Chapter - II

Administrative System of The National Service Scheme
CHAPTER-II

A- ORGANISATIONAL AND ADMINISTRATIVE ARRANGEMENT AT THE NATIONAL AND STATE LEVEL

In every democratic society, the welfare organisations, either in the public or in the private sector are administered through Boards and committees consisting of citizens. Everyday, we come across committees in business, industry, welfare and voluntary organisations which are being run by lay citizens. This element is very necessary in social work which aims not only to help the peoples, but to help themselves. The social workers do not work for the people, but they work with the people.

The purpose of social work is to render human service according to certain techniques and administration in the business of social work. Effective management and human service are, therefore complementary to each other. "Sound administration and competent professional services are the head and heart which are essential to the effective activity of the body of organised humanitarian endeavour." Therefore, a study of various processes and techniques of social work administration is as important for a social worker as the understanding of the content of a programme, technical knowledge and skills etc.
Principles of Administration:

An Administrator must have a complete understanding of the contents of the programme, technical knowledge and skills. He should aim at giving responsibility and should encourage participation based on Principles of group process. There should be well thought-out and defined practices and procedures which follow uniformity. The administration should be entrusted to efficient staff with warm understanding to be able to deliver the goods. Each member of the agency should be made to feel that the work entrusted to him is very important and vital to the purpose of the agency. "The process and the procedure is a mean to achieve a goal - the well being of the community served by the agency." Therefore, the practices should not be very rigid but should be changing depending upon the needs. The administrative process should be based on democratic lines with shared responsibility. There should be arrangements for periodical evaluation of the administrative process, procedures, practices and results achieved.

It may be said that "social welfare programmes are like a vehicle for carrying treatment and preventive services to the community; and social work administration is like wheels which provide power, speed and efficiency to these programmes." The driver of this vehicle is the executive of the agency and it is because of his skill, efficiency and resource fullness towards its goal and changes directions and speed at appropriate times. A study of qualifications, responsibilities and functions of an executive is, therefore, very important.
Administrative Process:

The purpose of administration is to facilitate combined efforts of a group of persons to achieve some common objectives. It is a process for:

(i) "getting facts pertinent to the agency's objectives and programmes as a basis for taking decisions.

(ii) analyzing the available pertinent facts and making guess about the future, that is, of making estimat as to probable future happenings that may bear upon the programme of the social welfare agency.

(iii) identifying and selecting for action one of several alternatives available to the social welfare agency considering the forecasts that have been made.

(iv) making plans for effectively carrying out the objectives of the agency on the basis of the alternatives selected.

(v) recruiting, selecting, appointing, inducting, training, supervising staff essential to the enterprise and in accordance with the plan and the organised division of work.

(vi) arranging a division of work into such units that each unit can be assinged to one person for execution.

(vii) establishing continuous use of appropriate measures, procedures and practices to ensure that all activities in the social welfare agency contribute to the attainment of the
selected objectives of the agency programmes.

(viii) collecting, recording, and analysing of pertinent facts during the course of the total process that will serve as a basis.

(ix) laying down and following certain financial practices in order to ensure economic and wise utilisation of public funds.

(x) Establishing sound communication and maintaining effective community relations."

**Importance of Administrative Process:**

In every profession, professional skills and competence are applied to achieve certain results. In the fields of education, medicine, law and industry, administration plays a very important role in rendering effective services. A physician or a surgeon in charge of a hospital, an educationalist incharge of a school or a college needs certain sets of people and administrative practices to help him in administration of medical or educational programmes. Similarly, every social welfare agency creates a machinery to promote social welfare to organise philanthropic assistance to the destitute, treatment of the maladjusted and providing preventive services.

"Lowis Mariam compares public administration to an instrument with two blades, like a pair of scissors-one blade is knowledge of techniques of planing, organising, staffing, directing, co-ordinating and budgeting, and the other blade is the knowledge of subject-matters of the programme and the field in which these techniques are applied."
Both blades, according to him, must operate to make an effective tool."^6

In the context of present day social problems, the size of welfare services and a large number of organisations make administration very important. Social welfare services are becoming increasingly complex. A sound administration is, therefore, vitally important in all types of organisations.

**Functions of Administration:**

The following are some of the functions of a sound administration according to Ray Johns:

(i) "determining the purposes, aims and objects of the organisation.

(ii) establishing the structure of the organisation and keeping the organisation strong.

(iii) directing the work of organisation, selecting and developing an able and adequate staff.

(iv) working with boards and Committees.

(v) providing financial administration, securing and handling finances.

(vi) maintaining effective public relations and proper coordination with the other agencies.

(vii) evaluating accurately the total outcome in relation to
established purposes.

(viii) looking ahead and forecasting so that services are kept consistent with changing needs and resources."

**Areas of Administration:**

The following are the major aspects of administration.

(i) "Organisation and structure;

(ii) policy making and planning;

(iii) programme development and use of sound methods and techniques;

(iv) functions of the executive and board;

(v) specialization and coordination;

(vi) personnel;

(vii) supervision and leadership;

(viii) reporting;

(ix) evaluation and research;

(x) public relations;

(xi) mobilization and maintenance of resources, budget and fiscal controls and the concept of accountability, and

(xii) maintenance of proper records."
Organisational Arrangements:

The implementation of a programme like NSS requires organisational arrangements which support the scheme adequately. For this purpose organisational structures are envisaged at various levels for implementation of the programme.

(a) National and State Level:

National Level: At the National level, the Ministry of Human Resource Development of the Government of India decides the policy and programme guidelines for the scheme. The Department of Youth Affairs and Sports in the ministry has the administrative responsibility for the scheme. In the department there is the 'programme adviser' whose function is to plan, advise and help implement the programme by liaising with state governments, universities and also with organisations which directly or indirectly assist the programmes. Further, "he arranges training, research and evaluation of the programme through institutions designated as training and orientation centers (T0Cs) and training, orientation and research centers (TORCs). He oversees maintenance of state-wise and university-wise records on programme implementation. He also supervises NSS regional offices set up by the department in the various regions of the country."

In order to assist the programme adviser in evaluating and monitoring the implementation of the programme at various levels, a programme adviser's cell has been set up headed by an assistant programme advisor and a core staff. This cell is also to function as a
resources agency for collection and implementation of data from the universities and field offices and obtain such other informations about NSS as a feedback to the department.

**State Level:** At the state level following organisational arrangements are envisaged.

(a) **State Advisory Committee:**

The state governments constituted state level NSS advisory committees to consider all important matter relating to development of NSS programme in the state, such as allocation of volunteer strength to the universities, selection of colleges for the programmes, securing assistance and coordination of different development departments and governmental and non-governmental agencies and allocation of grants to the universities etc. This committee may also coordinate, review and evaluate the programme at the state level. "The advisory committee may consist of:

**Chairman**

(i) Minister of education/youth services in the state.

**Members**

(ii) Chief Secretary.

(iii) Vice-chancellors of all the universities in the state operating NSS programme.

(iv) Secretaries/heads of education, youth services and related departments including public relations and mass media.
(v) Officer-in charge of NSS regional center of government of India.

(vi) Relief commissioner.

(vii) State liaison officer for NSS.

(viii) T.O.C. coordinator.

(ix) Representatives of associations/organisations participating and assisting in the programme development and youth work such as NCC, Red-cross, Scouts & Guides etc., and such other persons/agencies whom the state government consider appropriate.

(x) A representative of State education department to be nominated as convener/member secretary. The programme advisor, NSS/A representative of the Department of Youth Affairs & Sports in Ministry of Human Resource Development, Government of India, may attend such meeting as a special invitee.

(xi) Programme coordinators of universities may attend as special invitees.\(^{12}\)

The state advisory committee meet ordinarily twice in a year.\(^{13}\) In case, there are difficulties in holding periodical meetings of the state advisory committee, co-ordination committee under the chairmanship of chief secretaries/education secretaries could be constituted for better co-ordination among different development
departments/agencies of the state.\textsuperscript{14}

In this connection, guidelines are contained in appendix-I).

(b) State NSS Cell:

There is NSS cell headed by the state liaison officer for NSS. Government of India extends cent percent financial assistance to constitute this cell at the state level. The state liaison officer should preferably be a person with adequate NSS background and training. A senior programme officer/programme coordinator from a university within a state who has done good work could be taken on deputation for the purpose. "The functions of the cell is to coordinate planning and implementation of the NSS programme in the state and ensuring adequate inter-departmental cooperation."\textsuperscript{15} The state liaison officer has ensure timely release of grants, compilation and submission of accounts, periodical reports, and evaluation of reports. He/She is responsible for organising inter-university programme/coordination meetings, publication of NSS literature, ensure training and orientation of NSS functionaries, and help in monitoring the NSS programme in the states.\textsuperscript{16} In discharging his/her functions, the state liaison officer has maintained close coordination with NSS regional centre and NSS programme coordination in the universities. He is also expected visit as many NSS programmes in the state as possible. (For guideline and structure see Appendix-II)
B- ADMINISTRATIVE SYSTEM AT UNIVERSITY AND COLLEGE LEVEL

University Level:

Following organisational arrangements are envisaged at university level:

(a) University NSS advisory committee: Each university has to setup an NSS advisory committee to advise on programme planning and development under the chairmanship of the vice chancellor. "The advisory committee review the NSS activities in the area of the university and ensure allocation of NSS student strength and release of grants to its colleges. The advisory committee may consist of:

(i) Vice chancellor. Chairman

(ii) Commissioner of the administrative division or his representative. Members

(iii) registrar.

(iv) secretary/Director of education/youth services.

(v) head of the concerned NSS Regional Centre.

(vi) T.O.C. coordinator.
(vii) a few faculty members.

(viii) a few principles of colleges.

(ix) one or two programme officers.

(x) one or two NSS students representatives.

(xi) state liaison officer, NSS.

(xii) a few representatives of concerned government/non-government organisations involved in youth programmes/social work/rural development work at divisional/district level.

(xiii) Finance officer.

(xiv) Programme coordinator, NSS member secretary."

The NSS advisory committee is treated as the apex body for the implementation of the NSS at the university level which is concerned.

**b) University NSS Cell:**

Each university has an NSS cell to supervise and coordinate NSS programmes in the colleges affiliated to it. The university has to provide the necessary infrastructure and other facilities like telephone, office and secretarial assistance for smooth functioning of the cell.
The cell is expected to work under the vice chancellor. "The programme coordinator has the responsibility for execution of all instructions received from the central government/state government and the decisions of the state level and university advisory committees relating to the NSS."18 He also ensure timely release of grants to the colleges, selection of programme officers, submission of accounts and reports to the government, assist and guide NSS units in formulation of useful and innovative projects and publications of NSS bulletins.19 He also ensure that materials/equipment/vehicles created out of NSS funds are exclusively used by the NSS personnel for NSS purpose. He helps in organising inter college camps, orientation and training programmes. Programme coordinator visit from, time to time, the NSS units and special camps for providing guidance and to ensure proper implementation of NSS programmes. Programme coordinator keep liaison with the officials of the regional centres of the department of youth affairs and sports, government of India and officers of the state government connected with NSS programmes."20

College Level:

The National Service Schemes Implementation at the college +2 level involves active participation of the principal, the college advisory committee for NSS, comprises on NSS programme officer and other teachers, student volunteers, community leaders, governmental/non governmental agencies/departments, local institutions and other beneficiaries.
(a) Principal:

The overall function of the principal, as head of the institution, is to ensure smooth functioning of the NSS unit/units in his college. He is expected to:

(i) "interpret the importance of the NSS to the teachers and students of the college and to the community;

(ii) integrate NSS with other related activities in the college to the extent possible;

(iii) select a suitable NSS programme officer;

(iv) guide in planning NSS activities with the help of the programme officer/officers.

(v) constitute the advisory committee and convene its meeting at least once in three months.

(vi) ensure implementation of the suggestion given by the advisory committee;

(vii) extend support to the NSS programme officer for the effective functioning of the NSS and provide secretarial assistance, accommodation etc.

(viii) monitor the programmes, and ensure maintenance of records and accounts;

(ix) depute teachers for training/orientation etc. When requested for."
(b) NSS Advisory Committee of the College:

The committee may consist of:

(i) "Principal Chairman
    Members

(ii) Some staff members with social work background.

(iii) Representative of the development department

(iv) Representative from the adopted village/slum/welfare agency

(v) NSS student leaders.

(vi) Programme officers NSS member secretory."^{23}

The overall function of the NSS advisory committee at the college level is to advise on the various activities of the NSS unit based on the felt needs of the students and the community. Advisory committee meet regularly, at least four times during a year.
In the beginning the duration of the term of appointments of programme coordinators and programme officers differed from state to state. With a view to ensure that selected few do not continue to work and other keen and dedicated persons also get a chance to work as programme coordinators and programme officers, it was necessary to have a uniform policy which could be followed all over the country. For this purpose, following decisions were taken to be followed in all states/union territories:

(i) "The term of appointment of programme coordinators appointed on deputation/contract basis for a period of three years, extendable by one year. The persons appointed on direct recruitment basis would be allowed to continue".  

(ii) The selection committee for the post of programme coordinator should consist of:

(a) Vice-Chancellor of the university chairman

(b) Secretary of the department of education or the department dealing with NSS or his nominee.

(c) An officer of the concerned NSS Regional centre.
(d) Registrar of the university Member secretary.25

(iii) As far as possible, appointment to the post of programme coordinator should be made transfer on deputation basis or transfer on contract basis from amongst readers already working in universities so as to make horizontal mobility within the universities between NSS and university departments possible.26 The appointment have been made generally for a minimum tenure of 3 years, extendable by a year. the person concerned should have special aptitude for social work for atleast 3 -4 years, preferably NSS. It is reiterated that as for possible, universities having NSS student strength of 5000 and above have full time coordinator. In universities with NSS student enrolment of less than 5000, programme coordinators could continue on part-time basis.27

(iv) The selection of programme officers be made by the principals of the colleges in consultation with the programme coordinators of NSS in the universities.28

(v) As far as possible, the programme officer should be sent for orientation course within three months time from the date of his selection. In any case, it is necessary that he undergoes training within one year from the date of his selection. For this purpose it is necessary that as soon as selection of a programme officer is made, an intimation to this effect be
sent to programme coordinator, NSS regional centre and training orientation centre (Toc). If the programme officer does not undergo training for any reason, the duty of such programme officer function be performed by other programme officer selected and given training in time and duly appointed. ²⁹

(vi) The maximum period for which a teacher could work as a programme officer would be three years, extendable by one year on the basis of a review of his / her performance by the programme coordinator of NSS and officers of the concerned NSS regional centre.³⁰ In any case, such a review has to be made every year also. (For details please see Appendix - xiii)

**Programme Officer:**

The overall function of the programme officer is to help student plan, implement and evaluate the activities of the unit under his charge and give proper guidance and direction to the student volunteers. " The programme officer has a pivotal leadership role to perform under the NSS in mediating the larger value of the scheme to the students and other members of the college community. By and large " he plays the role of an organiser, an educator, a coordinator, supervise, an administrator and public relations person to improve the quality and magnitude of NSS programme in his institution."³²

His functions are varied which could be stated as follows:-

51
1. As an Organiser:

(a) "to interpret the scheme to the students and other members of the college community and create awareness among them about the scheme.'

(b) to motivate, recruit and select students for NSS work;

(c) to enlist cooperation and coordination of community agencies, government departments and non-governmental agencies; and

(d) to select service projects on the basis of utility and feasibility."

2. As an Educator:

(a) to prepare orientation programme for NSS volunteers, to explain them social service concepts, and teach them methods and skills required for achieving the goals of the scheme."34

(b) to develop personality of students through community education and to promote community education through meetings, talks, news bulletins, discussions etc., and

(c) to strive in formulating NSS programmes which will have direct impact with the academic curriculum."

3. As a Coordinator:

(a) "to coordinate students NSS activities by matching abilities
of the students with the demands of service projects and allot specific programme responsibility,

(b) to coordinate internal resources available in the form of teaching expertise of college teachers enhancing the knowledge and skills of the students in the implementation of the scheme, and

(c) to coordinate various external resources available in the form of government services, welfare agencies and voluntary bodies for the success of the NSS programme.\textsuperscript{36}

4. As a Supervisor:

(a) to assist students to learn how to do their jobs. His supervisory and consultative skills should be so directed as to enable students to set for themselves realistic and worthwhile goals and enable them to see challenges in problems and act on their own initiative; and

(b) "to assist and help to develop amongst the students a critical awareness of their environment."\textsuperscript{38}

5. As an Administrator:

(a) "to keep the principal, college advisory committee and the programme coordinator of the university informed of the activities of the unit;

(b) to run day-to-day administration of the programme;

(c) to attend the correspondence regularly;
(d) to maintain record of students participation and activities under taken;

(e) to prepare progress report periodically for submission to the college and university;

(f) to keep accounts and stock in the prescribed forms; and

(g) to prepare annual calender of activities to be undertaken."

6. As a Public Relation Man:

(a) encourage the students to identify themselves with the needs and aspirations of the poor and deprived sections of the community and to work with them in situations of concrete realities in such a manner that their "leadership" does not create a social distance between them and those with whom they work; participation in the manual labour projects (sharmdan) etc. and to inform wider community about the scheme through press reports, radio and television programmes, pamphlets, seminars and speakers forums."

(b) to ensure that the curricular and other extra curricular burden of the NSS programme officer is reasonably reduced to enable him to devote more time for National Service Scheme."

Training and Orientation

The success of NSS programme depends on effective working of various functionaries at different levels of the organisation. With a view to provide orientation/training to enable the functionaries and to
develop right type of attitude and approach, leadership, commitment, understanding the philosophy of the scheme, 15 institutions were designated as training and orientation centres (TORCs). The latest list of these TOCs & TORCs is given in appendix-VI. The functions of these TOCs are as under:

1. organising orientation courses and refresher courses for programme officers;

2. providing assistance to universities in the planning and conducting special camping programme;

3. developing and providing consultancy services to universities and colleges in different areas of programme, planning, training, supervision, evaluation etc. Such consultancy services may be provided through group discussions, seminars, preparation and supply of subject papers, personal discussions during visit to universities/colleges, correspondence on specific points etc;

4. undertaking research and evaluation studies of specific NSS programmes;

5. developing demonstration projects under NSS on inter-collegiate basis with the object of developing further experience for the use of universities and colleges.

6. acting as clearing house of information on NSS through preparation, publication and circulation of literature on various aspects of the programme; and
7. providing on-the-spot guidance to the universities and colleges in camps etc. through personal visits.\textsuperscript{43}

**Training of the Programme Officer:**

The programme officer of NSS is a key person for implementing the NSS programmes at the college level. The success of NSS programmes depends on the aptitude, leadership and capabilities of programme officers. In order to provide orientation to them and to equip them with the requisite skills, and know how, they are invited to participate in training/orientation programme.

**Objectives:**

Training/orientation/refresher course are meant to equip the teachers incharge of NSS with necessary knowhow and skills to implement the programmes effectively. There objective are:

(i) "To bring about a re-orientation in attitudes and values of teacher and to prepare them for their new roles and responsibilities in the NSS;

(ii) To enable them to act as links between the college and the community and to function as a catalyst;

(iii) To equip them with knowledge relating to various functional areas of voluntary social services;

(iv) to provide them with the skills of working with individual, groups of persons and the community, and

(v) to equip them with skills in planning, organisation,
supervision, survey, evaluation, administration
communication and resource building for NSS.\textsuperscript{44}

\textbf{Methods:}

The following methods are used depending upon the local conditions and needs for imparting training to the programme officers.

(a) demonstration and Audio - visual methods,

(b) field visits;

(c) supervise field work assignment in a near by village;

(d) case methods;

(e) lecture - cum -discussions;

(f) group/ panel discussions; and

(g) workshops.

\textbf{Duration of the orientation course:}

An orientation course is usually of a duration of about 15 days (working days of which three working days are set apart for organising field visits to provide the participants with the experience of working in rural areas.\textsuperscript{45} The refresher courses are of a duration of 5-7 days. These are planned and organised in such a manner that normally each programme officer attends at least one refresher course once in two years.\textsuperscript{46}
Finance:

Training and orientation centres are given financial assistance for organising orientation and refresher course at the rate of Rs 35/- per person per day for meeting all expenses connected with the training programme as per instructions contained in department of youth affairs and sports letter No. F. 4-1/85-Y.S.III, dated the 4th september, 1985 are given in Appendix-xiii Annexure-iv.

Grant to TOCs:

The central government meets the entire expenditure on payment of salary of coordinator (training) in the Toc in the scale of Rs 1100-1600, a stenographer in the scale admissible as per rules of the concerned institutions and contingent expenditure of upto Rs. 9000/- per annum as per instructions contained in appendix VII. The institutions identified as TOCs have ensure that person selected as coordinator (trg.) possesses sufficient experience of organising NSS/other youth programmes as also basic skills for imparting training to the NSS functionaries.
Footnotes:


5. Ibid P. 11.


7. Ibid P. 293.


10. Ibid P. 6,7.


25. Ibid P. 126.


34. Ibid P. 2, 3.


41. Ibid P. 37.

42. Ibid P. 37, 38.

43. Ibid P. 38, 39.


45. Ibid P. 11.