

## CHAPTER-I

### 1. Introduction

- 1.1 Sarva Shiksha Abhiyan (SSA) is the comprehensive and integrated flagship programme of Government of India, to attain Universal Elementary Education (UEE) in the country in a mission mode. Launched in partnership with the State Governments and Local Self-Governments, SSA aims to provide useful and relevant education to all children in the 6-14 age groups by 2010.
- 1.2 SSA was launched in 2000-01 with the objectives of (a) all children in school, Education Guarantee Centre, Alternative School, 'Back-to-School' camp by 2003 (later amended to 2005); (b) all children complete five years of primary schooling by 2007; (c) all children complete eight years of elementary schooling by 2010; (d) focus on elementary education of satisfactory quality with emphasis on education for life; (e) bridge all gender and social category gaps at the primary and upper primary stage by 2007; and (f) universal retention by 2010.
- 1.3 The components of SSA include: (a) preparatory activities for micro-planning, household surveys, studies, community mobilization, school-based activities, office equipment, training and orientation at all levels. (b) appointment of teachers, (c) opening of new primary and alternative schooling facility like EGS/AIE centers, (d) opening of upper primary schools (e) constructing additional classrooms, schools and other facilities (f) free textbooks to all children, (g) maintenance and repair of school buildings (h) Teaching Learning Equipment for primary schools on up-gradation of EGS to regular schools or setting up of a new primary school and for new upper primary schools, (i) school grant, (j) teacher grant, (k) teachers' training, (l) opening of SIEMAT, (m) training of community leaders, (n) provision for children with special needs, (o) Research, Evaluation, Monitoring & Supervision, (p) management cost, (q) learning enhancement programme (LEP) (r) innovative activity for girl's education, early childhood care & education, interventions for children belonging to SC/ST, minority community, deprived children in urban areas and computer education specially for upper primary level (s) setting up of BRCs/CRCs, (t) interventions for out of school children
- 1.4 The SSA programme covers a wide gamut of activities in all the States and Union Territories and a need has been felt to bring into focus at one place appropriate financial management systems and procurement procedures for the proper implementation and management of the programme.
- 1.5 The responsibility for implementation of the programme is vested at the national level in the Department of School Education and Literacy (DSE&L), Ministry of Human Resource Development, Government of India. At the national level, there is a General Council, an Executive Committee and a Project Approval Board (PAB). The work relating to policy, appraisal of plans, release of funds to State Implementation Societies, overall review of the programme, technical support to States, research, evaluation, supervision, monitoring, etc; is undertaken by the Department of School Education and Literacy.

- 1.6 At the State level, the programme is implemented in a Mission mode by a State Implementation Society registered under the Societies Registration Act 1860 (21 of 1860) with a General Council and an Executive Committee.
- 1.7 At the district level, the District Project Office headed by the district Collector or Chief Executive Officer as the case may be, implements the programme. It interacts with the Panchayati Raj Institutions in the district, namely the Zilla Parishad, the Block Development Committee and the Village Panchayats.
- 1.8 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.
- 1.9 The Government of India has approved the "National Programme for Education of Girls at Elementary Level (NPEGEL)" as an additional component under SSA for education of girls at elementary level. The SSA State Implementing Society is the implementing agency of the NPEGEL at State level. In States where Mahila Samkhyā (MS) programme is operational, the SSA Society will have NPEGEL implemented through the MS Society.
- 1.10 The Kasturba Gandhi Balika Vidyalaya (KGBV) scheme was launched in July 2004 for setting up residential schools at upper primary level for girls belonging predominantly to the SC, ST, OBC and minority communities. The scheme was implemented as a separate scheme for two years but from 1<sup>st</sup> April, 2007, has been merged with Sarva Shiksha Abhiyan as a separate component of the programme. The scheme is being implemented in educationally backward blocks of the country where the female rural literacy is below the national average (46.13%) and gender gap in literacy is above the national average (21.67%). Such residential schools will be set up only in those backward blocks that do not have residential schools at upper primary level for girls under any other scheme of Ministry of Social Justice & Empowerment, Ministry of Tribal Affairs or the State Government. Further, the scope of the Scheme is enlarged to cover the blocks that have rural female literacy below 30% and urban areas with female literacy below the national average (53.67%; Census 2001).

## **2. General**

- 2.1 While the provisions outlined in this Manual are mandatory, the State Implementing Society shall formulate well-defined Financial Rules and Regulations including the delegation of financial powers for effective implementation of SSA. Rules, Regulations and procedures outlined in this document should be formally adopted by the Executive Committee and Financial Rules and Regulations framed in accordance with the provisions of this Manual.
- 2.2 Some of the States have already formulated a computerised financial management system under the DPEP and financial management reports are being generated through this system. These may be suitably adopted for SSA purposes by them, while other States should also consider formulating a

computerised financial management system for better financial control as early as possible.

### 3. Financial Management and Procurement

3.1 Financial management brings together planning, budgeting, accounting, financial reporting, internal control, auditing, procurement, disbursement and the physical performance of the programme with the aim of managing programme resources properly and achieving the programme's objectives. Sound financial management is a critical input for decision making and for programme success. Timely and relevant financial information provides a basis for better decisions, thus speeding up the physical progress of the programme and the availability of funds and reducing delays and bottlenecks.

3.2 The financial management system should produce timely, relevant and reliable financial information that would allow programme managers and State/Central governments to plan and implement the SSA, monitor compliance with agreed procedures, and appraise progress toward its objectives. To meet these requirements, the system should include the following features:

- (a) **Planning** – A system to identify the needs to achieve the programme objectives, evolve strategies and approaches to address them and take up suitable interventions and activities.
- (b) **Budgeting** – A system to identify the short-term activities necessary to achieve the programme objectives and express these activities in financial terms.
- (c) **Accounting** – A system to track, analyze, and summarize financial transactions.
- (d) **Funds flow arrangements** – Appropriate arrangements to receive funds from all sources and disburse them to the agencies involved in programme implementation.
- (e) **Reporting** – A system that would produce sufficient detailed information to manage the programme, and provide each level of SSA management with regular consolidated financial Statements for decision making.
- (f) **Internal control** – Arrangements including internal audit, to provide reasonable assurance that (i) operations are being conducted effectively and efficiently and in accordance with SSA financial norms (ii) financial and operational reporting are reliable; (iii) laws and regulations are being complied with; and (iv) assets and records are maintained.
- (g) **External audit**- Arrangements for conducting annual external audit of the programme on Terms of Reference agreed upon with the Government of India, through a statutory audit. Audit through Comptroller and Auditor General of India is also mandatory.

- (h) **Procurement** – A system to carry out procurement of goods, works and services keeping in mind the considerations of economy, efficiency, transparency and equal opportunities to all.
- (i) **Financial procedures manual** – A manual that sets forth the programme financial policies and procedures for the guidance of all personnel charged with financial responsibilities, with the aim of ensuring that programme resources are properly managed and safeguarded.
- (j) **Financial management staffing** – Appropriately qualified financial management staff, including accounting and internal audit staff, with clearly defined roles and responsibilities to conduct financial management activities.

## CHAPTER-II

### PLANNING PROCESS AND FINANCIAL PLANNING

#### 4. Objectives of Planning

- 4.1 SSA is an initiative to universalise quality elementary education in a mission mode through district based, decentralised, context specific planning and implementation strategies. It is a significant attempt to bridge social and gender gaps, with the active participation of the community in all aspects of planning and delivery of elementary education programmes.
- 4.2 One of the focus areas of the SSA is to establish linkages with other social sector schemes and programmes of various agencies and draw benefit from them. It provides an opportunity to all the districts to formulate their vision of quality elementary education and develop District Elementary Education Plans (DEEP) suited to their needs, local environments and capacity to implement the plans. Districts have the autonomy to set their own targets for UEE and adopt a contextualized mechanism for implementing interventions planned under DEEP. It aims to strengthen the existing educational structures of the States and districts to undertake the programmes of the DEEP under SSA.
- 4.3 The main objectives of the planning process are to provide the planners an insight into various aspects of planning and provide assistance and guidance for the preparation of need based plans. Chapter II of SSA framework and Sections II and III of Manual for Appraisal of Plans 2002 envisage detailed planning process in SSA. It should be ensured that these provisions are strictly followed while preparing the plans.

#### 5. Identification of Planning Teams

- 5.1 The selection of suitable persons for inclusion in the planning teams is perhaps the most crucial element in the plan formulation. SSA programme envisages constitution of core planning teams at village, block and district levels. The grassroots level team in each village/habitation has to provide wider representation to grassroots level structures including PRIs and VEC, community leaders, teachers and parents. The aim of constituting this team is to involve all the stakeholders in the education of the children. Similarly, there should be a core planning team at the block level. There should be a core team of dedicated persons at the district level to formulate the plans to be supported, if possible, by a larger team at the district level. This advisory body at the district level should have representatives of various Departments like - Education, Health, Public Works, Social Welfare, Women and Child Development, Tribal Welfare, PHED, NGOs, etc. This will ensure "convergence" and help remove bottlenecks, if any, not only in collection of information but also at the time of implementation.
- 5.2 It will be the responsibility of the core district team to develop the plans as per the procedure laid down in the SSA framework by prioritising the various proposals emanating from various levels. At least one person each in the Core Team should be well acquainted with finance and procurement procedures, and in Government functioning especially in the field of education. Other

members of the team should have an adequate knowledge of socio-educational scenarios prevailing in the districts.

## **6. Participatory Planning Process**

- 6.1 SSA envisages a bottom-up approach of planning as opposed to the top-down approach, as it reflects the reality at the grassroots level. The planning process has to be participatory in nature, as planning not only creates a sense of ownership among the stakeholders but also creates awareness and helps in the capacity building of personnel at various levels. The plans so developed should reflect local specificity and educational needs and aspirations of the people based on consultative meetings and interaction with the community and target groups. It is necessary that there should be documentation of the process of the preparation of habitation level plan as evidence of the fact that they have been prepared at the **habitation level** through participatory planning.

## **7. Interaction with community and target groups.**

- 7.1 The process of bottom-up planning will not only help the planning team to acquaint themselves with various problems, but will also provide various solutions. The commonality of problems across such meetings will help the planning teams to propose interventions accordingly. Such interactions with community and target groups not only provide an opportunity to be familiar with the problems of target groups and help in devising strategies to deal with these but also mould the opinions of communities with the help of the good offices of community leaders.

## **8. Consultative meetings**

- 8.1 The consultative meetings with the officials at block and district levels would facilitate the core teams in formulating strategies to address the problems. These meetings would also help in bringing about “convergence” and establish linkages with various interventions proposed by different departments. As the responsibility of implementing the programme rests with the educational administration of the district, it is essential to involve them from the planning stage itself.
- 8.2 Documentation of consultative meetings and community interaction would enable the persons at the district and State levels as well as the appraisal teams to know about planning processes.

## **9. Information need and collection of information**

- 9.1 SSA is a time bound programme and is committed to an overall improvement of the elementary education sector with a clear mandate to achieve specific goals. The SSA framework clearly stipulates that it is mandatory to track the progress of each and every child. As such, it is essential to gather information about all the children up to the age of 14 years – enrolled or never enrolled, out-of-school or within the system, studying in private sector schools or schools of autonomous bodies/ government. Accordingly, a detailed assessment of educational needs has to be carried out. Although a major portion of information could be available with schools / government departments, it is essential to conduct household surveys and micro planning

in every habitation – rural or urban, to track the status of each child. The following information has to be invariably collected and included in the district plan in a tabular form, as prescribed from time to time.

- 9.2 Updated population figures of the districts: urban and rural, gender wise, block-wise, population of SC/ST/minorities – gender wise should be provided in the plan in the format given in **Table 1**. Municipalities and Corporations may be taken as units of planning for preparation of plans of urban areas. In the case of Perspective Plans, the projections for enrolment, retention and number of "out of school" children have to be provided.
- 9.3 Literacy rates – gender wise, special focus group wise should be provided in the plan in the format given in **Table 2**.
- 9.4 Basic Indicators relating to number of CD Blocks, Educational Blocks, BRCs, CRCs, Villages and Panchayats should be provided in the plan in the format given in **Table 3**.
- 9.5 Data on habitations and access to primary and upper primary schools, availability of access to elementary schools for focus group children should be provided in the plan in the format given in **Table 4**.
- 9.6 Updated information on child population of 6-14 age wise and Gender wise, SC, ST and Minorities – Rural and Urban should be provided in the plan in the format given in **Table 5**. In the case of Perspective Plans, projections for 10 years of this information, including those of private/ unaided schools, should be furnished.
- 9.7 Educational statistics on enrollment and number of out of school children of 6-14 age group should be provided in the plan in the format given in **Table 6**.
- 9.8 Information and planning for out of school children in the 6-14 years age group, both for never enrolled and drop outs, should be provided in the plan in the format given in **Table 7**.
- 9.9 Data on number of out of school children with reasons should be provided in the plan in the format given in **Table 8**.
- 9.10 Data on coverage of out of school children under different strategies should be provided in the plan in the format given in **Table 9**.
- 9.11 Educational statistics on dropout, GER, NER and repetition rate of 6-14 age group children should be provided in the plan in the format given in **Table 10**.
- 9.12 Educational statistics on completion rates, number of primary graduates and the transition rate from primary to upper primary for schools, management wise should be provided in the plan in the format given in **Table 11**. This information should cover 4-5 years preceding the current year and should preferably be presented block wise.
- 9.13 Details of existing EGS centres block-wise should be provided in the plan in the format given in **Table 12**.

- 9.14 Number of schools by way of management, number of primary and upper primary (sections attached to high/secondary schools) along with information on Madarasas/Maqtabs should be provided in the plan in the format given in **Table 13**.
- 9.15 Status of number of teachers – in position, vacant, sanctioned posts, students enrollments, entitlement of teachers, PTR, single teacher schools and the percentage of female teachers in primary and upper primary schools, should be provided in the plan in the formats given in **Tables 14 & 15** respectively.
- 9.16 Details of trained and untrained teachers both for primary and upper primary level should be provided in the plan in the format given in **Table 16**.
- 9.17 Existing School Infrastructure for government schools, total number of schools, total number of classrooms, number of schools without drinking water facilities, without common toilet facility, without girls toilet, without access ramps, without boundary wall, without electrification, Gap in classrooms, number of UPS without HM rooms, number of PS and UPS sanctioned and buildings sanctioned etc. should be provided in the plan in the format given in **Table 17** to assess the gap in school infrastructure.
- 9.18 Information on the number of Government upper primary schools, number of UPS sanctioned under SSA, UPS provided TLE under SSA as uncovered OBB schools, balance UPS, Govt. UPS without furniture, enrollment of students in these UPS should be provided in the plan in the format given in **Table 18**.
- 9.19 Details of children with special needs (CWSN) identified, enrolled in schools, proposed to be covered under other strategies, number of resource teachers to be appointed, number of schools to be made barrier free should be provided in the plan in the format given in **Table 19**.
- 9.20 Data on number of Government schools with 3 and more than 3 classrooms for the purpose of regulating repair and maintenance grant for schools should be provided in the plan in the format given in **Table 20**.
- 9.21 Information on Resource persons for BRC/URC/CRC indicating number of schools, number of eligible BRPs, BRPs proposed, BRPs sanctioned under DPEP, number of BRPs eligible under SSA should be provided in the format given in **Table 21**.
- 9.22 Information on Computer Aided Learning (CAL) indicating number of Govt. UPS, number of UPS under CAL, number of beneficiaries, number of teachers trained on CAL and number of UPS to be covered during the year should be provided in the format given in **Table 22**.
- 9.23 Information on NPEGEL indicating the number of EBB, total number of MCS and number of girls enrolled in MCS should be provided in the format given in **Table 23**.

- 9.24 Information on KGBV indicating numbers sanctioned (model-wise), operational, enrollment, social category wise enrollment, status of construction of buildings should be provided in the format given in **Table 24**.
- 9.25 Each State should provide year-wise information on Financial Status on release of funds, opening balance, other receipts, expenditure etc. since the inception of SSA, NPEGEL and KGBV should be provided in the format given in **Table 25**.

## **10. Research studies, data analysis and utilisation in the plans**

- 10.1 SSA framework envisages the undertaking of studies on baseline assessment with regard to (a) learning achievement, (b) retention, (c) access, (d) gender equity, (e) social equity, and (f) physical infrastructure etc.
- 10.2 NCERT would undertake periodic student learning achievement tests for select grades at primary and upper primary levels in all the States/UTs. These studies should be diagnostic in nature and be utilised in planning process. Care should be taken to ensure consistency in data presentation. There should not be any variance in the presentation of the same data at different places.
- 10.3 It should be ensured that as far as possible the District Information System for Education (DISE) database should be used in the planning process. The source of data should be clearly indicated below the data.

## **11. Steps in Planning**

- 11.1 Strengthening/setting up of district education offices and selection of personnel at district/block/cluster level.
- 11.2 Formation of core planning teams at district, block and village level.
- 11.3 Training and orientation of these teams.
- 11.4 Assessment of need for information and preparatory exercises for micro planning and household surveys.
- 11.5 Collection of various data, undertaking surveys and baseline studies.
- 11.6 Visits of core teams to every single habitation, interaction with community and consultative meetings ensuring participatory planning.
- 11.7 Draft plan formulation by consolidating the habitation/cluster/block plans, with all the interventions as provided in the SSA framework, the costing as per norms and discussions in the consultative meetings.
- 11.8 Revised draft plan formulation and interaction with State resource persons.
- 11.9 The final draft plan formulation.

## **12. Situational Analysis**

- 12.1 The State Component Plan prepared under Sarva Shiksha Abhiyan for Universalisation of Elementary Education (UEE) is expected to contain general information about the State. Similarly the District Elementary Education Plan (DEEP) developed with the aim of UEE should start with an introduction about the district itself. The general information about the area should focus on the historical background, socio-economic and cultural characteristics, geographical conditions, administrative structure, demographic features, literacy scenario and so on. The document should contain information on various indicators related to these aspects.

## **13 State and District Profile**

- 13.1 The profile of the State and district should be so comprehensive that it gives a clear picture of the State and districts. It is necessary that the information contained in the State and district plans has adequately covered all the important aspects of the State and district profile.
- 13.2 The district profiles should present district-wise information on number of blocks, clusters, villages, panchayats, habitation, school-less habitation, density of population, sex ratio, growth rate of population, percentage of urban population, S.C., S.T. and so on.

## **14. State and District plans**

- 14.1 There would be a State component plan, both perspective and annual, for universalization of elementary education within the stipulated time frame. All tables prepared by the districts as Stated above should be consolidated at State level and furnished in the State component plan along with the analysis to show inter-district variations on various items.
- 14.2 Each district would also prepare a Perspective Plan and an Annual Work Plan and Budget (AWP &B) which is also called the District Elementary Education Plan (DEEP).

## **15 Educational profile**

- 15.1 Since under Sarva Shiksha Abhiyan a district has to develop a District Elementary Education Plan (DEEP), the emphasis will be on elementary education, which means both on primary and upper primary levels. The plans should also briefly present information on higher levels of education namely Secondary/Higher Secondary education, higher, professional and technical education. However, details on these levels may not be required in the DEEP.
- 15.2 The objective of presenting the district elementary education scenario is to undertake a diagnosis of the educational situation in the district, so the data presented in this section should aim at understanding the educational scenario and present the strengths and weaknesses as well as problems and constraints of the district with regard to primary and upper primary stages of education.

- 15.3 The district educational profile section should contain write-ups on (i) educational administration in the district; (ii) educational facilities at various levels; (iii) detailed information on elementary education; (iv) State and centrally sponsored schemes implemented in the district; (v) details of externally funded schemes; (vi) District Institute of Education and Training; (vii) problems and issues of elementary education in the district.
- 15.4 The presentation of elementary education scenario in the district should contain information on the following items for proper diagnosis of the educational situation.
- (i) Block-wise number of schools/sections for primary and upper primary education.
  - (ii) Block-wise access position on primary and upper primary education in the district.
  - (iii) Block-wise number of teachers at primary and upper primary level with the following categorization:
    - (a) Trained/untrained teachers
    - (b) Male/female teachers
    - (c) SC/ST teachers
    - (d) Teacher-pupil ratio
    - (e) Number of sanctioned posts and vacant posts (for rationalization and requirement of additional teachers)
  - (iv) Block-wise Enrolment at primary and upper-primary level in the district
    - (a) Grade-wise enrolment
    - (b) Enrolment by gender and social categories i.e. boys, girls, S.C., S.T. etc.
    - (c) Gross and Net Enrolment Ratio: boys, girls, S.C., S.T. etc.
  - (v) Block-wise dropout, repetition and transition rates at primary and upper primary level: boys, girls, SC, ST. etc.
  - (vi) Block-wise position of buildings of primary and upper primary schools
  - (vii) Block-wise school facilities at primary and upper primary level of schools
    - (a) Instructional rooms and other rooms (number)
    - (b) Blackboard
    - (c) Drinking water
    - (d) Playground
    - (e) Toilets
    - (f) Toilets for girls
    - (g) Compound wall
    - (h) Seating arrangement for teachers and students
    - (i) Electricity

(j) Teaching-learning material

- 15.5 While presenting the district educational profile specifically on elementary education, the district plans should include all information related to private aided and unaided (recognized) schools also. Further the information on schools, enrolment and teachers etc. should also be given for EGS/AIE centres, other alternative schools, etc. It should be ensured that the educational profile presented in the plan is for the district as a whole and not for government schools only.

**16 Problem and Need Identification**

- 16.1 The diagnosis of the educational situation is generally aimed at understanding the problems, needs and constraints of elementary education in the district. The problems related to access, enrolment, retention and quality of education need to be identified and this is the first step towards developing the District Elementary Education Plan (DEEP). The district educational profile presented in the plans should focus on the needs and problems and issues of primary and upper primary education in the district. Mere presentation of facts and figures in tabular form or in charts is not the end of district profile presentation. Analysis of the data and a write-up on the result of the analysis is more important.

- 16.2 In order to identify the issues and problems related to elementary education for developing District Elementary Education Plan the following may be the probable sources:

- (a) District Education Profile,
- (b) Lower level plans (Habitation & Block Plans),
- (c) Participatory exercise at various level,
- (d) Studies conducted,
- (e) Surveys conducted (Census, NFHS, household survey, etc.),
- (f) Gender analysis, and
- (g) Equity analysis.

- 16.3 The DEEP document developed by the districts should contain details on the activities undertaken in the pre-project phase which includes the above mentioned activities also. It is expected that the section on 'Issues and problems' in the document should flow from the earlier sections on District Profile and Planning Process. The section on planning process should detail out the habitation/block plan preparation exercise, document participatory exercise, and provide highlights of studies as well as surveys conducted in order to develop the plan. So the section on 'Need and Problem Identification' is supposed to record faithfully the findings of the section on 'district profile' and 'planning process'. This is to ensure that all problems mentioned in this section should have emerged from these exercises and not merely from the perceptions of the planning team members.

**17. Goals and Targets Setting**

- 17.1 To meet the SSA goal of UEE, it is important to achieve the basic objectives namely universal access, universal enrolment, universal retention and

universal achievement. The targets set at the national level under Sarva Shiksha Abhiyan related to these four objectives have been indicated in the SSA framework.

- 17.2 The District Elementary Education Plans developed by the Districts need to set their own targets. While doing so the districts should keep in view the targets set at the national level. However, the districts while developing a plan are not expected to blindly reproduce the above mentioned targets committed by the nation and must set their own district specific commitment and targets.
- 17.3 To develop a District Elementary Education Plan, targets may be set on access, enrolment and retention and achievement levels. While preparing the district plans, the following important points with respect to target setting should be kept in view:
- (a) In the district plans there is a need to set dis-aggregated target which means that the block-wise target setting exercise may be undertaken. This is important because different blocks of the district may be at different levels of development on parameters like enrolment ratio or retention rates and so on.
  - (b) The district plans need to set targets in a phased manner. The Sarva Shiksha Abhiyan aims to achieve goals of Universalisation of Elementary Education by 2010. It is generally found that the targets are set for the terminal year of the programme. But it is equally important to set targets for all intervening years also. This may not only help to see the progress of implementation against the set targets on year to year basis but also facilitate in reviewing the implementation strategies and even reviewing and revising the targets for the coming years.
  - (c) One of the important objectives of SSA is to bridge all gender and social category gaps. It is therefore necessary to set the targets separately for boys, girls, SC and ST and the disadvantaged groups. Over a period of time the gap between boys and girls and between SC, ST and others may be reduced. The target of reducing the gaps may depend upon the magnitude of the gaps that exist between these categories in the base year.
  - (d) While setting the targets in the district plan on access or enrolment or retention, it is important to look at the present status of the district on these components and then accordingly set targets which are realistic and achievable. An important input for this exercise of target setting would be the progress made in the district on these indicators during the last 5 to 10 years.

## **18. Need based Planning**

- 18.1 Planning in SSA is not merely a matter of making financial allocations for various interventions. Though this is ultimately necessary, planning is first and foremost a question of identifying what needs to be done to achieve SSA objectives. Financial allocations in terms of SSA norms, as per priorities determined, can then follow.

## CHAPTER-III

### BUDGETING

#### 19. Perspective Plans and Annual Plans

- 19.1. Each SSA district has to prepare a Perspective Plan up to 2009–2010 based on the data collected through household survey, micro planning exercise etc. For this purpose, the revenue district as on 31-3-2002 is taken as the unit of planning at the district level. Plans in respect of subsequently created districts would be included in the Annual Work Plan & Budget (AWP&B) subject to the approval of the Project Approval Board (PAB) at national level. Keeping the Perspective Plan in view, AWP&Bs are prepared every year. AWP&Bs are needed along with Perspective Plans, firstly because in the Perspective Plans, it is not possible to chart out details of strategies, and activities which can be undertaken each year, and secondly under SSA there is continuous learning and development of new strategies every year. There is a need each year to take stock of achievements as well as constraints and then plan ahead. It follows that annual planning is a step in the process of continuous assessment of the situation and identification of appropriate strategies and activities for achieving SSA goals. .
- 19.2. Annual plans need to be seen as a complement to the Perspective Plans. AWP&Bs detail out for each year, in the context of the goals of the Perspective Plans, what is the progress and what are the future strategies. To make annual plans therefore, it is necessary to know the Perspective Plans of the district well. District planning teams need to understand and discuss the Perspective Plans of their districts before planning for the AWP & B.
- 19.3. The budget proposals under SSA are prepared in the form of AWP&B, covering all the interventions specified in the SSA norms. Item wise budget demands for one year are included in the AWP&B. The AWP&B proposals are envisaged in two parts, the plan for the current financial year and the progress overview of the previous year including the spill over activities proposed to be carried over to the current year.
- 19.4. Costing of AWP&B for the interventions, its progress overview, spill over of the previous year, physical and financial target proposed, has been devised in a spread sheet at the national level and has been shared with all States for preparation of AWP&B. The format of the costing table is given in Annex-I.
- 19.5. The budget heads and budget code used in the plan should be similar to the interventions and the norm number prescribed in the SSA framework respectively.

#### 20. Preparation of Perspective Plans and Annual Work Plan and Budget

- 20.1. SSA framework envisages financial norms under various interventions as given in **Annex-II**. While proposing outlays under various interventions in the plans, these financial norms should be strictly adhered to. Unit costs for most of the interventions have been prescribed in the financial norms, and it

should be ensured that outlays proposed for each intervention are based on these prescribed unit costs.

- 20.2. Outlays proposed under each intervention are to be supported by relevant data to determine the physical targets. It should therefore be ensured that relevant data in support of the physical targets for each intervention is provided in the plans.
- 20.3. While preparing outlays for each intervention, the following points noted against each intervention should be strictly adhered to: -

## **21. Appointment of Teachers**

- 21.1 SSA is an additionality to States/UTs over and above the expenditure on elementary education already being incurred at the 1999-2000 level.
- 21.2 New teachers are appointed for opening of new schools and additional teachers for existing schools.
- 21.3 One teacher for every 40 children in primary and upper primary. A minimum of 2 teachers for primary schools and 1 teacher for every class in the upper primary schools may be appointed.
- 21.4 Of the three teachers sanctioned under SSA for every new upper primary school, one each will need to be a teacher with Mathematics and Science specific educational background.
- 21.5 Wherever there is a need for additional teachers at upper primary level, to maintain the pupil teacher ratio of 40:1, the additional teachers sanctioned under SSA will need to be provided/recruited from Science/Mathematics educational background.
- 21.6 The maximum number of upper primary teachers would depend on the strength of upper primary sections and would not be guided by the provision of one teacher for every 40 children.
- 21.7 The salary of additional teachers will normally be allowed under SSA only in case the PTR in the district as a whole is above 1:40. However, in some States there are single teacher schools with less than 40 students who need to be provided with two teachers as per SSA norms and in such cases the PTR of 1:40 will not apply. In such cases the school wise data of existing teachers and additional teachers required should be furnished, after undertaking a rational redeployment as per existing SSA norms.
- 21.8 It must be ensured that the PTR is calculated based on the enrolment of students and sanctioned strength of teachers in each district.
- 21.9 The details of students' enrolment, total requirement of teachers, sanctioned strength of teachers, additional requirement of teachers and PTR should be furnished.

- 21.10 States have their own norms for recruitment of teachers and payments of salary to new recruits. The States will be free to follow their own norms as long as these are consistent with the norms prescribed by NCTE.
- 21.11 At least 50% of the new teachers appointed should be women.
- 21.12 Assistance will not be available for filling up existing vacancies that have arisen on account of attrition.

## **22. School / Alternative Schooling facility**

- 22.1 New primary schools would be opened only in those areas which do not have any school within one km of every habitation.
- 22.2 EGS centres at primary level would be opened in un-served habitations where no school exists within a radius of 1 km and at least 15 children in the age group of 6-14 who are not going to schools, are available. In exceptional cases e.g. remote areas, EGS schools could be supported even for 10 children within the overall cost norms of the scheme.
- 22.3 Provision for opening of new schools as per State norms or for setting up EGS like schools in unserved habitations.

## **23. Upper Primary Schools / Sector**

- 23.1 Number of primary graduates, transition rate and number of primary schools should be considered together for the opening of new upper primary schools.
- 23.2 While upgrading primary schools into upper primary schools, it should be ensured that 2:1 ratio is maintained and adequate numbers of primary graduates are available for admission to the new UPS. For this purpose, aided schools and Secondary/High Schools having upper primary sections may also be taken into account.

## **24. Classrooms**

- 24.1 A room for every teacher or for every grade/class, whichever is lower in primary & upper primary, with the provision that there would be two class rooms with verandah to every primary school with at least two teachers. The data on the number of teachers, number of classes/grades and existing classrooms should be furnished for the requirement of additional classrooms.
- 24.2 A room for Headmaster in upper primary school/section. The requirement for a room for headmaster in upper primary level should be supported by data on existing number of classrooms, existing number of HM rooms in UP schools and the number of teachers.
- 24.3 The Headmaster will also be taken as a teacher for the purpose of computing the requirement of additional classrooms.
- 24.4 A new upper primary school building with 3 class rooms with verandah shall be provided to new upper primary schools. In case new building for new

upper primary school is not required, one class room for each section of the new upper primary school shall be provided.

24.5 Additional class room in existing schools shall be approved on the basis of gap reported in the DISE data.

## **25. Free Textbooks**

25.1 Free textbooks will be provided to all children of:

(i) Government schools;

(ii) Local Body Schools,

(iii) Government aided schools and aided Madarsas, provided: -

(a) The admission policy in these schools should be similar to that of Government schools in the State;

(b) These schools should not be collecting any fee from the students;

(c) Government sanction should be obtained for appointment of teachers;

(d) Salary of teachers and their service conditions should be similar to that of Government school teachers;

(e) Syllabus followed should be the same as that of Government schools (in the case of Madarsas, they should be following the curriculum prescribed by the Madarsas Board).

25.2 The upper ceiling of Rs. 150/- per child at primary level and Rs. 250/- per child at upper primary level is only an indicative limit.

25.3 The charges on textbook development, printing, transportation etc. will also be included with the cost of textbooks, provided the upper ceiling shall not exceed.

25.4 Primers/textbooks developed for tribal languages with bridging materials to facilitate a transition strategy to the State language of instruction and English, would be eligible for class I-II within the ceiling of Rs.150 per child.

25.5 Within the ceiling of Rs. 150/- per child per year at primary level, States can support workbooks, worksheets and other essential teaching learning materials which together constitute textual materials for the subject, class or grade.

25.6 States to continue to fund free textbooks being currently provided from the State Plans.

25.7 States to continue to fund free textbooks being currently provided (2007-08) from the State Plans to non-SC/ST boys studying in Government and Government aided primary and upper primary schools. The financial implication of this charge will be restricted to cost of free textbooks to non SC/ST boys only to those States where these are not being provided under any existing State schemes.

- 25.8 The actual cost of textbooks varies from class to class. It should be ensured that the estimate is based on the actual cost of textbooks for each class; and
- 25.9 It should also be ensured that the State is not already providing free textbooks to any class of children. In such cases, the free textbooks under SSA should not be provided to such children.
- 25.10 In case any State is partially subsidizing the cost of textbooks being supplied to children in Elementary classes, then the assistance under SSA would be restricted to that portion of the cost of the books which is being borne by the children.
- 25.11 Class-wise data on children eligible for free text books should be furnished.

## 26. Civil Works

- 26.1 Civil Works construction covers: -
- (a) New school buildings;
  - (b) Additional classrooms;
  - (c) Room for headmaster;
  - (d) Toilets;
  - (e) Separate toilets for girls;
  - (f) Drinking water facilities;
  - (g) Boundary walls in extreme cases like hilly terrain, forest areas or urban areas subject to furnishing justification;
  - (h) Separation wall;
  - (i) Electrification;
  - (j) Child friendly elements (which should be mandatory in all new construction);
  - (k) BRC building;
  - (l) CRC building;
  - (m) SIEMAT building;
  - (n) Hostel building in an existing Government Upper Primary Schools;
  - (o) KGBV building;
  - (p) Major repairs;
  - (q) Furniture to Government Upper Primary Schools.
- 26.2 Civil works **NOT** covered are: -
- (a) Office building for SPO / DPO including MIS room;
  - (b) Playground;
  - (c) EGS / AIE Centres;
  - (d) ECCE facilities;
  - (e) School buildings for building less/dilapidated schools.
- 26.3 Unit cost, where not specifically mentioned in the SSA norms, should be as per the State PWD Schedule of Rates. However, in case of unconventional items, which do not form part of schedule of rates, the rates should be approved by the Executive Committee of the State Implementation Society with the condition that such estimates should not exceed the cost of the

similar design made through conventional items available in the schedule of rates.

- 26.4 In case, the unit costs are abnormally high, the Technical Support Group at national level would appraise the unit cost.
- 26.5 In the case of new construction of schools, the unit cost shall include provision of Kitchen Shed for the preparation of mid-day meals.
- 26.6 The unit cost for toilet and drinking water facilities shall be as per the unit cost prescribed by Total Sanitation Campaign (TSC) and Drinking Water Mission (DWM) respectively.
- 26.7 Supervision cost and equipment bought for monitoring quality, if any, built into the unit cost can be retained at the district / State level for expenditure on supervision.
- 26.8 Training of supervisory staff may be booked under management cost.
- 26.9 Convergence with other schemes should be explored and only the gap that is required should be funded through SSA.
- 26.10 Department of Drinking Water Supply in the Ministry of Rural Development, Government of India has got provision under Accelerated Rural Water Supply Programme (ARWSP) to cover rural schools with drinking water facility. Further, Total Sanitation Campaign (TSC) provides toilet and urinals for rural schools. In this regard, there is a need to make a realistic assessment of the total number of schools to be covered at the State, district and village panchayat levels. The agencies responsible for implementing SSA and drinking water and sanitation programmes will coordinate their efforts to ensure coverage of all schools.
- 26.11 Programme funds on civil works shall not exceed the ceiling of 33% of the entire project cost approved by the PAB on the basis of Perspective Plan prepared for the period till 2010. This would not include expenditure on maintenance and repair of buildings. However, in a particular year's annual work plan, provision for civil works can be considered up to 50% of the annual plan expenditure, within the overall project ceiling of 33%.
- 26.12 PAB may allow districts with large infrastructure gaps, annual ceiling for civil works up to 50% per year, with the provision that their requirement are completed between 2008-2010, and also that the overall ceiling of 33% is maintained in these districts for the SSA programme period as a whole.
- 26.13 Total cost of construction of BRC and CRC in any district should not exceed 5% of the overall projected expenditure under the programme in any year;
- 26.14 The requirement of construction of civil works should be supported by data on existing infrastructure and additional requirement;

- 26.15 The construction of civil works would be allowed for Government owned school buildings only. In no case would it be allowed to Government aided schools;
- 26.16 Participation of the community in all civil works activities will be mandatory;
- 26.17 Engagement of contractors will not be allowed except for the construction of multistoried urban schools with the permission of PAB;
- 26.18 School Management Committee/Village Education Committee/Gram Panchayat Committee on education will carry out the civil works through a transparent system of account keeping;
- 26.19 State PWD regulations or other regulations applicable to the education department may be followed for the construction of SIEMAT, KGBV and Hostel buildings.
- 26.20 KGBV, Hostel and BRC building construction may be carried out through Community or a State agency such as PWD;
- 26.21 Construction of Hostels in an existing Government Upper Primary Schools will be subject to the following conditions:
- (i) Only one such facility per block would be admissible.
  - (ii) Each hostel would accommodate up to 100 children.
  - (iii) Hostels will be set up only in blocks with population density of less than 20 persons per square km in remote hilly, desert and tribal districts, which do not have any such facility, set up by either Central/State/UT Government in these blocks.
  - (iv) Construction norms for the hostels would be as per KGBV norms and preferably the design should be an inclusive one for CWSN as well.
  - (v) The civil works of the hostels will be within the existing ceiling for civil works per district.
  - (vi) Running costs of hostel facilities would be met by States through dovetailing with other schemes or from Innovative funds for girls/SC/ST children under SSA, as per norms approved by the EC of the State/UT SSA programme.
- 26.22 Furniture to Government Upper Primary Schools @ Rs. 500/- per child as a one time grant as a school facility will be permissible subject to the following conditions:
- (i) The provision will be available only for existing Government upper primary schools, which do not have furniture already.
  - (ii) These funds will not be accessible for new upper primary schools sanctioned under SSA since 2001, as they already have a provision of Rs. 50,000 for school equipment at starting stage.
  - (iii) Procurement of furniture to be done by VEC/SDMC/ equivalent bodies for rural/urban areas.
  - (iv) Procedures to mark the furniture as school property and maintain its' record in a stock register with due verification as per procedures laid down by the State/UT Governments concerned, will be put in place.

- (v) The provision will be made within the 33% ceiling for civil works in a district's outlay.

26.23 In case the outlay approved for the year is not fully utilised in a particular year, the unutilised portion of the outlay shall be carried forward to the subsequent year as, spill over activities. However, if savings in outlay are available after achieving the physical targets, the same shall not be utilised for any other purpose or carried forward as spill over activities.

26.24 It should be ensured that proper accounts of actual expenditure on all civil works should be kept by the implementing agency and the same booked to the work. The un-utilised funds should be refunded promptly on finalisation of accounts.

## **27. Maintenance of school buildings**

27.1 Specific proposal by the school committee and community contribution should be ensured.

27.2 All maintenance of school buildings should be carried out within the annual maintenance grant.

27.3 Maintenance beyond the limit of maintenance grant for schools can always be taken up by sourcing of other funds such as community contribution, Panchayat funds, State Government funds and Central Government funds.

27.4 Schools with upto three classrooms will be eligible for maintenance grant up to a maximum of Rs. 5,000/- per school per year, while schools having more than 3 classrooms would get a maintenance grant up to a maximum of Rs. 10,000/- per school per year, subject to the condition that the overall eligibility for the district would be Rs. 7,500/- per school per year. Headmaster room and office room would not count as classrooms for this purpose.

27.5 These provisions are not applicable to Government aided schools or other private schools.

27.6 Primary Schools and Upper Primary Schools would be treated as separate schools for the purpose of maintenance grant even if they are functioning from the same premises.

27.7 For composite schools with primary & upper primary schools in addition to secondary/higher secondary schools, this grant will be provided only for the classrooms used for primary & upper primary classes.

27.8 Expenditure on maintenance and repair of building would not be included for calculating the 33% limit for civil works.

27.9 Grant will be available only for those schools which have existing buildings of their own.

27.10 Grant will be available also to those Government schools in Urban areas which are running in rented buildings.

- 27.11 The money will be credited to the VEC.
- 27.12 The principle of social audit may be accepted for school maintenance grant.
- 27.13 The School Management Committee/Village Education Committee may certify the maintenance and repair work undertaken in a school.
- 27.14 Utilisation certificate at the end of the year should be furnished.
- 27.15 Disaggregated data on number of existing Government schools having their own building and Government schools in urban areas running in rented buildings with up to 3 class rooms and more than 3 class rooms and schools requiring maintenance and repairs should be furnished.

## **28. Repair of School Buildings**

- 28.1 Funds for Major Repairs will be permissible subject to the following conditions:
- (i) Rs. 150 crore will be available per year under SSA to be spent on major repairs. This amount will be proportionately distributed among the States as per the number of schools.
  - (ii) Major repairs would form part of the district AWP&B and would be appraised and approved by GOI. Consequently, it would be within the prescribed ceiling on civil works.
  - (iii) Each district can propose upto a maximum of 5% of the existing schools to be covered under major repairs in a particular year. States would need to ensure that the total amount spent by the districts on civil works including major repairs does not exceed the limits provided State-wise.
  - (iv) Schools constructed within the past 10 years will not be considered for major repairs fund. Also the cost of repairs to be undertaken should not be more than 60% of the cost of a new construction.
  - (v) It will mandatory for each district to provide the list of schools to be repaired under the “major repair” category along with the cost estimates as approved by the competent authority, as an Annexure in their AWP&B. This list will also be approved by the PAB. Photo of school to be repaired be included in AWP&B.
  - (vi) States would first have to put in place a decentralized system of technical and financial assessment and approvals for the major repair tasks. Only cases of higher investment (> Rs. 75000) and technical compliances (e.g. strengthening of foundation) should come up to the SPO for approval. Rest of the proposals should be assessed and approved at the district and sub-district levels appropriately.
- 28.2 On site technical supervision by professionally qualified engineering personnel is to be ensured during the execution of repairs. Additionally, the

State would need to develop a 'repairs manual' in which it is explained to the community how to carry out repair works and the accounts to be maintained.

**29. Teacher Learning Equipment (TLE) for new Primary Schools/Upper Primary Schools**

- 29.1 Provided @ Rs. 20,000/- per new primary/up-graded primary schools and @ Rs.50,000/- per new upper primary/upgraded upper primary schools.
- 29.2 It should be ensured that up-gradation of EGS to regular schools is on the basis of successful running of EGS centres for two years.
- 29.3 In case TLE is for setting up of new primary schools, it should be ensured that new primary schools have been opened as per State norm. However, TLE is not admissible for existing uncovered primary and upper primary schools under Operation Black Board (OBB) Scheme.
- 29.4 TLE will be as per local specific context and requirement/need to be determined by the teachers/ School Committee. States to disseminate an indicative list of basic school requirements, with scope for local contextualization, after approval of State SSA Executive Committee.
- 29.5 Involvement of teachers and parents necessary in TLE selection and procurement.
- 29.6 VEC/ school-village level appropriate body to decide on best mode of procurement.
- 29.7 TLE Funds cannot be pooled at cluster/block/district/state level for purchase.
- 29.8 Provision for teacher & classrooms.

**30. School Grant**

- 30.1 Rs.5000/- per year per primary school and Rs.7000/- per year per upper primary schools for replacement of non-functional school equipment and for other recurring costs such as consumables etc. The amount for Upper Primary School will include items for science laboratories and computer education requirements.
- 30.2 Library books for schools can also be provided from this grant
- 30.3 The grant be spent only by VEC/SMC. Transparency in its utilization to be maintained.
- 30.4 The grant is given to: -
  - (i) Government schools;
  - (ii) Local body schools and
  - (iii) Government aided schools and aided Madarsas, provided: -

- (a) The admission policy in these schools should be similar to that of Government schools in the State;
- (b) These schools should not be collecting any fee from the students;
- (c) Government sanction should be obtained for appointment of teachers;
- (d) Salary of teachers and their service conditions should be similar to that of Government school teachers;
- (e) Syllabus followed should be the same as that of Government schools (in the case of Madarsas, they should be following the curriculum prescribed by the Madarsas Board).
- (f) High / Secondary Schools where classes start from VIII onwards in States having upper primary up to Class VII are not covered.

30.5 Primary Schools and Upper Primary Schools would be treated as separate schools for the purpose of school grant even if they are functioning from the same premises.

30.6 Data on number of existing primary and upper primary schools should be furnished.

### **31. Teacher Grant**

31.1 The grant @ Rs. 500/- per teacher per year is given to: -

- (i) Teachers of Government schools;
- (ii) Local body schools and
- (iii) Teachers of Government aided schools and aided Madarsas, provided: -
  - (a) The admission policy in these schools should be similar to that of Government schools in the State;
  - (b) These schools should not be collecting any fee from the students;
  - (c) Government sanction should be obtained for appointment of teachers;
  - (d) Salary of teachers and their service conditions should be similar to that of Government school teachers;
  - (e) Syllabus followed should be the same as that of Government schools (in the case of Madarsas, they should be following the curriculum prescribed by the Madarsas Board).

31.2 Teacher grant is applicable for teachers actually in position.

31.3 Transparency in utilization for low cost teaching aids.

31.4 Data on number of trained teachers actually in position should be furnished

### **32. Teacher training**

32.1 Provision of up to 10 days in-service training for all teachers each year, at BRC level and above, @ Rs.100/- per teacher per day.

- 32.2 Up to 10 monthly cluster level meetings and peer group training sessions, for all teachers each year @ Rs.50/- per teacher per day at CRC level.
- 32.3 @ Rs.100/- per day for 30 days induction training of newly recruited teachers.
- 32.4 @ Rs.100/- per day for 60 days for on the job, untrained teachers to acquire professional qualifications through in - service / distance programmes.
- 32.5 Training of BRC & CRC coordinators & resource persons for upto 10 days each year @ Rs.100/- per person per day.
- 32.6 These ceilings of unit cost should not be allowed automatically as a default costing norm. Actual unit costs would need to be budgeted. The number of days of trainings would be decided by the State / UT. The unit costs for training inputs including training material, resource persons and other training norms would be based on the inter se norms for training as approved by the State SSA's Executive Committee.
- 32.7 Assessment of capacities for effective training during appraisal will determine extent of coverage.
- 32.8 Support for SCERT/DIET under existing Teacher Education Scheme
- 32.9 Teachers' training is provided to: -
- (i) Teachers of Government schools;
  - (ii) Local body schools and,
  - (iii) Teachers of Government aided schools and aided Madarsas, provided: -
    - (a) The admission policy in these schools should be similar to that of Government schools in the State;
    - (b) These schools should not be collecting any fee from the students;
    - (c) Government sanction should be obtained for appointment of teachers;
    - (d) Salary of teachers and their service conditions should be similar to that of Government school teachers;
    - (e) Syllabus followed should be the same as that of Government schools (in the case of Madarsas, they should be following the curriculum prescribed by the Madarsas Board).
- 32.10 It should be ensured that the unit cost per day per teacher and the number of days for each type of training are strictly adhered to. As far as possible the training should be conducted at BRC level and above and CRC level so as to keep the expenses within the unit cost of Rs.100/- and 50/- per day per teacher respectively. If unavoidable, TA/DA requirement may be met from the management head, without exceeding the 6% ceiling fixed for management cost.

- 32.11 Cost of development of training modules and teachers' guides should be within the overall training cost per day per teacher. Since the development costs are one time costs, the expenditure on these may be distributed over the number of teachers who are likely to benefit from these modules/guides.
- 32.12 In case it is not possible to conduct the training for the maximum number of days given in the norm, the duration of the training period may be reduced. It may also be staggered or conducted with planned breaks between institutional/CRC level, or through specific issue related workshops etc.
- 32.13 The data on the number of existing trained, untrained and newly recruited teachers should be furnished. In-service teachers' training will be provided for teachers actually in position.

### **33. State Institute of Educational Management and Training (SIEMAT)**

- 33.1 The ceiling of Rs. 3 crore is a one-time assistance including civil works construction.
- 33.2 It should be ensured that the State has agreed to open SIEMAT and given a clear commitment to sustain it.
- 33.3 The procedure for construction should be decided by the State.

### **34. Training of Community Leaders**

- 34.1 Allowed @ Rs. 30/- per day per person for 4 persons in a village plus 2 persons per school for 2 days in a year-preferably women.
- 34.2 It should be ensured that the number of persons in a village, duration of the training and unit cost should not exceed the ceiling prescribed in the norms.
- 34.3 In urban areas where no village exists, and in States where revenue village covers a vast area, the training to community leaders shall be @ 3 community leaders per school.
- 34.4 The data on the number of villages and number of eligible schools to arrive at the physical target of community leaders proposed for training should be furnished.

### **35. Education of children with special needs**

- 35.1 SSA will ensure that every child with special needs (CWSN), irrespective of the kind, category and degree of disability, is provided education in an appropriate environment. SSA will adopt 'zero rejection' policy so that no child is left out of the education system.
- 35.2 **Approaches and Options:** The thrust of SSA will be on providing integrated and inclusive education to all children with special needs in general schools. It will also support a wide range of approaches, options and strategies for education of children with special needs. This includes education through open learning system and open schools, non formal and alternative schooling,

distance education and learning, special schools, wherever necessary, home based education, itinerant teacher model, remedial teaching, part time classes, community based rehabilitations (CBR) and vocational education and cooperative programmes.

35.3 **Components:** The following activities could form components of the programme:

- (a) **Identification of children with special needs:** Identification of children with special needs should become an integral part of the micro-planning and household surveys. A concerted drive to identify children with special needs should be undertaken through PHCs, ICDS, ECCE centres and other school readiness programmes.
- (b) **Functional and formal assessment of each identified child** should be carried out. A team should be constituted at every block to carry out this assessment and recommend most appropriate placement for every child with special needs.
- (c) **Educational Placement:** As far as possible, every child with special needs should be placed in regular schools, with needed support services.
- (d) **Aids and appliances:** All children requiring assistive devices should be provided with aids and appliances, obtained as far as possible through convergence with the Ministry of Social Justice and Empowerment, State Welfare Departments, National Institutions or NGOs.
- (e) **Support services:** Support services like physical access, resource rooms in the existing BRC/ CRC, special equipment, reading material, special educational techniques, remedial teaching, curricular adaptation, adapted teaching strategies and other services like physiotherapy, occupational therapy, speech therapy could be provided
- (f) **Teacher training:** Intensive teacher training should be undertaken to sensitise regular teachers on effective classroom management of children with special needs. This training should be recurrent at block/cluster levels and integrated with the on-going in-service teacher training schedules in SSA. All training modules at SCERT, DIET and BRC level should include a suitable component on education of children with special needs.
- (g) **Resource support:** Resource support could be given by teachers working in special schools. Wherever necessary, specially trained resource teachers should be appointed, particularly for teaching special skills to children with special needs. Wherever this option is not feasible, long term training of regular teachers should be undertaken.
- (h) **Individualised Educational Plan (IEP):** An IEP should be prepared by the teacher for every child with special needs in consultation with parents and experts. Its implementation should be monitored from time to time. The programme should test the effectiveness of various

strategies and models by measuring the learning achievement of children with special needs periodically, after developing indicators.

- (i) **Parental training and community mobilization:** Parents of children with disabilities should receive counseling and training on how to bring them up and teach them basic survival skills. Strong advocacy and awareness programmes should form a part of strategy to educate every child with special needs. A component on disability should be included in all the modules for parents, VEC and community.
- (j) **Planning and management:** Resource groups should be constituted at state, district levels to undertake effective planning and management of the programmes in collaboration with PRIs and NGOs. An apex level resource group at the national level to provide guidance, technical and academic support to children with special needs under SSA may be constituted.
- (k) **Strengthening of special schools:** Wherever necessary, special schools may be strengthened to obtain their resource support, in convergence with departments and agencies working in that area.
- (l) **Removal of Architectural barriers:** Architectural barriers in schools will be removed for easy access. Efforts will be taken to provide disable-friendly facilities in schools and educational institutions. Development of innovative designs for schools to provide an enabling environment for children with special needs should also be a part of the programme. **All new school buildings should be constructed with barrier-free features.**
- (m) **Research:** SSA will encourage research in all areas of education of children with special needs including research for designing and developing new assistive devices, teaching aids special teaching material and other items necessary to give a child with disability equal opportunities in education.
- (n) **Monitoring and evaluation:** On-going monitoring and evaluation should be carried out to refine the programme from time to time. For this, appropriate monitoring mechanisms should be devised at every level and field tested at regular intervals.
- (o) **Girls with disabilities:** Special emphasis must be given to education of girls with disabilities.

**35.4 Convergence:** All activities, interventions and approaches in the area of education for children with special needs will be implemented in convergence with existing schemes like Assistance to Disabled Persons for purchase/fittings of Aids/Appliances (ADIP), and in coordination with the Ministry of Social Justice and Empowerment, State Department of Welfare, National Institutions and NGOs.

- 35.5 Expenditure up to Rs.1200 per disabled child could be incurred in a financial year to meet the special learning needs of such children. The ceiling on expenditure per disabled child will apply at the district level.
- 35.6 Rs. 1200/- per child is applicable to all disabled children identified during survey.
- 35.7 Any amount in cash shall not be given to the children with special needs. The district SSA authorities should spend the amount of Rs. 1200/- p.a. per child on providing special services to children with special needs in schools, EGS schools and AIE centres.
- 35.8 As far as possible, every child with special needs should be placed in regular schools, with needed support services. It will also support a wide range of approaches, options and strategies for education of children with special needs. This includes education through open learning system and open schools, non formal and alternative schooling, distance education and learning, special schools, wherever necessary, home based education, itinerant teacher model, remedial teaching, part time classes, community based rehabilitation and vocational education and cooperative programmes.
- 35.9 All disabled children should be integrated in the existing main stream of education and as far as possible no separate schools for disabled children should be opened. However, those CWSN who cannot be integrated into regular schools on account of their disability may be referred to a special school.
- 35.10 Engagement of experts for IED is covered under management cost.
- 35.11 All these components, their implementation mechanism along with related activities have been explained in detail in the Inclusive Education Manual entitled: **Responding to Children with Special Needs – A Manual for Planning and Implementation of Inclusive Education in Sarva Shiksha Abhiyan.**
- 35.12 The data on the number of disabled children identified should be furnished.

### **36. Research, Evaluation, Monitoring and Supervision**

- 36.1 Out of Rs. 1500/- per school per year, Rs. 200/- and Rs. 1300/- per school per year will be spent at national level and State level respectively.
- 36.2 Primary schools and upper primary schools would be treated as separate school, even if they are functioning from the same premises.
- 36.3 Government Schools, Local Body Schools, Government aided schools, and Madarasas affiliated to the State Madarasa Board are eligible for assistance under this head.
- 36.4 The conditions prescribed for eligibility of aided schools for school grant should be fulfilled.

- 36.5 Research grant is not applicable to EGS / AIE / Bridge Course.
- 36.6 The funds will be used mainly for carrying out the following activities: -
- (a) Developing and regularly implementing, monitoring system to measure quality related outcomes, inter alia,
    - (i) Students learning outcomes,
    - (ii) Teacher performance,
    - (iii) Student and teacher attendance rates by gender and social categories.
    - (iv) Parameter for measuring changes in classroom practice
    - (v) Impact of teacher training
    - (vi) Efficacy of text book and textual material,
    - (vii) Quality of academic supervision provided by BRCs/CRCs/DIETs etc.
  - (b) State and district provisioning will include inter alia,
    - (i) Development of EMIS,
    - (ii) Allocations for regular school mapping/micro planning for location of schools, other school infrastructure,
    - (iii) Updating of house hold data on 6-14 year old children's educational status.
  - (c) Periodically monitor and evaluate all aspects of pedagogical inputs like
    - (i) Curriculum and textbook development
    - (ii) Teacher training packages and class room processes
    - (iii) Sensitization of community leaders on issues related to monitoring of children's progress and other quality related school activities.
  - (d) In addition to the activities specified above, the following activities shall also be included in this intervention:
    - (i) Creating a pool of resource persons at national, State, district, sub-district level for effective field based monitoring
    - (ii) Providing travel grant and a very modest honorarium (as per State specific norm) to resource persons for monitoring
    - (iii) Providing regular generation of community based data.
    - (iv) Conducting achievement tests, evaluation studies.
    - (v) Undertaking research activities.
    - (vi) Setting up special task force for low female literacy districts and for special monitoring of girls, SCs, STs.
    - (vii) Undertaking contingent expenditure like charts, posters, sketch pen, OHP pens etc. for visual monitoring systems.
    - (viii) Assessment and appraisal teams and their field activities.
    - (ix) Analysing data at sub district/district/State and national level.
    - (x) Development of training modules with resource teams.
    - (xi) Institutional monitoring of the progress of implementation, and,
    - (xii) MIS development and activities of DISE:
    - (xiii) Cohort study
    - (xiv) Child-tracking
    - (xv) Third party evaluation of civil works.
    - (xvi) Such other items as may be indicated by the Project Approval Board from time to time.

- 36.7 Norms for State/district/BRC/CRC/ School level expenditures for research, evaluation, supervision and monitoring will be decided by the State SSA's Executive Committee.
- 36.8 Involvement of SCERTs, DIETs and SIEMATs (where SIEMATs are functional), will be mandatory in the execution of this component.
- 36.9 Funds to be spent at National, State, District, Sub-district, School level out of the overall per school allocation.
- 36.10 Each State/UT SSA programme will set up a Research Approval Committee for processing and approving all research and evaluation project/studies to be undertaken at the State level. Appropriate mechanisms should also be set up for district level by the State SSA programme.
- 36.11 Involvement of other independent national and State level resource institutions in conducting REMS activities should be encouraged through appropriate MOUs/contracts
- 36.12 In order to assess enhancement in children's learning achievement and progress, after the launch of Sarva Shiksha Abhiyan, a periodic assessment every three years should be done at the primary and upper primary stages, using the BAS findings as a reference point.
- 36.13 Research groups at the State, district and sub-district levels would be constituted to facilitate quality improvement in teaching-learning. State, district, block and cluster resource groups would function in collaboration with the SCERTs, DIETs, BEOs/BRCs and CRCs respectively. Information regarding the constitution and functioning of these groups would be incorporated into the Project Management Information System.
- 36.14 Research plays an important role in implementation of the programme. Studies are mainly conducted at both national level and State level to provide feedback on effectiveness of the different inputs, to highlight the problem areas in implementation and to suggest changes in interventions to make them more effective. The SSA encourages research & evaluation as an ongoing continuous process.
- 36.15 In order to improve transparency of programme interventions and to encourage a more open assessment of achievements, research, evaluation and monitoring in SSA may be done in partnership with institution /NGOs.
- 36.16 The system of financial monitoring would also be important in developing demystified community based approaches that allow for social audit. All financial monitoring has to work within a system of social monitoring with full transparency. Joint training programmes for auditors, community leaders, teacher's etc. to understand and appreciate the context of universal elementary education should be undertaken.
- 36.17 Data on eligible existing schools and new schools opened should be furnished.

## 37. Management Cost

- 37.1 While sanctioning posts for management following points shall be kept in view :
- (a) No new permanent posts should be created;
  - (b) While examining the need for new posts, the feasibility of using the human resources available in the present administrative structure – both the mainline education department and DPEP – should be explored first. Recourse should be taken to new posts only if any of the activities cannot be done with the present set up.
  - (c) The posts being created should be filled only through contract or through deputation. No permanent liability should accrue on the Society or the State Government due to filling up of these posts.
  - (d) In case the orders of the employees of State Government on deputation to SSA programme carry a provision for the payment of deputation allowance, such employees shall be allowed to draw deputation allowance at the prescribed rates. However, this shall not be in addition to any project allowance to be paid.
  - (e) The total management cost should be less than 6% of the total cost, separately for each district and also in total for the entire State.
- 37.2 Sustainability of such costs must be taken into account at the time of incurring the expenditure.
- 37.3 The management cost up to 6% of the total programme cost includes expenditure on data collection and EMIS operationalisation and maintenance; office expenses including the salary of support staff engaged on contract basis, hiring of experts under various interventions, provision of equipment including computer and its accessories for SPO, DPO and MIS, stationery, telephone, fax, photocopiers, consumables, POL, postage, vehicle hiring, TA/DA of functionaries, recurring contingent and miscellaneous costs.
- 37.4 For specific tasks, experts may be hired for a given time frame to provide support to the mainstream educational management structure in areas like MIS, Pedagogy, Teacher Training, Research and Evaluation, Community Mobilisation, Gender, Sensitisation, Civil Works, Alternative schooling, financial management, procurement, planning etc.
- 37.5 Management Costs should be used to develop effective teams at State/District/Block/Cluster levels.
- 37.6 Before hiring experts, it will be mandatory for districts/States to assess the existing strength.
- 37.7 The management cost of districts in the North-Eastern States and Union Territories where plan size is very small, could be budgeted upto Rs. 20 lakh per district. However, the overall ceiling of 6% should be maintained for the State over the SSA project period.

- 37.8 As a policy, vehicles should only be hired as per need unless such a practice is not feasible in any particular area. Even in case purchase of vehicles is permitted by the Project Approval Board no new post of driver should be created. Such purchase of vehicles would only be as substitution of condemned vehicles, and prior permission of the Project Approval Board will be mandatory for any purchase of vehicles.
- 37.9 Newsletters can be brought out by States / Districts under management cost.
- 37.10 Media activities can also be provided under management cost.
- 37.11 Training and orientation programmes for programme management staff, including financial management personnel, will be admissible under the 6% management cost outlays.
- 37.12 **Learning Enhancement Programmes** - A State/UT to execute District/ State specific Learning Enhancement Programmes with priority to enhance learning levels in language, mathematics and science by using up to a maximum of upto 2% of district outlay, with a detailed plan, provided the overall ceiling of learning enhancement programme and management costs will remain within the 6% ceiling (for small districts, 6% of State outlay) provided the following steps are ensured.
- (i) There should be clearly stated outcomes to be achieved through the learning enhancement programme for selected subjects. Priority for acquiring basic language/ reading/comprehension/ numeracy skills in class I to III and Science/ Maths learning in Class V to VIII should be given.
  - (ii) The total number of children to be covered, number of schools to be covered, block-wise, must be clearly indicated.
  - (iii) Type of additional teaching learning materials to be used for students / teachers / trainers etc. be specified.
  - (iv) Role to key players like teachers, CRCs, BRCs, DIETs, community etc. in the implementation of the programme be defined.
  - (v) Information about the pedagogic principles including strategies for learning to be adopted, during the programme be indicated.
  - (vi) External Evaluation of the interventions is provided for, and
  - (vii) There should be no duplication of costs with any other component of the SSA.

### **38. Innovative activities:**

- 38.1 Up to Rs 1 crore per district per year will apply to Innovative Activities for Girls' Education, Early Childhood Care and Education, interventions for children belonging to SC/ST, Minority Community, Deprived Children in urban areas and Computer Education specially for upper primary level.
- 38.2 **Computer Education** : Up to Rs. 50 lakh per district per year under the Innovation Head can be targeted to Computer Aided Education facilities per district per year. The focus of Computer Aided Learning (CAL) will be to maximize coverage in Upper Primary Schools with special emphasis on

Science and Mathematics. Hardware, software, training, maintenance and resource support if required, could inter alia be included in this component.

- 38.3 Up to four innovative projects each within the ceiling of Rs.15 lakh per district per year will be permissible on need basis, for the balance funds of Rs. 50 lakh per district for Girls' Education, Early Childhood Care and Education, interventions for children belonging to SC/ST, Minority Community, Deprived Children in urban areas.
- 38.4 **Early Childhood Care and Education:** The Sarva Shiksha Abhiyan realizes the importance of pre-school learning and early childhood care and its role in improving participation of children in schools. In order to facilitate a greater convergence with the Integrated Child Development Services, efforts to strengthen them in the area of pre-school education will be made. Specific support may be made available to existing ICDS centres from funds available under the head innovative activities.
- 38.5 In habitations not covered by the ICDS and wherever the State government is desirous of starting a pre-school education centre in the formal primary school, support from the Sarva Shiksha Abhiyan could be accessed, through funds available under the head innovative activities. In case of a new ICDS centre coming in such a habitation, the pre-school facility will necessarily have to work in conjunction with the ICDS.
- 38.6 A provision of up to Rupees 15 lakh per year in a district for any innovative intervention including for Early Childhood Care and Education has been made. The District Elementary Education Plan has to have a Plan for Early Childhood Care and Education. It also has to list the facility already created under the ICDS. The supplementary support for ECCE will always be in conjunction with the ICDS. Provision of honoraria for pre-school teacher, training of Anganwadi Sevikas for Pre-school learning, activity materials, play items, etc., could be provided as support for ECCE.
- 38.7 Early Childhood Care and Education (ECCE) is a critical and essential input in freeing girls from sibling care responsibilities, leading to their regular attendance in school and in providing school readiness skills to pre-school children. SSA emphasizes the importance of strengthening convergence with the Integrated Child Development Services (ICDS) programme of Ministry of Women & Child Development to promote pre-school education as it directly benefits children in primary education. Instructions have been issued from time to time that effective synergy be maintained with the ICDS through the following:
- (a) Convergence instructions to be issued by State Education Departments in concurrence with ICDS Department.
  - (b) Regular inter departmental meetings at State, district, block level between SSA official and the ICDS programme.
  - (c) Representative of ICDS programme on the State Level Executive Committee of SSA and District Implementation Committee.
  - (d) Location of Anganwadi centres in or close proximity to primary school campus and synchronization of the timings of the Anganwadi centres with the primary schools.

- (e) Joint trainings of Anganwadi workers, primary school teachers and health workers for a convergent understanding of benefits of pre-school for primary school enrolments.
  - (f) Use of infrastructure of DIETs, BRCs and CRCs for training of Anganwadi workers and other functionaries of ICDS.
  - (g) Strengthening of training of Anganwadi workers in pre-school activities in both existing and new projects/Anganwadi centers.
  - (h) Augmentation of pre-school kits/materials in Anganwadis, where such materials are required.
  - (i) In very exceptional cases, opening of pre-school centers in areas where Anganwadis are not presently available, with the clear understanding that once ICDS expands to the area, then the SSA pre-school facility will cease to exist. Norms of the pre-school center will be in keeping with ICDS norms.
- 38.8 Funds under Sarva Shiksha Abhiyan can be accessed for ECCE support for the above activities, from the “Innovation fund” available with each district upto a limit of Rs.15 lakhs per district and also funds available for ECCE support under the National Programme for Education of Girls at Elementary Level component of Sarva Shiksha Abhiyan in educationally backward blocks of the country.
- 38.9 **Girls’ Education and Education of SC/ST:** Girls education interventions will target interventions for supporting girls’ education which are not covered under other components of SSA e.g., NPEGEL and KGBV programmes.
- 38.10 Interventions for Scheduled Caste/Scheduled Tribe communities will be targeted to enhanced retention and learning levels of children
- 38.11 Provision of context specific innovative intervention for girls’ education and education of SC/ST children can include: -
- (a) Enrolment and retention drives.
  - (b) Special camps and bridge courses.
  - (c) Setting up special models of Alternative schools.
  - (d) Strengthening of Madarasas and Maktabas for formal education to girls.
  - (e) Community mobilisation including setting up new working groups and working with existing working groups.
  - (f) Monitoring attendance.
  - (g) Remedial / coaching classes.
  - (h) Providing a congenial learning environment inside and outside the school.
- 38.12 **Intervention for Minority Community:** Interventions for educationally disadvantaged minorities chiefly muslim children, to target their enhanced enrolment, retention and completion of elementary education.
- 38.13 **Intervention for Deprived children in urban areas:** Interventions for urban deprived children with focus mainly on creating facilities for street children, migrant children, rag pickers to enable them to join elementary education.

- 38.14 There is an urgent need to focus on the educational needs of deprived children in urban areas. Recent studies indicate the growing problem of schooling of poor children in urban areas. On account of different administrative arrangements for the management of schools in the urban areas, often a number of initiatives for UEE do not reach the urban area schools.
- 38.15 Urban areas have special problems like the education of street children, the education of children who are rag pickers, children whose parents are engaged in professions that make children's education difficult, education of children living in urban working class slums, children who are working in industry, children working in households, children at tea shops, etc. A diversity of approaches is required to tackle the educational problems in urban areas. On account of separate administrative arrangements of schools in the urban areas, there is a need to coordinate and converge interventions across Departments and local bodies responsible for elementary education in urban areas. This calls for a provision of planning distinctively for the urban areas either as separate plans or as part of District Plans in the case of smaller towns.
- 38.16 No duplication with any other SSA component will be permissible. The innovation should not duplicate strategies allowed under other components of SSA or to other interventions of other schemes
- 38.17 All components under the Innovation Head will need to be designed and executed in clearly defined deliverable outcomes to be articulated in the Annual work Plan of district. The innovation should be area specific and focused on clearly defined target groups. It can be in the form of a package including general SSA interventions supplemented by interventions under Innovative Heads. Steps for its monitoring and evaluation should also be clearly brought out. The interventions will be in project mode having no civil work components with clearly defined areas, target group, outcomes and monitoring and evaluation. The intervention will be broken in micro activities with indicative financial requirements and indicated in the AWP&B.

### **39. Block Resource Centres / Cluster Resource Centres**

- 39.1 If the district in which the urban area lies has no CD Blocks, then BRCs cannot be opened in that urban area.
- 39.2 However, in urban areas where CD blocks are not available, Urban Academic Resource Centres could be set up on the following basis:
- (i) One Cluster Resource Centre (CRC) for 100-150 teachers
  - (ii) One Urban Resource Centre (URC) on the lines of BRC for 10-15 CRCs.
  - (iii) Norms of persons to man the CRC/URC will be the same as in SSA Guidelines/Financial Norms for BRCs/CRCs.
  - (iv) Unit costs will remain the same as in financial norms of BRC/CRC laid down in SSA.
  - (v) If the Municipality or town development authority has academic staff, they may be deployed in the URCs/CRCs.
- 39.3 There is no restriction in opening of CRCs in urban areas.
- 39.4 BRC/CRC to be located in school campus as far as possible.

- 39.5 Rs. 8 lakh ceiling for BRC building construction wherever required.
- 39.6 Cost for CRC construction will be as per unit cost of the State for an additional class room. It should be used as additional class room in schools, on non-CRC meeting/training days.
- 39.7 Total cost of non-school (BRC and CRC) construction in any district should not exceed 5% of the overall projected expenditure under the programme in any year.
- 39.8 The furniture grant @ Rs. 1 lakh for a BRC and @ Rs. 10,000/- for a CRC is a one-time grant and in case it is not spent in a particular year of its sanction, the same can be spilled over to the subsequent years.
- 39.9 The expenditure on equipment, computer etc. for BRC and CRC should be met from the furniture grant and no separate provision for this purpose is covered under the norms.
- 39.10 Contingency grant of Rs. 20,000 for a BRC and Rs. 3000/- for a CRC, per year.
- 39.11 Meetings, travel allowance: Rs. 750/- per month per BRC, Rs. 300/- per month per CRC.
- 39.12 TLM Grant : Rs. 5000/- per year per BRC, Rs. 1000/- per year per CRC.
- 39.13 Libraries in BRCs and CRCs can be set up under the annual TLM Grant.
- 39.14 Blocks having more than 100 schools may be provided with 20 Block Resource Persons (BRPs) and in smaller blocks, 10 BRPs may be provided in BRCs and CRCs put together. These BRPs may be deployed in BRCs and CRCs as resource persons.
- 39.15 SSA will not fund the salaries of BRPs in BRCs and CRCs already created under DPEP. Their salary will be borne by the State governments under their sustainability plan. Only salaries of BRPs deployed in excess of those already created in DPEP shall be borne by SSA, provided the same are within the ceiling prescribed above.
- 39.16 The posts of resource persons in BRCs and CRCs would be filled up by transferring existing senior and experienced teachers who have shown the temperament for this kind of job. The resultant vacancies in these schools would be filled up by trained primary teachers or Para teachers to fill up the vacancies, subject to the State policy on this and NCTE guidelines. The minimum salary applicable to fresh teachers or Para teachers would be provided from SSA.
- 39.17 No leave salary or pension contribution of resource persons deployed in BRCs/CRCs would be permissible.
- 39.18 Data on CD blocks, clusters and block wise number of schools should be furnished.

#### **40. Interventions for out of school children**

- 40.1 There is a great heterogeneity among 'out of school children'. Out of school children could belong to remote school-less habitations, could be working children, street children, deprived children in urban slums, bonded child labourers, children of sex workers, girls belonging to the minority community, girls involved in domestic chores or sibling care, children who are engaged in cattle grazing etc. This heterogeneity demands diversified approaches and strategies for their education. The State Implementing Societies should adopt specific strategies for bringing these children into the education system.
- 40.2 EGS & AIE would support the following three broad kinds of strategies: -
- (a) Setting up of schools in school-less habitations (EGS)
  - (b) Interventions for mainstreaming of 'out of school children' viz. bridge courses, back to school camps etc. (AIE)
  - (c) Strategies for very specific, difficult groups of children who cannot be mainstreamed.(AIE)
- 40.3 The range of options provided under EGS & AIE have four broad focus areas.
- (a) Full time community schools for small unserved habitations.
  - (b) Mainstreaming of children through bridge courses of different duration.
  - (c) Specific strategies for special groups like child labour, street children, adolescent girls, girls belonging to certain backward communities, children of migrating families etc,
  - (d) Innovative Programmes – the innovations can be in the areas of pedagogic practices, curriculum, programme management, textbooks and TLMs, etc
- 40.4 As per revised norms approved for Education Guarantee Scheme & Alternative and Innovative Education, the following kinds of interventions are provided.
- (i) Setting up Education Guarantee Centres in unserved habitations.
    - (a) The cost of individual centre would depend on the number of learners enrolled. However, overall cost for district as a whole would have to be maintained within the revised cost of Rs.1535/- per child per annum for primary level centres and Rs.2960/- per child for upper primary level centres.
    - (b) The honorarium for the Education volunteer (EV) would be restricted to Rs.2500/- per month.
  - (ii) Setting up other alternative schooling models:
    - (a) For AIE Centres / interventions, the per learner ceiling would be Rs.3000/- per annum for interventions of non-residential nature including Bridge Courses, remedial courses, Back-to-School Camps with a focus on mainstreaming out of school children into regular schools

- (b) The item-wise costs would be worked out for each kind of AIE strategy to provide adequate flexibility for the needs of different kinds of children. While the ceiling of cost per learner is Rs.3000/- per annum, the item-wise cost for individual strategies should be approved by the State Implementation Society of SSA within the overall ceiling.
  - (iv) For residential AIE interventions, such as Bridge Courses, remedial courses, Back-to-School Camps with a focus on mainstreaming out of school children into regular schools, the cost ceiling would be Rs.10000 per child per annum.
- 40.5 For details on EGS and AIE scheme, MHRD's handbook entitled "Education Guarantee Scheme and Alternative & Innovative Education" may be consulted.
- 40.6 Where the number of children exceeds 40 in a primary level centre an additional teacher can be provided.
- 40.7 No rent for running of EGS / AIE centres would be allowed. The community / VEC / Panchayat should provide the space for the centre.
- 40.8 Under the EGS / AIE scheme it has also been decided to fund NGOs through SIS.
- 40.9 It should be possible to record the contribution of NGO projects in the DEEP, which will facilitate transparency of NGO activities also. Substantial partnership of NGO is conceived through community organisation like VEC, PTA, MTA, SMCs etc.
- 40.10 For minority children studying in Madarasas not affiliated to the Secondary School Board of the State / Madarasas Board of the State and following the State Board curriculum etc., EGS centres may be opened in such Madarasas whereby free textbooks, an additional teacher if required and training to the teacher in State curriculum could be provided. Such interventions shall be included in the Perspective Plan and Annual Work Plan and Budget of the district.
- 40.11 VECs/SMCs, which are able to henceforth enroll at least 50% of out of school children (as on September 2003) of the age 7+years to 14 years, either in a local recognised school or the EGS/AIE centre, will be provided community mobilisation support @ Rs. 50/- for each such child enrolled, and another Rs. 50/- for each child as monitoring and management support once such a child completes one full academic year in such schools or EGS/AIE centre and transits to the next grade, subject to the following conditions: -
- (i) Only those VECs/SMCs will be eligible for this financial assistance which have maintained a proper list of out-of-school children, as on 30<sup>th</sup> September 2003, with full details of their names and parent's names gathered through household surveys;

- (ii) At least 50% of out-of-school children as on 30<sup>th</sup> September 2003 should have been enrolled for the VEC/SMC to be eligible to get the financial support;
- (iii) Community mobilisation support will be given only in respect of those children whose names appeared in the above list and are enrolled after 30<sup>th</sup> September 2003;
- (iv) VEC/SMC may utilise the financial assistance given above for measures to Universalise Elementary Education in the village, such as community mobilisation, improvement of school and support to management; and
- (v) Community mobilisation, monitoring and management assistance to VECs/SMCs will be provided by the State Implementation Society out of the Central assistance approved by PAB towards management cost without exceeding the 6% limit on this cost.

#### **40.12 Education of Migrating Children –**

- (i) To address the issue of seasonal migration for varying periods for work in brick kilns, agriculture, sugarcane harvesting, construction, stone quarrying, salt pans etc. and its adverse effect on education of children who migrate with other members of the family, SSA encourages identification of districts, blocks and villages from where or to which there is a high incidence of migration, the first and foremost effort should be made to bring such children to regular schools both in districts where they stay or in districts to where they seasonally migrate. However, in case this is not feasible then alternative options be explored, as described hereunder: -
  - (a) Seasonal hostels/residential camps to retain children in the sending villages during the period of migration;
  - (b) Work-site schools at the location where migrant families are engaged in work;
  - (c) Peripatetic educational volunteer who can move with the migrating families to take care of children's education; and
  - (d) Strategies for tracking of children through migration cards/other records to enable continuity in their education before, during and after the migration.
- (ii) The receiving district/State where migrate families are located for some period shall have responsibility for ensuring that education facilities are provided to the children during the period of migration. It is expected that the AWP&Bs of these districts would include activities for education of such children, under AIE component. The involvement of NGOs in the processes of mapping of migration and planning and implementation of interventions should be actively supported.
- (iii) Since migration takes place across districts and states, it would be necessary for sending and receiving districts and States to collaborate with each other to ensure continuity of education of such children and by other means such as providing appropriate textbooks, teachers who

can teach in the language in which children have been receiving education. For this purpose “task forces” could be set up to effect regular coordination between States/districts.

- (iv) The appraisal process of the AWP&Bs would scrutinize if areas of high incidence of migration have been identified and whether strategies for education of seasonally migrating children have been included in district and State plans.

#### **41. Remedial Teaching**

##### **41.1 The scheme would allow for the following two kinds of interventions: -**

- (i) For children mainstreamed into formal schools from bridge courses/campus/ back to school strategies.
- (ii) Remedial teaching for children in formal schools subject to the following:
  - (a) Only proposals from districts with female literacy rates below the national average as per the 2001 census would be eligible.
  - (b) Preference should be given to schools in tribal areas, in areas with high concentration of SC and ST population and minority communities.
  - (c) A district may prepare the plan to cover not more than 5% of the total number of schools in that district (excluding schools located in urban slums). In addition, 10% of the schools located in urban slums could also be covered.
- (iii) It should be ensured that all schools included under this strategy should have adequate number of teachers as per norms and be fully functional in all respects. A certificate to this effort should accompany the proposals.

41.2 Data on children eligible for remedial teaching should be furnished.

#### **42 Preparatory activities for micro planning, household surveys, studies, community mobilization, school-based activities etc.**

- 42.1 Preparatory activities up to Rs. 50 lakh based on the actual requirement is covered under Para 2.1 of the SSA Framework.
- 42.2 School based activities up to Rs. 1000 to a school, which include Balmelas, Jethas, Sports, Maa-Beti sammelans etc. may be taken up.
- 42.3 Cultural activities for mobilisation for SSA, sports and festivals, formation of VEC/school management committees, household surveys and preparation of habitation plans up to Rs. 3 per household are also included in these activities.
- 42.4 The activities mentioned in this norm are strictly preparatory which need not be included in the normal Annual Work Plan and Budget.

**43. National Programme for Education of Girls at Elementary Level (NPEGEL)**

43.1 Government of India has introduced NPEGEL as an additional support to the exiting scheme of SSA for providing additional components for education of girls at elementary level. The financial norms provided under NPEGEL are given in **Annex-II**.

43.2 The scheme would be applicable in the following areas: -

- (a) 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.
- (b) Block of districts which have at least 5% SC/ST population and SC/ST female literacy rate below 10% are also covered under this programme.
- (c) Selected urban slums

43.3 While framing the guidelines, the Educationally Backward Blocks were identified based on the 1991 Census. However, the States are competent to change the blocks in the light of 2001 Census, keeping the definition in view and after getting the consent of Government of India.

43.4 In States where Mahila Samakhya (MS) programme is operational, the SSA society shall transfer the funds to MS Society for implementation of NPEGEL. MS Society wherever set up will provide direction and support to the programme. The MS Society will ensure the representation of SC/ST women's organisation in the State Resource Group of the Society.

43.5 The strategy of the programme includes: -

- (a) Mobilisation for Girls Education, including community, teachers, NGOs etc. This is a process-oriented programme, where community ownership and the basket of components must evolve with local participation.
- (b) Although a basket of components has been provided for in the scheme, all blocks would not take up all activities. The projects should be based on the conditions of that block and should specifically target out of school girls, drop out girls, overage girls who have not completed elementary education, working girls, girls from marginalised social groups, girls with low attendance and girls with low levels of achievement
- (c) Development of material including teaching learning material, CDs, films and other material, helping in the review / development of textbooks, development of guidelines for incorporation of gender concerns, development / compilation of supplementary reading material for girls, including life skills, which would provide the support needed for girls' education.

- 43.6 The objectives of NPEGEL are: -
- (a) To develop and promote facilities to provide access and to facilitate retention of girls and to ensure greater participation of women and girls in the field of education.
  - (b) To improve the quality of education through various interventions and to stress the relevance and quality of girls' education for their empowerment.
- 43.7 The core group at the cluster level will be responsible for coordinating with and converging with District Gender Units and existing programmes. They will, with the help of students, teachers and volunteers, undertake surveys and help to prepare the village plans. They will also monitor and oversee the implementation of these plans. The core groups will form the major vehicle for community mobilization, monitoring in the village to assess the progress for enrolment, drop out, achievement of girls, helping the VEC/MTA/village community in devising interventions for these activities in the village and creating an environment for girl's education.
- 43.8 The district implementation unit of NPEGEL will prepare a separate sub-plan for the 'Girls Education Component'. As in the case of DEEP, the resource group at the State level shall scrutinize these plans before sending them to the cell at the National level which shall appraise the plans with the help of experts. The PAB of SSA will approve these sub-plans.
- 43.9 The State should set up or enlarge the existing State Resource Group for Gender, (along with Mahila Samakhya) to guide and develop the NPEGEL indicators (NPEGEL guidelines issued by Department of Elementary Education and Literacy, MHRD, vide letter No. F.25-1/2003-EE-8 dated 2<sup>nd</sup> September 2003 refer).
- 43.10 The State will prepare a sub-plan for NPEGEL which will be part of the SSA District Elementary Education Plan but will be a distinct component of it.
- 43.11 In addition to the essential data required for SSA plans, the data on rural female literacy and gender gap at cluster and block level of each Educationally Backward Block should be furnished in the plan. The criteria for selection of EBBs should be Rural Female Literacy and not the female literacy rate on all India basis. The gender gap shall however be that existing between male literacy rate and female literacy rate on all India basis.
- 43.12 The data on percentage of SC/ST population and SC/ST female literacy rate along with general female literacy rate at cluster and block level should also be furnished in the plan.
- 43.13 The selection of urban slums should be on the basis of those urban slums in large towns that have been notified by the Ministry of Urban Development & Poverty Alleviation, Government of India. Small mofussil towns whose literacy rates are covered in the local block data will get covered if the block is eligible under the NPEGEL criteria. The data on selected urban slums, its

child population both boys and girls, female literacy, gender gap etc should be furnished in the plan.

- 43.14 The details of each intervention proposed should be clearly outlined in the plan.
- 43.15 To provide for block focused projects for girls at risk/difficult circumstances under the NPEGEL programme, with clearly defined outcomes subject to the following conditions:
- (i) Focus of interventions should be on retention of girls and improvement in the quality of learning. Detailed action plans for the target group of girls and the specific strategies to be adopted in the block are spelt out, with defined and measurable outcomes. SSA Annual Work Plans of districts to reflect NPEGEL block specific projects, accordingly.
  - (ii) All strategies and interventions must target both 'in' and 'out' of school girls within the block.
  - (iii) Funds per block would be the sum total of the sub-components admissible under the NPEGEL scheme per cluster.
  - (iv) The amount of Rs. 2 lakh granted for an additional room to a model cluster school, be deleted from the scheme, as SSA already provides for such infrastructure. Instead the fund should be used for other approved activities and included in (iii) above.

#### **44. KASTURBA GANDHI BALIKA VIDYALAYA (KGBV)**

- 44.1 The Kasturba Gandhi Balika Vidyalaya (KGBV) scheme was launched in July 2004 (merged with SSA from XI<sup>th</sup> Five Year Plan), for setting up residential schools at upper primary level for girls belonging predominantly to the SC, ST, OBC and minority communities. The scheme is being implemented in educationally backward blocks of the country where the female rural literacy is below the national average (46.13%) and gender gap in literacy is above the national average (21.67%) such residential schools will be set up only in those backward blocks that do not have residential schools at upper primary level for girls under any other scheme of Ministry of Social Justice & Empowerment, Ministry of Tribal Affairs or the State Government. This shall be ensured by the District Level Authority of SSA at the time of actual district level planning of KGBV initiatives by coordinating with the other Departments/Ministries.
- 44.2 The Kasturba Gandhi Balika Vidyalaya scheme ran as a separate scheme for two years but from 1<sup>st</sup> April, 2007 is merged with Sarva Shiksha Abhiyan as a separate component of the programme. Further, the scope of the Scheme is enlarged to cover additional 316 educationally backward blocks with rural female literacy below 30% and 94 towns/cities having minority concentration (as per the list identified by Ministry of Minority Affairs) with female literacy rate below the national average (53.67%; Census 2001).
- 44.3 Within these blocks, KGBV schools may be located in areas with concentration of SC, ST, OBC and minority population, with low female literacy and/or a large number of girls out of school.
- 44.4 Components of the scheme:

- (i) Setting up of residential schools where there are a minimum of 50 girls predominantly from the SC, ST and minority communities available to study in the school at the elementary level. The number can be more than 50 depending on the number of eligible girls. Three possible models for such school have been identified and revised financial norms for the same are given in **Appendix A,B & C of Annex-II**. The revised financial norms will be admissible to the new KGBVs approved with effect from 1<sup>st</sup> April, 2008. Only the revised recurring grant will be admissible to the existing KGBVs sanctioned up to March, 2007 with effect from 1<sup>st</sup> April, 2008.
- (ii) To provide necessary infrastructure for these schools
- (iii) To prepare and procure necessary teaching learning material and aids for the schools
- (iv) To put in place appropriate systems to provide necessary academic support for evaluation and monitoring
- (v) To motivate and prepare the girls and their families to send them to residential school
- (vi) At the primary level the emphasis will be on the slightly older girls who are out of school and were unable to complete primary schools (10+). However, in difficult areas (migratory populations, scattered habitations that do not qualify for primary/upper primary schools) younger girls can also be targeted.
- (vii) At the upper primary level, emphasis will be on girls, especially, adolescent girls who are unable to go to regular schools
- (viii) In view of targeted nature of the scheme, 75% girls from Sc, ST, OBC or minority communities would be accorded priority for enrolment in such residential schools and only thereafter, 25% girls from families below poverty line
- (ix) Established NGOs and other non-profit making bodies will be involved in the running of the schools, wherever possible.

#### **44.5 Implementation, monitoring and evaluation**

- (i) The scheme will be implemented by State Governments through the Mahila Samakhya (MS) Society in MS States and through the SSASociety in case of other States. Funds will be released as per SSA pattern to the State SSA Societies. The monitoring and evaluation at the State and district level will be undertaken by the MS State Resource Centers and in non-MS States, through the committee created for the National Programme for Education of Girls at the Elementary Level in the SSA Society.
- (ii) Training for teachers and staff at the residential schools will be coordinated by the District Institutes of Educational Training, Block Resource Centres and the Mahila Samakhya Resource Groups.

#### **44.6 State Support Group**

An Advisory State level coordination committee as approved under the NPEGEL scheme, shall provide direction and support to the programme. This group will consist of nominees from relevant State Government Departments, Government of India, experts in the field of girls education, educationists etc. The selection of an appropriate model of the school and its location would be

done by this Committee based on the recommendation of the district committee implementing the NPEGEL and the new proposed scheme.

#### **44.7 National Support Group**

- (i) The National Resource Group (NRG) created under the Mahila Samakhya programme at the National level shall provide inputs on conceptual issues and concerns arising in the programme, and advice GOI on policy matters concerning the education of girls. This group will provide the interface with research and training institutions, women's movement, educationists and Non-Governmental institutions and also bring in other experiences of educating girls.
- (ii) Since the NRG, consists of a small number of persons and meets only two to three times in a year, smaller sub committees of the NRG created for specific inputs, like gender training of teachers, development of gender based teaching learning material, development of audio visual programmes etc. will co- opt additional persons from relevant institutions or experts for the purpose.

#### **44.8 Methodology**

Based on the number of girls and the type of residential school to be provided, the selection of the model of the school to be selected would be done by a State Level Committee based on the recommendation of the District Committee for the purpose. The proposal shall be forwarded to the Cell at the National level who shall appraise them with the help of external agencies/consultants, where necessary. Finally, the Project Approval Board of SSA will approve these plans.

#### **44.9 Financial Norms under KGBV**

- (i) The funding pattern of the Central Government and States/UTs for the KGBV scheme will be the same as per the Sarva Shiksha Abhiyan, as it is a component of SSA with effect from 1<sup>st</sup> April, 2007.
- (ii) The provisions for KGBV will be in addition to the provisions already made under other components of SSA and for NPEGEL. The SSA Society shall ensure convergence of KGBV with NPEGEL and Mahila Samakhya programme. It shall also ensure that funds allocated are appropriately invested and there is no duplication of activities.
- (iii) The Government of India would directly release funds to the SSA State Implementation Society. The State Government will also release its share to the State Implementation Society. Funds will be released thereafter to the Mahila Samakhya Society wherever applicable. In States where MS is not being implemented, the implementation of this scheme will be through the 'Gender Unit' of SSA Society and existing mechanism used for implementation of SSA will be followed.
- (iv) The State Society should open a separate Savings Bank Account for operating the funds of KGBV. State Government should also release its

matching share to the State SSA Society through a separate budget head. Separate accounts will have to be maintained at district and sub-district structures, accordingly.

**45. STATE COMPONENT UNDER SARVA SHIKSHA ABHIYAN**

- 45.1 SSA provides for support at State level from the 6% management cost as also the funds for Research, Evaluation, Supervision and Monitoring at State level. The cost of State level orientation and training programmes can be built into the District Plans at the State level. This does not imply that there will not be a State component. The State component has to be integrated with the needs of the district. The objective of the State component is to facilitate programme implementation and provide support for capacity development at all levels
- 45.2 Effective monitoring would also require a system of intensive review and planning mechanism at the State level. The State level team will constantly undertake field visits to ascertain the quality of programme implementation. Information systems to monitor progress with regard to SSA objectives, effective structures for financial management and audit, support to districts for capacity development, are some areas that require continuous partnership with the State level team.
- 45.3 The management structure under the Sarva Shiksha Abhiyan at all levels has to be accountable to the State specific arrangements for decentralised management of education. This would require full transparency in all activities. Since the effort is to strengthen the mainstream structures, SSA would involve investment for human resource development among the education department functionaries. Exposure visits, orientation programmes for capacity enhancement, working with Non Governmental Organisations, developing partnerships with elected representatives for universal elementary education, focus on special educational needs of focus groups, capacity for implementation of quality related interventions, will be integral to the management structure. Partnerships like the Total Literacy Campaign management structures within the overall Panchayati Raj/ Tribal Autonomous Council set-up will be required to build an effective management system.
- 45.4 The State level team also has to encourage diversity across districts and document good practices so that they could be adopted in other regions.
- 45.5 Management of Accounts and Audit has also to be an important area requiring attention at all levels. Proper maintenance of books of accounts at all levels, generation of financial progress reports, utilisation certificates, financial and social audit of interventions, transparency about findings, systems of continuous improvement will have to be developed to sustain effective programme implementation.
- 45.6 AWP&B for the State component indicating detailed activities and cost estimates shall be prepared along with the AWP&B for the districts.
- 46. Progress Overview:** Since AWP&B proposals are part of a continuing programme they have to be based on progress made as well as the goals that remain to be achieved. Therefore, a progress over view of each intervention is

extremely important. The progress overview includes the progress made during the previous year, which is a tool for the district to understand its strategies, the positive and negative aspects that will enable the district to plan better for the forthcoming year. At the end of the year the outlay not spent during the year is arrived at and shown as “outlay saved”.

**47. Spill Over Activities:** In a particular year, if an outlay approved is not spent fully, the same becomes outlay saved. Normally, outlay saved under non-recurrent heads is taken as spill over activities for the forthcoming year. Spill over allows a district to continue activities of non-recurrent nature such as civil works, one time grant of TLE, furniture grant for BRC, CRC etc., which could not be completed during the year. Each district needs to prepare a spill over plan every year along with the AWP&B.

**48. Appraisal of the plans**

48.1 Once the District Elementary Education Plan is prepared this is sent to the State Project Office. These district plans and State component plan are then sent to the EE Bureau by the State Implementing Society for appraisal. A comprehensive Manual for Planning and Appraisal under SSA has been formulated and shared with all concerned.

48.2 The present Manual should be read with: (i) the SSA framework for implementation; (ii) the Manual for Planning and Appraisal under SSA; (iii) Manuals for different functional areas as brought out from time to time; and (iv) policy decisions taken at Project Approval Board meetings from time to time.

48.3 Objectives of Appraisal: Appraisal in SSA examines and analyses financial, programmatic, managerial and technical viability of interventions proposed in the plan. It is a qualitative and quantitative exercise focusing on SSA as a programme for universalization of elementary education with the following specific objectives: -

- (a) to undertake a comprehensive review of all aspects and components of the SSA programme in the State and district plans;
- (b) to review the State and district plans to assess inter-linkages between State and district plans, across components and between primary and upper primary stages of education;
- (c) to assess individual components from the point of view of technical, managerial and financial feasibility;
- (d) to undertake a holistic assessment of the strengths and weakness of the State and district plans; and
- (e) to assess the preparedness of the State and districts to implement the programme.

48.4 Appraisal Team: An Appraisal Team consisting of experts representing the following areas appraises the plans prepared by the State implementing agencies and districts:

- (a) Access and Education of out of school children (EGS and AIE);
- (b) Special focus groups (Girls, SC/ST, children with special needs etc);

- (c) Computer Aided Learning
- (d) Quality related issues (curriculum and TLM, teacher education/training, teaching-learning processes, learning enhancement programme, research and evaluation etc);
- (e) Information/data need and planning;
- (f) Civil works;
- (g) Project Management and MIS;
- (h) Monitoring and Evaluation;
- (i) Community mobilization; and
- (j) Budget and costing.

48.5 The Appraisal Team would have a Coordinator who would coordinate the appraisal process and report preparation. The Coordinator would assign responsibilities to the members according to their area of expertise. It would be the responsibility of all the members to take the initiative and prepare the appraisal report in time.

48.6 Methodology of Appraisal: The EE Bureau would brief the Appraisal Team initially and Terms of Reference would be provided to the Team to facilitate its task. In case a field visit is needed, the Team would visit the State, some Districts and other sub-district formations like BRC, CRC, schools etc. During the field visit, the team would interact with the community members and assess the problems. A wrap up meeting of the team would then be held at the State level to discuss its findings. Necessary corrections, if any, suggested by the team would be considered by the State and the revised AWP&B submitted to MHRD. The Team would carry out the appraisal of the AWP&B based on the guidelines on the preparation of AWP&B issued by MHRD every year, data and information provided in the plans. After analyzing the progress over view and proposal of each intervention, the Team would prepare the Appraisal Report for consideration of the PAB of SSA at the national level.

48.7 The Appraisal Team should ensure that the State Governments maintain their level of investment in elementary education as in 1999-2000. The contribution of States' share for SSA will be over and above this limit.

48.8 While in the initial years appraisal would be carried out by Team constituted by the Government of India, it is expected that once adequate capacity has been built, this exercise would be undertaken at the State level, with only a random sample appraisal being undertaken at the national level.

#### **49. Approval of the Plans by the Project Approval Board**

49.1 The plans so examined by the Appraisal Team including their costing are reviewed by the Project Approval Board (PAB) constituted under the Chairmanship of Secretary Elementary Education in the Ministry of Human Resource Development with representatives from the Planning Commission, Integrated Finance Division, Ministry of Labour, Department of Women and Child Development, Ministry of Social Justice and Ministry of Tribal Affairs, NCERT, NIEPA, NCTE, Joint Secretaries (EE), Directors/Deputy Secretaries from EE Bureau, representatives from the States, members of Appraisal Mission etc. While considering the plans, the PAB ensures adherence to the financial norms envisaged in the SSA framework, consistency with the overall

objectives of the SSA programme, cost effectiveness of the proposed interventions including compliance with established standards for civil works, training, research, evaluation, supervision, monitoring, as well as capacities built up to support and manage programme interventions and innovations at different levels. On the basis of the review, the PAB would decide to approve the plan with or without modifications and determine the quantum of annual budget outlay for various interventions.

## **50. Budget Calendar**

50.1 The following time table for the preparation of Annual Work Plan and Budget shall be observed: -

(a)	Visioning exercise and planning of activities and requirement of funds at district level	1 <sup>st</sup> January
(b)	Formulation and development of AWP&B through participatory planning process for State and district	10 <sup>th</sup> January
(c)	Transmission of the district plans to the State Project office	1 <sup>st</sup> February
(d)	Consultation with the State Government and obtaining the views of the State Government	15 <sup>th</sup> February
(d)	Revision of the district plans, if any, on the basis of the comments offered by State Government	28 <sup>th</sup> February
(e)	Finalisation of the AWP&B and approval by the Executive Committee of the State Society.	5 <sup>th</sup> March
(f)	Transmission of the plans to EE Bureau	15 <sup>th</sup> March
(g)	Appraisal of the plans at national level by the Appraisal Mission	1 <sup>st</sup> April
(h)	Approval of the plans by the Project Approval Board	15 <sup>th</sup> April
(i)	Circulation of the minutes of the PAB to State / district	25 <sup>th</sup> April

50.2 The State-wise dates for actual submission, appraisal and approval of the AWP&Bs shall be based on the time schedule prescribed by MHRD every year, in accordance with the budget calendar indicated above.

## CHAPTER-IV

### ACCOUNTING

51. Complete accounts in respect of the monetary transactions of the State Implementation Society in the Headquarters Office as well as in the Subordinate Offices shall be maintained in the same manner as required in a State Government Office. However, the **“double entry method based on mercantile system”** of accounting shall be followed under SSA.
52. The following books of accounts and registers shall be maintained by the Society:
- (a) Cash Book
  - (b) Ledger
  - (c) Journal
  - (d) Register for Journal / Magazines / News Papers
  - (e) Register of Advances
  - (f) Register of Bank drafts received
  - (g) Cheque issue register
  - (h) Register of remittances made into the Bank
  - (i) Bank Pass Book/Bank statement
  - (j) Register of bank drafts dispatched
  - (k) Bill Register
  - (l) Establishment Register
  - (m) Stock Register
    - (i) Capital Goods
    - (ii) Non-consumable articles
    - (iii) Consumable articles
  - (n) Register of works
  - (o) Register of grants of advances to mobilizing agencies/NGOs/Voluntary Agencies
  - (p) Fixed Assets Register
  - (q) Register of Investments
  - (r) Classification accounts of the Project
  - (s) Monthly accounts of Receipts and Payments
  - (t) Temporary Advance Register
    - (i) staff
    - (ii) contractors/suppliers/VEC
    - (iii) TA/DA advance
  - (u) Despatch Register
  - (v) File Register
53. Any other books and accounts which may be considered necessary for the day to day work of the Society shall also be maintained with the approval of the State Project Director.
54. Books and forms of accounts shall be maintained in the forms in which these are maintained in State Government office. 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 the State Project Director will be followed.

55. The name of the district should be indicated against each entry in the cashbook for the purpose of preparation of district-wise accounts.
56. At the end of the month, the district-wise abstract should be prepared showing monthly expenditure in respect of each district.
57. A consolidated Register shall also be maintained indicating the progressive expenditure from month to month in respect of each district.
58. A quarterly expenditure Statement showing the allotment and expenditure under each intervention shall also be prepared and submitted to the State Project Director who shall in turn prepare a consolidated quarterly expenditure Statement and submit it to the concerned department of the State Government and Government of India (EE Bureau, Department of School Education and Literacy, MHRD).
59. At the close of each quarter, a consolidated account showing the total receipts and payments during the period under each heads of account with opening and closing balances shall be prepared and submitted to the concerned Department of the State Government and the Government of India (EE Bureau, Department of School Education and Literacy, MHRD).
60. Ledgers and receipts / invoices should be maintained at all levels of expenditure.
61. Where VECs or other village organisations are receiving and utilizing funds, records shall be maintained there as well as at district level.
62. These records and receipts / invoices shall be available for inspection by the Auditors, State Implementing Society, State Government and Government of India.
63. Consolidated records of receipts and expenditures shall be kept at district and State levels.
64. The Society should maintain Register of Assets in the format given in **Annex-V** for the assets acquired wholly or substantially out of Government of India grants and Stock Register separately for capital goods, consumable and non-consumable articles and shall arrange for their physical verification at least once a year. These should be maintained at school, CRC, BRC, DPO and SPO levels as the case may be. The relevant abstract of Register of Assets should be appended to the annual statement of accounts submitted by the Society to the Government of India. The register of abstract shall contain progressive figure both stores and value.
65. The maintenance of accounts of the Programme should be governed by the principle that no expenditure is incurred by the Society which is repugnant to the objectives of the Programme and every item of expenditure which is incurred is in accordance with the prescribed procedures, and the canons of Financial Propriety.

66. In accordance with these canons of Financial Propriety, it shall be the duty of each official of the SIS to ensure that:
- (i) Every Government servant is expected to exercise the same vigilance in respect of expenditure incurred from public money as a person of ordinary prudence would exercise in respect of expenditure of his own money;
  - (ii) The expenditure should not be prima-facie more than the occasion demands;
  - (iii) No authority should exercise its powers of sanctioning expenditure to pass an order which will be directly or indirectly to its own advantage;
  - (iv) Public moneys should not be utilised for the benefit of a particular persons or section of the people unless: -  
A claim for the amount could be enforced in a Court of Law, or  
The expenditure is in pursuance of a recognised policy or custom.
  - (v) The amount of allowances granted to meet expenditure of a particular type should be so regulated that the allowances are not on the whole a source of profit to the recipients.
67. It shall be the duty of the Accounts Wing in the State Society to ensure strict observance of these accounting principles.
68. It shall also be necessary for every Society to establish the operation of adequate and satisfactory internal audit functions.
69. Any grant or portion thereof given by the Government of India or the State Government to the Society for a specific purpose shall not be appropriated, without the previous sanction of the granting authority to a purpose other than that for which it was originally approved.
70. Grant released by the Government of India to the State Societies will be deposited in a joint signatory savings bank account established by the State Implementing Society in any nationalised or scheduled bank.
71. The receipts from other sources including the State Government's share of the grant would also be deposited in the same joint signatory savings bank account and proper accounting thereof maintained.
72. The Executive Committee of the State Society would be empowered to open joint signatory savings bank accounts in any nationalised or scheduled bank, authorise a Drawing and Disbursing Officer to operate the accounts and delegate financial functions to State, District, Block, Village and School levels. Only one savings bank account should be opened for each major component of the SSA scheme i.e. SSA, NPEGEL and KGBV at SPO, DPO, Block, and Cluster level. At the VEC/School level, there can be one savings bank account for SSA, NPEGEL and KGBV. In exceptional cases, more than one savings bank account can be opened at any level, only after an authorization of the Executive Committee of the State SSA Society.

73. In respect of releases by the State Societies to the districts, joint savings signatory bank accounts would be opened in any nationalised or scheduled bank at the district level and in any such banks or Post offices at the block and village level.

**74. Advances**

74.1 All funds released to the districts and sub-district level units are initially classified as advances and the same indicated as such in the books of accounts. These advances shall be adjusted based on the expenditure Statements/utilisation certificates received in State Implementation Society of having spent the funds. Advances, if not actually spent for which accounts have not been settled, should be shown as advances and not as expenditure. Similar procedure shall be followed for funds released at district and sub-district level.

74.2 The adjustment of advances should be included in the financial year to which the grant relates.

74.3 The advances released to VECs/SMCs for undertaking certain activities such as civil works/Teaching Learning Equipment (TLE) which remains unspent at the end of the year shall be carried over to next year as spillover activities based on the approval of the PAB.

**75. Norms for regulating advances**

75.1 The following norms will be followed for regulating advances which will constitute expenditure only when supported by appropriate utilization certificates /expenditure statements.

**Sub-district level**

<b>S. No</b>	<b>Activities</b>	<b>Periodicity of release</b>	<b>Expenditure spent by</b>	<b>Certifying documents</b>	<b>Time limit for submission of documentation</b>
1.	School Grant	Annual	School Management Committee	Utilization Certificates	Within one month after the close of the financial year.
2.	Teacher's Grant	Annual	Teachers	Utilization Certificates	Within one month after the close of the financial year.
3.	TLE	One time	School Management Committee	Expenditure Statement	Within one month after the close of the financial year.
4.	Repair and Maintenance of school building	Annual	School Management Committee	Utilization Certificates	Within one month after the close of the financial year.
5.	Civil Works by community	Two instalments	VEC/SMC	Supervising Engineer's Certificate (for second instalment and final	Within 3 months of the completion of the work.

S. No	Activities	Periodicity of release	Expenditure spent by	Certifying documents	Time limit for submission of documentation
				payment) and Expenditure Statement	
6.	Salary of locally appointed Teachers	Quarterly	VEC/SMC	Expenditure Statement	Within one month after the close of each quarter.
7.	EGS/AIE (a) Salary  (b) Materials	Quarterly  Annual	VEC/SMC/ NGOs  VEC/SMC/ NGOs	Expenditure Statement  Expenditure Statement	Within one month of the close of each quarter. With in one month after the close of the financial year.
8.	Teacher's Training	Two installments	BRC/CRC	Expenditure Statement	Within one month after the completion of the training.
9.	Annual Grants to BRC/ CRC	Annual	BRC/CRC	Expenditure Statement	Within one month after the close of the financial year.

#### District level

S.No	Activities	Periodicity of release	Expenditure spent by	Certifying documents	Time limit for submission of documentation
1.	Teacher's salary	Quarterly	DPO	Expenditure Statement	Within one month after the close of each quarter.

#### State level

S.No	Activities	Periodicity of release	Expenditure spent by	Certifying documents	Time limit for submission of documentation
1.	Teacher's salary	Quarterly	SPO	Expenditure Statement	Within one month after the close of each quarter.

75.2 Advances paid to contractors/suppliers in terms of the agreement for works/ supplies shall be treated as expenditure. This should be subject to submission of detailed accounts indicating the work done/supplies made. However, advances paid to Government Department cannot be treated as expenditure until and unless the expenditure Statement is received.

75.3 The utilization certificate/expenditure Statement should be obtained within the time limit prescribed above. The format of the utilization certificate/expenditure statement for each type of advances indicating the funds released, expenditure incurred activity-wise and physical progress made shall be prescribed by the State Implementation Society and the same incorporated in the Financial Rules and Regulations of the Society. In case the

same is not received within the prescribed time limit, further advances shall not be made.

- 75.4 The above advances shall be treated as expenditure for **reporting** and their utilization certificates will be kept at levels prescribed by the Financial Regulations of the State Implementing Society. (**Annex X** refers).

## **76. Advance Register**

- 76.1 All advances are to be entered in the advance register to be maintained as per specimen given in **Annex VI**.
- 76.2 The adjustment of the advances is also to be entered promptly in this register. It should be ensured that no personal advance is outstanding for more than one month. In case, adjustment claims for personal advances are not submitted in time, penal action including charging of interest should be taken.
- 76.3 All other advances mentioned in Para 75.1 above should be adjusted on receipt of utilization certificate/expenditure Statement. It should be ensured that utilization certificates/expenditure statements on these advances are obtained immediately after the expiry of the prescribed period.

## **77. Monitoring of advances**

- 77.1 The next higher authority above the authority who released the advances will strictly monitor the progress of adjustment of advances and take remedial measures required for the speedy adjustment of advances within the time limit prescribed above.
- 77.2 All functionaries should ensure that only actuals be treated as expenditure and not the normative costs in accounting.

## **78. Account Head**

- 78.1 The Account head and account code should be similar to the budget head and budget code. This should correspond to the interventions and the norm number prescribed in the SSA framework. If any sub-head or sub-code is considered necessary, the same shall be operated accordingly. A sample Chart of Accounts is attached in **Annex-VII**.

## **79. Cash Book**

- 79.1 Cash book is the principal record of all money transactions which take place every day and all other registers are subsidiary to it.
- 79.2 Cash book should be maintained under double entry system. However, as an exception, single entry system shall be followed at Cluster and VEC/School level.
- 79.3 It has two sides, "Receipts" and "Payments". The amount column in each side is sub divided into "Cash" and "Bank".

- 79.4 Separate cashbook should be maintained at State/District/Block level for each financial year and separately for SSA, NPEGEL and KGBV.
- 79.5 Each entry of receipt and expenditure should be descriptive but brief in nature.
- 79.6 Each voucher should be assigned a serial number and Ledger Folio number, which should be noted against each entry in the cashbook.
- 79.7 Each entry in the cashbook should be attested by the Head of Office/Drawing and Disbursing Officer (DDO).
- 79.8 Cash book should be closed daily and total cash balance struck and attested by the Head of Office / DDO after verification of the totals.
- 79.9 All cash/cheques/Demand Drafts etc. received should be deposited into the bank as far as possible on the same day itself or next day positively so as to avoid cash in transit for long periods. If any cash is retained on hand that should be verified physically by the Head of Office/DDO and recorded in the cash book and the cash in hand deposited into bank next day itself.
- 79.10 When cash/cheque/DD is paid into the bank, the counterfoils of the pay-in-slip should be verified with the cashbook by the Head of Office/DDO.
- 79.11 Over writing should be avoided and corrections, if any, should be attested by the Head of Office/DDO under his dated initial.
- 79.12 Crossed Account Payee cheque alone should be issued to third parties/firms etc.
- 79.13 The issue of bearer cheques should be avoided as far as possible.
- 79.14 If no transactions have taken place in a day/s the entry "No transaction" has to be noted in the cash book on that day/s and balances carried over to next day and attested by the Head of Office / DDO.
- 79.15 When payments are made through cheque, the number of the cheque should invariably be noted in the cash book for cross checking.
- 79.16 During the absence of Head of Office/DDO, the responsibility of attesting the entries in the cash book shall be entrusted to a sub-ordinate officer but on his return the Head of Office/DDO should satisfy himself that there is no irregularity and in token of this check, he should sign the cash book immediately on return.
- 79.17 In case computerized accounting software is in use, the cash book need not be maintained manually. However, print out of the daily cash transactions should be taken and pasted in cash book after attesting each entry by the Head of Office/DDO.

**80. Verification of cash balance**

80.1 The contents of the cash chest / cash box should be counted by the Head of Office /DDO or the senior most official in-charge at least once in a month and the account compared with the cash book balance.

80.2 The result of verification should be recorded in cash book each time as under:

“Cash balance verified by me today and found to be Rs. .... (in figures)  
(Rupees .....(in words) on actual count as correct”

Date .....

Signature

(Designation of the Officer)

80.3 In case the cash balance is not found to be as per cash book, the fact should be recorded in the cash book and report submitted to the next higher authority unless the error can be set right at once.

80.4 The excess or shortage should be rectified by making the necessary receipt or payment entry “cash found excess” as miscellaneous revenue or “cash found short” as a loss.

**81. Correction of errors**

81.1 If any item of receipts or cheques belonging to one head has been wrongly classified under another head, the error shall be corrected in the following manner: -

(a) If the error is discovered before the close of the day’s accounts, necessary correction should be made in the original entry before the accounts of the day are closed.

(b) If the error is discovered after the close of the day’s accounts but before 31<sup>st</sup> March, the correction should take the form of a fresh entry in the cashbook.

**Note:** Errors affecting only classification i.e. receipts or payment on one side of the cash book without any change in monetary value shall be corrected in the manner prescribed at (a) above, if the same has been detected before the close of the month’s account.

(c) If the error is detected after the account for March has been closed, the correction should be carried out through a journal entry.

(d) In all such cases, the correcting entry should be supported by a transfer entry memo approved by the Head of the office and a note of correction shall be made against the original entry in red ink.

**82. Journal**

82.1 Journal is one of the important account books. Its use is restricted to only recording adjustment entries other than cash transactions. Vouchers shall support each adjustment entry passed through a Journal. Brief narration of

each entry shall be given in the voucher and it shall be signed by the Head of Office. The Accountant will check each entry of the Journals with the vouchers and put dated initials against the entries checked.

### **83. Ledger**

- 83.1 The Ledger is a register in which all transactions recorded in the cashbook or Journal shall be classified under different heads of accounts or objects of expenditure or any sub-unit thereof.
- 83.2 The Ledger should be kept in the prescribed form. Separate pages are to be opened for each item of expenditure.
- 83.3 The Ledger accounts shall be arranged and grouped in such a manner that the desired information is promptly secured.
- 83.4 Combined Ledger accounts can be maintained for various detailed heads. The contingent Register may be maintained in such a manner that it is used as Ledger for recording expenditure under miscellaneous items.
- 83.5 Every Ledger account is divided into two sides, the left-hand side being the “debit side” and the right hand side the “credit side”.
- 83.6 All items of debits and credits of the cashbook and Journal shall be posted on the same day in the respective Ledger account.
- 83.7 Daily totals shall invariably be given and progressive totals shown wherever necessary.
- 83.8 Bank account shall be posted from the daily totals of cheques issued and challans / remittances made into the Bank.
- 83.9 After the Ledger accounts have been written up and completed in respect of cash and adjustment items, the daily total of each Ledger account should be carried into the appropriate classified account and the classified account should then be totaled up and from the gross total the amount of adjustment should be deducted to bring out the net totals of receipts and payments as per cash book.
- 83.10 All the Ledger accounts shall be closed at the end of the month. Totals shall also be struck in the classified account.
- 83.11 Monthly totals of various Ledger accounts shall then be tallied with the totals of classified abstract and discrepancy, if any, rectified and reconciled.
- 83.12 Monthly account of receipts and payments shall be prepared immediately after closing of the accounts for the month.

### **84. Bank Reconciliation**

- 84.1 Monthly bank reconciliation should be carried out on a regular basis.
- 84.2 Bank Pass Book should be sent regularly to the bank for making up-to-date entries of credit and debit in a month.

- 84.3 In case Bank Pass Book is not issued, monthly bank Statement should be obtained from the bank regularly.
- 84.4 Entries shown in the passbook / bank Statement will be tallied monthly with the entries in the cashbook.
- 84.5 Any discrepancy will be rectified and difference explained in the bank reconciliation Statement in the manner explained below:

<b>Balance as per Cash Book</b>	.....
<b>Add:</b>	
(i) Cheque issued but not cashed	.....
(ii) Credit entries made in the bank but not shown in the cash book	.....
<b>Total</b>	.....
<b>Less:</b>	
(i) Amount sent to Bank but not credited in Bank Account	.....
(ii) Bank charges debited in the bank account but not accounted for in the cash book	.....
<b>Total</b>	.....
<b>Balance as per Pass Book/Bank Statement</b>	.....

## 85. Staffing Structure

- 85.1 An indicative staffing structure at State level and district level of Finance & Accounts and Internal Audit is given below: -

Name of the Post	No. of Posts at State level (SPO)	No. of Posts at District level (DPO)	Qualification and Experience
<b><u>Finance and Accounts</u></b>			
Controller Finance	1	-	Preferably on deputation from Finance and Accounts department with sufficient accounting background. In case, suitable candidate is not available on deputation basis, a Chartered Accountant with a minimum of 5 years experience shall be considered on contract basis.
Finance and Accounts Officer	1	1	Preferably on deputation from Finance and Accounts department with sufficient accounting background. In case, suitable candidate is not available on deputation basis, qualified and experienced candidates shall be considered on contract basis.
Senior Accountant	3	2	
Junior Accountant			
Deputy Accountant or Sr. Accounts Clerk			

<b>Name of the Post</b>	<b>No. of Posts at State level (SPO)</b>	<b>No. of Posts at District level (DPO)</b>	<b>Qualification and Experience</b>
Cashier	1	1	Preferably on deputation from Finance and Accounts department with sufficient accounting background and knowledge of cash management. In case, suitable candidate is not available on deputation basis, qualified and experienced candidates shall be considered on contract basis.
<b>Internal Audit</b>			
Audit Officer	1	-	Preferably on deputation from Audit department with sufficient auditing background. In case, suitable candidate is not available on deputation basis, qualified and experienced candidates shall be considered on contract basis.
Sr. Auditor	2	-	

85.2 Although the above staff structure is indicative, in small States and districts the requirement of staff may be suitably reduced to the extent required. In larger States, if the above staffing structure is inadequate, the Executive Committee shall appoint more staff for finance & accounting and internal auditing. The Executive Committee may consider appointing an Accountant at block level or for a group of blocks based on the quantum of accounting work involved. These Accountants would provide resource support in accounting to cluster and VEC/school level. However, the management cost both at district and State level should not exceed the ceiling of 6% of the annual outlay.

## **86. Capacity building of accounts and audit staff**

86.1 Orientation training on planning, budgeting, accounting, procurement, internal audit etc. of SSA should be given to all accounts and audit staff at periodical intervals so as to equip them with sufficient knowledge of the area of their work for the smooth and efficient day to day functioning of the tasks assigned to them.

86.2 A minimum of 5 days training to accounts and audit staff is mandatory in a year. The accounts staff so trained at district level will provide training to block level staff, who in turn will provide training to staff at cluster and VEC/school level.

## **87. Control of Expenditure**

87.1 Persons authorised to incur expenditure must ensure that financial order and strict economy are enforced at every step and see that all-relevant financial rules, orders, directions and instructions are observed.

87.2 It should be seen that not only the total expenditure is kept within the limits of the budget provision but also the funds allotted / transferred are spent in the

interest and service of the programme and upon objects for which provisions have been made.

- 87.3 They will also see that items of expenditure are of obvious necessity and are at fair and reasonable rates, sanction of the competent authority obtained and that calculations are correct.
- 87.4 In order to exercise proper control, they should keep themselves closely acquainted with the progress of receipts/expenditure, commitments and liabilities incurred but not paid.

## **88. Re-appropriation of funds**

- 88.1 Funds of the Society shall not be diverted or re-appropriated to meet any expenditure which has not been sanctioned by the competent authority;
- 88.2 Funds shall not be diverted or re-appropriated to expenditure on any item not provided for or contemplated in sanctioned budget estimates;
- 88.3 Re-appropriation of funds from one intervention to another intervention is not permissible. However, funds for activities approved by the Project Approval Board may be re-appropriated with the approval of the State Executive Committee in the following cases: -
- (i) Funds for children to be covered by EGS may be re-appropriated for children to be covered by AIE, with a caveat that total financial outlay proposed in the district would not increase due to such re-appropriation and the approval of the Executive Committee is obtained.
  - (ii) Re-appropriation between regular teachers and Para teachers, if separate sanctions have been given for these, provided total number of teachers sanctioned under both the heads is not exceeded and the approval of the Executive Committee is obtained.
  - (iii) Re-appropriation between innovations from one sub-head to another provided upper limit of Rs. 15 lakh per intervention is not breached and the total annual outlay for the district does not exceed the maximum ceiling of Rs. 50 lakh and the approval of the Executive Committee is obtained. However, such a re-appropriation will not be permissible in respect of the sub-head of computer education.
  - (iv) Re-appropriation between items classified under management costs can be done with the approval of the Executive Committee, provided it is within the total management costs approved for that year and such re-appropriation is within the same head of account, i.e., one non-recurring head to another non-recurring head and one recurring head to another recurring head. Re-appropriation from a recurring head to non-recurring head and vice-versa is not permissible.
  - (v) All re-appropriations carried out under these rules will be reported to the Project Approval Board for its information while submitting the AWP&B for the succeeding year.

- 88.4 Re-appropriation of funds shall be made only when it is known or anticipated that funds to be transferred from one sub-head to another sub-head will not be utilised in full and savings under that sub-head of accounts are likely to become available. The re-appropriation in such cases shall be made only with the approval of State Executive Committee.
- 88.5 Inter district re-appropriation of funds shall not be permitted.

## CHAPTER-V

### FUNDS FLOW ARRANGEMENTS

#### **89. Funds of the State Implementation Society**

89.1 The funds of the State Implementing Society shall mainly consist of:

- (i) Grants-in-aid made by the Government of India and the State Government for the furtherance of the objectives of SSA;
- (ii) Income from the assets of the State Implementation Society including interest;
- (iii) Other sources

89.2 The financial assistance under SSA programme has been on 85:15 sharing arrangement between Central Government and State Governments/Union Territories during the IXth Five Year Plan. The same has been in the ratio of 75:25 for SSA and NPEGEL during the Xth Plan for all States. During the XI<sup>th</sup> Plan for SSA, NPEGEL and SSA, it will be 65:35 for the first two years i.e. 2007-08 and 2008-09; 60:40 for the third year i.e. 2009-10; 55:45 for the fourth year i.e. 2010-11; and 50:50 thereafter i.e. from 2011-12 onwards between the Central Government and State Governments/ Union Territories other than North Eastern States. For the 8 North-Eastern States, the fund sharing pattern between Centre and States shall be 90:10 under the programme during the XIth Plan period and till the end of the programme with the Centre's share resourced from the 10% earmarked funds for the North Eastern Region from the Central Budget for the SSA. The share of the Government of India including external assistance, if any, would be budgeted in the annual plan of the Department of School Education & Literacy. The State Governments' share would be provided for in the annual plan of the Department of Education of the respective State Governments.

#### **90. Procedure for release of funds**

90.1 The Government of India would release funds directly to the State Implementing Society in two installments in a year, once in April and then again in September. The funds thus released will be credited to the bank account of the State Implementing Society. Further installments would be released to the Society only after the State Government has transferred its matching funds to the Society and expenditure of at least 50% of the funds (Centre and States) transferred has been incurred. The objective is to allow States to fully utilize the allocation for elementary education. The second installment shall be released based on the progress in expenditure and the quality of implementation. The utilization certificates, however, will only become due one year after the release of an installment. Further release will be stalled if utilisation certificates are not submitted as per the schedule.

- (i) The Government of India would release an ad-hoc grant in April every year up to a maximum of 50% of actual funds utilized by the SIS of the State/UT in the previous year for SSA/NPEGEL/KGBV

implementation, pending approval of the Annual Work Plan & Budget by the PAB to the State/UT concerned.

- (ii) The ad-hoc grant will be subject to adjustment of unspent balances as available on 1<sup>st</sup> April of the current financial year.
- (iii) The ad-hoc grant will be subsequently adjusted while releasing the subsequent installment due to the State/UT, as per approval of the Annual Work Plan & Budget for the year.”

90.2 The State Governments/Union Territories will have to maintain their level of expenditure in elementary education as in 1999-2000. The State/UT share for SSA has to be over and above the expenditure being incurred at the 1999-2000 level in a particular State. Sarva Shikha Abhiyan will not substitute State funding for elementary education. In fact, it is expected to encourage States to invest more on elementary education along side a higher allocation by the Central Government. The State level Implementing Society for SSA will certify that the level of investments are being maintained in the State at the time of seeking further allocation of resources from the Central Government. The national mission will also monitor expenditure on elementary education. NUEPA will provide professional support for regular monitoring of expenditure on elementary education.

## **91. Flow of Funds**

91.1 **Government of India to Societies:** The funds released by Government of India will be credited to the joint signatory savings bank account established by the State Implementing Society in any nationalised or scheduled bank. The State Society should open separate joint signatory savings bank accounts for operating of funds of NPEGEL and KGBV. Since the amounts are deposited into the accounts of the State Implementing Society, unspent balances at the end of the financial year need not be refunded to Government of India and shall be carried forward for utilisation in the subsequent year with proper approval. In principle, any State or district fully expending the advance through implementation of a high order could receive adequate second advance commensurate with projected activities. The second advance to be released by the Government of India based on a review of satisfactory implementation of the approved work plans would enable the Society to carry the programme forward until May next year by which time the amount of first advance for the subsequent year would be available to the Society.

91.2 **State Government to Societies:** The financial norms of the programme envisage that the participating State would contribute its agreed ratio of the programme cost within 30 days of the receipt of the central contribution as per the approved sharing arrangement. It would therefore be necessary to make suitable provision in its budget to facilitate the release of its share of programme cost to the State Implementing Society. The release of funds by the State Government to the Society from out of the provision in the State Government's budget would also be deposited in the same joint signatory bank account of the Society in which the funds of the Government of India are deposited under SSA, NPEGEL and KGBV. Any unspent balance from out of the State Government's share of funds shall be carried forward by the Society for utilization in the next financial year with the approval of the State Government.

**91.3 Societies to districts, blocks, villages, schools:** Each entity would open joint signatory savings bank account in any nationalised or scheduled bank at the district level and any nationalised or scheduled bank or post office at the block and village level. The State Society will release the funds to districts within 15 days of its receipt from Government of India and State Government. All funds to be used for up-gradation, maintenance, repair of schools and Teaching Learning Equipment and local management must be transferred to VECs/Schools Management Committees/Gram Panchayat/or any other village/school level arrangement for decentralisation adopted by that particular State/UT. Districts would advance funds on the basis of annual work plans and objectives as approved by the Project Approval Board at the National level within 15 days of receipt from the State Society. Funds would be advanced in two installments annually, the first installment at the beginning of the financial year and the second installment after ensuring that the first installment has been satisfactorily utilized. The release of the second instalment is subject to expenditure Statement being rendered to the extent of at least 50% of the funds already released. Funds would be advanced to districts through banking channel to the district level bank account and to block and village level SSA institutions also by banking channel.

**91.4 Electronic transfer of funds:**

91.4.1 Government of India's share of funds under SSA/NPEGEL/KGBV shall be remitted to State Implementing Society by electronic transfer through Government of India's accredited bank. However, in places where branches of the accredited bank are not available, remittance of funds shall be made through other nationalized/scheduled bank by Real Time Gross Settlement (RTGS) system, if such facility exists so that the funds could be remitted without any delay.

91.4.2 The SIS should provide the following information to avail of this facility:

- (a) Full address of the SIS
- (b) E.mail ID and telephone No.
- (c) Full address of the bank branch and account No. of the SIS
- (d) Code No. of the branch under RTGS system.

91.4.3 Similarly, the States shall also endeavour to remit State shares through electronic transfer.

91.4.4 Based on the availability of facilities, the SIS should mandatorily follow the electronic transfer method for remittance of funds from State to district and district to sub-district level.

**91.5 Interest:** The interest accrued on the funds received from Government of India and the concerned State Government for the implementation of SSA/NPEGEL/KGBV is to be accounted for in the financial accounts at all levels. This cannot be utilised for any other purpose except as part of the approved Annual Work Plan & Budget of SSA. The interest thus accrued in a year shall be taken into account against the release of Government of India's share and the State Government's share respectively in the next financial year.

## CHAPTER-VI

### FINANCIAL REPORTING

92. SSA being a programme with long term and far reaching objectives, regular and periodic monitoring is needed for the effective and efficient implementation of the programme. Since annual audited accounts and reports on progress over view are received after the close of the financial year, some interim reports are needed to monitor the progress of implementation both from physical and financial angles. Using annual financial reports for continuous monitoring is unrealistic because by the time the information is available, its usefulness has long since expired. In order to enable the programme management at district, State and National level to visualise the progress of the programme and utilisation of funds during the year against the approved budget allocation on quarterly basis, the following quarterly financial reports are prescribed. These quarterly reports will help in removing the bottlenecks, if any, for the fast and effective flow of funds to the district and sub district level.

- a) Quarterly funds flow and cash forecast Statement
- b) Quarterly Progress Statement
- c) Release of funds to the districts
- d) District wise expenditure Statement
- e) Financial Performance
- f) Status on Financial Indicators

#### 93. Quarterly fund flow and cash forecast Statement

93.1 As the Government of India and State Government release funds directly to State Implementation Society, and the latter releases funds to districts and sub-district level Institutions, the Quarterly fund flow Statement in the format given in **Annex-VIII** will reflect the same information by way of sources and applications of funds. Opening balance is the balance available for the State as a whole at the beginning of the Quarter. "Sources" indicates the funds received by SIS from different sources i.e. Government of India, State Government, others (if any). "Applications" indicates the expenditure incurred under different interventions for the State as a whole.

93.2 This Statement will also include cash forecast for the next two quarters. Accordingly, the cash forecast for the Quarter I and Quarter II should be indicated in the statement.

93.3 Similarly, districts and sub-district level institutions will submit to the SIS quarterly funds flow Statement in the modified format applicable to them. The SIS should send this Statement to the EE Bureau at the end of each quarter, i.e., by 15<sup>th</sup> of the month following the close of the quarter.

**94. Quarterly Progress Statement**

- 94.1 The State Implementing Society should send this Statement in the format given in **Annex-IX** to EE Bureau at the end of each quarter, i.e., by 15<sup>th</sup> of the month following the close of the quarter. Any clarification on the implementation of a particular activity may be given in the remark column. This Statement provides information on activity-wise physical as well as financial progress achieved on a quarterly and annual basis against the outlay sanctioned by PAB under different activities and cumulative expenditure from the beginning of the programme to the end of the quarter.

**95. Treating of advances as expenditure**

- 95.1 Expenditure referred to in the Statement relates to actual expenditure incurred on the basis of utilization certificates/expenditure Statements received from district and sub-district levels, except in the case of advances released. The advances referred to Para 75.1 of this payment may be treated as expenditure for the purpose of **reporting** provided details of such advances are kept in the format given in **Annex-X**. However, these advances shall continue to remain in the books of accounts as advances till the utilization certificates/expenditure Statements are received and adjusted in the books of accounts.

**96. Release of funds to the districts**

- 96.1 This Statement in the format given in **Annex-XI** provides information on the opening balance of funds at the beginning of the quarter, funds received from various sources, against which funds have been released from SIS to districts and also the closing balance available at the SIS. It should be ensured that the release of funds to the district is in proportion to the total outlay sanctioned for each district taking into account the actual progress made by the district till the end of the last quarter.

**97. District wise expenditure Statement**

- 97.1 This Statement in the format given in **Annex-XII** indicates the district wise information on funds received, funds released, expenditure incurred and balance available at the end of each quarter. This information would be useful in analysing the efficiency of each district in utilization of funds in programme implementation. The districts release funds received from the SIS to the sub district level institutions. **As all the released funds are not to be treated as expenditure except in the case of advances referred to Para 75.1 of this manual, there is a separate column for expenditure reporting.**

**98. Financial Performance**

The State Implementing Society should send this statement in the format given in **Annex-XIII** to EE Bureau at the end of each quarter i.e. 15<sup>th</sup> of the month following the close of the quarter. This statement provides the scheme wise opening balance, GOI releases, State releases, other receipts, total funds available, expenditure and closing balance. This would be useful in analyzing the progress of utilization of funds.

99. **Status on Financial Indicators**

The State Implementing Society should send this statement in the format given in **Annex-XIV** to EE Bureau at the end of each quarter i.e. 15<sup>th</sup> of the month following the close of the quarter. This statement provides the status on financial indicators such as bank reconciliation, e-transfer of funds, web based monitoring, submission of audit report and annual report and progress on internal audit. This would be useful in monitoring the status of the above financial indicators.

## CHAPTER-VII

### INTERNAL CONTROL AND INTERNAL AUDIT

#### 100. Internal Control

100.1 In SSA internal control is a process effected by the management of implementing agencies and other personnel designed to provide reasonable assurance that the objectives of the programme are being achieved in the areas of (a) effectiveness and efficiency of operations, (b) reliability of financial and operational reporting and, (c) compliance with the provisions of SSA frame work and other orders issued from time to time. Monitoring and supervision of the implementation of the programme and internal audit are the main controls exercised in internal control.

#### 101. Supervision and Monitoring

101.1 Monitoring has to be a continuous process with both programme implementation and outcome indicators required to be monitored on a regular basis. In SSA, the process of monitoring will be as under: -

- (a) Joint review by Government of India, State Government and external funding agencies, if any.
- (b) Community based monitoring with full transparency.
- (c) Continuous visits to field by resource persons and suggestions for improvement.
- (d) State specific responsibilities to research and resource institutions for supervision, monitoring, evaluation and research.
- (e) Community ownership for ward / village / school level implementation.
- (f) Statement of expenditure in each school to be a public document (social audit).
- (g) Mandatory implementation of many activities by VEC.
- (h) Habitation-based planning.

101.2 Monitoring under the programme is envisaged as three tiered: (i) monitoring at the local community level, (ii) the State level and (iii) the national level. Community based monitoring is one of the strengths of the programme which can become a major weakness if not implemented properly. The Educational Management Information System (EMIS) will incorporate provisions for correlation of school level data with community-based information from micro planning and surveys. Besides this, every school must have a notice board showing all the grants received by the school and the details thereof. All reports sent to the Block and the district level with regard to enrolment, attendance, incentive etc. shall be displayed on the school notice board. Reporting formats will be simplified so that the output is demystified and anyone can understand the data. A school would be required to display the information it sends up so that the attendance and performance of pupils are public knowledge. The EMIS shall form the basis of the periodic reporting system. Besides this, trainers will act as classroom process observers to record changes in classroom practices. Periodic monitoring teams will make random

visits to selected schools and these will be discussed at various levels. The basic principle in monitoring will be its community ownership and periodic quality checks by external teams – external to the activity but internal to the system. To encourage independent feedback on programme implementation, research and resource institutions with proven excellence will be involved in monitoring at all stages.

- 101.3 The community through its representative institutions like Village Education Committee (VEC) has been entrusted with the primary level task of ensuring that the schools are functioning effectively. Most of the qualitative impressions on school functioning can be effectively monitored only at local level and are difficult to capture either at the State level or the national level. For monitoring the qualitative aspect from the national level, reliance may have to be placed more on assessing the effectiveness of community based monitoring and the local level and ensuring that this system is functioning properly. In addition, at the State and National level, monitoring would focus more on the quantitative aspect of both the status of the implementation of the programme and the progress made towards the achievement of the SSA goals.
- 101.4 To capture quantitative data towards these two objectives, two kinds of information systems have been developed. One is the Educational Management Information System (EMIS) under which school level data is collected every year with September 30<sup>th</sup> as the record date. These would enable measuring of a number of indicators like enrolment, Gross Enrolment Ratio, Net Enrolment Ratio, Retention Rate, Dropout Rate, Completion Rate, Repetition Rate, Transition Rate, PTR, single teacher schools, type of teachers, basic infrastructure facilities available in schools, examination results, Educational Development Index etc. Coupled with the data available from household survey, which has been conducted in every district at the beginning of the programme, the data is also expected to throw light on out-of-school children, etc. The second information system is the Project Management Information Systems (PMIS), in which the emphasis would be to record on a quarterly basis the progress made, both in physical as well as financial terms, towards the implementation of the Perspective Plans and annual plans as sanctioned by the Project Approval Board. Any monitoring system would also have to assess the correctness and promptness of data being sent under the two Management Information Systems.
- 101.5 While continuous monitoring would be an ongoing process, this would be supplemented through two supervision missions every year. While the January Mission would undertake monitoring through field visits in States, the July Mission would undertake a desk review. The supervision missions would have representatives of Government of India and funding agencies (if any). The supervision missions would be expected to visit individual States and examine first hand the implementation of the programme through visits to select districts of the State. The approach would be a holistic one with emphasis on assessing both the quantitative and qualitative aspects of the implementation of the programme. The Missions are expected also to flag the areas of concern, both in the programme implementation and also in the general educational scenario in the State.

- 101.6 The State Implementing Societies (SIS) will also undertake intensive monitoring. Representatives of the national mission for UEE and national level institutions like NCTE, NUEPA and NCERT will also undertake periodic monitoring and provide resource support to the SIS to strengthen appraisal and monitoring systems. Efforts to associate autonomous institutions willing to take up State specific responsibilities for research and evaluation will also be made. Many independent institutions would also be associated in developing effective tools for conducting achievement tests, monitoring quality aspects of programme implementation, evaluation and research studies.
- 101.7 Since quality is a major concern under Sarva Shiksha Abhiyan, its monitoring will be a priority. Monitoring of quality will require an understanding of the processes of the programme implementation. Process and quality indicators would have to be developed as per felt needs in order to track the quality of programme implementation. Such efforts would require partnership with institutions, PRIs, School Committees, etc. Training and orientation programmes to develop appropriate monitoring formats, qualitative monitoring through process documentation and case studies to understand issues comprehensively will be required. The monitoring system under SSA will be multi pronged so that a constant quest for quality is maintained.
- 101.8 Since the task of monitoring and supervision is a mammoth one requiring considerable efforts on a continuous basis, as many as 43 professional institutions have been selected for this purpose. States with 25 districts or less may have a single institution, up to 50 districts two institutions and more than 50 districts three institutions. For States having more than two institutions attached to them, one of the institutions would be made the lead institution, which would be primarily responsible for collating data for the entire State and computing various indicators for the purpose. These institutions have been allocated individual States with whom they will develop long-term partnership. They would not only carry out the task of supervision and monitoring but also act as partners of the States in the implementation of the programme. The selected institutions would carry out the following tasks on a quarterly basis:
- (a) Get reports on the implementation of the approved plan every quarter and send a consolidated report to Government of India / State Government.
  - (b) Get reports on progress made in achievement of some key outcome indicators like enrolment, out-of-school-children, access to access-less habitations, etc. every quarter and send a consolidated report to Government of India / State Government.
  - (c) Make a quarterly visit to select districts and make an assessment of the following:
    - (i) Effectiveness of community level monitoring and functioning of local level institutions such as VEC/SMC/PTA at the village level and BLEC/BRC/CRC at the Block / Cluster level.
    - (ii) Verify reliability of data being sent under PMIS and EMIS through test checks.

- (iii) Ensure the functioning of the EMIS so as to ensure that the EMIS data is collected on the record date of 30<sup>th</sup> September and report sent to the State level within a month's time.
- (iv) Monitor progress made on areas of concern highlighted by the supervision missions.
- (d) For the quarter ending 31<sup>st</sup> March, an assessment would have to be made for the quarter and the entire year. For other quarters, assessment up to the year along with the quarterly report would need to be provided.
- (e) Calculate the specified monitoring indicators of SSA such as GER, NER, out-of-school children, drop-out rate, completion rate, transition rate, repetition rate, etc. at the end of the year.
- (f) In case of States having two or more institutions attached, it would be the responsibility of the lead institution to consolidate the reports at the State level and arrive at the entire picture in the State on all the parameters listed above. The other institutions attached to the State would send reports not only to the GOI/State Government but also to the lead institution of the State.

101.9 At the national level the coordination of the institutions would be done by the national institutions like NUEPA and NCERT. The States would be divided between them and follow up with the respective States would be done by these two institutions. In order to combine the data received from the States to arrive at a common national level picture, NUEPA would be the designated nodal agency and would liaise with NCERT to get details from all the States.

101.10 **Supervision and Monitoring by Panchayati Raj Institutions** – PRI will provide supervision and monitoring over the village/school based bodies through whom SSA is being implemented at grass root level, as per the following provisions:

- (i) There should be a Standing Committee or a sub-Committee for education under the Gram Panchayat (GP), which would be the nodal body for all matters relating to elementary education.
- (ii) That the school wise or village wise Committees responsible for elementary education/SSA should be linked with the Sub-Committee of the GP in-charge of Education, as in (i) above, so that overall supervision of PRIs is there over the elementary education/SSA programmes.
- (iii) That all tiers of the PRIs (village, block and district) should be given roles of supervision over the elementary education programmes/SSA. This can be done by State Governments by defining the roles of Sub-Committee on Education of the GP; the Block Level Education Committee and the Education Sub-Committee of the Zilla Parishad.

101.11 **Monitoring of programme implementation** - A District Level Committee comprising public representatives would be constituted to monitor the implementation of the SSA programme in that district as per the following provisions:

- (a) **Composition of the District Level Committee:**
- (i) All Members of Parliament, Members of the State Legislature and members of the Zilla Parishad (wherever duly constituted), elected from that district/and/or urban bodies (duly constituted) as applicable.
  - (ii) The District Magistrate/ Collector/ Deputy Commissioner/ Chief Executive Officer of the Zilla Parishad/Urban local body, will be the Member-Secretary.
  - (iii) District Education Officer in-Charge of SSA.
  - (iv) District Officers in-charge of Drinking Water Mission/Total Sanitation Programme/ICDS programme/Panchyati Raj/Labour/ Handicapped Welfare/Social Welfare/Minority Welfare etc.
  - (v) Two NGO's working on elementary education for SSA in the area, to be nominated by the District Magistrate/ Collector/ Dy. Commissioner/ CEO Zilla Parishad.

The senior-most Member of Parliament present in the meeting will chair the Committee on the day it meets.

- (b) **Terms of Reference of the District Level Committee**
- (i) The Committee will be appraised of the progress of the SSA implementation in the district, both in terms of key targets and achievements thereof, and also on outcome indicators, inter-alia, enrolment, dropout, learning achievement levels of students etc.
  - (ii) Suggestions of the members may be taken into consideration, within the parameters of the SSA guidelines and framework of implementation and the approved Annual Work Plan & Budgets of the district, for improving SSA implementation at the local level.
  - (iii) The Committee may also examine the synergy and convergence of other related Government Departments in improving school infrastructure and other support services for benefit of children in the 6-14 years age group.
  - (iv) The Committee will meet once a quarter.

## **102 Concurrent Financial Review and Monitoring by Government of India**

- 102.1 The implementing agencies at all level are required to keep proper accounts of the funds received by them and the expenditure incurred from these funds. They must also ensure that the expenditure is incurred for the purpose for which it was sanctioned and it is covered by relevant financial regulations / rules. In order to ensure that the accounts are kept properly and the funds are utilized for the purpose for which they were sanctioned, a concurrent financial review and monitoring shall be carried out by Government of India at periodic intervals.
- 102.2 The accounts of the State Implementing Society shall open to inspection by Government of India/State Government and the audit party deputed by them.
- 102.3 Government of India has recently hired the services of the Institute of Public Auditors of India to undertake a pilot study on monitoring the financial aspects

relating to Sarva Shiksha Abhiyan particularly, the utilisation of funds released to State Societies and the financing of various activities at the State, District and sub-district level. The Institute of Public Auditors of India has undertaken the pilot study in some States and the outcome of the study is encouraging. There is now a further engagement with the same Institute for undertaking concurrent monitoring of financial management and procurement of sample States on a year to year basis, and the Government of India may engage other similar organizations from time to time for such concurrent review and monitoring.

- 102.4 The State may also consider the engagement of similar credible organizations or firms of Chartered Accountants to undertake internal audit of their accounts. The Terms of Reference for such an internal audit shall be in the format given in **Annex XV**.

### **103. Indicators for Financial Management Checks by Government of India**

- 103.1 Government of India will monitor financial management issues of the SSA States on a quarterly basis. The indices which will be monitored can be seen in **Annex-XVI** and will determine the capacity building and support extended by the Government of India to the States concerned. The strengthened financial monitoring unit of the Technical Support Group will assist the EE Bureau for this purpose. The review will include SPOs and particularly the Finance office of the State Implementing Society.
- 103.2 **Expenditure** : The expenditure against approved AWP&B will be monitored on a quarterly basis. For this purpose, the information sought in **Annex-IX** should be sent to Government of India on a quarterly basis immediately after the close of each quarter.
- 103.3 **Funds Flow** : The receipt of funds from various sources and their subsequent releases to district level and sub-district level will be monitored on a half yearly basis. The information in the Statement given in **Annex-XVI** should be furnished to Government of India immediately after the close of each half-year.
- 103.4 **Advances** : The details of advances of more than Rs. 1 lakh remaining unutilized for more than 12 months at district level including DPO level and sub-district level will be monitored on a half yearly basis. The details of such advances as given in **Annex-XVI** should be furnished to Government of India immediately after the close of each half-year.
- 103.5 **Staff for Financial Management** : The position of financial management staff at State and district level will be monitored on a half yearly basis. The position of staff in the Statement given in **Annex-XVI** should be furnished to Government of India immediately after the close of each half-year.
- 103.6 **Training Programme for Financial Management Staff** : Initial training and orientation training on financial management covering planning, budgeting, accounting, procurement, internal audit etc. under SSA should be given to all financial management staff at periodic intervals. In order to monitor the position, the information given in **Annex-XVI** should be furnished to

Government of India on a half yearly basis immediately after the close of each half-year.

- 103.7 **External Audit :** It is mandatory to conduct an external audit of the accounts of the Societies on an annual basis. In order to monitor the progress of audit, the information given in **Annex-XVI** should be furnished to Government of India on a half yearly basis immediately after the close of each half-year.

#### **104. Internal Audit**

- 104.1 Internal Audit is a control that functions by examining and evaluating the adequacy and effectiveness of other controls throughout the organisation. The internal audit activities should include all payment audit as well as independent appraisals of the financial, operational and control activities of the programme. The responsibilities of the internal auditor should include reporting on the adequacy of internal controls, the accuracy and propriety of transactions, the extent to which assets are accounted for and safeguarded, and the level of compliance with SSA financial norms and State Government procedures.
- 104.2 The system of financial monitoring would also be important in developing demystified community based approaches that allow for social audit. All financial monitoring has to work within a system of social monitoring with full transparency. Joint training programmes for auditors, community leaders, teachers etc. to understand and appreciate the context of universal elementary education would be taken up under the Sarva Shiksha Abhiyan.
- 104.3 The State Implementing Society should introduce proper internal audit system and strengthen internal checks and the in-house internal audit system to ensure proper utilization of funds approved in the AWP&B.
- 104.4 In States where an in-house internal audit team is not available, qualified Chartered Accountants firm may be engaged for carrying out internal audit also as per the TOR provided in **Annex XV**.
- 104.5 The internal audit of District Project Offices and sub district units selected on a percentage basis should be conducted so as to cover all districts and sub-district units at least once in 3 years. It should be ensured in the internal audit that the prescribed accounting system including regular bank reconciliation is strictly followed by all.
- 104.6 The monthly expenditure Statement submitted by the districts indicating the approved budget provision and expenditure during the month, cumulative expenditure against the activity / sub-activity during the year should be reviewed in the internal audit.
- 104.7 The procurement procedure adopted for civil works, goods and consultancy services should be reviewed by the internal auditors and it should be ensured that correct procedure has been followed for each procurement.

- 104.8 It should be ensured that the records of all procurement, agreements, work/purchase orders, invoices, receipts, stock registers etc are properly maintained, duly linked and retained.
- 104.9 Discrepancies noticed in the internal audit should be reported to the State Project Director for taking necessary remedial measures. Records of all internal audit objections should be kept in the Internal Audit Unit and pursued to finality.
- 104.10 The report of the internal audit shall also be placed before the Executive Committee.

**105. Audit of VECs/School bodies**

- 105.1. All VEC's/School bodies through whom SSA funds are being disbursed, should be audited regularly as per the auditing arrangements prescribed in the acts/rules/regulations under which they have been set-up/constituted by the States/UT concerned.
- 105.2 The District Project Office of the SSA will keep a record of such audits and ensure compliance by such bodies.

## CHAPTER-VIII

### AUDITING

#### 106. Audit by the Chartered Account Firm

- 106.1 The State Implementing Society registered under the Societies Registration Act 1860 (21 of 1860) is responsible for the maintenance of proper accounts and other relevant records, as well as preparing annual accounts comprising the receipts and payments accounts and Statement of liabilities in such a form as may be prescribed by the Registrar of Societies in keeping with the Rules in force under the said Act. Accordingly, it is mandatory that a Chartered Accountant appointed for this purpose should audit the accounts of the Society annually and submit an annual audit report.
- 106.2 The State Society shall maintain proper accounts and other relevant records and prepare annual accounts comprising the receipts and payments account and Statement of liabilities in such form as may be prescribed by the Registrar of Societies of the State Government in keeping with the Rules in force under the Societies Registration Act, 1860 (21 of 1860), subject to the condition that in respect of grants from the Central Government, the directions of the Central Government shall be adhered to.
- 106.3 The State Project Director shall cause the annual accounts of the Society to be prepared immediately after the close of the financial year and after approval by the Executive Committee of the Society, shall have the accounts audited annually by a Chartered Accountant firm appointed with the approval of Executive Committee by **April** every year for the purpose in accordance with the provisions of the Societies Registration Act applicable to the State.
- 106.4 The CA firm for conducting the audit of SSA, NPEGEL and KGBV shall be selected from the C&AG/State AG's empanelled list. However, if there is no empanelled CA firm for a particular State/UT then the selection of auditing firms shall be with reference to the invitation of Expressions of Interest from Chartered Accountant firms in the format given in **Annex-XVII**. The CA firm should have a minimum of **five years experience** with sufficient staff to carry out the audit. On receipt of the Expression of Interest, three to six well qualified and experienced CA firms should be short listed for the issue of Letter of Invitation.
- 106.5 The Terms of Reference (TOR) in the format given in **Annex-XVIII**, indicating (a) programme background, (b) programme objectives, (c) scope of audit (d) financial Statement, (e) Statement of Expenditure (f) audit opinion, (g) management letter, (h) qualification and experience of the key personnel and (k) inputs provided by the SPD shall be prepared and sent to the prospective Chartered Accountant firm along with the Letter of Invitation.
- 106.6 States which have a large number of districts may engage more than one CA firm for conducting the annual audit. Such States should engage a lead CA firm at the State level to consolidate the various district audit reports and other accounting documents furnished by the CA firms from the districts and render a consolidated annual audit report and other connected accounting documents for the State SSA programme as a whole. The responsibilities and duties of

the lead CA firm at the State level would need to be specified, by suitable modifications in the Terms of Reference prescribed in **Annex-XVIII**, in order to safeguard the following: -

- (a) Review of the Audit Reports pertaining to the districts received from other CA firms and suggests modifications, if any.
- (b) Preparation of the consolidated annual audit report and management letter of the State as a whole based on the annual audit reports received from other CA firms and certification thereof.
- (c) Preparation of the consolidated Annual Financial Statement, Balance Sheet, Income and Expenditure Account, Receipt and Payment and certification thereof.
- (d) Certification of the consolidated annual Utilization Certificate for submission to Government of India.

106.7 At the commencement of the annual audit, all CA firms engaged in district-wise audits should be informed of the role of the lead auditors as above.

106.8 A properly constituted three member selection committee including the Chief Finance Officer of the SIS will evaluate the technical and financial proposals received from the CA firms and place its recommendations before the Executive Committee of State Implementing Society for final selection and approval.

106.9 The selected CA firm shall be engaged initially for a period of one year. If found suitable, the services of the CA firm may be extended on an annual basis for a maximum of further two years. In no case should a CA firm be entrusted with the external audit responsibility for a period exceeding three years. If not found suitable, a new CA firm shall be selected after following the selection procedure outlined in Para 104.8 afresh.

106.10 In order to facilitate timely audit, it should be ensured that the annual accounts of the Society for the previous year should be finalized by 30<sup>th</sup> June every year and made available to the CA firm.

106.11 The audit of the accounts will cover the State Society Office, all District Project Offices and sub-district units selected on a random basis, which should be of representative nature of the district. The Chartered Accountant firm should complete the audit by 31<sup>st</sup> August every year. The preliminary audit objection, if any, should be sent to the implementing agencies for their reply. The implementing agency should furnish replies to the audit objections immediately on receipt. In case the replies are found satisfactory, the audit objections will be treated as settled, otherwise the same would be included in the audit report.

106.12 The C.A firms' annual audit reports **to satisfy themselves that the accounts are true and fair to their best of knowledge** should be made available by **30<sup>th</sup> September every year.**

106.13 The audited accounts shall be communicated to the Executive Committee of the Society which shall submit a copy of the audit report along with its

observations to the State Government within 15 days from the receipt of the same.

106.14 The State Government would comment on the audit report received from the implementing society and forward it to Government of India for acceptance by **1<sup>st</sup> November every year.**

106.15 State Governments would also take action to place these documents in the State legislatures.

106.16 A Statement showing a schedule of fixed assets held by the Society at the end of the financial year should be sent to the Government of India and the State Government concerned in the form prescribed along with the Annual Statement of Accounts.

106.17 The Society should also furnish Utilization Certificate in the format given in **Annex-XIX** to the Government of India (Department of Elementary Education) along with the Annual Statement of Accounts. Funds released from Government of India and State Government during March should be accounted for in the same financial year on the basis of sanctions issued, even though these funds have actually been received in the next financial year. In order to make such adjustment, corrections are allowed in “March Supplementary Accounts”.

106.18 The Utilization Certificate must be prepared strictly on the basis of actual expenditure with opening and closing (cash and bank) balances as shown in the Receipts and Payments Account. The outstanding advances should not be included in the expenditure and the same be shown separately.

106.19 The certificate of actual utilization of grant (both recurring and non-recurring) for the purpose for which it was sanctioned shall be furnished by the State Society to the **Central/State government within nine months of the close of the financial year.**

#### **107. Audit by the Comptroller and Auditor General of India**

107.1 The accounts of the Society shall also be subject to the provisions of Comptroller and Auditor General of India (Duties, Powers and Conditions of Service) Act, 1971 as amended from time to time.

107.2 The Act also provides for a special audit / performance audit of Societies by Comptroller and Auditor General of India which would be undertaken as necessary.

#### **108. Annual Report with Audited Statement of Accounts.**

108.1 The Annual Report of the working of the Society and the work undertaken by it during the year together with consolidated Annual Financial Statement in the format given in **Annex-XX**, Balance Sheet in **Annex-XXI**, Income and Expenditure Account in **Annex-XXII**, Receipt and Payment Account in **Annex-XXIII** and Audited Accounts shall be approved by the Executive

Committee and furnished to Government of India and State Government and the members of the Society.

108.2 A copy of the Annual Report along with the audited accounts of the Society and the Auditors Report thereon shall be placed before the Governing Body at its Annual General Meeting.

108.3 The Annual Report along with the audited accounts of the Society and shall be furnished to Government of India within nine months of the close of the financial year for being placed before the Parliament.

#### **109. External Audit Calendar**

109.1 The following time table is prescribed for the external audit arrangements which should be strictly followed.

- |  |   |
|--|---|
| 1. Date of EC's approval for engagement of auditors      | Between Jan and March of every year.            |
| 2. Date of engaging CA firm                              | By April of every year at the outset.           |
| 3. Finalization of annual accounts for the previous year | By 30 <sup>th</sup> June of every year.         |
| 4. Progress on audit work                                | By 1 <sup>st</sup> July of every year           |
| 5. Submission of audit report to SPO                     | By 30 <sup>th</sup> September of every year     |
| 6. Approval of Annual Report and audited accounts        | By 15 <sup>th</sup> October of every year.      |
| 7. Despatch date to GOI                                  | <b>By 1<sup>st</sup> November of every year</b> |

#### **110. Pursuance of Audit objections**

110.1 In order to keep a watch over the settlement of audit objections included in the audit report of Statutory auditors and Accountant General (Audit), the Accounts Wing/Audit cell of the State Society will maintain a Register in the format given in **Annex-XXIV** setting apart separate folios for each DDO.

110.2 The progress made on the settlement of audit objections outstanding will be reviewed by the SPD on a monthly basis and appropriate further action taken to ensure their speedy settlement.

110.3 The reported compliance with the objections made by the DDOs should be verified at the time of next audit by the concerned auditors.

110.4 The Register will also be produced to the auditor for verification of settlement of the objections raised.

110.5 Audit observation/objection compliance will be reported to Government of India by the State Implementing Society regularly on a quarterly basis in the format given in **Annex. XXV**.

## CHAPTER-IX

### PROCUREMENT PROCEDURE

#### 111. Procurement in SSA

- 111.1 The implementation of the national programme of Sarva Shiksha Abhiyan (SSA) entails procurement of textbooks, teaching learning equipment, teaching learning materials, furniture, school equipment, materials required for teacher's training, office equipment, computers and their accessories, improvement of school facilities, construction of primary and upper primary school buildings, KGBV buildings, additional class rooms, toilets, drinking water facilities, boundary walls, separation walls, electrification, construction of BRCs/CRCs, maintenance and repair of school buildings, construction of SIEMAT, hiring of experts for specific tasks etc. It is mandatory to follow the procurement procedure prescribed in this Manual for all the procurement under the SSA scheme (including NPEGEL and KGBV). The States may follow the financial ceiling prescribed by each State for various methods of procurement. MHRD may prescribe financial ceilings for different methods of procurement from time to time. In such cases, the financial ceilings prescribed by MHRD shall prevail and should be adhered to.
- 111.2 The responsibility for the implementation of SSA rests with the State Implementing Societies, and therefore the award and administration of contracts under the SSA rests with these implementing Societies. It should be ensured that the SSA funds are used only for the purposes for which they are granted, with due attention to considerations of economy and efficiency and without regard to political or other non-economic influences or considerations.
- 111.3 While resorting to procurement under SSA, the following points should be kept in mind by the programme implementing authorities.
- (a) Specific budget provision should be available for meeting the expenditure in the financial year in which it is to be incurred.
  - (b) Bulk requirement of stores for State Society office and district level offices should be assessed at the beginning of the financial year and action for procurement should be initiated in accordance with the purchase procedure applicable under SSA. Purchase of office equipment and furniture should be in economic lots keeping in view the annual requirements.
  - (c) Miscellaneous items of stores not covered by bulk requirement may be purchased according to the actual requirement at different points of time during the financial year provided the value of stores so purchased is small and expenditure is met from within the sanctioned budget.
  - (d) Purchases must be made to the best advantage of the programme after comparison of competitive prices.

## **112. Levels of procurement**

112.1 In SSA, goods, works and services required for the implementation of the programme will be procured at (a) school/community level, (b) CRC/BRC level, (c) district level, and (d) State level. The procurement procedures as laid down in the State Government Rules or the Panchayati Raj Institutions Rules as applicable at each level shall be normally followed for the procurement of civil works, goods and services in SSA. All civil works except the construction of BRCs and SIEMAT will be carried out through the community. The State Implementing Society shall delegate powers of procurement to districts and sub-districts indicating the limits of financial powers and the items to be procured.

112.2 The various levels and items normally procured are given below. The items mentioned against each are indicative and the implementing agencies may procure any items keeping in view the financial norms prescribed under SSA/NPEGEL/KGBV: -

### **112.2.1 School / community/KGBV level**

- (a) All funds to be used for up-gradation, repair and maintenance of schools, school grant, teaching learning equipment, NPEGEL and KGBV activities and local management should be transferred to VECs/school/KGBV management committees/Gram Panchayat or any other village/school level arrangement for decentralisation adopted by that particular State/UT. The village/school-based body may make a resolution regarding the best way of procurement. The involvement of community in the procurement process not only creates a sense of ownership among the stakeholders but also achieves transparency in procurement.
- (b) Procurement rules for VEC's/SMC's/GP's shall be either as per the financial rules of PRI institutions or as determined otherwise by the State Implementing Societies whichever is applicable.

### **112.2.2 School/KGBV related items to be procured:**

- (i) All civil works, except buildings for BRCs, SIEMAT, Hostels in Government upper primary schools and KGBV buildings.
- (ii) Furniture to Government upper primary schools. Procurement of furniture to be done by VEC/SDMC/equivalent bodies for rural/urban areas.
- (iii) Teaching Learning Material from the teacher's grant.
- (iv) School equipment and other items for the improvement of schools from the school grant.
- (v) Maintenance of school buildings from the maintenance grant.
- (vi) Repair of school buildings from the repair grant.
- (vii) Teaching and Learning Equipment for new primary schools and upper primary schools (new, upgraded and existing uncovered UPS). This will be as per local specific context and requirement/need to be determined by the teachers /school committee. States to disseminate an indicative list of basic school

requirement, with scope for local contextualization, after approval of State SSA Executive Committee. Involvement of teachers and parents necessary in TLE selection and procurement. VEC/School-Village level appropriate body to decide on best mode of procurement. TLE fund cannot be pooled at cluster/block/district/State level for purchase. Provision for teacher and class rooms.

- (viii) Materials required for research and evaluation from the REMS grant.
- (ix) Additional teaching learning materials and other items required under Learning Enhancement Programme (LEP).
- (x) Items required for KGBV.

### **112.2.3 EGS/AIE related items**

- (i) TLM for learners and educational volunteers, contingency etc. required for running EGS / AIE Centres.

### **112.2.4 CRC / BRC level**

- (a) The experience in the implementation of DPEP and other similar projects in various States show that the major share of the expenditure takes place at these levels in a decentralised system. Hence, there is a need to formulate rules to regulate financial and procurement procedure. Procedures have already been formulated and published in States like Assam, Maharashtra, Uttar Pradesh etc. Other States should also publish the same for operation of BRCs/CRCs.

#### **(b) Items to be procured:**

- (i) Furniture/equipment/computer etc. from the furniture grant of BRC and CRC.
- (ii) Office contingencies from the contingencies grant of BRC and CRC.
- (iii) Teaching Learning Material from the TLM grant of BRC and CRC. This grant may also be used for procurement of library books for BRCs and CRCs.
- (iv) Teacher Training and other workshops from the teacher training grant.
- (v) Community Training for community leader.
- (vi) Civil works for construction of BRC/CRC.
- (vii) Printing work
- (viii) Materials required for research and evaluation from the REMS grant.

### **112.2.5 District Level**

#### **(a) Items to be procured:**

- (i) Office equipment for DPO
- (ii) Office furniture for DPO

- (iii) Textbooks/other books/supplementary materials.
- (iv) Computers and accessories.
- (v) Aids and appliances and other requirements for disabled children.
- (vi) Office contingencies
- (vii) Hiring of vehicles
- (viii) Maintenance of equipment and vehicles
- (ix) District level training and workshops
- (x) Printing work
- (xi) Materials required for research and evaluation from REMS grant.
- (xii) ECCE Kit under innovative activity
- (xiii) Educational Kits for girls under innovative activities.
- (xiv) Additional teaching learning materials and other items required under Learning Enhancement Programme (LEP).
- (xv) Civil works construction of hostel in existing Government upper primary schools and KGBV buildings.

- (b) The procurement rules and delegation of financial powers as laid down by SIS will be operated by the District Programme Officer.

#### **112.2.6 State Level**

##### **(a) Items to be procured:**

- (i) Textbooks
- (ii) Computers and its accessories
- (iii) Office equipment for SPO
- (iv) Office furniture for SPO
- (v) Equipment for distance education from the management cost
- (vi) Aids and appliances and other requirements for disabled children.
- (vii) Office contingencies
- (viii) Hiring of vehicles
- (ix) Maintenance of equipment and vehicles
- (x) State level training and workshops
- (xi) Printing work
- (xii) Engagement of consultancy firms (service contract)
- (xiii) Engagement of Auditors for external and internal audit
- (xiv) Engagement of experts/resource persons
- (xv) Engagement of NGOs
- (xvi) Materials required for research and evaluation from REMS grant.
- (xvii) Additional teaching learning materials and other items required under Learning Enhancement Programme (LEP).

- (b) The procurement procedure and financial delegation of powers will operate as laid down by the SIS for State level purchases.

### **112.2.7 National Level**

#### **(a) Items to be procured:**

- (i) Training, capacity building and technical support from national apex level institutions
- (ii) Training, capacity building and technical support through consultants, NGOs, academic institutions and social science institutions
- (iii) Support services for research studies and evaluations
- (iv) Special audit through Chartered Accountant and other expert firms.
- (v) Support services for financial management and procurement.
- (vi) Support services for planning, monitoring, appraisal and supervision
- (vii) Support services for civil works, pedagogy, alternative schooling, gender, IED, awareness generation, media, documentation and dissemination of good practices.

(b) Procurement procedures as prescribed by Government of India will be followed for procurement at national level.

112.3 The procurement procedure Stated above may vary from State to State as per the State procedure.

### **113. Procurement Plan**

- (a) The preparation of a procurement plan is an essential requirement.
- (b) The procurement plan covering civil works, equipment, goods, vehicles and consultancy services and resource support shall be prepared on a firm basis for first year of the programme, and on a tentative basis for the subsequent years.
- (c) Procurement plan shall be prepared every year by the State / UT, within one month of the approval of the AWP&B by the PAB of SSA. This will facilitate proper monitoring and execution of the procurement plan.
- (d) The procurement plan shall be uploaded in the States' SSA website and intimation sent to the EE Bureau, GOI every year.
- (e) The procurement plan schedule shall be prepared contract wise.
- (f) The method of procurement shall be based on the value of the contract.
- (g) The limit applicable to the particular procurement procedure shall be strictly adhered to.
- (h) In case the procurement activity could not be completed in a year as per the plan and the same is to be carried over to the next year, a

reference to this effect should be made to the EE Bureau, GOI stating the reasons for not procuring the items in the particular year. It should also be mentioned to the Bureau that except for the carry forward of the procurement, all other procedures remain unchanged.

- (i) It shall be ensured that the procurement is based on actual requirements.

**114. The methods of procurement suggested under SSA are: -**

114.1 The methods of procurement normally followed in SSA are:

- (a) Open tenders,
- (b) Limited tenders,
- (c) Single tenders,
- (d) Without tenders, and
- (e) Civil works by community participation

**115. Open Tenders**

115.1 Civil works for the construction of BRCs, Hostel in existing Government upper primary schools, KGBV buildings and SIEMAT and also goods could be procured under contracts awarded in accordance with the procedures prescribed under open tenders.

115.2 Open Tender is the competitive bidding procedure normally used for public procurement in the country and may be the most efficient and economic way of procuring goods or works, by their nature or scope. The procedures shall provide for adequate competition in order to ensure reasonable prices, and methods used in the evaluation of tenders and the award of contracts shall be made known to all bidders and not be applied arbitrarily.

115.3 Steps: Various steps involved in procurement under open tender procedure are given below: -

- (a) Notification / Advertising,
- (b) Issue of tender documents,
- (c) Submission of tender documents,
- (d) Public opening of tender,
- (e) Evaluation,
- (f) Selection of lowest evaluated responsive tender based on post qualification,
- (g) Negotiation with L-I (if necessary)
- (h) Contract award, and
- (i) Contract performance

115.4 Notification / Advertising: Timely notification of bidding opportunities is essential in competitive bidding: -

- (a) Invitation to bid shall be published in newspapers and at least in one national English daily, if value is more than Rs. 20 lakhs.

- (b) If it is noted in the invitation for tender that Earnest Money is to be deposited by the supplier / contractor, the bid of a supplier / contractor not complying with this requirement shall be rejected. In the case of deposit of Earnest Money, the existing State's procedure may be followed. However, it is desirable that a level playing field be created in this regard.
- (c) In a package the Earnest Money is indicated taking into account all the items. This cannot be changed later on. Once it is decided that the contract is for a package, the Earnest Money for that package is to be indicated and the same cannot be changed according to each item.
- (d) The last date for receipt of tender shall be the day following the date for close of the sale of tender documents.
- (e) Tendering period shall usually not be less than 30 days from the date of start of sale of tender documents.

115.5 Tender Documents: Standard State Government's tender documents should be used. The sale of tender document should begin only after the publication of notification for tender in newspaper. The tender documents shall furnish all information necessary for a prospective bidder to prepare a tender for the goods and works to be provided. The basis for tender evaluation and selection of the lowest evaluated tender shall be clearly outlined in the instructions to tenders and/or the specifications. Tender documents should be made available to all who seek them, regardless of registration status and they should be allowed to bid.

115.6 Technical Specifications: Technical specifications, bill of quantities and civil drawings should be prepared before tendering. Specifications for the articles to be procured should be drawn up in every case with clarity. No deviations from the specifications after opening of tender should be allowed.

115.7 Validity of tender: Bidders shall be required to submit tender valid for the period specified in the tender documents. Normally, the bid validity period shall not exceed 90 days.

115.8 Earnest Money: The Earnest Money of normally 2% of the estimated cost shall be the appropriate amount which should be indicated in fixed amount. The earnest money shall be in the form of a demand draft/banker's cheque/bank guarantee from any nationalised or scheduled bank, which should be valid up to at least 45 days beyond the validity period of the tender. The earnest money of unsuccessful bidders shall be refunded soon after the final acceptance of tenders. The earnest money shall be forfeited in the event of withdrawal of the tender once submitted or in the case of a successful bidder who fails to execute necessary agreement within the period specified.

115.9 Clarity of Tender Documents: Tender documents shall set forth clearly and precisely the work to be carried out, the location of the work, the goods to be supplied, the place of delivery or installation, the schedule for delivery or completion, minimum performance requirements, and the warranty and maintenance requirements and the method of evaluation.

- 115.10 Pre bid conference: A pre-bid conference may be arranged wherein potential bidders may meet with the representatives of the implementing authority to seek clarifications. Copy of minutes of the pre-bid conference should be furnished to the bidders who had already purchased the bid documents and also along with the bid document to the parties purchasing the document subsequent to the pre-bid conference.
- 115.11 Standards and Technical Specifications: As far as possible, the implementing agency shall specify the generally accepted standards of technical specifications. Unbiased technical specification shall be prepared with no mention of brand names and catalogue numbers.
- 115.12 Tender documents should State clearly whether the bid prices will be fixed or price adjustments will be made to reflect any changes in major cost components of the contract.
- 115.13 Terms and Methods of Payment: Payment terms shall be in accordance with the practices applicable to the specific goods and works. Tender documents should specify the payment method and terms offered.
- 115.14 Conditions of Contract: The contract documents shall clearly define the scope of work to be performed, the goods to be supplied, the rights and obligations of the implementing agency and of the Supplier or Contractor, and the functions and authority of the engineer, architect, or construction manager, if one is employed by the implementing agency, in the supervision and administration of the contract.
- 115.15 Security Deposit: Tender documents for works and goods shall require security in an amount sufficient to protect the implementing agency in case of breach of contract by the Contractor. This shall be in the form of a bank guarantee or any other instrument and amount specified in the tender document. The amount of performance guarantee shall normally be 5% of contract price (valid till at least 30 days from the date of expiry of defect liability period).
- 115.16 The security deposit shall normally be refunded within one month of the completion of supply of goods/works. It will, however, be refunded on the expiry of guarantee/warranty/maintenance period where there is a condition of such guarantee/warranty/maintenance.
- 115.17 The security deposit shall be forfeited in case any terms and conditions of the contract are infringed or the bidder fails to make complete supply satisfactorily or complete the work in time.
- 115.18 Retention Money: In contracts for works normally 5% of contract price shall be recovered towards retention money. 50% of such retention money shall be retained till completion of the works and 50% shall be retained till the end of defects liability or maintenance period.
- 115.19 Liquidated Damages: Provisions for liquidated damages shall be included in the conditions of contract when delays in the delivery of goods, completion

of works or failure of the goods or works to meet performance requirements would result in extra cost, or loss of revenue or loss of other benefits to the implementing agency.

- 115.20 Tender Opening: The time for the tender opening should be the same as the deadline for receipt of tenders or promptly thereafter.
- 115.21 Tenders shall be opened in public, that is, bidders or their representatives shall be allowed to be present.
- 115.22 All tenders received should be opened and the name of the bidder and total amount of each bid shall be read out at the time of bid opening.
- 115.23 No bid should be rejected at bid opening except late tenders, which shall be returned unopened to the bidder.
- 115.24 Minutes of bid opening must be prepared.
- 115.25 Confidentiality: After the public opening of tenders, information relating to the examination, clarification, and evaluation of tenders and recommendations concerning awards shall not be disclosed to bidders or other persons not officially concerned with this process until the successful bidder is notified of the award.
- 115.26 Examination of Tenders
  - (a) The implementing agency shall ascertain whether the tenders
    - (i) meet the eligibility requirements specified,
    - (ii) have been properly signed,
    - (iii) are accompanied by the required securities and are valid for the period specified in the tender document,
    - (iv) are substantially responsive to the tender documents, and
    - (v) are otherwise generally in order.
  - (b) If a bid is not substantially responsive, that is, it contains material deviations from or reservations to the terms, conditions, and specifications in the tender documents, it shall not be considered further. The bidder shall not be permitted to correct or withdraw material deviations or reservations once tenders have been opened.
- 115.27 Tender Evaluation and Comparison
  - (a) The purpose of tender evaluation is to determine the cost to the implementing agency of each tender in a manner that permits a comparison on the basis of its evaluated cost. The tender with the lowest evaluated cost, but not necessarily the lowest submitted price, shall be selected for award.
  - (b) The bid price read out at the bid opening shall be adjusted to correct any arithmetical errors for the purpose of evaluation.

- (c) Evaluation of tenders should be made strictly in terms of the provisions in the tender documents to ensure commercial and technical aspects.
  - (d) Any **conditional discounts** offered by the bidder shall not be taken into account for evaluation
  - (e) The implementing agency shall prepare a detailed report on the evaluation and comparison of tenders setting forth the specific reasons on which the recommendation is based for the award of the contract.
- 115.28 **Negotiation after tenders should ordinarily be discouraged.** It may, however, be undertaken only with the lowest evaluated responsive bidder (L-I) as per the State's procurement procedure.
- 115.29 The Accepting Authority shall have full powers to undertake negotiation. Detailed reasons and results of negotiations shall be recorded in the proceedings.
- 115.30 The lowest evaluated responsive bidder shall be informed in writing to attend the negotiation proceedings in the appointed time before the Accepting Authority. While fixing the date for negotiation, it should be ensured that sufficient time is allowed for the bidder to attend the same.
- 115.31 This procedure should be used in exceptional cases only. In case the rates even after negotiation are very high, fresh tenders should be invited.
- 115.32 Extension of Validity of Tenders: An extension of bid validity, if justified by exceptional circumstances, shall be requested in writing from all bidders, (of valid tenders only) before the expiration date only with the prior approval of the Accepting Authority. Bidders shall have the right to refuse to grant such an extension without forfeiting their Earnest Money, but those who are willing to extend the validity of their bid shall be required to provide a suitable extension of Earnest Money.
- 115.33 Post-qualification of Bidders: If bidders have not been pre-qualified, the implementing agency shall determine whether the bidder whose bid has been determined to offer the lowest evaluated cost has the capability and resources to effectively carry out the contract as offered in the bid. The criteria to be met shall be set out in the tender documents, and if the bidder does not meet them, the bid shall be rejected. In such an event, the implementing agency shall make a similar determination for the next-lowest evaluated bidder.
- 115.34 Award of Contract:
- (a) Implementing agency shall award the contract, within the period of the validity of tenders, to the bidder who meets the appropriate standards of capability and resources and whose bid has been determined (i) to be substantially responsive to the tender documents and (ii) to offer the lowest evaluated cost.

- (b) Single offers received in response to a call for open tenders should also be considered for award if it is determined that publicity was adequate, bid specifications / conditions were not restrictive or unclear and bid prices are considered reasonable.

## **116. Repeat Orders**

- 116.1 Purchases under **open tender** method may be increased over the quantity originally ordered as per the prevailing State procedure by repeat orders after recording reasons, provided that such orders shall not be given after a period exceeding one month from the date of the expiry of last supply made and also subject to the condition that prices have since not reduced and purchases were not made on urgent basis.

## **117. Rejection of All Tenders**

- (a) Tender documents usually provide that implementing agency may reject all tenders. Rejection of all tenders is justified when there is lack of effective competition, or tenders are not substantially responsive. However, lack of competition shall not be determined solely on the basis of the number of bidders. If all tenders are rejected, the implementing agency shall review the causes justifying the rejection and consider making revisions to the conditions of contract, design and specifications, scope of the contract, or a combination of these, before inviting new tenders.
- (b) If the rejection of all tenders is due to lack of competition, wider advertising shall be considered. If the rejection is due to most or all of the tenders being non-responsive, new tenders may be invited.
- (c) Rejection of all tenders and re-inviting new tenders, irrespective of value, shall be referred to the **competent authority for approval**.

## **118. Limited Tender**

- (a) Goods including books, teaching learning materials, school equipment hiring of vehicles and operation and maintenance of equipment estimated to cost upto the financial ceiling prevailing in States or less per contract may be procured under contracts awarded under the Limited Tender system.
- (b) Limited Tender is a procurement method based on comparing price quotations obtained from several suppliers, usually at least three to ensure competitive prices. As far as possible, **Limited Tender enquiries will be issued to those firms, which are borne on the list of approved contractors/suppliers**.
- (c) The requests for quotations shall be made indicating the description, specification, and quantity of the goods, as well as desired delivery time and place. Quotations shall also be obtained by telex or facsimile. The evaluation shall follow sound public or private sector practices. The terms of the accepted offer shall be incorporated in a purchase order.

### 118.1 Steps to be followed for Limited Tender Procurement

- (a) Identifying items for purchase,
- (b) Laying down specifications for the items identified,
- (c) Estimating total numbers and costs of items identified based on approximate unit costs,
- (d) Identifying likely agencies from whom quotations can be invited (minimum three, but 8-10 agencies would ensure more competitive rates),
- (e) Obtaining approvals of competent authority for items to be purchased along with specifications, estimated costs and agencies from whom quotations should be invited,
- (f) Issuing letters of invitation based on approvals,
- (g) Processing quotations received, obtaining orders of competent authority for placing of orders for supply,
- (h) Issuing letters placing orders for supply, specifying period in which the delivery is to be completed,
- (i) Ensuring inspection of items at the point of production (before delivery) for proper quality control. The inspection is required to be undertaken by a group constituted by the implementing agency,
- (j) Ensuring timely supply of items, and
- (k) Making payments after delivery in satisfactory condition.

### 119. Single Tender

- (a) The Single Tender system may be adopted in case of articles which are specifically certified as of proprietary nature or in cases where only a particular firm is the manufacturer of the articles demanded. Goods including books, teaching materials, school facility improvement, hiring of vehicles and operation and maintenance of equipment etc may be procured under contracts awarded under the single tender system.
- (b) The single tender system without competition shall be an appropriate method under the following circumstances:
  - (i) Extension of existing contracts for goods awarded with the prescribed procedures, justifiable on economic grounds,
  - (ii) Standardisation of equipment or spare parts to be compatible with existing equipment may justify additional purchases from the original supplier,

- (iii) The required item is proprietary and obtainable only from one source,
  - (iv) Need for early delivery to avoid costly delays, and
  - (v) In exceptional cases, such as in response to natural disasters.
- (c) Rate contracts of Directorate General of Supplies and Disposals (DGS & D) and of the State Governments shall also be an appropriate method under Single Tender system.

## **120. Procurement without tender**

- 120.1 Purchase of articles or group of articles estimated to cost less than the financial ceiling prevailing in the State on each occasion may be made without inviting tenders/quotations, provided this does not involve any splitting of purchases.

## **121. Procurement through communities**

- 121.1 In SSA, it is mandatory to carry out construction of all civil works except BRC, Hostel in existing Government upper primary schools, KGBV buildings and SIEMAT through community participation. In places where the community is in a position to construct BRC, Hostel and KGBV buildings, the same will also be entrusted to the community. School Management Committee/Village Education Committee/Gram Panchayat Committee on education shall carry out the civil works through a transparent system of account keeping. The State Implementation Society shall decide the committees to whom the civil works are to be entrusted.
- 121.2 The committee may carry out the work either directly or organizing the contribution of labour from the communities, or
- 121.3 The work can be executed under piece rate / unit rate systems with available local skilled workmen,
- 121.4 Purchase of materials is made as per abstract of materials, preferably with ISI certification mark where feasible and available,
- 121.5 SPD may provide simple procurement guidelines to these committees for the purchase of materials,
- 121.6 As the involvement of communities is of prime importance, the committee which is locally operating in the area has to be identified. In villages and small places only one committee need be identified by the Society, keeping in view the following: -
- (a) That the community should be involved actively in planning and implementation,
  - (b) Identification of who will procure the materials or goods used in works,

- (c) That goods / works will have to be executed as per the approved plans and specifications.
- (d) The name and designation of the Engineer who will do the technical supervision and certification during construction.
- (e) The details of stage payments to be made as indicated below, including the format of certificate to be issued at each stage by the Supervising Engineer confirming that the works up to the stage indicated have been executed in accordance with the approved plans and technical specifications.

**Suggested advance payments for construction work**

- Advance (mobilisation advance upon start up of the work and on reaching lintel level) : 75% of total cost
- Plastering and completion of work : 25% of the total cost
- School toilet and other repair works
- Advance (mobilisation advance upon start up of the work) : 75% of the total cost
- Plastering and completion of work : 25% of the total cost

**122. Method of procurement used for major items under SSA.**

**122.1 Textbooks**

- (a) Single tender system (Direct Contracting) from State Textbook Corporation, NCERT etc. or
- (b) Open Tender System for printing or purchase of textbooks as laid down by State Government.

**122.2 Computers (Hardware, Software and accessories)**

- (a) Most States have formulated policies on procurement and maintenance of computer system in the State. The State Implementing Society should follow these procedures for the procurement of computers and its accessories. The procurement procedure may be one of the following: -
  - (i) Limited Tender System – Tenders are obtained from the State approved list of vendors.
  - (ii) Procurement through State Electronic Corporations /IT Department/other State agencies provided they follow State Governments prescribed procedure.
  - (iii) Open Tender System
- (b) Technical Specification should be very clear with reference to the latest technology available in the market.
- (c) Purchase Committee should be formed in which an expert from the IT Department of the State should be a member.

- (d) An Evaluation Committee should carry out proper technical and commercial evaluation and a report prepared in this regard.

### **122.3 Printing work**

- (a) The printing work includes mainly printing of question papers, teacher's guide, newsletters, booklets, posters, training modules etc. For any printing work, the technical specification regarding the quality of paper for test and cover, size of the book/article, number of pages etc. should be specified while inviting tenders/quotations.
- (b) Depending on the value of the work involved, the method of procurement shall be one of the following: -
  - (i) Rate contract for printing approved by the State Government.
  - (ii) Limited Tender System – minimum three quotations should be obtained from the approved list of printers. The authenticity and credibility of the printer should be ascertained before giving the work orders.
  - (iii) Open Tender System

### **123. Service Contracts**

123.1 Service contracts in SSA may cover hiring of services, from house-keeping/security to construction of SIEMAT. It also includes academic, technical and resource support provided by institutions / organizations in all areas including research, evaluation, monitoring, supervision of civil works etc.

123.2 The main considerations governing the selection process shall be (a) the need for high quality services, (b) the need for economy and efficiency, and (c) the importance of transparency.

123.3 Selection Process: The selection process shall include the following steps:

- (a) preparation of the Terms of Reference (TOR) with detailed and clear scope and specification.
- (b) preparation of cost estimate and budget,
- (c) advertising,
- (d) preparation of the shortlist of consultants,
- (f) receipt of proposals,
- (e) formation of evaluation committee,
- (g) evaluation of technical and financial proposals, and
- (h) final discussions and award of the contract to the selected firm.

123.4 A well-defined Terms of Reference should be prepared specifying the services to be provided on the following lines: -

- (a) Background information,
- (b) A precise Statement of objectives,
- (c) An outline of the tasks to be carried out,
- (d) A time schedule for completion of tasks,
- (e) The support / inputs provided by the Client,

- (f) Composition of Review Committee (not more than three members) to monitor the works and procedures for
    - (i) Mid term review and Progress Reports
    - (ii) Review of the final draft report,
  - (h) List of key personnel whose CV and experience would be evaluated.
- 123.5 The Cost Estimates or Budget shall be based on the implementing authorities assessment of the resources needed to carry out the assignment, staff time, logistical support, and physical inputs (for example, vehicles and laboratory equipment). Costs shall be divided into two broad categories, (a) fee or remuneration, and (b) reimbursables.
- 123.6 Advertising (seeking Expression of Interest) shall be published in regional and national newspapers having wide circulation.
- 123.7 The expression of interest received shall be short-listed based on the relevant qualifications and experience specified in the advertisement.
- 123.8 Proposals from the short listed firms/institutions will be sought in two-envelope system i.e, technical proposal in one envelope and financial proposal in another envelope.
- 123.9 Evaluation committees separately for technical and financial evaluation shall be formed and this committee will evaluate the proposals received from the firms/institutions.
- 123.10 The evaluation of the proposals shall be carried out in two stages: first the quality, and then the cost. Evaluators of technical proposals shall not have access to the financial proposals until the technical evaluation is concluded. Technical evaluation will be carried out on the basis of the responsiveness to the TOR. The technical evaluation committee will prepare an evaluation report on the technical aspects of the proposal. The report shall substantiate the results of the evaluation and describe the relative strengths and weaknesses of the proposals. All records relating to the evaluation, such as individual mark sheets, shall be retained until completion of the programme and its audit. Financial proposals shall be opened only thereafter.
- 123.11 After the evaluation of quality is completed, the implementing agency shall notify those consultants whose proposals did not meet the minimum qualifying mark or were considered non responsive to the TOR, indicating that their financial proposals will be returned unopened after completing the selection process. The implementing agency shall simultaneously notify the consultants that have secured the minimum qualifying mark, and indicate the date and time set for opening the financial proposals. The opening date shall not be sooner than two weeks after the notification date. The evaluation committee on financial proposals shall open the financial proposal publicly in the presence of representatives of the firm/institution who choose to attend. The name of the firm/institute, the quality scores, and the proposed prices shall be read aloud and recorded when the financial proposals are opened. The implementing agency shall prepare the minutes of the public opening.

123.12 Final discussions will be held with the selected firm/institution on the following issues: -

- (a) The selected firm shall not be allowed to substitute key staff, unless both parties agree that undue delay in the selection process makes such substitution unavoidable or that such changes are critical to meet the objectives of the assignment.
- (b) Financial discussions shall include clarification of the firms/institutions tax liability, and how this tax liability shall be reflected in the contract.
- (c) In case these discussions fail to result in an acceptable contract, the programme implementing authorities shall terminate the process and invite the next ranked firm/institution for discussions, after informing the first firm/institution of the reasons for termination of the discussions. After the process is successfully completed, the implementing agency shall promptly notify other firms on the short list that they were unsuccessful.

#### **124. Rejection of All proposals, and Re-invitation**

124.1 The procedure prescribed for the procurement goods and works is equally applicable for service contract also.

#### **125. Non-Government Organizations (NGOs)**

125.1 The scope of services/specification of the work required shall be given in the advertisement or in the booklet published.

125.2 A well-defined terms of reference specifying the services to be provided on the lines specified for other services shall be prepared.

125.3 An evaluation committee formed shall short-list the NGOs on the basis of the specifications and scope of the work specified in the TOR.

125.4 The selection of NGOs in the shortlist should generally take into account, among others, the following criteria.

- (a) The NGOs should be having a proven track record on similar assignments
- (b) It should consist of an adequate number of experienced field staff conversant with the local culture and language, and the socio-economic dimensions of the beneficiary groups,
- (c) It should be registered as a society or have other corporate status,
- (d) It should have facilities to maintain separately, records and accounting and auditing of funds allocated for the assignment,
- (e) It should possess internal stability so as to assure long term support, and

- (f) It should not have been blacklisted by the Central Social Welfare Board (CSWB) or the Council for Advancement of People's Action & Rural Technology (CAPART).

125.5 The proposals for the engagement of the NGOs should initially be desk appraised by an evaluation committee formed for this purpose and if found suitable, be field appraised before selection.

125.6 The evaluation committee, if considered necessary, will carry out discussions with selected NGOs and thereafter recommend the names of the NGOs to the Grants-in-Aid Committee of SSA at State level.

125.7 The proposals from NGOs should be approved by the Grants-in-Aid Committee constituted in the State for approving NGOs under EGS/AIE scheme based on the report of evaluation committee on the desk and field appraisal.

## **126. Post review by Government of India**

126.1 EE Bureau shall cause a post review of the contracts awarded on procurement of goods, works and services by the programme implementing agencies in the States on a random basis. For this purpose, all documents relating to the award of contract should be retained by the project implementing agencies and made available to the review team of GOI.

## **127. Mis-procurement**

127.1 The goods, works and services that have not been procured in accordance with the prescribed procedures outlined in this manual or other State Government procurement procedures, as the case may be, shall be treated as mis-procurement. The expenditure incurred on such procurement shall not be eligible for financing from SSA funds.

## **128. Complaint handling mechanism**

128.1 In order to deal with complaints received from contractors / suppliers effectively, a complaint handling mechanism should be available at the national level as well as at State level, and immediate action initiated on receipt of complaints to redress grievances. All complaints should be dealt with at a level higher than that of the level at which the procurement process is being undertaken and the allegations made in the complaints should be thoroughly enquired into. If found correct, appropriate remedial measures should be taken by appropriate authorities.

128.2 In case any individual staff is found responsible, suitable disciplinary proceedings should be initiated against such staff under the Civil Service Conduct Rules at national level or the Classification, Control and Appeals Rules at the State level as the case may be. The receipt of any illegal gratification by staff should be considered as misconduct, and should result in disciplinary proceedings against such staff, in addition to penalties under the law.

128.3 The existing provisions under the law, the discipline and appeal rules and the powers of the Central Vigilance Commission should be strictly followed to deal with the complaints of contractors / suppliers.