

An Evaluation Study of Implementation of Scheme of Upgradation of School of Nursing into Colleges of Nursing in Various States of India

Nanthini Subbiah¹, Bhargavi²

Abstract

On behest of the Ministry of Health & Family Welfare (MoHFW), an evaluation on Central Sector Scheme of Development of Nursing Services was done by National Institute of Health & Family Welfare (NIHFW) to assess the utilisation of facilities developed in various training institutions funded by MOHFW for upgradation into College of Nursing. Descriptive cross sectional design was adopted to select a total of 9 institutes from 8 states using random sampling method. Data were collected in December 2019 and January 2020 with the help of structured questionnaire and observation checklist related to scheme and statutory guidelines. The study revealed that all states/institutions utilised the fund under the heads as specified but only few institutions (4/9) upgraded as per scheme guidelines and purposes. Rest of the institutions utilised the fund as per the decision of state government. Some institutions continued the same diploma course (2/9). Majority (7/9) institutions received only first instalment of fund. Three institutions (in Gujarat, Manipur & Tamil Nadu) utilised the entire amount as per the institution's need. Utilisation certificate was submitted by all institutions. Most of the institutes (in Gujarat, Jharkhand, UP, Manipur and WB) utilised the fund for construction work including addition, alteration of existing building or construction of new school/college building. Although, all four upgraded institutions constructed separate building for college, only one institution (out of 4 upgraded institutions) constructed separate hostel. The remaining three institutes (Rajasthan, West Bengal and HP) do not have separate hostel building for students. Most of the institutes (7/9) utilised the fund for purchasing furniture and teaching aids. Various posts were created in most of the institutions; however, all higher-level posts are lying vacant due to administrative delay. The findings indicated that all the nursing training institutes benefited largely by the scheme for improving the quality of education by way of expanded infrastructure. The objective of the scheme i.e., increasing the graduate nurses by upgrading the school of nursing in to college of nursing couldn't achieve 100 percent target as three institutes had not yet started admitting BSc (N) students.

To improve the quality of nursing education, Government of India approved a Central Sector Scheme of Development of Nursing Services with 100 percent funding pattern for implementing in various states. The central assistance for nursing institutes was started in 9th Plan period and continued throughout all plan periods with allocation of more fund considering the dire need of improvement of quality of nursing education. A sum of Rs. 2900 crore was allocated during XI plan and Rs. 3200 crore was proposed during XII plan for the development of nursing sector. One of the important components of this scheme is known as upgradation of the school of nursing into College of Nursing. This was formulated with a purpose to

increase the availability of graduate nurses, keeping in view the recommendations of the National Health Policy. A total of Rs 48.71 crores were released to 17 institutions situated in eight states during the XI and XII plan after obtaining a detailed proposal with undertaking by the state for bearing the recurring expenditure. One time assistance of Rs. 1.5 crore was then revised during XI Plan period to Rs. 6.00 crore with recurring cost during Plan period. The financial assistance was provided for civil works including addition and alteration of school including hostel building and for furniture and audio-visual aids. Since inception a number of institutes were strengthened and upgraded with the financial assistance from the central ministry.

Since inception a number of institutions have been strengthened and upgraded with the financial assistance from the central ministry. However, no

The authors are: 1. Professor, Dept. of Community Health Administration, National Institute of Health & Family Welfare, New Delhi; 2. Associate Professor, College of Nursing, RML Hospital, New Delhi.

evaluation study or rapid assessment was done on the nursing programmes implemented in states with financial aid from Central Ministry. Besides, the scheme is now proposed to be continued beyond 2020. As per GOI guidelines, the diploma nursing programme has to be phased out and replaced by degree nursing programme from 2021 onwards. Hence MoHFW entrusted NIHFW to investigate and evaluate implementation of the scheme of ongoing scheme of Development of Nursing Services based on the objectives and on rapid assessment mode.

Objectives

1. To assess the infrastructure developed in various training institutions funded by MOHFW for upgradation.
2. To determine the extent to which the training institutes have adhered to the guidelines issued by the centre.
3. To determine the availability of manpower and the utilisation of facilities at the training institutions which have been upgraded from School of Nursing into College of Nursing.
4. To document the bottlenecks if any, in the implementation of the scheme and suggest possible solutions.

Review of Literature

Worldwide there is an increased demand for higher education in nursing (National Health Policy, 2002). It is evident that enhancement of quality of nursing education is related to the availability of the resources including physical resources, best faculty, a range of teaching / learning methodologies and also the employability of the graduates (National Health Policy, 2017). Great imbalances in the nursing manpower and lack of qualified health work force have been reported in rural and remote areas (TNAI, 2001). Similarly poor nurse-patient ratio as compared to developed countries is also reported heavily (INC 2006). Nursing and nursing education has been a matter of concern from time to time as evident from the various committee reports like Health Survey and Development Committee (Bhore Committee, 1946), Nursing Committee to Review Conditions, Emoluments etc. (Shetty Committee, 1954), Health Survey and Planning Committee (Mudaliar Committee, 1961), Special Committee to Review Staffing Pattern and Financial Provision under the Family Planning Programme (Mukherjee Committee, 1966), Committee on Multipurpose Workers under Health & Family Planning Programme (Kartar Singh Committee, 1973) and Expert Committee on Health Manpower Planning, Production and Management (Bajaj Committee, 1986) (Indian Nursing Council, 2006). Later in 1987, high power committee made a country-wide recommendation for nursing education, nursing services and

public health nursing. The committee recommended that there should be two levels of nursing personnel viz Professional Nurse (Degree level I and Auxiliary Nurse/ Vocational Nurse (International Council of Nurses, 2019). National Health policy 2002 envisages the need of improvement of quality of nursing education in India through various measures (Benner et al, 2010).

Methodology

The study used a cross sectional survey design to collect the data from nine institutes selected by proportional random sampling method (Table 1). Selected institutions were visited by the investigators during December 2019 and February 2020 and data were collected with the help of structured validated questionnaire related to scheme and statutory guidelines. The questionnaire consisted of 49 items covering areas like general information of the institution, details of the fund released and utilised (recurring & non-recurring), utilisation of the training institute since upgradation, details of the infrastructure of the institute (teaching block & hostel), and details of human resource. The team members were briefed about the scheme and data collection process and the state authorities were informed of the proposed study and visits. The questionnaire was administered to the Head of the Institution responsible for the scheme Principal, I/C Accounts, Deputy Director/ Director Nursing and Office of District Health Services.

Results & Discussion

The data analysis was done by employing descriptive statistics. The findings were categorised as under:

Institutes that are upgraded in true sense: Four institutions (4/9) Government College of Nursing, Vadodara (Gujarat) , College of Nursing, Medical Directorate, Lamphelpat, Imphal (Manipur), College of Nursing, BHU, Varanasi (UP), Sister Nivedita School of Nursing which is attached with Indira Gandhi Memorial hospital, Himachal Pradesh stopped GNM programme and started BSc (N) as per the guidelines. Three (3) institutes (3/9) viz. Rajendra Institute of Medical sciences (RIMS) School of Nursing, Jharkhand, School of Nursing, Institute of Social Obstetrics & Government Kasturba Gandhi Hospital for Women & Children and General Hospital (TN) and School of Nursing, National Medical College & Hospital, Kolkata (WB) are continuing the diploma programme (did not upgrade to college). Two out of nine institutes viz. Government College of Nursing, Ajmer (Rajasthan), Government College of Nursing, Jodhpur (Rajasthan) are new colleges under Self Financing Scheme at identified locations, about 8-9 km away from the parent hospital due to pressure from various unions. Therefore the existing School of Nursing at JLN Med-

ical College, Ajmer and SN Medical College, Jodhpur were not upgraded and still functioning as School of Nursing with parent Hospital.

Reason for not upgrading/not utilising the fund for the purpose: Investigation on this aspect revealed that the College of Nursing at RIMS, Jharkhand is already established in 2007 but, sent the proposal to MoHFW for grant-in-aid for school of nursing. However as two colleges were not allowed, the fund was utilised for existing SON without upgrading (wrong selection of institute). The reason Government of Rajasthan established a new College of Nursing under Self Finance Scheme instead of upgradation in lieu

of the requests received from union not to stop GNM programme. At Kolkata, the authority took a policy decision not to utilise the fund for School of Nursing but to utilise at college of nursing that runs two years course of Post Basic BSc (N). In Tamil Nadu, the existing school of Nursing building was unfit as per state PWD norms and the work for establishing a new college building is under process. Therefore, existing GNM course was continued.

Statutory requirements: Institution wise statutory requirements were analysed based on the Indian Nursing Council norms for College of Nursing as well as MoHFW guidelines with regard to release of fund.

Table 1: Training institutes selected for evaluation

State	Name of the Institute	Fund released (in Rs crore)	Year of fund release
Gujarat	School of Nursing, SS Hospital, Baroda	1.025	2010
Jharkhand	School of Nursing, Rajendra Institute of Medical Sciences, Nurses Hostel, Bariatu, Ranchi	4.40	2010
Manipur	School of GNM, RIMS Campus, Imphal	3.00	2010
Rajasthan	SON, Mahatma Gandhi Hospital, Jodhpur	5.205	2018
Rajasthan	SON, JLN Medical College and Associated Group of Hospitals, Ajmer	5.205	2012
Tamil Nadu	School of Nursing, Government KG Hospital, Chennai	1.025	2010
Uttar Pradesh	School of Nursing, BHU Institute of Medical Sciences, Varanasi	1.025	2010
West Bengal	School of Nursing Culcutta, National Medical College and Hospital, Kolkata	1.025	2010
Himachal Pradesh	BNM Training Centre, Indira Gandhi Memorial Hospital, Shimla	4.40	2014

Table 2: Details of fund released and utilised (amount in Rs lakh)

State	Year of release	Amount released	Amount utilised	Amount unutilised	Reason for non-utilisation
Gujarat	2010	62.50 & 40.00 (102.50)	124.26826	-	-
Jharkhand	2010	62.50 & 40.00 (102.50)	104.03854	7.31732	(Interest earned)
Manipur	2010	300.00	320.46	-	-
Rajasthan Ajmer	2010 - Feb 2010 - Nov 2013 - Dec	62.50 40.00 418.00 = (520.50)	398.60060	121.89940 (Returned to Ministry)	Administrative delay in procuring items.
Jodhpur	2010 - Feb 2010 - Nov 2018	62.50 40.00 418.00 = (520.50)	102.50	41800000	Under process
Tamil Nadu	2010	62.50 & 40.00 (102.50)	102.50	-	-
Uttar Pradesh	2010	62.50 & 40.00 (102.50)		1.40932 (Returned)	
West Bengal	2010 2010	62.50 & 40.00 (102.50)	19.97	82.54	No space or approval for new construction
Himachal Pradesh	2010 2013	62.50 & 40.00 337.50 (440.00)	177.00	263.00	Lack of DDO power

No MOU was signed between centre and state, as such copy of the proposal with undertaking was not available with any institute. However operational guidelines were available with all (100%). Except Manipur, all other institutes are attached with Medical College. INC prescribes separate college building with 23,720 sq ft area. However, only 7 institutes have separate college building with constructed area as per INC norms. Institutes at Tamil Nadu and Kolkata do not have separate college building. Six (6) institutes have separate hostel facility for students whereas three institutes do not have separate hostel facility namely, Government College of Nursing, Ajmer (Raj), CON, National Medical College & Hospital, Kolkata and Sister Nivedita School of Nursing attached with Indira Gandhi Memorial Hospital (HP).

Fund Release and utilisation (Table 2): Out of the 9 institutes, three institutes only demanded and received remaining instalments of Non-recurring Grant-in-Aid; other institutions neither demanded nor

received remaining instalments. Three institutions (Gujarat, Manipur & Tamil Nadu) utilised the whole amount as per the requirement of the institution and not as per the guidelines, two institutions (Ajmer and UP) returned the unspent balance, three institutions (Jharkhand, WB and HP) neither utilised nor returned the unspent amount due to institutional level problems and one institution (Jodhpur, Rajasthan) received the third instalment due recently. No Recurring grant was released to institutions as all are run by state Government. The status of submission of utilisation certificate is illustrated in Table 2.

Utilisation certificate (UC) was submitted by all institutions. However only five institutions submitted the UC for the whole amount released whereas two institutions (Ajmer & UP) returned unspent balance and submitted UC for whole amount. One institution (Shimla, HP) submitted partial UC with unspent balance to be used along with next instalment. One institute (Jodhpur) was in the process of utilising the third instalment for which the UC is not due as on date (Tables 3 and 4).

Status of functioning of upgraded institutions: The

School of Nursing, SS Hospital, Baroda was upgraded in the year 2008 with commencement of BSc (N) students with an intake of 50 seats per year. So far 532 students were admitted and about 372 students have passed out. All faculty posts are created, but position of Principal is lying vacant. The school of nursing at Manipur was upgraded in the year 2012 with an annual admission capacity of 40. So far 4 batches have passed out. However, no posts were created after upgradation. College of Nursing, Ajmer was established in the year 2011 for commencements of BSc (N) programme with an intake of 60 seats per year. Out of 480 students admitted (8 batches) since inception, so far three batches have passed out (180 students). However, no posts were created for College of Nursing at Ajmer. College of Nursing, Jodhpur was established in the year 2012 with commencements of BSc (N) students with an intake of 40 seats per year. So far three batches have passed out since inception. However, no posts were created for College of Nursing in Jodhpur. Senior most tutor is in-charge as principal. The school of nursing at BHU was upgraded in 2009 with an annual intake for 100 seats. So far 7 batches of BSc (N) students have passed out after upgradation, 11 faculty members

Table 3: Details on submission of SoE and Utilisation Certificate (UC)

Statements	Gujarat	Jharkhand	Manipur	Rajasthan		Tamil Nadu	Uttar Pradesh	West Bengal	Himachal Pradesh
				Ajmer	Jodhpur				
UC and audit reports submitted to MoHFW on time	Yes	Yes	Yes	Yes, Along with unspent amount	Yes, But not for whole amount	Yes	Yes, Along with unspent amount	Yes, But not for whole amount	Yes, But not for whole amount
If no reason	-	-	-	-	-	-	-	-	-

Table: 4 Details on Utilisation of Training Institute

State	Year of completion of upgradation	Admission intake of students after upgradation	No of students completed course after up gradation	Recruitment of teaching staff after upgradation
Gujarat	2008	50	372	All Posts are created. But position of Principal is lying vacant.
Jharkhand	Not Upgraded			
Manipur	2012	40	160	No posts created.
Rajasthan				
Ajmer	2011	60	240	No posts created, nor recruited. Senior most tutor is in charge as principal.
Jodhpur	2012	60	180	
Tamil Nadu	Not Upgraded			
Uttar Pradesh	2009	100	700	11 clinical instructors from clinical side, 9 faculty members on contractual basis, 8 clinical instructors under NHM project.
West Bengal	Not upgraded			
Himachal Pradesh	2010	60	320	The positions of Associate Professor as well as Vice Principal created but not filled up.

were added from clinical side (full time) on the post of clinical instructors, nine contractual faculty members were appointed after the number of seats were increased to 100. Eight more clinical instructors are working under NHM project. The Sister Nivedita Government Nursing School in Himachal Pradesh was upgraded in the year 2010. The BSc Nursing course started with 60 seats, Post-Basic BSc Nursing with 30 seats and MSc Nursing with 25 seats. The positions of Associate Professor created are still pending to be filled up.

It is thus evident that the objective of increasing the graduate nurses by upgrading the school of nursing into college of nursing couldn't achieve 100 percent target as three institutes have not yet started admitting BSc (N) students.

Utilisation of fund for infrastructure development: as per guidelines, an institution can utilise the fund for addition /alteration of existing building or new construction, purchase of AV aids, expansion of library, furniture lab equipment, computer etc. Five (5/9) institutes executed all three types of civil work; i.e., addition, alteration and new construction. Similarly, three (3/9) institutes (Ajmer, Jodhpur & TN) executed new construction and one institute (HP) executed only addition/alteration. Construction work was executed by state approved agency at all institutes (100%). The number of class rooms in institutes that were upgraded in true sense ranged from 4 to 12 as some are running additional courses like PB BSc, NPM courses etc. The number of class rooms in newly established colleges ranged from 6-10 as the institutes were also running PG programmes. The number of class rooms ranged from 2-4 in not upgraded institutes. Two institutes (UP & WB) constructed class rooms only with the help of grant-in-aid.

Regarding college and hostel building, all four upgraded and two new colleges of nursing possess separate college building with constructed area as per requirement of INC. Regarding availability of separate hostel building for students, six institutes have separate hostel building whereas three institutes (Ajmer, West Bengal & HP) do not have separate hostel building for students.

Utilisation of Fund for Library, Teaching Aids and Furniture: Six (6/9) institutes utilised the grant-in-aid for library, three (3/9) institutes (Gujrat, Ranchi, & TN) did not use the central assistance for library. As for Gujarat, it used state fund for library and other two institutions were not upgraded. Except the School of Nursing, Tamil Nadu all other institutes utilised the grant-in-aid for purchasing Teaching Aids and except RIMS, Ranchi and School of Nursing, Tamil Nadu all other institutes utilised the fund to purchase furniture for college and hostel. As such all institutes were highly benefitted to purchase the necessary furniture for college and

hostel out of the fund released under this central sector scheme.

Human resource: Faculty positions are varying from state to state. Out of the four upgraded institutes, Manipur has appointed Principal and Vice Principal on regular basis whereas other three institutes (HP, UP & Gujarat) have not filled up the positions of Principal and Vice Principal. Posts were not sanctioned in the two new College of Nursing of Rajasthan. Additional posts of Professor, Associate Professor, and Assistants Professor were created in upgraded college of Nursing (Gujarat, Manipur, HP & UP). Majority of the institutions are run with faculty positions of tutor.

Records and reports maintained at institutes: Record maintenance at the training institutes indicated that all the institutes maintained documents in relation to the grant-in-aid released, accounts details, purchase and work orders, bills, vouchers, stock register etc. Regarding monitoring mechanism of fund utilisation, as such there is no monitoring mechanism of state or central government. However, the progress of work was monitored by internal or institutional authority.

Monitoring mechanism: The fund was utilised by all institutes (100% utilisation) for the purpose of civil work, procurement of teaching materials, furniture, and lab equipment. All institutes (100%) submitted UC & SOE for whole or partial amount. None of the institutes have submitted progress report. As such there is no monitoring mechanism by state or central government. The progress of work was monitored only at institute level.

Challenges faced by the training institutes: Lack of drawing and disbursing power of Principal in College of Nursing hampers the procurement of equipment and utilisation of funds for Nursing College. Administrative delay in decisions and approval causes the institution to return the unspent fund to Ministry. Initial release of small amount was not sufficient to start any construction work. Sanctioned fund needs to be released to complete the construction work. There is no committee formed for the CSS fund utilisation. Teaching faculty is not sufficient for post graduate courses. Latest books and journals are hardly available in the college library.

Recommendations

The major lacuna of the system is lack of position and power with the institute heads (principal of nursing institute) that resulted in delayed implementation. The institute heads (principal of nursing institute) be given the power of Drawing and Disbursing fund for timely implementation of the scheme. Most of the institutes are running with the help of the central grant for furniture, AV Aids, & Books etc. Few institutes those in Gujarat, Rajasthan and West Bengal)

received financial support from State Government and hence did not face any difficulty. However other states and institutes are in need of financial assistance for various purposes. Hence it is essential that the scheme is continued in future. Lack of clarity in guidelines and communication gap between centre and institutes caused delay in progress of works for which fund should be transferred directly to the institutes. The guidelines may be revised considering the recommendations and suggestions as obtained and reported by the institutes. A strong monitoring system with quarterly progress report and auditing, etc. to be incorporated.

Implications

The study findings can be used to develop a tailor-made programme with scope of flexibility for release of central assistance in this approach. Thus, the central schemes need to be in sync with the state institutions in selection of institutions, releases of fund, its utilisation, and monitoring of progress. Further, the study findings will help in making adequate modifications in the central sector schemes for nursing.

Conclusion

The study attempted to comprehend the implementation of the sub component of central sector scheme i.e., upgradation of the school of nursing into College of Nursing. It was formulated during 9th plan period considering the insensitive approach towards

the State Government nursing training institutes. The scheme was well utilised by the states. All the institutes to which the grant-in aid was released, were benefitted largely for improving and expanding their infrastructure.

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