SAMAGRA SHIKSHA

AN INTEGRATED SCHEME FOR SCHOOL EDUCATION

MANUAL

ON

FINANCIAL MANAGEMENT AND PROCUREMENT

सत्यमेव जयते

DEPARTMENT OF SCHOOL EDUCATION AND LITERACY
MINISTRY OF HUMAN RESOURCE DEVELOPMENT
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Foreword

Samagra Shiksha - an overarching programme for the school education sector extending from pre-school to class 12 has been launched wef 2018-19 with the broader goal of improving school effectiveness measured in terms of equal opportunities for schooling and equitable learning outcomes. It subsumes the three Schemes of Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Shiksha Abhiyan (RMSA) and Teacher Education (TE).

As the scale and scope of implementation of the Samagra Shiksha has increased due to subsuming of the aforesaid schemes, the challenge of smooth implementation and coordination has grown manifold. In order to guide and assist the implementing agencies in programme management, the Ministry of Human Resource Development, Department of School Education & Literacy has brought together the procedures, rules and regulations at one place in the Financial Managment and Procurement Manual (FMP Manual).

The FMP Manual is intended to be used by the State/UTs as a guide for budgeting and financial reporting procedures, accounting and auditing requirements, and procurement procedures to be followed throughout the country. The provisions laid down in the Manual are mandatory and are to be followed by the States and UTs to ensure that funds are disbursed, utilized and accounted for in an efficient and effective manner.

I am confident that the FMP Manual will help the States and UTs to bring financial rigour in the implementation of Samagra Shiksha and prove to be a valuable tool as we seek to realize the goals and objectives of this centrally sponsored programme.

(Rina Ray)

New Delhi
6th August, 2018

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CHAPTER-1

INTRODUCTION

1.1 Background:

In the Budget Speech of 2018 of Hon'ble Finance Minister mentioned an integrated scheme for secondary education stating that:

"*We now propose to treat education holistically without segmentation from pre-nursery to Class 12*".

In accordance to the aforesaid announcement, a Scheme was envisaged to treat education holistically without segmentation by merging the centrally sponsored schemes of Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Shiksha Abhiyan (RMSA) and Teacher Education (TE). Accordingly, the Scheme has been developed and launched to form an Integrated Scheme on School Education-Samagra Shiksha from Pre-school* to Senior Secondary schools of the country.

1.2 Vision, Aim & Objectives:

1.2.1 **Vision-** The vision of the Scheme is to ensure inclusive and equitable quality education from Pre nursery (Pre-school) to Senior Secondary Stage by 2030 in accordance with sustainable Development Goals for Education.

1.2.2 **Aim** - The Aim of the scheme is to universalize quality School Education. It also aims to support States in universalizing access to School Education from classes Pre nursery (Pre-school) to class XII.

1.2.3 **Objectives** -The major objectives of the programme are:

(i) Provision of quality education and enhancing learning outcomes of students;
(ii) Bridging Social and Gender Gaps in School Education;
(iii) Ensuring equity and inclusion at all levels of school education;
(iv) Ensuring minimum standards in schooling provisions;
(v) Promoting vocationalization of education
(vi) Support States in implementation of Right of Children to Free and Compulsory Education (RTE) Act, 2009;
(vii) Strengthening and up-gradation of State Councils for Educational Research and Training (SCERTs)/State Institutes of Education and District Institutes for Education and Training (DIET)s as a nodal agency for teacher training

* Note : *Pre- Nursery or Pre-school or Pre- primary are deemed synonyms*

1.2.4 The main outcomes of the Scheme are envisaged as Universal Access, Equity and Quality, promoting Vocationalisation of Education and strengthening of Teacher Education Institutions (TEIs). The Scheme will help to improve the Transition rates across the various levels of school Education and aid in promoting universal access to Children to complete School Education. It would also enable in reaping the benefits of Technology and widening the access to good quality education across all States and UTs and across all sections of the society.

Output-Outcome Framework of the Scheme

Elementary			
Indicators	**Output/Deliverables**		
	2015-16 (Baseline data)	**2018-19**	**2019-20**
Net Enrolment Ratio (NER)	89.0%	93.0%	96.0%
Gender Parity Index (GPI)	0.94	0.96	0.97
Annual Drop-out Rate	4.1%	3.6%	3.5%
Transition Rate from primary to upper primary level	90.14%	93.0%	95.0%
Retention Rate at elementary level	70.70%	75.0%	80%
Number of Out of School children	60 lakh	45 lakh	35 lakh
Increase in the % of children who achieve subject-wise grade-wise Learning Outcomes.	To be set after analysis of the baseline NAS conducted in November, 2017		
Secondary			
Indicators	**Output/Deliverables**		
	2015-16 (Baseline data)	**2018-19**	**2019-20**
Gross Enrollment Ratio (GER)	80.01%	83.30%	84.98%
Gross Access Ratio (GAR)	86.48%	89.92%	91.13%
Annual Average Dropout Rate	17.06	14.06	13.06
Transition Rate (Class VIII to IX)	90.62%	94.50%	95.00%
Retention Rate at secondary level	57.4%	60.0%	62.00%
Gender Gap in enrolment	5	4	4
Increase in the % of children who achieve the desired achievement levels.	To be set after analysis of the baseline NAS conducted in February, 2018		
Senior Secondary			
Indicators	**Output/Deliverables**		
Gross Enrollment Ratio (GER)	56.16%	62%	64%
Transition Rate (Class X to XI)	69.04%	74%	76%
Gender Gap in enrolment	5%	4%	4%

Output-Outcome Framework of the Scheme

Teacher Education		
Sl. No.	**Action**	**Outcome/Deliverables**
1.	Strengthening of SCERTs	i. Re-structured SCERT ii. Allotted funds utilized for in-service teacher training
2.	Strengthening of DIETs	Number of States and UTs who have adopted this Guideline
3.	Innovative Pedagogy	Use of innovative pedagogic methods in In-service teachers training
4.	Creation, curation and translation of Digital Learning Material	Development of Digital Materials on specific subjects to be used for in-service teacher training
6.	Training of Teacher Educators	25% Teacher Educators per year
7.	Training of In-service Teachers	30% In-service Teachers per year
8.	Establishment of new DIETs	15 new DIETs per year for 2018-19 and 2019-20
9.	ICT in in-service training	Number of in-service teachers training conducted on use of ICT and use of digital resource materials.

1.3 Interventions: The major interventions under the scheme are:

I. Universal Access

(i) Sanction of new schools which would include new primary schools, up-gradation of primary school to upper primary schools, up-gradation of upper primary school to secondary schools and up-gradation of secondary schools to higher secondary schools. This would also include sanction of new composite schools i.e. from Classes-I to XII and buildings for building-less schools.

(ii) Residential Schools and Hostels in inaccessible areas ranging from Classes I-XII.

(iii) Strengthening of existing residential schools and facilities for classes I-XII.

(iv) Transport and Escort facility to children in Classes I-VIII and for Children with Special Needs (CWSN).

(v) Strengthening of existing infrastructure and major & minor repair of schools from classes I-XII.

(vi) Residential quarters for teachers, especially female teachers in remote/difficult areas.

(vii) Support for out of school children

II. Gender and Equity

(i) The existing Kasturba Gandhi Balika Vidyalayas (KGBVs) at upper primary level and Girls Hostels at secondary level would be extended to provide residential and schooling facilities upto Class-XII, so as to have at-least one residential school for girls upto class XII in every educationally backward block.
(ii) Physical/Self Defence Training for girls
(iii) Other interventions like Environment Building Programme, Inspiration/ Motivation Camp for SC/ST children, enrolment/retention drives etc. at all levels in classes I-XII

III. Inclusive Education

(i) Supporting Children with Special Needs (CWSN) in schools at all levels in Classes-I to XII.
(ii) Supporting home based education for CWSN who are unable to go to schools. This will be for education in Classes-I to XII.

IV. Quality

(i) Conduct student assessments at National or State level
(ii) Research studies on factors effecting access, equity and quality.
(iii) Composite school grants including maintenance grant, school grant, and library grant etc.
(iv) Project based proposals for quality improvement
(v) Guidance and counselling services and aptitude testing.
(vi) Learning Enhancement Programmes/remedial teaching programmes to achieve Learning Outcomes
(vii) Bridge courses for Out of School Children.
(viii) Support for Science, Technology, and Engineering and Mathematics (STEM) education such as Rashtriya Avishkar Abhiyan.
(ix) Support for early reading initiatives like Padhe Bharat Badhe Bharat.

V. Financial support for Teacher Salary

(i) Support for teachers in upgraded schools.
(ii) Support of special teachers in schools/clusters of schools.

VI. Innovation

(i) Innovation for promoting access, equity, quality and gender equality.

VII. Digital initiatives

(i) Sanction of new ICT projects in schools which would include hardware/software support.
(ii) Development of E-content and digital resources

(iii) Central initiatives to promote use of digital technology such as Shala Kosh, Diksha etc.
(iv) Creation of digital learning material, innovative pedagogy and capacity building, etc.

VIII. RTE Entitlements

(i) Free Uniforms.
(ii) Free Textbooks.
(iii) Re-imbursement towards expenditure incurred for 25% of admissions under Section 12(1)(c) of the RTE Act, 2009.
(iv) Special training for age appropriate admission of out of school children.
(v) Community Mobilisation

(a) Section 21 of the RTE Act, 2009, provides for a School Management Committee (SMC) in every school and envisages dynamic role of the community in effective monitoring of schools. States and UTs have been advised to have a single SMC in a composite school. This intervention will support training of SDMC, SMC and PRI members for carrying out the roles and responsibilities envisaged in the RTE Act, 2009.

(b) In addition activities for creating awareness about RTE Act, 2009 and strengthening the role of community and monitoring the schools at all levels will also be supported.

IX. Pre-primary Education

(i) Support to States for Pre-primary level for training, co-location of Anganwadis in Primary Schools and curriculum development in convergence with Ministry/Department of Women and Child Development
(ii) Support States in their efforts to set up pre-primary schools

X. Vocational Education

(i) Vocational Education as an integral part of general education at Secondary and Higher Secondary level to enhance the employability of youth.
(ii) Introduction of Vocational subjects at secondary level which would include Tools, Equipment and manpower costs.
(iii) Exposure to vocational skills at upper primary level

XI. Sports and Physical Education

(i) Increased convergence with Department of Sports.
(ii) Provision of sports and physical education facilities in all schools.

XII. National Component (1% of total budget)

(i) Support to National Institutions like NIEPA, NCERT, NCPCR, NIC etc. for National level programmes related to quality of education, assessments, data management, digital education.

(ii) Technical Support Group for monitoring of the Scheme
(iii) Establishment of National Institute of Teacher Education

XIII. Infrastructure Development

Construction of schools, additional classrooms, strengthening of BRCs and CRCs, toilets and drinking water facilities, Science and Math labs, major repairs to school buildings, etc.

XIV. Strengthening of Teacher Education and Training

(i) Strengthening of State Councils of Educational Research and Training (SCERTs); District Institutes of Education and Training (DIETs); Block Institutes of Teacher Education (BITEs);Colleges of Teacher Education (CTEs) and Institutes of Advanced Studies in Education (IASEs)
(ii) Support for Salary of Teacher Educators/ Academic Faculty working in TEIs.
(iii) Teacher Training and professional development including in-service, pre-service, induction and refresher training to be provided under the aegis of SCERTs and DIETs etc.
(iv) Leadership Training for Principals/Head Teachers
(v) Support for Infrastructure Development
(vi) Programme and activities in Teacher Education Institutions (TEIs)
(vii) Establishment of Special Cells
(viii) Establishment of New DIETs in new districts Setting-up of National Institute for Teacher Education.
(ix) Development of National Teachers Platform(DIKSHA)
(x) Technology support to TEIs
(xi) Residential Training Programmes of Teacher Educators, DIET Principals, Head Masters and Master Trainers
(xii) Academic support of Block Resource Centres (BRC) and Cluster Resource Centres (CRC) to schools at all levels.

XV. Programme Management

1.4 Implementation Structure: At the national level, the composition of Governing Council would be as mentioned at **Appendix 1**. The composition of Project Approval Board has been incorporated at **Appendix 2**. In case of States/UTs, the composition of Governing Council/Body and Executive Committee would be as far as possible be as at **Appendix 3** and **Appendix 4** respectively.

1.5 Financial Management: Financial management brings together planning, budgeting, accounting, financial reporting, internal control, audit, procurement, disbursement and the physical performance of the Scheme with the aim of managing Scheme resources properly and achieving the scheme's objectives. Sound financial management is a critical input for decision making and for Scheme success. Timely and relevant financial information provides a basis for

better decisions, thus speeding up the physical progress of the Scheme and the availability of funds and reducing delays and bottlenecks.

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

(a) **Planning –** A system to identify the needs to achieve the Scheme objectives, evolve strategies and approaches to address them and take up suitable interventions and activities.

(b) **Budgeting –** A system to identify the short-term activities necessary to achieve the Scheme objectives and express these activities in financial terms.

(c) **Accounting –** A system to track, analyze, and summarize financial transactions.

(d) **Funds flow arrangements –** Appropriate arrangements to receive funds from all sources and disburse them to the agencies involved in Scheme implementation.

(e) **Reporting –** A system that would produce sufficient detailed information to manage the Scheme, and provide each level of scheme management with regular consolidated financial Statements for decision making.

(f) **Internal control –** Arrangements including internal audit, to provide reasonable assurance that (i) operations are being conducted effectively and efficiently and in accordance with financial norms (ii) financial and operational reporting are reliable; (iii) laws and regulations are being complied with; and (iv) assets and records are maintained.

(g) **External audit-** Arrangements for conducting annual external audit of the Scheme on Terms of Reference agreed upon with the Government of India, through a statutory audit. Audit through Comptroller and Auditor General of India is also envisaged in terms of the provisions of Comptroller and Auditor General of India (Duties, Powers and Conditions of Service) Act, 1971 as amended from time to time.

(h) **Procurement** – A system to carry out procurement of goods, works and services keeping in mind the considerations of economy, efficiency, transparency and equal opportunities to all.

(i) **Financial procedures manual –** A manual that sets forth the Scheme financial policies and procedures for the guidance of all personnel charged with financial responsibilities, with the aim of ensuring that Scheme resources are properly managed and safeguarded.

(j) **Financial management staffing –** Appropriately qualified financial management staff, including accounting and internal audit staff, with clearly defined roles and responsibilities to conduct financial management activities.

1.7 Applicability:

The manual is mandatory for all the activities under the Scheme at all levels of implementation. No deviation from the manual is permitted. While the provisions outlined in this Manual are mandatory, the State Implementing Society shall formulate well-defined Financial Rules and Regulations including the delegation of financial powers for effective implementation. Rules, Regulations and procedures outlined in this document should be formally adopted by the Executive Committee and Financial Rules and Regulations framed in accordance with the provisions of this Manual.

Further, the Scheme Manual strictly follows the GFR 2017 and in case of any contradiction, GFR 2017 will prevail.

CHAPTER-2

PLANNING PROCESS AND FINANCIAL PLANNING

2.1 Planning may be termed as a continuous process that helps us to reach a particular goal or objective in the shortest and the best possible way. Plans are not static. They look at progress of the previous years and adapt to change themselves to the current situation. Planning, therefore, helps to achieve better results within the limited resources.

2.2 **Objectives of Planning:** The main objective of the planning process is to provide an insight into various aspects of planning and provide assistance and guidance for the preparation of need based plans. It should be ensured that these provisions are strictly followed while preparing the plans.

Planning must:

- Take into account the local conditions of the area for which the plan is to be made;
- Help in expanding access to education;
- Be able to provide an effective strategy to retain enrolled students till completion of schooling;
- Help students graduate with the knowledge, skills, attitudes, and experiences needed to exercise their choices beyond secondary education, and
- Ensure equity with respect to gender, CWSN, SCs, STs, OBCs and minority communities.

2.3 Steps in Planning:

The planning process shall be carried out through the following steps:

- Formation of core planning teams at district and school level.
- Training and orientation of these teams.
- Assessment of need for information and preparatory exercises for micro planning and household surveys.
- Collection of various data, undertaking surveys and baseline studies.
- Visits of core teams to habitations/schools, interaction with community and consultative meeting ensuring participatory planning.
- Draft District plan formulation by consolidating the habitation/school plans, costing as per norms and discussions in the consultative meetings.
- Appraisal of the District Plan at the state level and their consolidation to prepare the State Plans.

2.4 Perspective Plan and Annual Plan:

2.4.1 There would be a State component plan, both perspective and annual, for universalization of education within the stipulated time frame. The District level Plans should be consolidated at State level and furnished in the State component plan along with the analysis to show inter-district variations on various items.

2.4.2 The profile of the State should be so comprehensive so that it gives a clear picture of the State. It is necessary that the information contained in the State plans has adequately covered all the important aspects of the State.

2.4.3 Annual plans need to be seen as a complement to the Perspective Plans. AWP&Bs should detail out for each year, in the context of the goals of the Perspective Plans, what is the progress and what are the future strategies. Therefore, to prepare annual plan, it is necessary to know the Perspective Plans of the district well. District planning teams need to understand and discuss the Perspective Plans of their districts before planning for the AWP & B.

The Annual Work Plan should be realistic and correlate in financial and physical terms.

2.5 Methodology of Planning

2.5.1 **Identification of Planning Teams:** The selection of suitable persons for inclusion in the planning teams is perhaps the most crucial element in the plan formulation. Programme envisages constitution of core planning teams at village, block and district levels. The grassroots level team in each village/habitation has to provide wider representation to grassroots level structures including PRIs and VEC, community leaders, teachers and parents. The aim of constituting this team is to involve all the stakeholders in the education of the children. Similarly, there should be a core planning team at the block level. There should be a core team of dedicated persons at the district level to formulate the plans to be supported, if possible, by a larger team at the district level. This advisory body at the district level should have representatives of various Departments like - Education, Health, Public Works, Social Welfare, Women and Child Development, Tribal Welfare, PHED, NGOs, etc. This will ensure "convergence" and help remove bottlenecks, if any, not only in collection of information but also at the time of implementation.

It will be the responsibility of the core district team to develop the plans as per the procedure laid down in the Scheme framework by prioritising the various proposals emanating from various levels. At least one person each in the Core Team should be well acquainted with finance and procurement procedures, and in Government functioning especially in the field of education. Other members of the team should have an adequate knowledge of socio-educational scenario prevailing in the districts.

2.5.2 **Participatory Planning Process:** Scheme envisages a bottom-up approach of planning as opposed to the top-down approach, as it reflects the reality at the grassroots level. The planning process has to be participatory in nature, as planning not only creates a sense of ownership among the stakeholders but also creates awareness and helps in the capacity building of personnel at various

levels. The plans so developed should reflect local specificity and educational needs and aspirations of the people based on consultative meetings and interaction with the community and target groups. It is necessary that there should be documentation of the process of the preparation of habitation level plan as evidence of the fact that they have been prepared at the habitation level through participatory planning.

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

2.5.4 **Consultative meetings**: The consultative meetings with the officials at block and district levels would facilitate the core teams in formulating strategies to address the problems. These meetings would also help in bringing about "convergence" and establish linkages with various interventions proposed by different departments. As the responsibility of implementing the programme rests with the educational administration of the district, it is essential to involve them from the planning stage itself.

Documentation of consultative meetings and community interaction would enable the persons at the district and State levels as well as the appraisal teams to know about planning processes.

2.6 Educational profile

2.6.1 The objective of presenting the State education scenario is to undertake a diagnosis of the educational situation in the State, so the data presented in this section should aim at understanding the educational scenario and present the strengths and weaknesses as well as problems and constraints of the State with regard to all stages of education.

2.6.2 The State educational profile section should contain write-ups on (i) educational administration in the state; (ii) educational facilities at various levels; (iii) State and centrally sponsored schemes implemented in the state; (iv) details of externally funded schemes; (v) District Institute of Education and Training; (vi) problems and issues of school education in the state.

2.6.3 The presentation of education scenario in the state should contain information on the following items for proper diagnosis of the educational situation:

(i) District-wise number of schools/sections for education.
(ii) District-wise access position on education in the state.
(iii) District-wise number of teachers in the schools with the following categorization:
  (a) Trained/untrained teachers
  (b) Male/female teachers
  (c) SC/ST teachers
  (d) Teacher-pupil ratio
  (e) Number of sanctioned posts and vacant posts (for rationalization and requirement of additional teachers)
(iv) District-wise Enrolment at schools in the state
  (a) Grade-wise enrolment
  (b) Enrolment by gender and social categories i.e. boys, girls, S.C., S.T. etc.
  (c) Gross and Net Enrolment Ratio: boys, girls, S.C., S.T. etc.
(v) District-wise dropout, repetition and transition rates disaggregated as per levels of education and for boys, girls, SC, ST. etc.

2.7 **Mode of Submission of Plans**: AWP&B will be submitted online through Project Monitoring System (PMS) by respective States/UTs. Each State/UT will enter the proposed Budget of each activity under various components online.

States/UTs to ensure that uploaded AWP&B along with the other supporting documents are duly signed.

2.8 **Budgeting:** Preparation of proper budget plays an important role in timely implementation of any project. Budgeting involves identifying specific tasks and objectives of the project to be achieved in a time frame and express these activities in financial terms. Budgeting without planning or planning without budget estimation has no meaning. So, planning and budgeting are interrelated with each other.

2.8.1 Each district shall prepare an Annual Work Plan of action indicating, inter-alia, the physical targets and budgetary estimates in accordance with the approved pattern of assistance under the scheme covering all aspects of the project activities for the period from April to March each year.

2.8.2 The budget proposals under Scheme has to be prepared in the form of AWP&B, covering all the interventions specified in the Scheme norms. The AWP&B proposals have to be in two parts, the plan for the current financial year (fresh Proposal) and the balance of the approved activities proposed to be carried over to the current year from the previous year.

2.8.3 The Costing sheet / Budget for AWP&B are to be prepared online through Project Monitoring System (PMS) for all activities under various components of Scheme.

2.9 **Progress Overview:** Since AWP&B proposals are part of a continuing programme they have to be based on progress made as well as the goals that remain to be achieved. Therefore, a progress over view of each intervention under all components of Scheme is extremely important. The activity wise progress overview includes the progress made during the previous year, which is a tool for the district to understand its strategies, the positive and negative aspects that will enable the district to plan better for the forthcoming year. The progress may be submitted online through Project Monitoring System (PMS) on monthly basis under various components of Scheme.

2.10 **Outlay Saved/Spill Over**: In a particular year, if an allocation approved is not spent fully, the same becomes outlay saved. Normally, outlay saved under non-recurring heads for preceding year is taken as spill over activities in the subsequent year. Outlay Saved allows a State to continue activities of non-recurring nature such as construction of new schools, strengthening of existing schools (civil works), construction of Girls Hostel, construction of Workshops/Laboratory under Vocational Education, etc., which could not be completed during the year. Every year, each State needs to prepare an outlay saved/spill over plan along with the AWP&B and accordingly grant of fresh civil works would be considered taking into account progress of works in the previous years.

2.11 **Fresh Proposal**: To achieve the targets set by each district, a certain set of strategies / interventions are planned. These are reflected in the budget sheet with details like unit cost, physical targets and the budget estimate under the head of fresh proposal.

2.12 **Total Proposal / Allocation:** In a particular year, the total allocation for the State is sum of fresh proposal/allocation and Spill Over budget.

Total Proposal/Allocation of AWP&B= Fresh Proposal+ Spill Over

2.13 Budgeting under different Components:

2.13.1 The present manual should be read with:

(i) The Scheme framework for implementation;
(ii) Planning and Appraisal Manual for Education
(iii) Manuals / guidelines/ frameworks for different functional areas brought out from time to time; and
(iv) Policy decisions taken at Project Approval Board meetings from time to time. All manuals and guidelines under the Scheme are available on mhrd.gov.in.

2.13.2 States/UTs to Plan their Budgets, activity wise, based on the activities prescribed from time to time under various components of Scheme.

2.14 Convergence:

Planner should look into different sources of funds that may be utilised to fund different strategies planned for school. Before budget is prepared for the Scheme, a detailed convergence plan should be prepared. Activities which could be funded from other sources may be budgeted under the scheme. Different sources of funds that may be available from different departments of the State government, different schemes run by State and Central government, public-private partnership opportunities, corporate social responsibility initiatives, MP's / MLA's funds etc. Dovetailing of funds should be encouraged. Budgeting process should indicate the amount of extra funds for secondary schools coming from other schemes of the Central and the State government.

CHAPTER-3

Financial Management, Fund Flow & Reporting

3.1 Financial Management

Allocation of Resources:

Budget allocation to the States and UTs under the Scheme would be made considering the annual budget allocation for the scheme at central level and the viable proposals received from the States and UTs as per norms. The State Plans will be appraised and placed before Project Approval Board for approval of State's target along with the budget for that year. The budget allocation to States/UTs would mainly depend on all these factors:

(i) Commitment from the State Government with regard to the State Plan, its institutional pace and financial share;
(ii) Performance of the State in previous years;
(iii) Reports of supervision teams regarding the quality of programme implementation;
(iv) Availability of financial resources in a particular year.
(v) Districts with huge gaps to get priority
(vi) Non recurring fund allocation would be estimated on the basis of Enrolment in Government Schools.
(vii) Performance of the States/UTs on learning outcomes and steps taken for improving the quality of education.
(viii) Preference in the interventions would be given to Educationally Backward Blocks (EBB), Border Areas and the Aspirational Districts identified by NITI Ayog, time to time and LWE Districts would also be considered.

3.2 Perspective Plans and Annual Work Plan and Budget

3.2.1 Each district has to prepare a Perspective Plan up to 2019–2020 based on the data collected through household survey through a micro planning exercise. Keeping the Perspective Plan in view, AWP&Bs will be prepared every year. There is a need each year to take stock of achievements as well as constraints and then plan ahead. It follows that annual planning is a step in the process of continuous assessment of the situation and identification of appropriate strategies and activities for achieving goals of the scheme.

3.2.2 Annual plans need to be seen as a complement to the Perspective Plans. AWP&Bs detail out for each year, in the context of the goals of the Perspective Plans, what is the progress and what are the future strategies. To make annual plans therefore, it is necessary to know the Perspective Plans of the district well. District planning teams need to understand and discuss the Perspective Plans of their districts before planning for the AWP&B. The AWP&B proposals are envisaged in two parts, the plan for the current financial year and the progress

overview of the previous year including the spill over activities proposed to be carried over to the current year.

3.2.3 District Plan Proposals covering all the interventions specified in the norms of Scheme would be submitted to the concerned State implementing society (SIS). The State Implementing Society would consolidate all district Perspective Plans as well as Annual plans and forward the consolidated State Plan to the National Mission after getting approval of the Executive committees. The Plans would be submitted online along with the e-costing on Project Monitoring System (PMS).

3.2.4 Costing of AWP&B for the interventions, its progress overview, spill over of the previous year, physical and financial target proposed, can be generated from the Project Monitoring System (PMS).

3.2.5 The Technical Support Group of National Mission will appraise the Plans. The Project Approval Board (PAB) of the National Mission will approve the Annual Work Plan & Budget (AWP&B) on the basis of the Proposal of the State Government, Appraisal Report, the availability of Central Plan funds, and the commitment of the State government regarding financial resources. The Central Government will release the funds to the State Government for further release to the State Implementation Society, alongwith the State share as per prevailing sharing pattern.

3.3 Preparation of Perspective Plans and Annual Work Plan and Budget

3.3.1 The scheme Framework envisages financial norms under various interventions**.** While proposing outlays under various interventions in the plans, these financial norms should be strictly adhered to. Upper limit for unit costs for most of the interventions have been prescribed in the financial norms, and it should be ensured that outlays proposed for each intervention are based on these prescribed unit costs. The States/UTs can priorities the interventions as per their requirements and adjust the unit costs also accordingly within the overall ceiling.

3.3.2 Outlays proposed under each intervention are to be supported by relevant data to determine the physical targets. It should therefore be ensured that relevant data in support of the physical targets for each intervention is provided in the plans.

3.3.3 The State/UT Governments to ensure that the Central funds are transferred to the SIS within fifteen days from the date of receipt of funds. Each State/UT is also required to ensure that the corresponding State share is released within 30 days from the release of central share, as per the approved sharing pattern. The States would also ensure that the funds allocated to Scheme would not be used for any other purposes under any circumstances.

3.4 Procedure for Release of Funds

3.4.1. It would be the endeavor to complete the appraisal and approval of Plans in time for the first installment, to meet the proposed expenditure for the first six months, to be released in the 1st quarter. However, it will depend upon the preparation of annual plan proposal by the State Governments/UTs and holding of the PAB Meetings.

Government of India would release adhoc grant during the month of April-May upto 25% of the expenditure incurred under the Scheme against recurring activities of the previous year. However, the amount would be released after adjusting unspent balance of recurring grant of the previous year. The States/UTs may utilize the unspent balance of previous year for the recurring activities approved during the current year.

3.4.2 There would be two installments each year and the adhoc release would be considered as part of the first installment. First installment would cater to the expenditure from April to September and the second installment for expenditure from October to March.

3.4.3. First installment for recurring grant would constitute upto 75% of the total amount sanctioned for the year. The First installment would be released after receipt of the Utilisation Certificates on provisional basis for the preceding year (proforma at ***Annexure-I*).** For releases in excess of 75% of total amount sanctioned (recurring grant) in the subsequent financial year shall be done only after the Utilisation Certificate and the annual audited statement relating to the preceding year are submitted to the satisfaction of the Ministry. Monthly progress report and previous year expenditure statement should be submitted online on Project Monitoring System (PMS).

3.4.4 In case of non-recurring grants, the sanctioned funds would be released after receipt of expenditure statement commensurate to the physical progress made upto last month. First installment for non-recurring grant would constitute upto 50% of the total amount sanctioned for the year. The First installment would be released after receipt of the Utilisation Certificates on provisional basis for the preceding year (proforma at ***Annexure-II*).** However, the release would depend upon the physical progress of civil works sanctioned in previous financial years and the availability of unspent balance. Also, priority would be given for completion of works in progress than starting of new works. In this regard, detailed activity wise Physical progress and expenditure Statement would be submitted online through PMS by the respective States/UTs. After the period of 12 months from the preceding year, if the Utilisation certificate is not received, there shall be no release of funds, till receipt of the annual audited statement and Utilization Certificates.

3.4.5 The Expenditure Statement from school/SMDC/SMC for all the expenditure incurred till 31st March should be submitted to their respective DPOs within 1 month of closure of the financial year. On the same line, the DPOs shall have to

submit the expenditure Statement based on the expenditure statement received from SMDC/SMC or other fund receiving agencies within 15 days of receipts of such certificates.

3.4.6 After utilizing at least 50 per cent of the funds released in the first installment of a financial year and after the approval of Executive Committee of the SIS, the State Implementing Society may apply to the Ministry of Human Resource Development for the second installment of the financial year under intimation to the State Government. The tranche release arrangements will be as per the Table-1 below. The release will be subject to the following conditions:

(i) Submission of expenditure statement showing that at least 50 per cent of funds/resources already released have been utilized at the time of submission of the proposal for the second instalment in a financial year.
(ii) Submission of certificate regarding the release and receipt of the State Share against the amount of the Central funds released so far. This must be accompanied with a copy of the order sanctioning the State share.
(iii) Any other condition indicated from time to time.

3.4.7 Unspent balance of funds under central share of Recurring Grant lying with the implementing agencies at the end of the financial year, if any, shall be carried over to the next financial year for utilization against recurring activities sanctioned by PAB during the next year. The carried forward amount will be adjusted against the Central share of recurring grants due for the next year.

3.4.8 With regard to the reimbursement claims against recurring grant, The General Financial Rule (GFR) No. 230 (15) provides that "Grants-in-aid may be sanctioned to meet the bona fide expenditure incurred not earlier than two year prior to the date of issue of the sanction." Therefore, no reimbursement of recurring expenditure older than two years will be funded by the Central Government. As PAB considers fresh proposals and spill over both in Annual Work Plan & Budget, reimbursement would be provided subject to approval of PAB at the time of consideration of AWP&B.

Table 1: Tranche Release Arrangements

Tranche	Timing	Conditions Precedent
1. Release of Adhoc Grant (Recurring):		
Adhoc release upto 25% of the expenditure incurred under the Scheme against recurring activities of the previous year after adjusting unspent balance of GoI share (Recurring) available with the State/UT as on 31st March. The States/UTs may utilize the unspent balance of GOI share (recurring) of previous Financial Year for the approved recurring activities of subsequent financial year.	Beginning of financial year	There would be no conditions precedent to the adhoc releases. However, the expenditure incurred during the previous Financial Year and unspent balance as on 31st March be uploaded on PMS latest by 10th of the April of the next Financial year.

Tranche	Timing	Conditions Precedent
Release of First Installment		
(A) Recurring Grant: First installment would be considered upto **75%** depending upon the availability of the central budget and the requirements of the States However, the adhoc releases and closing balance of GoI share of the previous FY as on 31st March would be adjusted in the first installment.	After PAB Approval	Regarding release of first instalment, the following are conditions precedent Proposal for release of first installment to be received from State Government • Approval of Annual Plans by PAB; • Transfer of GOI share of previous year to SIS from State Treasury; • Release of commensurate State share for previous year; and release of full GOI share of ad-hoc release of Central Government to SIS along with matching State share by State Government. • Submission of provisional UC for previous year. The utilization certificate should be duly countersigned by the Administrative Secretary/ Finance Secretary • Confirmation of state towards provisions of matching State share in the State Budget • Provisional Expenditure Statement of the current year • Statement of Outstanding advances Accrued ,adjusted and pending till date
(B) Non-Recurring Grant: First installment would constitute upto **50**% of the grant sanctioned during the Financial Year (FY). However, the closing balance of GoI share of the previous FY as on 31st March would be adjusted in the first installment.	After PAB Approval	Regarding release of first installment, the following are conditions precedent • Proposal for release of first installment to be received from State Government. • Physical Progress report for previous year (upto 31st March) • Approval of Annual Plans by PAB • Release of GOI share of previous year to SIS from Treasury and commensurate State share for previous year and release of full GOI share of ad-hoc release of Central Government to SIS along with matching State share by State Government. . • Submission of provisional UC for previous year. The utilization certificate should be duly countersigned by the Administrative Secretary/ Finance Secretary

Tranche	Timing	Conditions Precedent
		• Confirmation of state towards provisions of matching State share in the State Budget • Provisional Expenditure Statement of the current year • Statement of Outstanding advances accrued adjusted and pending till date
Release of Second Installment		
(A) Recurring Grant: Balance of funds eligible for release after adjusting the adhoc releases, first instalment releases and unspent balance of previous FY.		Regarding release of Second installment, the following are conditions precedent: Proposal for release of second installment to be received from State Government • Request letter from State Govt./UT for release of 2nd installment. • At least 50% utilisation of the cumulative fund available under GoI releases. • Release of GOI share from previous installment to SIS from Treasury. • Release of commensurate State share release of full GOI share of 1st installment release of Central Government share to SIS along with matching State share to SIS by State Government. • Submission of Annual report of one year prior to previous financial year. • Submission of Audit report of Previous FY- alongwith Separate audited UC for Recurring (General Head) is mandatory The utilization certificate should be duly countersigned by the Administrative Secretary/ Finance Secretary. • Submission of provisional UC upto previous month of the concerned year. • Expenditure statement of the current FY. • Statement of Outstanding advances accrued adjusted and pending till date.
(B) Non-Recurring Grant: Balance of funds eligible for release after adjusting the first installment release and unspent balance of previous FY.		Regarding release of Second installment, the following are conditions precedent: • Request letter from State Govt./UT for release of 2nd installment.

Tranche	Timing	Conditions Precedent
		• At least 50% utilisation of the cumulative fund available under GoI releases. • Release of GOI share from previous installment to SIS from Treasury. • Release of commensurate State share. • Submission of provisional UC upto previous month of the concerned current year and Expenditure statement of the previous releases during the FY. • Submission of Annual report of one year prior to previous financial year. • Submission of Audit report of Previous FY alongwith Separate audited UC for Non-Recurring (Capital Head) is mandatory The utilization certificate should be duly countersigned by the Administrative Secretary/ Finance Secretary. • Physical progress upto the preceding month of the month of submission of request for 2nd installment. Apart from the above conditions precedent for release of Grants it may be noted that any provisions of GFR 2017, as amended from time to time may have be fully complied at the time of release of any installment as grant in aid.

3.5 State Government to State Implementing Society

3.5.1 The financial norms of the programme envisage that the participating State would contribute its agreed ratio of the programme cost within 30 days of the receipt of the central contribution as per the approved sharing arrangement. It would therefore be necessary to make suitable provision in its budget to facilitate the release of its share of programme cost to the State Implementing Society. Similarly, now that central funds are routed through the State Treasury, it would be necessary to make suitable provision in the budget of the State Governments to facilitate release of Central share by the State Government to the State Implementing Society. The release of funds by the State Government to the State Implementing Society from out of provision in the State Government's budget would also be deposited in the same joint signatory bank account of the Society in which the funds of the Government of India are deposited under the Scheme. Any unspent balance from out of the Central or State Government's share of funds

shall be carried forward by the Society for utilization in the next financial year with the approval of the State Government. In case of delay in transfer of funds to State Implementing society further installments could be released only on transfer of GOI grants to SIS including proportionate state share by the State Govt. and Moreover, GFR 2017 would be invoked in case-to-case basis regarding penalty to be imposed.

3.5.2 The State Implementing Society shall open a joint signatory savings bank accounts with any Nationalised or Scheduled Commercial Banks. Funds would be transferred to district and schools level bank accounts from this account only. Separate accounts/records for funds earmarked for SCSP and TSP plans be maintained by the States/UTs with the objective to monitor utilization of funds under SCSP and TSP Heads.

3.5.3 The expenditure from the State Implementing Society account for the financial year under different budget heads would be assigned on the basis of the final PAB approval.

3.5.4 The recurring grants such as annual school grant, shall be transferred directly to the school account immediately after the receipt of the first instalment by the State Implementation Society. The MMER for the district office should also be transferred from the first instalment.

3.5.5 Civil works at the school level would be approved by appropriate authority and information will be sent to the State Implementing Society. Funds would be transferred to the school electronically for full or part payment of completion of approved works from the State Scheme account.

3.5.6 Teacher training and other activities under the AWP&B carried out by district level office would be approved at the state level and funds would be transferred from the State Implementing Society account on receipt of the demand.

3.5.7 The Financial Management Information System would have an electronic repository where all budget heads from the school level upwards would be aggregated as per the AWP&B, and expenditure will be booked against them at the school, district and state levels.

For the accountability of transactions of funds under Scheme, registration of all the agencies should be done on Public Financial Management System (PFMS) at State/District and School/SMDC/SMC level. The State/UT should strive to adopt PFMS at the earliest and MHRD would provide capacity building if required.

3.6 Funding Pattern

3.6.1 The current fund sharing pattern for State governments and UTs with legislature is 60(Centre):40(State). In case of North Eastern States (Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, and Tripura) and the Himalayan States (Himachal Pradesh, J&K and Uttarakhand), sharing pattern between Centre and State would be 90(Centre):10(State). For Union Territories without legislature, 100% share will be given by the Centre. Any subsequent changes in this regard will be notified by MHRD from time to time.

3.6.2 **Fund flow arrangement for various activities:**

(a) Civil Works upto **Rs. 30 lakh** may be undertaken through SMCs/SMDCs

GOI →State Govt.→ SIS → SMDC/SMC → Community or contractor

Or

GOI →State Govt.→ SIS → DPO → SMDC/SMC → Community or contractor

(b) Major Civil works beyond **Rs. 30 lakh,** could be executed through an external agency (which could be PWD or a State level agency or contractors at state level selected through competitive bidding).

GOI →State Govt. →SIS → DPO → External Agency

Or

GOI →State Govt. → SIS → External Agency

For activities at school level which are contracted at State or district level, the SMDC/SMC should be provided a copy of the contract as well as copy of the work order in order to be able to monitor the works effectively. The feedback provided by the SMDC/SMC shall include (a) a confirmation that they have been provided with a copy of the contract; (b) a copy of the latest Measurement Book and whether it has been finished as per specifications; (c) comments on commencement and completion of the work; (d) shortcoming perceived by the SMDC/SMC in the work, if any. Except 1st instalment as advance, all further instalments will be released on the receipt of the written feedback from SMDC/SMC. Further, the fund flow mechanism will be effectively monitored through PFMS which includes intervention-wise details and there would be no possibility of diversion of funds.

3.7 Financial Reporting:

3.7.1 Project expenditure will be reported on monthly basis by State Implementation Society on PMS.

3.7.2 The reports to be prepared and submitted are summarized **at Table 2** below.

Table 2: Type and Date of Reports for States/UTs

S. No.	Report	Date on which to be sent	Remarks
1.	Monthly Financial Report	By 5th of next month	The Consolidated Financial Report of the States/UTs shall be uploaded on PMS on due date to GOI without fail. The reports of the districts not received by SIS on time would be excluded and will be included in the financial report of the next month. The timelines of submission would be monitored and entered in the evaluation sheet of state Finance in charge/TSG by the SIS. Provisional UC to be submitted online through PMS.
2	Audited Statement of Accounts and Audit reports of SIS	By1st November following the end of the relevant financial year	The timelines of submission will be monitored and entered in the evaluation sheet of State Project Director by the SIS. Action taken report on the deficiencies pointed out by the Audit to be submitted to the MHRD within a period of three months from the date of receipt of the report. After submission of Audited Statement of Accounts, States/UTs should update the audited figures on PMS for the month of March.
3	Utilisation Certificate	By1st November along with the Audited statements	There would be separate Utilisation Certificate (UC) for the funds released under the head grant-in-aid and grant for creation of assets during a particular year.
4	Annual Report	Till 30th Nov.	A progress report will be submitted detailing the status of physical and financial progress as per the Annual Work Plan and audit report. The annual report should also detail the critical issues that should be addressed to ensure efficiency in fund flows and implementation of scheme in the State.

CHAPTER-4

ACCOUNTING

4.1 Complete accounts in respect of the monetary transactions of the State Implementation Society in the Headquarters as well as in the Subordinate Offices shall be maintained. However, the **"Double Entry Method Based on Mercantile System"** of accounting shall be followed under Scheme.

4.2 The following books of accounts and registers shall be maintained by the Society:

(a) Cash Book
(b) Ledger
(c) Journal
(d) Register for Journal / Magazines / News Papers
(e) Register of Advances
(f) Register of Bank drafts received
(g) Cheque issue register
(h) Register of remittances made into the Bank
(i) Bank Pass Book/Bank statement
(j) Register of bank drafts dispatched
(k) Bill Register
(l) Establishment Register
(m) Stock Register
  (i) Capital Goods
  (ii) Non-consumable articles
  (iii) Consumable articles
(n) Register of works
(o) Register of grants of advances to mobilizing agencies/NGOs/Voluntary Agencies
(p) Fixed Assets Register
(q) Register of Investments
(r) Classification accounts of the Project
(s) Monthly accounts of Receipts and Payments
(t) Temporary Advance Register
  (i) staff
  (ii) contractors/suppliers/VEC
  (iii) TA/DA advance
(u) Despatch Register
(v) File Register

4.3 Any other books and accounts which may be considered necessary for the day to day working of the Society shall also be maintained with the approval of the State Project Director.

4.4 The Name of the district should be indicated against each entry in the cashbook for the purpose of preparation of district-wise accounts.

4.5 At the end of the month, the District-wise abstract should be prepared showing monthly expenditure in respect of each district.

4.6 A consolidated Register shall also be maintained indicating the progressive expenditure from month to month in respect of each district.

4.7 Monthly reporting of Physical progress and Component wise Expenditure may be done on the online portal of Project Monitoring System (PMS).

4.8 Ledgers and receipts / invoices should be maintained at all levels of expenditure.

4.9 Where VECs or other village organisations are receiving and utilizing funds, records shall be maintained there as well as at district level.

4.10 These records and receipts / invoices shall be available for inspection by the Auditors, State Implementing Society, State Government and Government of India.

4.11 Consolidated records of receipts and expenditures shall be kept at district and State levels.

4.12 The Society should maintain Register of Assets in the format given in ***Annexure-III*** for the assets acquired wholly or substantially out of Government of India grants and Stock Register separately for capital goods, consumable and non-consumable articles and shall arrange for their physical verification at least once a year. These should be maintained at school, CRC, BRC, DPO and SPO levels as the case may be. The relevant abstract of Register of Assets should be appended to the annual statement of accounts submitted by the Society to the Government of India. The register of abstract shall contain progressive figure both stores and value.

4.13 The maintenance of accounts of the Programme should be governed by the principle that no expenditure is incurred by the Society which is repugnant to the objectives of the Programme and every item of expenditure which is incurred is in accordance with the prescribed procedures, and the canons of Financial Propriety.

4.14 In accordance with these Canons of Financial Propriety, it shall be the duty of each official of the SIS to ensure that:

(i) Every Government servant is expected to exercise the same vigilance in respect of expenditure incurred from Public Money as a person of ordinary prudence would exercise in respect of expenditure of his own money;

(ii) The expenditure should not be prima-facie more than the occasion demands;

(iii) No authority should exercise its powers of sanctioning expenditure to pass an order which will be directly or indirectly to its own advantage;

(iv) Public moneys should not be utilised for the benefit of particular persons or section of the people unless: -

A claim for the amount could be enforced in a Court of Law, or

The expenditure is in pursuance of a recognised policy or custom.

(v) The amount of allowances granted to meet expenditure of a particular type should be so regulated that the allowances are not on the whole a source of profit to the recipients.

4.15 It shall be the duty of the Accounts Wing in the State Society to ensure strict observance of these Accounting Principles.

4.16 It shall also be necessary for every Society to establish adequate and satisfactory Internal audit functions.

4.17 Any grant or portion thereof given by the Government of India or the State Government to the Society for a specific purpose shall not be re-appropriated, without the previous sanction of the granting authority to a purpose other than that for which it was originally approved.

4.18 Grant Received by the State Societies from State Government both Central and State share under the Scheme will be deposited in a Joint Signatory Savings Bank Account established by the State Implementing Society in any nationalised or scheduled bank.

4.19 The Executive Committee of the State Society would be empowered to open Joint Signatory Savings Bank Accounts in any nationalised or scheduled bank, authorise a Drawing and Disbursing Officer to operate the accounts and delegate financial functions to State, District, Block, Village and School levels.

4.20 In respect of releases by the State Societies to the districts, Joint Signatory Savings Bank Accounts would be opened in any nationalised or scheduled bank at the district level and in any such banks or Post offices at the block and village level.

4.21 **Advances**

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

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

(iii) The advances released to SMDCs/SMCs for undertaking Non Recurring activities which remains unspent at the end of the year shall be carried over to next year as spillover activities/unspent balance based on the approval of the PAB.

4.22 Advance Register

(i) All advances are to be entered in the advance register to be maintained as per specimen given in ***Annexure-IV*.**

(ii) The adjustment of the advances is also to be entered promptly in this register. It should be ensured that no personal advance is outstanding for more than one month. In case, adjustment claims for personal advances are not submitted in time, penal action including charging of interest should be taken.

(iii) A Statement showing outstanding advances of previous years will be submitted with the audited accounts as per format at **Annexure-V**

4.23 Account Head

The Account head and account code should be similar to the Budget Head and Budget Code. This should correspond to the interventions and the norm number prescribed in the framework. If any sub-head or sub-code is considered necessary, the same shall be operated accordingly.

4.24 Cash Book

(i) Cash book is the principal record of all money transactions which take place every day and all other registers are subsidiary to it.

(ii) Cash book should be maintained under Double Entry System. However, as an exception, single entry system shall be followed at Cluster and VEC/School level.

(iii) It has two sides, "Receipts" and "Payments". The amount column in each side is sub divided into "Cash" and "Bank".

(iv) Separate cashbook should be maintained at State/District/Block level for each financial year.

(v) Each entry of receipt and expenditure should be descriptive but brief in nature.

(vi) Each voucher should be assigned a serial number and Ledger Folio number, which should be noted against each entry in the cashbook.

(vii) Each entry in the cashbook should be attested by the Head of Office/Drawing and Disbursing Officer (DDO).

(viii) Cash book should be closed daily and total cash balance struck and attested by the Head of Office / DDO after verification of the totals.

(ix) All cash/cheques/Demand Drafts etc. received should be deposited into the bank as far as possible on the same day itself or next day positively so as to avoid cash in transit for long periods. If any cash is retained on hand that should be verified physically by the Head of Office/DDO and recorded in the cash book and the cash in hand deposited into bank next day itself.

(x) When cash/cheque/DD is paid into the bank, the counterfoils of the pay-in-slip should be verified with the cashbook by the Head of Office/DDO.

(xi) Over writing should be avoided and corrections, if any, should be attested by the Head of Office/DDO under his dated initial.

(xii) Crossed Account Payee cheque alone should be issued to third parties/firms etc.

(xiii) The issue of bearer cheques should be avoided as far as possible.

(xiv) If no transactions have taken place in a day/s the entry "No transaction" has to be noted in the cash book on that day/s and balances carried over to next day and attested by the Head of Office / DDO.

(xv) When payments are made through cheque, the number of the cheque should invariably be noted in the cash book for cross checking.

(xvi) During the absence of Head of Office/DDO, the responsibility of attesting the entries in the cash book shall be entrusted to a sub-ordinate officer but on his return the Head of Office/DDO should satisfy himself that there is no irregularity and in token of this check, he should sign the cash book immediately on return.

(xvii) In case computerized accounting software is in use, the cash book need not be maintained manually. However, print out of the daily cash transactions should be taken and pasted in cash book after attesting each entry by the Head of Office/DDO.

4.25 Verification of cash balance

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

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

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

Date ……..

Signature

(Designation of the Officer)

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

4.26 Correction of errors

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

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

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

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

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

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

4.27 Journal

Journal is one of the important account books. Its use is restricted to only recording adjustment entries other than cash transactions. Vouchers shall support each adjustment entry passed through a Journal. Brief narration of each entry shall be given in the voucher and it shall be signed by the Head of Office. The Accountant will check each entry of the Journals with the vouchers and put dated initials against the entries checked.

4.28 Ledger

(i) The Ledger is a register in which all transactions recorded in the cashbook or Journal shall be classified under different heads of accounts or objects of expenditure or any sub-unit thereof.

(ii) The Ledger should be kept in the prescribed form. Separate pages are to be opened for each item of expenditure.

(iii) The Ledger accounts shall be arranged and grouped in such a manner that the desired information is promptly secured.

(iv) Combined Ledger accounts can be maintained for various detailed heads. The contingent Register may be maintained in such a manner that it is used as Ledger for recording expenditure under miscellaneous items.

(v) Every Ledger account is divided into two sides, the left-hand side being the "debit side" and the right hand side the "credit side".

(vi) All items of debits and credits of the cashbook and Journal shall be posted on the same day in the respective Ledger account.

(vii) Daily totals shall invariably be given and progressive totals shown wherever necessary.

(viii) Bank account shall be posted from the daily totals of cheques issued and challans / remittances made into the Bank.

(ix) After the Ledger accounts have been written up and completed in respect of cash and adjustment items, the daily total of each Ledger account should be carried into the appropriate classified account and the classified account should then be totaled up and from the gross total the amount of adjustment should be deducted to bring out the net totals of receipts and payments as per cash book.

(x) All the Ledger accounts shall be closed at the end of the month. Totals shall also be struck in the classified account.

(xi) Monthly totals of various Ledger accounts shall then be tallied with the totals of classified abstract and discrepancy, if any, rectified and reconciled.

(xii) Monthly account of receipts and payments shall be prepared immediately after closing of the accounts for the month.

4.29 Bank Reconciliation

(i) Monthly bank reconciliation should be carried out on a regular basis.

(ii) Bank Pass Book should be sent regularly to the bank for making up-to-date entries of credit and debit in a month.

(iii) In case Bank Pass Book is not issued, monthly Bank Statement should be obtained from the Bank regularly.

(iv) Entries shown in the passbook / Bank Statement will be tallied monthly with the entries in the cash book.

(v) Any discrepancy will be rectified and difference explained in the Bank Reconciliation Statement in the manner explained below:

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

4.30 Staffing Structure

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

Name of the Post	No. of Posts at State level (SPO)	No. of Posts at District level (DPO)	Qualification and Experience
Finance and Accounts			
Controller Finance	1	-	Preferably on deputation from Finance and Accounts department with sufficient accounting background. In case, suitable candidate is not available on deputation basis, qualified and experienced candidates may be considered on contract basis.
Finance and Accounts Officer	1	1	Preferably on deputation from Finance and Accounts department with sufficient accounting background. In case, suitable candidate is not available on deputation basis, qualified and experienced candidates may be considered on contract basis.
Senior Accountant Junior Accountant Deputy Accountant or Sr. Accounts Clerk	3	2	
Cashier	1	1	Preferably on deputation from Finance and Accounts department with sufficient accounting background and knowledge of cash management. In case, suitable candidate is not available on deputation basis, qualified and experienced candidates may be considered on contract basis.
Internal Audit			
Audit Officer	1	-	Preferably on deputation from Audit department with sufficient auditing background. In case, suitable candidate is not available on deputation basis, qualified and experienced candidates may be considered on contract basis.
Sr. Auditor	2	-	

4.30.2 Although the above staff structure is indicative, in small States and districts the requirement of staff may be suitably reduced to the extent required. In larger States, if the above staffing structure is inadequate, the Executive Committee shall appoint more staff for finance & accounting and internal auditing. The Executive

Committee may consider appointing an Accountant at block level or for a group of blocks based on the quantum of accounting work involved. These Accountants would provide resource support in accounting to cluster and school level.

4.31 Capacity building of accounts and audit staff

4.31.1 Orientation training on Planning, Budgeting, Accounting, Procurement, Internal Audit etc. of Samagra Shiksha should be given to all accounts and audit staff at periodical intervals so as to equip them with sufficient knowledge of the area of their work for the smooth and efficient day to day functioning of the tasks assigned to them.

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

4.32 Control of Expenditure

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

4.32.2 It should be seen that not only the total expenditure is kept within the limits of the budget provision but also the funds allotted / transferred are spent in the interest and service of the programme and upon objects for which provisions have been made.

4.32.3 They will also see that items of expenditure are of obvious necessity and are at fair and reasonable rates, sanction of the competent authority obtained and that calculations are correct.

4.32.4 In order to exercise proper control, they should keep themselves closely acquainted with the progress of receipts/expenditure, commitments and liabilities incurred but not paid.

4.33 Re-appropriation of funds

4.33.1 Funds of the Society shall not be diverted or re-appropriated to meet any expenditure which has not been sanctioned by the Competent Authority;

4.33.2 Funds shall not be diverted or re-appropriated to expenditure on any item not provided for or contemplated in sanctioned budget estimates;

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

4.33.4 Re-appropriation of fund from Capital (Non-recurring) to General Head (Recurring) and vice versa is not permissible under the Scheme.

Chapter: 5

MONITORING, INTERNAL CONTROL AND INTERNAL AUDIT

5.1 Introduction

5.1.1 Monitoring is considered to be the systematic collection of specific indicators and other relevant information, in order to inform management and the key stakeholders about the progress and the achievement of objectives, and use of available resources. Monitoring focuses on the short to medium-term outputs that can be used to adjust certain aspects of the Scheme if considered necessary.

5.1.2 In this context, large-scale inputs in terms of additional schools, additional classrooms, teachers and other facilities need to be provided to meet the challenge. It inter-alia requires assessment/ provision of educational needs, physical infrastructure, human resource, academic inputs and effective monitoring of implementation of the Scheme.

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

5.2. Supervision and Monitoring

5.2.1 Monitoring has to be a continuous process with both Scheme implementation and outcome indicators required to be monitored on a regular basis.

5.2.2 Monitoring under the scheme is envisaged as four tiered:

(i) Monitoring at school /Community level,
(ii) District level
(iii) State level and
(iv) National level.

5.3 School/Community Level Monitoring

5.3.1 Community based monitoring is one of the strengths of the Scheme which can become a major weakness if not implemented properly.

5.3.2 In order to make the financial flow transparent at the school level, every school should display all the grants received and spent on civil & other than civil by the school as well as enrolment, attendance, performance, incentive and the details

thereof. All reports of information should be sent to district project offices (DPOs) by Schools and shall be displayed on the school notice board.

5.3.3 In addition to these, SDMC/SMC members have to inspect the Scheme regularly. Parent teachers association / Community /local body members can also inspect the school.

5.4 Composition of the School Level Committee:

5.4.1 While the specific composition of SMDC/SMC may be decided by the States, the suggested composition of SMDC/SMC may be as follows,

(i) Principal, Chairman of the Committee
(ii) Vice Principal, Member
(iii) One teacher related to Social Science,Member
(iv) One teacher related to Science, Member
(v) One teacher related to Mathematics, Member
(vi) One gentleman from parents, Member
(vii) One lady from parents, Member
(viii) Two members from Panchayat or Urban Local Body
(ix) One member from SC/ ST community
(x) One member from Educationally Backward Minority Community
(xi) One member from women groups
(xii) One member from Education Development Committee of each village (to which the school concerned caters)
(xiii) Three experts as members, each from Science, Humanities and Art/Craft/ Culture background to be nominated by the District Programme Coordinator through due process.
(xiv) One officer from Education Department to be nominated by the District Education Officer as Member
(xv) One member from Audit and Accounts Department

5.4.2 The SMDC/SMC will be assisted by two sub-committees, School Building Committee and Academic Committee, headed by the Principal and Vice Principal respectively.

5.4.3 The School Building Committee will be responsible for all the activities including planning, estimation, management, monitoring, supervision, reporting, maintenance of Accounts, monthly squaring up of accounts, presenting accounts before the School Management Committee or Panchayat or Urban Local Bodies etc. relating to construction, renovation, repairing and maintenance and other related civil works. The Civil Works will be undertaken either on Contract Basis as per rules or by the Community. These works may also be integrated with the appropriate Rural Development Schemes. While the composition of the Sub- Committee can be decided by the State Government, the suggested composition is as under,

(i) One member from Panchayat or Urban Local Body
(ii) One member from parents
(iii) One member from experts in Civil Works like Civil Engineer/ consultant
(iv) One member from Audit and Accounts Department

5.5 District Level Monitoring

A District Level Committee comprising public representatives would be constituted to monitor the implementation of the scheme in that district as per the following provisions:

5.5.1 **Composition of the District Level Committee**:

(i) All Members of Parliament, Members of the State Legislature and members of the Zilla Parishad (wherever duly constituted), elected from that district/and/or urban bodies (duly constituted) as applicable.
(ii) The District Magistrate/ Collector/ Deputy Commissioner/ Chief Executive Officer of the Zilla Parishad/Urban local body.
(iii) District Education Officer in-Charge of the scheme, will be the Member-Secretary.
(iv) District Officers in-charge of Drinking Water Mission/Total Sanitation Programme/ Handicapped Welfare/Social Welfare/Minority Welfare etc.
(v) Two NGO's working on secondary education for the scheme in the area, to be nominated by the District Magistrate/ Collector/ Dy. Commissioner/ CEO Zilla Parishad.
(vi) The senior-most Member of Parliament present in the meeting will chair the Committee on the day it meets.

5.5.2 **Terms of Reference of the District Level Committee**

(i) The Committee will be apprised of the progress of the scheme implementation in the district, both in terms of key targets and achievements thereof, and also on outcome indicators, inter-alia, Gross Access Ratio, Enrolment, GER, NER, Gender Parity Index, Dropout, Transition rate, Pass Percentage, PTR, SCR, Learning achievement levels of students etc.
(ii) Suggestions of the members may be taken into consideration, within the parameters of the scheme guidelines and framework of implementation and the approved Annual Work Plan & Budgets of the district, for improving the scheme implementation at the local level.
(iii) The Committee may also examine the synergy and convergence of other related Government Departments/Schemes in improving school infrastructure and other support services for benefit of students.
(iv) The Committee will meet once a quarter.
(v) Committee should ensure community participation in monitoring and data should be open for social auditing.

5.5.3 **Monitoring by District Project Offices (DPOs):**

(i) Component wise details of approved funds and the district level programmes intended to carry out through this fund and copies of all sanction orders for project activities would be uploaded on the web-site of the department and must be published in the website of the district.

(ii) Publication of information material about the programmes and civil works and the financial requirements needed for conducting the programmes.

(iii) The progress of civil works received from the school must be entered by the district month wise.

5.5.4 Updated data on- progress of each components of the programme, school wise physical progress (Stages of construction), progress of expenditure & utilization including funds received and spent, payments made, works sanctioned and works started, cost of works and details of expenditure on it, duration of work etc. should be made public in a pre-designated format outside all offices of all agencies involved in implementing the programme. All these information should also be shared with the Gram Panchayats/ ULBs and should be discussed in their meetings.

Other monitoring tools at district level are conducting field visits by the District team. Schools should give monthly reports to the district so that district officers can assess the progress of each school. District officers should conduct meeting of the Headmasters of Government schools for assessing the progress of each school in the district.

5.5.5 **Financial Indicators to be monitored at the District Level**

(i) **Actual amount spent on civil work:** The amount spent on civil work in each financial year is to be calculated and to be monitored.

(ii) **Actual amount spent on other than civil work**: The amount spent on other than civil work in each financial year is to be calculated and to be monitored.

5.6 State Level Monitoring

5.6.1 The State Government shall prepare an annual Report on the implementation including involvement of PRIs in the programme. This report will be laid before the State Legislature.

5.6.2 All School wise physical progress in line with financial progress will be monitored by State as submitted by districts. Expenditure against approved AWP&B will be monitored through the information submitted on PMS on a monthly basis by respective districts. The receipt of funds from various sources and their subsequent releases to district level and school level should be monitored on a monthly basis.

5.6.3 State level officers have to visit Districts to see whether the financial utilization is carried out on time.

5.6.4 State should also develop a monitoring system so as to enable the monitoring and supervision of the entire programme through e- governance

5.6.5 The State Implementing Societies (SIS) will also undertake intensive monitoring. Representatives of national level institutions like NCTE, NIEPA and NCERT will also undertake periodic monitoring and provide resource support to the SIS to strengthen appraisal and monitoring systems. Efforts to associate autonomous institutions willing to take up State specific responsibilities for research and evaluation will also be made. Many independent institutions would also be associated in developing effective tools for conducting achievement tests, monitoring quality aspects of programme implementation, evaluation and research studies.

5.6.6 Since quality is a major concern under the scheme, its monitoring will be a priority. Monitoring of quality will require an understanding of the processes of the programme implementation. Process and quality indicators would have to be developed as per felt needs in order to track the quality of programme implementation. Such efforts would require partnership with institutions, PRIs, School Committees, etc. Training and orientation programmes to develop appropriate monitoring formats, qualitative monitoring through process documentation and case studies to understand issues comprehensively will be required.

5.6.7 **Financial Indicators to be monitored at the State Level**

1. **Guidelines issued**: Guidelines should be issued to the district by the SIS on how to conduct the programmes and to utilize the amount they have received.

2. **State Government allocation:** State Government will allocate funds to the district as well as to the schools for the project according to their plans. This will be based on the amount approved by the PAB.

3. **Total amount received (GOI+ State+ other):** Here entire amount received for education sector including the scheme, State programme, Interest and other receipts are to be included

4. **Total expenditure**: The expenditure incurred during programme implementation is to be considered.

5. **Salary expenditure as % of school education:** Total Salary expenditure of the state is to be calculated and the percentage of this amount is to be calculated in respect of school education expenditure in the state.

6. **Average per student expenditure by the State:** The average expenditure incurred per student for school education is to be calculated.

5.7 National Level Monitoring

5.7.1 Government of India will monitor financial management issues of the States on a monthly basis related to the scheme. The strengthened Financial Monitoring Unit of the Technical Support Group will assist for this purpose. The review will include SPOs particularly the Finance officers of the State Implementing Society.

5.7.2 All School wise physical progress in line with financial progress will be monitored at National level as submitted by States/UTs through Project Monitoring System (PMS). Expenditure against approved AWP&B will be monitored through the information submitted on PMS on a monthly basis submitted by respective States. The receipt of funds from various sources and their subsequent releases to State level will be monitored on a monthly basis.

5.7.3 National level officers may visit the States to review/monitor the financial management system in the States on regular basis. The case report/study can be shared during the Quarterly Review meetings on financial management at national level with other States/UTs for disseminating best practices prevalent in the states.

5.8 Indicators for Financial Management Checks by Government of India

The Indicators of Financial Management checks by Government of India are as follows:

a. **Expenditure:** The expenditure against approved AWP&B will be monitored on a monthly basis. For this purpose, the information must be updated on Project Monitoring System (PMS).

b. **Funds Flow:** The receipt of funds from various sources and their subsequent releases to district level and sub-district level will be monitored on a regular basis.

c. **Staff for Financial Management**: The position of financial management staff at State and district level will be monitored on a quarterly basis. The position of staff in the Statement as per ***Annexure-VI*** should be furnished to Government of India within 20 days after the close of each quarter.

d. **Training Programme for Financial Management Staff:** Initial training and orientation training on financial management covering planning, budgeting, accounting, procurement, internal audit etc. under the scheme should be given to all financial management staff at periodic intervals. In order to monitor the position, the information as per ***Annexure-VII s***hould be furnished to Government of India on a quarterly basis within 15 days after the close of each quarter.

e. **External Audit:** It is mandatory to conduct an external audit of the accounts of the Societies on an annual basis. In order to monitor the progress of audit, the information as per ***Annexure-VIII*** should be furnished to Government of India on a quarterly basis within 15 days after the close of each quarter.

5.9 Other Monitoring mechanisms:

5.9.1 **Project Monitoring System (PMS)** In a significant step towards leveraging technology to enhance efficiency and manage the implementation of scheme, an online Project Monitoring System (PMS) has been developed. The core objective of Project Monitoring System is:

(i) To ensure an end to end information sharing system
(ii) To obviate the need for sending hard copies
(iii) To have transparency and accuracy w.r.t Approvals, Releases, Financial Status.
(iv) To streamline the Financial Management system.
(v) To monitor real time movement of funds to lower levels of Program Implementation.

Main modules of PMS include:

(i) Online retrieval of Sanction Order of GoI Releases
(ii) Online Monthly Progress Reports (Physical and Financial)
(iii) Online Generation of UCs
(iv) Online submission of AWP&B
(v) Online Submission of School/unit wise Physical Progress of Civil works and other than Civil Works.
(vi) Online submission of School/unit wise implementation/ Functional Status.

In PMS, States/UT are required to submit monthly Physical and Financial Progress of Scheme.

5.9.2 **Public Financial Management System (PFMS)**

Public Financial Management System (PFMS) has been implemented for all the Centrally Sponsored schemes by the Controller General of Accounts (CGA), Ministry of Finance. This system provides MIS reports indicating availability of funds in bank accounts at various tiers/levels of programme implementation. The reports provide online balances lying in the bank accounts of such agencies. Availability of this information at the Department (Ministry level) will help in better financial management, more accurate assessment of actual requirement for implementation and decision making on fund release. All states/UTs are required to be PFMS compliant for release of funds.

5.9.3 **Concurrent Financial Review and Monitoring by Government of India**

The implementing agencies at all level are required to keep proper accounts of the funds received by them and the expenditure incurred from these funds. They must

also ensure that the expenditure is incurred for the purpose for which it was sanctioned and it is covered by relevant financial regulations / rules. In order to ensure that the accounts are kept properly and the funds are utilized for the purpose for which they were sanctioned, a Concurrent Financial Review and monitoring shall be carried out by Government of India at periodic intervals. This will be taken up in a phased manner considering the progress of implementation of the scheme including various components in states.

The accounts of the State Implementing Society shall be opened to inspection by Government of India/State Government and the audit party deputed by them.

Government of India may hire the services of reputed institutions to undertake concurrent financial review of the scheme.

The State may consider the engagement of similar credible organizations or firms of Chartered Accountants to undertake internal audit of their accounts only in the absence of in house Internal Audit wing. The Terms of Reference for such an internal audit shall be in the format as per ***Annexure-IX*.**

5.10 Internal Audit

5.10.1 Internal Audit is a control that functions by examining and evaluating the adequacy and effectiveness of other controls throughout the organisation. The internal audit activities should include all payment audit as well as independent appraisals of the financial, operational and control activities of the programme. The responsibilities of the internal auditor should include reporting on the adequacy of internal controls, the accuracy and propriety of transactions, the extent to which assets are accounted for and safeguarded, and the level of compliance with the scheme financial norms and State Government procedures.

5.10.2 The State Implementing Society should introduce proper internal audit system and strengthen internal checks and the in-house internal audit system to ensure proper utilization of funds approved in the AWP&B.

5.10.3 In States where an in-house internal audit team is not available, qualified Chartered Accountants/Cost Accountants firm may be engaged for carrying out internal audit also as per the TOR provided in ***Annexure IX*.**

5.10.4 The internal audit of SPO and District Project Coordinator Offices shall be carried out every year. Internal audit of Schools is conducted on a percentage basis, so as to cover 5 per cent of schools in each district. It should be ensured in the internal audit that the prescribed accounting system including regular bank reconciliation is strictly followed by all.

5.10.5 The monthly expenditure Statement submitted by the districts indicating the approved budget provision and expenditure during the month, cumulative expenditure against the activity / sub-activity during the year should be reviewed in the internal audit.

5.10.6 The Procurement Procedure adopted for civil works, goods and consultancy services should be reviewed by the internal auditors and it should be ensured that correct procedure has been followed for each procurement.

5.10.7 It should be ensured that the records of all Procurement, Agreements, Work/Purchase Orders, Invoices, Receipts, Stock Registers etc. are properly maintained, duly linked and retained.

5.10.8 Discrepancies noticed in the Internal Audit should be reported to the State Project Director for taking necessary remedial measures. Records of all internal audit objections should be kept in the Internal Audit Unit and pursued to finality.

5.10.9 The report of the internal audit shall also be placed before the Executive Committee.

5.10.10 In order to maintain the Internal Audit mechanism, state to give information as per ***Annexure X.***

5.11 Audit of School bodies

5.11.1 Internal audit by the auditor appointed by SIS should cover at least 5 per cent of schools in each district.

5.11.2 The District Project Office of the scheme will keep a record of such audits and ensure compliance by such bodies.

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CHAPTER-6

AUDITING

6.1 Audit by the Chartered Account Firm

6.1.1 The State Implementing Society registered under the Societies Registration Act 1860 (21 of 1860) is responsible for the maintenance of proper accounts and other relevant records, as well as preparing annual accounts comprising the receipts and payments accounts and Statement of liabilities in such a form as may be prescribed by the Registrar of Societies in keeping with the Rules in force under the said Act. Accordingly, it is mandatory that a Chartered Accountant appointed for this purpose should audit the accounts of the Society annually and submit an annual audit report.

6.1.2 The State Society shall maintain proper accounts and other relevant records and prepare annual accounts comprising the receipts and payments account and Statement of liabilities in such form as may be prescribed by the Registrar of Societies of the State Government in keeping with the Rules in force under the Societies Registration Act, 1860 (21 of 1860), subject to the condition that in respect of grants from the Central Government, the directions of the Central Government shall be adhered to.

6.1.3 The State Project Director shall cause the annual accounts of the Society to be prepared immediately after the close of the financial year and after approval by the Executive Committee of the Society, shall have the accounts audited annually by a Chartered Accountant firm appointed with the approval of Executive Committee by **April** every year for the purpose in accordance with the provisions of the Societies Registration Act applicable to the State.

6.1.4 The CA firm for conducting the audit of Scheme shall be selected from the C&AG/State AG's empanelled list. However, if there is no empanelled CA firm for a particular State/UT then the selection of auditing firms shall be with reference to the invitation of Expressions of Interest from Chartered Accountant firms in the format given in ***Annexure-XI.*** The CA firm should have a minimum of **five years experience** with sufficient staff to carry out the audit. On receipt of the Expression of Interest, three to six well qualified and experienced CA firms should be short listed for the issue of Letter of Invitation.

6.1.5 The Terms of Reference (TOR) in the format given in ***Annexure-XII,*** indicating (a) programme background, (b) programme objectives, (c) scope of audit (d) financial Statement, (e) Statement of Expenditure (f) audit opinion, (g) management letter, (h) qualification and experience of the key personnel and (k) inputs provided by the SPD shall be prepared and sent to the prospective Chartered Accountant firm along with the Letter of Invitation.

6.1.6 States which have a large number of districts may engage more than one CA firm for conducting the annual audit. Such States should engage a lead CA firm at the State level to consolidate the various district audit reports and other accounting documents furnished by the CA firms from the districts and render a consolidated annual audit report and other connected accounting documents for the State programme as a whole. The responsibilities and duties of the lead CA firm at the State level would need to be specified, by suitable modifications in the Terms of Reference prescribed in ***Annexure-XII***, in order to safeguard the following: -

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

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

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

b) The selected CA firm shall be engaged initially for a period of one year. If found suitable, the services of the CA firm may be extended on an annual basis for a maximum of further Two years. In no case should a CA firm be entrusted with the external audit responsibility for a period exceeding Three years.

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

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

e) The C.A firms' annual audit reports to satisfy themselves that the accounts are true and fair to their best of knowledge should be made available by 1st November every year.

f) The audited accounts shall be communicated to the Executive Committee of the Society which shall submit a copy of the audit report along with its observations to the State Government within 15 days from the receipt of the same.

g) The State Government would comment on the audit report received from the implementing society and forward it to Government of India for acceptance by 1st November every year.

h) The States would also take action to place these documents in the State legislatures.

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

6.2 Audit by the Comptroller and Auditor General of India

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

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

6.3 Annual Report

6.3.1 The Annual Report of the working of the Society and the work undertaken by it during the year shall be approved by the Executive Committee and furnished to Government of India and State Government and the members of the Society.

6.3.2 However, Annual Report in respect of UT without legislature be submitted along with the audited accounts of the Society and the Auditors Report thereon shall be placed before the Governing Body at its Annual General Meeting.

6.3.3 The Annual Report shall be furnished to Government of India within nine months of the close of the financial year for being placed before the Parliament.

6.4 **Audit Report:** The Audit Report of the working of the Society and the work undertaken by it during the year together with consolidated Annual Financial Statement in the format given in ***Annexure-XIII,*** Balance Sheet in ***Annexure-XIV,*** Income and Expenditure Account in ***Annexure-XV,*** Receipt and Payment Account in ***Annexure-XVI*** and Audited Accounts shall be approved by the Executive Committee and furnished to Government of India and State Government and the members of the Society.

6.5 External Audit Calendar

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

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

6.6 Pursuance of Audit objections

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

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

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

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

6.6.5 Audit observation/objection compliance will be reported to Government of India by the State Implementing Society regularly on a quarterly basis in the format given in ***Annexure-XVIII.***

CHAPTER-7

PROCUREMENT

7. Procurement in Samagra Shiksha for School Education

7.1 The procurement activities under the Samagra Shiksha shall be governed by the procurement guidelines as provided in this Manual subject to overriding provisions as contained in GFR 2017 and Manual for Procurement of Goods and works 2017 and Manual for Procurement of Consultancy and Other Services 2017. The Grants under the Scheme are governed by the various provisions in the GFR and therefore adherence to the GFR provisions is also mandatory wherever applicable and may not have been explicitly specified in this Manual.

7.2 The principle of any public buying is to provide the Works/ Goods/ services of the specified quality at the most competitive prices, in a fair, just and transparent manner. Procurement of all works, goods and consultancy services under the Scheme would be carried out in accordance with principle, rules and procedures outlined in this chapter. Compliance with these procedures is mandatory so that it ultimately results in efficiency, economy, fairness and transparency in procurement.

7.3 With the subsuming of all the Schemes (SSA, RMSA and Teacher Education) into a single integrated scheme of school education - Samagra Shiksha for School Education and in order to cover all the aspects relating to all the schemes together, a comprehensive Procurement Procedure has been underlined for the implementation of the new scheme in its totality

7.4 The procurement activities under the New Scheme will be at various levels and the bidding/tender process as far as possible should be through the GeM route (e-procurement) and the broad features of procurement procedure under the scheme of Samagra Shiksha is : -

(i) All the procurement will now be through Single Implementing Society (due to subsuming of the three schemes namely, SSA, RMSA and Teacher Education) and henceforth, the procurement of goods, services and civil works (also under SCERT, DIET and other institutions) would get regulated through the single implementing society.

(ii) Procurement of goods, services, civil works (infrastructure) has though been mentioned at the various levels but however, for economy and bulk procurement the state can decide the level of procurement.

(iii) Procurement of uniform being provided at the elementary level may also be done at the state /district or school level (SMC/SMDC) but involvement and participation of the community should be encouraged.

(iv) Procurement of textbooks upto the elementary can be made on a single tender basis.

(v) Procurement for pre-nursery, and provisions of tools equipment, raw-material for vocational education at secondary and senior secondary level.

(vi) Procurement of sports equipment for indoor and outdoor games.

(vii) Civil works under DIET, SCERT along with ICT enabled equipment and gadgets.

(viii) Under Vocational Education construction of workshop/laboratory-cum-classroom, raw-materials and maintenance of tools and equipments.

(ix) ICT and Digital initiatives – Procurement of hardware – tablets, laptops and notebooks and integrated teaching learning devices and software.

(x) Procurement for provision of renewable source of energy.

7.5 The implementation of the national programme of Integrated Scheme - Samagra Shiksha for School Education entails procurement of textbooks, teaching learning equipment, teaching learning materials, furniture, school equipment, materials required for teacher's training, office equipment, computers and their accessories, improvement of school facilities, construction of primary and upper primary, secondary and higher secondary school buildings, KGBV buildings, girls hostel, additional class rooms, toilets, drinking water facilities, boundary walls, separation walls, electrification, construction of BRCs/CRCs, maintenance and repair of school buildings, construction/modifications/renovation under SCERT/DIET and other institutions of Teacher Education, hiring of experts for specific tasks etc.

7.6 It is mandatory to follow the procurement procedure prescribed in this Manual for all the procurement under the Integrated Scheme (including KGBV and girls hostel).

7.7 As a guiding principle, the financial threshold and type of procurement as provided in the GFR 2017 is given below: -

S. No.	Procurement Type	Financial Limit
1.	No Tender or Direct Purchase (Certificate to be furnished as per rule under 145 of GFR 2005)	Up to Rs. 25,000/-
2.	Three member committee (Certificate to be furnished as per rule under 146 of GFR 2005)	Above Rs. 25,000/- and upto Rs. 2.50 Lakh.
3.	Limited Tender	Above Rs. 2.50 lakh and upto Rs. 25 lakh
4.	Open Tender	Above Rs. 25 Lakh
6.	Service Contracts	
6. (a)	Direct Contracting (with three quotations)	Upto Rs. 2.50 Lakh
6. (b)	Limited tender	Above Rs. 2.50 lakh and upto Rs. 25 lakh
6. (c)	Open tender	Above Rs. 25.00 Lakh

Additionally the following financial threshold may be adhered to, if necessary

Open tender using e-procurement process for Civil works, goods and services	Rs. 25.00 Lakh or above

In addition, purchases / procurement of goods and services through GeM portal, the following limits have been prescribed in the GFR.

S.No.	Financial Limit	Details
1.	Upto Rs. 50,000/-	Through any of the available supplier on the GeM, meeting the requisite quality specification and delivery period.
2.	Above Rs. 50,000/- and upto Rs. 30 lakh	Seller having lowest price amongst the available seller of atleast three different manufacturers on GeM, meeting the requisite quality specification and delivery period.
3.	Above Rs. 30 lakh	Through the supplier having lowest price meeting the requisite quality specification and delivery period. After mandatorily obtaining bids using online bidding.

The States may, however, follow the financial ceiling prescribed by each State for various methods of procurement.

MHRD may also prescribe financial ceilings for different methods of procurement from time to time, particularly, whenever external funding agencies are involved in the Scheme. In such cases, the financial ceilings prescribed by MHRD shall prevail and should be adhered to. It may also be noted that in case if financial threshold/level of procurement have already been mentioned elsewhere in this Manual particularly relating to civil works it should be adhered to by the State/Implementing agencies.

7.8 The responsibility for the implementation of Integrated Scheme - Samagra Shiksha rests with the State Government through designated State Implementing Societies, and therefore the award and administration of contracts under the Integrated Scheme rests with these implementing Societies, and SMC/SMDC. It should be ensured that the Integrated Scheme funds are used only for the purposes for which they are granted, with due attention to considerations of economy and efficiency and without regard to political or other non-economic influences or considerations.

7.9 The procurement under Integrated Scheme - Samagra Shiksha, the following points should be kept in mind by the programme implementing authorities.

(a) Specific budget provision should be available for meeting the expenditure in the financial year in which it is to be incurred.

(b) Bulk requirement of stores for State Society office and district level offices should be assessed at the beginning of the financial year and action for procurement should be initiated in accordance with the purchase procedure applicable under SAMAGRA SHIKSHA. Purchase of office equipment and furniture should be in economic lots keeping in view the annual requirements.

(c) Miscellaneous items of stores not covered by bulk requirement may be purchased according to the actual requirement at different points of time during the financial year provided the value of stores so purchased is small and expenditure is met from within the sanctioned budget.

(d) Purchases must be made to the best advantage of the Scheme after comparison of competitive prices.

7.10 Conflict of Interest: A provider of Goods/Works/Services participating in a procurement process under SAMAGRA SHIKSHA shall not have a conflict of interest. Any provider of goods/works/services found to have a conflict of interest shall be ineligible for award of a contract under the Scheme. A firm shall be considered to have a conflict of interest in a procurement process if:

(a) Such firm is providing goods, works, or services resulting from or directly related to consulting services for the preparation or implementation of the program that it provided or were provided by any affiliate that directly or indirectly controls, is controlled by, or is under common control with that firm. This provision does not apply to the various firms (consultants, contractors, or suppliers) which together are performing the Contractor's obligations under a turnkey or design and build contract; or

(b) Such firm submits more than one bid, either individually or as a joint venture partner in another bid, except for permitted alternative bids. This will result in the disqualification of all bids in which the Bidder is involved. However, this does not limit the inclusion of a firm as a sub-contractor in more than one bid; or

(c) Such firm (including its personnel) has a close business or family relationship with a professional staff of MHRD (or of the project implementing agency, or of a recipient of a part of any funds allocated under SAMAGRA SHIKSHA who: (i) are directly or indirectly involved in the preparation of the bidding documents or specifications of the contract, and/or the bid evaluation process of such contract; or (ii) would be involved in the implementation or supervision of such contract unless the conflict stemming from such relationship has been resolved in an acceptable manner throughout the procurement process and execution of the contract; or

(d) Such firm does not comply with any other conflict of interest situation as specified in the SBDs relevant to the specific procurement process.

(e) MHRD requires that consultants provide professional, objective, and impartial advice and at all times hold the Scheme's interests paramount, without any consideration for future work, and that in providing advice they avoid conflicts with other assignments and their own corporate interests. Consultants shall not be hired for any assignment that would be in conflict with their prior or current obligations to other clients, or that may place them in a position of being unable to carry out the assignment in the best interest of the Borrower. Without limitation on the generality of the foregoing, consultants shall not be hired under the circumstances set forth below:

(i) Conflict between consulting activities and procurement of goods, works or services: - A firm that has been engaged by the Borrower to provide goods, works, or services for a project, and each of its affiliates, shall be disqualified from providing consulting services related to those goods, works or services. Conversely, a firm hired to provide consulting services for the preparation or implementation of a project, and each of its affiliates, shall be disqualified from subsequently providing goods, works or services resulting from or directly related to the firm's consulting services for such preparation or implementation.

(ii) Conflict among consulting assignments: - Neither consultants (including their personnel and sub-consultants) nor any of their affiliates shall be hired for any assignment that, by its nature, may be in conflict with another assignment of the consultants. As an example, consultants hired to prepare engineering design for an infrastructure project shall not be engaged to prepare an independent environmental assessment for the same project. Similarly, consultants hired to prepare Terms of Reference (TOR) for an assignment shall not be hired for the assignment in question.

(iii) Relationship with MHRD/SIS's staff: - Consultants (including their personnel and sub-consultants) that have a business or family relationship with a member of the MHRD/SIS's staff (or of any SCHEME implementing agency's staff, or of a beneficiary of the SCHEME) who are directly or indirectly involved in any part of: (i) the preparation of the TOR of the contract, (ii) the selection process for such contract, or (iii) supervision of such contract may not be awarded a contract.

7.11 **Eligibility for contracting:** To foster competition, firms and individuals to offer goods, work, and services required for the program, any conditions for participation shall be limited to those that are essential to ensure the firm's capability to fulfill the contract in question. In connection with any contract to be financed under the program no bidder shall be denied participation in a procurement process or award for reasons unrelated to: (i) its capability and resources to successfully perform the contract; or (ii) the conflict of interest situations covered under paragraphs 7.10 above.

7.12 **As exceptions to the foregoing:**

a) The Government of India may exclude firms of a country or goods manufactured in a country if, (i) as a matter of law or official regulation, commercial relations are prohibited with that country, or (ii) by an act of compliance with a decision of the United Nations Security Council taken under Chapter VII of the Charter of the United Nations, the Government of India may also prohibit any import of goods from, or payments to, a

particular country, person, or entity, where the Government of India prohibits payments to a particular firm or for particular goods by such an act of compliance, that firm may be excluded in the Integrated Scheme-Samagra Shiksha.

b) GoI-owned enterprises or institutions of GoI may compete for contracts under Integrated Scheme Samagra Shiksha only if they can establish that they (i) are legally and financially autonomous, (ii) operate under commercial law, and (iii) are not dependent agencies of MHRD. However, the institutions such as NIEPA, NCERT, state level institutions or any other GOI owned institution who will be implementing the program will receive funds.

c) MHRD will maintain a list of firms which have been sanctioned in accordance appropriate Anti-Corruption policies and sanctions procedures. Such firms shall be ineligible to be awarded or to benefit from a contract under Integrated Scheme, financially or in any other manner, during the period of time determined by the sanction.

7.13 **Fraud and Corruption**: Procuring entities, bidders, suppliers, contractors and their agents (whether declared or not), sub-contractors, sub-consultants, service providers or suppliers, and any personnel thereof, observe the highest standard of ethics during the procurement and execution of Government contracts. In pursuance of this policy, and for the purposes of this provision,

(a) the terms set forth below are defined as follows:

(i) "corrupt practice" is the offering, giving, receiving, or soliciting, directly or indirectly, of anything of value to influence improperly the actions of another party;

(ii) "fraudulent practice" is any act or omission, including a misrepresentation, that knowingly or recklessly misleads, or attempts to mislead, a party to obtain a financial or other benefit or to avoid an obligation;

(iii) "collusive practice" is an arrangement between two or more parties designed to achieve an improper purpose, including to influence improperly the actions of another party;

(iv) "coercive practice" is impairing or harming, or threatening to impair or harm, directly or indirectly, any party or the property of the party to influence improperly the actions of a party;

(v) "obstructive practice" is

(aa) deliberately destroying, falsifying, altering, or concealing of evidence material to an investigation or making false statements to investigators in order to materially impede an investigation into allegations of a corrupt, fraudulent, coercive or collusive practice; and/or threatening, harassing or intimidating any party to prevent it from disclosing its knowledge of matters relevant to the investigation or from pursuing the investigation, or

(bb) acts intended to materially impede the exercise of the MHRD's inspection and audit rights provided for under paragraph (c) below.

(b) A proposal for award will be rejected if it is determined that the bidder recommended for award, or any of its personnel, or its agents, or its sub-consultants, sub-contractors, service providers, suppliers and/or their employees, has, directly or indirectly, engaged in corrupt, fraudulent, collusive, coercive, or obstructive practices in competing for the contract in question;

(c) Other applicable remedies may also be applied by the MHRD/GOI. A clause will be included in bidding documents and in contracts financed by loan proceeds, requiring bidders, suppliers and contractors, and their sub-contractors, agents, personnel, consultants, service providers, or suppliers, to permit the MHRD to inspect all accounts, records, and other documents relating to the submission of bids and contract performance, and to have them audited by auditors appointed by the MHRD.

7.14 Levels of procurement

7.14.1 Under Samagra Shiksha, the goods, works and services required for the implementation of the Scheme will be procured at (a) school/community level, (b) CRC/BRC level, (c) district level, and (d) State level. The procurement procedures as laid down in the State Government Rules or the Panchayati Raj Institutions Rules as applicable at each level shall be normally followed for the procurement of civil works, goods and services in the Scheme. All civil works shall be carried out either through the community or the district level/State level agencies as the state may desire but due diligence should be exercised at all levels of procurement. As regards, civil works by SCERT, DIET and other institutions responsible for teacher education programme shall follow the existing procedure through the state PWD as per the prescribed norms. Since, all the activities including the civil works have to the implemented through the designated Implementing Society, it is therefore necessary that the State Implementing Society shall delegate powers of procurement to districts, sub-districts, school, SMC/SMDC indicating the activities and the limits of financial powers and the items to be procured.

7.14.2 The various levels and items normally procured are given below. The items mentioned against each are indicative and the implementing agencies may procure any items keeping in view the financial norms prescribed under Integrated Scheme//KGBV/Girls hostel, SCERT/DIET etc.: -

(I) School /Community/KGBV level

(a) Procurement of uniforms may not necessarily be entrusted at the school level but should be as per the procedure mentioned in this Manual. The State /

Implementing Society may decide the level of procurement and the mode of procurement within the prescribed financial limits.

(b) All funds to be used for up-gradation, repair and maintenance of schools, school grant, teaching learning equipment, KGBV activities and local management should be transferred to School/VEC/SMC/SMDC/KGBV/Girls Hostel management committees/Gram Panchayat or any other village/school level arrangement for decentralisation adopted by that particular State/UT. The village/school-based body may make a resolution regarding the best way of procurement. The involvement of community in the procurement process not only creates a sense of ownership among the stakeholders but also achieves transparency in procurement.

(c) Procurement rules for School/VEC/SMC/SMDC/KGBV/Girls Hostel shall be either as per the financial rules of PRI institutions or as determined/ prescribed otherwise by the State Implementing Societies whichever is applicable.

(II) School/KGBV related items to be procured:

(i) UNIFORMS
(ii) All civil works, Hostels in Government upper primary schools/secondary schools/higher secondary schools and KGBV / girls hostel buildings.
(iii) Furniture to Government upper primary schools/secondary schools/higher secondary schools. Procurement of furniture to be done by SMC/SDMC equivalent bodies for rural/urban areas.
(iv) Teaching Learning Material from the teacher's grant.
(v) School equipment and other items for the improvement of schools from the school grant.
(vi) Maintenance of school buildings from the maintenance grant.
(vii) Repair of school buildings from the repair grant.
(viii) Materials required for research and evaluation from the REMS grant.
(ix) Additional teaching learning materials and other items required under Learning Enhancement Programme (LEP).
(x) Items required for KGBV/girls hostel and BITEs
(xi) Laboratory equipments.

(III) Pre-primary/Nursery related items.

Pre-primary procurement of non-recurring and recurring items.

(IV) CRC / BRC level

BRC/URC and CRC are the most critical units for providing training on-site support schools and teachers and in the new scheme there will be functional linkage between BRC/URC and CRC with DIET and BRC and CRC will support the entire schooling system for the Classes 1-12.

Items to be procured:

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

(V) District Level

(a) Items to be procured:

(i) Office equipment for DPO
(ii) Office furniture for DPO
(iii) Textbooks/other books/supplementary materials for elementary schools.
(iv) Computers and IT related equipment and accessories.
(v) Set up of laboratory and procurement of laboratory equipment (Science lab)
(vi) Aids and appliances and other requirements for disabled children.
(vii) Office contingencies
(viii) Hiring of vehicles
(ix) Maintenance of equipment and vehicles
(x) District level training and workshops
(xi) Printing work and stationary.
(xii) Materials required for research and evaluation from REMS grant.
(xiii) Pre-primary/nursery Kits
(xiv) Educational Kits for girls under innovative activities.
(xv) Additional teaching learning materials including for activities PBBB and remedial teaching and other items required under Learning Enhancement Programme (LEP).
(xvi) Civil works construction of hostel in existing Government upper primary schools, secondary and higher Secondary Schools and KGBV/Girls Hostel buildings.
(xvii) Civil works and procurement of equipment etc. Establishment of DIET along with upgrading of equipment.
(b) The procurement rules and delegation of financial powers as laid down by SIS will be operated by the District Programme Officer.

(VI) State Level

(a) Items to be procured:

(i) Textbooks upto elementary schools.
(ii) Computers and IT related equipment and accessories.

(iii) Set up of laboratory and procurement of laboratory equipment (Science lab)
(iv) Office equipment for SPO
(v) Office furniture for SPO
(vi) Equipment for distance education from the management cost
(vii) Aids and appliances and other requirements for disabled children.
(viii) Office contingencies
(ix) Hiring of vehicles
(x) Maintenance of equipment and vehicles
(xi) State level training and workshops
(xii) Printing work
(xiii) Engagement of consultancy firms (service contract)
(xiv) Engagement of Auditors for external and internal audit
(xv) Engagement of experts/resource persons
(xvi) Engagement of NGOs
(xvii) Materials required for research and evaluation from REMS grant.
(xviii) Additional teaching learning materials including for activities PBBB and remedial teaching and other items required under Learning Enhancement Programme (LEP).
(xix) Procurement of Civil Works through PWD or by specialized civil works executing agencies. The civil works will be procured using the Standard Bidding Documents works following e-procurement platform and national competitive bidding (open tender) procedures as the case may be.
(xx) Teacher Education Institutions, Civil works and procurement of equipment etc.

(a) Establishment of DIET along with upgrading of equipment.
(b) Strengthening and upgrading their infrastructure in accordance with the infrastructure norms of CTEs
(c) Upgrading the infrastructure of the existing secondary teacher education institution.
(d) Strengthening and upgrading their infrastructure in accordance with the infrastructure norms of IASEs.
(e) Strengthening of physical infrastructure (civil works, hostel facilities, repairs and renovations, etc) of the existing SCERT and equipment for upgradation.
(f) Establishment of Special Cells/Laboratories for Science, Mathematics, Social Studies, Educational Technology/ Computer and Language/ English education.
(g) Undertaking specific projects for academic activities
(h) BIT hostel and equipments.
(i) ICT Aided Learning / integrating ICTs into subject teaching-learning for hardware support and modules.

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

(VII) National Level

(a) Items to be procured:

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

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

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

7.15 Procurement Plan

(a) The preparation of a procurement plan is an essential requirement.
(b) The procurement plan covering civil works, equipment, goods, vehicles and consultancy services and resource support shall be prepared on a firm basis ***(Annexure-XIX to XXI).***
(c) Procurement plan shall be prepared every year by the State / UT, within one month of the approval of the AWP&B by the PAB of Integrated Scheme- Samagra Shiksha. This will facilitate proper monitoring and execution of the procurement plan.
(d) The procurement plan shall be uploaded in the States' Integrated Scheme website or any other website for viewing in the public domain and intimation sent to the EE Bureau, GOI every year.
(e) The procurement plan schedule shall be prepared separately for goods, works, services and shall also be prepared contract wise. The procurement plan should also prepare for activities which are likely to be procured through GeM route.
(f) The method of procurement shall be based on the value of the contract and applicable financial limits as and where mentioned in this Manual.
(g) The limit applicable to the particular procurement procedure shall be strictly adhered to.
(h) In case the procurement activity could not be completed in a year as per the plan and the same is to be carried over to the next year, a reference to this effect should be made to the EE Bureau, GOI stating the reasons for not procuring the items in the particular year. It should also be mentioned

to the Bureau that except for the carry forward of the procurement, all other procedures remain unchanged.

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

7.16 The methods of procurement suggested under Integrated Scheme are: -

7.16.1 The methods of procurement to be normally followed in Samagra Shiksha are:

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

7.16.2 Irrespective of the above methods which may be adhered as per the procedure and financial limits prescribed in this manual but the following should have precedence. All purchase should be preferably made on GeM and if anything is not available on GeM, "e Procurement" method should be adopted. It should be made mandatory to receive all such bids through e procurement portal in respect of all other procurements which are not available on GeM. However, it is for the appropriate authority to decide the price reasonability, in case of procurement through GeM. The method of procurement suggested should be strictly in line with GFR.

The States may, however, follow their own Financial Rules and financial ceiling prescribed under those Rules in place of GFR 2017 after due approval of Executive Committee in this regard. Such approval should be mandatorily intimated to MHRD at the very beginning of the scheme.

7.16.3 For all procurement the codes of Integrity as mentioned in Rule 175 of GFR 2017 need to strictly followed No official of a procuring entity or a bidder shall act in contravention of the codes which includes

(i) prohibition of

(a) making offer, solicitation or acceptance of bribe, reward or gift or any material benefit, either directly or indirectly, in exchange for an unfair advantage in the procurement process or to otherwise influence the procurement process.

(b) any omission , or misrepresentation that may mislead or attempt to mislead so that financial or other benefit may be obtained or an obligation avoided.

(c) any collusion, bid rigging or anticompetitive behavior that may impair the transparency, fairness and the progress of the procurement process.

(d) Improper use of information provided by the procuring entity to the bidder with an intent to gain unfair advantage in the procurement process or for personal gain.

(e) any financial or business transactions between the bidder and any official of the procuring entity related to tender or execution process of contract; which can affect the decision of the procuring entity directly or indirectly.

(f) any coercion or any threat to impair or harm, directly or indirectly, any party or its property to influence the procurement process.

(g) obstruction of any investigation or auditing of a procurement process.

(h) making false declaration or providing false information for participation in a tender process or to secure a contract;

(ii) disclosure of conflict of interest.

(iii) Disclosure by the bidder of any previous transgressions made in respect of the provisions of sub-clause

(iv) with any entity in any country during the last three years or of being debarred by any other procuring entity.

Rule 175 (2) The procuring entity, after giving a reasonable opportunity of being heard, comes to the conclusion that a bidder or prospective bidder, as the case may be, has contravened the code of integrity

7.17 Open Tenders

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

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

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

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

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

(a) Invitation to bid shall be published in newspapers and at least in one national English daily, if value is more than Rs. 25 lakhs.

(b) If it is noted in the invitation for tender that Earnest Money is to be deposited by the supplier / contractor, the bid of a supplier / contractor not complying with this requirement shall be rejected. In the case of deposit of Earnest Money, the existing State's procedure may be followed. However, it is desirable that a level playing field be created in this regard.

(c) In a package the Earnest Money is indicated taking into account all the items. This cannot be changed later on. Once it is decided that the contract is for a package, the Earnest Money for that package is to be indicated and the same cannot be changed according to each item.

(d) The last date for receipt of tender shall be the day following the date for close of the sale of tender documents.

(e) Tendering period shall usually not be less than 30 days from the date of start of sale of tender documents.

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

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

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

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

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

7.17.10 Pre bid conference: A pre-bid conference may be arranged wherein potential bidders may meet with the representatives of the implementing authority to seek clarifications. Copy of minutes of the pre-bid conference should be furnished to the bidders who had already purchased the bid documents and also along with the bid document to the parties purchasing the document subsequent to the pre-bid conference.

7.17.11 Standards and Technical Specifications: As far as possible, the implementing agency shall specify the generally accepted standards of technical specifications. Unbiased technical specification shall be prepared with no mention of brand names and catalogue numbers.

7.17.12 Tender documents should State clearly whether the bid prices will be fixed or price adjustments will be made to reflect any changes in major cost components of the contract.

7.17.13 Terms and Methods of Payment: Payment terms shall be in accordance with the practices applicable to the specific goods and works. Tender documents should specify the payment method and terms offered.

7.17.14 Conditions of Contract: The contract documents shall clearly define the scope of work to be performed, the goods to be supplied, the rights and obligations of the implementing agency and of the Supplier or Contractor, and the functions and authority of the engineer, architect, or construction manager, if one is employed by the implementing agency, in the supervision and administration of the contract.

7.17.15 Security Deposit: Tender documents for works and goods shall require security in an amount sufficient to protect the implementing agency in case of breach of contract by the Contractor. This shall be in the form of a bank guarantee or any other instrument and amount specified in the tender document. The amount of performance guarantee shall normally be 5% of contract price (valid till at least 30 days from the date of expiry of defect liability period).

7.17.16 The security deposit shall normally be refunded within one month of the completion of supply of goods/works. It will, however, be refunded on the expiry of guarantee/warranty/maintenance period where there is a condition of such guarantee/warrantee/maintenance.

7.17.17 The security deposit shall be forfeited in case any terms and conditions of the contract are infringed or the bidder fails to make complete supply satisfactorily or complete the work in time.

7.17.18 Retention Money: In contracts for works normally 5% of contract price shall be recovered towards retention money. 50% of such retention money shall be retained till completion of the works and 50% shall be retained till the end of defects liability or maintenance period.

7.17.19 Liquidated Damages: Provisions for liquidated damages shall be included in the conditions of contract when delays in the delivery of goods, completion of works or failure of the goods or works to meet performance requirements would result in extra cost, or loss of revenue or loss of other benefits to the implementing agency.

7.17.20 Tender Opening: The time for the tender opening should be the same as the deadline for receipt of tenders or promptly thereafter.

7.17.21 Tenders shall be opened in public, that is, bidders or their representatives shall be allowed to be present.

7.17.22 All tenders received should be opened and the name of the bidder and total amount of each bid shall be read out at the time of bid opening.

7.17.23 No bid should be rejected at bid opening except late tenders, which shall be returned unopened to the bidder.

7.17.24 Minutes of bid opening must be prepared.

7.17.25 Confidentiality: After the public opening of tenders, information relating to the examination, clarification, and evaluation of tenders and recommendations concerning awards shall not be disclosed to bidders or other persons not officially concerned with this process until the successful bidder is notified of the award.

7.17.26 Examination of Tenders

(a) The implementing agency shall ascertain whether the tenders

(i) meet the eligibility requirements specified,
(ii) have been properly signed,
(iii) are accompanied by the required securities and are valid for the period specified in the tender document,
(iv) are substantially responsive to the tender documents, and
(v) are otherwise generally in order.

(b) If a bid is not substantially responsive, that is, it contains material deviations from or reservations to the terms, conditions, and specifications in the tender documents, it shall not be considered further. The bidder shall not be permitted to correct or withdraw material deviations or reservations once tenders have been opened.

7.17.27 Tender Evaluation and Comparison

(a) The purpose of tender evaluation is to determine the cost to the implementing agency of each tender in a manner that permits a comparison on the basis of its evaluated cost. The tender with the lowest evaluated cost, but not nece Integrated Scheme rily the lowest submitted price, shall be selected for award.

(b) The bid price read out at the bid opening shall be adjusted to correct any arithmetical errors for the purpose of evaluation.
(c) Evaluation of tenders should be made strictly in terms of the provisions in the tender documents to ensure commercial and technical aspects.
(d) Any conditional discounts offered by the bidder shall not be taken into account for evaluation
(e) The implementing agency shall prepare a detailed report on the evaluation and comparison of tenders setting forth the specific reasons on which the recommendation is based for the award of the contract.

7.17.28 Negotiation after tenders should ordinarily be discouraged. It may, however, be undertaken only with the lowest evaluated responsive bidder (L-I) as per the State's procurement procedure.

7.17.29 The Accepting Authority shall have full powers to undertake negotiation. Detailed reasons and results of negotiations shall be recorded in the proceedings.

7.17.30 The lowest evaluated responsive bidder shall be informed in writing to attend the negotiation proceedings in the appointed time before the Accepting Authority. While fixing the date for negotiation, it should be ensured that sufficient time is allowed for the bidder to attend the same.

7.17.31 This procedure should be used in exceptional cases only. In case the rates even after negotiation are very high, fresh tenders should be invited.

7.17.32 Extension of Validity of Tenders: An extension of bid validity, if justified by exceptional circumstances, shall be requested in writing from all bidders, (of valid tenders only) before the expiration date only with the prior approval of the Accepting Authority. Bidders shall have the right to refuse to grant such an extension without forfeiting their Earnest Money, but those who are willing to extend the validity of their bid shall be required to provide a suitable extension of Earnest Money.

7.17.33 Post-qualification of Bidders: If bidders have not been pre-qualified, the implementing agency shall determine whether the bidder whose bid has been determined to offer the lowest evaluated cost has the capability and resources to effectively carry out the contract as offered in the bid. The criteria to be met shall be set out in the tender documents, and if the bidder does not meet them, the bid shall be rejected. In such an event, the implementing agency shall make a similar determination for the next-lowest evaluated bidder.

7.17.34 **Award of Contract:**

(a) Implementing agency shall award the contract, within the period of the validity of tenders, to the bidder who meets the appropriate standards of capability and resources and whose bid has been determined (i) to be

substantially responsive to the tender documents and (ii) to offer the lowest evaluated cost.

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

7.18 Repeat Orders

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

7.19 Rejection of All Tenders

(a) Tender documents usually provide that implementing agency may reject all tenders. Rejection of all tenders is justified when there is lack of effective competition, or tenders are not substantially responsive. However, lack of competition shall not be determined solely on the basis of the number of bidders. If all tenders are rejected, the implementing agency shall review the causes justifying the rejection and consider making revisions to the conditions of contract, design and specifications, scope of the contract, or a combination of these, before inviting new tenders.

(b) If the rejection of all tenders is due to lack of competition, wider advertising shall be considered. If the rejection is due to most or all of the tenders being non-responsive, new tenders may be invited.

(c) Rejection of all tenders and re-inviting new tenders, irrespective of value, shall be referred to the **competent authority for approval**.

7.20 Limited Tender

(a) Goods including books, teaching learning materials, school equipment hiring of vehicles and operation and maintenance of equipment estimated to cost upto the financial ceiling prevailing in States or less per contract may be procured under contracts awarded under the Limited Tender system.

(b) Limited Tender is a procurement method based on comparing price quotations obtained from several suppliers, usually at least three to ensure competitive prices. As far as possible, Limited Tender enquiries will be issued to those firms, which are borne on the list of approved contractors/suppliers.

(c) The requests for quotations shall be made indicating the description, specification, and quantity of the goods, as well as desired delivery time and place. Quotations shall also be obtained by telex or facsimile. The evaluation shall follow sound public or private sector practices. The terms of the accepted offer shall be incorporated in a purchase order.

7.20.1 Steps to be followed for Limited Tender Procurement

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

7.21 Single Tender

(a) The Single Tender system may be adopted in case of articles which are specifically certified as of proprietary nature or in cases where only a particular firm is the manufacturer of the articles demanded. Goods including books, teaching materials, school facility improvement, hiring of vehicles and operation and maintenance of equipment etc may be procured under contracts awarded under the single tender system.

(b) The single tender system without competition shall be an appropriate method under the following circumstances:

(i) It is in the knowledge of the user department that only a particular firm is the manufacturer of the required goods
(ii) In a case of emergency, the required goods are necessarily to be purchased from a particular source and the reason for such decision is to be recorded and approval of competent authority obtained.
(iii) For standardization of machinery or spare parts to be compatible to the existing sets of equipment (on the advice of a competent technical expert and approved by the competent authority), the required item is to be purchased only from a selected firm Note : Proprietary Article Certificate in the following form is to be provided before procuring the goods from a single source under the provision of sub Rule 166 (i) and 166 (iii)as applicable.

(i) The indented goods are manufactured by M/s.....
(ii) No other make or model is acceptable for the following reasons: .....

(iv) Concurrence of finance wing to the proposal vide: ……..
(iv) Approval of the competent authority
(v) Need for early delivery to avoid costly delays, and
(vi) In exceptional cases, such as in response to natural disasters.

(c) Rate contracts of Directorate General of Supplies and Disposals (DGS&D) and of the State Governments shall also be an appropriate method under Single Tender system.

7.22 Procurement without tender

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

7.23 Procurement through communities

7.23.1 Under Samagra Shiksha, the State may carry out construction of all civil works including BRC, Hostels in existing Government upper primary schools, Secondary and Higher Secondary KGBV. Girls Hostel buildings either through community participation or any recognized agencies which the State may decide. In places where the community is in a position to construct /carry out civil works, the same will also be entrusted to the community. School Management Committee/SMDC/Village Education Committee/Gram Panchayat Committee on education shall carry out the civil works through a transparent system of account keeping. The State Implementation Society shall decide the committees to whom the civil works are to be entrusted. (also refer para 3.6.2)

7.23.2 The committee may carry out the work either directly or organizing the contribution of labour from the communities, or mobilizing additional resources and manpower available through MNREGA.

7.23.3 The work can be executed under piece rate / unit rate systems with available local skilled workmen,

7.23.4 Purchase of materials is made as per abstract of materials, preferably with ISI certification mark where feasible and available,

7.23.5 The State implementing Society may provide procurement guidelines including financial Limits to these committees for the implementation of purchase of materials,

7.23.6 As the involvement of communities is of prime importance, the committee which is locally operating in the area has to be identified. In villages and small places only one committee need be identified by the Society, keeping in view the following: -

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

Suggested advance payments for construction work

Advance (mobilisation advance upon	:	40% of total cost
start up of the work and on reaching lintel level)		30% of total cost
Plastering and completion of work	:	30% of the total cost
<u>School toilet and other repair works</u>		
Advance (mobilisation advance	:	40% of the total cost
upon start up of the work and upto Roofing		30% of the total cost
Plastering and completion of work	:	30% of the total cost

7.24 Method of procurement used for major items under the Scheme:

7.24.1 Textbooks

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

7.24.2 Computers (Hardware, Software and accessories)

(a) Most States have formulated policies on procurement and maintenance of computer system in the State. The State Implementing Society should follow these procedures for the procurement of computers and its accessories. The procurement procedure may be one of the following: -

(i) Limited Tender System – Tenders are obtained from the State approved list of vendors.
(ii) Procurement through State Electronic Corporations /IT Department/other State agencies provided they follow State Governments prescribed procedure.
(iii) Open Tender System

(b) Technical Specification should be very clear with reference to the latest technology available in the market.

(c) Purchase Committee should be formed in which an expert from the IT Department of the State should be a member.

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

(e) The procurement of the Computers (Hardware, Software and accessories) may preferably be done through GeM.

(f) Inventory of each item will be maintained and the concerned school Principal will be Incharge of ensuring that all hardware and software has been marked as inventory items. The record of ICT inventory,school wise, has to be maintained online and made available to MHRD as and when required.

(g) States and UTs have to ensure that Annual Maintenance Contract (AMC) for each hardware item procured under ICT scheme has been entered into.

(h) In order to ensure that computers installed in the schools are being used, software which indicates when the computersare turned on or off, linked to the State server, must be put in place.

(i) As per IT Act 2000 it has to be ensured that effective firewalls and appropriate control filters and monitoring software mechanism are installed in all computers in schools.Please consult local NIC for installing a govt. approved, free firewall.

7.24.3 **Printing work** (also refer para 7.7)

(a) The printing work includes mainly printing of question papers, teacher's guide, newsletters, booklets, posters, training modules etc. For any printing work, the technical specification regarding the quality of paper for test and cover, size of the book/article, number of pages etc. should be specified while inviting tenders/quotations.

(b) Depending on the value of the work involved, the method of procurement shall be one of the following: -

(i) Rate contract for printing approved by the State Government.

(ii) Limited Tender System – minimum three quotations should be obtained from the approved list of printers. The authenticity and credibility of the printer should be ascertained before giving the work orders.

(iii) Open Tender System

7.25 Service Contracts

7.25.1 Service contracts under the new Scheme of Samagra Shiksha may cover hiring of services, from house-keeping/security. It also includes academic, technical and resource support provided by institutions / organizations in all areas including research, evaluation, monitoring, supervision of civil works etc.

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

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

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

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

(a) Background information,
(b) A precise Statement of objectives,
(c) An outline of the tasks to be carried out,
(d) A time schedule for completion of tasks,
(e) The support / inputs provided by the Client,
(f) Composition of Review Committee (not more than three members) to monitor the works and procedures for
  (i) Midterm review and Progress Reports
  (ii) Review of the final draft report,
(h) List of key personnel whose CV and experience would be evaluated.

7.25.5 The Cost Estimates or Budget shall be based on the implementing authorities assessment of the resources needed to carry out the assignment, staff time, logistical support, and physical inputs (for example, vehicles and laboratory equipment). Costs shall be divided into two broad categories, (a) fee or remuneration, and (b) reimbursables.

7.25.6 Advertising (seeking Expression of Interest) shall be published in regional and national newspapers having wide circulation.

7.25.7 The expression of interest received shall be short-listed based on the relevant qualifications and experience specified in the advertisement.

7.25.8 Proposals from the short listed firms/institutions will be sought in two-envelope system i.e, technical proposal in one envelope and financial proposal in another envelope.

7.25.9 Evaluation committees separately for technical and financial evaluation shall be formed and this committee will evaluate the proposals received from the firms/institutions.

7.25.10 The evaluation of the proposals shall be carried out in two stages: first the quality, and then the cost. Evaluators of technical proposals shall not have access to the financial proposals until the technical evaluation is concluded. Technical evaluation will be carried out on the basis of the responsiveness to the TOR. The technical evaluation committee will prepare an evaluation report on the technical aspects of the proposal. The report shall substantiate the results of the evaluation and describe the relative strengths and weaknesses of the proposals. All records relating to the evaluation, such as individual mark sheets, shall be retained until completion of the programme and its audit. Financial proposals shall be opened only thereafter.

7.25.11 After the evaluation of quality is completed, the implementing agency shall notify those consultants whose proposals did not meet the minimum qualifying mark or were considered non responsive to the TOR, indicating that their financial proposals will be returned unopened after completing the selection process. The implementing agency shall simultaneously notify the consultants that have secured the minimum qualifying mark, and indicate the date and time set for opening the financial proposals. The opening date shall not be sooner than two weeks after the notification date. The evaluation committee on financial proposals shall open the financial proposal publicly in the presence of representatives of the firm/institution who choose to attend. The name of the firm/institute, the quality scores, and the proposed prices shall be read aloud and recorded when the financial proposals are opened. The implementing agency shall prepare the minutes of the public opening.

7.25.12 **Combined Quality and Cost Evaluation:** The total score shall be obtained by weighing the quality and cost score and adding them. The weight for quality and cost is in the ratio of 70:30 and it is to be specified in the Request for Proposals (RFP) itself so that consultants are aware of how they are going to be evaluated. The firm obtaining the highest total score shall be invited for discussions.

7.25.13 Technical scores obtained by the consultants are out of 100 marks. These may be multiplied by 0.7 (the quality factor) to bring them to absolute level. Consultant, whose prices are lowest, is given full cost marks. If 30 is the cost factor, he will get 30 marks. Other consultant shall get marks in cost in inversely proportion of their prices (i.e. 30 x lowest prices/price quoted by the consultant). Absolute quality score and cost score is added to get total marks of each consultant. Consultants shall be ranked based on their total combined scores.

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

(a) The selected firm shall not be allowed to substitute key staff, unless both parties agree that undue delay in the selection process makes such substitution unavoidable or that such changes are critical to meet the objectives of the assignment.

(b) Financial discussions shall include clarification of the firms/institutions tax liability, and how this tax liability shall be reflected in the contract.

(c) In case these discussions fail to result in an acceptable contract, the programme implementing authorities shall terminate the process and invite the next ranked firm/institution for discussions, after informing the first firm/institution of the reasons for termination of the discussions. After the process is successfully completed, the implementing agency shall promptly notify other firms on the short list that they were unsuccessful.

7.26 Rejection of All proposals, and Re-invitation

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

7.27 Non-Government Organizations (NGOs)

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

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

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

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

(a) The NGOs should be having a proven track record on similar assignments

(b) It should consist of an adequate number of experienced field staff conversant with the local culture and language, and the socio-economic dimensions of the beneficiary groups,

(c) It should be registered as a society or have other corporate status,

(d) It should have facilities to maintain separately, records and accounting and auditing of funds allocated for the assignment,

(e) It should possess internal stability so as to assure long term support, and

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

7.27.5 The organization should be registered on the DARPAN Portal of NITI Aayog.

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

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

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

7.27.9 In making Grants to Non-Government or Quasi-Government Institutions or Organisations, a condition should be laid down that assets acquired wholly or substantially out of Government Grants, except those declared as obsolete and unserviceable or condemned in accordance with the procedure laid down in the General Financial Rules, shall not be disposed of without obtaining the prior approval of the authority which sanctioned the Grants-in-aid

7.28 Post review by Government of India

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

7.29 MIS-Procurement

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

7.30 Complaint handling mechanism

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

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

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

Chapter 8

Capacity Building

8.1. Building capacity for error free financial management and flaw less procurement is an integral part of effective and efficient utilization of resources. The integrated scheme is premised on a decentralized planning and implementation framework where there are multiple levels of stakeholder participation: Centre, State, District and service delivery units, namely, schools. Capacity building requires a detailed approach and strategy to address the challenges at various levels, where the needs are assessed regularly, processes put in place, accountability fixed and outcomes measured.

Under the scheme, the district will be the unit of planning and coordinating the implementation of the scheme. Major activities such as preparation and consolidation of school-level plans, financial approvals and fund flows, monitoring of expenditure and outcomes as well as contract monitoring etc. will be performed at the district level. District level staff has a higher level of needs, especially in areas of administration of funds, validation of data in UDISE (including financial management data), identifying the capacity needs both at the district and school levels, and dissemination of information regarding program performance.

8.2. Capacity Building Process

Capacity building process needs to be: (a) continuous and (b) customised. These two themes are applicable at all levels. At the Central level, the financial management and procurement team identifies the information and capacity needs at the State level and a similar process followed at the State and District levels. Continuous capacity building can be achieved through a combination of periodic meetings and training programs, as well as *online support system*. Information flows from the PMS, MIS and the results-based monitoring framework should be used for evaluation of the scheme, identification of capacity bottlenecks and feedback to schools, districts and State implementing authorities on a continuous basis.

8.3. Capacity building Activities :

8.3.1 Capacity building activities would focus on following areas:

8.3.2 **Planning and Budgeting**: Planning and budgeting are the first steps in the implementation process. Since the State and District plans originate from the school level, capacity of SMDCs/SMCs to make yearly plans shall be increased through intensive training following the planning calendar. Data on catchment area enrolment, socio-economic situation and availability of alternative schools need to be analyzed for proper micro-planning.

8.3.3 **Fund Release and Fund Flow**: Fund release and fund flow processes often suffer from delays due to lack of administrative capacity. Movement of funds requires high level of coordination between the Central ministries, State administration and District implementing agencies. It is therefore necessary to have a continuous capacity building exercise based on information generated from MIS and consultative meetings between Centre, State and Districts.

8.3.4 **Fund Utilization and Monitoring**: The State and district support teams shall provide support to improve database management and data entry into the financial MIS and PMS.

8.3.5 **Financial Reporting and Audit**: Orientation training on planning, budgeting, accounting, procurement, internal audit etc. of the Scheme should be given to all accounts and audit staff at periodical intervals so as to equip them with sufficient knowledge of the area of their work for the smooth and efficient day to day functioning of the tasks assigned to them. A minimum of 5 days training to accounts and audit staff is mandatory in a year. The accounts staff so trained at district level will provide training to School level staff.

8.4 Capacity Building Mechanism

Orientation training on planning, budgeting, accounting, procurement, internal audit etc. needs to be given to all accounts and audit staff at periodical intervals so as to equip them with sufficient knowledge of the area of their work for the smooth and efficient day to day functioning of the tasks assigned to them. The training objectives will include various financial aspects like maintenance of Books of Accounts, Bank Reconciliations statements, Statutory Compliance particularly in respect of TDS under the Income Tax Act, 1961, Compliance of outstanding Audit objections, Reporting formats and Procurement Procedure. The following training programs would be organised every year :

(i) Regional Capacity building workshops focusing on critical financial management and procurement issues

(ii) Quarterly review meetings at national level to review and monitor financial management issues of the States by the Govt of India.

CHAPTER-9

ROLE AND SUPPORT TO CENTRAL INSTITUTIONS UNDER THE NEW INTEGRATED SCHEME – SAMAGRA SHIKSHA-NCERT, NIEPA, NCPCR, TSG AND NIC

9.1 Central institutions have a major role to play in not only providing in the implementation of the scheme but also in facilitating monitoring of the scheme and also provide valuable inputs in the form of data for effective decision making and assessing the performance at the various levels

9.2 These institutions partake in providing Resource Support, Monitoring, Training, Developing Web Portal, and Pedagogy development. The State Implementing Societies will undertake intensive monitoring and National level institutions like NCTE, NIEPA, NCERT and TSG will undertake periodic monitoring and provide resource support to the SIS to strengthen planning, management and monitoring systems. Efforts to associate autonomous institutions willing to take up State specific responsibilities for research and evaluation would continue. Independent institutions would also be associated in developing effective tools for conducting achievement tests, monitoring quality aspects of programme implementation, undertaking evaluations and research studies

Effective implementation of the scheme will require expertise at different levels from the local to the national and from a range of organisations, depending on their areas of expertise. Areas where resource support and capacity building can be provided

In order to effectively support these institutions, Budgetary support is being provided under the scheme under the National component and the plan for these institutions is appraised and approved by the Project Approval Board for supplementing the various activities relating to the scheme. The funds are released to these institutions periodically for carrying out the various functions

The thrust of the Scheme would be to support States to improve the quality of school education. The Scheme would is in accordance with the Sustainable Development Goal for Education (SDG-4) that is to ensure inclusive and equitable quality education and promoting lifelong learning opportunities for all

The Scheme for school education envisages the ‘school’ as a continuum from primary, upper primary, secondary to higher secondary levels. the integration of Teacher Education with the elementary and secondary schooling system would facilitate effective convergence and linkages between different support structures in school education through interventions such as a unified training calendar, Innovations, Mentoring and Monitoring, etc.

Institutional capacity building: Improvement in quality requires a sustainable support system of national state & district level institutes. Convergence of the programmes will

encourage major capacity building role for national, state and district level institutions like NIEPA/NCERT/NCERT/SCERT/SIEMAT/DIET etc. This single Scheme will enable the SCERT to become the nodal agency for conduct and monitoring of all in-service training programmes leading to emphasize the integration of in-service training structures in States through SCERTs to make it need-focused

9.3 The roles and responsibilities of each institutions involved in the scheme has been outlined as follows:

9.3.1 **Technical Support Group (TSG):**

The TSG in Ed.CIL has been created to provide technical support in functional areas pertaining to access, equity and quality of education.

9.3.2 **NCERT (National Council for Educational Research & Training):**

The National Council of Educational Research and Training (NCERT) is an autonomous organisation set up in 1961 by the Government of India to assist and advise the Central and State Governments on policies and programmes for qualitative improvement in school education. The major objectives of NCERT and its constituent units are to: undertake, promote and coordinate research in areas related to school education; prepare and publish model textbooks, supplementary material, newsletters, journals and develops educational kits, multimedia digital materials, etc. organise pre-service and in-service training of teachers; develop and disseminate innovative educational techniques and practices;collaborate and network with state educational departments, universities, NGOs and other educational institutions; act as a clearing house for ideas and information in matters related to school education; and act as a nodal agency for achieving the goals of Universalisation of Elementary Education. In addition to research, development, training, extension, publication and dissemination activities, NCERT is an implementation agency for bilateral cultural exchange programmes with other countries in the field of school education. The NCERT also interacts and works in collaboration with the international organisations, visiting foreign delegations and offers various training facilities to educational personnel from developing countries.

9.3.3 **NIEPA (National Institute of Education Planning & Administration):**

NIEPA has the objective of planning and management by promoting advanced level teaching, research and capacity building in national and global contexts. NIEPA organizes pre-service and in-service training programmes in the area of educational planning and administration and allied disciplines and also undertakes and promotes research in various aspects of educational planning and administration and allied disciplines, including comparative studies in planning techniques and administrative procedures in the different States of India and in other countries of the world.

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9.3.4 **NCTE (National Council for Teacher Education):**

NCTE has objective to achieve planned and coordinated development of the teacher education system throughout the country, the regulation and proper maintenance of Norms and Standards in the teacher education system and for matters connected therewith. The mandate given to the NCTE is very broad and covers the whole gamut of teacher education programmes including research and training of persons for equipping them to teach at pre-primary, primary, secondary and senior secondary stages in schools, and non-formal education, part-time education, adult education and distance (correspondence) education courses.

9.3.5 **NCPCR (National Commission for Protection of Child Rights):**

The Commission ensures that all Laws, Policies, Programmes, and Administrative Mechanisms are in consonance with the Child Rights perspective as enshrined in the Constitution of India and also the UN Convention on the Rights of the Child.

9.3.6 **NIC**

NIC support the initiatives of MHRD by providing an e-platform to cater to the scheme.

9.4 **Release of funds**: Funds to the aforesaid organizations would be released out of the National Component under the Scheme as per para 1.3 (XII). First instalment would constitute upto 75% of the estimated outlay. The second instalment would be released subject to receipt of utilization certificate of the previous releases.

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Annexure-I

Utilisation Certificate – (Name of State)

Scheme- Samagra Shiksha

Utilization Certificate for Non-Recurring Grant (Creation of Capital Assets) for the year _____ upto March....

Rs. In lakhs

S.No.	Particulars	Central Share	State share	Total
1	Opening balance at the beginning of the financial year (as on 01.04.....)			
2	**Details of funds received during the year***			
2.1	**Funds Received from GoI**			
2.1.1	Fund received vide Sanction Order No..... Dated.....			
2.1.2	Fund received vide Sanction Order No..... Dated.....			
2.2	**Funds Received from State Government**			
2.2.1	Fund received vide Sanction Order No..... Dated.....			
2.2.2	Fund received vide Sanction Order No..... Dated.....			
	Total funds received			
3	Interest			
4	Other receipts			
5	**Total fund available (Sr.No. 5=1+2+3+4)**			
6	Total Expenditure (Non –Recurring Grants for creation of capital assets-)			
7	Unutilized fund/Closing Balance (Sr. No. 7=5-6)			

*Additional columns may be created accordingly.

Certified that out of Rs.....Of grants sanctioned during the year.....in favour of .....under the Ministry/Department Letter No. given in the margin and Rs.....on account of unspent balance of the previous year, a sum of Rs.....has been utilized for the propose of .....for which it was sanctioned and that the balance of Rs.....remaining unutilized at the end of the year has been surrendered to Government (vide No.....dated.....)/will be adjusted towards the grants payable utilize the next year.....

2. Certified that I have satisfied myself that the conditions on which the grants-in-aid was sanctioned have been duly fulfilled and that I have exercised the following checks to see that the money was actually utilized for the purpose for which it was sanctioned.

Kinds of checks exercised

(i) Audited Statement of Accounts (Copy enclosed)
(ii) Utilization received from executing units, records during sample visit.
(iii) Progress Report

Signature with rubber-stamp
Finance Controller
Dated:

Signature with rubber-stamp
State Project Director
Dated:

Signature with rubber-stamp
Secretary (Education)
Dated:

Annexure-II

Utilisation Certificate – (Name of State)

Scheme- Samagra Shiksha

Utilization Certificate for Recurring Grant for the year _____ upto March....

Rs. In lakhs

S. No.	Particulars	Central Share	State share	Total
1	Opening balance at the beginning of the financial year (as on 01.04.....)			
2	**Details of funds received during the year***			
2.1	**Funds Received from GoI**			
2.1.1	Fund received vide Sanction Order No..... Dated.....			
2.1.2	Fund received vide Sanction Order No..... Dated.....			
2.2	**Funds Received from State Government**			
2.2.1	Fund received vide Sanction Order No..... Dated.....			
2.2.2	Fund received vide Sanction Order No..... Dated.....			
	Total funds received			
3	Interest			
4	Other receipts			
5	**Total fund available (Sr.No. 5=1+2+3+4)**			
6	Total Expenditure (Recurring Grants-)			
7	Unutilized fund/Closing Balance (Sr. No. 7=5-6)			

*Additional columns may be created accordingly.

Certified that out of Rs.....Of grants sanctioned during the year.....in favour of .....under the Ministry/Department Letter No. given in the margin and Rs.....on account of unspent balance of the previous year, a sum of Rs.....has been utilized for the propose of .....for which it was sanctioned and that the balance of Rs.....remaining unutilized at the end of the year has been surrendered to Government (vide No.....dated.....)/will be adjusted towards the grants payable utilize the next year.....

2. Certified that I have satisfied myself that the conditions on which the grants-in-aid was sanctioned have been duly fulfilled and that I have exercised the following checks to see that the money was actually utilized for the purpose for which it was sanctioned.

Kinds of checks exercised

(i0 Audited Statement of Accounts (Copy enclosed)
(ii) Utilization received from executing units, records during sample visit.
(iii) Progress Report

Signature with rubber-stamp
Finance Controller
Dated:

Signature with rubber-stamp
State Project Director
Dated:

Signature with rubber-stamp
Secretary (Education)
Dated:

Annexure-III

Samagra Shiksha
REGISTER OF FIXED ASSETS

Name and description of the Fixed Assets .....

Date	Particular of Asset	Particulars of Supplier		Cost of the Asset	Location of the Asset	Remarks
		Name and address	Bill No. and Date			
1	2	3	4	5	6	7

NOTE: The items of similar nature but having significant distinctive features (e.g. study table, office table, computer table, etc.) should be accounted for separately in stock.

Annexure-IV

Samagra Shiksha
Advance Register

Date	To whom given	Particulars of advance	Cheque No. & Date	Amount	Adjustment details	
					Date of adjustment	Amount adjusted

Annexure - V

Status of Outstanding Advances under Samagra Shiksha (SSA-RMSA-TE) General Head and Capital Head upto 31st March_____

S. No.	State / UT	Pertaining period upto FY-2014-2015									Pertaining to FY-2015-2016									Pertaining to FY-2016-17								
		Pending Advances pertaining upto 2014-2015 as on 1.4.2015			Adjustment of Advances pertaining upto 2014-2015 as on 31.3.2018			Advances yet to be adjusted as on 31.3.2018 upto 2014-15			Advances accrued during 2015-2016 as on 1st April 2016			Adjustment of Advances pertaining to 2015-2016 as on 31.3.2018			Advances yet to be adjusted as on 31.3.2018 pertaining to the year 2015-16			Advances accrued during 2016-2017 as on 1st April 2017			Adjustment of Advances pertaining to 2016-2017 as on 31.3.2018			Advances yet to be adjusted as on 31.3.2018 pertaining to the year 2016-17		
		Capital	General	Total	Capital	General	Total	Capital	General	Total	Capital	General	Total	Capital	General	Total	Capital	General	Total	Capital	General	Total	Capital	General	Total	Capital	General	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29
1																												

S. No.	State / UT	Pertaining to FY-2017-18																	
		Advances accrued during 2017-18			Adjustment of Advances pertaining to 2017-18 as on 31.3.2018			Advances yet to be adjusted as on 31.3.2018 pertaining to the year 2017-18			Total Outstanding advances pending for adjustment as on 31.3.2018			Previous year Advances (upto 2017-18) adjusted till date during the current year			Advances yet to be adjusted as on date		
		Capital	General	Total	Capital	General	Total	Capital	General	Total	Capital	General	Total	Capital	General	Total	Capital	General	Total
1	2	21	22	23	24	25	26	27	28	29	30	31	32	27	28	29	33	34	35
1																			

S. No.	State / UT	Pertaining to subsequent years_____																	
		Advances accrued during _____			Adjustment of Advances pertaining to as on			Advances yet to be adjusted as on 31.3.____ pertaining to the year			Total Outstanding advances pending for adjustment as on 31.3.			Previous year Advances (upto _____) adjusted till date during the current			Advances yet to be adjusted as on date		
		Capital	General	Total	Capital	General	Total	Capital	General	Total	Capital	General	Total	Capital	General	Total	Capital	General	Total
1	2	21	22	23	24	25	26	27	28	29	30	31	32	27	28	29	33	34	35
1																			

Annexure-VI

Samagra Shiksha
Position of Staff for Financial Management

Staff for financial Management	State Level				District Level			
	Name of Post	Posts sanctioned	Posts Filled	Posts Vacant	Name of Post	Posts sanctioned	Posts Filled	Posts Vacant

Annexure-VII

SamagraShiksha
Training Programme for Financial Management Staff

Nature of Training	Training planned for the year		Training Completed		Remarks on areas and content of training programmes
	Nos.	Level	Nos.	Level	

Annexure-VIII

SamagraShiksha
State :

Status of Audit, Audit report and Annual Report as on _____

S.No.	Activity	Status
1.	Status on Audit work for the previous year (Mention the stage at which the audit work is in the State/ district and also the probable date of finalisation of report)	
2.	Status on submission of due Audit reports of previous years (Pls specify the date by which the due audit reports would be submitted to MHRD)	
3.	Status on annual report (Pls specify if any annual report is due for submission, and if not submitted mention the date by which it would be submitted to MHRD)	

Samagra Shiksha

TERMS OF REFERENCE FOR APPOINTMENT OF AN INTERNAL AUDITOR FOR THE INTERNAL AUDIT OF ACCOUNTS OF ISSE OF .....STATE FOR THE YEAR ..... (FINANCIAL AUDIT)

BACKGROUND

The ..... is a registered Society which is implementing the centrally sponsored Programme of Samagra Shiksha to attain the goal of Universalization of School Education in all the districts of ..... State for which funds are shared between the Government of India and State Government in the ratio of .....

OBJECTIVES

Internal Audit is a control that functions by examining and evaluating the adequacy and effectiveness of other controls throughout the organisation. The objective of the current internal audit is to seek a professional opinion on the financial position of programme. The internal auditor should also ensure that funds received and expenditure incurred for the accounting period are in accordance with the laid down financial regulations, procurement procedures and other orders issued from time to time and that proper accounts are maintained at all levels.

SCOPE

Expenditure is incurred against various activities approved in the Annual Work Plan & Budget from funds released by the Government of India and the State Government covering the programme cost. A statement of expenditure based on actual amounts spent under various interventions is sent to Government of India. The internal auditor is required to exercise tests of accounting records, internal checks and control and other necessary internal audit of the accounts as per general principles. In conducting the Audit, specific attention should be given to the following:

(a) The internal audit activities should include payment audit as well as independent appraisals of the financial, operational and control activities of the programme.

(b) The responsibilities of the internal auditor should include reporting on the adequacy of internal controls, the accuracy and propriety of transactions, the extent to which assets are accounted for and safeguarded, and the level of compliance with financial norms and State Government procedures.

(c) All funds have been used in accordance with the condition of the relevant financial norms and financial regulations with due attention to economy and efficiency, and only for the purpose for which the financing was provided.

(d) Generally accepted accounting principles are followed by all entities who are authorised to incur expenditure under scheme.

(e) Goods, works and services financed have been procured in accordance with relevant provisions of the Procurement Procedure prescribed for the purpose. Proper documents, namely, purchase orders, tender documents, invoices, vouchers, receipts, pay bills, TA bills etc. are maintained and linked to the transactions and retained till the end of the Programme.

(f) All necessary supporting documents, records and accounts have been kept in respect of all programme expenditure including expenditure covered by Statement of Expenditure. Clear linkages should exist between the books of accounts and reports presented to the Government of India and the State Government.

(g) Expenditure incurred under scheme is strictly in accordance with the financial norms prescribed in the scheme framework or any other clarifications issued from time to time. The expenditure statements / financial statements included in the statement of expenditure of the relevant period represent a true and fair view or implementation and operations of the programme at the end of the financial year and of resources and expenditure for the year ended on that date.

(h) Expenditure is incurred with reference to the budget allocation approved by the PAB. In case the budget allocation is exceeded proper re-appropriation duly approved by the competent authority has been obtained.

(i) Samagra Shiksha funds are used efficiently and economically to the purpose for which they are intended.

(j) Reconciliation of Bank Statements and accounts is regularly carried out on a monthly basis.

OUTPUTS THAT WILL BE REQUIRED OF THE INTERNAL AUDITOR

Immediately on completion of the internal audit, the auditor should submit his report indicating the result of his review of the accounts. All discrepancies noticed in the financial accounts, procurement, bank reconciliation etc. should be included in the report.

GENERAL

The auditor should be given access to all legal documents, books of accounts, procurement documents, correspondence, and any other information associated with the programme and deemed necessary by the auditor.

REVIEW

A review committee consisting of SPD, head of the financial management group at the SPO and accounts officer of SPO will review the internal audit report submitted by the internal auditor and take further remedial measures on the discrepancies pointed out in internal audit.

Annexure-X

Samagra Shiksha
Status of Internal Audit

S. No.	Name of States / UT	Location	No. of Districts/ BRC/others	Internal Audit System (whether In-House or hired CA firm etc.)	Frequency (Quarterly / Half Yearly / Annually etc.)	Status of Completion of Audit 1st, 2nd, 3rd & 4th Qtr	Status as on 30th June'	Status as on 30th Sept'	Remarks
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(8)	(9)
1		SPO							
		DPOs							
		BRCs							

Annexure-XI

Selection of Chartered Accountant firms for the audit of Samagra Shiksha Accounts

Expression of Interest is invited from Chartered Accountants firms (Partnership / Sole proprietorship firms with one full time FCA) in the prescribed format for short listing for the engagement of audit of the accounts of Sarva Shiksha being implemented in the State of _____ as per the enclosed Terms of Reference.

1. The last date for receipt of expression of interest in the specified format is _____. Incomplete formats / format received after the prescribed last date will not be entertained.

2. The term full time partner / CA employee does not include those persons [Partner / sole] who are: -

   (i) Partners in other firms
   (ii) Employed part-time / full-time elsewhere, practicing in their own name or engaged in practice otherwise or engaged in any other activity which would be deemed to be in practice under section 2 (2) of the Chartered Accountants Act, 1949.
   (iii) Partners who have earned more professional income from other sources than their income from the firm.

   Similarly, the full time Sole Proprietor does not include a person who is a partner in other firms or is employed elsewhere or other wise engaged in any other business / activity as mentioned above. Accordingly, a person who is a partner / employee in another firm, should not apply in his capacity as Sole Proprietor.

3. The Expression of Interest must be submitted in the prescribed format given in the attachment. Only the Expression of Interest in the prescribed format accompanied with all requisite documents would be considered.

4. All firms are required to enclose the following documents along with the Expression of Interest.

   (i) A copy of constitution certificates of firm issued by the ICAI containing inter-alia.
   Date of formation of the firms with a full time FCA
   (a) Details of partners / Sole Proprietor / CA Employees as on 1st January of the relevant year, date of joining the firm, date of becoming FCA, their other interest, if any.
   (ii) A copy of the latest partnership deed in the case of partnership firms.
   (iii) A copy of the acknowledgement of the IT return of the firm and of all full time partners / the Sole proprietor for the relevant Assessment Year _____ and a copy of computation of income of full time partners / Sole proprietor.
   Note: *Full time partners joining the firm on or after Ist January of the relevant year and firms constituted on or after this period should submit their latest available acknowledgement of IT return / computation statement.*
   (iv) A copy of financial statement of the firm along with schedules for the preceding financial year _____.

(v) Details of court cases / arbitration cases / or any other case pending against the firm

5. Details of audit experience of the firm for preceding 5 years in the following proforma. (Only assignments which carry a fee of Rs. 25000/- and above should be mentioned).

Name of the area / sector	Name of the company / body audited (a) Society/PSU/ autonomous body (b) Companies in private sector (c) Banks (d) Social Sector Programmes / Projects (e) Externally aided social sector projects (f) Education Projects / Programmes	Years of audit e.g.	Fees charged for each of the assignments in each year	Nature of audit assignment viz. Statutory audit / or Branch audit	Nature of special assignment	Name of the full time partner who supervised the audit or signed the financial statements and who is still working in the firm

6. The Expression of Interest must be delivered by post (in a sealed envelope)/or by hand in the office of the State Project Director, Samagra Shiksha , _____ . The Expression of Interest must be addressed to:
The State Project Director,
Samagra Shiksha,
_____
_____

7. Suitable weightage will be given to firms, which are implementing quality control policies and procedures as provided in statements on Standard Auditing Practices (SAP 17). A brief note on the procedures adopted by them is to be given by the firms for this purpose. (Please refer to Sl.No. 12 of the Expression of Interest format).

8. Please indicate: -
The particulars of specialisation gained by the firm in audit of
(i) EDP systems
(ii) IT assisted audit
(iii) Any other important special assignments etc. in the following format

S.No.	Description of specialisation	Specify nature of assignment, if other than audit	Name of the organisation	Name of the partner / sole proprietor who handled this assignment	Whether partner / sole proprietor mentioned in is still with the firm (Y/N)

9. All full time partners / sole proprietor should invariably sign the undertaking appended as Section B to the Expression of Interest. Similarly, all the full time Chartered Accountant employees of the firm should sign in the column provided at Annex A-3 to the format.

Annexure-XI (a)

Expression of Interest for short listing Chartered Accountant Firms for the audit of the accounts of Samagra Shiksha

Status of Firm Partnership ☐ Sole Proprietorship ☐

1. (a) Name of the firm (in Capital letters) _____

   (b) Address of the Head office (Please also give telephone no. and e.mail address) _____

   (c) PAN No. of the firm _____

2. ICAI Registration No. _____ Region Name _____ Region Code No. _____

3. (a) Date of constitution of the firm:

   (b) Date since when the firms has a full time FCA

4. Full-Time Partners / Sole Proprietor of the firm as on 1-1-2009 (Please fill up Annex A-1)

S.No.	Years of continuous association in the firm	Number of FCA	Number of ACA
(a)	Less than one year		
(b)	1 year or more but less than 5 years		
(c)	5 years or more but less than 10 years		
(d)	10 years or more but less than 15 years		
(e)	15 years or more		

5. Number of Part Time Partners if any, as on 1-1-2009 _____ (Please fill up Annex A-2)

6. Number of Full Time Chartered Accountant Employees _____ as on 01-01-2009 (Please fill up Annex A-3)

7. Number of audit staff employed full-time with the firm
   (a) Articles / Audit Clerks _____
   (b) Other Audit Staff (with knowledge of book keeping and accountancy) _____
   (c) Other Professional Staff (Please specify) _____

8. Number of Branches (Please fill up Annex-B) _____

9. Fees earned by the firm from April 2004 to March 2009 in respect of:

	PSU / autonomous body	Companies in Private sector	Banks
(i) Statutory / Branch Audit / 6 monthly Audit Review			
(ii) Internal / Concurrent Audit			

Total of (i) and (ii) above

10.	Whether the firm is engaged in any internal / concurrent audit or any other services of any Govt. Companies / Corporations etc. If yes, details may be given Annex 'C'.	Yes / No
11.	Whether the firm is implementing quality control Policies and procedures designed to ensure that all audits are conducted in accordance with Statements on Standard Auditing Practices (SAP 17) (If yes, a brief note on the procedure adopted is to be given)	Yes / No
12.	Whether there are any court /arbitration / any other legal case against the firm (If yes, give a brief note of the case indicating its present status)	Yes / No

SECTION-B
Undertaking

I/We the sole proprietor / following partners of M/s. _____, Chartered Accountant do hereby jointly and severely verify and declare-

(i) that the particulars given are complete and correct and that if any of the statements made or the information so furnished in the application from is later found not correct or false or there has been suppression of material information, the firm would not only stand disqualified from allotment but would be liable for disciplinary action under the Chartered Accountants Act, 1949 and the regulations framed thereunder;

(ii) that the firm, proprietor or partners has not been debarred or cautioned by ICAI during the last three years, (if debarred, give details);

(i) that individually we are not engaged in practice otherwise or in any other activity which would be deemed to be in practice under Section 2 (2) of the Chartered Accountants Act, 1949;

(ii) that the constitution of the firm as on Ist January of the relevant year shown in the Expression of Interest is same as that in the constitution certificate issued by the ICAI.

Sl.No.	Name of the partner / sole proprietor	Membership Registration No.	PAN No	Dates of payment of the fees for the relevant year_____ _____ A/B*	Signature of partner / sole proprietor

(Seal of the Firm)

*A *For membership*
B ***For issue of certificate of practice***
Place:
Date:
Enclosures:_____ pages

For Office Use Only

Whether firm has done
(a) Statutory/Branch Audit Yes/No
(b) Internal/Concurrent Audit _____

Checked by Verified by Date updated by

(Annex A-1)

1. Firm's name _____

Details of Full Time Partners / Sole Proprietor of the firm (Please refer to Sl.No. 5 of the Expression of Interest format)

S.No.	Name of the Partner / sole proprietor	Member-ship No.	Whether FCA / ACA	Date of Joining the firm (full time)	Date of becoming FCA	Station & Region where residing at present	Whether acknowled-gement of Income Tax Return for the relevant year _____attached Yes / No	Whether has ISA (Information systems Audit / CISA or any other equivalent qualification (specify the qualification)*

*If yes, please attach a copy of the certificate

(Annex A-2)

Details of Part-Time Partners of the firm (Please refer to Sl.No. 6 of the Expression of Interest format)

Name of partners	Member ship No.	Whether FCA / ACA	Date of becoming FCA	Date of Joining partnership	No. of other firm in which he is partner	Whether practicing in his own name also (Y/N)	Whether employed elsewhere (Y/N)	Whether has ISA (Information systems Audit / CISA or any other equivalent qualification (specify the qualification)*

*If yes, please attach a copy of the certificate.

(Annex A-3)

Details of full time Chartered Accountant Employees (Please refer to Sl.No. 7 of the Expression of Interest format)

S.No.	Name	Member ship No.	Whether FCA / ACA	Date of joining the firm as full time employee	Whether has ISA (Information systems Audit / CISA or any other equivalent qualification* (specify the qualification)	Signature of the employee

*If yes, please attach a copy of the certificate

(Annex A-4)

Details of partners and full time Chartered Accountant Employees of the firm included this year in Annex A-1, A-2 & A-3 above.

S.No.	Name	Membership No.	Whether Full Time Partner / Part Time Partner / Full TimeCA Employee

*If yes, please attach a copy of the certificate

(Annex B)

Particulars of Branches (including foreign branches, if any)

S.No.	Station at which located	Complete address with PIN Code & Telephone No.	Name of the partner incharge of the branch	Date of opening of the branch	Region	Whether included in last year application (Yes / No)

(Annex C)

Details of internal audit work / any other accounting work of Public Sector Undertaking in hand with the firm (please refer to Sl. No. 11 of the Expression of Interest format)

S.No.	**Name of the PSU/Unit**	**Nature of assignment**	**Year for which appointed**

Annexure-XII

Samagra Shiksha

TERMS OF REFERENCE FOR APPOINTMENT OF A CHARTERED ACCOUNTANT FIRM FOR AUDIT OF ACCOUNTS OF SAMAGRA SHIKSHA OF .....STATE FOR THE YEAR ..... (FINANCIAL AUDIT)

BACKGROUND

The .....is a registered Society which is implementing the centrally sponsored Programme of **Samagra Shiksha** to attain the goal of Universalization of Elementary Education in all the districts of ..... State for which funds are shared between the Government of India and State Government in the ratio of --------.

OBJECTIVES

The objective of the audit of the Programme Accounts (Programme Financial Statement {PFS}) is to enable the auditor to express a professional opinion on the financial position of Samagra Shiksha programme at the end of each fiscal year and of the funds received and expenditure incurred for the accounting period ended mm/dd/yy, as reported by the Programme Financial Statement.

The programme accounts (books of accounts) provide the basis for preparation of the PFS and are established to reflect the financial transactions in respect of the project. as maintained by the project implementing agency .....

SCOPE

Expenditure is incurred against various activities approved in the Annual Work Plan & Budget from funds released by the Government of India and the State Government covering the programme cost. A statement of expenditure based on actual amount spent under various interventions is sent to Government of India. The C.A. firm is required to exercise such tests of accounting records, internal checks and control and other necessary audit of the accounts as per general principles and standard of audits of the Institute of Chartered Accountant of India. In conducting the Audit, attention should be given to the following:

(a) All funds have been used in accordance with the condition of the relevant financial norms and financial regulations with due attention to economy and efficiency, and only for the purpose for which the financing was provided.

(b) Generally accepted accounting principles are followed by all entities who are authorised to incur expenditure under Samagra Shiksha.

(c) Goods, works and services financed have been procured in accordance with relevant provisions of the Procurement Procedure prescribed for the purpose. Proper documents, namely, purchase orders, tender documents, invoices, vouchers, receipts, pay bills, TA bills etc. are maintained and linked to the transactions and retained till the end of the Programme.

(d) All necessary supporting documents, records and accounts have been kept in respect of all programme expenditure including expenditure covered by Statement of Expenditure.

Clear linkages should exist between the books of accounts and reports presented to the Government of India and the State Government.

(e) Expenditure incurred under Samagra Shiksha is strictly in accordance with the financial norms prescribed in the Samagra Shiksha framework or any other clarifications issued from time to time. The expenditure statements / financial statements included in the statement of expenditure of the relevant period represent a true and fair view or implementation and operations of the programme at the end of the financial year and of resources and expenditure for the year ended on that date.

(f) Expenditure is incurred with reference to the budget allocation approved by the PAB. In case the budget allocation is exceeded proper re-appropriation duly approved by the competent authority has been obtained. The CA should point out expenditures activity-wise that exceeded the budget allocation.

(g) Samagra Shiksha funds are used efficiently and economically to the purpose for which they are intended.

(h) Reconciliation of Bank Statements and accounts is regularly carried out on a monthly basis.

(i) The C.A. firm appointed for the audit should also look into the position of audit compliance of previous audit objections raised, if any. The audit report should include a separate Para in this regard.

(j) The C.A. firm appointed for the audit should be required to give Audit Certificate, utilization certificate and any other certificate required from time to time.

(k) The audit should cover the accounts of State Implementing Society, all district project offices and sample BRCs, CRCs, Schools/VECs in order that all are covered in a three year cycle of audits, except that Schools/VECs receiving more than Rs. 1.00 lakh per year be included in the sample. The total number of VECs covered in audit should be indicated in the audit report.

PROGRAMME FINANCIAL STATEMENTS

Programme Financial Statements should include:

(a) A summary of funds received from Government of India and State Government separately;

(b) Any other receipt accruing separately;

(c) A summary of expenditure shown under the main programme heading both for the current fiscal year and accumulated to date; and

(d) A Balance Sheet showing accumulated funds of the programme, bank balances, other assets of the programme, and liabilities, if any.

AUDIT OPINION

The primary audit opinion should include the Programme Financial Statements, and the annual audit report of the Programme Accounts. The financial statement, including the audit report should be received by the State Implementing Society not later than (three to six) months after the end of the accounting period to which the audit refers. The auditor should submit the report to SPD of the Society well in advance who will take further action to have two copies of the Audited Accounts and report forwarded to Government of India.(E.E. Bureau)

MANAGEMENT LETTER

In addition to the audit reports, the auditor will prepare a "management letter", in which the auditor will:

(a) Give comments and observations on the accounting records, systems, and internal controls that were examined during the course of the audit;

(b) Identify specific deficiencies and areas of weakness in systems and internal controls and make recommendations for their improvement;

(c) Report on the degree of compliance of each of the financial covenants of the financing agreement and give comments, if any, on internal and external matters affecting such compliance;

(d) Communicate matters that have come to the attention during the audit which might have a significant impact on the implementation of the programme; and

(e) Bring to the Implementing Agencies' attention any other matters that the auditor considers pertinent.

KEY PERSONNEL

The key personnel in the audit team, their minimum qualifications, and their anticipated inputs are indicated below:

(a) The audit team should be led a Chartered Accountant with a minimum 5 years experience in audit.

(b) The audit team should include sufficient number of appropriate staff (Articles/Audit Clerks and other audit staff), commensurate with the size and scope of the assignment.

GENERAL

The auditor should be given access to all legal documents, books of accounts, procurement documents, correspondence, and any other information associated with the programme and deemed necessary by the auditor.

Annexure-XIII

Samagra Shiksha
Consolidated Annual Financial Statement

(Rs. in lakhs)

State :					
Year Ending					
SOURCE & APPLICATION					
				Samagra Shiksha	**TOTAL**
Opening Balance					
	(a)	Cash in hand			
	(b)	Cash at Bank			
	(c)	Unadjusted Advances			
		Total			
	(a)	**Source (Receipt)**			
	(b)	Funds received from Government of India			
	(c)	Funds received from State Government			
	(d)	Interest			
	(e)	Other Receipts			
		TOTAL Receipts			
		Application (Expenditure)	**Approved AWP&B including Spill over**	**Expenditure incurred**	**Savings/ Excess**
	(a)	Intervention / activity-wise details may be mentioned and provided as per the activities under each intervention.			
	(b)				
	(c)				
	(d)				
	(e)				
	(f)				
	(g)				
	(h)				
	(i)				
	(j)				
	(k)				
	(l)				
	(m)				
	(n)				
		TOTAL			
		Closing Balance			
	(a)	Cash in hand			
	(b)	Cash at Bank			
	(c)	Unadjusted Advances			
		Total			

Annexure-XIV

Samagra Shiksha
Consolidated Balance Sheet as on _____

Name of the SIS _____

LIABILITIES	Schedule	Amount Current year	Amount Previous Year	ASSETS	Schedule	Amount Current year	Amount Previous Year
Capital Fund Opening Balance Funds recd. from Govt. of India Funds recd. from State Govt. Interest OthersBalances **Add:** Excess of income over expenditure Advances repayable **Current Liabilities**				**Fixed Assets** Civil Works Computer Furniture Vehicle Equipment Advances outstanding Balances (consolidated from district block and other levels) (a) Cash at Bank (b) Cash in Hand (c) Advances outstanding **Closing Balance at SPO** (a) Cash in Hand (b) Cash at Bank			
Total				**Total**			

Chartered Accountant Firm **State Project Director**

Annexure-XV

Samagra Shiksha
Consolidated Income and Expenditure Account for the year ended _____

Name of the SIS _____.

EXPENDITURE	Schedule	Amount Current year	Amount Previous Year	INCOME	Schedule	Amount Current year	Amount Previous Year
Expenditure Intervention / activity-wise details may be mentioned and provided as per the activities under each intervention.				Funds received from Govt. of India Funds received from State Govt. Interest Other Receipts Balances Excess of Expenditure over income			
TOTAL				**TOTAL**			

Chartered Accountant Firm **State Project Director**

Annxure-XVI

Samagra Shiksha
Consolidated Receipt and Payments Account for the year ended _____

Name of the SIS _____

(In Rs.)

RECEIPTS	Schedule	Amount Current year	Amount Previous Year	PAYMENTS	Schedule	Amount Current year	Amount Previous Year
Opening Balance (a) Cash at Bank (b) Cash in Hand (c) Unadjusted Advances Funds recd. from Govt. of India Funds recd. from State Govt. Interest Miscellaneous receipts Advances Advances for state level programme activities adjusted Funds refunded by districts and sub-district level				Amount paid to districts and sub-district level Expenditure Intervention / activity-wise details may be mentioned and provided as per the activities under each intervention. Others Miscellaneous payments (a) (b) (c) Closing Balance (a) Cash at Bank (b) Cash in Hand (c) Unadjusted Advances			
TOTAL				**TOTAL**			

Chartered Accountant Firm **State Project Director**

Annexure-XVII

Samagra Shiksha

Register of Outstanding Audit Objections

Name of the District

S.No.	Period of accounts covered by audit	Audit Para No.	Date of issue	Brief details of the audit objection	Action Taken	Date of settlement	Remarks

Annexure-XIII

Samagra Shiksha
QUARTERLY REPORT ON THE POSITION OF OUTSTANDING AUDIT OBJECTIONS

Name of the State : **Quarter Ending :**

S.No.	Audit Objection pertaining to (District / SPO)	Period of accounts covered by audit	Name of the agency who conducted the audit	Audit Para No.	Date of Issue of the audit Para	Brief details of the audit objection	Brief details of the Action Taken	Date of settlement of the audit objection	If not settled, present status of the audit objection	Remarks

Annexure-XIX

Procurement Schedule for Goods under Samagra Shiksha for the year _____

Name of State :

S.No.	Description of Goods	Quantity in numbers	Method of Procurement	Estimated Cost (Rs. in lakh)	Procurement Actions for year_____											
					April	May	June	July	Aug	Sep	Oct	Nov	Dec	Jan	Feb	March

Method of Procurement

Without tender
Single tender
Open tender
Limited tender
Rate contract
E.procurement

Procurement Actions

1. Preparation of specifications and bids document.
2. Issue of Invitation to bid.
3. Open bids
4. Evaluation
5. Award Contracts
6. Delivery

Annexure-XX

Procurement Schedule for Civil Works under Samagra Shiksha for the year _____

Name of State :

S.No.	Description of works	Quantity in numbers	Method of Procurement	Estimated Cost (Rs. in lakh)	Procurement Actions for the year _____											
					April	May	June	July	Aug	Sep	Oct	Nov	Dec	Jan	Feb	March

Method of Procurement

Community Construction/district/state level
Open tender/LTE based on financial threshold

Procurement Actions

1. **Preparation of specifications and bids document.**
2. **Issue of Invitation to bid.**
3. **Open bids**
4. **Evaluation of bids**
5. **Award of contracts**
6. **Construction 25% complete**
7. **Construction 50% complete**
8. **Construction 75% complete**
9. **Construction 100% complete**

Annexure-XXI

List of Consultancy Services to be hired

Name of State :

S.No.	Name of Consultancy	Estimated man months for each consultancy	No. of consultancy	Total Estimated cost (Rs. in lakh)	Quarter wise procurement for year_____								Remarks on proposed method of procurement (single source / Short listing
					I		II		III		IV		
					No.	Cost	No.	Cost	No.	Cost	No.	Cost	

Appendix 1

Samagra Shiksha

Governing Council

Composition of the Governing Council:

i.	Minister, Human Resource Development	- Chairman
ii.	Minister of State (in charge of elementary education), Human Resource Development	- Sr. Vice-Chairman
iii.	Secretary, Department of School Education & Literacy	- Vice-Chairman
iv.	Secretary, Department of Expenditure	- Member
v.	Secretary, Ministry of Social Justice and Empowerment	- Member
vi.	Secretary, Ministry of Tribal Affairs	- Member
vii.	Secretary, Ministry of Minority Affairs	- Member
viii.	Secretary, Ministry of Panchayati Raj	- Member
ix.	Secretary, Department of Women and Child Development	- Member
x.	Secretary, Ministry of Drinking Water and Sanitation,	- Member
xi.	Secretary, Ministry of Rural Development	- Member
xii.	Secretary, Ministry of New and Renewable Energy	- Member
xiii.	Director, National Council of Educational Research & Training (NCERT)	- Member
xiv.	Vice-Chancellor, National Institute of Educational Planning & Administration (NIEPA)	- Member
xv.	Chairman, National Council of Teacher Education (NCTE)	- Member
xvi.	Chairman, CBSE	- Member
xvii.	Director General, National Literacy Mission (NLM)	-Member
xviii.	Director General, Council of Scientific & Industrial Research (CSIR)	- Member
xix.	Financial Adviser, Ministry of Human Resource Development	- Member
xx.	CEO, Niti Aayog	- Member
xxi.	Seven non-officials comprising of teachers, NGOs representatives, educationists nominated by the Govt. of India	- Member
xxii.	Four Education Secretaries of States as nominated by Government of India	- Member
xxiii.	Additional Secretary/Joint Secretary, In-charge of Samagra Shiksha	- Member Secretary

Appendix 2

Project Approval Board (PAB)

Composition of the PAB:

i.	Secretary, School Education & Literacy Ministry of Human Resource Development	- Chairperson
ii.	Additional Secretary/Joint Secretary (School Education & Literacy) Ministry of Human Resource Development	- Member
iii.	Representative of Niti Aayog	- Member
iv.	Financial Adviser, Ministry of Human Resource Development	- Member
v.	Secretary, In-charge of School Education of the concerned State Government or UT Administration	- Member
vi.	Representative of Ministry of Panchayati Raj	- Member
vii.	Representative of Ministry of Tribal Affairs	- Member
viii.	Representative of Ministry of Social Justice & Empowerment	- Member
ix.	Representative of Ministry of Minority Affairs	- Member
x.	Representative of Ministry of Women and Child Development	- Member
xi.	Representative of Ministry of Youth Affairs and Sports	- Member
xii.	Representative of Ministry of Labour and Employment	- Member
xiii.	Representative of Ministry of Skill Development and Entrepreneurship	- Member
xiv.	Representative of Ministry of Drinking Water and Sanitation	- Member
xv.	Representative of Ministry of Rural Development	- Member
xvi.	Vice-Chancellor, NIEPA	- Member
xvii.	Director, NCERT	- Member
xviii.	Chairman, CBSE	- Member
xix.	Chairman, NIOS	- Member
xx.	Directors in charge of Integrated Scheme, MHRD	- Convener

Appendix 3

Samagra Shiksha

Governing Council/General Body: State/UTs

1.	Hon'ble Chief Minister	Chairman (Ex-officio)
2.	Hon'ble Minister for Education	Vice Chairman (Ex-officio)
3.	Chief Secretary to Government/his nominee	Member
4.	Secretary to Government General Education Department	Member
5.	Principal Secretary to Government, Finance Department	Members
6.	Secretary to Government Planning Department	Member
7.	Director of Public Instruction	Member
8.	Director Social Welfare Department	Member
9.	Director of S.C Development, Department	Member
10.	Director S.T Development, Department	Member
11.	Director, SCERT	Member
12.	Project Director, IT@School Project	Member
13.	Two Deputy Directors (Edu) Department to be nominated by State Government	Members
14.	Two Principal of DIETs to be nominated by State Government	Members
15.	Following persons to be nominated by the State:	
(a)	Agencies engaged in Educational Activities in the state of which one would be a woman and one SC and ST.	Members
(b)	Three heads of State level institutions, engaged in Technical Resources Development	Members

Appendix 4

Samagra Shiksha

Executive Committee: State/UTs

1.	Secretary to Government General Education Department	President
2.	Director of Public Instruction	Vice-President
3.	Principal Secretary to Government/his nominee, Finance Department	Member
4.	Secretary to Government/his nominee Planning and Economic Affairs Department	Member
5.	Two Nominee of the Central Government	Members
6.	Director, State Council for Educational Research and Training	Member
7.	Project Director, IT, School Project	
8.	One Educationalist, know for their experience and interest in Elementary Education, to be nominated by the State Government	Members
9.	One woman with experience and interest in woman's development and education to be nominated by the State Government	Members
10.	Two SC/ST representatives who have distinguished themselves for work among scheduled Castes and Scheduled Tribes to be nominated by the State Government	Members
11.	Three representatives of Local Self Government Institutions to be nominated by State Government	Members
12.	One representative from NGO sector in the field of education to be nominated by the State	Members
13.	State Project Director	Member Secretary Ex-officio