CHAPTER VII

PROJECT PERSONNEL
The success and failure of any development programme depends upon the way the men and women who are commissioned to implement it in the field, actually function. If they are sincere and committed to their duty and perform it with a sense of full involvement, there is no reason why the programme should not meet with success. But, if their attitude is casual and evasive the programme would function more on paper than in the field. In this chapter we intend to highlight the actual performance of the Project level personnel. Our focus would be to project the calibre of the personnel, the element of involvement and seriousness that they endow on the performance of their duty and such other factors.

As mentioned in an earlier chapter the Project staff comprises mainly a three level team: the Project Officer, the Supervisors and the Instructors. We take up the sequence
from bottom upwards and discuss the instructors first.

INSTRUCTORS:

The instructor is the most crucial functionary of the Programme. Upon him rests the responsibility of wiping out illiteracy from the villages and towns of the country where the Programme is functioning. Thus, to understand the profile and role of instructors is of utmost importance.

Instructor’s Qualification:

Even though instructors were not required to be highly qualified as per the policy guidelines, yet their educational qualification is an indicator of their own competence. In general, it is expected that a person with higher qualifications would exhibit greater awareness. The policy of Adult Education mentioned, matriculation as minimum qualification for appointment as instructor. If such persons
were not available he/she could be with a lower qualification but possessing the quality of leadership. In this context, it may be pointed out that under the Adult Education Programme an instructor is required not only to make the learner-participants proficient in reading, writing and numeracy skills alone, but also to generate awareness on topics like social evils, civil rights, health and hygiene, nutrition, economic exploitation, tenancy laws, land and labour laws, and procedures for loan facilities etc.  

Apart from this, he has to create a learning environment and maintain the progress records, send timely reports and attend to various queries raised by the Project Officer, supervisor and other officials.

The qualification up to matric level may be sufficient to teach three R's i.e. reading, writing and numeracy. But, it will be difficult for him to impart the knowledge of various areas mentioned above.

with only this much qualification. For performing such a role effectively, he has to have some degree of awareness himself to understand the various aspects of the Adult Education Programme. Besides, he is also required to motivate the adults of the area concerned to come forward and join the literacy programme. Involving psychological dimensions as motivation does, it is too difficult a task to be easily accomplished for a half-baked person as most of our matriculates are these days. Delineating some of the difficulties of this task Arvinda Chandra and Anupama point out that adult generally, have fixed notions and ideas regarding many things as their individuality is developed more fully. If they have missed schooling completely in their younger days, they have possibly not developed learning habits. At their age, they react to things, persons and experiences slowly.² It is therefore, important that an instructor should be patient and adequately

² Arvinda Chandra and Anupama Shah, Non-formal Education for All, op. cit., p. 50.
qualified and experienced. Nanda rightly observe that instructors are generally inadequately equipped for the work entrusted to them. With their limited educational background and very little preparation they find it difficult to be involved in the work specially when they have a feeling that they are not being paid well. He also finds that a majority of the women instructors in rural as well as urban areas have limited educational background and have no or little experience of teaching. 3

Table No. 7.1 depicts the qualification of the instructors in the Project of Ambala and Narwana (Jind district).

3. A Nanda, in Retention of Literacy Skills by Neo-Literate Women, op. cit. 164.
<table>
<thead>
<tr>
<th>Qualification</th>
<th>Grand Total</th>
<th>AMBALA</th>
<th>JIND</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>1. Upto 8th standard.</td>
<td>3 (15.0)</td>
<td>-</td>
<td>1 (5.0)</td>
<td>2 (10.0)</td>
</tr>
<tr>
<td>2. Marticulation</td>
<td>12 (60.0)</td>
<td>1 (5.0)</td>
<td>4 (20.0)</td>
<td>5 (25.0)</td>
</tr>
<tr>
<td>3. Between matriculation and BA.</td>
<td>1 (5.0)</td>
<td>-</td>
<td>1 (5.0)</td>
<td>-</td>
</tr>
<tr>
<td>4. B.A.</td>
<td>4 (20.0)</td>
<td>1 (5.0)</td>
<td>3 (15.0)</td>
<td>4 (20.0)</td>
</tr>
<tr>
<td>Total</td>
<td>20 (100)</td>
<td>2 (10.0)</td>
<td>8 (40.0)</td>
<td>10 (50.0)</td>
</tr>
</tbody>
</table>

Figures in parentheses indicate percentage.
Table No. 7.1 brings out the fact that a majority of the instructors (75 per cent) had passed either the middle standard or matriculation. However, 20 per cent of them were either graduates or had studied beyond matriculation level. But, there was none among this category in the district of Jind.

Such a trend can be attributed to the poor level of education in rural areas of this district or to the fact that well-qualified persons had not come forward to take up the assignment of instructors. This fact was also endorsed by the respondents and the high-ups of the Programme. They stated that as the instructor was paid very low and there was a lot of pressure on him by the supervisor and the project Officer, no well-qualified person would come forward to take up this assignment.

The policy makers visualised that the instructor could be drawn from amongst the ranks of the superannuated persons, field level government employees or other public
servants, ex-servicemen, students and unemployed youth. But it was discovered from the field that though the persons from these categories were available in each village, none was prepared to work as an instructor.

**Castes Complexion:**

Our society is sharply fragmented in caste divisions. That is why it was considered important to examine to what extent an instructor was able to attract participation of other castes. The policy guidelines state that as far as possible the instructor should belong to the community of the learners themselves. However, it is also stated that if no suitable person from that caste group is available or not willing to undertake the assignment, then he/she can be taken from other caste groups.

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as well.  

The areas covered under two Projects in our study have different caste group composition like, Jats, Brahmins, Baniyas, Khatris, backward classes and scheduled castes. There were some centres (30-35 per cent) exclusively for the scheduled castes and the others, for mixed communities. Our study depicts that these instructors hailed from different castes but in most of the cases from higher castes (Jats, Brahmins, Baniyas, Khatris etc.).

The Table 7.2 indicates the caste complexion of the instructors in two districts.

### Table No. 7.2

**INSTRUCTORS' CASTE-WISE**

<table>
<thead>
<tr>
<th>Castes</th>
<th>Grand Total</th>
<th>AMBALA</th>
<th>JIND</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>1. Jats</td>
<td>6 (30.0)</td>
<td>1 (5.0)</td>
<td>-</td>
</tr>
<tr>
<td>2. Baniyas</td>
<td>3 (15.0)</td>
<td>1 (5.0)</td>
<td>2 (10.0)</td>
</tr>
<tr>
<td>3. Brahmins</td>
<td>5 (25.0)</td>
<td>-</td>
<td>2 (10.0)</td>
</tr>
<tr>
<td>4. Khatris</td>
<td>5 (25.0)</td>
<td>-</td>
<td>4 (20.0)</td>
</tr>
<tr>
<td>5. Scheduled Caste</td>
<td>1 (5.0)</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>20 (100)</td>
<td>2 (10.0)</td>
<td>8 (40.0)</td>
</tr>
</tbody>
</table>

Figures in parentheses indicate percentage.
The caste-wise analysis of the instructors shows that 95 per cent of them belonged to higher caste groups whereas only one in the entire lot of 20 instructors in our sample hailed from the ranks of the Harijans (scheduled caste community). This sole representative of the Harijans, the section that contributes to the bulk of illiterates belonged to the district of Jind (Narwana urban centre). There was none from the backward castes. This shows that little care was taken at the time of selection of instructors from these communities even though the centres were exclusively meant for them. This can be attributed to their lower social status in the village or lack of linkage with government officials or that educated persons were not available among them. When the Project Officers were asked about the reason for this, they stated that well-qualified persons were not available in the village for taking this assignment among these communities.

The framers of the programme were
of the view that in a caste-ridden society such as ours, co-caste relationship would provide a good motivating factor for the illiterates to join this Programme. But our study does not establish any such co-relation-ship. We observed that though the majority of the instructors hailed from higher castes, learners from backward and scheduled castes were also attending classes. However, a study of Uttar Pradesh shows that in those places where scheduled caste instructors were running the centres, there was a predominance of scheduled caste participants. In the case of those centres where the instructors belonged to the backward castes there was predominance of backward castes but higher caste instructors attracted the participants from all castes.6

Instructor's Age:

The policy document on Adult Education

has not put any upper age limit on the instructor, though the minimum prescribed age is 18 years which is relaxable in special cases. Since the age of learners is usually between 15-35 years or even above, the instructors of the same age group or above would prove more communicative. The communication between participants and instructor would also depend on the age of instructor. Some of the learners may have different expectations and aspirations and may be cleverer, wiser or more intelligent than the instructor. They may have absorbed more knowledge from life and experience. Therefore, a mature instructor with some experience of life would be able to communicate well and exercise better control on the class of adults.

Keeping in view the close bearing of the instructor's age on the success of Adult Education Programme, it was considered important to examine it. The Table No. 7.3 indicates the different age groups of the instructors.

Table No. 7.3
INSTRUCTORS: AGE-WISE

<table>
<thead>
<tr>
<th>Age-Group</th>
<th>Grand Total</th>
<th>AMBALA</th>
<th>JIND</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Total</td>
</tr>
<tr>
<td>1. 15 - 20</td>
<td>4</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>(20.0)</td>
<td>(15.0)</td>
<td></td>
</tr>
<tr>
<td>2. 21 - 26</td>
<td>13</td>
<td>5</td>
<td>6</td>
</tr>
<tr>
<td></td>
<td>(65.0)</td>
<td>(25.0)</td>
<td></td>
</tr>
<tr>
<td>3. 27 - 32</td>
<td>1</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>(5.0)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. 33 &amp; above</td>
<td>2</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>(10.0)</td>
<td>(5.0)</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>20</td>
<td>8</td>
<td>10</td>
</tr>
<tr>
<td></td>
<td>(100)</td>
<td>(40.0)</td>
<td>(50.0)</td>
</tr>
</tbody>
</table>

Figures in parentheses indicate percentage.
It shows that a majority (85 per cent) of the instructors were in the age group 15 to 26 years. Incidentally, all of them belonged to the higher caste groups. Why this age group predominates, may be due to the fact that persons in this age group particularly from among the higher castes were readily available to take up this assignment.

As for the women instructors it is interesting to find out that all of them in this age group were unmarried persons waiting for matrimonial settlement and were, therefore, easily spared by the parents for this job. This type of employment helped them to supplement their income for meeting their pocket expenses.

The percentage of instructors in the age group of 26 and above was very small (15 per cent). Persons in this age group were not available for an assignment of this type, perhaps for the reasons that they are
easily absorbed in other jobs more lucrative in nature and assuring a better status. However, there were two instructors above 33 years of age. One of them was a life convict in the Central Jail and the other was a farmer in Jind.

Thus, we find that most of the instructors were in the same age group from which the learners were drawn. On the whole it was satisfying to note that the instructors of all age groups were able to exercise control on adult learner's classes.

But in Orissa as Sudame and Bustia's study reveals that in certain tribal centres persons even below the age of 13 had been appointed as instructors. What goods such 'child instructors' would deliver to the

Programme can be better imagined than described.*

Main Occupation of the Instructors:

The policy makers had expected the instructor to be a volunteer worker who should take up this work, more or less in a missionary way and thereby extend his services to the community. But by and large these hopes were belied. The instructors were actively engaged in different professions (such as house-hold, agriculture and studies)** The adult education work was only their side business and that too of secondary importance. It was therefore, considered essential to know whether or not the main occupation of the instructors was conducive to adult education work.

* Evaluation Studies in other states of India also indicate that majority of the instructors belonged to the age group of learners.

** The Evaluation Studies in the States of Rajasthan, Uttar Pradesh and Punjab show that none of the instructor was pursuing studies privately or through correspondence.
Table No. 7.4

MAIN OCCUPATION OF THE INSTRUCTORS

<table>
<thead>
<tr>
<th>Main Occupation</th>
<th>Grand Total</th>
<th>AMBALA</th>
<th>JIND</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>1. House-Hold</td>
<td>5 (25.0)</td>
<td>2 (10.0)</td>
<td>2 (100)</td>
</tr>
<tr>
<td>2. Agriculture &amp; House-hold</td>
<td>7 (35.0)</td>
<td>6 (30.0)</td>
<td>1 (5.0)</td>
</tr>
<tr>
<td>3. Students</td>
<td>6 (30.0)</td>
<td>6 (30.0)</td>
<td>6 (30.0)</td>
</tr>
<tr>
<td>4. Small Industries</td>
<td>1 (5.0)</td>
<td>1 (5.0)</td>
<td>1 (5.0)</td>
</tr>
<tr>
<td>5. Other</td>
<td>1 (5.0)</td>
<td>1 (5.0)</td>
<td>1 (5.0)</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>20 (100)</strong></td>
<td><strong>8 (40.0)</strong></td>
<td><strong>10 (50.0)</strong></td>
</tr>
</tbody>
</table>

Figures in parentheses indicate percentages.
The Table No. 7.4 shows that 75 per cent of the female instructors in the district of Ambala were students who, after having done matriculation or B.A., pursued their studies, privately or through correspondence. It is a healthy sign that even those who were engaged in agriculture, household activities and studies could spare time for adult education classes. It is interesting to find out that none of the instructors was in government service. Equally interesting was the fact that one life convict in Central Jail, Ambala had taken up the assignment of an instructor and was working enthusiastically. His interest and service to this noble cause of teaching the inmates was appreciated both by the respondent learners and officials of the Jail.

As per their motive to take up the instructor's job, 90 per cent had gone in for this assignment in order to supplement their income. However, 2 male instructors (10 per cent) in Ambala including one in
the Central Jail said that they considered that assignment as social service.

Experience:

A majority of the instructors (45 per cent) had been taking classes for the last 2-3 years while the remaining 40 per cent for 4-6 years. However, 2 male instructors in Ambala (including Central Jail Instructor) had been taking classes for 8 years. This shows that Adult Education Programme in Ambala district was older than the Programme in Jind district.

Training:

In the policy frame of Adult Education instructor's training holds an important position. The instructors, before or after taking the assignment are supposed to undergo compulsory training for a week, organised by the District Adult Education Officer at district level.
Training makes the instructors familiar with the aims and objectives of the Adult Education Programme. It develops attitudes and values in the desired direction. The instructors are taught various techniques of teaching and motivating adult learners. They are also trained in various methods of maintaining records, preparing and sending reports, drawing and distributing teaching/learning material and preparing charts in the centres etc. Therefore, the training programme obviously has a close bearing on the success of the Adult Education Programme. With a view to familiarise himself with the functioning of the training programme this researcher also attended a training camp organised in the Naraiangarh sub-division of Ambala district. At that time, the training of instructors (of Ambala district) was in progress. The researcher observed the training procedures and techniques. Almost all the instructors of Ambala Project were attending that camp. Some of the instructors were attending this for the first time whereas for many it was their second or third time.
The Table No. 7.5 indicates the number of times the instructors attended the training programme.

**Table No. 7.5**

**NUMBER OF TIMES ATTENDED THE TRAINING PROGRAMME**

<table>
<thead>
<tr>
<th>Training attended</th>
<th>Grand Total</th>
<th>AMBALA</th>
<th>JIND</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Total</td>
</tr>
<tr>
<td>Not at all</td>
<td>1</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>(5.0)</td>
<td>(5.0)</td>
<td></td>
<td>1 (5.0)</td>
</tr>
<tr>
<td>Once only</td>
<td>3</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>(15.0)</td>
<td></td>
<td></td>
<td>(10.0)</td>
</tr>
<tr>
<td>Twice</td>
<td>8</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>(40.0)</td>
<td>(20.0)</td>
<td></td>
<td>(5.0)</td>
</tr>
<tr>
<td>Thrice</td>
<td>2</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>(10.0)</td>
<td>(5.0)</td>
<td></td>
<td>(5.0)</td>
</tr>
<tr>
<td>Four times</td>
<td>6</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(30.0)</td>
<td>(15.0)</td>
<td></td>
<td>(10.0)</td>
</tr>
</tbody>
</table>

Total: 20 (100) 8 (40.0) 10 (50.0) 6 (30.0) 4 (20.0) 10 (50.0)

Figures in parentheses indicate percentages.
The Table No. 7.5 shows that all the instructors (with the exception of one) had attended the training programme. Forty percent had attended it twice, while 30 percent four times or even more. Fifteen percent of them had attended it for the first time only. There was no instructor who had not attended the training camp even once except the one from the Central Jail Ambala.

When the instructors were asked whether or not they were benefited by the training they stated that it had been very helpful to them in running the Programme. This shows that the administration had provided training to all the instructors on the Programme of Adult Education in both the districts.

Deployment of Instructors in Other Village:

The policy of Adult Education points out that as far as possible the instructor should be from the same background and resident.
of the locality of the learners. This point has great relevance here because it will be quite difficult for the instructor to go to a distant place for conducting classes and he/she is likely to miss them many times. On the other hand, if the instructor is deployed in his/her own village it is more convenient for him/her to conduct classes.

In our study we found that 85 per cent of instructors were deployed in their own villages. But 15 per cent instructors (all females from the district of Ambala) were deployed in a village/colony, other than their own. These instructors had to travel a distance of 2-3 kilometers for meeting their classes. One such female instructor was in Bazigar colony near Barara Railway Station who came from village Adhoya about 2.5 kilometers away. Another was in Madrasi Colony near Ambala Cantt Railway Station who came from neighbouring town Mahesh Nagar, 2 kilometers away and the third was in village Nadiali who came from Matheri village about 3 kilometers away.
It was encouraging to find that despite these constraints they attended to their work regularly.* This shows commitment on their part towards the Programme.

Weak Link in the Administrative Hierarchy:

The hierarchical structure of the Project Administration consists of a Project Officer, supervisors and instructors. The Project Officer is a full time regular government employee and the supervisor is a full-time ad-hoc employee getting the grade of a Trained Graduate Teacher. However, the instructor who is the actual 'doer' of this Programme is neither properly qualified nor a full time worker. He works part time (one and a half hours each day) and is paid Rupees 100/- per month. This amount is so meagre that no properly qualified person will come forward to bear the responsibility of discharging

* Based on interview with villagers and colony-dwellers and also on personal observation.
this duty. Ultimately, this job is undertaken by improperly qualified persons who owe no such responsibility. Even those who take the assignment quit whenever any undue pressure is put by the Project Officer or the supervisor.

The researcher learnt from a majority of the instructors (85 per cent) that they find themselves in a very odd position with this meagre honorarium.

The researcher contacted 6 instructors who had left this job. They stated that no person with self respect would take the assignment of instructor in the prevailing administrative system of the Project. The officials act in such a way as if they have purchased this man and he should bear all types of unkind remarks given by them. This assignment can be taken by a person who can cheat them, tell a lie, should not fall sick any day, should not go anywhere or even in the
marriage party. * Who will become an instructor? they questioned. Lakshmi Dhar Misra noted that in Uttar Pradesh a large number of instructors resigned en-masse on this account. 9

Problems Pointed Out by the Instructors and Suggestions Given for Improvement

1. The instructors pointed out that the location of the centres should be in proper places. To open a centre in the instructors' own houses (as 75 per cent of the centres were located in their own houses in this case, as indicated in Table No. 5.4 chapter 5) or in an unsuitable

* In one instance the researcher himself observed (when he went to see) a female centre which was closed. While coming back the concerned instructor met us on the way as she was coming from the dispensary after taking medicine as she was sick. She showed her medical prescription also. The Project Officer scolded her in a loud voice to the extent that she started weeping. It was a very embarrassing scene the researcher had observed.

place is neither proper nor suitable for the smooth conduct of the Programme. Every village should have a community centre with proper seating and lighting arrangements.

2. At present six or more centres are functioning in some villages which is unnecessary and is one of the main reasons for the failure of this Programme. To illustrate, if there are 8 centres in a village, 8 instructors are employed in them. Besides 8 houses are occupied by them. Then record keeping is done at 8 different places. The supervision and control becomes difficult. If on the contrary there is only one centre, only one instructor would be employed and if he is paid decently, he can work in shifts and thus cope with the whole work. Better emoluments will provide him with greater motivation and drive and he will obviously take greater pains in his work.
3. There is no arrangement for motivating the learners by any one other than the concerned instructor or supervisor. As a result, the learners do not come forward. It is not possible for the instructor alone to motivate such a large number of learners as he does not hold any official position. Moreover he is not an influential person in that social group. The village leaders, local government officials, (Deputy Commissioner, Sub-Divisional Officer Tehsildar, Block Development Officer etc.) local politicians, progressive farmers and the like may be actively involved in this Programme.

4. The Adult Education Programme presently is confined to literacy instructions only. This is too dry and drab a work. That is one reason why it has failed to make a dent. If it is to be a success it should have something more than the mere learning of 3R's. The needs and interests of the learners has
to be suitably catered to.

5. At present there is no provision for continuing or improving education beyond the literacy level. The Programme can be made more attractive if there is some arrangement of going ahead with the Programme in such a way that it is correlated with formal system of education or some other means of earning livelihood.

6. There are no teaching aids like audio-video cassettes etc. To make learning more effective and interesting, we need to supplement formal teaching with these electronic aids. Further teaching/learning material, booklets etc. are also confined to neo-literates and there is nothing for post-literacy activities in this material. The supply of such material is also not sufficient. It is, therefore, suggested that there should be qualitative and quantitative improvement
in the supply of teaching/learning material in each Centre.*

This material and other stores should be brought to the Centre in official conveyance, and the instructor should not be asked to bring it on his own from the Project headquarters.

7. Presently, the instructor is also expected to have some knowledge of agriculture, animal husbandry, family planning, health and hygiene, general laws relating to administration and of many other such things. This is possible only if suitable literature on these subjects is made available to him and that too if he is better qualified and is employed on full-time basis.

* The instructor from the Jail reported that teaching/learning material (leaflets, note books, pencils, primers etc.) was supplied only once in a year. This gets exhausted very soon as the learners in the Jail use these very effectively. There should be an increased supply of such material to Jail learners atleast, as they do not have access to the market outside.
At present, the learners are not given any incentives for participating in the Programme. This lacuna can be filled up by such small incentives as a higher quota of sugar on ration cards or some loan scheme can provide a good boost to this Programme.

The instructor is placed at the lowest rung of the hierarchy of the whole administrative set-up of the Programme. But he is a part-time worker and above him all are full time regular employees of the government. The instructor is the key figure who executes the policy. The whole implementation is left to him. He is held responsible for every lapse in the programme. For instance if anyone drops out or does not participate, the instructor is called upon to explain by the Supervisor, the Project Officer and other Officials. He is even chased by various officials on many occasions. How can a person, paid only Rupees 100/- per
month, be expected to hold responsibility for so-many things?

10. In order to introduce the spirit of competition in the process of learning, Inter-Centre competitions can be organised and the best suitably rewarded.

In addition to the above problems and suggestions one of the instructors suggested that literacy Programme can gain momentum if the symbols in the ballot paper in the elections are removed and only the names of the candidates are printed. Declaration to this effect should be made 4-5 years before commencement of the next general election. One of the instructors even suggested that the government should withdraw the legal sanction to the thumb impressions and accept only written signature of each individual. These suggestions need positive attention of the authorities.
SUPERVISORS:

In the hierarchy of administrative structure immediately above the instructor comes the supervisor. There are ten supervisors under a Project Officer to assist him. They are drawn from the common pool of Trained Graduate Teachers and are employed on ad-hoc basis. There are male and female supervisors and each of them is assigned the task of supervising the working of 30 instructors in different Adult Education Centres. Each supervisor is required to supervise 4-5 centres every day when the classes are in progress. Here we will mention some of the issues connected with the supervision of day and night centres and the problems pointed out by them.

Supervisors Sex-wise:

The sex of supervisors has very important bearing on the Adult Education Programme, as supervision of male centres is required during night time. If the super-
visors are female it becomes difficult for them to visit the night centres, as they are located at some distance from each other.

Table No. 7.6.

SUPERVISOR SEX-WISE

<table>
<thead>
<tr>
<th>Districts</th>
<th>Males</th>
<th>Females</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Ambala</td>
<td>4</td>
<td>3</td>
<td>7</td>
</tr>
<tr>
<td>2. Jind</td>
<td>2</td>
<td>5</td>
<td>7</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>6</strong></td>
<td><strong>8</strong></td>
<td><strong>14</strong></td>
</tr>
</tbody>
</table>

(43.0) (57.0) (100)

Figures in parentheses indicate percentage.

The Table above depicts the sex-wise distribution of the supervisors in both the districts. It shows that 57 per cent of supervisors (N: 8) were females and 43
per cent (N; 6) were males. The percentage of female supervisors was higher (71 per cent) in Jind district as compared to Ambala (43 per cent).

Each supervisor is supposed to inspect 4-5 centres every day during class timings. As per the position obtained in the centres under study, the supervisors performed their duties by and large reasonably well.* They had been quite regular in the district of Ambala, whereas they appear to have shown sluggishness in Jind. In the latter case, their visits have been few and far between. Why were the supervisors of Ambala so regular in their visits to the centres under their charge? The only reason was that they were residing near the cluster area or in the cluster itself, and it was, therefore, not difficult for them to be regular in their visits. The women supervisors too were in a comfortable position in view of the suita-

* Based on interview with respondent learners, instructors and personal observation.
bility of the class timings (11 A.M. to 12:30 P.M.). There were only a few (4-5) centres under their charge for night supervision and a total of 20 per cent in the whole Project.

As regards Narwana, both their places of stay and the timings of classes were not favourable to them. All the 7 supervisors were residing in Narwana Town which was quite far off from their field of work which was around 15-20 kilometers away from the Project headquarters and their residence. These supervisors were not given any official conveyance for visiting the centres. Hence, it was not possible for female supervisors to visit these centres when classes were in progress particularly during night time as 60 per cent centres in this district were night centres and about 9-10 centres were under the charge of each supervisor for night supervision. Three of the five female supervisors stated that they were visiting these centres with their husbands on scooters/mopeds. The
mode of conveyance used by all the supervisors is shown in the Table below.

Table No. 7.7

<table>
<thead>
<tr>
<th>MODES OF CONVEYANCE USED FOR VISITING THE CENTRES BY SUPERVISORS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>1. Bus</td>
</tr>
<tr>
<td>2. Scooter/Mopeds</td>
</tr>
<tr>
<td>3. Cycle</td>
</tr>
<tr>
<td>4. Government Conveyance</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>

Table No. 7.7 above shows that all the supervisors in the Ambala district visited
the centres on bicycles. This was possible only because they were living near the cluster and the distance from their residence was small. However, in the district of Jind none of the supervisors was able to pay visit on bicycle. The Table shows that 4 supervisors (57 per cent) were visiting the centres by bus and 3 (43 per cent) on scooter/mopeds with the help of their husbands.

In the course of the survey in Jind district the researcher paid a personal visit in the Project Officer's jeep. He took along with him three female supervisors and went around 6 centres in different clusters. He discovered to his great dismay that none of the male centres was working at that time. The residents of the villages concerned when asked, disclosed that the working of those centres had come to a standstill long ago or very few learners attended it occasionally.

As regards the instructors, they denied the charge and in defence of their
plea showed the attendance register to researcher. It was shocking that when no male learners attended the class and the instructors even confessed this fact, they were being shown present in the attendance registers. Later, these very persons would be reported to have successfully completed their literacy course. One can only wonder how this spurious data fed by the field staff to the finally prepared Reports of State Directorate of Adult Education and of the Ministry of Human Resource Development of the Government of India would reflect the correct state of literacy in the state and the country as a whole. Isn't it something that demands a serious consideration by all those who are concerned with the promotion of the programme-planners, administrators, intellectuals and politicians? The vital question arises — "is whole of our planning based on manipulated data?"

Problems and Suggestions:

1. All the supervisors particularly
from the Jind district reported that there is neither any office nor furniture, where they could sit and do the office work. This condition prevailed even at the headquarters. Presently, they sat on a 'Durry' which was spread in the open space opposite the Project Officer's office. As the supervisors have to do some office work apart from their field work, there should be a room where they can do this work.

2. It is very sad that these supervisors, whose duty is exclusively field-oriented, are neither given any mode of conveyance to visit the centres nor are they given any travelling allowance. How are they then supposed to visit 4-5 centres every day, when some of the centres are spatially distanced from one another and function simultaneously? Their position becomes
all the more difficult when they are required to synchronise their visit with the class-timings of the centres. In some of the centres, the classes are held even at the night time. In the absence of this basic amenity, how can we expect the supervisors to be regular in their visits? When a Patwari or a Tehsildar is given an allowance, why cannot the supervisor be paid that allowance? This is one big reason for the weak progress of this Programme.

3.. The supervisor is helpless in the face of politics, as some of the centres were opened on the basis of political and other extraneous considerations. In one case, there were even two centres in the same house, one in the name of the son and the other in the name of the daughter-in-law. The instructors in charge of such centres never bothered
to conduct classes, because they knew that they could not be harmed even if they did not conduct the classes. The supervisor should be authorised to close down or atleast recommend the closure of such centres for ever. The centre closed in this way should not re-open again insisted some of the supervisors.

4. Some supervisors indicated the problems like low qualification of the instructors and the meagre honorarium to them. It became difficult to communicate certain things to poorly qualified instructors. Three of the supervisors stated that they found it very odd to inspect a person who is paid Rupees 100/- only. If he is paid better and not doing his job well, the supervisor can pull him up on the ground that he is being paid well and yet not doing anything worthwhile.
5. The participation of learners can increase if the work of persuading the learners is shared by prominent villagers and other government officials as well.

6. At present the Programme is confined to literacy instructions alone and teaching/learning material is also confined to literacy activities only. It should have the provision of post-literacy and follow-up programmes that will increase participation and benefit the learners. They also suggested the introduction of craft work and vocational courses linked with the daily needs of the learners.

PROJECT OFFICERS:

The Project level administration is headed by the Project Officer who is placed above the supervisors in the administrative hierarchy. There were two Projects in our
study. The Project of Ambala was headed by a male Project Officer and that of Narwana by a female. Both of them were drawn from common pool of high school headmasters/head­mistresses. Their qualification was B.A.B.T. and M.A.B.T. for Ambala and Jind respectively. They were in the age group of 50-55 years, having around 20 years of experience in formal schooling. Both the Project Officers belonged to high caste communities. However, it was found that age, sex, caste did not hamper the functioning of the Projects. These Project Officers were assisted by an Assistant Project Officer. Both the Project Officers and Assistant Project Officers were partly satisfied with their jobs.

Frequent transfers, faulty administrative structures and procedures have greatly upset these officers. The large number of centres in a Project, covering large area, selection of rent-free accommodation for the Adult Education Centres is the biggest problem, Supervision of these centres, particularly
The officers could not bring about any change in accordance with ground realities. They pointed out that the government officials who hold influence in the area rarely come forward to motivate the adult illiterates. Similarly, the local elite and non-government organisations show little interest in promoting this Programme. Non-availability of sufficiently qualified instructors further compounds the problem.

The Programme suffers from lack of coordination as the centres are often in remote villages far from the headquarters. There is no assistance from local administration and the other development agencies in solving the problem of communication and transport. Moreover, a lot of their time and effort is wasted in pleading with higher authorities to release funds and material on time.
An important lacuna in the administrative structure of the Programme brought to our notice was that even though there exists one Assistant Project Officer in each Project, he has not been assigned any specific duties by the government. Moreover he is not answerable for anything. Most of the time, he is without work. The respondent thus suggested that he should be assigned some duties at the headquarter-level. The field work, one of them remarked, should preferably be left to the Project Officer.

While highlighting the administrative problems of this Programme a study team of the UNESCO observed "Organisational and Administrative" problems hampered the actual implementation of the Programme at the Project level. It also referred to the fluctuating interests of the government into the functioning of the Project. The other things it pointed out were:

- Administrative machinery required
for smooth functioning of the Project was not given; and

the allocation of funds for the Project was often more than what could be actually utilised because of administrative difficulties.  

The other problems pointed out by the Project Officers are:

1. There should not be many centres (around 300 at present) in a Project under the charge of one Project Officer. It becomes difficult to exercise control, monitor or conduct regular inspection of so many centers.

2. The tenure of the Project Officer in a Project should be at least 3-4 years. At present, he is transferred very frequently, sometimes even within two years. By the time he

is able to build up a rapport with the learners, the functionaries and the public, he is taken away from the Project. Frequent transfers badly affect the smooth working of a Project.

3. The Assistant Project Officer should look after the office work and maintain records. At present he is not accountable for any work or performance of the Project. Thus, his contribution is negligible.

4. The Project Officer should get a Steno-Typist who should accompany him when he visits the various centres to note down certain important points concerning the Programme on the spot.

5. There should be one statistical assistant to maintain and prepare a systematic record of the monthly
The key point of this Programme is the honorarium to the instructors which at present is too small (Rupees 100 per month). The Project Officer, in fact, is put in very embarrassing situation as he has to get work for 1½ hours every day from this person. At the same time he has to perform a lot of other work apart from taking classes. How can one expect to perform his duties properly at this low honorarium? Obviously the Programme suffers.

There is no mechanism to evaluate the actual magnitude of the problem. Nor is there any official entrusted to find what type of infrastructure is needed to make this Programme successful. The framers of this Programme at Delhi or Chandigarh do not really know the socio-economic
background of the countryside. Hence, there is a lack of practical thrust for implementing the Programme in the real sense. The Project Officer is compelled to work in this haphazard situation. The Programme can succeed only if it is properly planned.

8. No officer of the district or tehsil/block level such as Deputy Commissioner, Sub-Divisional Magistrate or Block Development Officer is involved in motivating the learners to come forward to get rid of illiteracy. The Programme cannot gain momentum without the involvement of all such influential officials.

9. It was remarked by one Project Officer that Adult Education Programme was not making anyone literate. Instead, it was teaching them (including functionaries) how to tell lies. He sarcastically remarked further
that 'Proudh Shikshaw' (Adult Education) had degenerated into 'fraud' Shikshaw (education) and that involved wastage of precious tax-payer's money. The Project Officer should be allowed to open around 50 Centres instead of 300, thereby enabling him to manage within the same expenditure a handsome honorarium to the instructor and more effective control over the Programme.

10. At present, the Project Officer has no power to affect viable changes as per the ground reality. If he wanted to bring any reform in the existing structure and procedures, he is not authorised to do so. For instance, if he was to reduce the number of centres in a Project, pay reasonably fair honorarium to the instructors, open only one centre in one village, hire buildings on rent for the centre he has little
choice. If the Project size is reduced to 100 - 150 centres and proper qualified instructors with proper honorarium are selected, even with the existing financial expenditure the Programme could yield the required results.