

STUDY
ON
MONITORING THE FINANCIAL
ASPECTS RELATING TO SARVA
SHIKSHA ABHIYAN IN MADHYA
PRADESH

SPONSORED BY

MINISTRY OF HUMAN RESOURCE DEVELOPMENT
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PROFILE OF THE INSTITUTE OF PUBLIC AUDITORS OF INDIA

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

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

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

TERMS OF REFERENCE FOR STUDY

The Ministry of Human Resource Development (Department of Elementary Education and Literacy), New Delhi, assigned to the Institute of Public Auditors of India, New Delhi, the study on "Monitoring the Financial Aspects relating to Sarva Shiksha Abhiyan (SSA)" (17th March 2003) particularly the utilization of funds released to State Societies and the financing of various activities at the State, District and School Levels during 2002-03 and 2003-04.

SCOPE AND METHODOLOGY

The Institute carried out the study at 5 levels viz. State Secretariat, State Mission (Project) Office, District Project Office, Block/ Cluster Resource Centres and Village Schools. Separate study was done of DIET also in two test checked districts viz. Dewas and Satna. In all 53 schools were visited, 33 in Dewas and 20 in Satna where primary records were checked. Besides, the study team visited District Project Coordinator's Office, Head starts and Sankul Pracharyas of Higher Secondary Schools. Our methodology included interviews and interaction (on the basis of structured questionnaire) with Panchayat members, members of Parent and Teachers Associations and other villagers. Study Project Team leader had detailed discussions with the State Project Office, Bhopal, District Planning Coordinator, Dewas. A few village schools (Primary and Upper Primary) were also visited where extensive discussions with Head Masters, Panchs, Students and other members of Gram Panchayat and some members of PTA were held. At the State Secretariat level he had discussions with Principal Secretary, Basic and Elementary Education, besides the Project Implementation Director. The findings of study on the basis of above are contained and analyzed in the succeeding paragraphs.

CHAPTER-1

SSA MISSION IN MADHYA PRADESH

1. Introduction

"Sarva Shiksha Abhiyan" (SSA) was launched in 2000-01 (16th November, 2000) across the country as a centrally sponsored scheme with the primary objective of universalisation of elementary education through provision of community owned school system. The SSA is designed to subsume within itself all other major Governmental educational interventions. Existing schemes of Elementary Education of the department (excepting Mahila Samakhya), National Bal Bhawan and National Council of Teacher Education (NCTE) are to converge after IXth Five Year Plan in SSA. The National Programme for Nutritional Support to Primary Education (Mid-day meal) will remain a distinct intervention.

1.1 Objectives of SSA

The SSA is to provide useful and relevant elementary education to all children in the 6-14 age group by the year 2010. Other objectives of the SSA are to:

- Encompass all children in school, Education Guarantee Centers, Alternate Schools, "Back to School" camp by 2003.
- Enable all children to complete five years of primary schooling by 2007.
- Enable all children to complete eight years of elementary schooling by 2010.
- Foster effective involvement of Panchayati Raj Institutions, School Management Committees, Village and Urban Slum Level Education Committees, Parent Teacher Associations, Mother Teacher Associations and other grass-root level structures in the management of elementary education.
- Bridge all gender and social category gaps by 2007 and numerate retention by 2010.

1.2 Features of SSA

Basic features of SSA are:

- Institutional reforms in States.
- Sustainable financing partnership with States (IX Five Year Plan 85:15, Xth Five Year Plan 75:25 and there after 50:50).
- Community ownership of school based intervention through effective decentralization.
- Institutional capacity building for quality improvement.
- Community based approach to planning with habitation as a unit of planning.
- Focus on the human resource development needs of teachers.
- Preparation of district elementary education plans reclining all Governmental and non- Governmental investments.

1.3 Organizational set up/ Management structure

1.3.1 In Madhya Pradesh, Rajiv Gandhi Shiksha Mission was established on 11th November 1999 under the Societies Registration Act of 1860. It was initially set up as a Mission for primary education. It became a Mission in 1999 for Universalising Elementary Education (UEE) and was entrusted with the responsibility of developing, coordinating and implementing programmes for UEE. All programme supported by additional sources were placed with the Mission. The Mission, thus, is engaged in implementation of SSA with an overall State-wide perspective of UEE.

The Mission has a General Body with Chief Minister as Chairperson, Minister of School Education and Minister of Scheduled Castes, Scheduled Tribes & Backward Classes Welfare as Vice Chairperson, Mission Director as the Member Secretary, in all having 55 members comprising State Government officials, representatives of Government of India and others, as the General Body of the Mission.

1.3.2 There are 7 main committees under it, namely:

- (i) Executive Committee
- (ii) Programme Committee
- (iii) Finance Committee
- (iv) Purchase Committee
- (v) Appointment Committee
- (vi) Grievances Committee
- (vii) Grant-In-aid Committee

The setup of the three main Committees is as under:

| Executive Committee | Finance Committee | Programme Committee |
|---|--|---|
| Chairperson: Chief Secretary, Vice-Chairperson: Principal Secretary, School Education and the Mission Director is Member Secretary. 18 other members representing Government of Madhya Pradesh, Government of India and non-officials are also members. | Chairperson: Finance Secretary. In all it has 10 members with Manager (Finance) as Member Secretary. | Chairperson: Secretary School Education Department. In all it has 10 members with Mission Director as Member Secretary. |

1.3.3 Mission meetings

The meeting of the General Body is required to be held once a year. The last meeting was held on 28.03.2003. The Executive Committee shall meet every three months. However, after the last meeting held on 16.06.2003, no further meeting was held (upto June 2004).

1.3.4 State Mission

The State Mission Office is headed by a Mission Director assisted by a number of professionals as indicated below:

- (i) Additional Mission Director
- (ii) Managers
- (iii) Administrator
- (iv) Dy. Managers
- (v) Assistant Managers
- (vi) Programmers

1.3.5 Educational profile of Madhya Pradesh, Dewas and Satna Districts is given in the table below:

| Sl. No. | Particulars | Unit | State | Dewas | Satna |
|---------|--------------------------------------|----------------|----------------|----------------|----------------|
| 1. | Area | Sq. Km. | 3,08,000 | 7020 | 7424 |
| 2. | Population | | 6,03,85,218 | 13,06,617 | 18,67,805 |
| 3. | Blocks | Number | 439 | 6 | 8 |
| 4. | Tehsils | Number | 439 | 8 | 8 |
| 5. | Population density | Number/Sq. Km. | 196 | 187 | 249 |
| 6. | Sex Ratio | Female/Male | 920(F)/1000(M) | 932(F)/1000(M) | 926(F)/1000(M) |
| 7. | Literacy | Percent | 64.11 | 61.04 | 65.12 |
| | Male | | 76.80 | 76.07 | 77.82 |
| | Female | | 50.28 | 44.90 | 51.42 |
| 8. | Block Resource Centres | Number | 439 | 6 | 8 |
| 9. | Jan Shikshak Kendras | Number | 6176 | 150 | 140 |
| 10. | Habitations | Number | 81,473 | 1403 | 2552 |
| 11. | Parent teacher Association | Number | NA (*) | 1821 | 2344 |
| 12. | Govt. Primary School | Number | 68,331 | 1870 | 1744 |
| 13. | Govt. Upper Primary Schools | Number | 31,772 | 372 | 736 |
| 14. | EGS | Number | 26,527 | 282 | 864 |
| 15. | Children in 6-14 age group | In lakhs | 134.33 | 2.69 | 4.22 |
| 16. | Enrolment | | | | |
| | Primary | In lakhs | 103.84 | 2.00 | 2.82 |
| | Upper Primary | | 25.54 | 0.61 | 1.34 |
| | Total | | 129.38 | 2.61 | 4.16 |
| 17. | Drop out Elementary Education | | | | |
| | Boys | In lakhs | 1.29 | 0.05 | 0.02 |
| | Girls | | 1.50 | 0.06 | 0.03 |
| | Total | | 2.79 | 0.11 | 0.05 |
| 18. | Never Enrolled | | | | |
| | Boys | In lakhs | 2.17 | 0.04 | 0.06 |
| | Girls | | 2.78 | 0.04 | 0.08 |
| | Total | | 4.95 | 0.08 | 0.14 |
| 19. | Out of School children | | | | |
| | Boys | In lakhs | 3.46 | 0.09 | 0.08 |
| | Girls | | 4.28 | 0.10 | 0.11 |
| | Total | | 7.74 | 0.19 | 0.19 |

CHAPTER-2

FINANCE, ACCOUNTS AND AUDIT

2.1 Additionality in Budget Provision for Elementary Education by State Government

SSA stipulates that State Govt. must maintain the level of investment under Elementary Education in the State at a level not less than the 1999-2000 level excluding the share in the SSA scheme. Year-wise allotment and expenditure position is indicated in the table below:

(Rupees in crores)

| Year | Allocation | | | Expenditure | | |
|-----------|------------|----------|---------|-------------|----------|---------|
| | *Plan | Non-Plan | Total | *Plan | Non-Plan | Total |
| 1999-2000 | 455.26 | 2217.74 | 2673.00 | 222.26 | 1401.62 | 1623.88 |
| 2000-2001 | 605.30 | 1678.65 | 2283.95 | 537.72 | 183.65 | 721.37 |
| 2001-2002 | 562.61 | 1409.72 | 1972.33 | 500.75 | 174.45 | 635.20 |
| 2002-2003 | 892.06 | 1816.37 | 2708.46 | 804.35 | 324.13 | 1128.48 |
| 2003-2004 | 1047.10 | 1219.42 | 2266.52 | NA | NA | NA |

**State Plan + Central Plan +Centrally sponsored*

The above table shows that the budget allocations of the State Govt. for Elementary Education during the years 2000-01, 2001-02, 2002-03, and 2003-04 were lower than the level of 1999-2000 except in 2002-03. However, the comparison may not be correct because the allocation for 1999-2000 was for the composite State of M.P. before the formation of Chhattisgarh State.

2.2 Annual Work Plan and Budget (AWP&B)

The village education Plans are required to be prepared with the effective involvement of grass-root level organisations viz. Panchayati Raj Institutions, SMC, Village and Urban Slum Level Education Committee, Parent Teachers Association & Mother Teachers Association, etc. These are required to be compiled at Cluster and Block and sent to district for preparing district annual work plan and budget by the district project office. These are appraised first by the Programme Committee as regards eligibility criteria for different component vis-a-vis physical and financial norms of various

interventions under SSA. The District Plans are then compiled to prepare State Plan. The State Plan and District Plans after being approved by the Executive Committee are then sent to Government of India for approval. The Government of India in the Ministry of HRD gets the Plan appraised. The Annual Work Plan together with the recommendations of the Appraisal Team are then considered by National Project Approval Board for SSA for final approval and financial sanction is accorded by the Ministry.

2.3 Status of preparation and approval of Annual Work Plans (AWP) for the years 2002-03 & 2003-2004 is as under:

| Particulars | 2002-03 | 2003-04 |
|--|----------------|----------------|
| Date of receipt of District Plan by S.P.O. | February 2002 | February 2003 |
| Date of its dispatch to GOI for approval after approval by the Programme Committee, Finance Committee, and Executive Committee | March 2002 | March 2003 |
| Date of approval by the Project Approval Board (Central) | 8.10.02 | 18.6.03 |
| Amount approved (Rs. in crores) | 218.43 | 768.42 |
| Actual Expenditure (Rs. in crores) | 92.55 | 472.93 |

The Project Approval Board (PAB) at the Central level for Sarva Shikshya Abhiyan approved an outlay of Rs.680.34 crores for 2003-04 and the spill over budget of 2001-02 and 2002-03 for Rs.88.08 crores aggregating Rs.768.42 crores for the year 2003-04.

2.4 The Study revealed certain areas of weakness in AWP preparation:

- (i) There was no formal involvement of grass-root levels in preparation of Village Education Plans. Our study of records at Dewas and Satna bear this fact since there was no evidence to suggest Annual Plans were prepared at the grass root and sent to BRC/CRC. District Annual Plans were prepared on the basis of data collected from BRC/CRC level in a prescribed proforma which elicited factual information only. The needs and

aspirations of the 'grass-root' were not therefore known formally to District Planning Team.

- (ii) The Annual outlays for 2002-03 and 2003-04 were high compared to the performance of earlier years and actual expenditure. Inability to spend the spill over allocations indicated lack of preparedness and groundwork for utilizing the allotments of Rs.88.08 crores, which was approved as spillover during 2003-04. Position during 2003-04 was no better as expenditure of Rs.472.93 crores only was incurred as against approved AWP of Rs.768.42 crores.

2.5 Funding Arrangements – Mission (Project) Level

As per the prescribed procedure the Ministry was to release the funds in two instalments every year viz. April and September, subject to fulfillment of certain conditions. The State Govt. was required to release its share in timely manner. The Mission (SPO) in turn was required to release funds to District Mission Directors who in turn were required to release the funds to schools through Block Resource Centres, CRCs, Sankul Pracharyas for implementation of the SSA.

2.6 Fund Flow, Budget and Actuals

The position of release of funds by Government of India and the share of State Government during the years 2001-02, 2002-03 and 2003-04 are as under (actual are available in Annexure-I):

(Rs. in crores)

| Year | Approved Annual Work Plan (AWP) | Amount released by GoI | State share as per norms | Release sanctioned by GoMP | Actual receipt from State Govt. | Expenditure | Balance |
|---------|---------------------------------|------------------------|--------------------------|----------------------------|---------------------------------|-------------|---------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| 2001-02 | NA | 27.04 | --- | --- | --- | Nil | 27.04 |
| 2002-03 | 218.84 | 110.17 | 36.72 | 31.51 | 3.22 | 92.56 | 20.83 |
| 2003-04 | 768.42* | 338.16 | 112.72 | 128.78 | 87.20 | 380.37 | 44.99 |

| | | | | | | | |
|--------------|---------------|---------------|---------------|---------------|--------------|---------------|--------------|
| | | | | | | | |
| Total | 987.26 | 475.37 | 149.44 | 160.29 | 90.42 | 472.93 | 92.86 |

** Includes Rs.88.08 crores as spill over of 2001-02 and 2002-03*

- (a) Following observations are made in this connection:
- (i) Rs.27.04 crores released in 2001-02 was for pre-project activities, no expenditure was, however, incurred.
 - (ii) The State share fell short by Rs.33.50 crores in terms of actual amount received by the Mission in 2002-03 due to the fact that Rs.28.29 crores was kept back by Government in K – deposit account. Even after reckoning this amount, the shortfall of Rs.5.21 remained.
 - (iii) As against matching provision required during 2003-04 as per norms (Rs.112.72 crores), though the Government of Madhya Pradesh sanctioned releases of Rs.128.79 crores yet actual release, excluding the amount of K-Deposit (Rs.28.29 crores) of previous year, was Rs.58.92 crores (52.27%) only.
Failure of the State Govt. to make matching provision and non-release of sanctioned amount, during the years 2002-03 & 2003-04 eventually deprived them of the remaining share of central assistance of Rs.292.12 crores.
 - (iv) Expenditure incurred (Rs.92.56 crores) during 2002-03 was only 49.40% of the AWP (Rs.218.84 crore) and 66% of available funds (Rs.141.43 crores). The financial achievement (Rs.380.37 crores) during 2003-04 being 49.50% of AWP (Rs.768.42 crores) was no better than the achievements of 2002-03.
 - (v) State share fell short by Rs.53.80 crores with reference to actual amount received since Rs.69.87 crores was kept in PD a/c during 2003-04.
 - (vi) The delay in the release of State share in 2003-04 was substantial – funds were released towards the close of the year in February and 31st March 2004.

- (vii) In the year 2002-03 out of Rs.28.29 crores held in K – Deposit by State Government, Rs.7.84 crores was released in August 2003 and Rs.22.44 crores on 31st March 2004 only.
 - (viii) Rs.69.87 crores kept in PD a/c out of Rs.119.87 crores sanctioned by State Government was not available to the SSA Mission as it was still lying in PD account (July 2004).
- (b) The table read with Annexure-I also reveals that:
- (i) There was wide gap of upto 54 days between the date of release of funds orders by Govt. of India and actual date of receipt of funds by the Mission. On being pointed out, the delay was attributed to compliance required by Government of India before actual release of funds viz.
 - (a) Acceptance of terms and conditions of release order by the Mission.
 - (b) Submission of pre-stamped receipt, Bond of full amount and Resolution of the Board to abide by terms and conditions of the grant by the Mission to Government of India.
 - (ii) As per SSA norms State share should be received by the Mission within 30 days from the date of receipt of funds from GOI. However, there were delays upto 8 months in the release of State share by the Government of Madhya Pradesh.
 - (iii) Component-wise expenditure analysis reveals huge shortfalls in civil works, equipment for headstart and teachers training (vide Annexure-2).

2.7 Fund Flow to Districts from the Project H.Qrs

Status of release of funds by State Project Office to Dewas and Satna Districts and expenditure incurred during the years 2002-03 and 2003-04 was as under:

Dewas District

(Amount in lakhs of Rs.)

| Years | Date of release by SPO | Date of receipt in Dist. Office | Amount released | Expenditure | Balance |
|--------------------------|------------------------|---|-----------------|---------------|--------------|
| 2002-03 | 16.06.2002 | 20.06.2002 | 16.11 | 63.26 | 6.78 |
| | 10.08.2002 | 17.09.2002 | 13.55 | | |
| | 16.01.2002 | 03.02.2002 | 40.38 | | |
| Total | | | 70.04 | 63.26 | 6.78 |
| 2003-04 | 21.04.2003 | 03.05.2003 | 38.00 | 536.82 | 19.62 |
| | 24.06.2003 | 30.06.2003 | 18.44 | | |
| | 23.08.2003 | 22.09.2003 | 320.00 | | |
| | 04.09.2003 | 27.09.2003 | 75.00 | | |
| | 16.02.2004 | 01.03.2004 | 45.00 | | |
| | 27.03.2004 | 27.03.2004 | 60.00 | | |
| Total | | | 556.44 | 536.82 | 19.62 |
| Free Text Books | 14.05.2003 | Not released Booked against Dewas Dist. by SPO | 70.00 22.50 | 84.27 | 8.23 |
| Total | | | 92.50 | 84.27 | 8.23 |
| Total for 2003-04 | | | 648.94 | 621.09 | 27.85 |
| Grand Total | | | 718.98 | 684.35 | 34.63 |

Satna District

| | | | | | |
|--------------|---------------------------|------------|---------------|--------------|--------------|
| 2002-03 | Information not available | O.B. | 37.97 | 62.71 | 67.02 |
| | | 05.09.2002 | 12.86 | | |
| | | 05.09.2002 | 22.90 | | |
| | | 01.02.2003 | 56.00 | | |
| Total | | | 129.73 | 62.71 | 67.02 |
| 2003-04 | | 22.04.2003 | 75.00 | 1090.42 | 175.69 |
| | | 22.05.2003 | 106.00 | | |
| | | 26.6.2003 | 44.50 | | |
| | | 17.07.2003 | 17.66 | | |
| | | 03.09.2003 | 620.00 | | |
| | | 18.09.2003 | 215.00 | | |

| | | | | | |
|--------------------|--|-----------------------------|----------------|----------------|---------------|
| | | 29.03.2004 interest etc. | 112.00 8.93 | | |
| Total | | | 1199.09 | 1090.42 | 108.67 |
| Grand Total | | | 1328.82 | 1153.13 | 175.69 |

Following observations are made:

- (i) Allotments are not received component wise. Sanctions accompanying the bank drafts indicate the items over which expenditure was to be incurred. In most cases the District Office incurs expenditure according to its needs and priorities.
- (ii) The table above reveals that there was a delay upto one month from the date of release of funds by SPO to the date of receipt of funds in the District Project Office, Dewas.
- (iii) Funds received from Government of India in 2 instalments were to be released to the district within 15 days of its receipt but above table reveals that remittances from State level to District has taken place in 6 to 7 instalment during 2003-04 spread over the year.

Bank Accounts

As per instructions from Rajya Shiksha Kendra, Bhopal only one bank account was to be opened in respect of SSA transactions at every level of office. In violation of these instructions, more than one account were opened in Dewas and Satna Districts as per details given below.

Dewas District

There were two bank accounts, one was account number 3553 in Dewas Shahjapur Kshetriya Gramin Bank, Chamunda Complex for all funds except for civil works and other was Account No. 5363 in Dewas Shahjapur Kshetriya Gramin Bank, Elawab Branch, Dewas for civil works. The position of balances in these two accounts was as under:

| Account No. | Balance as on 31.03.2003 | Balance as on 31.03.2004 |
|--------------------|-------------------------------------|-------------------------------------|
| 3553 | 2,19,089 | 31,19,876 |
| 5363 | 6,42,947 | 95,10,139 |

| | | |
|--------------|------------------|--------------------|
| Total | 18,62,036 | 12,63,00,15 |
|--------------|------------------|--------------------|

An amount of Rs.6,42,647 pertaining to DPEP and other heads (11th Finance Commission, 10th Finance Commission, PMGY and GIAN, etc.) was included in the above balance for 2002-03. Rs.50,18,947 (including interest) was included in the balances as on 31.03.2004 for DPEP Scheme, which was closed in September 2003 and merged in Account No. 5363. Due to non-utilisation of funds fully, there were huge savings lying in Savings Bank accounts. The surplus funds could have been gainfully invested in term deposits.

Satna District

The position in Satna is no better where bank transaction of SSA are operated through eight bank and Post office accounts which also include transactions other than those of SSA. The details of bank accounts and post office balances as on 31.03.2004 are given below:

| S.No. | Name of Bank | Account No. | Balance (in Rs.) |
|--------------|---------------------------|--------------------|-----------------------------|
| 1. | Rashtriya Rural Bank | 11666 | 48235.00 |
| 2. | State Bank of Indore | 1001190007476 | 798371.25 |
| 3. | Oriental Bank of Commerce | 9512 | 2369753.00 |
| 4. | Union Bank of India | 41504 | 4323767.00 |
| 5. | Allahabad Bank | 12478 | 6729317.00 |
| 6. | Kshetriya Gramin Bank | 12738 | 349319.00 |
| 7. | State Bank of Indore | 2356655 | 2356655.00 |
| 8. | Post Office | 133035 | 9500050.00 |

2.8 Accounting System

The District Project Office follows cash system of accounting as followed by the Government of Madhya Pradesh and Government of India. Funds are transferred to BRC's, CRC's and pay centers of Sankul Principals of H.S. Schools for further release to PTA's/ Schools through cheques. These

funds released were shown as final charge instead of treating these as advances and watching the final expenditure through adjustment account to be submitted by these units. Thus actual expenditure incurred was much less than the expenditure booked on the project.

2.9 Maintenance of Books of Accounts

The office of the Districts Project Coordinator maintained two column Cash Book. Individual entries of receipts and payments had not been attested by the Drawing and Disbursing officer. No register to show receipts and issue of cheque books was kept.

Funds transferred to BRC's/CRC's and Sankul Principal of H.S. Schools mainly towards school grant and teachers grant during 2002-03 and 2003-04 were placed in bank accounts of concerned schools or teachers. The community involvement was not visible. In most of the cases the Headmasters had not obtained approval of PTA for incurring expenditure on purchases, engagement of labourers, skilled as well as unskilled etc. The supporting vouchers of purchases were mostly on plain paper. The vouchers had not been approved by Headmasters/headmistress and Gram Pradhan and were not preserved in a chronological order in separate folders. The accounts for the grants received had not been placed before PTA for their perusal and approval. The schools had not kept the office copies of utilization certificate, if any, sent by them to BRC/CRC, who had not also called for these to vouchsafe the expenditure.

Apparently the regulation and control on expenditure at all the levels was not adequate.

2.10 Audit

Chartered Accountants at the District level compiles the Receipt and Payment Account and certifies the Accounts also. This is a contradiction of sorts. While accounts for 2002-03 of Satna district had been prepared and certified by the Chartered Accountants, Accounts for 2003-04 await

compilation (July 2004). Principal Accountant General (Audit), Gwalior, had also not conducted its audit so far.

The work of "Internal Audit" of field units was assigned to Chartered Accountants. Information regarding procedure of selection of CA's and fixation of their fee was not disclosed, on being asked by study team.

Internal Audit Reports of 3 units of District Project Coordinator (Datia, Sidhi and Ujjain) for the year 2002-03, inter-alia, included the following irregularities.

(i) District Project Coordinator, Datia

Records as per rules were not being maintained. Physical verification reports were not shown to Audit. An expenditure of Rs.10514 incurred on inauguration of BRC office building was debited to CRC/ O&M instead of BRC/ O&M, Rs.17290 for purchase of fans and tublights were debited to CRC/ O&M instead of BRC/ O&M. As per the orders of project office the salary of CRC and NPS for January 2003 was to be paid by CEO, Janpad Panchayat, but paid by BRC, Sewada Block and was not recovered from CEO, Janpad Panchayat. Rs.208600 incurred as contingent expenditure of CRC, but the particular so this expenditure were not shown to Audit. Fans valuing Rs.10266 for head-start were purchased without quotations.

(ii) District Project Coordinator, Sidhi

Statutory liabilities i.e. GPF, CIS and Professional Tax were not deposited in time. A deduction of Rs.2660 for March and April 2002 was deposited on 27.06.2002. Rs.93180 were paid to MPEB on 27.12.2002 for electricity bill, which was abnormally high. A sum of Rs.24465 was paid to M/s Vijay Kumar Agarwal but receipt was not enclosed with the voucher. Delay in payment of telephone and electricity bills resulted in avoidable burden of penalty.

(iii) District Project Coordinator Ujjain

Fixed Assets Registers were not maintained by CRC, BRC and DIET. Payment of computer, fax machine, etc. was made without deducting

security deposit. Advances are outstanding against the employees for a long period.

Excepting reference (December 2003/ January 2004) to each of these 3 DPC's to remove these irregularities, there is nothing on records to suggest action if any against officials responsible for these irregularities or to check recurrence of such irregularities in future was taken.

2.11 District level analysis of budgeting and expenditure

(i) The position of receipt of funds and expenditure vis-à-vis approved outlay under AWP for the Dewas and Satna districts is depicted in table given below:

Dewas District

(Amount in lakhs of Rs.)

| S. No. | Category of Intervention | Expenditure during 2002-03 | Approved AWP 2003-04 | Expenditure during 2003-04 | Percentage of financial achievement 2003-04 |
|--------------------------|---|----------------------------|----------------------|----------------------------|---|
| (a) Non-recurring | | | | | |
| 1. | Civil Works | 1.05 | 436.15 | 134.24 | 30.78 |
| 2. | Equipment (Headstart) | 13.77 | 22.83 | 3.19 | 13.97 |
| 3. | Furniture | | 0.95 | 0.95 | 100 |
| 4. | Books (Library) | | 0.20 | - | 0.0 |
| 5. | Educational Material and TLE for New MS | | 71.31 | 10.04 | 14.08 |
| 6. | Other training costs (PTA's Trg.) | | 5.52 | 0.00 | 0.0 |
| 7. | Teacher Training | | 51.80 | 28.15 | 54.34 |
| 8. | School Contingency (PS+MS+EGS) | 3.88 | 32.54 | 32.54 | 100.00 |
| 9. | TLM grants to teachers | | 22.58 | 20.59 | 91.19 |
| 10. | Workshops | | 0.20 | 0.00 | 0.0 |
| 11. | Mobilisation (IEC) | | 7.73 | 1.19 | 15.39 |
| 12. | Free Textbooks for all girls (PS+MS+EGS) | 20.02 | 92.69 | 84.27 | 90.92 |
| | Total Non-recurring | 38.72 | 744.49 | 315.16 | 42.33 |
| (b) Recurring | | | | | |
| 13. | Management Cost (ZSK, MIS & BRC) | | | | |
| | (a) Project Salary | | 13.80 | 9.37 | 67.90 |
| | (b) Project (O&M) | | 4.61 | 4.48 | 97.18 |
| | (C) Project Pro Fees | | 0.60 | 0.00 | 0.00 |
| 14. | Salary of Teachers | 24.54 | 344.15 | 201.91 | 58.67 |
| 15. | Office Contingencies (TA, DA, Meeting etc.0 | | 10.75 | 9.40 | 87.44 |
| 16. | Maintenance cost of PS & MS Building | | 67.50 | 67.50 | 100 |

| | | | | | |
|------------------------|----------------------------|--------------|----------------|---------------|--------------|
| 17. | Research and Evaluation | | 13.38 | 6.95 | 51.87 |
| 18. | Supervision and Monitoring | | 13.38 | 6.32 | 47.23 |
| Total Recurring | | 24.54 | 468.17 | 305.93 | 65.34 |
| Grant Total | | 63.26 | 1212.67 | 621.09 | 51.22 |

Satna District

(Amount in Rs.)

| Components | 2002-2003 | | | | 2003-2004 | | | | | |
|--------------------------------------|-----------|-------------|---------------------------|----------------------------|-----------|-----------|-------------------------------|-------------|---------------------------|---------------------------|
| | Allotment | Expenditure | Savings (-) Excess (+) | Saving as% of allotment | Budget | Allotment | Allotment as% of budget | Expenditure | Savings (-) Excess (+) | Savings % of allotment |
| Pre Project Phase | | | | | | | | | | |
| Pre project activities | 1286000 | | (-) 1286000 | 100% | | | | | | |
| PTA Training | 843000 | | (-) 843000 | 100% | | | | | | |
| Primary Level | | | | | | | | | | |
| School contingency | | | | | 3474000 | 3474000 | | 3376000 | (-)98000 | 2.8% |
| Teacher's Grant | | | | | 2801000 | 2801000 | | 2373000 | (-)428000 | 15.28% |
| EGS | | | | | | | | | | |
| Salary | 3340000 | 3189750 | (-) 150250 | 4.5% | | 27000000 | | 27096000 | (-)96000 | (+)0.35% excess |
| TLE & TLM | | | | | | 9000000 | | 9005354 | (+)5354 | (+)0.5% excess |
| Upper Primary Level | | | | | | | | | | |
| School contingency | 1126000 | 1126000 | | | | 2615500 | | 2031500 | (-)584000 | 22.32% |
| Salary | 2086000 | 1519000 | (-) 567000 | 27.2% | | 8035000 | | 12163818 | (+)4128818 | (+)51.38% excess |
| TLE | | | | | | 1200000 | | 4825000 | (+)3625000 | 302% excess |
| Strengthening of Institutions | | | | | | | | | | |
| Zila Shiksha Kendra (DPO) | 275000 | 168566 | (-) 106434 | 38.7% | | 1000000 | | 1227594 | (+)227594 | 22.75% excess |
| Zila Shiksha Kendra (MIS) | 50000 | 24508 | (-) 25492 | 51% | | 350000 | | 379797 | (+)29797 | 8.51% excess |
| Super Monitoring Research | - | | | | | 2449000 | | 1636271 | (-)812729 | 33.18% |

| Components | 2002-2003 | | | | 2003-2004 | | | | | |
|---|----------------|----------------|---------------------------|----------------------------|--------------------|------------------|-------------------------------|------------------|---------------------------|---------------------------|
| | Allotment | Expenditure | Savings (-) Excess (+) | Saving as% of allotment | Budget | Allotment | Allotment as% of budget | Expenditure | Savings (-) Excess (+) | Savings % of allotment |
| Ded / Bed training | | | | | | 180000 | | 178497 | (-)1503 | 0.83% |
| B R C | | | | | | 2208500 | | 2891673 | (+)683173 | 30.93% excess |
| C R C | | | | | | 855000 | | 826000 | (-)29000 | 3.39% |
| D I E T | 10000 | 7317 | (-) 2683 | 26.8% | | 1765820 | | 1486712 | (-)279108 | 15.8% |
| Innovation | | | | | | | | | | |
| Head start Program | | 49414 | (+) 49414 | 100%excess | 1500000 | | | 371428 | (+)371428 | 100% excess |
| Special Drive Program | | | | | 768400 | 80000 | | 78023 | (-)1977 | 2.47% |
| I E D | | 26828 | (+) 26828 | 100%excess | 1424400 | | | 34450 | (+)34450 | 100% excess |
| Civil Works | | | | | | | | | | |
| PS building & Ungraded EGS to PS building | | | | | 65700000 | 24398000 | | 16450000 | (-)7948000 | 32.6% |
| Addl. Rooms | | | | | 7500000 1125000 | 1800000 | | 750000 | (-)1050000 | 58.3% |
| Maintenance of PS / Upper PS Building | | | | | 10850000 | 10850000 | | 9715000 | (-)1135000 | 10.50% |
| Middle School | | | | | 6025000 | 583000 | | - | (-)583000 | 100% |
| Urinal & Drinking Water | 160000 | 160000 | - | - | 4910000 | 2903000 | | - | (-)2903000 | 100% |
| Free Books | | | | | | | | | | |
| Primary+UP+EGS | | | | | 13340060 | 15468000 | | 12146455 | (-)3321545 | 21.47% |
| TOTAL | 9176000 | 6271383 | (-) 2904617 | 31.7% | 2378997099 | 119015820 | | 109042572 | (-) 9973248 | 8.37% |

Following comments emerge:

(a) Dewas District

The table reveals that:

- (i) Over all financial achievement was 51.22 per cent but it was as low as 42.33 percent in respect of non-recurring interventions while it was comparatively high (65.35 per cent) in respect of interventions of recurring nature which was mainly administrative cost.
- (ii) The worst affected interventions was: PTA training, which had nil expenditure against Rs.5.52 lakhs provided.
- (iii) The position of some important interventions viz. Equipments for Head Start (Rs.22.83 lakhs), Education material and TLE (Rs.71.31 lakhs) and Mobilisation – IEC (Rs.7.73 lakhs) was no better, financial achievements being around 15 per cent.
- (iv) Financial achievement in the field of an important intervention like civil works for which provision of Rs.436.15 lakhs had been made, was below 31 per cent.

These shortfalls in expenditure indicate that the administrative machinery was not geared to fulfill even the reduced targets (of approved AWP) as compared to the projected targets (Draft AWP). The shortfall in expenditure in fact will be significantly higher in view of the fact that a large chunk of lapsable funds (Teachers grant, School grant, etc.) were shown as spent whereas these funds were not actually spent as revealed in our scrutiny of records.

- (v) The expenditure incurred less than the total budget allocations shows that the Annual Work Plan was non realistic on which budget allocations were made or there was mis-management/ low efficiency in executing the Annual Work Plan.

(b) Satna District

- (i) Allotment of Rs.12,86,000 during 2002-03 for preproject activities like household surveys, school mapping, training of

community leaders especially for Upper Primary Education and baseline surveys for consolidation and status of Primary education program at the end of DPEP Project, were lying unutilized. Similarly provision of Rs. 8,43,000 for PTA training were lying unutilized. Above savings have specially affected Upper primary education programme and consolidation and improvement in primary education programme.

The District Project Coordinator stated that Village Education Committee (VEC) existed till 2002 and its members were trained in 1995 under DPEP. Under SSA, VECs were replaced by PTA (Parent Teachers Association). Training of PTAs has only taken off during July end of 2004 with the training of 24 members at DIET constituting Block Resource Group. These BRCs will train master trainers in August 2004 who will train habitation wise PTAs in the end. Per PTA, 14 members are to be trained. The delay in training by 2 years obviously has adversely affected the programme.

- (ii) A disaggregated analysis of budget and expenditure revealed that there were both savings and significant excesses. Savings were there in Teachers Grant Primary school (Rs.4.28 lakhs) EGS Salary (Rs.0.96 lakh), Upper primary school contingency (Rs.5.84 lakhs), Monitoring and Evaluation of (Rs.8.12 lakhs) and civil works (Rs.1.3 crores). Excess in salary of UPS teachers was very high (Rs.41.28 lakhs) and in TLE UPS, excess was as high as Rs.36.25 lakhs. No explanations were given for these huge excesses.

CHAPTER-3

CIVIL WORKS

3.1 The civil works are critical input for improvement of school infrastructure. SSA envisaged creation of child centered environment infrastructure for each school and allows investment upto the ceiling of 33 percent of the entire Project cost approved by the Project Approval Board. The requirement of construction of civil works was to be supported by data on existing infrastructure and additional requirements. Clear strategy for supervision, monitoring and execution of civil works and mechanism for capacity building of engineers, mason and VEC's was required to be evolved. Special focus was to be laid on quality construction of civil works and control measures such as procurement of equipment building materials. Community participation was to be ensured for creating awareness and ownership. Civil works were not to be executed through engagement of contractors.

3.2 The status of civil works the State as on 31st March 2004 was as under:

| Category of Civil Works | Requirement (Nos) | Planned upto 2004 (Nos) | Taken up upto 2004 (Nos) | Percentage of work taken up to planned | Completed (Nos) | Percentage of completed works |
|-------------------------|-------------------|-------------------------|--------------------------|--|-----------------|-------------------------------|
| CRC Addl. Rooms | 6176 | 613 | 93 | 15.17 | Nil | 00 |
| PS Building | 17796 | 13363 | 6880 | 51.4 | 346 | 2.59 |
| PS Addl. Rooms | 36668 | 3252 | 1935 | 59.5 | 285 | 8.76 |
| PS Urinals | 33259 | 9501 | 6491 | 68.32 | 2143 | 22.52 |
| PS Drinking Water | 29233 | 1229 | 1229 | 100 | 156 | 12.69 |
| MS Building | 15526 | 822 | 624 | 75.91 | 40 | 4.87 |
| MS Addl. Rooms | 17942 | 1919 | 914 | 47.63 | 81 | 4.22 |
| MS Urinals | 10637 | 4818 | 4818 | 100 | 470 | 9.75 |
| MS Drinking Water | 10608 | 4044 | 4044 | 100 | 158 | 3.91 |
| BRC Building | 78 | 78 | 78 | 100 | 23 | 29.49 |
| Total | 177933 | 36387 | 27106 | 74.49 | 3702 | 10.17 |

It would be seen that:

- (i) as against requirement of 177933 civil works, only 36387 works (20.44%) were included in the Annual Work Plans for completion by March 2004.

- (ii) As against 36387 works provided in the Plan, 27106 works only (74.49%) were taken up out of which only 3702 (10.17%) were completed upto March 2004.
- (iii) The achievement in respect CRC Additional rooms was zero percent while it was within 5 percent in respect of M.S. Buildings, M.S. Addl. Rooms and M.S. Drinking Water.

Apparently the State has to go a long way before reaching a satisfactory level in creating adequate infrastructure.

3.3 Status of civil works at Dewas

The details of civil works needed, actually taken up for completion by March 2004 and completed by that date were as under:

| Category of Civil works | Requirement (Nos) | Planned upto 2003-04 (Nos) | Taken upto 2003-04 (Nos) | Percentage of works taken upto 2003-04 | Completed upto 2003-04 (Nos) | Percentage of completed works |
|-------------------------|-------------------|----------------------------|--------------------------|--|------------------------------|-------------------------------|
| CRC Building | 150 | -- | -- | 00 | -- | -- |
| PS Bldg. | 173 | 173 | 173 | 100 | NIL | NIL |
| PS Addl. Room | 411 | 43 | 43 | 100 | NIL | NIL |
| PS Urinals | 777 | 56 | -- | 100 | -- | -- |
| PS Drinking water | 460 | -- | -- | 00 | NIL | NIL |
| MS Bldg. | 312 | 22 | 22 | 100 | -- | -- |
| MS Addl. Room | 132 | 32 | -- | 00 | -- | -- |
| MS Urinals | 419 | 119 | -- | 00 | -- | -- |
| MS Drinking Water | 419 | 119 | --- | 00 | -- | -- |
| Total | 3253 | 564 | 238 | 400 | NIL | NIL |

The table supra reveals that:

- (i) as against 3253 works needed only 564 works (17.33 percent) were planned for completion by March 2004.
- (ii) out of 564 works planned for completion only 238 works (42.19 percent) were taken up upto March 2004, and
- (iii) out of 238 works taken up, no work was completed by March 2004.

3.4 Execution of Works, Dewas

Scrutiny of measurement books of valuation of civil works revealed that:

- (i) Valuation for M.S. reinforcement was made in all the cases at SOR rate of Rs.21.10 per kg in the absence of test certificate of steel. Actually where test certificate of steel was not available rate should had been reduced by 10% as per note against item No. 0905 of SOR. It being a mistake of principle would affect all the 173 works of P.S. buildings in progress so far. As per estimate steel costing Rs.20480 per work was to be used. Therefore, if rate is not reduced as per provisions in the SOR it would result in overvaluation by Rs.3,54,304 apart from use of untested steel which defeats the very objective of quality construction.
- (ii) *Construction of Prathmik Shala Bhawan, Chhota Malasapura*
As per item No. 6 Brick Masonry 3.26 cum was executed. For valuation of transportation charges, the cubical contents were converted into bricks @ 500 bricks per cum i.e. 1630 bricks. However, by mistake it was treated @ 16.30 cum and transportation charges were calculated as Rs.3470.30 @ Rs.212.90 per cum as against correct amount of Rs.694 (3.26×212.90). This resulted in over valuation by Rs.2876.30.
- (iii) *Construction of Prathmik Shala Bhawan, Mangrol*
Valuation of steel available at site was made at the rate (Rs.25 per kg) higher than complete rate for finished work (Rs.21.20 per kg). This resulted in over valuation by Rs.608.
- (iv) *Payment based on incomplete measurements*
 1. Proportion of cement, sand and metal in concrete is deciding factor for application of rates. However, in the following cases proportion viz. 1:4:8/ 1:2:4 was recorded though rates for CC 1:2:4/ 1:4:8 as provided in SOR were applied.

(a) *Prathmik Shala, Barkheda Kayam*

In MB No.1 page 2 proportion of cement concrete was not recorded but valuation of 3.09 cum CC amounting to Rs.4327 was made @ Rs.1419.80 per cum applicable for CC 1:2:4.

(b) *Prathmik Shala, Radhogarh*

Proportion of CC was not recorded on page 1 of MB No.16. However, valuation of Rs.1033.88 was made for 1.13 cum @ Rs.914.50 per cum applicable for CC 1:4:8.

2. While recording the measurement of MS reinforcement dia of bars used was not recorded in the following cases:

| Name of school | MB No./ page | Quantity | Rate | Amount (Rs.) |
|-----------------------|---------------------|-----------------|-------------|---------------------|
| PS Chaplakhedi | 4/4 | 172.80 kg | 21.10 | 3646.00 |
| PS Barkheda Kayam | 1/3 | 213.79 kg | 21.10 | 4511.00 |

In the absence of record of dia how theoretical weight had been calculated for 10 MM dia steel was not understood.

- (v) As against provision of 0.3 M thick moorum layer below floors in plinth, moorum upto 0.8 M in thickness was laid. It resulted in avoidable expenditure of Rs.2138.00
- (vi) Transportation charges of building material viz. Bricks, Cement, Metal, Steel, Sand etc. @ Rs. 11,430 per primary school were being included in the valuation reports in the absence of quarry charts/lead statements approved by the Competent Authority. Possibility of unauthorized over valuation to the extent of Rs. 20.46 lakhs in 173 Primary schools under construction could not be ruled out. Similar was the position in respect of other works taken up.

3.5 Status of civil works in Satna District

On the basis of the data received under the perspective plan for the construction of Primary School/Upper Primary or Upgraded Primary Schools to

Middle Schools, additional rooms for P.S./M. Schools, urinals and toilets, the required number of school buildings, sanctioned works planned under SSA in all the eight blocks in Satna district during 2002-03, 2003-04 and updating the position as on 1.7.2004 was as under:

| Sl. No. | Category of Work | Required as on 1.1.2003 | Planned under SSA for 2003-04 | Sanctioned at District level | Work taken-up to 2004 | Completed |
|---------|------------------------|-------------------------|-------------------------------|------------------------------|-----------------------|----------------|
| 1. | P.S. Building | 465 | 438 | 234 | 119 | Under progress |
| 2. | EGS Building | 304 | 50 | 254 | 215 | " |
| 3. | Additional Room (P.S.) | 658 | 15 | 16 | -- | " |
| 4. | M.S. Building | 386 | 15 | 5 | -- | " |
| 5. | M.S. Additional Room | 413 | 57 | 56 | 33 | " |
| 6. | P.S. Urinals | 1402 | 78 | 78 | -- | " |
| 7. | M.S. Urinals | 257 | 114 | 114 | -- | " |
| 8. | P.S. Drinking water | 1276 | -- | -- | -- | " |
| 9. | M.S. Drinking water | 274 | 137 | 137 | -- | " |

The above table shows that upto 31.3.2004, 488 Primary School Buildings and Education Guarantee School Buildings (438+50) were planned for construction but only 234 Primary School buildings and 254 Education Guarantee School buildings were sanctioned under District Plan, and against this, construction work of 119 PS buildings and 215 EGS buildings were taken up. No building has so far been completed.

Against the target of 56 additional rooms, funds were released to the extent of Rs.8.50 lakh for 33 additional rooms only during 2003-04 but none of the additional rooms has so far been completed as only the first installment of Rs.25000 each was released and only in one case the second installment of Rs.25000 could be released on receipt of its valuation report. In remaining 32 cases no valuation report has been obtained till 1.7.2004. No fund has so far been allotted for construction of other 32 additional rooms.

The table below indicates the funds required for construction of approved school buildings etc. for the year 2003-04 and the actual allotment of funds received as per the approved AWP&B for 2003-04:

| Sl. No. | Category of Work | Sanctioned Works (Nos) | Cost per Unit of Work (Rs. in lakhs) | Total Cost of Work (Rs. in lakhs) | Allotment of funds received from SPO (Rs. in lakhs) | Percentage of Allotment |
|---------|------------------------|------------------------|--------------------------------------|-----------------------------------|---|-------------------------|
| 1. | P.S. Building | 234 | 1.50 | 351 | 117 | 33% |
| 2. | EGS Building | 254 | 1.50 | 381 | 127 | 33% |
| 3. | M.S. Building | 5 | 3.50 | 17.50 | 5.83 | 33% |
| 4. | Additional Room (P.S.) | 16 | 0.75 | 11.25 | 3.75 | 33% |
| 5. | Additional Room (M.S.) | 56 | 0.75 | 42.75 | 14.25 | 33% |
| 6. | Drinking water (M.S.) | 137 | 0.30 | 41.10 | 20.55 | 50% |
| 7. | Urinals in P.S. | 78 | 0.05 | 3.90 | 5.625 | 144% |
| 8. | Urinals in M.S. | 114 | 0.05 | 5.70 | 2.85 | 50% |
| 9. | Maintenance of P.S. | 1299 | 0.05 | 64.95 | 32.47 | 50% |
| 10. | Maintenance of EGS | 344 | 0.05 | 17.20 | 8.60 | 50% |
| 11. | Maintenance of M.S. | 527 | 0.05 | 26.35 | 13.175 | 50% |
| TOTAL | | 3064 | | 962.70 | 351.10 | 36.47% |

However, the allotment of funds and expenditure on various items of civil works of school buildings as per the records of District Project Office, Satna, the picture changes from the above table as revealed by the table below:

| Sl. No. | Component | 2002-2003 | | 2003-2004 | | Savings |
|--------------|------------------------------|-------------|-------------|---------------|---------------|---------------|
| | | Allotment | Expenditure | Allotment | Expenditure | |
| 1 | P.S. Buildings | - | - | 243.98 | 164.50 | 79.48 |
| 2 | Additional Rooms | - | - | 18.00 | 7.50 | 10.50 |
| 3 | Maintenance of P.S. building | - | - | 108.50 | 97.15 | 11.35 |
| 4 | Maintenance of M.S. building | - | - | 5.80 | -- | 05.80 |
| 5 | Urinal & Drinking Water | 1.60 | 1.60 | 29.03 | -- | 29.03 |
| TOTAL | | 1.60 | 1.60 | 405.34 | 269.15 | 136.19 |

We have analysed the expenditure on the basis of office records District Project Office, Satna. These are given hereunder:

- (i) The allotment of funds and expenditure against them evidently shows that no fund was released or expenditure incurred for the maintenance

of middle school buildings and for urinals and drinking water against provision of Rs.29.03 lakhs and Rs.5.80 lakhs during 2003-04. This affected adversely the provision of basic facilities to the children.

- (ii) Total budget for civil works was for Rs.949.85 lakhs against which allotment of Rs.405.34 lakhs was made and the total expenditure on civil works during 2003-04 was Rs.269.15 lakhs resulting in saving of Rs.136.90 lakhs at the closing of the financial year 2003-04.
- (iii) The funds were to be released in three installments and the second and third installments of fund were to be released only after the valuation report/ utilization report were received for the first installment. However, except only in 47 per cent cases of construction of school buildings, in no other works valuation report/ utilization certificate have been received or obtained from the concerned PTA's till 1.7.2004.
- (iv) The funds released against civil works of all the categories were treated as final expenditure without obtaining the accounts from the schools/ construction committee under PTA's.

3.7 Construction of School Buildings

The execution of work for the construction of school buildings was to be undertaken as per the approved lay out plan and their estimate prepared by the technical authority which were applicable for all the school buildings. The Sub Division Engineers were required to visit the site for making of the layout according to which the work was to be got executed under the supervision of the construction committee formed by the PTA consisting of the president and two members of PTA, Headmaster/ Guruji of the concerned school, one member of Panchayat and JE/ Sub-Division Engineer.

During the period 2003-04 and upto 1.7.2004, sanction of Rs.1.5 lakhs to each school for 488 school buildings in Satna district consisting of 8 Blocks was accorded which was to be released in three installment of Rs.50000 each. The first installment was for up to door level, second installment for

completion up to roof level and the third for finishing, installation of hand pump and creation of activity center.

Block-wise details of sanction of work for construction of buildings and the release of first installment are as under:

| Sl. No. | Name of Block | Sanctioned Works | | | Release of 1 st Installment | | | Outstanding | | |
|--------------|---------------|------------------|------------|------------|--|------------|------------|-------------|------------|------------|
| | | EGS | P.S. | Total | EGS | P.S. | Total | EGS | P.S. | Total |
| 1 | RamNagar | 24 | 21 | 45 | 22 | 16 | 38 | 2 | 5 | 7 |
| 2 | Unchehara | 19 | 11 | 30 | 18 | 4 | 22 | 1 | 7 | 8 |
| 3 | Nagod | 41 | 25 | 66 | 29 | 8 | 37 | 12 | 17 | 29 |
| 4 | Majhgawan | 68 | 40 | 108 | 48 | 10 | 58 | 20 | 30 | 50 |
| 5 | Sohawal | 28 | 45 | 73 | 26 | 19 | 45 | 2 | 26 | 28 |
| 6 | Rampur | 24 | 20 | 44 | 24 | 12 | 36 | - | 8 | 8 |
| 7 | Maihar | 36 | 36 | 72 | 34 | 29 | 63 | 2 | 7 | 9 |
| 8 | Amarpatan | 14 | 36 | 50 | 13 | 22 | 35 | 1 | 14 | 15 |
| Total | | 254 | 234 | 488 | 214 | 120 | 334 | 40 | 114 | 154 |

- (i) The details above show that the first installment of Rs.50000 was released for 334 school buildings against the sanction for 488 school buildings. The installment was released during 1.1.2004 to 31.3.2004.
- (ii) 154 school buildings (EGS-40, P.S.-114) remained in waiting for the release of 1st installment although sanction had already been accorded for them also. Reason for this as given to study team was non-submission of required records.

As per the adopted procedure the second installment of Rs.50000 to each school was to be released to the concerned PTA's for building construction only after the utilization of the first installment and the valuation report to that effect showing the status of the construction work is issued by the nominated Sub Division Engineer entrusted with the supervision of work is received. Against the release of 1st installment to 334 PTAs for building construction, valuation reports were received from 158 PTAs only till 01-07-2004. Thus, no valuation reports were received from 176 PTAs as such the second installment for school building has not been released. Block wise details are given Annexure-3.

3.8 Irregularities in construction of school buildings

- (i) A scrutiny of the utilization of the first instalment of school building fund given to 26 schools revealed wide variation in the expenditure actually incurred by these schools in the construction upto the door level for which the first instalment was released. While overall these schools received Rs.13 lakhs for the purpose the actual expenditure incurred was Rs.15.60 lakhs representing an excess expenditure of 20 per cent over the allocation. The excess in some cases, as will be seen from details in Annexure-4, was as high as 30 to 40 per cent. Apparently, the standard norms for the execution of various items of work were not adhered to.
- (ii) Due to constraints of time and availability of all records, we could not carry out any detailed item-wise analysis of the excesses.

But sample checks done by us revealed that:

- (a) in some cases construction was not done as per the specifications given in the approved and standard estimates, and
- (b) considerable variation between the estimated expenditure and that shown as executed in the Measurement Book were noted with regard to the items depicted in the table below:

| Item of Work | Qty. as per Estimate | Cost as per Estimate (rs.) | Qty. as per M.B. | Cost as per M.B. (Rs.) |
|--|--------------------------|----------------------------|----------------------|------------------------|
| 1) E.W. excavation for trenches for foundation | 32.64m ³ | 822.53 | 35.861m ³ | 719.00 |
| 2) Filling foundation with CC 1:4:8, 40 m ³ Metal | 4.08m ³ | 3224.34 | 5.975m ³ | 4586.00 |
| 3) RR Masonry for plinth and foundation on 1:8 | 17.14m ³ | 11001.31 | 32.172m ³ | 20505.36 |
| 4) Providing DPC with CC 1:2:4-20m ³ Metal | Not Provided in Estimate | | 21.552m ³ | 1627.00 |
| 5) Class 25 open Bhatta Pajawa Burnt Brick Masonry work 1:8 | 3.81m ³ | 3152.54 | 13.695m ³ | 12206.00 |
| 6) Manufactured M.S. door, window & ventilators. | 184 kg | 8102.60 | 339 kg | 7695.00 |
| TOTAL | | 26303.32 | | 47,338.36 |

3.8.2 Variation of quantity and items of work from the approved estimate resulted in poor quality of work as well as excess expenditure as explained below:

- (i) Construction of buildings with 0.80/ 0.90 cms of foundation has denied the opportunity for any construction of additional room at the upper story in future where the ground with school is not available. This aspect has not been kept in view while preparing the estimate for school buildings. The cost of foundation could have been saved in future for construction of additional room etc.
- (ii) In execution of the above 6 items of work only, there is a variation of Rs.21035.04. Under the approved estimate the total cost is Rs.26, 303.32 against which as per M.B. the actual work executed is for Rs.47338.36. It is evidently out come of the lack of technical supervision and improper monitoring at every level during progress of work.
- (iii) Item no.4 above in the table was not provided in the approved original estimate but it was included in the actual work without any approval, which increased the cost of work. Had this item of work been essential for such work, it should have been taken in the approved estimate at the initial stage it self.

The conclusion that emerges from the various observations made in this para above is that there is going to be significant financial or monetary implication arising out of laxity in supervision, control and technical monitoring of the civil works. For these reasons there is urgent need for the authorities to have a close scrutiny of the civil works across the board in the District as also in the State as a whole.

CHAPTER-4

UTILISATION OF VARIOUS GRANTS

4.1 As there is no control over sending of UC at any level of disbursement/ expenditure, unutilized lapsable grants at school/ PTA level require strict monitoring. Delay in remission/ transmission of funds from DPO level when 90 percent of annual grants are received at the district level from the State Project Office by the end of 2nd quarter of year, is not tenable. This delay mostly accounted for balances lying unutilised at school level.

4.2 Teachers grant

In Dewas during the year 2002-03 teachers grant @ Rs.500 was not received in any school in Dewas, Kannod and Bagli Blocks inspected. The District Project Coordinator has not released the grant to any school. The TLM grant for the year 2003-04 @ Rs.500 was released very late and was received in schools of Bagli and Kannod blocks in March 2004. Most of the schools visited could not utilize the grant during the financial year.

Satna District

In Satna district, at the end of 2003-04, an amount of Rs.4.28 lakhs under primary school teachers grant was lying unutilized.

4.3 School Grant

Pursuant to SSA intervention, school grant of Rs.2000 per school was to be spent by PTA for replacement of infrastructural school equipments for maintenance and repairs of school buildings through PTA.

Dewas District

In Dewas, school grant of Rs. 2000 was not received by all the schools during the year 2002-03. School grant for the year 2003-04 was given very late in the absence of any proposal from PTA and most of the schools visited by the study team in Kannod and Bagli blocks could not utilize it during the year 2003-04.

Some of the schools had spent the maintenance grants mostly on items not really covered under the grant viz. white washing, purchase of stationery, tat patties, mattress, buckets, jugs, lotas etc.

Satna District

In Satna, sum of Rs.0.98 lakh towards primary school grant and Rs.5.84 lakhs towards Upper Primary school grant remained unutilized at the district level at the end of 2003-04.

4.4 General

The PTA register of schools indicated constitution of yearly PTA and proposal for purchase out of school contingency, TLM purchase, etc. The items of purchase, supporting vouchers and status of account were not approved by the PTA. The schools, BRCs and DPO had not maintained utilization certificates in support of expenditure made against sums advanced received by respective agencies. The sums advanced at each level were treated as final expenditure irrespective of balances lying unutilized or UCs not sent. Apparently, the regulation and control on expenditure at all levels was not adequate.

4.5 Maintenance and repair grant

As per the norms of SSA upto Rs.500 could be paid for maintenance and repair of schools buildings. For this purpose following criterion was introduced in SSA guidelines:

- (i) Utilisation should only be through school management committee/ PTAs.
- (ii) Upto Rs.5000 per year could be provided on specific proposals by the school committee.
- (iii) Element of community contribution must be there.

Dewas District

Our test check of schools in Dewas revealed that Rs.60.03 lakhs was paid in March 2004 for 1206 Primary schools and Rs.5,45,000 were paid to

109 middle schools @ Rs.5000 on 19.3.2004. During test check of records it was noticed that:

- (i) Specific proposals was received from any school committee for any repairs.
- (ii) No element of community contribution existed in the repair works.
- (iii) There were number of schools recently constructed, which did not require any repairs.
- (iv) During the visit of the study team to schools and personal contracts a number of schools said they did not require funds for repair.
- (v) Since the payment of Rs.65,75,000 was made in the month of March 2004 and most of the amount was paid on 31.3.2004, the amount could not be utilized on repairs and maintenance during the year 2003-04. However, total amount was shown to have been spent.

Satna District

In Satna district, the position of maintenance grant was as under.

Under the Annual Plan for 2003-04, Rs.5000 for each school was sanctioned for maintenance works under different categories of school as detailed below:

(Amount in lakhs of Rupees)

| Categories of school | No. of school | Total admissible amount | Actual allotment | Expenditure | Saving |
|-----------------------------|----------------------|--------------------------------|-------------------------|--------------------|---------------|
| Primary school | 1299 | 64.95 | 108.50 | 97.15 | 11.35 |
| EGS | 344 | 17.20 | -- | -- | -- |
| Middle school | 527 | 26.35 | 5.83 | -- | 5.83 |
| Total | 2170 | 108.50 | 114.33 | 97.15 | 17.18 |

Rs.108.50 lakhs was allotted for 2170 the Primary/ EGS/ Middle schools. In addition a sum of Rs.5.83 lakhs was further allotted for maintenance work for middle schools, whereas the details above clearly show that Rs.108.50 lakhs included Rs.26.35 lakhs for maintenance work in 527

middle schools also. Rs.97.15 lakhs were used by 1943 schools during 2003-04 leaving Rs.11.35 lakhs saved for the remaining 227 schools. Thus, allotment of Rs.5.83 lakhs shown in the records against the maintenance work for middle school separately was not required and needed to be refunded.

CHAPTER-5

CAPACITY BUILDING, TRAINING AND QUALITY IMPROVEMENT

5.1 Role of District Institute of Education and Training

The SSA stipulates a major capacity building role for District Institute of Education and Training (DIET) at district level. It emphasizes quality improvement in elementary education requiring a sustainable support system of resource persons and institutions. Since SSA recognizes the critical and central role of teachers and focuses on their development needs including effective in service teacher training, setting up of Block Resource Centres (BRC's), recruitment of qualified teachers, opportunities for teachers developments through participation in curriculum related material, development focus on classroom process are part of the integrated approach to capacity building and designed to develop the human resource among teachers.

DIET's role is to serve as a nodal institution at district level to undertake the responsibility of improving the quality of elementary education. DIET is basically to provide academic guidance and performance support for teachers training programmes, development of curriculum related teaching-learning materials, undertake evaluation studies, conduct innovative intervention and academic supervision through BRCs and CRCs, as well as training of village community leaders. In Madhya Pradesh, restructuring of DIET has been done to make it faculty-based so that it also caters to the subject specific demands of Upper primary level. At the district level the monitoring of classroom has to be under the leadership of DIET. Block Resource Coordinator visits schools and prepare reports for DIET.

The targets fixed for the purpose vis-à-vis achievements during 2002-03 and 2003-04 were as under:

| Nature of training | | Year | Targets (Nos) | Achievement (Nos) | Shortfall (Nos) | Percentage of shortfall |
|--------------------|-------------------------------|---------|---------------|-------------------|-----------------|-------------------------|
| (i) | Induction training courses | 2002-03 | 21029 | 13210 | 7819 | 37 |
| | | 2003-04 | 280777 | 9505 | 18572 | 66 |
| Total | | | 49106 | 22715 | 26391 | 54 |
| (ii) | Refreshers training courses | 2002-03 | 64307 | 56820 | 10481 | 19 |
| | | 2003-04 | 55307 | 29721 | 23586 | 44 |
| Total | | | 119614 | 83541 | 34073 | 28 |
| (iii) | Professional Training courses | 2002-03 | --- | --- | --- | --- |
| | | 2003-04 | 7600 | 5500 | 2100 | 28 |
| Total | | | 7600 | 5500 | 2100 | 28 |

The table revealed that:

- (i) Overall shortfall in the case of 'Induction Training' which is imparted to newly recruited Teachers was 54 per cent only during 2002-03 increased to 66 per cent during 2003-04.
- (ii) In the case of 'Refreshers Training', which is imparted to needy in service teachers, overall shortfall was 28 per cent. However, it increased to 44 per cent during 2002-03.
- (iii) No target for "Professional Training" (D.Ed./ B.Ed) which is imparted to untrained teachers, were fixed during 2002-03. During 2003-04 shortfall in achievement of targets was 28 per cent.
- (iv) As against financial targets of Rs.25 lakhs for staff development and Rs.51 lakhs for innovations no physical targets were fixed.

The details mentioned above suggest that there are severe gaps in the expectation levels and actual achievements, which will impact quality improvement of education adversely.

5.2 The position as studied by us in the two districts viz. Dewas and Satna Districts is given below:

5.2.1 DIET, Dewas District

Staffing

As against 44 sanctioned posts 38 officials were in position in Dewas, DIET. The shortage of 6 officials was in the cadre of junior teachers 2 and IV cadre (contingency) – 4.

Release of funds to DIET, Dewas

The position of release of funds by State Project Office, Bhopal to DIET Dewas and expenditure incurred during 2002-03 and 2003-04 was as under:

(Rupees in lakhs)

| Year | Balance of Previous year | Receipts | Total | Expenditure | Balance | Percentage of achievement |
|---------|--------------------------|----------|-------|-------------|---------|---------------------------|
| 2002-03 | 2.17 | 0.63 | 2.80 | 1.90 | 0.90 | 68 |
| 2003-04 | 0.90 | 5.10 | 6.01 | 4.82 | 1.18 | 80 |

The table reveals that:

- (a) Achievement against available funds during 2002-03 and 2003-04 was 68 per cent and 80 per cent, respectively.
- (b) Achievement during 2003-04 against Approved Work Plan provision of Rs. 18.44 lakhs was 26 per cent only.

Training activities

Status of target fixed for various trainings and achievement thereagainst for the years 2002-03 and 2003-04 were as under:

2002-03

A – At primary level

| Sl. No. | Name of training | Targets | Achievements (Nos) | Shortfall Nos) | Percentage of shortfall |
|--------------|--|---------------|--------------------|----------------|-------------------------|
| 1. | Induction training to newly appointed teachers | 423 | -- | 423 | 100 |
| 2. | Need based | | | | |
| | (i) Refresher course | 630 | 584 | 46 | 1.7 |
| | (ii) Induction training | 559 | 543 | 16 | 2.89 |
| 3. | English training | 1530 | | 1530 | 100 |
| 4. | Head start training | 45 | 45 | --- | 00 |
| | | 92 | --- | 92 | 100 |
| 5. | PTA training | 347420 | 136788 | 210632 | 60.63 |
| Total | | 350699 | 137960 | 212739 | 60.66 |

B – At middle level

| Sl. No. | Name of training | Targets | Achievements (Nos) | Shortfall Nos) | Percentage of shortfall |
|--------------|--|--------------|--------------------|----------------|-------------------------|
| 1. | Induction training to newly appointed teachers | 311 | --- | 311 | 100 |
| 2. | Science teaches training | 100 | 92 | 8 | 8 |
| 3. | Science and maths teaches training | 100 | 85 | 15 | 15 |
| 5. | PTA training | 86688 | 34272 | 52416 | 60.47 |
| Total | | 87199 | 34449 | 52750 | 60.49 |

2003-04

| Sl. No. | Name of training | Targets | Achievements (Nos) | Shortfall Nos) | Percentage of shortfall |
|--------------------------|--|-------------|--------------------|----------------|-------------------------|
| A – Primary Level | | | | | |
| 1. | Training of master trainer | 190 | 98 | 92 | 48.42 |
| 2. | Induction training contract teacher grade-3 | 103 | 120 | --- | --- |
| | Training of new Gurujis | 37 | 32 | 5 | 13.51 |
| 3. | Refresher training | | | | |
| | Old Gurujis | 258 | 243 | 15 | 5.81 |
| | Others | 1510 | 1468 | 42 | 2.78 |
| B- Middle Level | | | | | |
| 1. | Induction training contract teacher grade-2 | 312 | 298 | 14 | 4.49 |
| 2. | Refresher course for science/ maths teachers | 204 | 189 | 15 | 7.35 |
| Total | | 2614 | 2448 | 834 | 31.91 |

The tables supra revealed that:

- (i) Shortfall in achievement of overall targets during 2002-03 was more than 60 per cent, but the position in respect of following trainings was worst since shortfall in these fields was 100 per cent.
 - (a) Induction training to newly appointed PS&MS teachers
 - (b) English training
 - (c) Head start training
- (ii) Shortfall during the year 2003-04 was 31.91 per cent. However, no targets for PTA training during this year were fixed.

5.2.2 DIET, Satna District

Training of Teachers

At the end of July 2004 the status of trained/ untrained teachers was as under:

| | |
|--------------------------|------|
| Total Number of Teachers | 6591 |
| Total number of Trained | 3349 |
| Total number Untrained | 3242 |

The status of trained teachers were as follows:

| | Total | Trained |
|----------------------|--------------|----------------|
| Asstt. Teachers UDT | 168 | 108 |
| Asstt. Teacher LDT | 3379 | 2083 |
| Shiksha Karami II | 44 | 20 |
| Shiksha Karmi III | 1874 | 638 |
| Samvida Shikshak II | 582 | 288 |
| Samvida Shikshak III | 544 | 212 |
| Total | 6591 | 3349 |

Besides, out of 1114 Gurujis only 593 were trained and rest (521) were untrained.

It would be thus seen that about 50 per cent of deployed teachers are untrained. Action plan for training envisages training of all untrained teachers by 2010.

While some of trainings are conducted at the level of DIET, others are conducted at the block level and cluster level through master trainers (Janshishak or efficient Teacher), who are trained at DIET.

Following are types of training conducted in the district at different level:

| | |
|----|---|
| 1. | Induction training for 20 days for Gurujji, Shiksha Karami, Samvida Shikshak |
| 2. | D.Ed, B.Ed for untrained teachers for 36 days |
| 3. | In service training (a) Refresher course (b) Need based training from JSK |
| 4. | Head start training 4 teachers per head start for 10 days |

No allotment to DIET under SSA was made during 2002-03. The position of allotment and expenditure during 2003-04 was as under:

(In Rupees)

| Component | | Allotment | Expenditure | Savings |
|--------------|----------------------|-------------------|------------------|------------------|
| (a) | Head start training | 204950.00 | 204950.00 | ---- |
| (b) | EGS Guruji | 60000.00 | 54901.00 | 5099.00 |
| (c) | EGS Teleconferencing | 31000.00 | 31000.00 | ---- |
| (d) | SIP | 65187.00 | 64190.00 | 997.00 |
| (e) | Teacher training | 1065000.00 | 444322.00 | 620678.00 |
| (f) | Driver | 46575.00 | 42213.00 | 4362.00 |
| Total | | 1472712.00 | 841576.00 | 631136.00 |

Under teachers training out of expenditure of Rs.444322, Rs.299057 were advanced to blocks for conducting training at the block level, adjustments against which was awaited. Savings of Rs.620678 under teachers training was due to non-recruitment of teachers.

The position of target vis-à-vis achievement of trainings at DIET for 2003-04 was as under:

At DIET level

| Type of training | Target | Achvt. | Shortfall | Percentage shortfall | Reasons for shortfall |
|---|--------|--------|-----------|----------------------|--|
| (a) Induction course for newly appointed EGS | 47 | 43 | 4 | 8 | Some teachers failed to attend the course |
| (b) Newly appointed Samvida Shikshak Grade II | 410 | -- | 410 | 100 | For non-selection/ appointment of samvida shikshak. This resulted in saving of Rs.620678 |
| (c) Refresher course of old EGS | 38 | 31 | 7 | 18 | Some teachers failed to attend |
| (d) Master trainees | 56 | 40 | 16 | 28 | -do- |

At Block level

| Type of training | | Target | Achvt. | Shortfall | Percentage of shortfall | Reasons for shortfall |
|------------------|---|--------|--------|-----------|-------------------------|---|
| (a) | Induction trng. for 430 newly appointed Samvida Shkshak Grade-III | 430 | 45 | 385 | 89 | For delay of appointment of Samvida Shikshak |
| (b) | Refresher course for 450 Teachers of Science and Maths in middle school | 450 | 313 | 137 | 30 | Due to election there was shortfall in training |

Quite clearly, training, potential at the level of DIET and at the block level remained under utilized due to delay in the appointment process of teachers.

Annexure-5 briefs about status of trained teachers in test checked schools.

Strengthening of capacity building

SSA plays a major role in capacity building of teachers in respect of improvement in their professional knowledge besides imparting of management techniques for improvement in delivery system, monitoring and supervision. It also focuses on designing specific intervention in respect of disadvantageous section of children like girls, SC/ ST, handicapped children to mainstream therein schooling system. This is done by engaging professionals at the state level but effective implementation of such intervention, requires placement of trained coordinators in these fields at the block and cluster level resource centers. At present programme coordinators at the district, block and cluster level are not even oriented to handle these groups professionally.

The capacity building programme existing in SSA covers (i) training of teachers through DIET, training of PTA at cluster level through master trainers trained by DIET, (ii) monitoring/supervision of schools through programme coordinators at cluster level, block and district level besides DIET staff.

To consolidate the achievement of DPEP and improve quality of education delivered at the primary level only, School Improvement Plan (SIP)

was introduced under SSA from September 2003 (2003-04) after evaluation of existing scenario in August 2003 by DIET, Satna, with the help of District Project staff.

DIET listed non-updation of Village Education Register in 45 per cent schools and delayed and incomplete distribution of school books during 2003-04 as impediments in quality improvement process. Other factors that impact the quality improvement were listed as very poor adoption (5 per cent teachers) of teaching, learning technique through TLM and teaching of multi-class and poor attendance of enrolled children.

Thus, 174 primary schools and 864 EGS schools (total: 2608 schools) were monitored under SIP. None of the 736 Upper primary schools were monitored.

The results of SIP were as under:

- (i) 20 per cent of children dropped out in second quarter were brought back.
- (ii) 40 per cent of children did not have proficiency of previous class.
- (iii) PTA was found indifferent to their duties and responsibility and showed little interest in their work.
- (iv) Cross monitoring by DIET, DPO, BRCC was not done cent per cent.
- (v) Teachers did not pay attention to inspection reports for improvement.
- (vi) Thus, to sum up, (i) no school improvement plan for Upper primary school was drawn and implemented (ii) expenditure incurred on CRCs, BRCs and expenditure under SIP was ineffective as quality of education in primary schools had not shown improvement. (Expenditure on SIP: Rs.1.64 lakhs, expenditure on BRC: Rs.28.691 lakhs and expenditure on CRC: Rs.8.26 lakhs).

One of reasons gathered was the BRCs and CRCs had no administrative powers to control teachers as such their academic suggestions were ignored.

CHAPTER-6

SCHOOL EDUCATION – STATUS OF SOME KEY INTERVENTIONS

6.1 Integrated Education to disabled Children (IED)

Framework for implementation of SSA provides assistance @ Rs.1200 per disabled child, if specific proposal to this effect is included in the approved District Plan.

During 2002-03 a survey to identify disabled children was made and 2980 disabled children in Dewas and 5562 disabled children in Satna were identified.

In Dewas Rs.16.24 lakhs was budgeted in Annual Plan for 2003-04 and in Satna Rs.14.24 lakhs was budgeted for IED.

In our study, it was seen that inspite of overall savings of Rs.19.62 lakhs in Dewas and Rs.99.73 lakhs in Satna during 2003-04, no provision was made at the district level for this specific intervention.

The study team also noticed that various items of aids for distribution among disabled children were provided under other schemes of the State Govt. yet as revealed in test checked blocks of Satna even these items of aids were not distributed fully as indicated below:

| Name of block | No. of handicapped children | No. of aids received | No. of aids distributed | No. of aids lying undistributed |
|---------------|-----------------------------|----------------------|-------------------------|---------------------------------|
| Sohawal | 203 | 191 | 145 | 46 |
| Majhgaon | 496 | 67 | 33 | 34 |
| Maihar | 971 | 22 | --- | --- |
| Nagod | 188 | --- | --- | --- |

From the above it would be seen that number of aids received, which were short of total requirement, were not even totally distributed and were lying idle. Maihar and Nagod blocks did not have readily available figures of distribution and balance. Block Resource Coordinators have waited at block level for beneficiaries to collect the aids, which should have been distributed

at their doorsteps. It was also seen that no specific proposal for disabled was included in the District Plan. Evidently this area needs more focus.

6.2 Status of EMIS

Computers and peripherals are available at the district and block levels with trained staff to handle them. Two software's (DISE-District Information of schools education-Govt. of India software and IPMS – Integrated Project Monitoring System, State Govt. software) are operational at the district level. In the absence of post of Data Entry Operator at block level, EMIS is not operational at the block level.

Data is collected at the school level in Computer Form I,II and Form III, which is extract of form Nos. II and I is collected at Jan Shiksha Kendra (CRC) and sent to the district.

There is no access control at the district level to watch for integrity and truthfulness of data.

6.3 Head Start Centres

Under Rajya Shiksha Kendra, Bhopal, Govt. of M.P. launched a new scheme of facilitating delivery of subject matter through audio-visual method with the help of computers and specially structured sets of CDs for the children of Primary and Upper Primary Schools of the State.

Cost of preparation of CDs, computers and its peripherals to be supplied, is borne by the State Govt. while training of BRC/ CRC staff to run the CDs/ Computers, installation charges as also suitable room to house the Head Start Project, is under SSA budget.

There are 65 Head Start Centres in Satna district (18 opened in 2001-02, 47 opened in 2002-03).

Three computers with ancillaries were provided to each of 65 Head Start Centres. These Centres are located in the school premises attached with Upper Primary-Primary schools at Jan Shikshak Kendras (Cluster Resource Centres). These Head Start Centres are supposed to facilitate teaching

process for children of 1744 primary schools, 736 upper primary school and 864 EGS schools by drawing a calendar of demonstration/ teaching.

As regards training of staff to run Head Start Centres, 36 teachers were trained for 10 days in 2 spells during 2001-02, 2002-03 in respect of 18 centre opened in 2001-02. Then, in respect of other 47 centers, 4 teachers per centre (47 X 4 = 188) were planned for training in 2003-04 against which 150 were trained. Similarly, during 2004 (upto July 2004), 114 teachers, 8 BRCC, 17 BACC and 19 DIET teachers were trained.

Inspite of above infrastructure and training and expenditure of Rs.49414 (2002-03) and Rs.371428 (2003-04) on installation charges, the Head Start Programme is covering only children of 65 primary, 65 upper primary school children to which these are attached.

Even for training of 65 primary and upper primary school children no time table for training has been drawn as observed during visits to 4 Head Start Centres attached to 4 CRCs of 4 Blocks test checked. During test check it was also observed that Head Start Centre at CRC Chauraha, Majhgaon was non functional as staff awaited training and 2 of 3 computers were non functional. Similarly, Head Start Center at CRC, Amdara (UPS, Amdara), Maihar was also non functional and unorganized.

6.4 Free Text Books

As per the norms of SSA free text books are to be provided to all girls and SC/ ST boys at Government Primary and Upper Primary schools and Government aided schools subject to certain conditions. The upper ceiling of assistance is Rs.150 per child. In case any State was partially subsidizing the cost of text books being supplied to children in elementary classes, then the assistance under SSA would be restricted to that portion of cost of the books which is being borne by the children. If the State was providing free text books to any class of children that liability will continue to be borne by the State Government and not SSA.

In Satna district, the position of distribution of books was as under.

Books for Primary, Upper Primary and EGS schools for free distribution as per scheme are received from Madhya Pradesh Pustak Nigam, Rewa against indent placed with them by 30th April each year, to enable DPO to supply requisite books to schools. Requirement of the district is compiled on the basis of subject-wise and class-wise indents received from BRCs. Indent for next year is placed on requirement of Jana Shiksha Kendras with 10 per cent additions.

For the year 2003-04, 1170137 books were indented and 1169599 books were received. Against this 1141510 books were distributed and 28089 were lying unutilized.

Scrutiny revealed that 958842 books were received at DPO level between 2.6.2003 to 18.6.2003 and they were delivered to JSK by 30.6.2003 as per their indents for eventual supply to respective schools. However, 210757 books were received between 15.7.2003 to 10.10.2003 and their distribution continued up to November/December 2003 to schools. This delay affected the studies of children.

In test checked schools it was seen that undistributed books were lying in huge numbers since these books were supplied late during 203-04 and the students had brought the books in the meanwhile.

For 2004-05 against requirement of 1395284 books of various subjects for class I to VIII, only 1369820 books were received by 30.6.2004. Thus, at the time of opening of schools 31170 books of all classes were received short. Further, books of English subject for class III (1772) and class IV (2925) were received in excess. 19800 books were received on 31.7.2004 and balance 11370 books were yet to be received (4th August 2004). All the books received upto 30.6.2004 had been distributed to schools by the opening date of schools (1st week of July 2004). Position of late supply in test checked schools is given in Annexure-6. In Dewas, the position of supply of text-books was satisfactory.

6.5 Mid-day meal scheme

In test checked schools of Satna it was seen that Khichri is provided to children as mid-day meal. However, village panchayat contributes Rs.1.05 per child per day towards administrative cost for making Khichri.

A test check of the records at some schools, however, revealed that in the past there were instances when the distribution of Khichri was given up and no mid-day meal was being given. The following was also observed.

- (i) As per remarks dated 17.12.2003 and 17.1.2004 in the PTA register, the distribution of mid-day meals in primary schools at Belha (Maihar) was extremely poor in the year 2002-03 and 2003-04. It was not provided for most part of the two years due to some dispute between the members of PTA and school.
- (ii) In EGS, Korhai (block Sohawal), the distribution of meals in the current session was very poor. From 1.7.2004 to 5.8.2004 it has been distributed only on four days.
- (iii) In primary school at Hati, only boiled rice was being provided daily. No dal was being served.
- (iv) On enquiry it was gathered that the PTA has not received money from the Janpad Panchayats for purchase dal, vegetable oil and spices in the current session and as such some of the schools are now again providing only rice with salt in the mid-day meals.

In Dewas, where the study team visited 31 schools in Dewas, Kannod and Bagli Blocks it was seen that in some schools cooked dalia (sweet) was being provided and in some schools 3 kgs wheat was provided. Free supply of food grains was reduced from December 2003 to 2 kgs per student per month.

The study by the team further revealed that food grains/ cooked Dalia were not supplied timely in some schools of Kurkripura (Bagai Block), EGS Tumni, Nipania and in Nayta Bapachaya (Dewas Block) schools were not providing regularly the grains/ cooked Dalia.

The parents and other villagers including Gram Pradhan, when interviewed by the team, preferred cooked Dalia compared to 3/2 kgs food grains.

6.6 Enrolment and Drop out

6.6.1 One of the hallowed objective of SSA, is to have cent percent enrolment by 2003 and achieving eight years of schooling for each child, under 6-14 age group, to ensure that child completes quality Elementary Education by 2010.

Statistics of Satna (educational profile) reveals that enrolment (primary) has exceeded target group (6-11) during 2003-04. The plea taken by DPO is that out of stream children up to 17 years were also enrolled to make them literate. Similarly children of habitations taking enrolment in other habitations is another reason for this picture.

Scholars' Registers are an important document and if maintained properly at school, its linkages with form-I, form II, form III and attendance registers can easily provide position of retention, completion, drop out of each enrolled child. It is through Scholars Register that transfer certificates on migration is issued. The study team relied on the data provided by these document to arrive at the correct picture of enrolment and dropout status.

Our study based on the above documents gives a picture, which is quite in contrast to official picture of the District. As per Satna district's statistics the percentage of dropout at the primary schools level was 0.82 whereas figure of drop out worked out on the basis of actual data of test checked schools is 11.76 per cent.

6.6.2 The position of drop out children in test checked schools at Dewas district was as under:

| Block | No. of children admitted to class I in 1999-2000 | No. of Children dropped out by 2003-04 | Percentage of drop out |
|--------------|--|--|------------------------|
| Bagli | 327 | 90 | 27.52 |
| Kannod | 353 | 60 | 17.00 |
| Total | 680 | 150 | 22.06 |

From the table above, it is revealed that out of the children admitted to class I in the year 1999-2000, 22.06 percent dropped out by the year 2003-04. Thus the primary objective of SSA to achieve universalization of primary education for the children of 6-14 age group could not be achieved.

Reasons for the heavy dropout were not analysed by the District Project Coordinator. However, based on our interaction with cross section of village society, teachers, parent, elected gram panchayat representatives and others, we picked up the following as principal reasons for such heavy dropout, specially in primary classes:

- (i) Many parents especially of poor children and Tribals want their children to go with them for harvesting, collection of Tendu Patta and for wages.
- (ii) Some parents, especially from minority community and tribal areas felt that the education was not of much relevance to their needs.
- (iii) The high rate of dropout in girls is caused by social norms. In tribal and poor community early marriage of girl child is one of the main reasons for dropout.
- (iv) Students from better off families are migrating to private schools in urban areas and even in rural areas.
- (v) There is no pressure from the community leaders on the concerned parents for not taking off their children from schools.
- (vi) In poor societies the children are asked to look after the younger children of the family rather than go to school for education.
- (vii) In rural areas children are deputed for grazing the animals and not to continue the studies in schools.
- (viii) Migrant tribal population, contributes towards high dropout rate.

6.6.3 The table below gives the drop out rate of Children in Satna District:

| Name of School | No. Of Children enrolled in class 1 in the year 1999 | Status of the Children in the year 2004 | | | | | Transfer | Drop out | |
|------------------------|--|---|-------------------|-----------|----------|----------|----------|-----------|-----------|
| | | Passed in class V | Studying in Class | | | | | | |
| | | | V | IV | III | II | | | I |
| Block Maihar | | | | | | | | | |
| EGS Sarai Ward-17 | 21 | 3 | 2 | 1 | 1 | - | 1 | 04 | 09 |
| P.S. Delha | 100 (figure for the year 2000) | | 72 | 8 | - | 1 | - | 14 | 05 |
| Block Majhgawan | | | | | | | | | |
| P.S. (Balak), Pindra | 21 | 1 | 5 | - | - | - | - | 11 | 04 |
| P.S. Majhgawan | 33 | 19 | - | - | - | - | - | 12 | 02 |
| P.S. Chauraha | 46 | 17 | 10 | 4 | 2 | - | - | 07 | 06 |
| TOTAL | 221 | 40 | 89 | 13 | 3 | 1 | 1 | 48 | 26 |

The facts above would indicate that the drop out rate in the test checked schools of Dewas and Satna was 22.06 per cent and 11.7 per cent (approx.) respectively. This is in sharp contrast to the official drop out figure of 2.79 (for the State as a whole), 0.11 for Dewas and 0.05 for Satna. There is a strong possibility that these figures do not represent the correct picture of the status of drop out children.

The table below indicates the number of children in the age group of 5-14 years not enrolled in Schools in Satna:

| Name of block and School | No. of children as per survey | | | No. of children enrolled in schools | | | No. of children not enrolled in schools | | | Remarks |
|--------------------------|-------------------------------|-------|-------|-------------------------------------|-------|-------|---|-------|-------|--|
| | Boys | Girls | Total | Boys | Girls | Total | Boys | Girls | Total | |
| Nagod Block | | | | | | | | | | |
| P.S. Dureha | 284 | 223 | 507 | 262 | 214 | 476 | 22 | 09 | 31 | (a) survey no conducted properly. Survey reports not signed by any another person. These were not test checked by any higher authorities |
| EGS Dureha | 79 | 75 | 154 | 77 | 74 | 151 | 02 | 01 | 03 | |
| P.S. Barkunia | 22 | 22 | 44 | 22 | 21 | 43 | --- | 01 | 01 | |
| Maihar Block | | | | | | | | | | |

| Name of block and School | No. of children as per survey | | | No. of children enrolled in schools | | | No. of children not enrolled in schools | | | Remarks |
|--------------------------|-------------------------------|-------|-------|-------------------------------------|-------|-------|---|-------|-------|--|
| | Boys | Girls | Total | Boys | Girls | Total | Boys | Girls | Total | |
| Nagod Block | | | | | | | | | | |
| EGS Sarai Ward-17 | 101 | 96 | 197 | 117 | 125 | 242 | 14 | 09 | 23 | (b) Form 3 showing the group-wise summaries position was not prepared. |
| P.S. Delha | 258 | 245 | 503 | 249 | 218 | 467 | 12 | 24 | 36 | |
| Majhgawan Block | | | | | | | | | | |
| P.S. (Balak) Pindra | 163 | 164 | 327 | 157 | 155 | 312 | 06 | 09 | 15 | (c) Children belonging to neighboring basahats studying in a particular school were also included in the figure as enrollment with the result that total enrolment shown was more than the number indicated in survey. |
| EGS (PS) Barua | 103 | 69 | 172 | 95 | 64 | 159 | 08 | 05 | 13 | |
| UPS Miehkurian | 57 | 53 | 110 | 60 | 55 | 115 | 01 | 04 | 05 | |
| Sohawal Block | | | | | | | | | | |
| PS (Balak) Madhavgarh | 459 | 415 | 874 | 389 | 360 | 749 | 10 | 15 | 25 | |
| PS Hati | 247 | 190 | 437 | 245 | 189 | 434 | 02 | 01 | 03 | |
| EGS PS Korhai | 57 | 44 | 101 | 60 | 38 | 98 | --- | 06 | 06 | |

Even though the enrolment figures in M.P. and the two districts is so high (as per official statistics), the high dropout discovered by us, reveals that the schools are unable to retain the students in the school. Since we did not carry out any independent check through house-to-house survey of never enrolled children, we are not in a position to comment on the authenticity of the enrolment data officially provided.

6.7 Primary School Results

The status of children enrolled in class V, appeared in examination and passed the V class Board examination during the years 2001-02 and 2002-03 separately for Govt. Primary schools and EGS Schools was as under:

| Year | Particulars | Govt. Primary School | E.G.S. Schools |
|------|-------------|----------------------|----------------|
|------|-------------|----------------------|----------------|

| | | | | |
|---------|-------------------|---------|---------|--------|
| 2001-02 | Enrolled | } (Nos) | 948494 | 107364 |
| | Appeared | | 878590 | 96381 |
| | Passed | | 599989 | 69761 |
| | Passed Percentage | | 68.3 | 72.4 |
| 2002-03 | Enrolled | } (Nos) | 1028859 | 141152 |
| | Appeared | | 0956876 | 127384 |
| | Passed | | 0684000 | 92527 |
| | Passed Percentage | | 71.5 | 72.6 |

An interesting fact emerging from this data is that during 2001-02 results of EGS Schools (72.4 per cent) were better compared to Government Primary Schools (68.3 per cent). The results of Government Primary Schools improved to 71.5 per cent during 2002-03 but were still lower than the percentage (72.6) of EGS Schools.

CHAPTER-7

SCHOOL TEACHER – REQUIREMENTS AND DEPLOYMENT

7.1 “Framework for implementation of SSA” envisages provision of one teacher for every 40 children in primary school (atleast two teachers in a primary school) and one teacher for every class in the Upper primary schools.

EGS when upgraded to primary school requires one additional teacher. Similarly, a primary school upgraded to Upper primary school requires three additional teachers while keeping the PTR at 1:40.

During the year 2003-04 in Madhya Pradesh, 22659 EGS were upgraded to primary schools and 10960 primary schools were upgraded to Upper primary schools.

Though this intervention was physically achieved, the teachers shortage was clearly visible:

| No. | Component | Category of teachers | No. of Sanctioned posts | No. of teachers in Position | Shortage (in Nos) |
|--------------|--|-------------------------------|-------------------------|-----------------------------|-------------------|
| 1. | PS upgraded to UPS | SK II | 21920 | 15540 | 6380 |
| 2. | PS upgraded to UPS (Approved in 2002-03) | SKII(3 rd teacher) | 6386 | NIL | 6886 |
| 3. | EGS upgraded to PS | Guruji | 45318 | 27903 | 17415 |
| 4. | EGSAIE | Guruji | 7736 | 3912 | 3824 |
| 5. | Jan Shikshak Kendra | Janshikshak | 6280 | 6280 | NIL |
| 6. | Human Development Centre | HDC | 120 | NIL | 120 |
| Total | | | 87760 | 53635 | 34125 |

On the shortage being pointed out it was stated that policy of recruitment of teachers was being framed at State level.

7.2 Position of teachers in Satna District

Prior to 1995, the elementary education was looked after by the assistant teachers recruited by Department of Education of the State Government. Between 1995 and 2002, Shiksha Karmies in Grade-I (Rs.1200- Rs.2000, Lecturer), Grade-II (Rs.1000 – Rs.1600, Middle school Teacher –

UDT), Grade-III (Rs.800 – Rs.1200, Assistant teacher recruited by local bodies on contract for 3 years) were recruited under DPEP. The Shiksha Karmies were transferred to Education Department in December 2002.

With effect from January 2003, Samvida Shikshaks (contract teachers in Grade-II – Rs.3500 pm, Grade-III – Rs.2500 pm – fixed salary) were appointed to fill up the vacancies in Primary and Upper primary schools. Samvida Shikshak (Grade-III) engaged by local bodies serving EGS were also called Guruji.

At the end of 2003-04, there were 1744 primary schools, 736 Upper primary schools. Besides, there were 864 EGS schools, 841 of which were upgraded into primary schools during 2003-04, thus entitling them for 2 teachers per school, 2 rooms per school and provision of TLE against one teacher – one room existing facility. Similarly out of existing 736 Upper primary schools (2003-04), 400 of them were upgraded from primary schools (100:2000-01, 107: 2001-02, 193:2002-03). Such schools required posting of 2 additional teachers per school for teaching classes VI to VIII, requiring in all additional 800 teachers.

Thus, there was shortage of 841 teachers @ 1 teachers per EGS (upgraded into primary school) and 800 Upper primary teachers during 2002-03 and 2003-04. Against it only 401 Upper primary teachers were appointed during 2002-03. 399 posts of UPS could not be filled up because of non-availability of teachers against reserved quota. Similarly 841 posts of primary teachers could not be filled up on account of ban in their recruitment. The third teacher for 200 UPS (upgraded from primary) sanctioned so far also awaits recruitment.

To sum up, at the end of 2003-04 there was shortage of 841 Gurujis (primary school teachers) and 599 (399 + 200) Upper primary school teachers, rendering delivery of education ineffective.

During 2003-04, the status of available teachers vis-à-vis PTR was as under:

(In numbers)

| Total No. of Guruji | Total No. of PS teachers | Total No. of UP teachers | Primary School PTR | EGS school PTR | Upper primary school PTR |
|---------------------|--------------------------|--------------------------|--------------------|----------------|--------------------------|
| 1114 | 4554 | 2719 | 40 | 45 | 31 |

The striking anomaly is that in spite of shortage of teachers as per foregoing paras, PTR was as per required norms of 1:40 in regard to primary schools and Upper primary schools.

Further, deployment of teachers required rationalization. In test check it was seen that some of schools were overstaffed while some were under staffed with reference to PTR of 1:40. In test-checked schools of Satna the PTR has ranged from 1:10 to 1:156 as per given below:

| Name of school (Govt. Primary Schools) | No. of students (total in school) | No. of Teachers | | | Teacher Pupil Ratio |
|--|-----------------------------------|-----------------|-----------|-------------|---------------------|
| | | Required | Available | Shortage(-) | |
| Block - Nagod | | | | | |
| Barkuniya Kothar | 21 | 1 | 1 | +1 | 1:10 |
| Amkui | 150 | 4 | 5 | +1 | 1:30 |
| Dureha | 123 | 3 | 2 | -1 | 1:62 |
| Block - Maihar | | | | | |
| Delha | 285 | 7 | 6 | -1 | 1:48 |
| Champa | 164 | 4 | 2 | -2 | 1:82 |
| Sarai, Ward -17 | 154 | 4 | 2 | -2 | 1:77 |
| Block - Majhgaon | | | | | |
| EGS PS Barua | 156 | 4 | 1 | -3 | 1:156 |
| PS Hati | 93 | 2 | 4 | -2 | 1:24 |

7.3 Irrational posting of teachers

In 31 schools test checked in Dewas, it was observed that although the general ratio of teachers and students was as per the norms of SSA, but there was irrational deployment of teachers in schools.

In Dewas block overall ratio of teacher and student is 1:35 whereas as per norms of SSA it should be 1:40.

In Kannod block overall ratio of teachers and students was 1:60 as reported by BRC. However, average teacher student ratio in 8 schools visited was 1:64 as detailed below:

| Sl. No. | Name of School | No. of students | No. of teachers | Students/teachers ratio | No. of short teachers |
|---------|-------------------|-----------------|-----------------|-------------------------|-----------------------|
| 1. | Govt. PS Sonkhedi | 265 | 5 | 1:53 | 2 |
| 2. | Govt. PS Lalkhedi | 152 | 2 | 1:76 | 2 |
| 3. | EGS, Jinwani | 67 | 1 | 1:67 | 1 |
| 4. | PS Pokherkhurd | 185 | 2 | 1:93 | 3 |
| 5. | PS Kharia | 205 | 3 | 1:68 | 2 |
| 6. | PS Daheriya | 161 | 3 | 1:54 | 1 |
| 7. | EGS Borami Oathar | 65 | 1 | 1:65 | 1 |
| 8. | PS Kothkheda | 188 | 3 | 1:63 | 2 |
| Total | | 1288 | 20 | 1:64 | 14 |

In Bagli block overall ratio of teacher and student was 1:42 in 11 schools visited by the study team. However, there was improper deployment of teachers in 8 schools as detailed below:

| Name of School | No. of students | No. of teachers as per norms | Actual No. of teacher | Teacher/ Student ratio | Difference (+, -) |
|----------------------|-----------------|------------------------------|-----------------------|------------------------|-------------------|
| Govt. PS Kishangarh | 126 | 3 | 2 | 1:63 | (-) 1 |
| Govt. PS Badiamadoo | 102 | 3 | 2 | 1:51 | (-) 1 |
| Govt. PS Gola | 116 | 3 | 2 | 1:58 | (-) 1 |
| Govt. PS Kukripura | 81 | 2 | 1 | 1:81 | (-) 1 |
| Govt. PS Deogarh | 112 | 3 | 4 | 1:28 | (+) 1 |
| Govt. PS Arlawada | 156 | 4 | 6 | 1:26 | (+) 2 |
| Govt. PS Tiliyakhedi | 41 | 1 | 2 | 1:20 | (+) 1 |
| Govt. PS Udaipura | 87 | 2 | 3 | 1:29 | (+) 1 |
| Total | 821 | 21 | 22 | 1:37 | (+) 1 |

It would, thus, be seen that there was shortage @ 1 teacher in 4 schools and in 3 schools one surplus teacher was there while in one school (Arlawada) 2 teachers were in excess of norms. It was, further noticed by study team that in road side schools teachers in excess of norms were deployed at the cost of schools located in interior villages.

**Annexure-1
(Referred to in para 2.6)**

Details of release of funds by Government of India and the share of State Govt. during the years 2001-2002, 2002-2003 and 2003-2004

(Rupees in crores)

| Year | Govt. of India | | | Matching share required from Govt. of M.P. | State Share | | | | Short fall with reference to | |
|--------------------------------|-----------------------|-----------------|--------|--|-----------------|-----------------------------------|--------------------------------------|---------------|------------------------------|---|
| | Date of release order | Date of Receipt | Amount | | Date of Receipt | Actual Amount received by mission | Kept in K-Deposit /P.D. a/c by Govt. | Total (7 + 8) | Actual amount received (5-7) | Total funds released by Govt. of M.P. (5-9) |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
| 2001-02 | - | - | 27.04 | - | - | - | - | - | - | - |
| Total | - | - | 27.04 | - | - | - | - | - | - | - |
| 2002-03 | 22-11-2002 | 13-12-2002 | 61.96 | 20.65 | Aug. 2002 | 3.22 | - | 3.22 | 17.43 | 17.43 |
| | 10-02-2003 | 4-04-2003 | 19.95 | 6.65 | - | - | - | - | 6.65 | 6.65 |
| | 31-03-2003 | 17-04-2003 | 28.26 | 9.42 | March 2003 | - | 28.29 | 28.29 | 9.42 | 18.87 |
| Total | | | 110.17 | 36.72 | - | 3.22 | 28.29 | 31.51 | 33.50 | 5.21 |
| 2003-04 | 30-04-2003 | 4-06-2003 | 33.70 | 11.23 | - | - | - | - | 11.23 | 11.23 |
| | 25-07-2003 | 11-08-2003 | 204.62 | 68.21 | - | - | - | - | 68.21 | 68.21 |
| | 25-07-2003 | 30-08-2003 | 49.84 | 16.61 | 28-02-2004 | 8.92 | - | 8.92 | 7.69 | 07.69 |
| | 16-03-2004 | 16-03-2004 | 30.00 | 10.00 | - | - | - | - | 10.00 | 10.00 |
| | 31-03-2004 | 31-03-2004 | 20.00 | 6.67 | 31-03-2004 | 50.00 | 69.87 | 119.87 | (-)42.33 | (-)113.19 |
| Total | | | 338.16 | 112.72 | - | 58.92 | 69.87 | 128.79 | 53.80 | (-)16.06 |
| Release of K-Deposit | | | - | - | 13-08-2003 | 7.84 | (-)7.84 | - | (-)7.84 | - |
| | | | - | - | 31-03-2004 | 20.44 | (-)20.44 | - | (-)20.44 | - |
| Total | | | | | - | 28.28 | (-)28.28 | | (-)28.28 | |
| Total available upto 2003-2004 | | | 475.36 | 149.44 | - | 90.42 | 69.88 | 160.30 | 59.02 | (-)10.85 |

Annexure-2
(Referred to in Para 2.7)
Financial and Physical Achievement

(Rs. In Lakhs)

| Intervention | Expenditure till March'03 | Approved AWP 2003-04 | Total Amount spent in 2003-04 | Total Budget till March'04 | Total Expenditure till March'04 | Percent of expenditure till March '04 |
|---|---------------------------|----------------------|-------------------------------|----------------------------|---------------------------------|---------------------------------------|
| Non-Recurring | 1 | 2 | 3 | 4 | 5 | 6 |
| 1. Civil Works | 547.06 | 29445.10 | 9800.93 | 29992.15 | 10347.99 | 34.50 |
| 2. Equipment (Headstart Fresh Plan & CRC Spillover) DPO, BRC, | 475.08 | 963.52 | 62.56 | 1438.61 | 537.65 | 37.37 |
| 3. Furniture | 10.98 | 16.84 | 9.14 | 27.82 | 20.12 | 72.32 |
| 4. Books/Library | 1.94 | 13.92 | 1.35 | 15.86 | 3.29 | 20.74 |
| 5. TLE for New MS & Educational Materials | 220.86 | 5195.66 | 2271.32 | 5416.52 | 2492.18 | 46.01 |
| 6. Other Trainings Cost (including PTAs Trg) | 192.85 | 321.09 | 108.84 | 513.94 | 301.69 | 58.70 |
| 7. Teacher's Training | 187.80 | 2420.69 | 774.58 | 2608.50 | 962.38 | 36.89 |
| 8. Professional Fees | 0.68 | 6.50 | 9.42 | 7.18 | 10.10 | 140.67 |
| 9. School Contingency (PS+MS+EGS) | 373.14 | 16.05.34 | 1534.82 | 1978.48 | 1907.96 | 96.44 |
| 10. TLM Grant to Teachers | 0.00 | 1221.88 | 1002.43 | 1221.88 | 1002.43 | 82.04 |
| 11. Workshops | 0.00 | 13.90 | 6.30 | 13.90 | 6.30 | 45.32 |
| 12. Staff Development | 0.00 | 2.50 | 0.00 | 2.50 | 0.00 | 0.00 |
| 13. Innovation | 0.00 | 51.00 | 0.00 | 51.00 | 0.00 | 0.00 |
| 14. Mobilization (IEC) | 699.90 | 496.49 | 266.54 | 1196.39 | 966.43 | 80.78 |
| 15. Free Text Books for All Girls (PS+MS+EGS) | 1223.67 | 4284.04 | 4227.17 | 5507.40 | 5450.52 | 97.78 |
| Total Non-Recurring | 3933.67 | 46058.46 | 20075.38 | 49992.13 | 24009.06 | 48.03 |
| Recurring | | | | | | |
| 16. Management Cost (ZSK,MIS & BRC) | | | | | | |
| (a) Project Salary | 37.75 | 696.60 | 388.52 | 734.35 | 426.27 | 58.05 |
| (b) Project O&M | 39.64 | 256.90 | 236.63 | 296.53 | 276.26 | 93.16 |
| (c) Project Prof. Fees | 5.77 | 35.12 | 26.10 | 40.87 | 31.86 | 77.91 |
| 17. Salary of Teachers (Gurujis & MS Teachers) | 5070.81 | 24307.13 | 12966.64 | 29377.94 | 18037.45 | 61.40 |
| 18. Office Contingency (TA/DA, meeting etc.) | 101.47 | 472.89 | 425.48 | 574.36 | 526.95 | 91.75 |
| 19. Maintenance cost of PS+MS buildings | 0.00 | 3478.10 | 3089.17 | 3478.10 | 3089.17 | 88.82 |
| 20. Research & Evaluation | 39.20 | 750.14 | 405.60 | 789.34 | 444.80 | 56.35 |
| 21. Supervision & Monitoring | 27.09 | 787.09 | 423.84 | 814.18 | 450.92 | 55.38 |
| Total Recurring | 5321.72 | 30783.96 | 17961.98 | 36105.68 | 23283.70 | 64.49 |
| Grant Total | 9255.39 | 76842.42 | 38037.37 | 86097.81 | 47292.76 | 54.92 |

Annexure-3
(Referred to in Para 3.7 (B))

Statement showing position of non-receipt of valuation reports

(In numbers)

| Sl. No. | Name of Block | 1 st Installment Released | | | Valuation Report Received | | | Valuation Report Waiting | | |
|--------------|---------------|--------------------------------------|------------|------------|---------------------------|-----------|------------|--------------------------|-----------|------------|
| | | EGS | P.S. | Total | EGS | P.S. | Total | EGS | P.S. | Total |
| 1 | Majhgawan | 48 | 10 | 58 | 21 | 03 | 24 | 27 | 07 | 34 |
| 2 | Nagod | 29 | 08 | 37 | 08 | 02 | 10 | 21 | 06 | 27 |
| 3 | Maihar | 34 | 29 | 63 | 16 | 17 | 33 | 18 | 12 | 30 |
| 4 | Sohawal | 26 | 19 | 45 | 13 | 09 | 22 | 13 | 10 | 23 |
| 5 | Ramnagar | 22 | 16 | 38 | 16 | 12 | 28 | 06 | 04 | 10 |
| 6 | Unchehara | 18 | 04 | 22 | 08 | 01 | 09 | 10 | 03 | 13 |
| 7 | Amarpatan | 13 | 22 | 35 | 08 | 13 | 21 | 05 | 09 | 14 |
| 8 | Rampur | 24 | 12 | 36 | 08 | 03 | 11 | 16 | 09 | 25 |
| Total | | 214 | 120 | 334 | 98 | 60 | 158 | 116 | 60 | 176 |

Annexure-4
[Referred to in Para 3.8 (1)]

Details of excess expenditure against 1st Installment of Rs.50000

(In Rupees)

| BLOCK | | Name of School | Actual Expenditure | | Excess Expenditure | | Total Excess |
|--------------|----|-------------------------|--------------------|-------|--------------------|---------------|-----------------|
| | | | EGS | P.S. | EGS | P.S. | |
| Majhgawan | 1 | EGS Ahiran Tola | 56107 | - | 6107 | - | |
| | 2 | Egs Tikura Tola | 59160 | - | 9160 | - | |
| | 3 | EGS Ram Nagar | 59796 | - | 9796 | - | |
| | 4 | EGS Majihar | 64110 | - | 14110 | - | |
| | 5 | EGS Barha | 61968 | - | 11968 | - | |
| | 6 | EGS Amarhati | 57855 | - | 7855 | - | |
| | 7 | EGS Hanuman Tola | 56206 | - | 6206 | - | |
| | 8 | P.S. Rimari | - | 69953 | - | 19953 | |
| | 9 | P.S. Khurd | - | 61150 | - | 11150 | |
| Maihar | 10 | EGS Hari Amdara | 56161 | - | 6161 | - | |
| | 11 | EGS Basti Khaira | 59620 | - | 9620 | - | |
| | 12 | EGS AdiBestiPrayganj | 56958 | - | 6958 | - | |
| Sohawal | 13 | EGS Ahiran Tola Berhana | 61778 | - | 11778 | - | |
| | 14 | EGS Kolpata | 59251 | - | 9251 | - | |
| | 15 | EGS Gargali | 58297 | - | 8297 | - | |
| | 16 | P.S. Bhatia Rajhara | - | 56377 | - | 6377 | |
| Ramnagar | 17 | EGS Adi Basti | 56282 | - | 6282 | - | |
| | 18 | EGSKhodari (Bijuri) | 65260 | - | 15260 | - | |
| | 19 | EGS AmihaNaiBasti | 62538 | - | 12538 | - | |
| | 20 | EGS DagaRamashwar | 60928 | - | 10928 | - | |
| | 21 | P.S.Jatdaha Kola | - | 58016 | - | 8016 | |
| | 22 | P.S. Jarauha | - | 65447 | - | 15447 | |
| | 23 | P.S.Khodari Nai Basti | - | 57129 | - | 7129 | |
| | 24 | P.S. Deora | - | 57155 | - | 7155 | |
| | 25 | P.S. SaGauni | - | 57155 | - | 7155 | |
| Unchehava | 26 | EGS KolanGowaraon | 65468 | - | 15468 | - | |
| Total | | | | | 177743 | 82,382 | 2,60,125 |

Anneuxre-5
(Referred to in para 5.2.2)

Statement showing status of training of teachers in schools visited

| Name of block and school | No. of teachers (Contract teacher, Sshiksha karmi, Guruji | Not trained by DIET refresher course | D.Ed or B.ED. trained |
|---------------------------------|--|---|----------------------------------|
| Nagod Block | | | |
| PS Doreha | 2 | 1 | -- |
| PS Ankui | 6 | 2 | -- |
| UPS Kachnar | 5 | 2 | -- |
| Maithar Block | | | |
| EGS Sarai Ward -17 | 2 | -- | -- |
| UPS Andara | 4 | -- | -- |
| PS Champra | 2 | -- | -- |
| PS Delha | 4 | -- | -- |
| Majhgaon Block | | | |
| PS Pindra (Balak) | 2 | 2 | -- |
| PS Majhgaon | 1 | 1 | -- |
| PS Chauraha | 5 | -- | -- |
| EGS Barua | 1 | -- | -- |
| UPS Michkurin | 3 | -- | -- |
| Sohawal Block | | | |
| Dr. Ambedkar UPS | 2 | 2 | -- |
| PS Madhogarh | 3 | 2 | -- |
| PS Hati | 3 | 1 | 2 |
| EGS Korhai | 1 | 1 | -- |
| Total | 46 | 14 | 2 |

**Annexure-6
(Referred to in Para 6.4)**

Details of books not received/ short supply (Satna district)

| Sl. No. | Name of block and school | Book not received in 2004-05 | Short supply in session 2004-05 |
|-----------------------|---------------------------------|-------------------------------------|--|
| Block Maihar | | | |
| 1. | PS Delha | Class II Maths | -- |
| | | Class V | -- |
| | | Class VII | -- |
| 2. | PS Champra | Class V | -- |
| Block Majhgaon | | | |
| 3. | EGS Barua | -- | II Maths |
| | | -- | IV Maths |
| | | -- | V Maths, Paryavaran 8 Sets, English 8 sets |
| 4. | UPS Chaurha | VII Sanskrit | -- |
| | | VII English | -- |
| 5. | UPS Pichkurin | VIII English | III 3 sets |
| | | | IV 1 Set |
| | | | V 8 sets |
| | | | VIII Geography, Civics |
| 6. | PS Pindra | I | -- |
| | | V | -- |
| 7. | PS Balak Majhgaon | -- | I 13 sets |
| | | -- | V 8 sets |
| Block Sohawal | | | |
| 8. | UPS Dr. Ambedkar, Kripalpur | V Paryavaran | V |

Annexure-7
[Details of School Visited]

District Dewas

I Dewas Block

Primary school

1. Nipanya
2. Medhaki Dhakad
3. Raghogarh
4. Janiokhedi
5. Jetpura
6. Boloda
7. Naita Bapchya
8. Chandana
9. Chhayan
10. Tumbi (Upadi) – (EGS)

II. Kannod Block

11. Sonkhedi
12. Amkhedi
13. Dehariya
14. Lalkhedi
15. Kotkheda
16. Pokhar Jhurd
17. Khariya
18. Nagjhiri
19. Bagankheda
20. Nanasa

III. EGS

21. Katlai
22. Jinwani
23. Borani Pathar

IV. Bagli

24. Kishangarh
25. Bdiya Mandu
26. Gola
27. Devgarh
28. Avlawada
29. Borkheda Purviya
30. Tiliakhedi
31. Jatakhedi
32. Kukudipura
33. Udai Nagar
34. Punjabpura

District Satna

I. Block Nagao

1. EGS Harijan Basta, Dureha
2. PS Dureha
3. PS Amkuy
4. PS Barkuni Kothar
5. UPS Kachnar
6. UPS Amkuy

II. Block Maihar

7. EGS Sari Ward -17
8. PS Amdara
9. PS Champra
10. PS Delha

III. Block Majhgawan

11. PS (Balak) Pindra
12. PS (Balak) Majhgawan
13. PS Chauraha
14. EGS Barua
15. UPS Pich Kurin

IV. Block Sohawal

16. UPS Dr. Ambedkar, Kripalpur
17. PS Balak, Madhav Garh
18. PS Hati
19. PS Kushiya
20. EGS Karhai
21. UPS Madhav Garh