CHAPTER IV

ADMINISTRATIVE FRAMEWORK
ADMINISTRATIVE SET-UP

A sound administrative structure is the pre-requisite for achieving the desired objectives of an organisation. Therefore, a good deal of care and vision are needed to determine the administrative arrangements of an organisation. A wrong administrative framework will seriously impair actual performance and may even destroy it. However, a good administrative framework does not by itself bring about a good performance just as a good constitution does not by itself guarantee good government. On the other hand, poor administrative structure makes good performance impossible.

An administrative structure is made up of a network of positional arrangements set in an hierarchical order with well-defined autho-


rity and responsibility. To be more specific, it is a pattern of relationship among the various functionaries of an organisation from the top to the bottom. It is a framework of communication channels by means of which the chief executive coordinates, directs and controls the activities of the persons concerned. Thus, it is a systematic assignment of functions, duties and responsibilities among various members of a group or team working in the organisation. It also defines the role each member of an organisation is expected to play and the relation he has with other members.

Federal demarcation of the spheres of functioning notwithstanding, the success or failure of any educational programme (and for that matter any other programme aiming at the development and well-being of the masses) calls for the active collaboration and co-operation of both the Central and the State governments. The former acts as the think tank (formulating programmes and policies) and also 'to some extent' the funding authority whereas the State governments provide the adminis-
trative and other infrastructural facilities essential for the implementation of the programmes. If anyone of these two governmental sectors falters in the performance of its respective roles, the programme concerned falls through. It is, therefore, of utmost importance that they work in close co-operation with each other.³

Based on this cardinal principle of administration, an elaborate organisation has been developed in order to implement the mass Adult Education Programme. In this Chapter we highlight the administrative set-up of this organisation.

Broadly, this organisation functions at three levels, National, State and District. Though set in hierarchical order, each one of these units has an autonomous role to play. We dwell upon their structural and functional roles.

NATIONAL LEVEL:

The Department of Education in the Ministry of Human Resource Development constitutes the apex of the organisational pyramid. In keeping with the importance that education occupies in the national schemes of development, the Minister invariably holds the cabinet rank and belongs to the front-rank leadership of the ruling party. The minister is aided and assisted by an elaborate ministerial set-up which is headed by the secretary, the joint educational advisor and a number of joint secretaries, deputy secretaries and other categories of staff. The Department of Education is organised into various Bureaux, Divisions, Branches, Desks, Sections, Units and Sub-Units. Each Bureau is under the charge of a Joint Secretary, assisted by an Education Advisor, and Divisional Heads.4

* For details see Organisational Chart-I

Apart from this, over the years a number of subordinate offices and autonomous organisations (Chart - 1) have come up under the Department of Education. Besides evolving from time to time comprehensive education policies covering all aspects of educational development, the Department of Education coordinates the activities of the State governments in sectors like Universal Elementary Education and Adult Literacy.

The Adult Education Bureaux in the Department of Education is headed by a Joint Secretary, who is also concurrently designated as Director General, National Literacy Mission. He is assisted by two Deputy Secretaries, one Deputy Educational Advisor and other categories of Staff. 5

With a view to decentralize and quicken the pace of decision-making, a National Literacy Mission Authority has been set up at the National Level. The National Literacy Mission Authority

is an independent and autonomous wing of the Ministry for Human Resource Development and is vested with executive and financial powers in its sphere of operation. It is an operating and implementing organisation at the national level for all the activities of Adult Education. The Minister for Human Resource Development is the ex-officio Chairman of the National Literacy Mission Authority and the Minister of State of the same Ministry is its ex-officio Vice-Chairman. The other members are: Five ministers from various ministeries/department, senior level political leaders of the main national parties (nominated), three members of Parliament (two from Lok Sabha and one from Rajya Sabha), six ministers of education from different States, eight ex-officio members drawn from national level institutions as the University Grants Commission, the Planning Commission etc., six representatives from voluntary organisations and four educationists, scientists and media experts. The Director General of the National Literacy Mission is the ex-officio member Secretary of the Mission.
The Chairman of the Executive Committee of the National Literacy Mission Authority is the Secretary, Department of Education, Ministry of Human Resource Development. The Executive Committee has eight members from different institutions like Planning Commission, Directorate of Adult Education, University Grants Commission etc. and another six members who have made contribution towards the discipline of Adult Education. The Director General of National Literacy Mission is the ex-officio member Secretary of the Executive Committee. 6 **

Similar bodies (State Literacy Mission Authorities) have been set up in 18 states of the Indian Union. These authorities take up.

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* The first meeting of the Council and Executive Committee was held in 1988. Since it inception the council has met three times and Executive Committee 19 times. Re-constituted National Literacy Mission Authority (August 90) held its meeting once and Executive Committee 8 times upto June 1991.


** For details see Chart 2
Chart 2

NATIONAL LEVEL STRUCTURE

NATIONAL AUTHORITY ON ADULT EDUCATION
MINISTER HRD, POLITICAL LEADERS
SCIENTISTS, EDUCATIONISTS CONCERNED
MINISTRIES/DEPTS DIRECTOR GENERAL

MISSION TASK FORCE DIRECTOR GENERAL

BY CONVERSION OF EXISTING DIRECTORATE OF ADULT EDUCATION

* BY CONVERSION OF EXISTING DIRECTORATE OF ADULT EDUCATION
different measures conducive to the eradication of illiteracy in their respective States. All the state governments have been advised to identify areas, a village, a cluster of villages, a panchayat, a block or even a district, where cent per cent literacy is to be achieved in a fixed time frame.

In addition to this massive governmental machinery, as many as 571 Voluntary Agencies along with their 35,680 Adult Education Centres are also engaged in Adult Education Programme. The students engaged in this task constitute the second important arm of the National Literacy Mission, the first being the Voluntary Agencies. Over 6.5 Lakh students from different universities and colleges from all over the country are participating in the Programme. 7

Apart from them, all the employers in

7. In two sampled Districts in the State of Haryana, none of the centre was run either by the Voluntary Agencies, Students or any other organisation.
the Government Sector, Trade Unions, Railway Board, Army, Navy, Air Force, District Soliders Boards and Prison Managements are also involved in the functional literacy drive.  

DIRECTORATE OF ADULT EDUCATION:

The Directorate of Adult Education is the national apex resource centre for the Adult Education Programme in the country. It functions as an academic wing of the Ministry for Human Resource Development, (Department of Education). The Directorate has been divided into various units* and each unit has been entrusted with special tasks rendering technical services in all matters connected with Adult Education.

The main functions of the Directorate are:


* The other Units are: Literacy Materials, Production and Dissemination, Training and orientation, Planning, Monitoring and Evaluation, Statistics, Post-Literacy and Follow-up, Media and Research.
(i) to serve as National Resource Centre for Adult Education Programme:

(ii) to oversee the work of State Resource Centres and advise the State Governments, Universities, Shramik Vidyapeeths, Voluntary Agencies and other institutions engaged in the Adult Education Programme:

(iii) to provide support to curriculum development and preparation of teaching/learning material, training of functionaries, post-literacy and follow-up programme:

(iv) to act as documentation and information clearing house:

(v) to undertake publicity and promotional work through electronic and other media:

(vi) to prepare monthly bulletin, newsletter and 18 other publications on various issues; and

(vii) to organise series of workshops for
the preparation of guidelines by using training films, script-writing and improving quality of training.

Besides the Directorate of Adult Education, a number of other institutions like National Book Trust (NRT), Central Institute of Indian Languages (CIIL), Extension Departments and Department of Adult and Continuing Education etc. have been involved in the preparation, production, selection and distribution of material for the use of neo-literates.

STATE LEVEL:

At the state level, it is the State Cabinet which has been entrusted with the collective responsibility of promoting educational activities in the state. The Minister of Education initiates, directs and executes educational policy. He is assisted by commissioner-cum-secretary. Who is usually an officer from the Indian Administrative Cadre. He is a link between the executive functioning of the directorate
and the policy making function of the legislature.*

Others in the hierarchy are Joint Secretary, Deputy Secretary and Under Secretary at the Secretariat level.** It is at this level that the educational policies of the state are framed. The Minister is also advised by Consultative and Advisory Committee.

The next organ of educational administration in the present state is the Directorate of

* The matters to be disposed off at the Commissioner level are:

(i) Establishment matters pertaining to gazetted officers of the directorate of education; (ii) Appeals against the orders of the Director of Public Instruction; (iii) Matters regarding Public Account Committee, Estimate Committee and other committees of the legislature; (iv) Financial matters up to rupees 5000; (v) Institution of civil/criminal cases against government servants; (vi) All cases which are to be submitted to Education Minister/Chief Minister; and (vii) Important matters which the deputy secretary under Secretary may bring to the notice of the Commissioner.

** For details see Chart 3
Education headed by the Director of Education, who is assisted by directors of higher, middle, primary and adult education. It is at this level that the educational policy of the State is operationalised. As regards Adult Education, it is headed by a Joint Director, who is assisted by one Deputy Director and two Assistant Directors and other categories of staff. The directorate advises the State government on all matters relating to the Adult Education Programme including its implementation strategies. It provides guidance to the District Adult Education Officers working in various districts of the state. It also oversees their working. The Directorate organises training programmes for Project Officers and makes arrangements for the publication and distribution of teaching/learning material. It receives reports from various Project Officers with regard to the periodic progress made towards achieving the target of Adult Education and transmits the same to the State Government.

DISTRICT LEVEL:

In between the State Directorate and the Project Officer there is a District Adult Education Officer. After receiving the Project proposals from the Directorate, he plans for the area to be selected, the number of Centres to be opened and the number of instructors to be recruited to man these Centres. He makes a provision for District, Block and Village level Committees,* seeks the support of other development programmes for the successful execution of Adult Education in accordance with the policy of the state government. He also maintains rapport with the media people, organises seminars, meetings, get-togethers, training programmes and oversees the working of Voluntary Agencies and other agencies involved in the implementation of Adult Education Programme. 10 **

* There was no such committee at the Village, Block and District level in the districts under study.


** For details see Chart 4
THE INFRASTRUCTURE OF THE DELIVERY SYSTEM

FROM STATE & NATIONAL LEVEL

DISTRICT MISSION AGENCY

ACTION SYSTEM

DATA BASE

PROJECT AGENCY

ACTION SYSTEM

DATA BASE

SUPERVISORY AGENCY

ACTION SYSTEM

DATA BASE

ADULT EDUCATION CENTRE

ACTION SYSTEM

DATA BASE

TO STATE & NATIONAL LEVEL

DATA BASE

- LEARNERS' PARTICIPATION
- LEARNERS' PERFORMANCE
- AVAILABILITY OF MATERIALS AND EQUIPMENTS
- COMMUNITY PARTICIPATION

ACTION SYSTEM INPUT

- SCIENCE & TECHNOLOGY
- PEDAGOGICAL IMPROVEMENTS
- FEED-BACK FROM DATA ANALYSIS
- DEVELOPMENT INFORMATION

GRASS-ROOT DATA
PROJECT LEVEL

Project Officer:

Project level administration is headed by a Project Officer, who is assisted by an Assistant Project Officer, Supervisors and other supporting staff. He is a State Government employee from the Department of Education. The Project Officer is the Chief Organizer, Co-ordinator and leader of the team concerning all the activities of the Programme at the Project level. Before taking the assignment he receives training on all aspects of Adult Education and its implementation strategies. After taking up the assignment he gets familiarised with the Project area thoroughly in order to understand the socio-economic groupings of the people.

The entire implementation of the adult education policy rests with him. To make this Programme a success he first of all conducts a survey in the Project area with a view to setting up Adult Education Centres, and identifies various illiterate pockets. Then he selects
the instructors and hunts out rent-free accommodation for the Centres. The enrolment of learners is done by the instructors, and the timing of the classes is fixed by the Project Officer as per the convenience of the learners. He allots a different cluster to each of the supervisors for supervising the centres and the working of the instructors.

His other functions are:

(i) distribution of teaching/learning material, and other Stores to all instructors; (ii) organise training and orientation programme for supervisors and instructors; (iii) to organise publicity campaigns (iv) distribution of honorarium to all instructors; (v) to prepare quarterly reports and submit them to the directorate of adult education at the State level; (vi) to carry out day-to-day, on the spot checking of the Centres and (vii) to maintain records.11

SUPERVISOR:

Each Project Officer is assisted by supervisors, numbering 5 to 20 depending upon the size of the Project. The Supervisor is a

whole time functionary. His placement is in between the Project Officer and the instructor. He is drawn from the common pool of Trained Graduate Teachers and is employed on an ad-hoc basis. He is allotted a cluster of around 30 Centres for supervision and is required to supervise 4-5 centres every day when the classes are in progress. Besides assisting the Project Officer in the selection and recruitment of instructors, locating rent free accommodation for centres, organising training programmes, etc. he also provides on-the-spot technical guidance to instructors and makes sure that classes are conducted regularly. He maintains the channel of communication between the instructors and the Project Officer.

He also helps the learners to use literacy skills in terms of reading news papers, magazines, writing applications and filling up the money order forms etc.

His other functions are:

(i) using survey schedule for understanding the community and its needs; (ii) identification of instructors; (iii) collecting and getting familiarised with the collected information regarding the area and the development schemes;
(iv) mobilising local support (v) preparing work calendar for each adult education centre with the instructor; (vi) sharing experiences of the cluster of villages for the preparation of public bulletin; (vii) helping instructors to evaluate the learners progress; (viii) evaluating the centres with the participation of instructors, learners and community; (ix) classifying the centres in his cluster according to their performance; (x) taking corrective measures to remedy the weaknesses of the centres identified earlier; (xi) ensuring proper distribution of materials to all centres; (xii) recognising literacy as a tool for liberation from oppression and ignorance; (xiii) recognising the need for involvement of learners continuously in activities to promote group action and to solve their own problems and the problems of the community; (xiv) enabling the community to see adult education programme as an input in development; (xv) enabling instructors to articulate to raise questions (xvi) helping people to be aware of the need for special programmes for the pregnant (regular medical check-up) and lactating mothers and immunization of young children; (xvii) training instructors for proper use of materials and their compilation (xviii) ensuring supply of post-literacy materials for the retention of acquired literacy skills and further development of skills; (xix) reflecting and assessing the post-literacy activities periodically; and (xx) motivating people for more and more useful information.

INSTRUCTOR:

The instructor is a person who directly

comes in contact with adult learners as he imparts instructions to them in the class-rooms. Among the many factors which determine the success of Adult Education the instructor is the main one. He is the pivot around whom the whole Programme revolves. The task of the instructor becomes all the more difficult as the learners are adults. He has to perform numerous functions and thus, he is a crucial link in the hierarchy of administrative set up. He is the bottom most functionary of the organisation of Adult Education Programme. There is a male instructor for a male centre and a female instructor for a female centre. He is the front-line worker and actual 'doer' of the Adult Education in the community. He is a part-time worker appointed by the Project Officer. The tenure of the instructor depends upon the discretion of the Project Officer and he/she can discontinue his services at any time by intimating the latter. On the other hand, the instructor can also express his inability to conduct classes and quit whenever he likes. The quality and success of the work in any centre depends upon the capacity and sincerity of the
instructor. He is paid an honorarium of Rupees 100/ per mensem for coaching classes for a period of one and half hours daily.

The instructor has to perform numerous functions, as per the policy guidelines of the Adult Education Programme. As an organiser of the Centre the Instructor takes various steps to motivate and involve potential learners, in the Programme. After contacting prospective learners, he enrols about 30 learners in one batch for a period of one year. He arranges rent-free accommodation for the adult education centres. As a literacy teacher, he provides the basic stimulus through dialogue and discussion with the learners. He helps them to understand the relevance and usefulness of literacy skills. He imparts literacy skills in a sequential order upto such a level that the learners are able to read and write on their own.

He provides the learners some functional information regarding legal rights, minimum wages, use of smokeless chulha (fire place),
solar cooker, bio-gas plant, importance of clean drinking water etc. He maintains the progress record of the learners and sends returns to the Project Officer. He contacts the drop-out learners and motivates them for attending the literacy classes.

His other functions are:

(i) to collect teaching/learning material from the Project headquarters;

(ii) To attend the queries of various officials like project officer, supervisors, district adult education officer and researchers etc.;

(iii) to organise cultural and recreational activities like drama, Kirtan (religious songs) etc.;

(iv) to prepare literacy material/aids such as charts, diagrams etc.;

(v) to improve the performance on the basis of feed-back received from community, supervisors and learners;

(vi) to make arrangements for discussion with functionaries of different development departments;

(vii) to enable the learners to see the Adult Education programme as an input in development;

(viii) to identify the local talent in folk arts for entertainment;
(ix) to identify, collect and utilise the available sources of information (Radio, T.V. Newspaper and Booklets);

(x) to motivate the learners to be health conscious through health promotion services;

(xi) to collect and provide information for improving existing occupational skills;

(xii) to inform the learners about the utility of income generating schemes initiated by various agencies;

(xiii) to explore the possibilities of support of the local craftsmen and artisans for improving the learners skills; and

(xiv) to undergo training programme for the duration of one week organised by the Project Officer.