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Organisation and administration of adult education in Manipur.

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CHAPTER - IV

Organisation and administration of adult education in Manipur.

For the successful implementation of various adult education programmes proper planning, organisation and administration are necessary. In the absence of proper planning, there will be heavy wastage of time, energy, money etc. in all programme of education including adult education. At the planning stage, the support from various people - social workers, planners, management experts, academicians etc. are needed. Planning for adult education should not be confined to the central and state levels only, but it should reach the district, project, Block and local levels. In fact, Central Government should take the lead in involving various agencies to work. Various departments like the Directorate of Adult Education, Government of India, State Adult Education Directorate, District Adult Education Boards and project level officers should be properly linked up for the effective organisation and administration of adult education. The organisation and administration of adult education in Manipur at different levels may be discussed one after another for the sake of convenience of the present study.

4.1 Central level:

Under the Ministry of Human Resource Development, Government of India, there is a Directorate of Adult Education, for over-all planning and management of various aspects of adult education programme in the country. This Directorate was set up in March 1971. In fact, this central level department gives all necessary instructions and guidelines to the state departments and voluntary organisations for the effective implementation of adult education programmes. In April 1948 the Department of social education was set up under the then Ministry of Education, to formulate all India policies regarding adult education and for acting as a clearing house for related information. During First Five year plan,
"Social Education Programme" was integrated with community development programmes covering agriculture, irrigation, Education, health, social welfare etc. The Farmers Training and Functional Literacy and Non-formal education programme were started in the fourth five year plan and continued upto the subsequent Five year plans. The three aspects of adult education i.e. (i) Literacy, (ii) functionality, and (iii) social, political and cultural awareness were emphasised in the form of the other even though the main emphasis was given in NAEP. During Fifth plan, Adult education programme formed part of Minimum Needs Programme which was incorporated by the central and state Government in this respective plans of action.

The National Board of Adult Education was established in August, 1977 with the following committees to attend to specific tasks; (NAEP, 1979, P. 26).

(a) Committee on Preparatory Action,
(b) Committee on Motivation,
(c) Committee on Post-literacy and follow up programmes,
(d) Committee on Voluntary Agencies,
(e) Committee on Evaluation.

The above Committees met from time to time and the recommendations of these committees were generally accepted by the National Board of Adult Education. The Board has appreciated the conceptual position and the operational outline of the National Adult Education Programme (NAEP) started in India with effect from Oct. 2, 1978. The overall responsibility for administration of the NAEP rests with the then Ministry of Education. The Schemes of Assistance to Voluntary Agencies and Shramik Vidyapeeths were directly taken up by the Ministry. The Rural Functional Literacy projects are taken up with central assistance in a number of districts of all the states of India including Manipur. Funds were placed at the disposal of the state Governments and programme implementation was in accordance with guidelines provided by the Ministry of Education, Govt. of India.
Apart from the Ministry of Education, other Ministries and Departments have also taken positive steps for linkage of their programmes and activities with the NAEP. The Ministry of social welfare has expanded the programme of Functional Literacy of Adult Women as a part of Integrated Child Development Services Programme in 150 selected blocks of India. This Ministry also took up an accelerated adult education and vocational training programme for blind and physically handicapped persons. The Ministry of Health and Family Welfare has decided to closely link health care and family welfare with the NAEP. Practically all Ministries and Departments dealing with public sector and private sector industries, mines and plantations have issued instructions asking for organising adult education and skill development programmes for the personnel of their establishment. The Ministry of Labour has decided to extend support to NAEP through the services of Central Board of Workers' Education. This will give technical support to the workers working in industries, mines and plantations. The various programmes of the Ministries of Agriculture and Rural Reconstruction were intended to be linked with the NAEP to facilitate State Governments in the effective implementation of adult education. (NAEP, 1979, P.27).

4.2 Manipur State (State level):

During the First and Second Five Year Plans (1951-1961) administrative structures at the state, district and block levels were carefully constituted. Because programmes of adult education cannot be implemented without adequate administrative machinery. It was decided at the national level to set up an Office of adult Education in each state and in every district of India. In six states of Bihar, Gujarat, Maharashtra, Kerala, Rajasthan and Tamil Nadu, there were full-fledged Directorates of Adult Education, in the remaining states, the state adult education officer formed part of Directorate of Education. In the state of Madhya Pradesh, the Directorate of Social Welfare took the charge of Directorate of Adult Education. (NAEP, 1979, P. 28). Thus in most of the states senior officials have been made in charge of adult education, with necessary supporting staff.
In almost all states and Union Territories, the state Boards of Adult Education and steering committees were set up. The state Boards were headed by the Chief Minister or the Education Minister and other members included Ministers or Secretaries of various departments and a number of non-officials. In some states like Bihar, Gujarat and Maharastra, the state Boards of Adult Education were very active and had influenced states adult education programmes. In most cases Chief Secretaries were the head of the steering committees and other members include secretaries of the concerned departments, Director of the State Resource Centres and other non-officials. These steering committees suggest ways and means to overcome problems of co-ordination and implementation of adult education programmes both at the Central and State levels including the state of Manipur.

At the state level, there is a Directorate of Adult Education for the implementation of Adult Education programme in Manipur. This Directorate has been functioning as a separate Department since its establishment in February 1980, at Babupara, Imphal. Before that a social education Unit was set up in the Directorate of Education to look after social education programmes in the state. An Inspector of Schools was in-charge of it. The programmes were implemented in which blocks which were taking up community development projects with the help of Social Education Organisers (SEOs). Two SEOs one female and one male were posted to each Block as stated earlier in Chapter No. III to supervise the work of adult education implemented in their respective areas of jurisdiction.

In the present Directorate of Adult Education, one Additional Director, three Assistant Directors and 146 officials managed for the effective implementation of various adult education programmes. There are 4 class I officers, 24 class II officers, and 108 class III employees and 14 grade IV employee (Directorate of Adult Education, 1980-89, P. II). The Adult Education Programmes are now organised with Central and State Funds. This
Directorate plans, prepares budget and sets targets for adult education in Manipur. It serves as liaison between the central government, state Government and Project Officers for effective implementation of the programmes. At the correspondences to the Central Government by the voluntary agencies are also done through this Directorate, other main activities of the Directorate are: (1) Taking up Rural Functional Literacy projects with fund from Central Government, (2) Setting up of state adult education projects, (3) Establishment of Jana Shikshan Nilayams for post-literacy and continuing education programme, (4) Monitoring and evaluation, (5) Preparation of teaching and learning materials, (6) Training of adult education functionaries, (7) Preparation of literacy kits, (8) Organising experimentation, innovation, research work and publicity, etc. in relation to adult education in Manipur. The responsibility for the effective implementation of these activities lie with the State Resource centres in those states having the facility for SRC.

4.2.2. State Resource Centres (SRCs):

There are 15 state Resource Centres in India providing technical support to different states. Four of the SRC's have been set up under the auspices of Universities and eleven others with voluntary agencies. All large states with the exception of Madhya Pradesh and Assam, are covered by SRC's. For these two states resource support are being provided by Directorate of Adult Education, the NCERT and the Central Institute of Indian Languages. The functions of the SRC's are related to the specific needs of particular states. Some of the important functions are as follows (NAEP, 1979, P. 21):

(a) Curriculum development and preparation of teaching and learning materials.

(b) Training of project officers, Supervisors and other resource persons who will assist the District resource Units and publication of training hand books and other teaching aids.
Post-literacy and follow-up materials publication of primers, review of existing literature and publication of new materials, issue of organisational guidelines.

Evaluation, research and innovation, regarding materials production, training, action research and publication of case studies on innovations.

Organising people's participation, Mass Media and communication.

Other publication relating to translations of the publication of DAE and other SRC's knowledge books on adult and non-formal education, publication of bulletins and periodicals in regional languages etc.

In most cases the SRC is advised by an Advisory Committee on which representation is given to the state Government, SRC's function in close co-operation with other agencies and individuals having interest and capabilities to support the work of the SRC's.

For the state of Manipur, there is "Special Resource Cell" in place of state Resource Centre. This Special Cell of the Directorate of Adult Education started functioning from the year 1986 for providing technical and material support to the state Adult Education Programme. This cell is functioning under the central sponsored scheme. It also helps the voluntary agencies working in the field of adult Education in Manipur. Other important functions of this cell are given below :-

(a) Taking up survey work of the illiterates in the state to ascertain the need of the learners.

(b) Curriculum development and preparation of low cost teaching-learning materials.

(c) Training of Instructors and Supervisors working under RFLP's, SAEPs and Voluntary Organisations.

(d) Holding of seminars and conferences.

(e) Motivation of learners and preparation of a congenial atmosphere for learning.
(f) Development of tools for evaluation of the learners, the centres and the programme itself.

(g) Preparation of Adult Education primers under IPCL model, publication of periodicals, bulletins etc.

This cell is now manned by 2 (two) Assistant Directors, one for training and other for the production of materials, one artist and one grade IV employee, making the number of staff to four. This cell is giving training to the Instructors, Supervisors and Programme Officers for Mass programme of Functional Literacy. As work load of this cell is increasing the service of two more Supervisors was also utilised. The State Resource cell helps in the proper organisation and administration to various adult education programme in the state at the district level.

4.3. The District level:

At the district level, the District Collector is responsible for the steering of the adult education programme. He is to function on the advice of the District Adult Education Board, the membership of which includes district level development officials, educationists, teachers' representative, persons from voluntary agencies etc. The District Adult Education Officer is the Member - Secretary of the Board. As head of district administrative unit he has three types of functions. Firstly, the assists the District Collector in arranging co-ordination and in the various promotional activities. Secondly, he is to look after and monitor the programme implemented by the various agencies. Thirdly, he is the Co-ordinator of the District Resource Unit and has to arrange for training of personnel for the various project agencies of the district.
The Co-ordination of the various development programme with NAEP at the district level was encourage. It was decided to set up small administrative unit in all the districts. By the end of August, 1979, sanction had been accorded for the establishment of district administrative Unit for 163 districts in 13 States of India, (NAEP, 1979, P. 28). The number was steadily increasing as the state governments take special interest in district level administration. Appointment of District Adult Education Officers and setting up of District Adult Education Boards were done in most of the states. Tamil Nadu, Kerala, Andhra Pradesh, Maharastra and Gujarat took the lead in this regard. At the district level, several Departments helped in giving extension of information and facilities to adult education centres.

For the State of Manipur, two posts of District Adult Education Officers with their supporting Staff were created in the year 1982. It was to strengthen the general administration of adult education in the State. The two districts are - (i) District Adult Education Office, Thoubal and (ii) District Adult Education Office, Imphal. Each of the above District Office has one DAEO and one Statistical Assistant, one Stenotypist, a Driver and a Grade IV Employee, thus making the staff strength to five. (Administrative Report, Directorate of Adult Education, Govt.of Manipur 1980-88, P. III). District Agriculture Office, Veterinary and Animal Husbandry Office, Fishery Office, and District Industry Office lend their extension service towards district level adult education programmes. These district level officers were invited to give lectures to the Adults giving upto date information about high yielding varieties, use of insecticides and pesticides, about animal husbandry, and about the other development programmes undertaken by the Government for rural upliftment in the form of extension education programme. This arrangement will pave the way for the effective implementation of adult education programmes at the project level, clearing the background.
4.4. The Project Level:

Project Level Administrative Unit was introduced by NAEP. This project approach was more or less autonomous to implement a programme in a compact and contiguous area. This approach was accepted by most of the State Governments and various other implementing agencies. A project may cover one to two community Development Blocks, with an aim to cover the entire illiterate population within the next 4-5 years (NAEP, 1979, P. 29). Each project has a project officer and supervisor for a number of centres. In most cases, Supervisors oversee 10 - 20 Adult Education Centres. Under project approach, a Supervisor’s responsibility was extended to 30 centres. It was also expected that a Supervisor should visit each Adult Education Centre under his jurisdiction at least twice a month.

One of the critical areas in Adult Education Programme is the role of instructor or adult education organiser. During 1979-80 the instructor was paid an honorarium of Rs. 50 per month. It was a question whether the services of experienced volunteers be available at this honorarium. It was a fact that the honorarium was too low to attract good workers. At present, the honorarium of the instructors is Rs. 100 per month. Voluntary agencies, Nehru Yuvak Kendras and several state governments preferred local village youths to work as adult Education Instructors. National Literacy Mission (1988) emphasised (a) to ensure that at least 50% of all Adult Education functionaries are women (b) to give due representation to schedule castes and schedule tribe instructors and (c) to recruit personnel not only from the education Department but from the other development departments as well. In regards to selection of women Instructors, adequate number of educated women were not available in the rural areas and where they are, they seldom volunteer to work as instructors. Due representation cannot be given to persons belonging to SC and ST as literacy rate is low among them.
4.4.1 Project Level Organisation & Administration of Adult Education in Manipur:

The Directorate of Adult Education, Government of Manipur undertook two separate projects:

a) 6 (six) Rural Functional Literacy Projects (RFLP), and

b) 6 (six) State Adult Education Projects (SAEP)

The Rural Functional Literacy Projects taken up in six districts of Manipur are sponsored and financed by the Central Government, while six SAEPs were taken up by the State Government. There is one Project Officer (P.O.) in each project, an Assistant Project Officer (APO) and some Supervisors are helping the work of each Project Officer for smooth running of Adult Education Centres in their respective areas. Each of the Project Officer has the power to open Adult Education Centres. He is the agency for maintaining a close rapport with public and higher authority from time to time. Staffing pattern of both RFLP and SAEP Projects are given below at Table No. 26 and 27.

Table No. 26: Rural Functional Literacy Project (RFLP) showing staffing pattern in each district.

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Name of Project</th>
<th>Project Officer</th>
<th>Asst.Project Officer</th>
<th>Supervisor</th>
<th>L.D.C.</th>
<th>C.O./Driver</th>
<th>Grade</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Imphal</td>
<td>1</td>
<td>1</td>
<td>6</td>
<td>2</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>2</td>
<td>Senapati</td>
<td>1</td>
<td>1</td>
<td>6</td>
<td>2</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>3</td>
<td>Chandel</td>
<td>1</td>
<td>1</td>
<td>6</td>
<td>2</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>4</td>
<td>Jiribam</td>
<td>1</td>
<td>1</td>
<td>12</td>
<td>2</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>5</td>
<td>Kakeching</td>
<td>1</td>
<td>1</td>
<td>6</td>
<td>2</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>6</td>
<td>Ukhrul</td>
<td>*1</td>
<td>-</td>
<td>6</td>
<td>1</td>
<td>-</td>
<td>1</td>
</tr>
</tbody>
</table>

|            |            |                |                      |            | 6  | 5  | 42 | 11 | 5  | 6   |

Source: Directorate of Adult Education: At a glance 1980-89, P.IV.
From the above table, it is clear that there are 69 employees to assist the 6 (six) Project Officers in the 6 (six) RFLPs. Rural Functional Literacy Projects were functioning efficiently in the six districts of Manipur from 1980-81 to 1990-91. In 1980-81 only 873 centres with 21,595 Adult (11,493 males and 10,102 females) were enrolled and 8,924 adults (4,787 males and 4,137 females) were made literate. At that time only 3 (three) projects were opned in Imphal, Senapatii and Chandel Districts. In 1986-87, the number of centres increased to 1,545 with 39,274 adult learners (15,813 males and 23,461 females) were enrolled and 14,025 adults (5,801 males and 8224 females) were made literate (as shown in Table No.6 and 7 in Chapter No.III).

In this way, there is sign of steady progress due to effective administrative system of Adult Education in Manipur. These projects were directly financed by the Central Government as stated earlier.

State Adult Education Projects (SAEPs) were started from the year 1980-81 and continued upto 1990-91 in 6 (six) Districts. As regard, State Adult Education Project (SAEP) Table No. 27 is showing the staffing pattern in each District.

Table No.27 : State Adult Education Project (SAEP) Manipur.

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Name of Project</th>
<th>Project Officer</th>
<th>Asstt.Project Officer</th>
<th>Supervisor</th>
<th>L.D.C.</th>
<th>C.O.</th>
<th>Driver</th>
<th>Grade</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Wangoi</td>
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<td>1</td>
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<td>-</td>
<td>1</td>
</tr>
<tr>
<td>2.</td>
<td>Thoubal</td>
<td>1</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>3.</td>
<td>Bishenpur</td>
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<td>1</td>
<td>2</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>1</td>
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<tr>
<td>4.</td>
<td>Churachandpur</td>
<td>1</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>5.</td>
<td>Tamenglong</td>
<td>1</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>6.</td>
<td>Ukhrul</td>
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<td>1</td>
<td>2</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
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<td></td>
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<td>6</td>
<td>24</td>
<td>6</td>
<td>1</td>
<td>1</td>
<td>6</td>
</tr>
</tbody>
</table>

Source : Directorate of Adult Education : At a glance 1980-89, P.IV.
From the above table, it is clear that there are 44 employees to assist 6 Project Officers in the 6 (six) SAEPs.

In 1980-81, 1,437 centres with 40,538 adults (24,789 males and 15,749 females) were made literate. In 1990-91 the number of centres was 1,121 with 34,953 adults (18,536 males and 16,417 females) were made literate. It shows a diminishing return. Regarding SAEP, there were breaks in the year 1983-84 and 1986-87 batches, and no centre was opened (as shown in Table No.12 in Chapter No.III). The progress of SAEP was not satisfactory as that of Rural Functional Literacy Projects.

4.5 Block and Local Level:

Local bodies play an important role in the organisation and administration of Adult Education. Their work extended to: (a) Block (b) Village Panchayats, (c) Local Clubs and (d) Municipal Boards. At the block level, Block Development Officer (BDO) is the head. Adult Education Centres were opened under his guidelines in the past. At present, Panchayats will have to work at the village and block level. The 73rd and 74th Constitutional Amendment Act, 1992 were meant for the decentralised development of educational management having a bearing on Adult Education in the rural areas. With the enforcement of this Amendment Act, the power and activity of the Panchayats are on the more increased. Opening of adult education centres are among the important activities of the Panchayats and Zilla Parishad in rural areas of Manipur.

The expected income of the Panchayats include taxes on fairs, shops and houses, fees from registration of purchase and sale of cattle and grants from the government. This income is to be spent on various works as development of inter-village road, digging of ponds, etc. Panchayats are also to help the voluntary organisations and clubs in the organisation of adult education centres.
The 74th Constitutional Amendment Act, 1992 was meant for the Development of Municipality Areas along with the proper development of adult education. The power and function of Municipal Board was increased to a great extend in relation to adult education. The Municipalities also help voluntary organisations, clubs and Mahila Mandalas in opening adult education centres under their jurisdiction. Creche, child care centres, Anganwadi Centres and Bal Bidya Mandirs also expected to get special grants from Municipal Boards.

Thus in Manipur, village and local level organisations and agencies are at the base for opening adult education centres. In some villages of Wangjing, Lamsang, Mekola, etc. Women centres are successfully opned under the guidance and control of the voluntary organisations of their respective areas. They are also getting financial assistance from the central government or foreign funding agencies for organising adult education centres for the betterment of the illiterate people. The effective organisation and administration of adult education programme of Manipur also depend, to a great extend, to the production and proper distribution of teaching learning materials for the benefit of the learners. This aspect will be discussed in details in the next Chapter.