17	72.70	19-10-02	3-2-03	258	11
--	4-7-02	--	6.52	3-2-03	21-2-03	232	4
21-12-02	26-12-02	5	100.00	21-2-03	30-4-03	125	8
25-3-03	31-3-03	6	60.00	30-4-03	19-9-03	172	6
31-3-03	22-4-03	22	111.12	19-9-03	16-10-03	177	6
15-7-03	22-8-03	38	142.35	16-10-03	29-11-03	99	7

· Pertains to P.M. Gram Udai Yojana .  
□ Pertains to Text Books.

Date of release by SPO	Receipt of funds By DPO Pauri			Release of funds			
	Date	Delay in receipt (days)	Amount	From	To	Total No. of days	No. of instalments
1	2	3	4	5	6	7 (2 to 6)	8
30-3-02	12-4-02	13	4.75	16-5-02	5-8-02	115	8
30-9-03	15-10-03	15	240.00	29-11-03	11-3-04	147	21
21-2-04	3-3-04	11	50.00	11-3-04	19-3-04	16	4
12-3-04	17-3-04	5	150.00	19-3-04	29-5-04	73	10
31-3-04	8-4-04	8	30.00	29-5-04	14-6-04	67	4
17-6-04	26-6-04	9	150.00	14-6-04	26-7-04	30	5
11-7-04	17-7-04	6	100.00	26-7-04	21-8-04	35	7
27-8-04	9-9-04	13	200.00	21-8-04	14-10-04	35	7
30-9-04	13-10-04	13	200.00	14-10-04	30-11-04	48	8
--	18-11-04	--	0.20	30-11-04	30-11-04	12	1
1-11-04	25-11-04	24	6.00 (NPEGEL)	30-11-04	30-11-04	5	1
24-12-04	28-12-04	4	100.00	30-11-04			

- (i) Although SPO & DPO are located in Dehradun, but only four instalments of funds were received by DPO Dehradun, after its release by SPO, on the same day. In other cases delay in receipt of funds from SPO to DPO, Dehradun & Pauri was as under:

No. of days within which amounts were received by DPOs	No. of instalments		Remarks
	DPO Dehradun	DPO Pauri	
Between 2 & 5 days	7	3	
Between 6 & 10days	8	5	
Between 11 & 20 days	4	6	
Between 20 & 30 days	1	2	
Beyond 30 days	--	1	Heavy amount of Rs.142.35 lakh was received by DPO, Pauri after 38 days.

- (ii) SPO was releasing the funds to DPOs on lump sum basis without indicating the activity for which the funds pertained. DPOs were releasing funds activity-wise. Funds received from SPO were being released by DPO Dehradun & Pauri to schools and others in number of instalments. For instance funds amounting to Rs.150.31 lakh and Rs.240.00 lakh received by DPO Dehradun & Pauri on 16.05.2002 & 15.10.2003 were released in 24 & 21 instalments respectively. However, position improved during 2004-05. But it requires further improvement.
- (iii) In terms of para 89.3 of MFM&P funds are required to be advanced on the basis of AWP&B approved by the PAB within 15 days of receipt

from SIS. However, DPO Dehradun & Pauri could release 13 and 2 instalments respectively within stipulated period of 15 days. Delay in release of funds by DPOs to school & others was as under:

No. of days within which amounts were released by DPOs	No. of instalments		Remarks
	DPO Dehradun	DPO Pauri	
Between 6 & 50 days	36	31	Instalments include expenditure incurred by DPOs.
Between 51 to 100 days	22	21	
Between 101 to 200 days	53	53	
Between 201 & 300 days	29	15	

(iv) DPO, Dehradun & Pauri released Rs.107.25 lakh and Rs.83.47 lakh respectively in the last week of the financial year 2003-04, which cannot serve the intended purpose.

(v) Funds amounting to Rs.3.19 lakh released by DPO Pauri through 30 bank drafts to schools/ teachers and other parties for various activities to be carried out by them, were received back as bank account number of schools/ teachers were not mentioned correctly and these amounts were re-deposited in banks between October 2002 and November 2004

Of the undisbursed funds as mentioned above, an amount of Rs.46,500 pertaining to School/ Teachers Grant in respect of 23 schools and one teacher was sent to BRC Kot during January 2003. BRC Kot in turn distributed these funds (except Rs.2000 which was lying undisbursed as of December 2004) to the concerned parties between April 2003 and September 2003.

Thus correct bank account number were not mentioned in the bank drafts, due to which there was unavoidable delay in receipt of funds by schools/ teachers.

(vi) On 28.08.2003, 16.04.2004, 4.06.2004, 5.08.2004 and 31.8.2004 a sum of Rs.25028 pertaining to PS Ghandiyal was released to UPS Ghandiyal by DPO Pauri. It was stated by UPS Ghandiyal that of above amount, Rs.23028 was transferred to PS Ghandiyal between 22.09.2003 and 20.09.2004 and Rs.2000 received on 05.08.2004 was yet to be transferred. Receipt of above amount by PS Ghandiyal needs reconciliation. Besides, **in future payments need to be released direct to the concerned school so that activities for which funds pertain, be undertaken well in time.**

### 3.6 Bank Balances/ Unutilised Amounts

3.6.1 Out of the grants received, bank balances as under were held up by DPO, Dehradun & Pauri at the close of financial year.

(Rs. in lakh)

Year	DPO Dehradun	DPO Pauri
2002-03	110.89	148.11

2003-04	7.45	1.82
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- 3.6.2 (i)** Though sufficient balances were available with the DPO Pauri, yet funds amounting to Rs.78.24 lakh for arranging training/ workshops were released after six months from the start of financial year on 16.10.2004. Of this, only Rs.0.72 lakh could be utilised as of 16.12.2004 and remaining amount of Rs.77.52 lakh was lying unutilised. It was stated by the Principal DIET Chadigaon that training programme could not be prepared in time and as such this amount could not be utilised.
- (ii)** A sum of Rs.0.52 lakh was received on 29.05.2002 from DPO Pauri in DIET Chadigaon for workshop of Master Trainers. Of this, a sum of Rs.0.13 lakh was utilised during 2002-03 and remaining amount of Rs.0.39 lakh was lying unutilised.
- (iii)** A sum of Rs.0.92 lakh was received from DPO Pauri in DIET Chadigaon on 15.03.2004 for the training of resource persons. This amount was spent during 2003-04 (Rs.0.30 lakh) and 2004-05 (Rs.0.62 lakh). Due to late receipt of money, the whole amount could not be spent during 2003-04 as stated by the Principal of DIET.
- (iv)** Rs.0.50 lakh each received for the purchase of furniture by the BRC Sukhrao and Kot on 21.02.2003 and 04.03.2003 were lying unutilised as of 17.01.2005 and 28.12.2004 respectively for want of directions for the purchase from the DPO Pauri.
- (v)** Rs.10,000 each received on 24.05.2004 and 29.05.2004 by CRC Mohana and Langa Pokhari on account of Teaching Learning Equipment had not been utilised as of 03.12.2004 and 10.12.2004 respectively due to the fact that directions from the DPO Dehradun for incurring the expenditure were awaited.

### **3.7 Utilisation certificates**

**3.7.1** In terms of Para 101.14 of MFM&P the SIS is required to furnish Utilisation Certificate (UC) in the prescribed format duly authenticated by the Chartered Accountant to the Government of India alongwith the Annual Statement of Accounts. UC is required to be furnished to the Central/ State Government within 9 months of the close of the financial year as per para 101.16 *ibid*. However, UCs for the entire period ending March 2004 were submitted to the Government of India duly authenticated by Chartered Accountant for the first time alongwith Annual Statement of Accounts for the year 2003-04 during October 2004. As these UCs were not correct, revised UCs were sent to the Government of India during December 2004.

**UCs pertaining to the grant received from the State Government had not been issued so far (January 2005).**

**3.7.2** It was observed that for the year 2002-2003 UCs were not received by the SPO, from Chamoli, Haridwar, Rudraprayag, Tehri, Udham Singh Nagar and Pauri Districts. Similarly UCs for 2003-04 were not received from Chamoli



District. UCs were also not received from any DIET. In our visit to 53 schools, no school could produce the copy of the UC sent to BRC/ CRC.

- 3.7.3** It was stated by the DPO Pauri that number of schools in the district was high and as such it was not easy to control the UCs. As per his suggestion CRCs should collect the UCs from all the schools and send to BRCs, who would render a consolidated UCs to DPO

### 3.8 Advances

- 3.8.1** It was observed that for following civil works funds to the extent of Rs.1499.20 lakh were advanced during 2002-03 & 2003-04. But these works had either not been started or were in progress as of January 2005.

(Rs. in lakh)

Particulars of Work	2002-03		2003-04		Total	Unit cost	Total cost
	Un- Started Work	In progress	Un- Started Work	In progress			
<b>PRIMARY SCHOOLS</b>							
<b>New construction</b>	-	10	-	39	10 39	2.75 3.78	27.50 147.42
<b>Re-construction</b>	-	08	-	21	08 21	2.75 3.78	22.00 79.38
<b>Toilets</b>	-	-	-	03	03	0.15	0.45
<b>Drinking water</b>	-	-	25	52	77	0.20	15.40
<b>Additional class rooms</b>	01	08	01	48	09 49	0.70 1.35	6.30 66.15
<b>UPPER PRIMARY SCHOOLS</b>							
<b>New construction</b>	-	15	02	66	15 68	4.00 6.00	60.00 408.00
<b>Reconstruction</b>	03	55	-	48	106	4.00	424.00
<b>Boundary Walls</b>	-	-	02	06	08	0.50	4.00
<b>Toilets</b>	-	-	05	15	20	0.15	3.00
<b>Drinking water</b>	-	20	16	92	128	0.20	25.60
<b>BRC/ CRC BUILDINGS</b>							
<b>BRC buildings</b>	02	08	01	05	16	6.00	96.00
<b>CRC buildings</b>	-	02	14	41	57	2.00	114.00
<b>Total</b>							<b>1499.20</b>

**3.8.2** Following amounts relating to School Grant, Teachers Grant, TLM, TLE and School Maintenance Grant were advanced by DPO, Dehradun & Pauri but UCs thereof were awaited

(Rs. in lakh)

<b>DPO Dehradun</b>						
<b>Year</b>	<b>School Grant</b>	<b>Teacher Grant</b>	<b>TLM</b>	<b>TLE</b>	<b>School Maintenance Grant</b>	<b>Total</b>
2002-03	23.42	N.A.	14.81	N.A.	54.35	92.58
2003-04	22.52	N.A.	14.01	45.20	51.55	133.28
<b>DPO Pauri</b>						
2002-03	41.12	24.64	1.93	N.A.	N.A.	67.69
2003-04	44.08	24.11	1.93	N.A.	N.A.	70.12
<b>Total</b>	<b>131.14</b>	<b>48.75</b>	<b>32.68</b>	<b>45.20</b>	<b>105.90</b>	<b>363.67</b>

**3.8.3** Advance registers prior to 2004-05 had not been maintained by DPO Pauri.

## CHAPTER-IV

### BUDGET AND ACTUALS

#### 4.1 Annual Work Plan & Budget

The position of approval of AWP&B was as under:

Year	Received from DPOs	Sent to Govt. of India	Approved by PAB	Conveyed to DPOs and others
2001-02	September 2001	October 2001	8.2.2002	Not conveyed
2002-03	March 2002	April 2002	19.9.2002	September 2002
2003-04	March 2003	April 2003	2.7.2003	July 2003
2004-05	March 2004	April 2004	19.5.2004	25 June 2004
2005-06	Being received (February 2005)	---	---	---

- (i) AWP&B has to be further speeded up as per timetable in the Manual of Financial Management so that first instalment of funds is received during April each year and the activities laid down in AWP&B are taken up well in time as per plan.
- (ii) In terms of para 35 of the Rules of The Parishad, Executive Committee shall have under its control the management of all the affairs and funds of the Parishad. However, AWP&B of any year was not got approved from the Executives Committee before submission to the Government of India. Similarly in the test-checked Districts (Dehradun and Pauri) AWP&B were not discussed in the meetings of the Core Committees before submission to the SPO

#### 4.2.1 Budget and Actuals

Table below indicates activity-wise outlay approved and the expenditure as reported and as per Income & Expenditure Accounts against each component for the year 2002-03 and 2003-04 for the state of Uttaranchal:

(Rs. in lakh)

Activity	2002-03					2003-04				
	Approved AW P&B	Actuals as reported	Actuals as per Income & Expenditure Accounts	Difference (B-C)	Percentage of short- fall (A :B)	Approved A.W. P&B	Actuals as reported	Actuals as per Income & Expenditure Accounts	Difference (G-H)	Percentage of short-fall (F : G)
	A	B	C	D	E	F	G	H	I	J
BRC	139.97	18.70	11.20	(-) 7.50	86.64	247.12	98.21	125.14	(+) 26.93	60.26
CRC	279.52	14.91	14.91		94.66	703.40	172.80	248.64	(+) 75.84	75.43
Civil works	1845.07	828.55		(-) 828.55	55.09	4923.83	4080.15		(-) 4080.15	17.13
Free Text Books	821.85	382.19	382.16	(-) 0.03	53.50	617.12	530.10	534.68	(+) 4.58	14.10
IED	34.09	0.17	0.05	(-) 0.12	99.50	119.80	4.96	20.00	(+) 15.04	95.86
Alternative Schools	-	-	--		-	1101.61	18.88	19.07	(+) 0.19	98.29

Activity	2002-03					2003-04				
	Approved AW P&B	Actuals as reported	Actuals as per Income & Expenditure Accounts	Difference  (B-C)	Percentage of short- fall  (A :B)	Approved A.W. P&B	Actuals as reported	Actuals as per Income & Expenditure Accounts	Difference  (G-H)	Percentage of short-fall  (F : G)
	A	B	C	D	E	F	G	H	I	J
BRC	139.97	18.70	11.20	(-) 7.50	86.64	247.12	98.21	125.14	(+) 26.93	60.26
Innovative Programme	217.69	1.15	6.32	(+) 5.17	99.47	640.00	223.10	163.22	(-) 59.88	65.14
Maintenance	260.55	159.07	159.03	(-) 0.04	38.95	285.85	281.45	295.78	(+) 14.33	1.54
MIS/Research and Evaluation	143.74	20.86	17.26 <sup>*</sup>	(-) 3.60	85.49	154.03	47.71	59.23	(+) 11.52	69.02
Teachers Training Programme	197.90	74.04	83.44 <sup>*</sup>	(+)9.40	62.59	307.47	116.35	147.05	(+) 30.70	62.16
Management	109.25	14.08	--	(-) 14.08	87.11	188.64	72.81	175.20	(+) 102.39	61.40
Teachers Salary	641.73		--		100.00	1935.86	287.78	284.04	(-) 3.74	85.13
Teachers Grant	140.21	129.93	129.66	(-) 0.27	7.33	141.11	129.38	129.43	(+) 0.05	8.31
Community Mobilization	24.60	-	--		100.00	48.59	36.56	20.93	(-) 15.63	24.76
TLE	-	-	--		-	489.90	238.22	213.22	(-) 25.00	51.37
Furniture & Fixture	257.50	-	--		100.00	-	-			-
School Grant	202.98	200.24	200.72	(+) 0.48	1.35	214.76	207.56	179.52	(-) 28.04	3.35
SPO	257.60	11.92		(-) 11.92	95.37	369.18	32.16		(+) 32.16	91.45
Incremental staff salary/ honorarium			13.95	(+) 13.95						
Others								1.15	(+) 1.15	
Consultancy Professional fee			1.00	(+) 1.00						
Household survey			0.88	(+) 0.88						
Awareness buildings			1.18	(+) 1.18						
Pedagogical Improvement			1.89	(+) 1.89						
Perspective plan preparation and pre-project activities			3.65	(+) 3.65						
Preparation of AWP & B			1.85	(+) 1.85						
Baseline survey			20.00	(+) 20.00						
Meeting expenses			0.86	(+) 0.86						
Training			2.27	(+) 2.27						
<b>Total</b>	<b>5574.25</b>	<b>1855.81</b>	<b>1052.28</b>	<b>(-) 8 03.53</b>	<b>66.71</b>	<b>12488.27</b>	<b>6578.18</b>	<b>2616.30<sup>f</sup></b>	<b>(-) 3961.88</b>	<b>47.32</b>

- (i) PAB approved an outlay for Rs.5582.20 lakh (Rs.4783.33 outlay and Rs.798.87 lakh spill over from last year) for the year 2002-03. However, in the activity-wise expenditure for the month of March 2003 SPO had shown the amount of Rs.5574.25 (including Rs.257.60 lakh for SPO). Thus there was a difference of Rs.7.95 lakh, which needs reconciliation.
- (ii) Similarly of the allocation of 2560.03 lakh for the year 2001-02 spill over and lapsed amounts shown in PAB proceedings were Rs.798.87 lakh and Rs.1781.15 lakh respectively, the total of which works out to Rs.2580.02 (no expenditure was incurred during 2001-02). Here also a difference of Rs.19.99 lakh needs reconciliation.
- (iii) Over-all shortfall between the approved AWP&B and actual expenditure as reported during 2002-03 and 2003-04 was to the extent of 67% and 47% respectively.

1. Research, Evaluation, Monitoring and Supervision	6.17
2. EMIS Printing	2.06
3. Micro Planning (Printing)	<u>9.03</u>
	17.26

<sup>\*</sup> Shown under DIET

<sup>f</sup> Besides expenditure under NPEGEL and Pre-Project Activities was Rs. 50.90 lakh and Rs. 9.22 lakh respectively.

□

- (iv) During 2002-03, of the total 16 activities variation between the approved AWP&B and actual expenditure as reported under only three activities was less than 50%. In respect of five activities (IED, Innovative Programme, Teachers Salary, Community Mobilization and Furniture & Fixture) shortfall in expenditure was more than 99 %.
- (v) Similarly during 2003-04 variation between the approved AWP&B and actual expenditure as reported was 50% to 85% and above 90% in respect of 8 and 3 (IED, Alternative schools and SPO.) activities respectively.
- (vi) Uniform pattern was not followed in the nomenclature of activities of expenditure as reported and as shown in the Income and Expenditure Accounts.
- (vii) As would be revealed from the above table there was difference in expenditure as reported and as incorporated in the Income and Expenditure Accounts.

As regards difference under civil works it has been laid down in para 93.1 of MFM&P that advances relating to civil works by community, repair and maintenance of school buildings, school grant, teachers grant and TLE are to be treated as expenditure for the purpose of reporting provided details of such advances are kept in the prescribed format. It was further laid down that these advances shall continue to remain in books of accounts as advances till the UCs/ expenditure statement are received and adjusted in the books of accounts.

- (viii) State Institute of Education Management and Training (SIEM&T) was to be established under the umbrella of SCERT as an independent Institute and its functions were to be training, statistics & monitoring, research & evaluation, extension documentation and dissemination. During 2003-04 a sum of Rs.150 lakh was allocated for the establishment of SIEM&T, but the entire amount could not be utilized. During 2004-05 PAB in its meeting held on 19-05-2004 approved Rs.150 lakh in addition to spill over amount of Rs.150 lakh, but no expenditure on this account was incurred as of 19-02-2005. So far only a sum of Rs.1.42 lakh was paid to SCERT on 28-1-2003. Of this amount, an expenditure of Rs.1.31 lakh was incurred for arranging training/ workshops during 2003-04 and 2004-05 and balance with SCERT was to the tune of Rs.0.11 lakh. No other payment was made to SCERT.

- 4.2.2** (i) During 2002-03 total allocation earmarked for SPO as under could not be utilized.

1	Alternative Schooling	Rs.15.75 lakh
2	Community Mobilization and Awareness Building	Rs.30.10 lakh
3	Civil Works Innovation Programme	Rs.25.00 lakh
4	Girls Education, ECCE & Minorities issues	Rs.5.00 lakh

- (ii) Entire savings as under pertaining to SPO were not allowed to be carried forwarded to next year.

(Rs. in lakh)

Sl. No	Activity	2002-03	2003-04
1	EGS & AIE	15.75	3.14
2	Awareness Building	30.10	5.05
3	Girls Education	5.00	4.73
4	Integrated Education	24.85	5.34
5	Pedagogical Improvement Research Studies	40.11	37.22
6	Distance Education	-	4.03

**4.2.3** Activity-wise outlay approved and expenditure incurred against each component for the year 2002-03 and 2003-04 in respect of Dehradun and Pauri District was as under:

### Budget & Actuals – District Dehradun

(Rs. in lakh)

Sl. No.	Activity	2002-03			2003-04		
		Approved AWP&B	Actuals as reported	Percentage of shortfall	Approved AWP&B	Actuals as reported	Percentage of shortfall
1	BRC	10.88	1.11	89.80	27.11	19.97	26.34
2	CRC (School Complex)	28.51	4.31	84.88	99.59	51.93	47.86
3	Civil works	213.85	83.85	60.79	686.00	655.69	4.42
4	Free Text Books	72.11	36.92	48.80	110.97	59.71	46.19
5	IED	4.42	0.17	96.15	11.32	0.80	92.93
6	Innovative Programme	30.52	-	100.00	50.00	20.02	59.96
7	Maintenance	54.55	54.35	0.37	54.55	51.55	5.50
8	Management	14.15	1.43	89.89	25.51	11.48	55.00
9	MIS/ Research and Evaluation	13.59	5.44	59.97	16.86	3.97	76.45
10	School Grant	24.20	23.42	3.22	24.08	22.52	6.48
11	Teachers Salary	33.30		100.00	251.00	0.33	99.87
12	Teachers Grant	15.83	14.80	6.51	15.30	14.01	8.43
13	TLE	29.20		100.00	73.30	55.20	24.69
14	Training Programme	22.41	14.06	37.26	28.61	21.43	25.10
15	Community Mobilization	1.61	-	100.00	5.78	5.05	12.63
16	Alternative School	-	-	-	167.78	1.74	98.96
<b>TOTAL</b>		<b>569.13</b>	<b>239.86</b>	<b>57.85</b>	<b>1647.76</b>	<b>995.40</b>	<b>39.59</b>

## Budget & Actuals – District Pauri

(Rs. in lakh)

Sl. No.	Activity	2002-03			2003-04		
		Approved AWP&B	Actuals as reported	Percentage of shortfall	Approved AWP&B	Actuals as reported	Percentage of shortfall
1	BRC	31.50	11.03	64.98	51.53	3.53	93.15
2	CRC	50.93	4.13	91.89	136.52	18.76	86.26
3	Civil works	191.00	12.25	93.59	549.10	486.76	11.35
4	Free Text Books	77.89	59.41	23.72	65.25	65.25	
5	IED	2.84		100.00	5.51	0.33	94.01
6	Innovative Programme	29.65		100.00	50.00	18.00	64.00
7	Maintenance	9.00	2.30	74.44	35.90	35.90	
8	Management	11.12	2.04	81.65	19.49	6.20	68.19
9	MIS/Research and Evaluation	35.02	2.35	93.29	31.33	6.13	80.43
10	School Grant	42.66	41.16	3.52	44.76	44.08	1.52
11	Teachers Salary	160.20	-	100.00	258.24	101.50	60.69
12	Teachers Grant	26.49	24.60	7.13	26.57	24.11	9.26
13	TLE	1.50	-	100.00	1.50	1.50	
14	Training Programme	34.06	-	100.00	39.22	21.16	46.05
15	Community Mobilization	7.96	-	100.00	10.74	5.85	45.53
16	Alternative School	-	-	-	47.06	0.23	99.51
<b>TOTAL</b>		<b>711.82</b>	<b>159.27</b>	<b>77.62</b>	<b>1372.72</b>	<b>839.29</b>	<b>38.86</b>

Above tables reveal the following facts:

**(a) Dehradun district**

- (i) Over-all unutilized amount during 2002-03 & 2003-04 was 58% and 40% respectively.
- (ii) During 2002-03 shortfall in the utilisation of funds under Maintenance, School Grant and Teachers Grant was below 7%; under Training Programme and Free Text Books it was below 50% and in other cases 60% or above. In respect of Innovative Programme, Teachers Salary, TLE and Community Mobilisation entire approved outlay remained unutilised.
- (iii) During 2003-04 savings under Civil Works, Maintenance, School Grant and Teachers Grant was below 10%; under BRC, CRC, Free Text Books, TLE Training Programme and Community Mobilisation it was below 50% and; under IED, Teachers Salary and Alternative Schools it was above 90%.

**(b) Pauri district**

- (i) Overall unutilised amounts during 2002-03 and 2003-04 were 78% and 39% respectively.
- (ii) During 2002-03 entire allocation under IED, Innovative Programme, Teachers Salary, TLE, Training Programme and

Community Mobilization remained un-utilised. Under other activities un-utilised amount in respect of School Grant, Teachers grant and Free Text Books was 4%, 7 % and 24% respectively and in respect of other cases it was between 65% and 94%.

- (iii) During 2003-04 under Free Text Books, Maintenance and TLE entire allocation was utilised; under School Grant, Teachers Grant and Civil Works under utilisation was to the extent of 2%, 9% and 11% respectively. In other cases under utilisation was above 45% and in respect of IED and Alternative School it was 94% and 99% respectively.

### 4.3 Diversion of Funds

Executive Committee in its meeting held on 15.04.2002 sanctioned one post each of Sr. Professional, Professional, Coordinator, Asstt. Coordinator, Steno, Office Supdt. Jr. Clerk/ Typist and two posts of Computer Operator. At page 62 of AWP&B 2003-04 the salary in respect of these posts was worked out as Rs.12.50 lakh (actually it works out to Rs.13.68 lakh). However, at page 61 ibid the amount was shown as Rs.1250.00 lakh. During 2003-04 Rs.13.01 lakh was paid as salary to these incumbents (one more post of professional was created in the meeting dated 13.10.2003 of the Executive Committee). In the summary of SSA Budget Estimate 2003-04 and expenditure incurred up to March 2004, total expenditure was shown as Rs.134.71 lakh after indicating the approved AWP&B as Rs.1250.00 lakh.

Similarly in the AWP&B 2004-05 salary of Rs.89.88 lakh in respect of ten aforesaid posts sanctioned by the Executive Committee and 35 more posts, was claimed. These 35 posts were created (including 9 posts transferred from erstwhile UP State) for DPEP by the Executive Committee in its meeting held on 18.04.2001, the salary of which worked out to Rs.70.08 lakh.

Thus salary amounting to Rs.191.78 lakh as detailed below pertaining to other programme (DPEP) was claimed under SSA during 2003-04 and 2004-05.

(Rs. in lakh)				
Year	Salary claimed	Salary due for sanctioned posts under SSA	Excess Claimed	Remarks
2003-04	134.71	13.01	121.70	Rs.13.01 lakh was actual salary in respect of posts sanctioned under SSA
2004-05	89.88	19.80	70.08	(i) These figures are on the basis of AWP&B (ii) actual pay of the staff sanctioned for SSA from April 04 to Jan. 05 works out to Rs.11.01 lakh.
	<b>224.59</b>	<b>32.81</b>	<b>191.78</b>	

It was stated that salary in respect of DPEP was charged under SSA as sufficient funds were not available under former project. State Government may, perhaps, be directed to reimburse this sum to SSA funds with SIS.



#### 4.4 Pre-Project Activities

A sum of Rs.134.50 lakh was sanctioned by the Govt. of India during May 2001 & this amount was received by SIS through State Government on 23-03-2002. This amount was for Pre-Project Activities (PPA) and expenditure was to be incurred on sanctioned items as per direction of Govt. of India. Of this amount, an expenditure of Rs.72.75 lakh was incurred as detailed below:

(Rs. in lakh)

Sl. No.	Activity	Approved Amount	Expenditure incurred	Remarks
1.	Baseline Assessment Survey	28.00	20.00	Expenditure on PPA was merged with SSA Project accounts and no separate accounts were maintained.
2.	House Hold Survey	29.50	9.08	
3.	Training etc.	21.00	13.41	
4.	Awareness Building	21.00	3.02	
5.	Equipment for Cell at District Level	21.00	21.00	
6.	Urban Area Survey of Schools	7.00	-	
7.	Meetings, Conferences etc.	7.00	6.24	
<b>Total</b>		<b>134.50</b>	<b>72.75</b>	

Thus, Rs.61.75 lakh was lying un-utilised (19-02-2005) for the last three years and had not been refunded to the Ministry of Human Resource Development. It was stated that the balance amount would be utilized for the purpose for which the grant was sanctioned Suitable intimation may be considered for Government of India.

## CHAPTER–V

### ACCOUNTS

**5.1.1** Accounting procedure has been laid down in Chapter IV of MFM&P. This Manual was received from the Government of India, Ministry of Human Resource Development and was got approved from the Executive Committee in its meeting held on 22-09-04. MFM&P with its Hindi version was circulated to all Districts and accounts staff by S.P.O. during October 2004.

**5.1.2 Double Entry system of accounts**

In para 49 of MFM&P it has been laid down that complete accounts in respect of monetary transactions of the SIS in the Headquarters office as well as in the subordinate offices shall be maintained in the same manner as required in the State Government office and double entry method based on mercantile system of accounting shall also be followed under SSA. List of books, accounts and registers to be maintained has been given in the next para of the said manual. In para 52 *ibid* it has been stated that books and forms of accounts shall be maintained in the forms in which these are maintained in State Government office and if some of the registers and forms are not in use in the State Government office, the forms adopted by the office of the State Society with the approval of S.P.D. will be followed. In para 77.2 *ibid* it has been laid down that cash book should be maintained under double entry system. In para 80 & 81 instructions for maintenance of Journal & Ledger respectively have been given.

**5.1.3** It was observed by the Team that:

- (i) Uttaranchal State was following single entry system of accounts and its books and forms were based on this system of accounts.
- (ii) The Team did not come across any instance where registers and forms different from State Government offices were adopted by SIS with the approval of SPD.
- (iii) All the accounts personnel of SPO, DPOs & DIETs were on deputation from Uttaranchal State Government having back ground of single entry system of accounts.
- (iv) As in the Government Accounting System, depreciation was not being provided under SSA.
- (v) While certifying the accounts for 2002-03 it was also pointed out by the CA that accounting procedure was mostly the same as State/Central Government, subject to certain modifications as necessary.
- (vi) Although attempt had been made by S.P.O and both the DPOs (Dehradun & Pauri visited by the Team) to maintain the Cash Book under double entry system of accounts but in BRCs, CRCs cash books had been maintained under single entry system of accounts. In most of the schools visited by the Team (as discussed in the succeeding paragraphs) receipt of funds and expenditure was being watched through a simple register.

- (vii) Even in SPO and DPOs offices, following lapses were noticed in the maintenance of cash book.
- (a) In the cash book for 2004-05 pertaining to DPO Dehradun, total receipts/expenditure and balances had either been worked out in pencil or had not been worked out on the pretext that a sum of Rs.7.50 lakh was released by SPO direct to BRCs and this expenditure was to be included in the expenditure of DPO and as such cash book was not completed for carrying out the adjustment of the amount. Thus accounts personnel were not aware that adjustment could be made through Journal at any time within the financial year.
  - (b) Journal are vital documents under double entry system of accounts, but SPO and both the DPOs staff did not know about this. Apparently lack of DES did not hold up accounts.

In view of the above facts the Team feels that existing government system of accounts is the most suited for SPO and its subordinate offices and may continue with necessary modification to provide for MIS statements on assets and liabilities. It may also be mentioned that since primary universal education is a “public good” to be provided as a sovereign function, neither commercial purpose is intended nor a commercial book entry system is needed. There is no transaction on user/ customer basis where two different institution/ parties are concerned on commercial terms. It is all a chain of release of grants and a corresponding chain of utilization certificates from government bodies only.

## **5.2 Project Management Information System (PMIS)**

It was stated that National Institute of Educational Planning & Administration (NIEPA) developed monitoring format on physical and financial aspects and National Council of Education and Training Delhi developed format on qualitative aspects from school to national level for monitoring of S.S.A. Information was being collected from School to Cluster, Cluster to Block, Block to District, District to State and State to Centre through these formats and analysed at every stage. Such analysis was being done quarterly.

## **5.3 Educational Management Information System (EMIS)**

To develop a suitable database for effective Educational Planning, the District Information System for Education developed by NIEPA was adopted for gathering school statistics on annual basis. It was stated that EMIS for the year 2003-04 was sent to the Government of India and data collections for 2004-05 had been completed and checking of data at CRCs level was going on.

In DPOs Dehradun and Pauri the process of checking of data for 2004-05 by CRCs and concerned schools was in progress on the last dates of visit of the Team. Although floppies in this regard were to be passed on the SPO by 31-1-2005 but DPO Dehradun & Pauri had covered four out of six Blocks and six out of 15 Blocks as of 8.02.2005 and 10.01.2005 respectively.

## **5.4 Monthly Expenditure Statement**

This statement was being submitted by DPO Dehradun & Pauri in the meetings fixed by SPO for the purpose.

## **5.5 Maintenance of Cash Book and Vouchers**

### **5.5.1 SPO office**

- (a) **In the Cash Book vouchers had not been assigned serial numbers** in terms of para 77.6 of MFM&P.
- (b) Generally in all offices vouchers are kept sequence wise for each month but in **SPO, vouchers for each purchase were being kept in separate files and any specifically needed voucher was not traceable easily.**
- (c) Each entry in the cash book was not being attested by the Head of Office/ Drawing & Disbursing Officer (DDO) in terms of para 77.7 ibid although cash book was being closed daily.
- (d) Over-writings in the cash book were not being attested by the Head of office/ DDO as prescribed in para 77.11 ibid.
- (e) “No transaction” was not being recorded on the day transaction was not taking place in terms of para 77.14 ibid.
- (f) The contents of Cash Chest/Box was not being counted by the Head of Office/ DDO at least once in a month as laid down in para 78 ibid.

### **5.5.2 DPO Dehradun**

- (a) Over writings and cuttings were not being attested by the Head of the office/ DDO.
- (b) Monthly Cash verification was not being done by the Head of the office/ DDO.
- (c) Monthly Cash reconciliation was not being done in terms of para 81.1 of MFM&P. It was stated that the work was in progress.
- (d) On 13-01-05 there was a difference of Rs.2199 in the actual cash balance and as shown in the cash book. This required reconciliation.

### **5.5.3 DPO Pauri**

Monthly cash verification was not being done by the Head of Office/ DDO.

### **5.5.4 DIET Charigaon and Dehradun**

Single account instead of joint account as laid down in para 68 of MFM&P was being maintained in the bank by the Principals of the DIETs.

- 5.5.5** Cash book was not being maintained on the basis of actual transactions by BRC Sukhrao. Instead it was maintained on the basis of the entries made by the bank in the pass book. Counterfoils of cheque books were not being dated. One joint account and one single account in the name of BRC Sukhrao was maintained whereas only one joint account was required to be maintained. Monthly bank reconciliation had also not been done by BRC Sukhrao.

**5.5.6** Cash book was not maintained by CRC Langa Pokhari who was posted from January 2003 to August 2004 as she did not know its maintenance. Even her successor had not maintained the cash book since his posting on 19-08-2004. New CRC Langa Pokhari opened a new account at SBI Kalsi (Kalsi Block), which is situated at a distance of 48 Kms. whereas SBI Chakrata is merely at a distance of 5 Kms but in different block (Chakrata).

**5.5.7 Schools**

(a) Of the 53 schools visited by the Team, only two schools (Primary & Upper Primary school Dikholi) had maintained the cash books properly.

(b) Following seven schools had not produced the cash books

Name of school	Reasons
<b>Primary Schools</b>	
1. Mohana	Head Mistress was not available in the school
2. Saintoli	---do--
3. Maindal	---do--
4. Jari	---do--
<b>Upper Primary Schools</b>	
5. Mohana	On first day the Head Master was present and stated that cash book and relevant records had been kept in his home town at Saharanpur but next day he did not turn up in the school and went to his home town on leave.
6. Kotikanasar	Headmaster alongwith 18 students had gone for the purchase of charcoal and turned up at 4.30 p.m.
7. Ghamandpur	Cash book was stated to be kept at the residence of Head Mistress at Kotdwar. Although she produced the vouchers but in the absence of any register, vouchers could not be verified.

(c) In remaining 44 schools cash book had not been maintained properly, although three schools namely Primary School Jamlakhal, Ujyari and Upper Primary School Jamla Khal had started maintaining the cash book from 2004-05. All these schools were keeping the details of cash through simple registers naming it *Rakh Rakhaw Book*.

It was stated by almost all the teachers of Pauri District that training regarding maintenance of cash book had not been imparted to them and as such they were not in a position to maintain the cash book.

**5.6 Non-maintenance of records**

(i) Besides Journal and Fixed Assets Registers, SPO and DPOs had not maintained the following registers as prescribed in para 50 of MFM&P.

SPO	DPO Dehradun	DPO Pauri
1. Register of Remittances made into	1. Register of advance to	1. Register of remittances made into the

the bank.	Agencies/ NGOs	bank
2. Establishment Register.	2. Register of investments	2. Register of advances to Agencies/ NGOs
3. Register of Investments.		3. Register of investments
4. Classified Accounts of the Project.		4. School Grants, Teachers Grant, TLM, Civil Works, etc. prior to 2004-05.
5. Temporary Advance Register (Staff)		
6. Temporary Advance Register of contractors / Suppliers (started from 2004-05)		
7. File Register		
8. Stock Register (started from 4/2003)		

- (ii) Advance for handicapped training, free distribution of books, core group meetings, etc. (Rs.4.23 lakh) and TA, DA advance to employees (Rs.0.14 lakh) was paid by DPO Dehradun during 2003-04 but its adjustment had not been indicated in the relevant registers.
- (iii) **Stock Register and Annual verification of stock articles.**
- (a) Annual verification of stock articles was not being done as required under para 62 of MFM&P by SPO, DPO Dehradun and DPO Pauri.
- (b) Most of the schools visited by the Team had not maintained stock registers.
- (c) In almost all the schools the position of maintenance of vouchers was not satisfactory.

## 5.7 Payment of Teachers Grant/ School Improvement Grant

As would be revealed from the following table, Teachers Grant and School Improvement Grant was not paid to all Teachers/ Schools regularly. School Improvement Grant was paid during 2004-05 to 1028 Primary Schools of Pithoragarh District, although these schools were not covered under SSA.

District	(No. of teachers)		
	2002-2003	2003-2004	2004-2005
<b>A: Teachers Grant</b>			
Nainital	3075	2258	2793
Almora	3599	3454	4071
Pauri	1058	4689	4625
Rudraprayag	4928	1409	1389
<b>B: School Improvement Grant (Upper Primary Schools)</b>			

<b>District</b>	<b>2002-2003</b>	<b>2003-2004</b>	<b>2004-2005</b>
Chamoli	316	268	198
Nainital	347	326	240
Pauri	579	504	413
Pithoragarh	380	291	296
<b>Primary Schools</b>			
Pauri	1644	1583	1649
Pithoragarh	--	--	1028

## **5.8 Earnest Money**

Drafts/ Cheques relating to earnest money/ security received from suppliers/ contractors were not deposited in the banks and were lying in the correspondence files of SPO and DPO Pauri. In some cases validation period of these drafts/ cheques had expired, but these were not got revalidated.

## **5.9** Following deficiencies were also noticed in the certification of accounts.

- (a) Accounts for 2001-2002 & 2002-2003 were not prepared within stipulated period (30 September) and there was delay in their submission to the Government of India.
- (b) Certified accounts were not got approval from the Executive Committee/ The Parishad.
- (c) Schedule of Fixed assets held by the Society at the end of financial year were not prepared & appended with the Statement of Annual Accounts.

## **5.10** Following observations regarding maintenance of accounts and its improvement were made by the Chartered Accountant while certifying the annual accounts of the Society.

### **(a) Annual accounts for 2002-03**

- (i) All the staff/ officers trusted with finance and accounts work may be imparted a short-term refreshal workshop.
- (ii) In Nainital district funds for construction was transferred to BRCs (instead of direct to VECs) for onward delivery to the bank accounts of VECs. Compilation work of UCs was also awaited.

- (iii) (a) Dehradun, Rudraprayag, Chamoli, Almora districts and DIETs transferred funds for training activities to ABSA instead of BRCs.
- (b) DIETs must obtain compiled UCs timely.
- (iv) Traveling allowance bills at DPOs/ DIETs were paid without countersignatures (by the competent authority).
- (v) Teachers Grant was transferred through banking channel. Bankers certificates and UCs from teachers should be obtained to ensure that the money was actually credited to the concerned teacher's bank account.
- (vi) Maintenance of records was yet to be systematized. Vouchers should be numbered and preserved serially as per the entries in the cash books. Entries of stock books should be completed concurrent to the receipt and issue of stocks.

**(b) Annual accounts for 2003-04**

- (i) UCs were generally not produced in respect of total expenditure (incurred) by BRCs.
- (ii) At some units (BRCs/ DIETs/ DPOs) Books of Account/ Bank Statements/ Reconciliation were not prepared/ produced.
- (iii) Generally, Income Tax PAN/ Sales Tax Registration certificates were not obtained from the suppliers of free text books. Further at some units, documentary evidence regarding payment for free text books were not produced.
- (iv) Block-wise fund allotment records were not maintained and block-wise fund reconciliation was also not done.
- (v) Physical verification of stock/ asset items was not done at any time during the year by DPOs/ DIETs/ BRCs.
- (vi) BRCs did not sent any statement of expenditures to DPOs/ DIETs against the expenditure incurred by them. Only utilisation certificates were being sent by some BRCs to District Offices which again were not sent regularly and against all the expenditures. Further at the time of making payments to BRCs, District Offices (i.e. DIETs & DPOs) treat them as expenditure by debiting directly in the respective expenditure heads and these payments were reported as expenditure in the Statement of Expenditure (SOE) prepared by the DPOs/ DIETs.
- (vii) Expenditure incurred during the previous year had not been adjusted in the respective District Offices and accounts in the books of the State Project office.



## CHAPTER-VI

### 6. Procurement, Remuneration paid to private parties & Distribution of material purchased

#### 6.1 Procurement of Hardware for Computer Aided Learning Programme

Procurement procedure has been discussed in detail in Chapter IX of MFM&P. Scrutiny of relevant records of test checked offices/schools revealed that during 2003-04, 118 Upper Primary Schools were selected for computer aided learning programme. In these schools 241 hardwares were arranged and 235 Teachers were trained. CD sets numbering 42 were provided to each of these schools free of cost by a Bangalore based firm. It was noticed that:

- (i) Of the 118 selected schools, programme could not be started (31.12.2004) in 8 schools as detailed below:

Sl. No.	District	No. of schools selected	Hardware available	No. of schools where programme could not be started	Remarks
1.	Pauri	15	24	4	(i) In Girls Upper Primary School Sabdharkhal two computers, one printer and one UPS were purchased at a cost of Rs.1.13 lakh during June 2004. Besides, computer room was decorated at a cost of Rs.0.21 lakh and computers were commissioned during September 2004. But Uttaranchal Power Corporation disconnected the electricity as one additional electricity pole was required, for which funds were demanded by the said Corporation. Further action was awaited.  (ii) In Upper Primary School Kaproli 3 computers, one printer and one UPS were arranged at a cost of Rs.1.52 lakh. Besides, a room was prepared for this purpose at a cost of Rs. 0.21 lakh. But the computers could not be installed as representative from the firm for installation were awaited (10-12-04).
2.	Tehri	9	16	3	
3.	Uttarkashi	10	21	1	

- (ii) Directions for the purchase of computers and other aided instruments on the rate contract of Uttaranchal Government were issued by the SPO on 24-03-2004. Computers were to be purchased during the financial year 2003-04. One school in each block and urban area was to be covered under this programme and for schools having students upto 50 and in excess of 50, one and two computers respectively were to be purchased. It was however, noticed that computers could be purchased during 2004-05 instead of during the financial year 2003-04 as directed by the SPO and in Kaproli and Mawakot Upper Primary Schools of Pauri District 3 Computers each instead of 2 were purchased resulting in extra expenditure of Rs.0.78 lakh.
- (iii) Directions were not given by the SPO regarding the cost at which furniture, curtains, mattresses, electricity wiring, etc. was to be arranged for each computer room and number of UPS/ Printers to be purchased. Whereas in Pauri District these amenities were provided at

the rate of Rs.20,800 each school in Dehradun District these amenities were arranged at following cost.

Sl. No.	Name of Upper Primary School	Cost of decoration of computer room. (Rs.)	Remarks
1.	Harrawala	41,900	At the rate of Rs.20,800 each school the cost for decoration of computer rooms in 9 schools works out to Rs.1.87 lakhs, whereas actual expenditure incurred in this Distt. Was Rs.3.91 lakhs.
2.	Mehuwala	50,800	
3.	Baddowala	54,500	
4.	Harbanspur	43,500	
5.	Bhanewala	40,000	
6.	Jeevanwala	40,000	
7.	Panditwari	40,000	
8.	Majara	40,000	
9.	Jeewangarh	40,000	
<b>Total</b>		<b>3,90700</b>	

Thus excess expenditure of Rs.2.04 lakhs was incurred by Dehradun district alone in the decoration of computer rooms in comparison to Pauri district.

- (iv)(a) In Dehradun district in all seventeen computers and equal number of UPS for 9 schools were purchased but in Pauri district for 15 schools only fifteen UPS were purchased for 24 computers.
- (b) In Dehradun District 10 UPS for five schools and seven UPS for 4 schools were purchased @ of Rs.8250 per UPS and Rs.5100 per UPS respectively. By purchasing all the UPS at lowest rate (Rs.5100) saving of Rs.31,500 was possible.
- (c) Whereas in Dehradun District no printer was purchased for any of the 9 schools covered under computer aided learning programme, in Pauri District 15 printers costing Rs.1.47 lakh (Approx) were purchased for 15 schools covered under the programme.

Thus **uniform pattern was not followed in different Districts in the decoration of computer rooms and purchase of UPS and printers due to lack of precise directions from the SPO.**

- (v) In Kanya Upper Primary School Dhang (Ainthana) and Mawakot 3 days Computer Training was provided to teachers responsible for teaching computer programme to the students. This training was not found sufficient by the Team and teachers needed more training for the purpose.
- (vi) In Upper Primary School Mawakot programmes had not been fed into the computers so as to expose the students to it.
- (vii)(a) During the year 2004-05, 139 more Upper Primary Schools were proposed to be covered under Computer Aided Learning Programme. Directions for the purchase of 2 computers in each school on rate contract basis of Uttaranchal Government, DGS&D rates or on tender basis were issued by SPO to DPOs on 21-12-2004. But amount for

decoration of computer rooms was not fixed. Due to late receipt of directions from SPO, purchases had not been effected by DPO Pauri and Dehradun till the date of visit of the Team on 10-1-05 & 8-02-05 respectively.

- (b) For furnishing computer rooms in 9 Upper Primary Schools a sum of Rs.3.60 lakh @ Rs.0.40 lakh each was advanced to schools by DPO Dehradun on 20-11-04. The amounts advanced were on higher side as DPO Pauri paid only Rs.20,800 per school for this purpose as stated above.

## **6.2 Remuneration paid for certification of Annual Statement of Accounts**

In terms of Rule 54 of Rules of The Parishad the accounts of the Parishad are to be audited annually by an independent Chartered Accountant and in accordance with the provisions of the Societies Registration Act 1860 Audited Accounts are required to be communicated to The Parishad. Detailed procedure of audit by the Chartered Accountant is laid down in para 101 of MFM&P wherein it has been stated that 3 to 6 well qualified and experienced Chartered Accountant firms should be short listed for the issue of Letter of Invitation; annual audit report should be made available by 30 September of every year; such accounts shall be communicated to the Executive Committee which shall submit it alongwith its observations to the State Government within 15 days and the State Government will forward it to the Government of India for acceptance. It has also been laid down that a statement showing a schedule of fixed assets held by the Society should be sent to the Government of India and State Government with annual statement of accounts.

Annual Accounts for the year 2001-02 were got authenticated on 31<sup>st</sup> December 2003/ 27<sup>th</sup> January 2004 from M/s A. Srivastava & Co. and he was not paid any remuneration as he was also deployed for the certification of account under DPEP. These accounts were submitted to the Government of India on 6-02-2004.

For the certification of accounts for the year 2002-2003 M/s. A Srivastva & Co., Chartered Accountant was deployed on 20-10-2003. The accounts were certified on 31-12-03/27-01-04 and Chartered Accountant was paid remuneration amounting to Rs.2.33 lakh. These accounts were submitted to the Government of India on 6-2-04. For the year 2003-04 a panel of 6 Chartered Accountants was approved by the Executive Committee in its meeting held on 22-09-04. Five firms of Chartered Accountants had already been deployed on 19-07-04 for SSA work and consolidated accounts were certified by M/s. R.M. Lal & Co. Lucknow during September 2004 and these accounts were submitted to the Government of India on 11-10-2004. The details of payments made to the Chartered Accountants was as under:

**(Rs. in lakh)**

Sl.No.	District	Firm	Amount
1.	Chamoli, Rudraprayag and Uttarkashi	M/s Dhawan & Madan , Lucknow	0.53
2.	Haridwar & Pauri	M/s. Rajeev Jindal Dehradun	0.35
3.	Champawat, Tehri & Udham Singh Nagar	M/s. A.K. Rastogi & Co, Lucknow	0.53
4.	Almora, Pithoragarh and Nainital	M/s. Sachdeva & Co., Lucknow	0.52
5.	Dehradun, Bageshwar and S.P.O.	M/s. R. M. Lal & Co., Lucknow	0.44
<b>Total</b>			<b>2.37</b>

For comparison of the remuneration paid to the Chartered Accountants the Team observed that Indian Council of Forestry Research and Education, Dehradun (**ICFRE**) is also a Society Registered under Societies Registration Act, 1860. As per Rule 41 of the rule of ICFRE its accounts are to be audited by such person or persons as may be nominated for the purpose from time to time by the Government of India in consultation with the Comptroller & Auditor General of India (C&AG). Some other information relating to ICFRE was as under:

- (i) It implemented Forestry Research Education & Extension Project (**FREEP**) with the aid of World Bank wherein the IDA credit was to the extent of SDR 338 million equivalent to US \$ 47 million and Government of India contribution of US \$ 9.4 million. This project was effective from 30-09-1994 for a period of 5 years.
- (ii) ICFRE was having 8 Regional Research Institutes at Dehradun, Shimla, Ranchi, Jorhat, Jabalpur, Jodhpur, Bangalore & Coimbatore and three research centres at Allahabad, Chhindwara and Hyderabad.
- (iii) Auditor for the certification of ICFRE accounts were being appointed on the recommendations of the C&AG of India and for the audit of annual accounts and balance sheet for the year 2004-05, Chartered Accountant was appointed at a total fee of Rs.20,000.
- (iv) Sub Head wise details of Fixed Assets alongwith Depreciation was also being appended with the annual accounts.
- (v) During 2003-04 ICFRE received Rs.98.11 Crore as grants-in-aid from Government of India & other sources.
- (vi) It has been ascertained that for the certification of accounts of earlier years the Chartered Accountant was not paid more than Rs.20,000 per year by ICFRE and certification work was done by the Chartered Accountant centrally i.e. accounts and relevant records pertaining to all the Institutes were audited at Dehradun. Income & Expenditure Accounts, Receipts & Payments Accounts and Balance Sheets pertaining to each Regional Research Institute/ Research Centre and H.Qrs were prepared by ICFRE and submitted to the Chartered Accountant for audit.

In view of the above facts the volume of work involved in the certification of annual accounts of ICFRE is not less than the work of SSA in Uttaranchal State. Whereas ICFRE was paying Rs.20,000 per year for the certification of accounts by Chartered Accountant appointed on the recommendations of the

C&AG of India, in Uttaranchal State Rs.2.33 lakh and Rs.2.37 lakh was paid for the certification of accounts of SSA for 2002-03 & 2003-04 respectively by the Chartered Accountant (appointed after short listing the experienced CAs without consulting the C&AG of India).

The Team feels that relevant provision in the MFM&P may be amended on the pattern of ICFRE (which is also a Registered Society).

### 6.3 Bids for Internal Audit

Norms for Internal Audit of SSA are laid down in para 100 of MFM&P, wherein it has also been stated that in case in-house internal audit team is not available, qualified Chartered Accountants firm may be engaged for carrying out internal audit. Prior to October 2004 internal audit had not been conducted in any office/ school covered under SSA. One post of Assistant Audit Officer was created in the meeting of the Executive Committee dated 22-09-2004. This post had not been filled up as of 19-02-05. For internal audit proposal from 35 Chartered Accountants were obtained. Of these, 7 firms were short listed during August 2004. Bids for internal audit training & monitoring from these firms were opened on 13-09-04 and ultimately two firms were chosen and agreements were executed with them on 18-10-04. Permission of the Executive Committee for getting internal audit from selected firms for the year 2004-05 was also obtained on 22-09-04. It was stated that the work was in progress.

Following were the main terms and conditions of the agreement executed with the Chartered Accountants:

- (i) In both the cases expenses of audit team for travelling from State H.Qrs to the Project District and TA as per rules and rates of the Project Board was to be paid.
- (ii) Conveyance for audit of BRCs, CRCs and VECs was also to be arranged.
- (iii) First firm of the Chartered Accountants was to conduct internal audit of 7 Districts fully covered under SSA and second firm was to conduct audit in the remaining 6 Districts covered under SSA for class VIth to VIIIth only. Both the firms were to be paid audit fee @ of Rs. 12000 plus service tax per District including DIET, BRCs, CRCs and VECs of the District.

It was observed that number of BRCs, CRCs/ Schools in all the 13 Districts of the State varies. Minimum & maximum number of BRCs, CRCs and Primary/ Upper Primary Schools in the Districts fully covered under SSA was as under:

	BRC	CRC	Primary/ Upper Primary Schools
<b>Minimum</b>	Ruderprayag (3)	U.S. Nagar (27)	Rudraprayag (629)
<b>Maximum</b>	Pauri (15)	Pauri (122)	Pauri (2084)

Here it may be mentioned that in 4 Districts namely Rudraprayag, U.S. Nagar, Bageshwar and Champawat. DIET is not located & they are covered by the

DIETs of adjoining districts and of the 6 districts partially covered under SSA, the minimum & maximum UPS were in Haridwar (93) and Tehri (346) respectively.

In view of above facts in the bid form inviting tenders for internal audit number of BRCs, CRCs, VECs and DIET of each District could have been indicated. However, in the bid form the name of work was given as DPO & all the BRCs, CRCs, VECs and DIET, resulting in receipt of bids from the firms (ultimately selected) for Rs.12000 per District.

Thus bids were not invited properly keeping in view the quantum of work and Rs.12000 per District was to be paid whether the district was fully covered under SSA or not and without considering the number of units whose internal audit was to be conducted. This might effect the quality of internal audit work.

## CHAPTER-VII

### CIVIL WORKS

**7.1** Provision regarding civil works, maintenance and repair of school buildings and financial norms thereof are contained in para 26, 27 and Annexure-II respectively of MFM&P. The main contents of these norms are as under:

- (i) Civil works like school buildings, additional class rooms, toilets, drinking water facilities, electrification, BRC/ CRC buildings etc. are to be taken up under SSA.
- (ii) Works like office buildings for SPO/ DPOs, play grounds, EGS/ AIE centres, etc. are not to be taken up under this programme.
- (iii) PAB has fixed an average of Rs.0.20 lakh and Rs.0.15 lakh for drinking water facilities and toilets respectively.
- (iv) Funds on civil works shall not exceed the ceiling of 33% of the entire project cost. However, in a particular year's annual plan provision for civil works can be considered upto 40% of the annual plan expenditure, within the over-all project ceiling of 33%.
- (v) Cost of construction of BRC and CRC buildings in any District should not exceed 5% of the over-all projected expenditure under the programme in any year.
- (vi) Engagement of contractors is not allowed except for the construction of multi-storeys urban schools.
- (vii) School Management Committee/ VEC/ Gram Panchayat Committee on Education will carry out civil works including maintenance & repair of school buildings.
- (viii) Maintenance grant will be available only for those schools, which have existing building of their own.
- (ix) Unit cost, where not specifically mentioned in the SSA norms, should be as per the PWD/ state schedule of rates.

**7.2.1** During 2002-03 & 2003-04 against the approved outlay of Rs.1845.07 lakh and Rs.4923.83 lakh for civil works expenditure to the tune of Rs.828.55 lakh & Rs.4080.15 lakh respectively was incurred and thus the short-fall was 55 % and 17 % respectively.

**7.2.2** As already stated annual plan for 2002-03, 2003-04 and 2004-05 were approved by the PAB on 19-09-02, 2-07-03 and 19-05-04 respectively. Targets set out by PAB and as per Status Report (SIS) ending December 04 were as under:

Sl. No.	Particulars of civil work	2002-2003			2003-2004			2004-2005		
		Targets as per PAB	Targets as per Status Report	Difference	Targets as per PAB	Targets as per Status Report	Difference	Targets as per PAB	Targets as per Status Report	Difference
1.	New Primary School Buildings	N.A.	48	---	98	89	(-) 9	190	190 (PS and UPS)	-
2.	New Upper Primary School buildings	N.A.	54	---	139	139	--			
3.	Construction of dilapidated Primary School buildings	N.A.	106	---	105	100	(-) 5			
4.	Reconstruction of dilapidated UPS buildings	N.A.	101	----	90	80	(-) 10	180	186 (PS & UPS)	+6
5.	Additional class rooms	N.A.	518	----	559	559	--	327	327	-
6.	Toilets	N.A.	736	----	666	666	--	--	819	+819
7.	Drinking water facilities	N.A.	372	----	945	945	--	--	895	+895
8.	Boundary Walls	N.A.	234	----	682	683	(+) 1	1148	1148	--
9.	Construction of BRC buildings	N.A.	17	----	8	8	--	3	3	--
10.	Construction of CRC buildings	N.A.	16	----	68	67	(-) 1	73	73	
11.	Electrification	N.A.	--	----	--	--	--	122	--	(-) 122

Thus targets regarding electrification of 122 schools during 2004-05 set out by PAB were completely ignored although almost all the schools visited by the Team were without electricity as discussed in the succeeding paragraphs.

**7.2.3** The position of targets of civil works taken up for execution during 2002-03 and 2003-04 as set out by the SPO, their completion, in progress and not started as of January 2005 was as under:

Sl. No.	Particulars of work.	2002-03				2003-04			
		Targets	Completed	In progress	Not started	Targets	Completed	In progress	Not started
<b>A. Primary Schools</b>									
1.	New Construction	48	38	10	--	89	50	39	--
2.	Reconstruction	106	98	8	--	100	79	21	--
3.	Boundary walls	134	134	--	--	359	359	--	--
4.	Toilets	388	388	--	--	303	300	3	--
5.	Drinking water	249	249	--		582	505	52	25
6.	Add. class rooms (including for UPS).	518	509	8	1	559	510	48	1
<b>B. Upper Primary Schools</b>									
1.	New construction	54	39	15	--	139	71	66	2
2.	Reconstruction	101	43	55	3	80	32	48	--
3.	Boundary walls	100	100	--	--	324	316	6	2
4.	Toilets	348	348	--	--	363	343	15	5
5.	Drinking water	123	103	20	--	363	255	92	16



Sl. No.	Particulars of work.	2002-03				2003-04			
		Targets	Completed	In progress	Not started	Targets	Completed	In progress	Not started
<b>A. Primary Schools</b>									
<b>C. BRC/ CRC Buildings</b>									
1.	BRC buildings	17	7	8	2	8	2	5	1
2.	CRC buildings	16	14	2	--	67	12	41	14

For the works, which were in progress or had not been started, funds for Rs.1499.20 lakh were advanced to the executing agencies.

**7.3** The position of civil works (buildings, drinking water facilities, toilets, boundary walls, electrification, etc.) as noticed by the Team during field visits in BRCs, CRCs and schools was as under:

**7.3.1 Buildings**

**(A) BRC buildings**

- (i) BRC Chakrata was functioning in a shop having no infrastructure. This building was hired on monthly rent of Rs.2,000 per month. Furniture (four molded chairs, two revolving chairs, one table, three drawers, two cushions, one steel almirah and one dari) purchased for Rs.7,980 by the then BRC and ABSA during May 2003 had not been handed over to successor BRC in September 2003.
- (ii) The building of BRC Kot was constructed during 1995 and was also housing ABSA office. There are two toilets in it without water facility. Electricity of this building was disconnected before 1997 due to non-payment of electricity bill and since then it was not restored. Cracks had come up on its boundary wall and at one stretch 16-17 Mtrs. had fallen down due to heavy rain on 15-09-04. Estimate for Rs.1.07 lakh prepared for its restoration by Rural Engineering Service (RES) in September 2004 was awaiting approval in DPO Pauri since October 2004. Rs.0.50 lakh received during March 2003 was lying unutilised.
- (iii) BRC Sukhrao also housing ABSA office, was having all necessary facilities.

**(B) CRC buildings**

- (i) CRC Mohana was functioning in office room of Upper Primary School Mohana.
- (ii) CRC Masangaon was having a big room and varanda but there was no boundary wall, proper toilet and electricity (although electricity line was passing near the building).
- (iii) CRC Langa Pokhari & Korva were functioning in school buildings.
- (iv) The building of CRC Sitabpur was having a big hall and varanda, toilet with water facility. Electricity of this building was disconnected about a year back due to non-payment of electricity bill. On back and roadside of this building boundary wall was needed.

**(C) School Buildings**

Of 54 schools visited by the Team, the position of civil works was as under:

**(a) Schools having no buildings.**

(i) Following schools visited by the Team were without school buildings:

Sl. No.	Name of School	Remarks
1.	Upper Primary School Maindal (Chakrata Block)	Funds were not provided for the construction of school building during the last 27 years. <b>All the three classes of upper primary having 34 students study in 16X 14 feet room of Panchayat Bhawan. Besides, all the 67 students of Primary School and children of Angan Bari study outside this room in the varanda.</b> The Team also found 33 and 17 students of Upper Primary and Primary school, who were present, studying in the said room & varanda respectively.
2.	Primary School Maindal (Chakrata Block)	Incomplete building constructed during 1997-98 at a cost of Rs.0.64 lakh was ruined in earthquake. This building was never used for study. Now a new building was under construction since August 2004.
3.	Primary School Jari (Chakrata Block)	This school was functioning in Panchayat Bhawan for the last 6-7 months as its old building was demolished being in dilapidated condition, and a new building was under construction.
4.	Primary School Korva (Kalsi Block)	Presently 95 students of all class were studying in a 5X12 Mtrs room and new building was under construction.

(ii) In Dehradun and Pauri districts the number of schools without buildings was 33 (PS: 18 and UPS: 15) and 11 (PS: 8 and UPS: 3) respectively. But in Pauri district proposal for the construction of these school buildings was not included in the AWP&B 2004-05. It was stated by the Upper Shiksha Adhikari (Basic) that six PS in Pauri city were functioning in private buildings/ panchayat bhawans. Of these, for the construction of one school building funds had been provided.

In Pauri district six PS and one UPS were having one and two rooms respectively and 97 PS required additional rooms.

**(b) Schools having roofless buildings**

1.	Primary School Dungiya (Chakrata Block) (Photo 1)	<p>Prior to taking up execution of school building in 1992-93, students were studying under a tin shed, which was destroyed in storm. Of a sum of Rs.1.60 lakh provided for the construction of new building, two rooms upto linter level (without roof), one staff room and one varanda were constructed at a cost of Rs.1.00 lakh. Thereafter the work was abandoned and Gram Pradhan fled from the village and Rs.0.60 lakh was still outstanding in her account. Later on plaster on the walls &amp; floor of staff room was completed from the maintenance grant made available under SSA. The Team found students of class 3,4 and 5 in the unfinished floor of the varanda in three lines. Students of class 1 &amp; 2 were studying in roofless room. Headmistress stated that during rainy season the roof of the varanda leaks and she teaches the students in her rented residential room.</p>
2.	Primary School Dakra (Chakrata Block) (Photo 2)	<p>Building having a room, a small varanda and two small rooms (one for toilet) constructed during 1991-92 was never used for study purpose as it was in bad condition. About two years back some tins of the roof of the building were blown in the storm and thereafter no efforts had been made for its restoration.</p> <p>Funds amounting to Rs.0.40 lakh were provided during June 1999 for the construction of additional room. Of this, a sum of Rs.0.20 lakh was withdrawn during February 2000 and placed at the disposal of the Gram Pradhan. After completing leveling work further work was not taken up. Remaining amount of Rs.0.20 lakh was lying unutilised.</p> <p>In between above two sites there is a building having two rooms, a varanda and an office room without ceiling. Whereas one room was being used for study purpose, in the second room waste material was dumped. Window of this room was closed with the help of stones and hence the room was dark. Office room was being used for keeping the material for Mid-day-meals.</p> <p>In the back side of the building proper arrangement had not been made for drainage system and as such during rainy season the rooms were filled with water.</p>



**Roofless building of Primary School Duniyara (Photo 1)**



***Roofless building of Primary School Dakra (Photo 2)***

**(c) Dilapidated Buildings**

In para 27.2, 27.3 and 27.4 of MFM&P following provisions have been made for maintenance of school buildings.

There is no distinction between major or minor repairs. All repairs and maintenance should be carried out within Rs.5000 per year.

Repairs beyond Rs.5000 can always be taken up by sourcing of other funds. Schools upto three classrooms will be eligible for maintenance grant upto a maximum of Rs.4000 per school per year, while schools having more than three classrooms would get a maintenance grant upto a maximum of Rs.7500 per school per year, subject to the condition that the overall eligibility for the district would be Rs.5000 per school per year.

It was noticed by the Team that maintenance grant of Rs.5000 per school per year was released to the schools by DPO, Dehradun & Pauri irrespective of the number of classrooms of the schools. No case of sourcing of other funds for this purpose was noticed.

The position of the dilapidated school buildings was as under:

Sl. No.	Name of the School	Remarks
1.	Primary School Saintoli (Chakrata Block)	In rainy season water leaks out from the roof resulting in closing the school as stated by the teacher. There was no drainage system.
2.	Primary School Auli (Chakrata Block)	It was stated by the Head Mistress that during rainy season the roof of the school building (constructed during 1990) leaks. Maintenance of this work could not be done out of Rs.5000/- being received every year.
3.	Primary School Patti (Chakrata Block)	School building was constructed during 1993. Cracks on its beam and walls had erupted which were yet to be set right.
4.	Primary School Khola Chauri (Kot Block)	Building was constructed during 1985. Its roof, doors and windows were in dilapidated condition.
5.	Primary School Naithana (Kalji Khal Block)	Building of this school, constructed during 1887, was having two rooms. One room was closed due to its dilapidated condition and second room was being used for study purpose, but the same also leaks during rainy season resulting in disruption in study. It could not be repaired properly out of Rs.5000/- each received in 2003-04 and 2004-05. On the other side of the building there was a hostel constructed during British period, but was not being used due to its miserable condition.
6.	Primary School Kalia Saur (Khirsu Block)	This building constructed during 1976 was having tin roof, which was in pitiable condition. It was stated by the teacher that during rainy season rooms were filled up with water due to leakage of roof.
7.	Primary School Simkhet (Pabo Block)	One of the four rooms of the school building constructed during 1964 had been closed due to dampness of walls and leakage of water from the roof.
8.	Primary School Kumbi Chaur (Dugadda Block)	The school was having two buildings, constructed during 1989 and 2001/02 respectively. Grouting was not done on the roof of

Sl. No.	Name of the School	Remarks
		<p>first building, resulting in leakage of water. In the office and store room of second building big cracks were appearing and it was dangerous to sit in these rooms, although Head Mistress was using it as office room.</p> <p>Besides, for the construction of an additional room a sum of Rs.1.35 lakh was received under SSA. but the work was not being done according to the approved map and was incomplete.</p>
9.	Primary School Fatehpur (Dugadda Block)	School was having two buildings constructed during 1967 and 1995 respectively. During rainy season rooms were being filled with water. Second building was having two rooms. The construction was so poor and irregular that one of the room fills up with mud and stones coming from upper side of hill. These rooms were without doors and windows.
10.	Primary School Hanumanti (Dugadda Block)	The school was having two buildings constructed during 1950 & 1985 respectively. The old building was in dilapidated condition.
11.	Upper Primary School Fatehpur (Dugadda Block)	Building of this school was constructed in 1988. Although grouting had been done in the roof yet water was leaking during rainy season in the rooms resulting in disruption in study.
12.	Upper Primary School Kotari Dhang (Dugadda Block)	The building of this school was constructed during 1985 with RCC roof, which was in miserable condition. It was stated that in two rooms large quantity of water leaks out during rainy season and students are forced to sit out side on the apprehension of collapsing the building.
13.	Upper Primary School Langa Pokhari (Kalsi Block)	<p>Building of this school having four big and two small rooms was constructed during 1994 but its roof had bent down as it was without beam and there was no proper arrangement for the drainage of water from the roof. As a result of irregular construction, water was leaking in the rooms and floors had broken. One of the room had been repaired by a Gram Sabha Pradhan. Rs.5000/- received each year was not sufficient for major repairs.</p> <p>The Team found that students were sitting on the roof of building and it was stated by the teacher that such practice was prevailing for the past so many years.</p>
14.	Upper Primary School Kotikanasar (Chakrata Block)	<p>Roofing had been done with sub standard tins and there was no ceiling. Flooring and plaster on the walls had not been done. Of 8 doors and 13 windows, only two doors and one window had been fixed after June 2004. MS bars had been fixed at long distance in the windows.</p> <p>This school is situated in remote area at high altitude and as such above defects required to be rectified properly.</p>

**(d) School buildings having good condition**

Overall condition of remaining 34 school buildings (covered by the Team) was satisfactory. However, some major repairs were required to be carried out in roofs, doors, walls, etc. in some of these buildings.

**(e) Interesting points noticed by the Team in the construction of buildings**

Sl. No.	Name of School	Remarks
1.	Primary School Ghamandpur (Dugadda Block)	Five rooms in two buildings were sufficient for 134 students enrolled in the school. But on 4-10-04 a sum of Rs.67500/- as first instalment (out of total amount of Rs.1.35 lakh) was received for the construction of additional room although no resolution to this effect had been passed by the VEC, who was informed on 1-12-04 about the receipt of first instalment and selection of site was also got done from it. It was stated that the proposal for the construction of additional room might have been proposed by Village Development Committee.  Thus the funds for additional room were released when there was sufficient accommodation and without any initiative from the competent authority (VEC).
2.	Primary School Mawakot (Dugadda Block)	School building having five rooms was in good condition and required only some plasterwork. However, a sum of Rs.1.89 lakh was received on 4-10-04 for the construction of a new building but no expenditure had been incurred as of 19-01-05.
3.	Primary school Patti (Chakrata Block)	An expenditure of Rs.14143/- was incurred for the purchase of one door with frame, one steel almirah, 20 Mrts tat patti, 8 bags cement, bajari, paint and for the payment of labour charges but neither above material was physically available in the school nor painting/ white washing and other repairs seemed to have been carried out.
4.	UPS Korwa (Chakrata Block)	A high-tension electricity line was passing over the school building and an electricity pole was in its courtyard. On 10-08-2004, when the monthly meeting of CRC was going on, a class VIth student was caught with the STAG of electricity pole. However, she was rescued by a teacher and thus a big accident was avoided. For replacing the pole, funds demanded by Uttaranchal Power Corporation were yet to be provided. Fencing had also not been done around the electricity pole.

**(f) News appearing in the press (“The Amar Ujala”) regarding school buildings**

Date of News paper	Remarks
02-02-05 & 14-02-05	Building of Primary School Faldakot (Pauri District) constructed forty years back by villagers through <i>Shramdaan</i> was in dilapidated condition and classes were being run in the varanda constructed at an end of the school in open ground for the last seven years
14-02-2005	Students of Banchuri Primary school (Pauri District) get their lessons under a tree in the courtyard of school as the school building was in dilapidated condition for many years.

**(g) Position of buildings not covered under SSA**

Education Guarantee (EGS) and DPO buildings are not to be covered under SSA as per para 26.2 of MFM&P. The position of such buildings as noticed by the Team was as under:

Sl. No.	Name of Office/ Centre	Remarks
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1.	EGS Saknai (Chakrata Block) (Photo 3)	This was the only EGS visited by the Team. It started functioning from October 2004 with 42 students. Students were sitting in open ground on polythene bags.
2.	DPO Dehradun	This office was functioning in the office of Basic Shiksha Adhikari Dehradun. For Upper Shiksha Adhikari (Basic) and AAO/ Accountant there were two small rooms and all the four coordinators were sitting in the varanda, which had been covered with partition. In between the Upper Shiksha Adhikari (Basic) and AAO/ Accountant room, a computer room had been made through partition. There was no meeting hall and as such a sum of Rs.1.50 lakh provided during 2004-05 for furniture in the meeting hall could not be utilised as of 08-02-2005. It was stated that meetings were being held in schools or BRC office. This building was having two toilets but due to non-availability of water they were in filthy condition.
3.	DPO, Pauri	This office was located in the old building consisting of ground and first floor of Education Department. DPO used to sit in the meeting hall at the first floor of the building, which had a toilet but it was stinking due to non-availability of water. Separate toilet was not there for ladies. There was only a small room for four coordinators. Steep steps had been constructed for going to the upper portion of the building. These steps were without any railing and were dangerous specially during rain & snow.



*Education Guarantee Scheme Saknai (Photo 3)*

### 7.3.2 Repair of buildings

- (a) It was noticed by the team that:
- (i) In Dehradun district 64 (PS 41 and UPS 23) buildings were in dilapidated condition and 998 (PS 606 and UPS 392) classrooms needed repair. In Pauri district 1242 (PS 1050 and



UPS 192) and 185 (PS 165 and UPS 20) school buildings needed repair and reconstruction respectively.

- (ii) Funds amounting to Rs.15,000 received in PS Auli during 2002-03 to 2004-05 for the maintenance of school building were lying un-utilised as the VEC was of the view that the major repair of school building could not be undertaken with this meager amount.
- (iii) No funds were received under SSA for the repair of the buildings of UPS Kotari Dhang and Aamsaur.
- (iv) UPS Maindal was functioning in Panchayat Bhawan. However, funds amounting to Rs.10,000 were received for the maintenance of school building during May 2003 and July 2004.

**(b) Views of expert on building works**

Senior consultant TSG Ed.CIL reviewed the civil works under SSA in Uttaran chal State and gave the following findings.

- (i) Unit cost for each design was same for plains and hills.
- (ii) Sites of UPS Ladpur (Dehradun District), which was nearing completion and UPS Jadi, were not suitable from student's safety point of view.
- (iii) Cracks were appearing in one of the beam in the hall of the building of BRC Selaqui, which was nearing completion.
- (iv) UPS Joshi Jothan was being constructed by an individual on lump sum contract basis, which was contrary to the spirit of SSA.
- (v) One plan each for hill & plain areas for seismic zone IV and zone V had been prepared and no choice was available with the community to choose the plan of their liking.
- (vi) Unit cost of buildings was worked out on CPWD schedule of rates instead of State PWD schedule of rates as required under SSA norms.

**Major part of Uttaranchal State is hilly and is far from the railhead. Here communication is not easy and for approaching most of the schools many kms straight upward or downward journey has to be undertaken through narrow roads/ paths. Construction material such as bricks, cement, steel, sand, bajri, etc. is brought from a distance upto 100 kms. resulting in higher cost. and through head load or mules from a distance even upto 10 kms. But these factors were not kept in view and equal rates i.e. Rs.3.78 lakh and Rs.6 lakh per school were prescribed for the construction of primary and upper primary school buildings respectively for both plain and hills. In view of these facts the Team feels that:**

- (a) More funds per school may be provided for the construction of school buildings in hills so as to ensure the quality of work.
- (b) Provision of Rs.5,000 per year for the repair of school buildings is not sufficient as due to excessive rains or heavy snowfall, roofs of buildings in hills dilapidate quickly. In such cases provision under major repairs may also be made so as to avoid disturbance in studies of students due to leakage of roofs and early damage to the school buildings thereby incurring heavy expenditure on the re-construction before their prescribed life span.

### 7.3.3 Drinking water

As per AWP&B 2004-05 of Pauri district 429 PS were without water facility and in Dehradun district water facility had been provided to 473 (PS: 363 and UPS: 110) out of 1097 (PS: 860 and UPS: 237) schools.

As discussed in para 3.8.1 following drinking water schemes, for which funds for Rs.41 lakh had been advanced were awaiting completion as of 31-1-2005:

Year	In progress	Not started
2002-03	20	--
2003-04	144	41

In Pauri district funds to the tune of Rs.6.90 lakh for providing drinking water were released to 35 schools (@ Rs.16050: 1 school, Rs.18050: 3 schools and Rs.20,000: 31 schools) during 2003-04 but these funds were not found sufficient and the works could not be taken up for execution as of 6-1-05. It was stated by the Upper Shiksha Adhikari (Basic) that it was very difficult to arrange drinking water and preferably students may be provided water bottles.

**The Team feels that as in hills sources are located at long distance, funds on the basis of realistic requirements may be provided for drinking water.**

It was noticed by the Team in the schools visited by it that:

#### (a) School having no water connections

Sl. No.	Name of the school	Remarks
1.	PS Duniyara (Chakrata Block)	----
2.	PS Jari (Chakrata Block)	School was functioning in Panchayat Bhawan, in which there was no arrangement for water.
3.	PS Langa Pokhari (Kalsi Block)	Students were bringing water from nearby available source.
4.	PS Naithana (Kaljikhil Block)	---
5.	UPS Kotikanasar (Chakrata Block)	---
6.	UPS Aamsaur (Dugadda Block)	Students or peon were bringing water from a distance of 500 Mtrs.
7.	UPS Mohana (Chakrata Block)	Water was being arranged from nearby nala.

8.	UPS Fatehpur (Dugada Block)	Water was being arranged from a source near the river.
9.	PS Koti Kanasar (Chakrata Block)	Pipeline was passing near the school but the facility had not been provided to the school.
10.	PS Ghandiyal (Kaljikhil Block)	Water was available in the nearby UPS.

**(b) Schools having un-functional water connections**

Sl. No.	Name of the school	Remarks
1.	PS Dakra (Chakrata Block)	Water tap was blocked and students were bringing water from their houses.
2.	PS Mohana (Chakrata Block)	Water pipes had been stolen during September 2004 by bad elements and students were bringing water from their houses or from nearby source.
3.	PS Saintoli (Chakrata Block)	Water pipe line had been broken.
4.	PS Kot (Kot Block)	Pipeline was laid during 1996 but the villagers had disconnected the main line. Students and Bhojan Mata were bringing water from nearby source.
5.	PS Khola Chauri (Kot Block)	Water supply scheme provided during 1996 had been broken by bad elements.
6.	PS Srikot Ganganali (Khirsu Block)	Pipeline had been laid and one cement tank was constructed, but pipeline was broken.
7.	PS Fatehpur (Dugadda Block)	Pipeline had been broken.
8.	UPS Kholachauri (Kot Block)	Pipeline was destroyed by bad elements and water was being arranged by students from nearby natural source but in summer season water scarcity prevails.
9.	UPS Jamlakhal (Kot Block)	Pipe line had been broken by bad elements and the <b>girl students were bringing water from a distance of 1 Km.</b>

(c) In the remaining 34 schools water facility was available.

**7.3.4 Toilets**

As per AWP&B 2004-05 toilets had been provided in 660 (PS: 530 and UPS: 130) and 151 (PS: 151 and UPS: NA) of Dehradun and Pauri districts respectively. Toilets for which funds amounting to Rs.3.45 lakh were advanced to schools during 2003-04 had either not been taken up for execution (5) or were in progress (18) as of 31-01-05.

It was noticed by the Team that:

(i) Of the 53 schools visited by the Team only 5 Schools (Primary School Auli, Sabdharkhal, Upper Primary School Sabdharkhal, Korwa and Pabo) had two toilets each with water facility and were being used by the students.

(ii) In the following schools no toilet facility had been provided.

Sl. No.	Name of the school	No. of Girl students	Remarks
1.	PS Mohana (Chakrata Block)	44	--
2.	PS Maindal (Chakrata Block)	--	School was functioning in Panchyat Bhawan and students were using open space for toilet.

Sl. No.	Name of the school	No. of Girl students	Remarks
3.	PS Patti (Chakrata Block)	21	Students were using open space near the mid-day-meals shed for toilet purpose.
4.	PS Korwa (Kalsi Block)	63	Students were using open space for toilet purpose
5.	PS Duniyara (Chakrata Block)	24	---do---
6.	PS Langa Pokhari (Chakrata Block)	47	---do---
7.	PS Jari (Chakrata Block)	15	School was functioning in Panchayat Bhawan & students were using open space for toilet.
8.	PS Ghandiyal (Kaljikhil Block)	29	Students were using open space for toilet purpose.
9.	UPS Maindal (Chakrata Block)	15	As at Sl. No. 2 above.
10.	UPS Kotikanasar (Chakrata Block)	--	Students were using open space for toilet purpose.

- (iii) In remaining 38 schools toilets had been constructed (one each in 8 schools, two each in 27 schools, three each in two schools and four in one school) but due to non-availability of water, condition of toilets was deplorable.

In all these schools girls students were also enrolled.

It was stated by the Head Mistress of PS Dikholi that **whenever, students go for toilet in the thick forest near the school, teacheress has to guard them from some distance due to the fear of wild animals.**

**Students of PS Matiyali also go for toilet in the nearby jungle and during January 2005 one child was killed by a leopard about 10 kms. away from the school.**

In some of the schools the toilets were being used by teachers and they did not allow the students to use them.

In PS Dakra the only one toilet constructed had been covered with mud and stones.

Although four toilets had been constructed in UPS Hanumanti but water supply stood disconnected.

Girl students in 15 schools numbering between 40 and 86, had to go in jungle/ open ground for toilet.

### 7.3.5 Boundary walls, retaining/ breast walls and parapets

#### (A) Boundary walls

- (i) Boundary walls for which funds amounting to Rs.4.00 lakhs were advanced to schools during 2003-04 had not been taken up for execution (2) or were in progress (6) as of 31-01-05.
- (ii) As per AWP&B 2004-05 of Pauri district 1275 PS were without boundary walls. In respect of UPS information was not available. In Dehradun district boundary walls had been provided in 202 (PS : 166 and UPS : 36 ) out of 1097 ( PS : 860 and UPS : 237) schools.

- (iii) Position regarding construction of boundary walls as noticed by the Team was as under:
- (a) No boundary walls had been constructed in 14 schools namely PS Dakra, Mohana, Saintoli, Auli, Dungiyara, Patti, Kotikanasar, Korwa, Langa Pokhari, & Mawakot and UPS, Kotikanasar, Jamlakhal, Fatehpur & Ghandiyal.
  - (b) Three schools namely PS Maindal, Jari and UPS Maindal were functioning in Panchayat Bhawan.
  - (c) In respect of PS Kaliasaur, boundary wall was under construction.
  - (d) In respect of PS Fatehpur, Sitabpur and Hanumanti a sum of Rs.20,000 each was received during October 2004, but execution of works had not yet been started. There was land dispute in PS Sitabpur.
  - (e) In PS Matiyali, Ghandiyal, UPS Kholachauri, UPS Kotari Dhang and Dang (Aaithana), partial boundary walls had been constructed.
  - (f) Boundary walls had been constructed in remaining 27 schools.
- (iv) Following interesting points were also noticed by the Team.
- (a) Due to non-existence of boundary wall a girl student fell down from the retaining wall of UPS Jamla Khal during December 2004 and had to be hospitalized.
  - (b) UPS Fatehpur is situated on the bank of river but it was without boundary wall, which was required urgently.
  - (c) Only boundary wall was in existence in front of the PS Khola Chauri school and animals enter into the school from other sides.
  - (d) Wooden boundary wall was made by the students in front of UPS Kotikanasar.
  - (e) In PS Ghandiyal boundary wall was only on the backside. Boundary wall was urgently needed in front side, which is situated in steep hills.

In view of above facts the Team feels that construction of boundary wall is essential in hilly area.

**(B) Retaining/ Breast walls and parapets**

Retaining wall had been constructed in following two schools:

Sl.No.	Name of the School	Remarks
1.	UPS Ghandiyal	A sum of Rs.50,000/- was received on 31-01-03 and this amount was utilised for the construction of retaining wall.
2.	UPS Jamla Khal	Retaining wall measuring 30 feet was constructed.

Roof of PS Saintoli was easily assessable but parapet had not been constructed on it. On the date of visit of the Team during interval some kids were playing on the roof of this building. Construction of parapet is necessary over the roof of this school building.

**Team suggests that in the hills for the safety of school building as also students/ teachers, construction of retaining wall and breast wall is essential and funds for this purpose may also be provided.**

### **7.3.6 Electrification of Schools**

The PAB in its meeting held on 19-05-2004 approved electrification in 122 schools, but this work was not included in the targets for the year 2004-05.

Although electricity line was passing near almost all the schools and in nearby houses electric connections had been provided, electric connections were found only in PS Sukhrao, UPS Kotari Dhang, Mawakot, Hanumanti, Dang (Aaithana) and Sabdhar Khal.

As discussed in Chapter-VI electric connection was provided in UPS Sabdharkhal, which had been computerised during September 2004 but Uttaranchal Power Corporation disconnected the electricity as one additional electricity pole was required for which funds were demanded by the said corporation. Further action was awaited.

In UPS Hanumanti electricity bill upto 31-12-04 was to the tune of Rs.8,942 and school authorities were facing difficulty in its payment.

In BRC Kot there was no arrangement for electricity, although electric line was passing through near the building.

**The Team feels that electricity may be provided in all the schools and provision may also be made for the payment of electricity bills.**

### **7.3.7 Play Grounds in schools**

In terms of para 26.2 of MFM&P construction of playground is not covered under SSA.

It was noticed by the Team that no separate playgrounds were in existence in any school. However, in 31 schools courtyards were being used as play grounds and in remaining 22 schools either there was no school courtyard or it was too small to be used as play ground.

### **7.3.8 Footpaths**

UPS Mohana is situated on the bank of a *Nallah* and to reach school students/ teachers have to cross it. It was stated that during rainy season it becomes dangerous to cross it due to over flow of water and chances of accident cannot be ruled out.

Some schools for example PS Auli, Patti, Mohana, Maindal, UPS Maindal and BRC Kot were situated at steep height or down-wards and chances of students/ teachers/ staff falling down thereby damaging any part of their body while climbing up and down from road heads to schools or vice-versa can not be ruled out.

**Desirability of providing funds for the construction of footpaths from school buildings to road-heads or culverts over streams near the schools in the hills needs to be considered.**

### **7.3.9 Supervision of Civil Works**

In the meeting of the Executive Committee held on 22-09-04, one post of Executive Engineer and two posts of Junior Engineer were created but these posts had not been filled up as of 19-02-2005. Presently building works were being supervised by diploma engineers engaged on honorarium payment basis (Dehradun district) or by the junior engineers of Government Departments (Pauri district). Senior consultant TSG Ed.CIL during his visit in October 2004 suggested the need of one Assistant Engineer at district level and Executive Engineer/ Superintendent Engineer with supporting technical personnel at State level in the interest of quality of civil works.

It was stated by Upper Shiksha Adhikari (Basic) Pauri that as the Junior Engineers of RES and Irrigation Departments, who are checking the quality of works, were not under him, they do not give report in time. As such this work may be entrusted to the qualified Junior Engineers on contract basis.

**CHAPTER–VIII**  
**SCHOOLS, TEACHERS, STUDENTS, EDUCATION**  
**GUARANTEE SCHEME, ALTERNATIVE & INNOVATION**  
**EDUCATION, ETC.**

**8.1 Schools**

**8.1.1** According to the minutes of the meeting of PAB held on 19-09-02, number of Primary and Upper Primary Schools in the State was 13,833 and 3240 respectively, with additional upper primary schools in 643 secondary schools. Following schools were approved to be opened by the PAB:

Date of meeting of PAB	Primary schools	Upper Primary schools
19-09-02	44	50
02-07-03	137	255 (as up-gradation of existing primary schools)
19-05-04	109 including DPEP district Haridwar	81 (up-gradation of primary schools)

New schools as under were opened during 2002-03, 2003-04 and 2004-05.

Year	Primary schools in SSA Districts	Upper Primary schools
2002-03	33	45
2003-04	137	228
2004-05 (as on 31-01-05)	39	67

Thus the targets as laid down by the PAB were not achieved.

As per information made available by S.P.O. total number of Primary Schools (in SSA districts) and Upper Primary Schools as on 30-09-04 was 7014 and 2707 respectively. The number of unaided Primary Schools in SSA districts was 1635. Aided and unaided UPS numbering 201 and 921 respectively were in existence as on 30-09-04.

**8.1.2 Distance of schools from habitations**

As per norms for interventions under SSA, school/ alternative schooling facilities should be within one kilometer of every habitation.

According to Status Report ending December 2004, 2148 and 3695 habitations had Primary stage (in SSA districts) and Upper Primary stage school facilities respectively beyond 1 Km. In Dehradun district in 376 habitations PS were at more than 1 Km. distance and in 838 habitations UPS were more than 3 Kms. In Pauri district in 222 out of 3137 inhabited villages, PS were beyond 1 Km.

**8.1.3 Closed/ Non-functional schools**



Consolidated information regarding closed schools in the whole state was not available. It was noticed by the Team that:

- (a) Buildings of 6 PS namely Kumau Dodda, Queen Dhar, Panchi, Amarkholi, Dadda Toli and Pathar in Pauri district were constructed under World Bank programme during 1999-2000 but these schools were never made functional as other primary schools (whose buildings were constructed either before or after the construction of these buildings) came in existence near these buildings.
- (b) PS Bhargarhi and Bartoli in Pauri district were closed during 2002-03 as there was no student to study in these schools. Similarly PS Baijan Gaon & Pandali were closed during 2000 and July 2002 respectively as the number of students was less.
- (c) School building of PS Sauthi in Pauri district was constructed under SSA during 2003-04, but it was yet (December 2004) to be made functional.
- (d) PS Panchur in Pauri district was closed during July 2002 as it was situated 3 Kms. away from habitation.
- (e) Following 12 Primary Schools in Chakrata block were closed for the reasons indicated their against.

Sl. No.	Name of School	Date of opening	Date of closing	No. of students at the time of closing	Reasons for closing the school
1.	Maghatoo	1977	Sept. 2003	26	Transfer of teacher
2.	Tutar	1973	Sept. 2003	39	---do--
3.	Hali	1998	Jan 2004	--	Non availability of students
4.	Ninoos	--	August 2004	30	Transfer of teacher
5.	Kolaha	1991	August 2004	89	---do---
6.	Chausal	1999	2003	59	Teacher was on leave without pay
7.	Dirnar	--	August 2004	45	Transfer of teacher
8.	Kistur	1994	August 2004	39	---do---
9.	Bhadroli	1997	August 2004	78	---do---
10.	Dariyo	1992	August 2004	29	Teacher appointed in CRC
11.	Jari	1980-81	Sept. 2004	107	Dispute of teacher with villagers.
12.	Kunna	1959	August 2004	89	Teacher appointed in CRC

In 6 schools namely PS Tutar, Chausal, Dirnar, Bhadroli, Jari and Kunna, teaching work was being arranged through village volunteers.

## 8.2 Teachers

### 8.2.1 Teachers in position

As per Status Report ending December 2004 in the Primary Schools (under SSA) against sanctioned posts of 16820 and 1947 teachers and para teachers 12311 teachers and 1033 para teachers were in position and thus the vacant posts were to the extent of 4509 and 914 respectively. Similarly in UPS

against 11514 sanctioned posts of teachers 9710 were working and the number of vacant posts was 1804. **The PAB** in its meeting held on 19-05-2004 noticed that position of recruitment of teachers was not very encouraging and **desired that all approved posts of teachers under SSA and the backlog of 4000 teachers borne on state budget, must be filled** and they should be in position by the start of academic year. **But this was not done.**

It was stated that since the creation of Uttaranchal State in November 2000 no new recruitment of teachers could be made as Basic Training Certificate (BTC) could not be arranged. Special BTC training for six months was imparted to 2600 trainees and their recruitment was expected by the end of February 2005. Besides, training of 2600 candidates was in progress and their recruitment was expected by the end of July 2005. Recruitment of Para Teachers (Shiksha Mitra) was held up due to stay orders dated 22-04-2004 of the Hon'ble High Court. These orders were vacated on 8-12-04 and the process of recruitment through VEC was in progress.

## 8.2.2 Posting of excess/ less teachers

### (A) Primary schools

Following position was noticed by the Team:

#### (i) Schools without teachers

- (a) The position of teachers in Dehradun & Pauri districts was as under:

Boongidhar CRC is the remotest area of all the seven CRCs of Thailiesain block (which is also the remotest block of Pauri District). Under the jurisdiction of Boongidhar CRC out of 40 Primary schools, in 29 schools 37 posts of teachers were vacant as on 30-09-04. Of these vacant posts, **in 14 schools as detailed below there was no teacher.** It was stated that these schools were being run by teachers of nearby PS and UPS and teachers would be appointed on priority basis from the BTC trainees after their completion of training.

Sl.No.	Name of Primary School	No. of students
1.	Bankura	53
2.	Bharnau	59
3.	Maniyar Gaon	63
4.	Dharkot	57
5.	Dhaira	34
6.	Chaura	36
7.	Basola	44
8.	Sundar Gaon	54
9.	Devrari	54
10.	Seosal	35
11.	Kemoch	35
12.	Samaya	36
13.	Ligduya	28

14.	Pipal kot	48
<b>Total</b>		<b>636</b>

- (b) As discussed in para 8.1.3 (e) 9 schools in Chakrata block were closed due to the posting of teachers in other schools/ CRCs.
- (c) Eleven new Primary Schools namely Gahri, Sinchad-Kurad, Pattala, Sizla, Bisahu, Gangtad, Nailee, Magad, Nawal, Amrad-Jhabrad and Obrasair in Chakrata block of Dehradun district could not be made functional as on 30-09-04 due to non-posting of teachers.
- (d) In PS Silachauki (Doiwala block in Dehradun district) there was no teacher for twenty students.
- (e) As per news appearing in the Amar Ujala dated 31-03-05 since the retirement of the then teacher 1 ½ year back, no teacher was in PS Chopta (Bironkhal block) and 85 students of this school were being taught by village volunteers without any remuneration.

**(ii) Schools having one teacher**

- (a) Consolidated position of schools manned by one teacher was not readily available in SPO.

In Dehradun district as on 30-09-04 of the 842 schools, 149 Primary Schools as detailed below were functioning through one teacher only.

(Number of schools)

Sl. No.	Name of Block	Total number of schools	One teacher schools	Remarks
1.	Doiwala	125	2	---
2.	Chakrata	155	56	---
3.	Raipur	119	13	---
4.	Sahaspur	108	6	---
5.	Bikas Nagar	94	21	---
6.	Kalsi	160	22	---
7.	Dehradun City	52	18	Number of students in PS Araghar No. 2, Rest Camp No. 2 and Saharanpur Road was 147, 109 and 136 respectively. But there was one teacher in each school.
8.	Rishikesh	13	4	--
9.	Mussoorie	16	7	--
<b>Total</b>		<b>842</b>	<b>149</b>	

- (b) In Pauri district of the 1667 Primary schools 486 schools as under were functioning through one teacher each.

(Number of schools)

Sl. No.	Name of Block	Total schools	One teacher schools	Remarks
1.	Ekeshwar	104	49	
2.	Khirsu	64	1	
3.	Dugadda	131	2	
4.	Pauri	94	Nil	

Sl. No.	Name of Block	Total schools	One teacher schools	Remarks
5.	Thaileesain	138	57	In PS Salon, Kut-Kandai, Badet, Kunaut, Marora, Souli and Bhainswara the number of students was above one hundred but these schools were functioning under only one teacher each school.
6.	Pabo	108	29	
7.	Pokhara	79	36	
8.	Ymkashwar	128	36	
9.	Kaljikhhal	114	37	
10.	Rikhni Khal	102	47	In PS Kilbokhal and Dwari the number of students was 110 and 122 respectively but these were manned by one teacher only.
11.	Naini Dandda	118	39	The number of students in PS Adroli was 101 but there was only one teacher.
12.	Dwari Khal	136	35	
13.	Kot	103	25	
14.	Bironkhal	146	63	PS Kasani being run by one teacher had 107 students.
15.	Jaharikhal	102	30	
<b>Total</b>		<b>1667</b>	<b>486</b>	

Thus in Dugadda block, which is mostly plain area, of 131 schools only two schools were being run by one teacher each only but in Thaileesain block, which is the remotest block in the whole district, 57 out of 138 schools were manned by one teacher each. Similarly in Pauri and Khirsu block nil and one school respectively was functioning under only one teacher but in Bironkhal and Naini Dandda, which are also remote areas, the number of schools run by only one teacher was 63 & 39 respectively.

**(iii) Schools having excess/ less teachers**

(a) In the following Primary Schools of Dehradun district teachers in excess/ less than the norms were in position:

Sl. No.	Name of Block	Teachers in excess of norms		Teachers less than norms		Remarks
		No. of schools	Excess teachers	No. of schools	Less teachers	
1.	Doiwala	33	40	5	6	In PS Motichur for 287 students 10 teachers were in position against 8 teachers as per norms.
2.	Chakrata	4	4	76	91	
3.	Raipur	30	41	11	11	In PS Harbanswala for 92 students 5 teachers were in position against 3 as per norms.
4.	Sahaspur	27	38	9	9	In PS Kaulagarh & Panditwari for 186 and 153 students 7 teachers each were posted and the number of excess teachers was 2 & 3 respectively.

Sl. No.	Name of Block	Teachers in excess of norms		Teachers less than norms		Remarks
		No. of schools	Excess teachers	No. of schools	Less teachers	
1.	Doiwala	33	40	5	6	In PS Motichur for 287 students 10 teachers were in position against 8 teachers as per norms.
5.	Vikas Nagar	10	13	44	80	(i) In PS Dak Pathar for 507 students 13 teachers were required as per norms but actually 17 were posted (ii) In PS Timli for 471 students 12 teachers were required as per norms, but only 5 were posted and the number of less teachers was 7. Similarly in PS Kedar Wala, Sahpur-Kalyanpur and Matak Majari. 4 teachers less than the norms were posted in each school and in PS Badaripur the number of less teachers was 5.
6.	Kalsi	11	13	34	37	
7.	Dehradun city	--	--	35	58	In PS Patel Nagar for 466 students only 4 teachers were in position, whereas requirement as per norms was 12 teachers.
8.	Rishikesh	--	--	11	21	In PS No. 1 for 290 students requirement as per norms was 8 teachers, whereas only 2 were posted.
9.	Mussoorie	--	--	4	5	
<b>Total</b>		<b>115</b>	<b>149</b>	<b>229</b>	<b>318</b>	

(b)(i) In Dugadda block of Pauri district the number of excess teachers in Primary Schools as in September 2004 was as under:

Sl. No.	Name of school	No. of students	Teachers in position	Excess teachers	Remarks
1.	Sukhrao Devi	199	8	3	On the date of visit of the Team on 15.01.05 only 5 teachers were in position and excess teachers had been transferred to other schools.
2.	Kumbhi Chaur	303	9	1	All the 9 teachers were on roll of the school on the date of visit of The Team (12-01-05)
3.	Paniyali	56	3	1	
4.	Sitabpur	38	4	2	On the date of visit of the Team on 15-01-05 only 2 teachers were in position.
5.	Ghamandpur	133	5	1	Two teachers were transferred to other schools on 23-12-04
6.	Satichaur	81	3	1	
7.	Shivrajpur	72	3	1	
8.	Nimboochaur	160	5	1	
9.	Aam Saur	47	4	2	
10.	Bhadhli khal	50	3	1	
11.	Matiyali	30	3	1	One teacher was relieved for other school on 17-01-05
12.	Jhandi Chaur (North)	327	10	1	
13.	Manpur II	30	4	2	
14.	Kalal Ghati-II	61	3	1	
15.	Haldoo Khal	116	4	1	
<b>Total</b>				<b>20</b>	

In Kotdwar Municipal area 14 teachers were less than the requirement as per norms in 6 Primary Schools.

(b)(ii) In PS Muchhyali, Janasu, Delchauri, Kolta and Kot of Kot Block 3 teachers each were posted against the requirement of 2 teachers each as per norms as the number of students in these schools was 34, 15, 48, 18 and 76 respectively.

It was stated by DPO that excess teachers had been transferred to the needy schools.

(c) In Ojali, Jakher, Dang, Byali and Rachuli-I, PS of Pauri block and PS Sirasu of Ymkeshwar block, one teacher each was in excess as on 30-09-04.

(d) As stated in Status Report ending December 2004 the norms for opening EGS centers in hill areas had been set as 5-11 by Government of India and unit cost per centre was Rs.845 per child per year at primary level and Rs.1200/- per child at UPS level. Instead of opening EGS, full primary schools having one to three teachers were functioning in the following schools, where the number of students was ten or less.

**(i) Pauri district**

In Dandadhar PS of Kot block **3 teachers were posted for 8 students**. Similarly in PS Baboli, Balmana and Keman of Kot block, the number of students was three, ten and six respectively, but two teachers each were posted in these schools. In PS Raidoo, Dalboo, Bamoli Panthar and Chhalla of Ymkeshwar block, Jaikot, Khaslot and Jansangkhal of Pokhara block, Rawat Gaon, Taulsari and Bhair of Ymkeshwar block, Kuryal kheel, Bhatkadai, Kurkandai, Bhainsaura and Dev Kandai of Bironkhal block and Nawari, Jacksari, Jawara Bاندool, of Kot block the number of students was ten or less and one teacher each was posted in these schools.

**(ii) Dehradun district**

In Teerthwal Basti (Bala wala), Baggi, Barnot, Chhalkoti, Basantpur, Auli & Bharuwala Primary Schools, the number of students was ten or less, but **two teachers each were posted** in these schools. Similarly in PS Ghamandpur Farm, Raithwan Gaon, Kaswan Gaon, Chak Singhwal Gaon, Meharkot and Kandoi of Dehradun district, number of students was less than ten and one teacher each were posted there.

**(B) Upper Primary Schools**

(i) In Kunna and Dagura UPS of Kalsi block **there was no teacher against the requirement of 5 teachers as per norms**.

(ii) New UPS namely Mewdhar, Daundha, Dhangotha, Jagthan, Deemich Indroli, Rawana and Jari of Dehradun district could not be made functional as of September 2004 due to non posting of teachers.

(iii) Number of UPS having one teacher each in Dehradun district was 39.

(iv) As on 30-09-2004 position of teachers in excess/ less than the norms in Dehradun district was as under:

Sl. No.	Name of block	Teachers in excess of the norms		Teachers less than norms		Remarks
		No. of schools	Excess teachers	No. of schools	Less teachers	
1.	Raipur	5	8	7	16	In Kanya UPS Mehoowala against the requirement of six teachers as per norms ten were in position. In UPS Bhirgo Dwarikhal against the requirement of 5 teachers as per

						norms only one was in position.
2.	Doiwala	22	35	2	2	In Kanaya UPS Jolly six teachers for 57 students were in position against the requirement of three teachers.
3.	Sahaspur	7	8	--	--	
4.	Vikas Nagar	14	26	6	13	In UPS Badawala and Laxmipur 10 and 7 teachers were in position against the requirement of 5 and 3 teachers respectively and in UPS Madarsu there was only one teacher against the requirement of 5 teachers.
5.	Kalsi	--	--	16	36	In UPS Nagwoo only one teacher was posted against the requirement of 5 teachers.
6.	Chakrata	3	3	24	48	
<b>Total</b>		<b>51</b>	<b>80</b>	<b>55</b>	<b>115</b>	

- (v) In UPS Padampur & Fatehpur of Dugada block two teachers each more than the requirement were posted and in UPS Umraila Khal, Bhadali, Devikhal, Mora, Bhargaon and Umra khal of the same block, one teacher in excess in each school was posted.
- (vi) In Thailiesain block (remotest block of Pauri district) against the sanctioned posts of 142 teachers of UPS, 104 teachers were in position and thus the vacant posts were to the extent of 38.
- (vii) **As per news appearing in the “Amar Ujala” on 20-04-05 Uttaranchal Education Minister showed his resentment that despite of all directions teachers in excess of prescribed norms were working in cities and areas having facilities when there was scarcity of teachers in remote areas.**

### 8.2.3 Absent teachers and other personnel

- (i) Surprise inspection was conducted in some schools of Chakrata block by Additional District Education Officer Basic, (ADEO), Dehradun on 29-11-04 and following position was noticed:

Sl. No.	Name of School	Remarks
1.	PS Mohana	Theses schools were found closed although two teachers each were posted in these schools. Neither any leave applications nor information regarding their proceeding on leave was submitted by these teachers.
2.	PS Auli	
3.	PS Dakara	Head Master was absent without any leave.
4.	UPS Mohana	Of the two teachers, only one was in position.
5.	UPS Maindal	Of three teachers only one was present and no leave application was submitted by other two teachers.
6.	PS Maindal	Although all the 67 students were shown present by the teacher, yet only 7 were found present. Serious irregularity was also noticed in the documents pertaining to mid-day meals. ABSA was not available during the inspection and ADEO took serious note of his absence. CRCs were also not available either in their centres or BRC Chakrata.

- (ii) The Team during its visit to schools found the following position:



Sl. No.	Name of School	Remarks
1.	PS Maindal (Chakrata Block)	The Team visited school on 6-12-2004 and the only teacher posted in this school was not available. Only 17 students were present against 67 enrolled as stated in para (i) above. Present and Ex. Pradhan told that the teacher remains present in the school for about 8-10 days in a month. Students stated that the teacher does not attend the school regularly and one Km. Guddi teaches them. This was also confirmed by Km. Guddi Negi, who was a worker in Angan Bari. Gram Pradhan stated that educated people were available in his village, who could teach properly.
2.	PS Jari (Chakrata Block)	On the date of visit of the Team (8-12-04), one village girl was doing teaching work without any remuneration with the consent of villagers since 29-11-04.
3.	PS Patti (Chakrata Block)	Of the two female teachers one was not present on the date of visit of the Team (7-12-04). It was stated by the Chairman VEC that the teacher did not attend school together. They attend school for 8 days in turn. Parents of students also confirmed that the teachers do not attend school regularly and one high school pass girl was teaching the students on a remuneration of Rs 500/- PM, paid by the teachers, either from their own pocket or from Government funds.
4.	PS Saintoli (Chakrata Block)	Officiating Head Mistress was not in the school on the date of visit of the Team (4-12-04). It was stated by parents of the students that school opens for 15 days in a month and local teachers may be posted in the school.
5.	PS Auli (Chakrata Block)	Although both the female teachers were present on the date of visit of the Team (6-12-04). It was stated by the villagers that both the teachers do not attend school for about ten days in a month and they do not lodge complaint as Head Mistress threatens that she will report the matter regarding character assassination. In the absence of teacher the students do their domestic jobs like grazing domestic animals and looking after the crops. However, the Head Mistress stated that Gram Pradhan demands money for signing the cheques relating to Mid-day meals and abuses her. The parents of the students, however, stated that the teacher attend school regularly.
6.	UPS Kotikanasar (Chakrata Block)	Of the four teachers, only one female teacher was present although half yearly examinations were going on. <b>Head Master alongwith 18 students had gone for fetching the charcoal</b> before the arrival of the Team at 2.15 p.m. on 8-12-04.

Here it may be stated that in Chakrata Block, of 28 teachers in 12 Schools visited by the Team, only 15 were found present and remaining 13 teachers (46 %) were either absent or on leave. Similarly in Kalsi Block 3 Schools were visited by the Team. In these schools out of 9 teachers only 5 (56 %) were present.

(iii) Some prominent persons of Chakrata Block met the Team and were worried about irregular presence of teachers, which affects the education level of students. They suggested that:

(a) Effective inspection may be done by the officers of education department

- (b) Number of female teachers in the block was about 90% and they may be replaced by male teachers.
  - (c) Local teachers may be appointed.
  - (d) Stringent disciplinary action may be taken against the defaulting teachers.
- (iv) Primary school students of Chakrata block were enrolled in private schools after covering 4 to 5 ½ Kms. steep height even though the private schools were charging Rs.90 pm as fee and Government schools were available at less distance from the villages of students. Even in Cantt. Board School Chakrata, students from Saintoli and Maindal villages had been enrolled. These villages were at a distance of 3 and 6 Kms respectively and Primary schools were in existence in these villages. Most of these students were residing in Chakrata and others attend school daily from their respective villages.
- (v) There was no Maths teacher in UPS Mohana for the last two years and one village volunteer was teaching Maths without remuneration. Similarly in PS Jari, in the absence of teacher, one girl from the village was doing teaching job without any remuneration since November 2004. In PS Simkhet one volunteer was doing teaching job without any remuneration since July 2004 as there were only two teachers for 107 students.
- (vi) In the Perspective Plan of BRC Chakrata prepared during November, 2004, it was stated that teachers were posted in Chakrata (a remote block) on their first posting and they were not transferred upto a long period (10-15 years) and it affects the studies of students badly (due to frustration on account of non transfer of teachers to plains and easy areas). It was further stated that Shiksha Mitra were being exploited as their pay was being drawn under the joint signatures of Gram Pradhan and Headmasters.

It was noticed in Chakrata block that none of the teachers was provided government accommodation; their stay in remote areas was also not fixed; they had to travel on foot between one and twenty kilometers and; in some areas snowfall during winter was 5 feet to 6 feet.

For extensive stay in the remote hilly areas **it was suggested by the Upper Shiksha Adhikari (Basic) Dehradun and Pauri that incentives as prevailing in nearby state of Himachal may be paid to the teachers.**

#### **8.2.4 Teacher's Training**

- (i) As per Status Report ending December 2004, 12,334 PS teachers were imparted training in module-II during 2002-03. During 2003-04, 12,347 teachers were trained on module-III (it is in self instructional mode on methodology of teaching Sanskrit, English, Maths, Environmental Issues and use of TLM) in 7 SSA districts. Teachers Training on teaching of English in Class-I was in progress as per aforesaid report.
- (ii) As regards Upper Primary schools, **no training was imparted** upto 2003-04. During 2004-05 (upto December 2004) **training on the**

**hard spots in Science & Mathematics was given** to 519 teachers. It was stated on 25.01.05 by the Additional Director SCERT, Narinder Nagar that there was no training institute for the enhancing capability of Upper Primary teachers, either at State or District level.

- (iii) Of the five female teachers on the rolls of PS Ghamandpur prior to 23.12.04, only three were imparted 10 days training under SSA. In respect of UPS, training was not given to any teacher of the following schools visited by the Team:

Sl. No.	Name of school	No. of teachers
1.	Mawakot	5
2.	Fatehpur	7
3.	Aam saur	6
4.	Udaipur	5
5.	Korwa	4

### 8.3 Students

- 8.3.1 (a) As per minutes of the meeting of PAB held on 19-9-02, out of the 17.08 lakh population of 6-14 age group, 16.46 lakh were already in school and 0.61 lakh were out of school and drop out rate was low ranging between 3.5%. As on 31-12-2004 in the whole state total population, school going and out of school children in the age group 6-11 and 11-14 was as under:

Age group	Total population			Enrolled in schools			Out of school		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
6-11	5,93,077	5,51,490	11,44,567	5,91,088	5,49,007	11,40,095	1,989	2,483	4,472
11-14	3,13,913	2,94,117	6,08,030	3,11,679	2,91,082	6,02,761	2,234	3,035	5,269
Total	9,06,990	8,45,607	17,52,597	9,02,767	8,40,089	17,42,856	4,223	5,518	9,741

In the districts covered under SSA the position of children in the age group 6-11 was as under:

Total population			Enrolled in schools			Out of school		
Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
3,38,357	3,19,069	6,57,426	3,37,026	3,17,497	6,54,523	1,331	1,572	2,903

- (b) Gross Enrollment Ratio (**GER**) and Net Enrolled Ratio (NER) of Primary Schools for the year 2003-04 in respect of SSA districts was 100.08 and 98.84 respectively. In respect of UPS for the year 2003-04 GER and NER was 100.15 and 98.68 respectively.

- 8.3.2 Position of total population, school going and out of school children in Dehradun and Pauri districts was as under:

Age group	Total population			Enrolled in schools			Out of school		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total

Dehradun district									
6-11	72,022	66,414	1,38,436	71,512	65,963	1,37,475	510	451	961
11-14	31,609	32,419	64,028	30,969	31,716	62,685	640	703	1,343
Pauri District									
6-11	40,115	39,569	79,684	40,097	39,548	79,645	18	21	39
11-14	24,574	24,789	49,363	24,559	24,734	49,293	15	55	70

- (a) In Pauri district 66,320 children in the age group 6-11 and 18,490 in the age group of 11-14 were studying in Government schools and remaining in aided/ unaided schools.

It was stated that in Pauri District there was awareness among guardians for educating their wards and among the out of school children 23 were unable to attend the school due to their mental and physical weakness. During December 2004 Gram Panchayat Pradhan were requested at the level of District Magistrate to encourage the people in sending all the children to schools.

- (b) Among the school going children 71,424 and 25,499 were studying in Government PS and UPS respectively. It was stated that remaining students were reading in aided or unaided schools.

8.3.3 In Kot block there was declining trend every year in the enrolment of students in Government schools from 2002-2003 onwards. It was stated that private schools had come up and guardians of children like to send their wards in these schools instead of Government schools, as much as some students were attending private schools after covering a distance of 5 kms.

## 8.4 Teacher-Pupil Ratio

For the year 2003-04 average teacher pupil ratio (TPR) of Primary schools pertaining to 7 districts covered under SSA was 1:36. Whereas lowest TPR (1:20) was in Chamoli district, highest (1:59) was in Udham Singh Nagar district. In respect of UPS average TPR for the year 2003-04 was 1:25, lowest (1:11) in Pauri district and highest (1:48) in Haridwar district.

In the districts visited by the Team TPR was as under:

Sl. No.	PS/UPS	Average TPR	Highest TPR	Lowest TPR
Dehradun District				
1.	Primary schools	1: 36	1: 63 (Dehradun city)	1:27 (Raipur & Doiwala block)
2.	Upper Primary schools	1: 27	1:108 (Kalsi block)	1:14 (Raipur block)
Pauri District				
1.	Primary schools	1:24	1:45 (Thaileesain block)	1:14(Kot block)
2.	Upper Primary schools	1:11	1:19 (Thaileesain block)	1:7 (Jahrikhal, Khirsu & Kot blocks)

In the following blocks of Dehradun district TPR was more than the highest TPR of any block of Pauri district.

PS/UPS	Name of block	TPR
Primary schools	Dehradun city	1: 63
	Chakrata	1: 47
Upper Primary schools	Kalsi	1: 108
	Chakrata	1: 89
	Rishikesh city	1: 88
	Vikas Nagar	1: 23
	Mussoorie city	1: 23

## 8.5 Drop out students

In respect of Pauri district as per students flow diagramme (cohost analysis) of 119 CRCs out of 122 CRCs, during 1999-2000, 15,084 students were enrolled in class-I. Their further position was as under:

Particulars	1999-2000	2000-01	2001-02	2002-03	2003-04	2004-05	Total
Passed class Vth	--	--	--	--	11,011	---	11,011
Reading in class IVth	--	--	--	--	--	1,241	1,241
Reading in class Vth	--	--	--	--	--	2,613	2,613
Drop out	81	65	27	16	30	--	219
Total							15,084

Similarly the position of 7,248 students, who joined 6<sup>th</sup> class during 1999-2000 was as under:

Particulars	1999-2000	2000-01	2001-02	2002-03	2003-04	Total
Passed class 8 <sup>th</sup>	--	--	6,220	755	156	7,131
Drop out	31	54	29	3	--	117
Total						7,248

It was stated that dropped out might have joined other schools but transfer certificates were not issued to them.

In Kot block of Pauri district, students as under were declared fail:

Particulars of schools	2001-02		2002-03		2003-04	
	Total students	Fail students	Total students	Fail students	Total students	Fail students
1. Primary schools	3144	473	3182	541	2953	486
2. Upper Primary schools	982	155	976	101	907	77

Reasons for fail students as advanced to the Team by the teachers was direct entry from Angan Bari to Class-I instead of LKG/UKG as per old system.

Here it may be mentioned that pupils progress cards were being maintained by most of the school.

## 8.6 Attendance of students

Out of 4,169 enrolled students in all the 53 schools visited by the Team, 3,408 were present on the dates of visit. Attendance in some of the schools where percentage of attendance was less is given below by way of illustration:

Sl. No.	Name of school	Total No. of students	No. of students present	Percentage of present student
1.	PS Maindal	67	17	25
2.	PS Ganganali Srikot	107	57	53
3.	UPS Fatehpur	47	28	59
4.	PSAuli	53	33	62
5.	PS Dhang (Ainthana)	79	49	62
6.	PS Saintoli	33	21	63

## 8.7 Health Check up of students

It was stated that health check up of students was got done through ANM of Health Department of Uttaranchal Government but statistics in this regard were not available in DPO Dehradun/ Pauri and schools. It was stated by the Headmistress of UPS Dang (Ainthana) that health check up of students was not being done.

## 8.8 Children with special needs (Handicapped)

Under SSA there is a provision of Rs.1,200 per child for integration of disabled children. As per Status Report ending December 2004, 19,332 Children With Special Needs (CWSN) in age group 6-18 were identified through door to door survey and assessment camps in the whole state. Of these, 18,444 children had been enrolled in schools. Students numbering 9,417 were provided aids (through National Institute for Visually Handicapped and National Institute for Orthopaedically Handicapped Dehradun free of cost), 7,315 were issued disability certificates and 23,797 parents were counseled through 69 camps.

Thus 888 CWSN were yet to be enrolled in schools. In Kot block the number of CWSN was 32, but **handicapped certificates were not issued by Chief Medial Officer Pauri to them despite of several visits by their guardians.** As a result of this, they were not getting the facilities (including scholarship) due to them. This version was also confirmed by CRC Masangaon of this block. It was suggested that **as the guardians of these children were poor and unable to take their children to distance places, their check up may**

**be arranged in the nearest Public Health Centres instead of Pauri or Kotdwar cities, which are situated at a long distance.**

In schools the position as under was noticed by the Team:

Sl. No.	Name of school	Remarks
1.	PS Maindal	One seven years old boy was mentally retarded and his both hands and legs were handicapped but he did not get any relief in the camp organised at Chakrata. Right hand of one girl aged 5½ years was handicapped but her parents could not afford to send her at the camp organized at Chakrata due to poverty.
2.	PS Duniyara	One girl slightly mentally weak was reading in Class Vth and was being taught the lesson of class-1 <sup>st</sup> . One mentally retarded seventeen years old boy was not enrolled in the school, although he was attending the school.
3.	PS Kot	One 8 years old dumb and deaf girl was reading in class II <sup>nd</sup> through indications, but she was not getting scholarship, as she was not issued handicapped certificate.
4.	UPS Ganganali Srikot	A 15 years old boy reading in class VI <sup>th</sup> could not speak clearly and he was not getting any help as his health could not be checked due to poverty of his parents.
5.	PS Kumbhi Chaur	One class IV <sup>th</sup> student was told by the doctor in the camp that her one leg which was affected since birth could be set right through operation and she required special shoes. But neither she was provided special shoes nor help for operation (her parents were poor to afford expenses in this regard). One class III <sup>rd</sup> polio affected boy having poor back ground was not getting any help.
6.	UPS Kotari Dhang	One class VII <sup>th</sup> student affected by polio was neither provided clutches nor handicapped certificate.

Of 76 handicapped children within the jurisdiction of BRC Sukhrao, health check up of 52 children was not done and 72 were not provided handicapped certificates. Cycles numbering seven provided by NIVH were lying in BRC office as these were big and not suitable for handicapped children. No efforts had been made to transfer these cycles to needy persons.

## 8.9 Sitting arrangement of students

Tat Patties were being used for sitting arrangement of all the 34 PS and 14 UPS visited by the Team. As regards remaining 5 UPS the position was as under:

Sl.No.	Name of School	Sitting arrangement
1.	Hanumanti	Desks and benches were only for 8 <sup>th</sup> class students and for the students of 6 <sup>th</sup> and 7 <sup>th</sup> class Tat Patties had been arranged.
2.	Udai Rampur-Kalal Ghati (Girls)	For 7 <sup>th</sup> and 8 <sup>th</sup> class students desks and benches had been arranged and 6 <sup>th</sup> class students were sitting on Tat Patti.
3.	Sabdharkhal	As above.
4.	Ghandiyal	In addition to Tat Patties small desks had been arranged for writing purpose.

5.	Jamla Khal	Desks and benches were for all classes.
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In the hills some schools are situated at a height of 5000 ft, where during winter season heavy snowfall takes place. In these schools (PS/ UPS Koti Kanasar, PS/ UPS Maindal, etc.) **students were found shivering with cold** and having no woolen garments. It is suggested that **in hills instead of Tat Patties, benches and desks may be provided** and if possible at least one sweater per year may be provided to the students as the guardian of most of the students are very poor.

### 8.10 School Uniform

Most of the students of PS were not found in prescribed uniform due to poverty of their guardians as stated by the teachers. However, the position of uniform of the students in UPS was found satisfactory.

### 8.11 Black Boards

In almost all the schools visited by the Team, arrangement of black boards either on the walls or through separate wooden planks had been made.

### 8.12 School grading and level of education

8.12.1 Recently an article titled “In school, but hardly learning – Enrollments in schools are on the rise but students’ performance remains dismal” of Ms. Rukmani Banerji appeared in a News Paper. As per this article in Government schools in the age group 7-10 and 11-14, 45% and 13% respectively children could not read simple word or sentences, 60% and 25% respectively could not write a simple dictated sentence correctly and 75% and 37% respectively could not do two-digit subtraction with borrowing.

8.12.2 In Uttaranchal State educational and physical classification of Primary schools was being done by BRCs/ CRCs quarterly after visiting the schools and the report was being submitted to higher authorities. First phase grading September 2004 in respect of Primary schools was contained in Status Report ending December 2004 and number of ‘D’ & ‘E’ grading with academic point of view was as under:

Sl. No.	Name of District	Total schools	‘D’ grading	‘E’ grading
1.	Almora	1440	402	45
2.	Chamoli	924	89	1
3.	Dehradun	823	106	1
4.	Nainital	887	3	--
5.	Pauri	1667	162	5
6.	Rudraprayag	517	30	--



7.	Udham Singh Nagar	679	7	1
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Although infrastructure of 42 schools of Pauri district was 'A' grade, but academic grading was only 'D'.

In the AWP&B of Pauri district for the year 2002-03 to 2004-05 following factors were attributed for unsatisfactory level of education:

- (i) Not having alternative arrangement when the teacher proceeds on long leave.
- (ii) Non availability and less stay of teachers in the schools situated in far flung areas.
- (iii) Non arrangement of multi purpose training for teachers.
- (iv) Shortage & non-utilisation of learning materials.
- (v) Posting of single teacher in a school.
- (vi) Lack of leadership in Head Masters and inactiveness of the members of VEC.

8.12.3 It was stated by the teachers that due to their being deployed in various duties such as general census, census of children/animals, pulse polio, election, arrangement for mid-day-meals etc., they could not devote fully on teaching job.

### 8.13 EGS, Alternative & Innovation Education (AIE) and Makhtab Madarsas

8.13.1 Unit cost per EGS per child for primary and Upper Primary level was Rs.845.00 and Rs.1200.00 respectively and norms for opening EGS centres in hill areas was 5-11 as laid down by Government of India.

Targets and achievements in respect of EGS were as under:

Year	Targets	Opened	Short fall	Remarks
<b>Primary level</b>				
2003-04	206	196	10	EGS were opened in four districts (Dehradun, Chamoli, Nainital and Udham Singh Nagar)
2004-05	306	268	38	Position is upto January 2005
<b>Upper Primary Level</b>				
2003-04	45	38	7	
2004-05	63	39	24	Position is upto January 2005

AIE numbering 23 were opened during 2004-05 in Dehradun District against the target of same number.

In this connection it may be pointed out that during 2003-04 EGS/AIE centres for 20575/ 2850 children were envisaged by the PAB. Similarly for the year 2004-05 EGS for 27,682 children and AIE at a cost of Rs.41.81 lakh was fixed by PAB. Keeping in view the norms of 5-11 per EGS centre, the targets fixed

do not commensurate with the approval accorded by the PAB. Even the targets fixed at lower side were also not fully achieved.

Here it may be pointed out that 165 EGS opened during 2003-04 were running by NGOs and for 2004-05, 28 institutions were approved for 219 primary, 47 Upper Primary School EGS, 39 AIE centres and 16 Makhtab Madarsas.

8.13.2 Targets of only 8 Makhtab Madarsas were achieved during 2004-05 (31.01.05) in Udham Singh Nagar district.

8.13.3 In Dehradun district 38 EGS of Primary level were made functional during January 2004 after imparting training to NGOs during December 2003, but as of 8-02-2005 only 33 were functioning. During 2004-05 number of EGS being run by Government and NGOs, was 80 and 88 respectively, but training was yet to be imparted to volunteers. As regards EGS of UPS, 7 were made functional during 2004 but training was yet to be imparted to the volunteers as relevant package was awaited, AIE numbering 20 had been started after October 2004.

In Pauri district targets and achievements in respect of EGS were as under:

Year	Targets	Opened	Short fall	Remarks
<b>Primary level</b>				
2003-04	5	--	5	
2004-05 January 2005	22	17	5	For opening of four more EGS through NGO sanction had been received
<b>Upper Primary Level</b>				
2004-05 January 2005	12	--	12	People of the area were demanding UPS

8.13.4 During 2003-04 various innovative programme (food preservation, sewing & embroidery, emboss & glass painting etc.) were arranged in 125 schools of 5 districts (Chamoli, Haridwar, Champawat, Nainital and Dehradun) for 4,788 girls.

8.13.5 In AWP&B 2002-03 & 2003-04 for the children in the age group 6-11 AIE in 30 inhabitations and for 140 students respectively were proposed in Pauri district. Upper Shiksha Adhikari (Basic) stated that these could not be opened due to non-fulfilling the norms and opposition by the villagers, as they were demanding full-fledged schools. Similarly during 2004-05, 63 and 183 children of PS and UPS were proposed to be covered through AIE in this district, but needful could not be done as of 10-01-2005.

## 8.14 Inspection of schools

Schools were being inspected by CRCs, BRCs, SDIs and other officers of block level but at a higher level these were seldom inspected. Generally inspection reports in writing were not being issued by the concerned inspecting officers/ offices. As already stated some prominent persons of Chakrata block had suggested effective inspection by B.S.A. and other officers so as to make the teachers accountable.

It was pointed out in the meeting held on 24-12-04 of BRCs/ CRCs in DPO Pauri, in which Project Director and other members of the Study Team were also present, that Rs.6000/- and Rs.2400/- per year as TA/ DA for BRCs/ CRCs was not sufficient as they were supposed to remain out of station for ten to twelve days.

During 2004-05 internal mission of SPO visited all DPEP districts and also monitored SSA programme in these districts. During this year Primary schools of Almora & Nainital districts were also visited by internal mission.

### **8.15 Village Education Committee**

As per para 1.8 of MFM&P at the village level the critical unit is the Village Education Committee, which assists the basic education system in securing the cooperation and participation of the local community, and at the same time oversees the implementation of SSA in the village. VECs are assisted by other grass root level structures like SDMC, MTA, PTA, Women's Groups etc. As per norms for interventions under SSA training of community leaders for a maximum of 8 persons in a village for 2 days (preferably women) is arranged and expenditure at the rate of Rs.30/- per person per day is incurred.

As per Status Report ending December 2004 of the 7245 Village Panchayats 7167 VECs were formed during 2003-04. Training was imparted in 6340 VECs and a total number of trained VEC members was 57,753. Thus there was shortfall in formation of VECs as well as training in the VECs.

It was noticed by the Team that no VEC meeting was held in PS Langa Pokhari and Dugiyara (although VEC were formed in these schools on 26-03-03 and 11-09-04). Since the inception of SSA only one meeting of VEC was held in PS Naithana on 6-11-04.

### **8.16 Parent-teachers meeting**

Parent-teachers meeting was not held in PS Naithana and Langa Pokhari. It was stated by the Head Mistresses of PS Naithana, Ujyari, Lana Pokhari and UPS Aamsaur that despite repeated requests parents did not attend the meeting or they did not take interest.

### **8.17 Display Boards**

It was noticed by the Team that although display boards depicting the presence of students were displayed by some of the schools display boards depicting grants received and expenditure incurred were displayed by only UPS Ganganali Sirkot, Sabdharkhal, PS Dikholi and Farasu. Even display boards indicating the names of the schools were not displayed by PS Auli, Buranswa, Naithana, Matiyali, Maindal, UPS Maindal, Korwa, Pabo, Udai Rampur, Mohana and Fatehpur.

## CHAPTER-IX

### NATIONAL PROGRAMME FOR EDUCATION OF GIRLS AT ELEMENTARY LEVEL

**9.1** A new programme called National Programme for Education of Girls at Elementary Level (**NPEGEL**) was implemented for providing additional components for education of girls at Elementary Level under the umbrella of SSA, but with a distinct identity. The programme is applicable in Educationally Backward Blocks (EBB) where the level of rural female literacy is less than the National average and the gender gap is above the National average. The assistance under this component was to be 75:25 sharing arrangement during tenth five-year plan and 50:50 sharing thereafter between the Central and State Government. The society was to open a separate saving bank account for operating the funds of NPEGEL. Separate accounts were also to be maintained at District and Sub District structures.

**9.2** PAB in its meeting held on 11-02-2004 approved the Annual Plan for Rs.88.91 lakh for 30 schools (one school per cluster of each identified block) of 9 districts. As per proceedings of PAB Uttarkashi District did not have any eligible block under NPEGEL, literary data for Bageshwar and Haridwar Districts was not made available by SPD. Rs.2.00 lakh per school was to be paid for Civil works including construction of additional class rooms, drinking water facilities, toilets, electrification etc. Besides, funds were to be provided for remedial teaching (Rs.9.00 lakh), recurring expenditure (Rs.6.00 lakh), training purpose (Rs.8.85 lakh) and community mobilisation/ management cost (Rs.5.03 lakh).

For 2004-05 PAB approved it for Rs.683.30 lakh in its meeting held on 19.05.2004. It was stated that in all 196 schools of all the 13 districts were to be covered under this programme.

**9.3** Against the approved annual outlay of Rs.88.91 lakh and Rs.683.30 lakh for 2003-04 and 2004-05 Government of India sanctioned funds to the tune of Rs.16.67 lakh and Rs.241.33 lakh on 15-03-2004 and 14-09-2004 respectively. Funds released by Government of India on 15-03-2004 were received by SPO after 84 days in the next financial year on 7-6-2004 and funds released on 14-09-2004 were received on 20-09-2004.

During 2003-2004 no funds were sanctioned/ released by the State Government and for the year 2004-2005 a sum of Rs.5.56 lakh sanctioned by the State Government on 1.1.2005 was yet (19-02-2005) to be received by the SPO. An amount of Rs.258.00 lakh (Rs.16.67 lakh: 2003-04 & Rs.241.33 lakh: 2004-05) was released by the Central Government and in terms of sharing arrangement of 75:25 State Government was required to release Rs.86.00 lakh, but it issued sanction for Rs.15.56 lakh (yet to be received by SIS) during January 2005 and as such deficit on the part of State Government was to the extent of Rs.80.40 lakh.

9.4 There was considerable delay in the release of funds by SPO to DPOs and others as out of funds received on 7-6-04 (Rs.16.67 lakh) & 20-09-04 (Rs.241.33 lakh) funds to the tune of Rs.256.90 lakh were released on 1-11-04 and there was a balance of Rs.1.10 lakh.

9.5 As of February 2005 the position of targeted works for the year 2003-04 was as under:

Sl.No.	Particulars of work	Targets	Completed	In progress	Not started
1.	Additional rooms	30	1	28	1
2.	Toilets	29	5	17	7
3.	Drinking water	29	5	8	16
4.	Electrification	16	--	3	13
5.	Play Ground	2	--	2	-
6.	Boundary Walls	12	--	3	9

9.6(i) Funds amounting to Rs.6.00 lakh released under NPEGEL by SPO on 1-11-04 were received belately by DPO, Pauri vide SPO letter dated 18-11-2004. DPO Pauri had already released an amount of Rs.30.75 lakh to 17 Primary Schools for the construction of additional rooms (17), toilets (14), drinking water (11), and boundary walls (14). It was stated that additional amount of Rs.24.75 lakh was being met out of the funds available under SSA and it would be adjusted on receipt of funds from the SPO. It was also stated that instead of boundary walls, barbed wire fencing was being done as per alternative prescribed by the SPO during July 2002. Here it may be mentioned that separate accounts for this programme were being maintained by DPO Pauri in Alaknanda Grameen Bank.

(ii) Separate Cash Book for this programme was not maintained by DPO Dehradun as of 8-2-2005. It was stated that separate Cash Book for 2004-2005 was under preparation. Rs.54.00 lakh released by SPO on 1-11-2004 was received by DPO Dehradun after considerable delay of 19 days on 20-11-2004.

### 9.7 Early childhood care and Education (ECCE)

Under SSA Rs.5000/- recurring and Rs.1000/- non-recurring grant per year within an overall annual ceiling of Rs.60,000/- per cluster is provided for each ECCE to be opened under "Girls Education Component" and two child care centres per cluster may be opened in the areas where there is no child care centre under any scheme of the Department of Women and Child Development of the State Government.

AS per Status Report ending December 2004 existing Angan Bari workers work as ECCE workers and a ten-day orientation training was given to all ECCE workers. During 2003-04 and 2004-05 against the target of 691 and

190, functional ECCE were 664 and 98 respectively. In these centres 658 and 98 workers were trained during 2003-04 and 2004-05 respectively.

Thus during 2003-04, there was a short-fall in the opening of 27 ECCE centres and all the workers of functional centres were also not trained.

It was noticed that:

- (i) Honorarium at the rate of Rs.250 and Rs.125 pm per worker and assistant worker respectively was being paid. However, in Pauri district due to shortage of funds honorarium from May 2004 onwards had not been released. It was stated by the BSA that this situation had arisen due to the fact that for each district Rs.15.00 lakh irrespective of their area and population had been released.
- (ii) Only one Angan Bari in Gram Jari (Chakrata block) was visited by the Team on 8-12-04. This Angan Bari Centre being run by Woman and Child Development Department of State Government was adopted under SSA. Ten days training was provided to the worker from 25.10.04 to 3.11.04. It was stated that worker & assistant worker would be given honorarium and grant to the Angan Bari would also be given.

## **9.8 Kasturba Gandhi Balika Vidyalaya (KGBV)**

In the AWP&B 2004-05 thirteen KGBV (a new scheme having residential accommodation under the umbrella of SSA) were proposed one in each district, where the female literacy rate was low as per census of 1991. This scheme was to be taken up for preparing parents to send their girl children to residential schools in order to build their confidence. However, the scheme was yet (19-02-05) to be taken up for execution. It was stated that sanction of PAB had been received during January 2005 and further action for its execution would be taken up.

**CHAPTER-X**  
**MID-DAY MEALS, FREE TEXT BOOKS, SUPERVISION,  
MONITORING ETC.**

10.1.1 Mid-Day Meals Programme in all the Government, Government aided Primary Schools of Sahaspur Block of Dehradun district and in two blocks of each district was introduced vide office order dated 23 March 2002 and 28 September 2002 respectively. This programme was further made applicable in every Primary School of the state from the academic year 2003-04. Under the scheme rice is made available by the Government of India free of cost from nearest fair price shop. Mother of one of the student is appointed for cooking the meals at a remuneration between Rs.250 and Rs.450 p.m. (depending on the strength of the students); for construction of kitchen shed and purchase of utensils Rs.5000 and between Rs.1000 and Rs.3000 (depending on the strength of students) respectively is paid; Re.1.00 per student is to be given for pulses, vegetables, condiments, oil, fuel, etc. (this amount was enhanced to Rs.2.0 as per news appearing in the Amar Ujala dated 19-12-04) and; Rs.50.00 per quintal has been prescribed for transportation of food grains and at school level the programme is managed by VEC.

10.1.2 It was stated that the BSA was forwarding the list of school-wise number of students to the District Food & Supply Officer, who in turn was directing the dealers to supply rice to the respective schools. Freight charges were neither paid by the SPO nor by BSA office/ DPO. It was stated by the Upper Shiksha Adhikari (Basic) Dehradun that the concerned teachers themselves were arranging the transportation of ration through vehicles, mules or students from the dealer's shops to the schools and they were not being paid freight charges separately. In the following cases dealers shops were located at quite a distance from the schools and as such difficulty was being faced for the transportation of rice specially in the remote and inaccessible hilly areas.

Sl. No.	Name of Block	Name of PS	Distance from dealers Shop (Kms.)
<b>Dehradun District</b>			
1	Raipur	Nahi Kala	10
2	„	Larhwakot	10
3	„	Haldwari	10
4	„	Satailee	15
<b>Pauri District</b>			
5	Kot	Nakot Bhadari	12
6	„	Maklori	10
7	Nainee Dandda	Pand	10
8	Dugadda	Khalpari	10

Besides, rice, pulses, oil and other essential items for cooking the food were also being arranged by the schools.

It was stated by Additional District Education Officer (Basic) Dehradun & Pauri that transportation charges from the dealers shops to the school may be fixed by the DM and paid by the concerned schools, for which provision be made under SSA.

### 10.1.3 Mid-day Meals Sheds

A kitchen shed costing Rs.5000 per school was to be constructed for the preparation of mid-day meals. Kitchen sheds had generally been constructed within the immediate vicinity of the school. In Dehradun district of the 860 PS, 789 schools had kitchen sheds for mid-day-meals. The position of such sheds was not found to be satisfactory by the Team. Some such sheds are detailed as under by way of illustration:

Sl.No.	Name of PS	Remarks
1	Dakra (Chakrata block) (Photo 4)	A 7X8 feet tin shed having 7 feet height was constructed. Only 3 feet cemented wall was constructed and remaining 4 feet was kept open from all sides. It was stated by Bhojan Mata that it was not possible to prepare mid-day meals in the shed during rain & snowfall.
2	Mohana (Chakrata block) (Photo 5)	Mid-day meals shed was made of mud & wood covered with GI Sheets.
3	Saintoli (Chakrata block) (Photo 6)	It was stated by the villagers that out of sanctioned amount of Rs.5000/- only Rs.500/- were paid to them. This amount was utilized in the purchase of GI sheets, which were fixed over four wooden planks and a GI Sheet was also fixed in one side. It was stated by the Bhojan Mata that mid-day meals was not being prepared during rainy season.
4	Maindal (Chakrata block)	It was stated by the Gram Pradhan that for mid-day meals a tin shed was erected in the back side of Panchayat Bhawan (being used as school) which was blown up during November 2004 and no efforts were made to reconstruct it. It was noticed by the Team that <b>area near this shed was also being used as open toilet by the students.</b>





*Kitchen shed Primary School Dakra (Photo 4)*



*Kitchen shed Primary School Mohana (Photo 5)*



*Kitchen shed Primary School Saintoli (Photo 6)*

#### **10.1.4 Fuel for preparing the Mid-day-meals**

In most of the schools wood was being used as fuel for the preparation of mid-day-meals. However, gas was being used by PS Mohana, Korwa, Langa Pokhari & Dang (Ainthana) for the preparation of mid-day-meals.

It was stated by the teachers of Pauri District that Rs.900/- provided for the purchase of gas connection was not sufficient. At least an amount of Rs.2000/- was needed for gas connection with two cylinders. Rs.900/- per school provided during 2003-04 for gas connections was lying un-utilised.

Generally fuel wood was being collected by Bhojan Mata, but in some schools students were being involved in the collection of fuel wood. In PS Saintoli, Naithana, Dikholi and Simkhet wood was being collected either by students or Bhojan Mata.

#### **10.1.5 Schools not preparing Mid-day-meals**

In the following schools mid-day-meals had not been prepared on the dates of visit by the Team.

Sl.No.	Name of the Primary School	Remarks
1	Maindal (Chakarata Block)	Teacher was not available in the school and 17 out of 67 students were present. Bhojan Mata was also not present. Kitchen shed had been blown up. It was stated by a villager and students that mid-day-meals was not being prepared for the last 1½ months due to non-receipt of ration from the dealer.
2	Saintoli (Chakarata Block)	Mid-day-meals was not prepared as Bhojan Mata was not present due to illness.

Sl.No.	Name of the Primary School	Remarks
3	Jari (Chakarata Block)	There was no teacher in the school and it was stated by the parents of the students that there was no arrangement of mid-day-meals.

It was stated by the teachers that in the absence of Bhojan Mata due to illness or other reasons, the teachers had to prepare mid-day-meals thereby affecting the study of students. **It would be better if instead of mid-day-meals, dry food through packets is provided after obtaining the permission of the Supreme Court.** Additional District Education Officer (Basic) Pauri stated that due to scarcity of water in the district dry food may be provided. It was also suggested by the teachers that arrangement for mid-day-meals may be handed over to VECs. Perhaps DRDO can conduct some research to evolve dry food packet with sufficiently long shelf life.

## 10.2 Free Text Books

10.2.1 Norms for Free Text Books to student have been provided in Para 25 of MFM&P and norms for interventions under SSA. As per these norms free text books would be provided to all girls/ SC/ ST children of Government schools, Government aided schools, Cantonment/ Corporation schools, aided Madarasas (within certain restrictions) at primary and upper primary level within an upper ceiling of Rs.150 per child. Remaining students of PS & UPS are provided Text Books out of the funds of the State Government. During 2003-04, 6,51,723 and 4,29,145 text books were supplied to all girls/ SC boys/ ST boys and general boys respectively.

It was stated by SPO that after obtaining orders from the Government and on getting the data from the DPOs. (who were collecting it from schools through BRCs/ CRCs) text books were being got printed by the Directorate of Education. In the first instance text books were being received by DPOs who were passing it to CRCs for distribution in the schools. Payment of these books including transportation charges (at the rates fixed by the DM) was being made by the concerned DPO. Whereas text books for the year 2002-03 were got printed from the private parties, for the year 2003-04 and 2004-05 all the text books were got printed from the State Government Press, Roorkee. For the year 2005-06 text books of class I and V are to be printed by the State Government Press as per decision of the Government and for printing the text books for class VI th to VIIIth decision was yet to be taken (19-02-2005).

10.2.2 In Uttaranchal State new academic session in PS and UPS starts in the first week of July each year. As such for the smooth study by the students text books were required to be distributed at the start of academic session. This was also reiterated by the Director of Education and SPO during June 2002. But text books were received late in Dehradun & Pauri Districts as detailed below:

Sl. No.	Name of the District	Dates of receipts of text books			Remarks
		2002-03	2003-04	2004-05	
1	Dehradun	05.07.02 to 10.10.02	(1) 30.06.03 to 30.09.03 (in ten lots for PS)  (2) 06.07.03 to 15.11.03 (in 16 lots for UPS)	(1).06 .05.04 to 8.10.04 (for PS) (1). 19.06.04 to 08.10.04 (in ten lots for UPS)	90951 books for class 1st and 6 <sup>th</sup> to 8 <sup>th</sup> for the year 2004-05 were received on 8-10-04.
2	Pauri	23.06.02 to 18.09.02	30.06.03 to 14.08.03 and 19.09.03 (Urdu text books)	—	During 2004-05 Scout Guide of class VIth was received during the fourth week of December 2004 and had not been distributed by 10.01.05

It was noticed that:

- (a) Dates of distribution of books were not available in DPO Pauri.
- (b) During 2003-04, 26751 text books for class 1<sup>st</sup> to 4<sup>th</sup> were received less in Pauri district. Similarly during 2004-05 text books numbering 13789 pertaining to class 1<sup>st</sup> to 8<sup>th</sup> (except class 7<sup>th</sup>) were not received in DPO Pauri from the Government Press Roorkee.
- (c) In Dehradun district during 2004-05, 42055 text books in respect of class 1<sup>st</sup> to 5<sup>th</sup> were received in excess from Government Press Roorkee.

It was suggested by the Upper Shiksha Adhikari (Basic) Dehradun and Pauri that free text books may be got printed in time and be dispatched before start of academic session. In case the Government Press is over loaded, text books may be got printed from private presses after observing all the formalities as Government Press also gets the books printed from private presses.

Some CRCs were situated about 50 to 60 kms less distance compared to DPO from the press, as such transportation charges and time could be saved, in case text books can be sent direct to CRCs instead of DPOs. It was stated by the ADEO (Basic) Pauri that this arrangement could not be done due to the fact that the books were not being received in one lot.

### 10.2.3 Non-distribution of text books

- (a) Text books numbering 1,05,913 for the academic year 2004-05 received from DPO Pauri on 13-01-05 for distribution amongst 11 CRCs were lying in a room of BRC Sukhrao.
- (b) Text books were transported from press through a truck to Block Headquarters Kalsi near Kalsi Gate and on the directions of BSA, ABSA instructed the concerned CRCs to transport these books to the schools under their jurisdiction. But the books had not been transported by any CRC due to the fact that they were not provided funds for transportation and the books were lying at Kalsi (10-12-04).

- (c) Text books numbering 801, for class 1<sup>st</sup>, 3<sup>rd</sup>, 5<sup>th</sup> and 6<sup>th</sup> to 8<sup>th</sup> under the jurisdiction of CRC Dungiyara for the year 2004-05 were found by the Team in a room of UPS Mohana on 03.12.04.

#### 10.2.4 Receipt and Distribution of Text books by Schools

Dates of receipt and distribution of text books were not recorded in the relevant registers maintained by most of the schools. Particulars of the schools where text books relating to various subjects were late received, not received and less received are given below by way of illustration:

##### (a) Late Receipt of Books

Sl.No.	Name of School	Academic Year	Date of Receipt	Remarks
1.	PS Fatehpur	2004-05	Oct/Nov. 2004	
2.	PS Kaliyasaur	2002-03 2003-04	27.08.2002 August/Sep. 2003	
3.	PS Ujayari	2003-04 2004-05	August 2003 Sep. 2004	
4.	UPS Hanumanti	2003-04 2004-05	Sep. 2003 Oct. 2004	
5.	UPS Dang (Ainthana)	2003-04 2004-05	Oct. 2003 29.09.2004 & 25.10.2004	
6.	UPS Dikholi	2003-04 2004-05	Sept. 2003 09.08.2004 & 11.09.2004	
7.	UPS Kholachauri	2004-05	Sep/Oct. 2004	
8.	UPS Ujayari	2003-04 2004-05	22.08.2003 04.10.2004	

##### (b) Non-receipt of Books

Sl.No.	Name of School	Academic Year	Subject	Class
1.	PS Hanumanti	2002-03	Bhasa Kiran	V
2.	PS Kotridhang	2003-04	Hindi	IV
3.	PS Kalalghati	2004-05	Bhasa Kiran Scout Guide	II & III All cases
4.	PS Ujayari	2004-05	All Books	II
5.	PS Kholachauri	2004-05	Prescribed Book	I
6.	UPS Mawakot	2002-03 2003-04	Sanskrit Scout Guide Sanskrit Bhasa Kiran	VI & VIII All classes VIII VI
7.	UPS Fatehpur	2004-05	Maths	VII
8.	UPS Srikot Ganganli	2004-05	Dharti & Akash History & Civics Environment	VI VI & VII VI & VII

Sl.No.	Name of School	Academic Year	Subject	Class
9.	UPS Hanumanti	2002-03	Science, Geography, Sanskrit, Hamare Purvaj & Agriculture Algebra, Agriculture and Related Art Sanskrit & Related Art	VI  VII VIII
		2004-05	Science, Dharti & Akash, Agriculture & Scout Guide Hamara Itihash, Agriculture and Scout Guide Dharti & Akash, Agriculture, science and Scout Guide	VI  VII  VIII

**c) Less Receipt of Books**

Sl.No.	Name of School	Academic Year	Shortage	Subject	Class
1.	PS Hanumanti	2002- 03 2004 -05	22 22	Science Bal Ganit	IV V
2.	PS Sukhrao	2004- 05	274	Various Subjects	II to IV
3.	UPS Mawakot	2003-04 2004-05	217 72	-do- -do-	VI to VIII -do-
4.	UPS Hanumanti	2003-04	17	Agriculture Science	-do-
5.	UPS Aamsaur	2004-05	98	Various Subjects	VI to VIII

**10.3 Supervision of Activities**

As per para 2.8 of frame-work for implementation of SSA regarding supervision of activities, two supervision visits of at least 3 days each would be undertaken by the National/State Level Mission each year and initially these supervision teams will be constituted by the National Mission in partnership with the states. Subsequently state will constitute there own supervision teams. However, as of 19.02.2005 Uttaranchal State was not visited by any supervision team since the inception of SSA.

**10.4 Monitoring Through Video Conference**

Monitoring of up to date progress made under SSA by the District Units was being conducted once in every month since May 2004 through video conference. At State Headquarters this conference was being conducted by the Additional Chief Secretary-cum-Secretary Education, SPD and other officers

and in respect of districts, the conference was being attended by the District Magistrates, ADEO (Basic) and other officers.

### **10.5 Other Topics of Interest**

- (a) On 16.12.2004 Project Director and Team Leader (Uttaranchal State) of SSA Study Team visited DIET Charigoan, wherein exhibition relating to Teaching Learning Material was going on. In this exhibition attractive charts depicting various topics were displayed so as to enable the students to grasp the matter quickly. The presentation of UPS Pharasu (Khirsu Block) was excellent.

**It is suggested that arrangement may be made for the extension of good material presented in such exhibitions to other schools.**

- (b) In some schools under the jurisdiction of Kot Block, latest news compiled by the students under the heading “AAJ KA AKHBAR”, logo of SSA, map of the schools, physical and educational classification of schools, census of children were nicely displayed on the walls of the class rooms. **It is suggested that such activities may also be encouraged in other schools.**



**ANNEXURE-I**  
**(Refer paragraph: 1.3.2)**

**List of Schools visited by the Team**

Sl. No.	Primary Schools	Sl. No.	Upper Primary Schools
<b>(A) DEHRADUN DISTRICT</b>			
<b>(a) CHAKRATA BLOCK</b>			
1.	Dakra	1	Mohna
2.	Mohna	2	Maindal
3.	Saintoli	3	Kotikanasar
4.	Maindal		
5.	Auli		
6.	Dungiyara (Buransua)		
7.	Patti		
8.	Jari		
9.	Kotikanasar		
<b>(b) KALSI BLOCK</b>			
10.	Korwa	4	Korwa
11.	Langa Pokhari		
<b>(B) PAURI DISTRICT</b>			
<b>(a) KOT BLOCK</b>			
12.	Kot	5	Khola Chauri
13.	Khola Chauri	6	Jamla Khal (Girls)
14.	Jamla Khal	7	Sabdhar Khal (Girls)
15.	Sabdhar Khal		
<b>(b) PAURI BLOCK</b>			
16.	Ujyari		
<b>(c) KALJIKHAL BLOCK</b>			
17.	Ghandiyal	8	Ujyari (Girls)
18.	Naithana	9	Ghandiyal (Girls)
<b>(d) KHIRSU BLCOK</b>			
19.	Srikot Ganganali	10	Srikot Ganganali
20.	Dikholi	11	Dikholi (Girls)
21.	Farasu	12	Dang (Ainthana) (Girls)
22.	Kaliyasaur		
23.	Dang (Ainthana)		
<b>(e) PABO BLOCK</b>			
24.	Simkhet	13.	Pabo (Girls)



<b>(f) DUGADDA BLOCK</b>			
25.	Kotari Dhang	14.	Kotari Dhang
26.	Kumbhi Chaur	15.	Fatehpur (Girls)
27.	Fatehpur	16.	Aamsaur (Girls)
28.	Sitabpur	17.	Hanumanti
29.	Sukhrau Devi	18.	Mawakot (Girls)
30.	Hanumanti	19.	Udai Rampur-Kalal Ghati (Girls)
31.	Matiyali		
32.	Ghamandpur		
33.	Kalal Ghati-I		
34.	Mawakot		

**ANNEXURE-II**  
**(Refer paragraph: 2.6.1)**

**Particulars of the officers who were holding the posts of SPD/DPO and in-charge  
Finance & Accounts wing**

Name	From	To	Dual Charge Held	Remarks
<b>(A) State Project Director</b>				
1. Shri M.C.Pant	January 2001	5-11-03	Director Education	----
2. Dr.Bhupinder Kaur	6-11-03	5-5-04	Additional Secretary Education	Proceeded on maternity leave w.e.f. 6-5-04.
3. Shri R.K. Sudhansu	13-5-04	15-06-04	--do--	
4. Smt. Namrata Kumar	16-6-04	onwards	Additional Secretary Education	---
<b>(B) Finance &amp; Accounts Officer of S.P.O.</b>				
1. Shri V.C. Pant	1-1-01	27-7-04	---	He was Assistant Accounts Officer.
2. Shri K. S. Bisht	1-5-02	31-12-04	---	
3. Shri K.P. Kuriyal	21-12-04	onwards		He is Assistant Accounts Officer.
<b>(C) District Project Officer (Additional District Education Officer-Basic)</b>				
<b>I Dehradun District</b>				
1. S.P. Semwal	7-6-02	31-8-04	District Basic Shiksha Adhikari (BSA)	
2. Kushla Prasad	31-8-04	onwards	--do--	
<b>II Pauri District</b>				
1. Shri Raghu Nath Lal Arya	4-9-01	10-6-02	--do--	
2. Shri Chandra Pal Singh Rana	11-6-02	31-8-04	--do--	
3. Shri Mahaveer Singh Bisht	9-9-04	onwards	--do--	
<b>(D) Assistant Accounts Officer</b>				
<b>(i) Dehradun</b>				
Shri B.C. Kumai	August 03	onwards		Before August 2003 staff of BSA was doing this work on stop-gap-basis.
<b>(ii) Pauri</b>				
Shri B.P. Jugran	August 03	onwards		Before August 2003 staff of BSA was doing this work on stop-gap-basis.