GOVERNMENT OF NATIONAL CAPITAL TERRITORY OF DELHI DIRECTORATE OF EDUCATION (PRIVATE SCHOOL BRANCH) OLD SECRETARIAT, DELHI-110054

No. F. DE-15/ACT-I/WPC-4109/PART/13/ 946

Dated: 4 /10/2017

ORDER

Whereas, the request of DAV Public School, Mausam Vihar, Delhi-110051 for increase in fee for the academic session 2016-17 was rejected by Director (Education) vide order No.F.DE.15/Act-1/WPC-4109/PART/13/620-624 dated 06.03.2017 with the specific direction to rectify the deficiencies as illustrated in the said order and submit compliance report to Dy. Director of Education concerned within thirty days.

And whereas, the Director (Education) had referred to the representation of DAV Public School, Mausam Vihar against the fee hike rejection order of this Directorate and had decided to give an opportunity to the school to be heard in person.

And whereas, a committee was constituted to hear the case of the school in detail with a view to assist the Director of Education to dispose of the representation.

And whereas, in this connection, an opportunity of being heard was provided to the Manager/HoS of DAV Public School, Mausam Vihar, Delhi-110051 on 18.05.2017 at 02.30PM at Conference Hall, Ludlow Castle School Sports Complex, Civil Lines, Delhi-110054.

And whereas, the submissions of the schools were heard by the above said committee on 18.05.2017 at 02.30PM and during the hearing, the issues raised in the representation of the school were discussed at length.

And whereas, after examining the proposals of Fee Hike submitted by DAV Schools, it was observed that all DAV schools are run under the aegis of DAV College Management Committee (DAVCMC) which runs a number of schools and colleges in all over India and are following the same accounting and financial procedure across all schools, and these common accounting and financial procedures has led to issues such as making contribution to a pool account maintained by DAV CMC for payment of Leave Encashment and Gratuity, maintenance of three separate bank accounts, payment of Administrative Charges to DAV CMC, collecting Rs. 10,000 as building fund from students, deposit of extra funds of schools to DAVCMC, etc. The above procedures are not in consonance with the provisions of DSEA&R, 1973.

And whereas, in order to understand the procedure being followed as well as to seek clarification/justification on these issues, apart from hearing to the respective schools, as mentioned above, the Management of DAV CMC and Director (DAV CMC) alongwith their Account functionaries were called twice to discuss these issues and to obtain necessary clarifications. In this regard, point-wise clarification has been provided by DAV CMC which is as under:

Table 1: Common Observations

S. No.	Common Observation	Clarification given by DAV	Remarks
1,	The school has	DAM SHE	T-1-1-1-1-1-1-1-1-1-1-1-1-1-1-1-1-1-1-1
	been paying a	is conecing	Though practice followed by
	sum equal to 4%	the schools under its	The state of the s
	of the total basic	management for providing	THICH DOLAGE.
	pay of staff of	adation to providing	The state of the s
	the school to	Juppoit all	submission/ justification given
	DAVCMC. As per	audit of schools through audit	
	Order no. DE.	the children addit	
	15/ Act/		
	Duggal.Com	Principals, teachers and other	
	/203 /99	staff of the schools through	as economy in expenditure,
	/23033-23980		the submissions of DAV CMC
	dated		are taken on record.
	15.12.1999 the	Excellence, construction and	
	management is	The state of the s	
	restrained from	estate department, legal and	
	transferring any	taxation services, providing	
	amount from the	services relating to provident fund, gratuity. Jeave	
	Recognized		-
	Unaided School	encashment and EDLI etc. In	
- 1	Fund to society	addition, DAV CMC is	
	or trust or any	nominating local management	
- 1	other institution.	committee, selection	
	other matitudion.	committee and building	
		subcommittee for smooth	
		functioning of the schools. DAV	
		CMC is also organizing science,	
		maths and ICT Olympiads and	
		having a separate education	
- 1		board for our schools for	
		classes up to VIIIth Standard.	
		The entire administrative	
		control is being dealt at DAV	
X , 3		CMC level. All orders relating	
	W.	to postings, transfers,	
		sanctions of purchases,	
		circulars, notifications etc. are	
		issued from DAV CMC, New	
	* · · · · · · · · · · · · · · · · · · ·	Delhi. The DAV CMC has full	
		fledged department for	
		assessment and evaluation of	
		schools, their principals and	
		staff and based on feedback,	
		necessary steps are being	
		taken by DAV CMC for their	N I I S
		improvement. We are also	-
		providing legal assistance to	
	×	various schools for any legal	
	419	disputes. DAV CMC has	
	77X	engaged staff for the above	

S. No.	Common Observation	Clarification given by DAV CMC	Remarks
		services and salaries and other statutory payments of staff are being met from these charges collected from schools is nominal considering the nature and quantum of services being provided by the DAV CMC. The schools contribute 4% of the Basic Pay of their staff as administrative Charges. The schools are not required to incur any cost for these services which leads to a huge saving as an institution and helps us bring uniformity across the institution.	
2.	Payments in relation to Gratuity and Leave Encashment	The gratuity and leave encashment benefits of all staff of DAV Schools are administrated/ controlled at Head office through common pool fund. All investments of contributions made by the schools are made by Head office in specified government securities and the payment of claims at the time of retirement and leaving the services are settled by head office. Separate school-wise ledger accounts are being maintained at DAV CMC showing liabilities for gratuity and leave encashment. There is no default of delay in settlement of claims.	DAV CMC was asked to submit the details of gratuity and leave encashment liabilities of the school as at 31st March, 2016 as per its books of accounts. Accordingly, the DAV CMC has submitted duly certified ledger account of Gratuity and Leave Encashment for each school. It may be noted that: There is no actuary valuation of gratuity and leave encashment liabilities of the school.

S. No.	Common Observation	Clarification given by DAV	Remarks
	Observation		- To disclose its liabilities on account of gratuity and leave encashment along
			with the corresponding amount of investments against that in its financial statements from the
			financial year 2017-18. Also, wherever the existing provisions for these liabilities are in excess of
	HIZE Quinting to		the liabilities determined by the actuary, the excess amount so provided shall be transferred to general
	-112		reserve fund of the school. In case, the amount currently provided is lesser
- x_	// 		than amount determined by the actuary, school shall provide the balance amount in a reasonable and prudent
			manner ensuring that burden of same is spread over the years and not
			charged in a single year. To add back the amount of interest, as was earned or
			encashment fund by DAV CMC over the years, duly certified by the statutory
	l r	c n = 1	auditor of the school, in the corresponding investment accounts of the school.
3	Reserve F Loan DAVCMC	with bay cMC as reserve fund DAV CMC is paying interest of these deposits @ 8% p	bit Duggal.Com /203 /99 /23033 d. 23980 dated 15.12.1999 the management is restrained from transferring any amoun
		annum which is higher the bank FD rates. Out of the reserve fund, loans etc. to the needy schools are arranged	is School Fund to society or trus ne or any other institution. Thus ed the school is hereby directed
		and they pay interest on the loans and advances.	se strictly to ensure that exact amount of interest is received from the society. This fund it obviously available to the school and calculations have accordingly been made Reconciliation statement of

S. No.	Common Observation	Clarification given by DAV CMC	Remarks
			interest received /receivable should be attached with next year's fee hike proposal.
4	One time fees collection of Rs. 10,000/-	Some of the schools are charging one time fees of Rs.10,000/- at the time of admission for various student development activities over the period of their stay in the schools which normally is 12 to 14 years. As discussed in the meeting held on 03.07.2017, the collection under this head is being treated as fees to be utilized for meeting establishment and administrative cost.	School is not allowed to charge one time fees at the time of admission for development activity of students. Charging of one-time fees at the time of admission tantamount to capitation fee which is prohibited under section 13 of the Right of Children To Free and Compulsory Education Act, 2009. The school is hereby directed not to charge any such fee from the students in future and to adjust the fee already collected against the monthly fee due. The alleged purposes for which fee is collected seems to be under earmarked levies which ought to be collected on actual basis.
5		As per the financial scheme each school maintains three bank accounts viz. School Account and Pupil Fund Account, both being operated by Head of the School and Manager and the third being DAV CMC account which is operated by office bearers of the Managing Committee. The third account has been maintained with a view of exercise financial control over the schools. The schools are required to transfer all fees collections and other revenues to this account and the expenditure of the school is recouped from this account after they are approved by DAV CMC. All schools have to submit expenditure statements alongwith documentary evidences to Head Office who after examining these allow	Accepted, in view of 'Scheme of Management' of the school, as approved by the DoE at the time of granting of recognition to the school, school is allowed to maintain a bank account in the name of 'DAV College Management Committee'. The said bank account can be operated by the office bearers of the DAV College Management Committee.

S. No.	Common Observation	Clarification given by DAV CMC	Remarks
		the expenses to be withdrawn from this account. The schools have to justify the expenditure vis.a.vis. budgets which are submitted by the schools before the start of the financial year. This scheme of management has been approved by Directorate of Education.	
å >		At times schools are unable to deposit the cheques sent by DAV CMC in time due to postal delay or shortage of funds and as per the accounting practices such cheques have to be shown as cheques in hand at the close of financial year with corresponding credit to DAV CMC. This is only a book entry and these cheques are subsequently cleared from the fee income transferred by the schools to this bank account.	

The above clarifications of DAV CMC are taken on record.

The submissions made by the school are analyzed in light of above discussion with DAV CMC on common observations and in accordance with the provisions of Delhi School Education Act and Rules, 1973 and directions are issued there-under:-

Table -2: Financial discrepancies:-

S. No.	Detail of discrepancy	Submissions of the school	Remarks
1.	As per clause 14 of order No. F.DE./15 (56) /Act /2009 / 778 dated 11/02/2009, development fee, if required to be charged, shall be treated as capital receipt and shall be collected only if the school is maintaining a depreciation reserve fund, equivalent to the depreciation charged in the revenue accounts. Also, collection made under this head along with income generated from the investment made out of this fund, shall be kept separately in development fund account.	The school has submitted details of the utilization of Development fund of FY 2015-16 along with proposed expenditure against development fund against for FY 2016-17.	order dated 11.02,2009, school is not allowed to treat development fee as revenue receipt and is required to maintain depreciation reserve fund.

	However, it was reported that school is treating it as revenue receipt. Further, the school is not maintaining any depreciation reserve fund and development fund account. This is violation of clause 14 of the above mentioned order.		with clause 14 of the order dated 11.02.2009. School is not to charge development fee unless it comply with directions of this Directorate.
2.	As per clause 18 of order No. F.DE./15 (56) /Act /2009 / 778 dated 11/02/2009, caution money collected from students shall be refunded to students at the time of his/ her leaving the school along with bank interest thereon irrespective of whether he/ she requests for a refund. However, it was reported that only security deposits is refunded to the students.	The School is not earning any interest on caution money and therefore only the principal amount of caution money is being refunded to the students.	order dated 11.02.2009, school should maintain separate bank account for
3.	The school pays administrative expenses @4% of basic pay to the parent body DAVCMC to meet their expenses for maintaining provident fund, gratuity and leave encashment records of the employees. The school has paid Administration Charges of Rs. 11,80,281, Rs. 13,04,551 and Rs. 13,29,493 in FY 2013-14, FY 2014-15 and FY 2015-16 respectively. It is understood that this amount is paid to DAV CMC as a prevailing practice amongst the school under the management of DAV CMC. This is contravention of Order No. DE 15/ Act/ Duggal.Com /203 /99 /23033-23980 dated 15.12.1999 which restricts the transfer of funds from school fund to society or trust or any other institution.	DAV CMC is collecting administrative charges from the schools under its management for providing administrative support and varied facilities viz. financial audit of schools through audit and accounts section, academic audit, training of Principals, teachers and other staff of the schools through centre for academic Excellence, construction and property management by estate department, legal and taxation services, providing services relating to provident fund, gratuity, leave encashment and EDLI etc. In addition, DAV CMC is nominating local management committee, selection committee and building subcommittee	Though practice followed by DAV Schools is not in consonance with DSEA&R, 1973. Keeping in view submission/ justification given by DAV CMC as well as keeping in view the managerial structure of DAV CMC to have a check and balances as well as economy in expenditure, the submissions of DAV CMC are taken on record.

of the schools. DAV CMC also organizing science, maths and ICT Olympiads and having a separate education board for our schools for classes up to VIIIth The Standard. entire administrative control is being dealt at DAV CMC level. All orders relating to postings, transfers, sanctions of purchases, circulars, notifications etc. are issued from DAV CMC, New Delhi. The DAV CMC has full fledged department for assessment and evaluation of schools, their principals and staff and based on feedback, necessary steps being taken by DAV CMC for their improvement. We are also providing legal assistance to various schools for any legal disputes. DAV CMC has engaged staff for the above services and salaries and other statutory payments of staff are being met from these charges collected from schools is nominal considering the nature and quantum of services being provided by the DAV CMC. The schools contribute 4% of the Basic Pay of their staff administrative Charges. The schools are not required to incur cost for these services which leads to a huge saving as an institution and helps us bring uniformity across the institution.

As per clause 22 of Order No. Only Transcription F.DE./15(56)/ Act/2009/778 dated charged

Only Transport fee is charged from the

As per clause 22 of the order dated 11.02.2009,

11.02.2009, user charges should be collected on no-profit and no loss basis and should be used only for the purpose for which these are collected. The school charges earmarked levies in form of transport fees, magazine charges, computer fees and science fees. The school does not maintain separate fund for these earmarked levies and is able to generate sufficient surplus.

students and is spent on the transport facility for the students as per the details given.

school is to charge earmarked levies on 'no profit no loss' basis and same are to be utilised for the purposes for which these were collected. Further, school is to maintain proper books of accounts depicting clearly the amount collected, amount utilised balance and amount. The school should follow DOE instructions in this regard. Accepted by school.

5. Review of the financial statements of the school has revealed that the school has undertaken transaction with the society/ trust DAV CMC during the period under review. Balance outstanding as payable or receivable along with transactions identified from the financial statements of the school are as follow:-

The amount Loan of Rs. 95,45,585 outstanding as on 31.03.2016 is not payable to the DAVCMC and has not been considered a outflow in our fund position.

Accepted by school.

Particulars	2015-16	2014-15	2013-14
DAV CMC Loan - Main A/c	95,45,585	92,80,239	90,84,738
Imprest received from D.A.V CMC by schools – Main Ac/c	41,00,000	41,00,000	41,00,000
Account Balance Due to Publication Division maintained by schools - Main A/c	11,22,209	13,15,459	11,78,190
Current Account (Payable) Balance with School/ Colleges (In the books of DAV CMC) Main A/c	61,10,718	Cost Page London Allegar	and
Current Account (Recoverable) Balance with School/ Colleges (In the books of DAV CMC) Main A/C		35,55,215	35,55,215

The amount of Rs. 41 Lakh was received in 2008 from DAV CMC to meet the requirements of the school. The school was not able to refund the amount due to paucity of funds.

The school is purchasing school books from DAV publication Division for further sale to the students and the amount payable to the publication division was on account of the same.

the As per financial scheme each school maintains three bank accounts VIZ. School Account and Pupil Fund Account, both being operated by Head of the School and Manager and the third being DAV CMC School is directed to implement to proper internal control system in relation to procurement of goods and services ensuring that all transactions are entered at arms' length prices.

Accepted, in view 'Scheme of Management' of the school, as approved by the DoE at the time of granting of recognition to school, the school is allowed to maintain a bank account in the name 'DAV College Management Committee'. The said bank account can be operated by the office bearers of the DAV College Management

Committee.

account which is operated by office bearers of the Managing Committee. The third account has been maintained with a view exercise financial control over the schools. The schools are required to transfer all fees collections and other revenues to this account and the expenditure of the school is recouped from this account after they are approved by DAV CMC. All schools have to expenditure statements alongwith documentary evidences to Head Office who after examining these allow the expenses to be withdrawn from this account. The schools have to justify the expenditure vis-à-vis budgets which are submitted by the schools before the start of the financial year. This scheme of management has been approved by Directorate of Education. The school is accounting

entry.

No

for interest on loan from DAVCMC and this is a notional payment of interest is being made and thus has no impact on fund position of the school.

As submitted by school, said amounts of interest are notional entries and not payable to DAV CMC and accordingly, these amounts needs to be written back in next financial year. Compliance shall be verified at the time of next fee increase proposal of the school.

On the DAV CMC Loan - Main A/c, amount payable to DAV CMC, the school is accounting for interest payable and adding to the principal amount without any actual payment in last 3 years. The school has booked interest expenses amounting Rs. 8,15,346, Rs.7,95,501 and Rs.7,79,016 in FY 2015-16, FY 2014-15 and FY 2013-14 respectively. Also, school has shown payment of Rs.8,15,346 as 'Interest paid on Loans' in its Receipts and Payments Account for FY 2015-16. It is not clear from the Financial Statements of the School whether school has paid the

interest on loans or not.

It is understood that as practice adopted by the schools under the management of DAV CMC, the school provides for Gratuity and Leave encashment expenses being 5% and 3% respectively of Basic Pay and D.A. which is paid to DAV College Management Committee (DAV CMC), which in turn manages and maintains the fund for payment of gratuity and leave encashment to the school employees at the time retirement.

The gratuity and leave encashment benefits of all staff of DAV Schools are administrated/ controlled at Head office through common pool fund. All investments of contributions made by the schools are made by Head office in specified government securities and the payment of claims at the time of retirement and leaving the services are settled by head office. Separate school-wise ledger accounts are being maintained at DAV CMC showing liabilities for gratuity and leave encashment. There is no default of delay settlement of claims.

As per DAV CMC submission, the Gratuity fund and Leave Encashment fund balance of the school as at 31.03.2016 are Rs. 1,84,04,835/- and Rs. 1,00,00,525/-respectively.

During the course hearing, DAV CMC was asked to submit the details of gratuity leave encashment liabilities of the school as at 31st March, 2016 as per its books of accounts. Accordingly, the DAV CMC has submitted duly certified ledger account of Gratuity and Leave Encashment for each school.

It may be noted that:

- There is no actuary valuation of gratuity and leave encashment liabilities of the school.
- Liabilities corresponding investments against gratuity and encashment are not reflected in the books of accounts of the school. Also, benefit of interest earned on these investments is not passed on to individual school by DAV CMC.

Thus, school is hereby directed:

- To have actuary valuation of its gratuity and leave encashment liabilities;
- To disclose its liabilities on account of gratuity and leave encashment along with the corresponding amount of investments against that in its financial statements from the financial year 2017-18. Also, wherever the existing provisions for these liabilities are in

excess of the liability determined by actuary, the excess amount so provided shall be transferred to general reserve fund of the school. In case, the amount currently provided is lesser than amount determined by the actuary, school provide the balance amount in a reasonable and prudent manner ensuring that burden of same is spread over the years and not charged in a single year. To add back amount of interest, as was earned on gratuity and leave encashment fund by DAV CMC over years, duly certified by statutory auditor of the school, in the corresponding investment accounts of the school.

And whereas, after going through the representations dated 29.03.2017 and submissions made by the school during the hearing held on 18.05.2017 as well as financial statements/budget of the school available with this Directorate, it emerges that:-

The school is having a surplus fund of Rs. 5,13,36,263/- as per the following details:

Cash and Bank balances as on 31.03.16 as per audited Financial	Amount (Rs.)
Statements as on 31.03.16 as per audited Financial	69,31,74
Investment as on 31.03.16 as per audited Financial Statements	
Total Total	6,54,39,133
Less: Development Fund and Depreciation Reserve Fund#	7,23,70,874
Less: Amount payable to DAV CMC (Imprest A/c and Current A/c)	
Available Funds	1,02,10,718
	6,21,60,156
Fees for 2015-16 as per financial statement (We have assumed that the amount received in 2015-16 will at least accrue in 2016-17)	13,96,87,124

ict Sui pius	
Net Surplus	16,22,47,374
Less: Budget expenses for the session 2016-17 as submitted by school management*	
local Pudest	21,35,83,637
Other income for 2015-16 as per financial statement Estimated availability of funds for 2016-17	1,17,36,357

#In the balance sheet of the school for FY 2015-16, development fee fund and depreciation reserve fund are nil.

*The school has submitted its total expenses for FY 2016-17. The increase in establishment expenses for the year is around 18%. It found to be unreasonable increase and accordingly, the same is not considered in above calculations and only 10% increase in establishment expenditures is considered. School has proposed for Building Construction amounting to Rs. 75,00,000/- and the same is not considered in above calculations as it was upheld in Modern School Judgment that capital expenditure cannot form part of financial fee structure and can be only made out of the savings of the school. School has also budgeted repayment of loan taken from Bank amounting to Rs. 14,50,000. However, as per financial statements of the school for FY 2015-16, no loan was taken by school from any bank and accordingly, these expenses are not considered in above calculations.

And whereas, in view of the above examination, it is evident that the school is having sufficient surplus funds even after meeting all the budgeted expenditure for the financial year 2016-17.

And whereas, as per clause 22 of Order No. F.DE./15 (56) /Act /2009 / 778 dated 11/02/2009, user charges should be collected on no profit and no loss basis and should be used only for the purpose for which these are collected. Accordingly, the school is advised to maintain separate fund in respect of each earmarked levies charged from students in accordance with the DSEA & R, 1973 and orders, circulars, etc., issued there under. If there are large surpluses under any earmarked levy collected from the students, the same shall be considered or adjusted for determining the earmarked levy to be charged in the next academic session.

And whereas, as per clause No. 14 of Order No. F.DE./ 15(56)/ACT/2009/778 dated 11.02.2009, 'Development Fee, not exceeding 15% of the total annual tuition fee may be charged for supplementing the resources for purchase, up-gradation and replacement of furniture, fixture and equipment. Development Fee, if required to be charged, shall be treated as capital receipt and shall be collected only if the school is maintaining a depreciation reserved fund, equivalent to the deprecation charged in the revenue accounts and the collection under this head along with and income generated from the investment made out of this fund, will be kept in a separately maintained development fund account.' Accordingly, school is advised to maintain separate development fund and utilized the same strictly in accordance with the DSEA & R, 1973 and orders, circulars, etc., issued there under.

And whereas, it is evident that the school is not maintaining development fund account and depreciation reserve fund in proper manner in accordance with clause 14 of Order No. F.DE./15 (56) /Act /2009 / 778 dated 11/02/2009. The school has followed unsustainable financial practices and using development fund for non permissible items. Hence,



development fee already charged @15% has in reality been used for other purposes, and in effect already tantamount to a hike on tuition fee. School must not charge development fee unless it comply with instructions of this Directorate in this regard.

And whereas, these recommendations alongwith relevant materials were put before Director of Education for consideration and who after considering all the material on the record has found that the school is having sufficient surplus funds to meet the financial implications for the financial year 2016-17 and the representation dated 29.03.2017 and subsequent submissions made thereafter in this regard find no merit in respect of sanction for increase in fee and hereby rejected on the basis of above mentioned observations.

Accordingly, it is hereby conveyed that the representations for fee hike of DAV Public School, Mausam Vihar, Delhi-110051, has been rejected by the Director of Education. Further, the management of said school is hereby directed under section 24(3) of DSEAR 1973 to comply with the following directions:

- Not to increase fee for the session 2016-17. If, in case, increased fee has already been charged from the parents, the same shall be refunded/ adjusted.
- 2. To comply with all the directions/ instructions as mentioned in this order.
- 3. In the light of Judgment of Modern School vs Union of India, the salaries and allowances shall come out from the fees whereas capital expenditure will be a charge on the savings. Therefore it is to be ensured not to include capital expenditure as a component of fee structure to be submitted by the school under section 17(3) of DSEA&R, 1973
- The fee should be utilised as per letter and spirit of Rule 177 of the DSEA & R, 1973 and the judgement of the Hon'ble Supreme Court in the case of Modern School Vs Union of India (2004).

Non compliance of the order shall be viewed seriously.

This issues with the prior approval of the Competent Authority.

(Yogesh Pratap)
Deputy Director of Education
Private School Branch
Directorate of Education

To

The Manager/HoS DAV Public School, Mausam Vihar, Delhi-110051 No. F. DE-15/ACT-I/WPC-4109/PART/13/ 946

Dated: 4/10/2017

Copy to:-

- 1. P.S. to Secretary (Education), Directorate of Education, GNCT of Delhi.
- 2. P.S. to Director (Education), Directorate of Education, GNCT of Delhi.
- 3. P.A. to Addl. Director of Education (Private School Branch), Directorate of Education, 4. DDE concerned
- 5. Guard file.

(Yogesh Pratap) Deputy Director of Education-1 Private School Branch Directorate of Education