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/ 454

Dated: 13/ /0/2017

ORDER

Whereas, the request of Darbari Lal DAV Model School, ND-Block, Pitampura, Delhi 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/13/605-609 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 Darbari Lal DAV Model School 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 wasprovided to the Manager/HoS of Darbari Lal DAV Model School on 19.05.2017 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 19.05.2017 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

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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 Observa		
1. The school been particles sum equation of the tot pay of the school DAVCMC. Order in 15/ Duggal. C/203 /23033-2 dated 15.12.19 manager restrained transferriamount Recogniz Unaided Fund to	pool has ying a all to 4% the schools management administrative varied facilities audit of schools and accountaced for the school society or any stitution. DACY CMC administrative the schools management accountaced facilities audit of schools and accountaced for the school school school school school society or any stitution. DE. Act/ om Principals, teach school s	support and viz. financial sthrough audit tes section, training of hers and other chools through academic instruction and hagement by ent, legal and ces, providing g to provident uity, leave d EDLI etc. In V CMC is all management selection and building for smooth the schools. DAV anizing science, Olympiads and arate education or schools for VIIIth Standard. administrative g dealt at DAV orders relating s, transfers, of purchases, ications etc. are DAV CMC, New W CMC has full partment for and evaluation of principals and ed on feedback, eps are being V CMC for their

S. No.	Common Observation	Clarification given by DAV CMC	Remarks
		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 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	
2.	Payments in relation to Gratuity and Leave Encashment	across the institution. 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.	During the course of hearing, 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. Liabilities and corresponding investments against gratuity and leave 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.

S. No.	Common Observation	Clarification given by DAV CMC	Remarks
S. No.	Common Observation		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 liabilities determined by the 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 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 on
			- To add back the amount of interest, as was earned or gratuity and leave encashment fund by DAN CMC over the years, duly certified by the statutory auditor of the school, in the corresponding investment.
3	Reserve Fund/ Loan with DAVCMC	Some of the schools in order to secure their money deposit with DAV CMC as reserve fund. DAV CMC is paying interest on these deposits @ 8% per annum which is higher than bank FD rates. Out of this reserve fund, loans etc. to the needy schools are arranged and they pay interest on these loans and advances.	accounts of the school. As per Order no. DE 15/ Act, Duggal.Com /203 /99 /23033-23980 dated 15.12.1999 the management is restrained from transferring any amount from the Recognized Unaided School Fund to society or trustor any other institution. Thus the school is hereby directed strictly to ensure that exact amount of interest is received from the society. This fund is

S. No.	Common Observation	Clarification given by DAV CMC	Remarks
	Observation		obviously available to the school and calculations have accordingly been made. Reconciliation statement of interest received /receivable should be attached with next year's fee hike proposal.
5	One time fees collection of Rs. 10,000/- Operation of Bank Account in the name of DAVCMC	each school maintains three	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. 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. Management Committee.

S. No.	Common Observation	Clarification given by DAV	Remarks
	Observation	after examining these allow 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.	
		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 a the close of financial year with corresponding credit to DAV CMC. This is only a book entrand these cheques and 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.	Detail of discrepancy	Submissions of the school	Remarks
No. 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. Further, development fee can be used for supplementing resources for purchase, upgradation and replacement of furniture, fixtures and equipment.	The school has maintained separate ledger account to monitor the utilisation of development fee. The school has spent Rs. 429 lakhs on the upgradation of furniture, fixtures, other equipments and facilities of the school	order dated 11.02.2009, school is not allowed to treat development fee as revenue receipt and is required to maintain depreciation reserve fund. School is directed to do proper accounting of the development fee collected and separate fund account

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16	As per the inspection report, i. The school does not maintain a depreciation reserve fund. ii. Development fee is treated as revenue receipts and the school does not maintain separate fund for Development Fees.	273 lakhs during FY 2015-16. The school is not able to maintain depreciation reserve fund due to paucity of funds.	the same should be utilised for the stipulated purposes in accordance 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 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. However, the school does not maintain separate fund for these earmarked levies and all incomes and payments in respect thereof are routed through from Income and Expenditure Account only.	The earmarked levies collected are spent for the purpose it was collected. Any surplus is utilised for meeting the shortfall in tuition fee vis-à-vis establishment cost.	Improper response. As per clause 22 of the order dated 11.02.2009, school is to charge earmarked levies on 'no profit no loss' basis and the same are to be utilised for the purposes for which these were collected. Further, school maintain proper books of accounts depicting clearly the amount collected, amount utilised and balance amount. The school should follow DOE instructions in this regard.
3.	Admission fees of some of the students were forfeited due to non-submission of documents or submission of wrong or false documents. This is the violation of clause (a) of Order No. 15 DE/Act/2010/ 726-36 dated 11-02-2011 and clause(a) Order No. F.DE-15/Act/1/08/155/part file/2922-29124 dated 25-02-2015 which stipulates that a school can forfeit registration fees only in case of non-submission or being submitting wrong or false	forfeited the admission fee only in the cases where the parents had withdrawn admissions due to their own reasons.	verified at the time of next fee increase proposal of the school, if any.
4.	documents. During for the FY 2015-16 the school has dismantled and reconstructed the toilet block. Amount of Rs.2,41,27,956 was incurred for this purpose and charged under Building repair and Maintenance.	and major expenditure was incurred for repair and maintenance in the past. During 2015-	is directed to follow ICAI pronouncements in relation to classification and presentation of expenses in the books of accounts. Further, it may be construed that capital

the students.

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:-

Particulars	2015-16	2014-15	2013-14
Inter Unit Balance (recoverable) with DAV CMC in Main A/c	82,62,973	76,50,901	70,84,168
Loan given by School to other DAV Institutions – Main A/c	10,00,000	10,00,000	33
Account Balance Due to Publication Division maintained by schools - Boys A/c	15,08,051	18,62,423	17,18,835
Current Account (Payable) Balance with School/ Colleges (In the books of DAV CMC) Main A/c	2,17,82,027	,	2,34,01,963

School order in secure their money deposit with DAV CMC as reserve fund. DAV CMC is paying interest on these deposits @ 8% per annum which is higher than bank FD rates. Out of this reserve fund, loans etc. to the needy schools are arranged and they pay interest on these loans and advances.

Loan of Rs. 10 lacs was given to associate schools 10-15 years ago to tide over their financial crisis. This is permissible under Rule 177 of DSE A & R, 1973 and we are making efforts to recover the same.

and the same is a allowable as it was unell in Modern School Judgment read with Rule 177 of DSEA & R, 1973 capital expenditure cannot form part of financial fee structure and can be only made out of the savings of the school. School should follow DoE instructions in this regard.

As per Order no. DE 15/ Act/ Duggal.Com /203 /99 /23033-23980 dated 15.12.1999 management is restrained from transferring any amount from the Recognized Unaided School Fund to society or trust or any other institution. Thus, the school is hereby directed strictly to ensure that exact amount of interest is received from the society. This fund is obviously available to the school and calculations have accordingly been made. Reconciliation statement of interest received /receivable should be attached with next year's fee hike proposal. Compliance shall verified at the time of next fee increase proposal of the school, if any.

School should recover the amount given to society within 60 days from the date of issue of this order.

The amount payable to DAV publication division is against purchase of books.

As per the financial each school scheme maintains three bank accounts viz. School Account and Pupil Fund Account, both being operated by Head of and School the Manager and the third CMC DAV being is which account office operated by of the bearers Managing Committee. The third account has been maintained with a view of exercise financial control over schools. The schools are required to all fees transfer collections and other this to revenues and the account the of expenditure school is recouped from this account after they are approved by DAV CMC. All schools to submit have expenditure statements alongwith documentary evidences to Head Office after who examining these allow the expenses to be withdrawn from this account: The schools have to justify the

School is directed to implement proper internal control systems in relation to procurement of goods and services ensuring that all transactions are entered at arms' length prices only.

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

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3		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.	
6.	On the inter unit recoverable amount from DAV CMC, the school is accounting for interest receivable and adding to the principal amount without any actual recovery in last 3 years.	secure their money deposit with DAV CMC as reserve fund. DAV CMC is paying interest on these deposits @ 8% per annum which is higher than bank FD rates. Out of this reserve fund, loans etc. to the needy schools are arranged and they pay interest on these loans and advances.	As per Order no. DE 15/ Act/ Duggal.Com /203 /99 /23033-23980 dated 15.12.1999 the management is restrained from transferring any amount from the Recognized Unaided School Fund to society or trust or any other institution. Thus, the school is hereby directed strictly to ensure that exact amount of interest is received from the society. This fund is obviously available to the school and calculations have accordingly been made. Reconciliation statement of interest received /receivable should be attached with next year's fee hike proposal. Compliance shall be verified at the time of next fee increase proposal of the school, if any.
7.	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 DAN 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 of retirement.	e 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	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

the time of retirement and leaving the services are settled by head office. Separate school-wise ledger accounts are being DAV maintained at CMC showing liabilities for gratuity and leave encashment. There is no default of delay in settlement of claims.

As per DAV CMC submission, the fund and Gratuity Encashment Leave fund balance of the school as at 31.03.2016 are Rs. 2,13,99,035/- and Rs. 2,08,92,110/respectively.

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 leave encashment are not reflected in the books of accounts of the school. Also, benefit of interest earned these investments not passed on to individual school 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 liabilities determined by the 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

		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 on gratuity and leave encastment fund by DAV CMC over the years, duly certified by the statutory auditor of the school, in the corresponding
	And the state of the state of	investment accounts of the school.
8.	The School prepares its Consolidated Financial Statements by consolidating accounts of 'Main Account' and 'Boys Fund Account'. The consolidated Balance Sheet for the year 2015-16, shows 'Intra-Institution Balance (within school)' amounting to Rs.5,80,31,170 in the assets side. Intra unit balances between 'Main Account' and 'Boys Fund Account' in their respective Balance Sheets are supposed to be set off during consolidation and show no residual balances. Presence of this item in the Consolidated Financial Statements of the school prima facie indicates that the accounts are not presented as per GAAP.	Improper response. School should ensure that proper presentation of all transactions are made in financial statements.

Other discrepancies:

S. No.	Detail of discrepancy	Submissions of the school	
1.	The school has not provided the complete list of students including EWS students and free-ship students. Therefore, in the absence of the same, it is not possible to comment whether incomes shown in the financial statements corroborated with the fee structure and	of students including EWS and student-wise details are	are enclosed

number of students. Also, the school has not provided the list of students which were considered in the budget for FY 2016-17.

verified at the time of next fee increase proposal of the school, if any.

And whereas, after going through the representations dated 03.04.2017 and submissions made by the school during the hearing held on 19.05.2017 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. 3,03,85,152/- as per the following details:-

Particulars	Amount (Rs.)
Cash and Bank balances as on 31.03.16 as per audited Financial Statements	6,43,72,114
Investment as on 31.03.16 as per audited Financial Statements	1,47,66,671
Add: Amount recoverable from DAV CMC (Current Account, Reserve Fund)	82,62,973
Add: Loan given to Other than DAV School	10,00,000
Total	8,84,01,758
Less: Amount payable to DAV CMC	2,17,82,027
Less: Development Fund and Depreciation Reserve Fund#	
Available Funds	6,66,19,731
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)	28,09,54,642
Other income for 2015-16 as per financial statement	2,28,74,079
Estimated availability of funds for 2016-17	37,04,48,452
Less; Budget expenses for the session 2016-17 as submitted by school management*	34,00,63,300
Net Surplus	3,03,85,152
#In the halance shoot of the school for EV 2015 16	

#In the balance sheet of the school for FY 2015-16, development fee fund is Nil while depreciation reserve fund is Rs. 10,29,26,880/-. The school has created the depreciation reserve fund for the first time in the FY 2015-16 and hence the same was not considered in the above calculations.

*School has budgeted for Vehicles (3 buses) which amounts Rs. 60,00,000/-. This expenditure is not considered in the above calculation as same cannot be charged from each student and the school should purchase the vehicles out of the accumulated surplus generated from transport fee.

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 rated 11/02/2009, user charges should be collected on no profit and no loss should be used only for the purpose for which these are collected. According school is advised to maintain separate fund in respect of each earmarked levies from students in accordance with the DSEA & R, 1973 and orders, circulars, etc. there under. If there are large surpluses under any earmarked levy collected from students, the same shall be considered or adjusted for determining the earmarked 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 and depreciation reserve fund account 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 along with 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 funds to meet the financial implications for the financial year 2016-17 and the representation dated 03.04.2017 and subsequent submissions made 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 Darbari Lal DAV Model School, ND-Block, Pitampura, Delhi, 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:

1. 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.

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- 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 Aratap)
Deputy Director of Education
Private School Branch
Directorate of Education

To

The Manager/HoS
Darbari Lal DAV Model School,
ND-Block, Pitampura, Delhi

No. F. DE-15/ACT-I/WPC-4109/PART/13/9 19

Dated: 13 / 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, GNCT of Delhi.
- 4. DDE concerned.
- 5. Guard file.

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