
SCHOOL EDUCATION DEPARTMENT
3.3 Sarva Shiksha Abhiyan in Nagaland

The Sarva Shiksha Abhiyan was launched all over the country from January 2001 onwards. However in Nagaland the programme started only in 2003-04. The basic data on educational indicators were available only from 2003-04 which was not updated as Educational Management Information System (EMIS) was not made functional till date. The Perspective Plans required for all the districts and the State for the period up to 2010 had not been prepared. The issues relating to out of school children, children with special needs and the girls education are yet to be addressed by the State. The infrastructure facilities in the State were dismal and construction works were carried out without any technical inputs. The State Implementation Society (SIS) has also not framed any time-bound programme to train 65 per cent of untrained teachers and 45 per cent under-qualified teachers, thus making quality education a distant dream. With these basic inputs not in place, the objective of ensuring that all children complete five years of primary education by 2007 and eight years of elementary schooling by 2010 is not likely to be achieved.

Highlights

The State had not prepared a perspective plan for all the districts and the State for the period up to 2010. The State did not have any basic data on educational indicators such as total child population, enrollment, drop out rate etc. upto 2003-04. The data available during 2003-04 was also not updated in the subsequent years.

(Paragraph 3.3.1)

The State Government did not release its matching share of Rs.4.93 crore in 2002-03, Rs.2.38 crore in 2003-04 and Rs.2.81 crore in 2004-05 which led to non-release/short-release of Central share in the subsequent years.

(Paragraph 3.3.7)

According to the survey (2003-04), the three districts test checked were grossly deficient in infrastructure as 76 per cent schools had no drinking water facilities, 94 per cent had no electricity, 55 per cent had no verandah, 97 per cent had no toilet for girls and 92 percent of schools had no urinal and 86 percent of school buildings had dilapidated walls, roof and floors.

(Paragraph 3.3.8)

41 per cent of the teachers were not properly qualified for teaching purposes and 65 per cent of teachers were not trained to perform the job.

(Paragraph 3.3.11)

Sarva Shiksha Abhiyan funds of Rs.10.65 lakh were diverted for distribution of free text books in Kiphire under Tuensang district though the State was providing funds for the same purpose.

(Paragraph 3.3.14)

There are 192 habitations having no primary schools within one kilometer. The State covered only 32 per cent of 60,803 out of school children assessed during 2003-04 by arranging Alternative Education (AE) through two NGOs. Out of school children covered by Alternative Education (AE), only 17 per cent were brought into the mainstream.

(Paragraph 3.3.16)

There were 72 upper primary schools eligible for Teaching Learning Equipment (TLE) grant of Rs.50, 000 as one time assistance. None of the Upper Primary schools were selected for the grant. Instead, Rs.63 lakh was released to 126 Government High Schools and Higher Secondary Schools.

(Paragraph 3.3.19)

Introduction

3.3.1 The Sarva Shiksha Abhiyan (SSA) aimed to provide useful and relevant elementary education to all children in the 6 to 14 age-groups by 2010 with active participation of the community and school management committees in order to bridge social, regional and gender gaps. The main objectives of Sarva Shiksha Abhiyan are:

- to have all children in school by 2003, complete five years of primary school by 2007 and eight years of elementary school by 2010
- to focus on quality elementary education with emphasis on education for life
- to bridge all gender and social category gaps at the primary stage by 2007 and at elementary level by 2010
- Universal retention by 2010.

Though the main focus of Sarva Shiksha Abhiyan is on capacity building through training, community based data collection and its analysis, the State did not have any basic data on educational indicators such as total child population, enrollment, drop out rate etc. up to 2003-04. The data available during 2003-04 was also not updated in the subsequent years. In the absence of updated data it was not possible to comment on the retention of children enrolled in the system. The Perspective Plan for each district and the State for the period upto 2010 have not been prepared. Audit scrutiny was carried out on the basis of Annual Plans.

Organisational set-up

3.3.2 The State Implementing Society consists of the State Mission Authority with Chief Secretary as the Chairman and the Commissioner and Secretary, School Education, as the Vice Chairman. The Mission Director, an officer of the level of Deputy Secretary, acts as the Chief Executive, who is assisted by the State Project Director. The District Mission Authority (DMA) is headed by Deputy Commissioner as the Chairman and the District Education Officer as the District Coordinator who is also the chief executing officer assisted by one Assistant District Coordinator in each district. At the village level, the Village Education Committees (VEC) are the agency which coordinates with the schools in implementing the activities of Sarva Shiksha Abhiyan.

Scope of Audit

3.3.3 The performance audit covered the progress of various activities of Sarva Shiksha Abhiyan for the period 2000-05 in three districts (Kohima, Phek and Dimapur) and the State Mission Authority. 51* *per cent* of the total expenditure during 2000-05 was test checked.

Audit objectives

3.3.4 The audit objectives were to see whether:

- the programme was planned and executed properly in line with the overall objectives at the State and district level.
- the infrastructure was adequate.
- the technical inputs envisaged in the guidelines for civil works were followed.
- the teachers were adequately qualified and trained to impart quality education.
- the problem relating to 'out of school children' and 'children with special needs' were addressed properly to achieve the objective of 100 *per cent* retention by 2010.
- the performance was effectively monitored to plug any loopholes in implementation of the scheme.

Audit criteria

3.3.5 In order to assess the extent of achievement of the programme with respect to economy, efficiency, and effectiveness, the main criteria were;

- funds flow and its utilisation *vis-a-vis* the annual plan documents and approved outlay.
- norms/standards prescribed for infrastructure development.

* Total expenditure of the State on SSA = Rs.39.90 crore
Expenditure covered in Audit = Rs.20.28 crore

- norms prescribed for training of teachers.
- survey reports and other statistical data available on basic educational indicators.
- norms for distribution of free text books and other innovative learning activities.
- norms for teaching and learning equipment grants.
- norms for evaluation and monitoring.

Audit Methodology

3.3.6 The performance audit began with audit engagement by an entry point conference (7 July 2005) attended by the Secretary, School Education Department besides other implementing officers. This was supplemented by discussion between senior officers of the Department and the Accountant General (Audit). At the end an exit conference was held (27 September 2005) which was attended by the Secretary and other subordinate officers responsible for implementation of the scheme. The review was finalised after taking into account the points put forth by the department during the exit conference.

The Random Sampling method was adopted for selection of samples for test check. Records of the State Mission Authority, three selected District Mission Authorities out of eight, nine Educational Block Resource Centres (EBRC) (one urban and two rural blocks in each selected district) out of 41 in the State and 53 schools (two primary, middle and high schools from each selected block) out of 1724 in the State were test checked. The audit observations on the basis of analysis of data of selected samples in comparison to the various criteria set for achieving the objectives are incorporated in the succeeding paragraphs.

Financial Arrangements

3.3.7 The details of the funds released by the Government of India and the State Government during 2000-01 to 2004-05 are as under:

Table 3.3.1

(Rupees in crore)

Year	Project Approval Board Approved	Fund Received			Expenditure
		GOI	State Share	Total	
2000-01		0.30	0.02	0.32	-
2001-02		0.81	-	0.81	0.20
2002-03	19.71	9.73	-	9.73	2.03
2003-04	29.51	NIL	5.00	5.00	10.15
2004-05	34.40	20.88	5.79	26.67	27.51
Total	83.62	31.72	10.81	42.53	39.89

(Source: Financial statement furnished by State Mission Authority)

From the above table, it can be seen that the funds received were less than the total approved outlay. Despite the short receipt, the State was unable to utilise

the whole amount, indicating that it was not adequately prepared to utilise the funds released.

As per the financial norms of Sarva Shiksha Abhiyan, the sharing arrangement was 85:15 during the IXth Plan and 75:25 during the Xth Plan (2002-07). The table below shows that the State Government did not release its matching share of Rs.4.93 crore, Rs.2.38 crore and Rs.2.81 crore during the years 2002-03, 2003-04 and 2004-05 respectively. This adversely affected the fund flow from the Centre during 2003-04 and 2004-05.

Table 3.3.2

(Rupees in crore)

Year	Approved outlay	Funds to be released by		Funds actually released		Amount of Short release	
		GOI (75%)	State (25%)	GOI	State	GOI	State
2000-01	NA			0.30	0.02	-	-
2001-02	NA	-	-	0.81		-	-
2002-03	*19.71	14.78	4.93	9.73	Nil	5.05	4.93
2003-04	29.51	22.13	7.38	Nil	5.00	22.13	2.38
2004-05	34.40	25.80	8.60	20.88	5.79	4.92	2.81
Total	83.62	62.71	20.91	31.72	10.81	32.10	10.12

*Out of this, Rs.6.73 crore was earmarked for Education Guarantee Scheme/Alternative and Innovative Education subject to the approval of detailed proposal by the state level committee. The detailed proposal was not prepared, as such the State did not receive the earmarked fund.

Civil works

Infrastructure Survey

3.3.8 In the three selected districts (Kohima, Dimapur and Phek) there are 682 schools. The State had conducted an infrastructure survey in 2003-04 only in 500 schools. A summary of the survey is given below:-

Table 3.3.3

District	Total No. of school	Total No. of school where survey was conducted	No. of school with no drinking water facility	No. of school with no electricity	No. of school with no boundary wall	No. of school with no verandah	No. of school with no toilet for girls	No. of school with no urinal	No. of school building with dilapidated wall, roof and floor
Kohima	270	217	162	202	204	111	208	198	181
Dimapur	238	143	125	136	138	81	139	133	129
Phek	174	140	95	131	139	81	137	127	119
Total	682	500	382	469	481	273	484	458	429
Percentage			(76 %)	(94 %)	(96 %)	(55 %)	(97 %)	(92 %)	(86 %)

(Source: School Survey Reports 2003-04)

The survey report gives a dismal picture of the infrastructure facilities existing in the State as 76 per cent of schools had no drinking water facility, 94 per cent had no electricity, 55 per cent had no verandah, 96 per cent had no boundary wall, 97 per cent had no toilet for girls, 92 per cent had no urinal and 86 per cent school buildings had dilapidated walls/roofs and floors. The State Implementation Society did not take up infrastructure components found deficient as discussed above, except construction of 10 school buildings

(Kohima: 3; Dimapur: 5; Phek: 2) 19 one room extension; (Kohima: 3; Dimapur: 8; Phek: 8) 11 two room extension (Kohima: 5; Dimapur: 4; Phek: 2) and 307 boundary wall construction (Kohima: 142; Dimapur: 78; Phek: 87) during 2002-03.

In reply, the State Mission Authority while admitting the facts stated (October 2005) that the year-wise activities were taken up on the basis of funds made available for the purpose. However, the authority was silent on the possible availability of funds to cover the deficient infrastructure scenario of the State by 2010.

Shortfall in achievement of target

3.3.9 The Government of India issued from time to time, guidelines for management structures for civil works such as preparation of infrastructure plan, designs, specifications and technologies, barrier free construction for child with special needs, and quality construction and quality control measures etc. In compliance with the above guidelines, the State Mission Authority had issued instructions to the District Mission Authority that the estimates for construction and repair of School buildings were to be prepared by the engineering wing of the Education Department or any competent technical personnel. For all practical purposes, the engineering wing of the Education department was to supervise and issue completion certificate of all the works. The district-wise civil works taken up for the entire State at a cost of Rs.18.20 crore is detailed in ***Appendix-XXVI***.

Test check revealed that the estimates were neither prepared by the designated competent agencies nor were the works supervised. The works stated to have been completed were also not supported by completion certificates from the competent authority, but were based on the utilisation certificates submitted by the Village Education Committee. In the absence of any report on supervision by technical personnel, Audit could not verify the authenticity and effectiveness of the implementation.

The target of civil works for the year 2002-03 as provided in the annual work plan and achievement for the three districts test checked are given below.

Table 3.3.4

Item	Physical target				Achievement				Shortfall
	Kohima	Dimapur	Phek	Total	Kohima	Dimapur	Phek	Total	
One Room	3	8	8	19	2	7	8	17	2
Two room	5	4	2	11	3	3	2	8	3
Full Government Primary School	2	4	1	7	Nil	2	1	3	4
Full Government Middle School	1	1	1	3	Nil	1	1	2	1
Boundary Wall	142	78	87	307	26	65	18	109	198
Educational Block Resource Centre construction	1	2	1	4	Nil	2	1	3	1
	Total target			351	Total achievement			142 (40%)	209

(Source: Statement furnished by the District Mission Authority¹)

¹ Expenditure for the year 2002-03 in respect of Dimapur: Rs.79.45 lakh/ Kohima: Rs.89.30 lakh/ Phek: Rs. 62.25 lakh.

The above table reveals that only 40 *per cent* civil works taken up during 2002-2003 could be completed. The expenditure on civil works for the three districts during that year was Rs.2.32 crore (Kohima: Rs.0.89.crore; Dimapur: Rs.0.80 crore; Phek: Rs.0.63 crore). The State Mission Authority stated that the delay in completion of the civil works was due to delay in release of funds by the Government of India and the subsequent release by the State Mission Authority and District Mission Authorities to the Village Education Committees. The civil works targeted during 2003-04 and 2004-05 could not be started as the funds for the year 2003-04 were released to the District Mission Authorities only during April 2005.

In reply, the State Mission Authority stated (October 2005) that the technical input and supervision of the civil works as per the guidelines is now being complied with.

Construction of Boundary Wall

3.3.10 The Government of India had issued guidelines (October 2002), emphasizing the technical input as an essential ingredient for achieving quality construction which should also conform to the best standards available in the area having least possible cost of maintenance. The technical input was to be for proper planning, designing, proper technical training of the community, adopting sound cost effective construction technologies/techniques and adequate supervision.

The State Mission Authority spent an amount of Rs.1.23 crore for construction of boundary walls in 307 schools in the three districts during 2002-03, details of which are shown below:

Table 3.3.5

Name of the district	Physical target	Expenditure (Rs.)	Number of work claimed to be completed	Shortfall	Date of fund release by State Mission Authority	Date of fund release by District Mission Authority
Kohima	142	56,80,000	26	116 (82 %)	(a) 09-04-2003 Ist Installment (b) 21-07-2004 IInd Installment.	(a) .(i) 09-02-04 Ist Installment ii) 16-03-04 IInd Installment b) NA
Dimapur	78	31,20,000	65	13 (17 %)	(a) 09-04-2003 Ist Installment (b) 21-07-2004 IInd Installment	(a).(i) 04-12-03 Ist Installment (ii) 15-03-04 IInd Installment (iii) 09-09-04 IIIRD Installment (b) NA
Phek	87	34,80,000	18	69 (79 %)	(a) 09-04-2003 Ist Installment (b) 21-07-2004 IInd Installment.	Oct-Dec 2003
Total	307	1,22,80,000	109	198 (64%)		

Note: The funds are shown to have been spent when the money is released to the Village Education Committees for carrying out construction works. However the completed works are on the basis of Utilisation Certificates received from the Village Education Committee.

Out of 87 schools in Phek district, only 18 schools/Village Education Committees (VEC) submitted Utilisation Certificates. Scrutiny of these Utilisation Certificates revealed that the construction of boundary walls were certified by the VECs to have been completed within the amount of Rs.12, 000 each released as the first installment. The District Mission Authority, however, released the subsequent installment of Rs.5.04 lakh to the same schools during October and November 2003. The reason for release of second installment when the work was completed with the amount released in the first installment by 18 schools was not on record. The State and District authority also did not verify the authenticity of the claim and the quality of the work claimed to have been completed with Rs.12,000 against Rs.40,000 as estimated on an average. The second installment (Rs.18.20 lakh) was also released to 69 other schools though Utilisation Certificates were not submitted by them.

All the 78 schools in Dimapur district submitted the Utilisation Certificates. Scrutiny revealed that 13 schools had diverted an amount of Rs.2.93 lakh out of Rs.31.20 lakh, towards items other than the construction of boundary walls. There was no record to substantiate the compliance of the technical inputs envisaged in the guidelines issued by the Government of India. In the absence of any system for monitoring and evaluation of the construction works the effectiveness and efficiency of the works could not be assessed in audit.

In reply, the Authority stated (October 2005) that the funds diverted for repair and maintenance would be adjusted in the subsequent allotment for the same purpose.

In respect of Kohima district, the Utilisation Certificates were not produced to Audit.

Teachers training

3.3.11 The total number of untrained teachers *vis-a-vis* the total teachers in Government Primary and Middle Schools prior to 2003-2004 was not available on record. The number of teachers trained during 2002-05 as claimed by the Department is as under:

Table 3.3.6

Type of training	2002-03		2003-04		2004-05	
	Total teacher	Teachers trained	Total teacher	Teachers trained	Total teacher	Teachers trained
20 days	NA	752	10583	2986	10215	8174
30 days	NA	NIL	513	NIL	496	NIL
60 days	NA	231	2100	2030	5642	300

(Source: Statements furnished by the State Mission authority).

During the year 2002-03 to 2003-04, teachers training was entrusted to the State Council of Educational Research and Training for which an amount of Rupees one crore was released on different occasions during 2002-04. Out of the above amount, Rs.98.38 lakh was utilised for training of 3,673 teachers by State Council of Educational Research and Training. The balance amount of Rs.1.62 lakh was not returned. An amount of Rs.47.06 lakh was also released

(November 2003 to March 2004) to the Director of School Education for imparting training to five categories of teachers (Physical Education, Carpentry, Knitting, Hindi and Language teachers). As the State Council of Educational Research and Training could not submit the Utilisation Certificate in time, the State Mission Authority released funds to the Educational Block Resource Centres (EBRCs) from 2004-05 for imparting 20 days training to In-service teachers.

Even after incurring an expenditure of Rs.1.47 crore, 65 per cent of teachers were not trained as per the guidelines of SSA.

According to the Appraisal Report 2003-04, 65 per cent of teachers in the State were untrained (National Council of Teacher Education norms). The department did not prepare any time bound programme to train the untrained teachers.

The minimum qualification prescribed for a primary teacher in the State is Higher Secondary. Test check of records in the three selected districts revealed that, on an average, the qualification of 43 per cent of the primary teachers was below the prescribed norm as detailed below:

Table 3.3.7

Name of the District	Total number of primary teachers	Total no. of teachers in upper primary schools having primary section	Total Primary and Upper Primary teachers	Number of teachers having qualification less then the prescribed norm	Percentage of under qualified teachers to total primary and upper primary teachers
Kohima	925	227	1152	506	44
Phek	496	155	651	314	48
Dimapur	934	84	1018	404	40
Total	2,355	466	2,821	1,224	43

(Source: Survey Report 2003-04)

The above table shows that, a large number of under qualified teachers are deployed to teach students of the primary level. The National Institute of Education Planning and Administration report published in 2004 also confirms the presence of 41 per cent of under qualified teachers in primary and upper primary level in the State. The absence of any time bound programme to train these under qualified teachers will adversely affect the objective of imparting quality education in the elementary level.

In reply, the State Mission Authority stated (October 2005) that as a result of the audit observation, a Committee has been constituted by the State with the Commissioner and Secretary of the Education Department as Chairman to look into the matter relating to teachers training.

Excess expenditure of Rs.14.54 lakh on training

3.3.12 As per norms, the unit cost of Rs.70 per day per teacher and the number of days for each type of training should be strictly adhered to which includes the cost of development of training modules and teachers' guides.

The State Mission Authority incurred an expenditure of Rs.1.47 crore during 2002-03 and 2003-04 for imparting training to 5,183 teachers against the target of 10,177 teachers during the period. Out of 5,183 teachers claimed to have been trained, 1,395 teachers were imparted training for four days and 10 days against the target of 20 days training during 2003-04 incurring an expenditure of Rs.19.53 lakh. The actual expenditure on training for 1395 teachers during 2003-04 as calculated in audit comes to Rs.4.99 lakh* only at the prescribed rate stated above. Thus, there was an excess expenditure of Rs.14.54 lakh when calculated with reference to the actual number of training days. The shortening of the duration of training by the State Mission Authority is bound to have an adverse affect on the effectiveness of the training.

In reply the State Mission Authority stated (October 2005) that, though the expenditure was booked for the whole 20 days training, the duration of the training was reduced to meet other contingent expenses. The reply is not tenable as the overall ceiling of Rs.70 per day per teacher and the number of training days was to be strictly adhered to in terms of the scheme.

Overstatement of expenditure by Rs.11.07 lakh under Teachers Training

3.3.13 Scrutiny of records revealed that during the year 2003-04, against the target of 3,050 in-service teachers and 2,100 refresher/untrained teachers training, the State Mission Authority claimed to have imparted training to 2,986 in-service teachers and 2,030 refresher/untrained teachers.

Scrutiny of the report submitted by the State Council of Educational Research and Training and the Education Department revealed that training was actually imparted only to 2,824 in-service and 1,401 refresher/untrained teachers. The above fact revealed that the number of teachers actually trained was inflated by 162 (in-service teacher) and 629 (refresher/untrained teachers) which have resulted in overstatement of expenditure by Rs.11.07 lakh*.

The reason for the difference in the figure of teachers actually trained and claimed to have been trained was not furnished to Audit. The defective and incorrect reporting indicates ineffective control and lack of monitoring on expenditure.

* 774 X 4 X 70 =Rs.	2,16,720.00
300 X 4 X 70 =Rs.	84,000.00
133 X 10 X 70 =Rs.	93,100.00
188 X 8 X 70 =Rs.	1,05,280.00
	Rs. 4,99,100.00
* 162 X 20 X 70 = Rs.	2,26,800.00
629 X 20 X 70 = Rs.	8,80,600.00
	Rs. 11,07,400.00

Free Text Books

Diversion of funds: Rs.10.65 lakh

3.3.14 According to Para 25.6 of Financial Management and Procurement, it should be ensured that the State was not already providing free text books to any class of children. In cases where the text books were provided by the State, it should not be provided under Sarva Shiksha Abhiyan.

The Government of Nagaland has a State scheme of providing free text books to all students from class I to IV and from classes I to VIII to the two districts viz, Tuensang and Mon. The funds released from the State plan for distribution of free text books for the two districts (Tuensang and Mon) and actual expenditure incurred by each district during the year 2003-04 were Rs.70.49 lakh and 68.64 lakh respectively.

Test check revealed that, an amount of Rs.10.65 lakh was released to the Deputy Inspector of Schools, Kiphire under Tuensang District in March 2004 from Sarva Shiksha Abhiyan fund for distribution of free text books which was not permissible under Sarva Shiksha Abhiyan norms as the State Government was providing free text books to the students of classes I to VIII in that district.

In reply, the State Mission Authority, while admitting the facts stated (October 2005) that ex-post-facto sanction was sought (September 2004) from the Government of India to regularise the diversion, but the response to this had not been received (October 2005).

Distribution of cash instead of Text book

3.3.15 Test check revealed that during 2003-04 and 2004-05, except in a few schools, Rs.150 was disbursed to each student in cash instead of providing text book, as detailed below:

Table 3.3.8

Name of the district	Year of receipt of fund	No. of Schools test checked	No. of Schools issued free test book	No. of schools where cash payment was made	No. of schools who could not produce the records	No. of schools where the amount was not utilized
Dimapur	2004	11	2	9	-	-
Phek	2004	12	12	-	-	-
Kohima	2004	12	5	1	6	-
Dimapur	2005	11	1	10	-	-
Phek	2005	12	8	4	-	-
Kohima	2005	12	1	3	6	2

(Source: Departmental figures).

Further scrutiny revealed that the money was released to the schools only in the month of April, whereas the school session begins in the month of February in the State. In Kohima district, six schools out of the 12 schools test checked could not produce any records relating to distribution of free text books or payment of cash to students.

In reply the delay in fund flow was accepted by the Authority, who also stated (October 2005) that disbursement of cash was considered to be a reimbursement of the cost of books already purchased by the students. The reply is not tenable as this amount is not sufficient to meet the cost of text books and may not be utilised for the purpose by the intended poor beneficiaries.

Alternative and Innovative Education (AIE)/Educational Guaranteed Schools (EGS)

3.3.16 There are 192 habitations having no primary schools within one kilometer. These areas were proposed to be covered under Alternative and Innovative Education/Educational Guaranteed Schools (AIE/EGS). The number of children not covered by any school in these areas was not available on record. There were 60,803 out of school children in the State as per survey 2003-04 constituting 14 *per cent* of the total child population of 4,21,593. To cover the out of school children the State Mission Authority released Rs.2.68 crore to two Non-Governmental Organisations (Nagaland Baptist Church Council; Rs.2.67 crore and BOSCOM: Rs.1.39 lakh). The NGOs covered only 19,585 children under AIE, by conducting residential and non-residential camps, which constituted only 32 *per cent* of the total out of school children assessed in 2003-04.

The number of children covered during the year 2004-05 *vis-à-vis* the actual out of school children in the three selected districts were as under:

Table 3.3.9

District	No. of out of school children	No. of children targeted to be covered by NGOs	Actually covered	Percentage of achievement	Actual no. of children enrolled in mainstream	Percentage of achievement to actually covered children
Kohima	11901	1992	2120	18	497	23
Dimapur	13230	3618	2976	22	NA	-
Phek	4093	4093	1220	30	82	07
Total	29224	9703	6316	22	579	09

(Source: Appraisal report and Statements furnished by the District Mission Authorities).

The information furnished by the two District Mission Authorities (Kohima and Phek) in respect of Alternative and Innovative Education undertaken by Nagaland Baptist Church Council, revealed that only 579 students (17 *per cent*) out of 3,340 children in two districts were enrolled in the regular schools. No records were furnished to Audit in respect of an Non-Governmental Organisation (BOSCOM), which was engaged to cover the out of school children in Dimapur. The balance out of school children was left unattended and the arrangements with the NGOs which expired in March 2005 were also not renewed till the date of audit (September 2005).

In reply the State Mission Authority stated (October 2005) that the uncovered habitations and the unattended out of school children would be covered during the next year.

Computer Education

3.3.17 Computer education is an important component of the Sarva Shiksha Abhiyan which planned to provide Rs.15 lakh to each district annually under innovative activities. The main objectives of computer based education at elementary level was to create computer awareness among the children at elementary level, make teaching and learning more effective and interesting, and also to empower the teachers to generate supplementary material in digitalized form and improve the quality of education.

Computer education was launched in the State only in 2004-05. The reason for delay was stated to be non-approval of the innovative component of Sarva Shiksha Abhiyan by the Project Approval Board in 2002-03 and non-release of funds in 2003-04.

The Executive Committee of the State Mission Authority, approved (June 2004) the implementation of computer education only for 16 schools initially. Accordingly a Memorandum of Understanding (MoU) was signed (June 2004) with one Chennai based firm (M/s Tele data informatics). Detailed Project Report was approved (September 2004) for Rs.2.02 crore which includes the cost of computer hardware, training, preparation of software for child education etc. Computer education was subsequently proposed (February 2005) to be extended to 64 more schools (second phase) at the cost of Rs.3.37 crore.

Supply of computers in 16 schools selected in the first phase was in progress. The status of further execution of the first and second phases could not be furnished (August 2005) to Audit.

Training of teachers on Computer Aided Learning

3.3.18 During the first phase, a target was fixed to impart training to 80 teachers (5 teachers from each school) with 10 nodal officers and 256 teachers in the second phase. Against the target of 80 teachers in the first phase, only 52 teachers could be trained (November 2004) till the date of audit resulting in short fall of 35 *per cent*. No time frame was prescribed for imparting training in the second phase. No assessment/evaluation of the impact of the training was conducted.

In reply the Authority stated (October 2005) that the teachers training for the first phase has been completed. The reply is not tenable as audit scrutiny revealed that only 65 *per cent* teachers were trained.

Irregular release of Teaching and Learning Equipment grant

3.3.19 Teaching and Learning Equipment (TLE) grant of Rs.50,000 was a one time grant admissible to new upper primary schools, up-graded upper primary schools and existing upper Primary Schools not covered under Operation Black Board (OBB) scheme. According to the Survey 2003-04, there are 72 Upper Primary Schools not covered under OBB, out of which 21 Upper Primary School falls under the three districts test checked (Dimapur-11,

Kohima -1, and Phek-9). Instead of providing the grant to new, up-graded and existing upper Primary Schools not covered under OBB, grants amounting to Rs.63 lakh were released to 126 Government High and Higher Secondary Schools. Test check of records in three districts revealed that, out of Rs.9 lakh released to 18 Government High Schools, only one school could fully utilize the funds (6 *per cent*); the remaining seventeen schools diverted Rs.6.83 lakh (76 *per cent*) for other purposes such as construction, repair and renovation of schools, etc.

In reply, the State Mission Authority stated (October 2005) that the grant was also admissible to High Schools as the middle section was also attached to those schools. The contention is not tenable as the grant was meant for providing Teaching and Learning Equipments to new Middle Schools and not to the High Schools which by virtue of its being a high school is likely to be already equipped with the basic Teaching Learning Equipments required for the Middle Section.

Evaluation and Monitoring

3.3.20 During the years 2002-05 the National Level Team conducted supervision only once in each year against the norms of two. The State Implementation Society did not evolve (as required) a monitoring format indicating the process and quality indicators in order to track the quality of programme implementation. At the district level, there is no specific reporting norm/standard on monitoring by the nodal officer in-charge of elementary education. The Coordinators of the Educational Block Resource Centres (EBRC) in each block was to visit at least two schools every month and submit report to the State Mission Authority. These reports were never submitted.

As per the guidelines, the Nagaland University was entrusted with the responsibility of monitoring the implementation of the scheme on quarterly basis. The University submitted (April 2004) only one report till the date of audit (September 2005).

Conclusion

3.3.21 As detailed above Sarva Shiksha Abhiyan (SSA) was started only in 2003 in the State (a delay of more than two years).It could not make any impact on the prevalent condition due to-

- Non-availability of basic data on educational indicators such as dropout, children with special needs among others, etc and its regular updating.
- Educational Management Information System (EMIS) not being functional till date.
- Non-preparation of perspective plan for the State to achieve the time-bound targets.

- Majority of teachers remaining untrained and under qualified.
- Poor quality of infrastructure.
- Non-redressal of issues relating to out of school children and children with special needs.

With the present state of affairs it will be difficult for the State to achieve the objectives of SSA within the targeted period.

Recommendations

3.3.22 The following recommendations are made:

- The basic educational data available for the year 2003-04 needs to be updated every year. This can be done by making the Educational Management Information System operational as envisaged in the programme guidelines.
- Perspective Plan up to 2010 needs to be prepared and annual operational plans should be derivatives from the perspective plan. The areas of shortfall need to be identified and remedial action needs to be taken accordingly.
- Effective planning and implementation is required to impart training to all the untrained teachers and upgrade the qualifications of the under-qualified teachers to achieve the objective of quality elementary education.
- Considering the poor infrastructure in the State, provision of the basic facilities needs to be given priority. The technical input as envisaged in the guidelines needs to be ensured for proper and quality construction.
- Specific need-based training of community leaders and field functionaries needs to be carried out in order to achieve the objective of the programme.
- Efforts should be made to address the issues relating to out of school children and children with special needs.