

*Pranibha Menon*

**INTEGRATED  
EDUCATION OF  
URBAN WORKERS**

**A REVIEW STUDY OF  
SHRAMIK VIDYAPEETHS**

by

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## PREFACE

The present Review is an outcome of the contributions made by functionaries of SVPs, beneficiaries of their programmes, senior officials of the Department of Education and Directorate of Adult Education, Ministry of Human Resource Development and several other concerned people. This report would not have been possible without their active cooperation and involvement in providing the necessary data and insights. They are too numerous to name them here. However, I am grateful to all of them for their active contributions.

Several researchers provided help in collecting, analysing and processing the data for the present review. Thanks are due particularly to Miss Pratibha Mehta for her consulting help in conceptualising the frame work for data collection and analysis and to Shri Devajyoti Deka for his help in analysing some of the data. Thanks are also due to Shri P. Vasudevan for his persistent help in preparing the manuscript.

While thanks are due to all of them for their help the author alone is responsible for any shortcomings in the report. It is hoped that the review would contribute toward vertilising the SVP organisation for implementing the programme of integrated education of workers.

New Delhi,  
March 13, 1987

Prayag Mehta

## CHAPTER I

### THE URBAN SCENE

We were some 685 million people in India in 1981. Of this, some 160 millions, i.e. about 23.3% people lived in urban areas. The urban population increased by about 50 millions during the decade 1971-1981. Some 18% of the population lived in urban areas in 1961 which increased to about 20% in the year 1971 which further increased to 23.3% in 1981. The urban population grew at the rate of about 46.4% during the decade 1971-81, although the general population increased by 25% during this period.

In addition to natural increases, the urban population also increases because of migration of people from rural to urban areas. Out of the 50 million increase in urban population during 1971-81, about 16 millions were migrants from rural areas. Taking the urban population on the whole, about 10% were migrants from rural to urban areas. If the present rate continues, then, the total number of migrants from rural to urban areas by 1990-91 would further increase by 14.47 millions bringing the total migrants to about 30 millions.

The rural migrants to urban areas greatly contribute to the population of urban poor. In 1977-78 some 38% of the urban population lived below poverty line, whereas in the country as a whole, nearly 48% of the people came in this category.<sup>2</sup> As is well known, it is wide-spread poverty and lack of employment in rural areas, which drive people to migrate to urban areas. It is obvious that the rural migrant population into urban areas by and large is economically poorer than those originally settled there.

#### *Literacy and Employment*

The urban literacy stood at about 57% in 1981 which was considerably higher than the national average which stood at about 36%. There are two types of people among the migrants. Some of them are somewhat educated, others illiterate. Those who are educated seek employment through employment

exchanges. It was interesting that, of those migrants seeking employment and registered on Exchanges, 75% were literate migrants of all durations.<sup>3</sup> However, the illiterate people are the ones who do not get registered with Employment Exchanges and probably who also take low paid jobs in the urban informal sector soon after their arrival from rural areas. The migrants can hardly afford to wait for proper employment to come their way. They have to seek job for their very survival on whatever low wage they are offered. It is obvious that such migrants who get engaged in low wage activities, a large majority are illiterate as seen in Table I.

TABLE I

**Absorption of Illiterate or Semi-literate Migrants in Low Grade Urban Informal Sectors, India—1971**

City	Proportion of illiterate migrants (male)				
	Rural Origin	Urban Origin	With 0-5 years of schooling	Engaged in low wage activities	Un-employed
Calcutta	61.78	38.22	69.33	87.70	12.33
Bombay	72.25	27.75	53.95	81.00	12.17
Delhi	49.83	50.17	46.87	71.76	12.22
Madras	42.73	57.27	42.78	73.70	16.65

For instance as many as 72% of the rural migrants to the metropolitan city of Bombay, as reported in 1971 were illiterate and 81% of them were engaged in low wage activities.<sup>4</sup> It seems, therefore, that a large majority of the rural poor who migrate to urban areas and who constitute the urban poor, continue to be illiterate and get employed in low wage activities. According to recent studies conducted in major cities in the country, 63% of the people in Calcutta Metropolis, had income of Rs. 300 per household of whom 46% had it less than Rs. 200 per month. In Madras, 80% of people living in slums were below poverty line while in Delhi 71% of the households had monthly income of Rs. 250 or below, the average income of the household being Rs. 237 although there were 1.6 earners in each

household. The average monthly income of employed women was only Rs. 76 compared to Rs. 192 for men.<sup>5</sup>

### *Increasing Slums*

With increasing migrant population from rural areas to urban areas, the population of slum dwellers also tend to increase. It is estimated that, out of the total urban population of 160 millions, some 30–40 millions live in slums.<sup>6</sup> This constitute some 20 to 25% of the total urban population. Thus, one in every four people in the urban areas reside in slums. Most of the rural migrants find their place in such slums or slum like settlements.

### *The Urban Labour*

Thus, the urban scene is marked by increasing migrant population from rural areas. A large majority of such migrants contribute to the ranks of the urban poor, who get engaged in low paid activities in the urban informal sector. A large number of these urban poor are illiterate and also unskilled or semi-skilled. The low earnings of the urban poor, particularly the migrants, was due to their concentration in the informal sector. For instance, Papola<sup>7</sup> found that about 47% of people in Ahmedabad were employed in informal sector. The Town and Country Planning Organisation<sup>8</sup> found that over 80% of heads of households in Delhi were engaged in unskilled jobs in construction and as manual and industrial labour.

The urban population is likely to reach about 315 millions in the year 2000, which will be 31% of the total population. In the process, urbanisation will result in an increase in the urban labour force by nearly 3 to 4 millions annually in the period 1985—2000.<sup>9</sup> This would be in addition to the magnitude of existing unemployment in urban areas giving us a broad view of the problem of urban employment demand.

Some 60% of the urban population reside in class I cities (those having one lakh or more population) another 26% in class II and III cities/towns (those having 20,000 to one lakh population) and the balance of towns account for only 14% of the urban population, More than half (51.2%) of the rural population lived below poverty line during 1977-78 which is reported to have come down to 40.4% during 1983-84. The

corresponding proportions for the urban population were 38.2% and 28.1% with concentration in large urban areas.<sup>10</sup>

It is necessary to take notice of widespread poverty and unemployment in urban areas. There has been considerable amount of overcrowding in urban areas and relative concentration in low paid jobs in the informal sector. There is therefore a need for a multi-pronged strategy for providing gainful employment particularly for women and youth, for raising income of those partly employed in low paid jobs, increasing productivity and income of self-employed workers and improving access of the urban poor to basic amenities like education, health care, sanitation, safe drinking water etc.<sup>11</sup> The Seventh Plan lays great stress on human resource development as the main component in programmes for raising the quality of life and in this respect, for improving the quality of education and health care services for general development.<sup>12</sup>



## CHAPTER II

### URBAN WORKERS

#### SOCIAL AND POLYVALENT EDUCATION : EVOLUTION OF SHRAMIK VIDYAPEETH ORGANISATION

It was during the end of the First Five Year Plan that a need was felt for social education of workers in industrial areas. It became more perceptible as the number of industrial workers in urban areas started increasing. During the First Five Year Plan, a programme was launched for social education and literacy in rural areas only. Following the realisation of the need for workers' social education, the first such Institute was established in Indore in 1960. It aimed at stimulating desire for knowledge and at arousing civic and social responsibility among the urban based industrial workers. The Institute also provided general education and recreation programmes with a view to promote participation of workers and development of their personality, to reduce illiteracy among them and to improve standard of living through vocational training and income generating programmes.

#### *Review of Social Education*

The functioning of the Worker' Social Education Institute (WSEI) at Indore was reviewed in 1964.<sup>13</sup> The Review emphasised the need for an exclusive programme for the benefit of workers. The need to reach the desired target group was emphasised. The need for specialised training for teachers, appropriate training and reading materials, identification of needs, support of the industry and employers as well as the support of Indore University was also emphasised.

The social education programme continued during the 3rd and 4th Five Year Plans. However, the review and other experience suggested that such a programme was not enough for catering to the needs of urban workers. For instance the need for skill development did not receive adequate attention under

such a programme, which was essential for their continuing socio-economic development. At about this time, a study group suggested the need for polyvalent adult education, emphasising workers' skill development as well as personality and general education development, in an integrated way. It was emphasised that such polyvalent centres should cater to the needs of the neglected section of working people and plan programmes on the basis of identified needs of the beneficiaries who may range from illiterate to those educated upto VIII Standard and above. It was also suggested that a Central Adult Education Organisation (CAEO) be developed as part of the then Department of Adult Education of the NCERT to provide training and other necessary support to the polyvalent adult education centres in the country. Simultaneously, therefore a need emerged for providing a multi-dimensional education programme for workers.<sup>14</sup>

### *Agreement with UNESCO*

It was in recognition of such a need that, the Ministry of Education signed an agreement with UNESCO in 1964<sup>15</sup> for organising polyvalent adult education for working adults in industries like transport, hotels, offices, homes etc. Accordingly, the first SVP was set up in 1967 at Bombay under an agreement between the National Council for Educational Research and Training and the Bombay Social Education Committee. Between 1967 and 1971-72 the Bombay SVP organised 60 courses covering about 10,000 participants. About this time, a need was felt for a review of its functioning and programmes and UNESCO commissioned a study in this regard.

### *1969 Review*

The Review was conducted by Dr. M. S. Gore of the Tata Institute of Social Sciences.<sup>16</sup> It emphasised the need for systematic preparation of syllabi and training materials as well as proper selection of participants in each programme. It further found that general education lectures were perceived as extra by the participants and they were not properly assimilated and integrated in the programme. Even under best conditions it was difficult to achieve such an integration and it was much more difficult under the conditions prevailing in the Vidyapeeth. The polyvalent approach demanded teachers of much greater competence which were then not available to the SVP. The participants found general education irrelevant but were prepared to pay some fee for technical and vocational courses. There

was lack of proper planning, proper materials and adequate staff and the teachers were not generally aware of the polyvalent approach. The courses sponsored by the employers were better organised as the teachers were clear about the objectives.

The Review recommended that *educational needs be assessed and experienced educationists and experts be associated with developing courses and materials*. The Vidyapeeth should organise some 8 to 10 courses only per year unless its staff increased. Industry should pay for courses requested by them. A small course fee by charged to participants in order to ensure seriousness and motivation. Possibility be explored for enabling participants for government examinations and certificates. The Review found that the need for adult education of urban based workers was great and the SVP programme was a modest success.

#### *Some Expansion : Modest Targets*

Another two SVPs were established during 1973—75—the first at Delhi and then at Ahmedabad. It was further proposed that another 8 centres be set up during the 5th five year plan. It was then estimated that each centre would organise 10 courses, each having 25 participants in one year thereby having 250 participants in a year. It was emphasised that the fiscal target for 10 centres during the 5th five year plan ending in 1979 would have benefited some 9000 beneficiaries. It was further emphasised that these centres would be established by state governments with central assistance and there would be a central unit/organisation for providing guidance, training etc. to the staff of the Shramik Vidyapeeths. The total outlay in the 5th plan for the 10 centres was Rs. 17 lakhs with a provision of another Rs. 2.8 lakhs for the central unit.<sup>17</sup>

#### *The Second Review of Bombay SVP*

The functioning and programmes of the Bombay SVP was reviewed once again in 1973-74.<sup>18</sup> The review found that, the polyvalent approach was valid but was seldom realised; courses were not properly planned and organised; they were based on ad hoc thinking rather than on identified needs and therefore polyvalent approach was largely not implemented. It recommended that the Bombay centre be developed as a multiplier. The

participant groups should be homogenous and selected properly. Unorganised workers, should receive higher priority; courses be based on identified needs; training and other materials be prepared; planned efforts be made for polyvalent methodology; part-time staff should be properly selected; and all programmes should be supervised professionally.

### 1977 Review

The Ministry of Education set up a review committee in 1976, to make a comprehensive review of workers' social education institutes and SVPs.<sup>1</sup> The Committee mainly concentrated on the workers' social education programme. Regarding these programmes, the committee found an element of ad-hocism and the programmes were not based on identified needs. Pedagogical methods were not satisfactory; materials used were insufficient and at times irrelevant; and there was a lack of sports and games facilities particularly for women. The Committee particularly felt concerned at the quantitative expansion of the SVP at Bombay and about inadequate attention given to educational needs, homogeneity and the quality of programmes. It emphasised the need for improvement in quality in programmes of both WSEI and SVP.

The Committee further found that, staff positions were filled on ad hoc basis there were frequent turnovers staff were brought on deputation; there was no facility at all for training of staff, neither at WSEI nor at SVPs; there was absence of suitable central organisation for providing guidance and professional support to the personnel and programmes of polyvalent adult education.

The Committee further recommended that the two programmes i.e. the WSEIs and the SVPs be merged into one programme. It recommended that, the programme be expanded during the 6th five year plan so as to have 50 SVPs in various urban industrial sectors in the country by the end of the 6th plan. It summarised and suggested the following objectives for programmes of SVPs :—

1. to enrich the lives of workers through knowledge and better understanding of their environment;
2. to prepare them more adequately for vocational and technical training through general education;

3. to improve vocational skills and technical knowledge of workers for raising their efficiency and increasing their productive ability; and
4. to develop in them the right perspective towards work.

### *The Perspective for Shramik Vidyapeeth*

The above Committee put the SVP programme in a focussed perspective by defining target groups, objectives and functions as well as the structure of its organisation and management. Acting on these recommendations, the Ministry of Education approved further expansion of SVPs in the country and the number increased to 40 by March 1986 spreading over 15 states and two union territories. These Vidyapeeths were expected to follow more or less same staff structure and same pattern of programme functioning although working under variety of managements. Thus, 25 of these 40 Vidyapeeths were under voluntary agencies, nine under state governments, five under universities and one directly under the central government. Under these categories, there were some which were directly under parent/voluntary agency/state government/universities and some floated by these agencies as separately registered societies. All these Vidyapeeths continued to receive 100% financial assistance for recurring and non-recurring expenditure from the Ministry of Human Resource Development, Department of Education, Government of India. As mentioned above, all the Vidyapeeths were supposed to fulfil the same objectives, carry out same functions by organising tailor made need based programmes to meet requirements at the local level.

### *Central Guidelines*

The Ministry of Education, Government of India issued precise guidelines for planning and organisation of SVPs in the country in April 1985.<sup>20</sup> These guidelines were largely based on the recommendations of the 1977 Review Committee. The SVP was envisaged as programme of adult education for workers in industrial and urban areas. The guidelines briefly recalled the expanding educational needs of workers in rapidly accelerating growth of urban areas. It was reiterated that, out of the total population of 66.53 crores in 1981. the total

working population was 22-25 crores (or 33.3%) out of which 4.60 crores were workers in urban areas. The vast majority of such workers, who were employed in mines, plantation, textile industries, railways and other service sectors, were illiterate, or semi-literate and unskilled or semi-skilled. Lack of education and lack of skill development were the most important factors in low productivity and technological backwardness in many of our industrial undertakings. The same factors also forced the workers in low wage employment thus reducing them to poverty and very low quality of life. The guidelines therefore envisaged that "the first concern of the SVP was the rank and file of lower level workers as distinguished from the better educated and professionally better skilled who are capable of propelling themselves forward on their own initiative and for whose needs the official agencies and employers have shown more concern."<sup>21</sup>

The guidelines reiterated that "the basic idea behind the SVP programme was the polyvalent approach to education of workers in order to meet their various inter-related needs through specifically tailored programmes. "Such a project was an attempt to provide knowledge and impart skills simultaneously in an integrated manner. Such programmes therefore was to be diversified, flexible and adaptable to varying situations depending on specific educational, functional and other needs of workers. The Vidyapeeth was envisaged as an institution of continuing non-formal education for urban industrial plantation workers and miners. Its primary responsibility was to "explore, innovate, work out alternatives, try new methodologies and thus meet the needs of each group of workers, through programmes of education and training."<sup>17</sup> A typical SVP was thus expected to have the following functions:

- (a) to identify and ascertain through surveys, the varieties of educational needs of different categories of workers;
- (b) to plan and organise educational programmes and other activities to serve the educational needs of workers and their families;
- (c) to cooperate with : (i) educational institutions in organising specific programmes for different categories of workers; (ii) cultural societies, workers organisations, employers associations and other

institutions which are organising programmes and activities to meet workers social, cultural and welfare needs; and (iii) public and private enterprises organising programmes to promote workers' productivity, employment capability, social and civic responsibility and participation in management;

- (d) to undertake training and orientation of staff, particularly resource persons and specialists involved in planning and implementation of various programmes;
- (e) to provide consultation services to agencies and enterprises planning to organise programmes for training and education of workers.

The government guidelines envisaged that, eventually large economic enterprises and industrial undertaking both in public and private sectors will take initiative in setting up SVPs of their own for planning and organising educational programmes for their workers/employees and their families. The emerging undertakings and enterprises are expected to offer new opportunities to rural and tribal people toward employment, education, and other services etc. It has, however not happened as, in reality they are forced to retreat into the interior and their deprivations are further enhanced. The guidelines therefore make a policy statement that "that these industrial undertakings should organise educational and skill training programmes for the local inhabitants to enable them to benefit from the new investment." The SVP provides the means to organise such programmes.

### *The Directorate of Adult Education*

The guidelines also laid down functions for the Directorate of Adult Education particularly for its unit set up to promote establishment and working of SVPs. This unit was expected to provide technical support and consultancy services to SVPs as well as to industrial and mineral undertakings intending to start their own SVP units. The Directorate was also expected to: bring out publications provide guidance in undertaking surveys of workers' needs, and in developing suitable programmes and methodology to be adopted for involvement of industrial undertakings in the activities of SVPs; to organise various types of

training and orientation of different functionaries; to provide clearing house facility and to liaise at all India level with various ministries of the union government as well as state governments, non-governmental organisations and other such agencies in matters relating to the programme of SVPs.

### *Organisation and Management : Expectations*

The guidelines also provided some guiding principles for organisation and management of SVPs and for the composition of their management boards, for their financial and budgetary pattern as well as their staffing structure. The board of management of a Shramik Vidyapeeth was expected to set up its priorities for developing programmes for specific groups of illiterate workers; to adopt an integrated approach to various programmes in order to match needs of homogenous groups of workers and members of their families; to provide training to improve vocational and occupational skills; promote vertical mobility and to make efforts to create awareness, promote civic participation and participation of workers in management. It particularly underlined the importance of studies of the local milieu to characterise workers and make a specific survey of their needs and interests, motivations and aspirations and of existing educational infrastructure and training facilities, in order to develop appropriate tailor made programmes.

Such an approach would need a great deal of care and insight and the Director of SVP and other staff members were expected to provide such expertise to the board of management for developing and organising the desired programmes. It was also envisaged that each SVP would have reasonable accommodation for office, a fair sized library, class room facilities etc. As the programme of the Vidyapeeth would be conducted generally on part-time basis, it was envisaged that the Vidyapeeth would be located at a place where there was availability of such qualified technical persons along with existence of a labour force, industrial units and economic enterprises.

Thus, the concept, programme and organisation of Shramik Vidyapeeth have evolved over the years. The programme has been repeatedly reviewed with a view to improve and maintain quality in its functioning. The target groups, objectives and functions have been precisely defined and pinpointed. The organisation, personnel and financial requirements and management structure have been outlined.



The role of the central unit has also been specified. All these helped in developing a specific *mission* for the Shramik Vidyapeeth. It was a definite mission, with definite goals, with specific functions and with organisation and management, supposed to be more flexible and autonomous. Let us now examine, how much has been achieved on the ground, and how far mission has been fulfilled.

## CHAPTER III THE PRESENT REVIEW:

### PERFORMANCE OF SHRAMIK VIDYAPEETHS

The present review was commissioned in the middle of 1986 to study the scheme of SVPs in the country as a whole. It was proposed to review the managerial administrative, educational and training arrangements and to identify the strengths and weaknesses of existing operational programmes. The following specific points were suggested for the review.

1. Analysis of existing administrative, managerial and monitoring provisions at various levels i.e. Ministry/DAE, State Government/UT Administration and other implementing agencies, inter-alia findings of evaluation studies, recommendations of different committees and group set up during the past years ;

2. Identification of strength and weaknesses in the existing approaches of planning and organisation of educational programmes conducted by the implementation agencies ;

3. Examination of adequacy of resource inputs in terms of personnel; material provisions both monetary and non-monetary for running the programmes at various levels ; and

4. Suggest ways and means for ensuring objective oriented implementation of the scheme.

#### *Objectives of the Review Study*

After discussions with the concerned officials in the Department of Education, Ministry of Human Resource Development, following specific objectives were suggested for the present review.

1. Analysis of the existing administrative and management systems and linkages and to locate problems in this regard with a view to suggest an appropriate action plan.

2. Identification of strengths and weaknesses in the existing planning and organisation of programmes.

3. Assessment of the extent to which earlier policy decisions have been implemented, particularly the 1977 Committee Report and subsequent decisions, in actual programmes and organisational matters. This would be done to establish a bench mark in the present state of affairs in the programmes.

4. Examination of adequacy of resources in terms of personnel, training needs, materials etc. for effective programmes. This would be done in the context of the new education policy and the *Seventh Plan development strategy*, keeping in mind the pressing needs for productivity, technological-upgradation, employment generation and human resource development of our people.

5. To develop insights and to suggest appropriate programme for working children, school drop-outs, women workers, and other such sections of urban based working people.

6. To suggest organisation design, staffing pattern, financial requirements, emerging areas of training programmes, educational strategy for these various programmes and a management strategy for goal directed programme implementation.

#### *Methodology of the Review*

As the review was required to cover the entire country, involving some 40 Vidyapeeths located in different parts, a total view of the situation was required. The following methodology was adopted for the review.

1. Content analysis of important documents, review committee reports, important circulars, policy guidelines and other similar documents concerning the scheme and programme of SVPs.

2. Field visits to a cross section of Vidyapeeths in the country and on the spot study of some of the programmes.

3. Discussions with Directors, in some cases Chairmen and members of the management boards, programme officers and other officials of SVPs.

4. Discussions with employers in formal and informal sectors and their representatives.

5. Discussions with groups of resource persons and beneficiaries.

6. Discussions with the senior officials of the Directorate of Adult Education and Department of Education, Ministry of Human Resource Development.

7. Analysis of annual reports of various Vidyapeeths for the last three years.

8. Participatory review workshops involving Directors of all Vidyapeeths and some Programme Officers.

### *The Interim Report*

Following preliminary analyses of documents, discussions and some field visits, an interim report of the review was prepared and submitted to the Department of Education, Ministry of Human Resources Development in early October 1986. (This interim report is given in Appendix 1). This was intended to draw attention to some of the pressing problems and needs of Vidyapeeths. It helped initiate further, more focussed, discussions, interviews and data collection in this regard. The interim report also raised some specific issues which were further checked in the detailed review.

The present review is thus, based on data collected through multiple sources. Some 17 SVPs were personally visited by the author. (For the list of Vidyapeeths visited, see Appendix 2). The source of data, wherever necessary is indicated in the following discussions. However the results, presented below, have been obtained through variety of analyses, some times confirming each other. Detailed interviews, discussions, personal visits, meetings with resource persons and beneficiaries and the two workshops promoted considerable involvement of SVPs themselves in the present review. Some of the important results of the review are briefly summarised in following pages.

## RESULTS

*The Quantitative Expansion.* The analysis revealed a steep jump in the number of programmes and beneficiaries during the three year period from 1983 to 1986, more or less at all Vidyapeeths in the country. Taking an average (per Vidyapeeth), some 65 programmes including one day programmes, were organised during 1983-84; this increased to some 100 programmes in the next year and 153 in 1985-86. The quantitative expansion in programmes was therefore in the ratio of about 6 to 10 to 15 in this period. (See Appendix 3 Table 1 for all such data).

*Duration.* Taking duration as a variable, 7% of all the programmes during 1983-84 were of a duration of six months and above; another 11% between 3 to 6 months duration and only some 23% programmes were of one week and less duration including some 3% one day programmes. The picture however changed drastically during the next year when, the long duration programmes, particularly of six months and above, decreased to 3% and those below one week including one day programmes increased to 45%. The long duration programmes of six months and above further decreased to 2.7% during the 1985-86 period and programmes of one week and less including one day programmes increased to some 52%. Interestingly, one day programmes increased from just 3% in 1983-84 to 29% in 1984-85 and 36% in 1985-86. Consequently, the number of participants in long duration programmes fell sharply. For example, just one per cent of the total number of participants in 1985-86 attended programmes of six months and above, whereas as many as 71% of the participants attended one day programmes. Over-emphasis on short duration programmes was obvious by the breakdown of participation in these programmes. For instance, the number of participants in programmes lasting one month or more constituted only 8.7% of the total as compared to 91% in programmes below one month during 1985-86. It was, therefore, clear that there was a very significant shift in the nature of programmes as revealed by their duration over the three year period under report here.

*Women-Participation.* Another noteworthy feature of this quantitative expansion was increase in women participants. For example, during 1985-86 women constituted 73% of all participants in programmes lasting 6 months and above and 74%

in programmes lasting 3 to 6 months. As compared to this, in programmes lasting one to three months, the proportion of men participation was more (than women) but came down (in favour of women) in programmes lasting one week to one month as well as in programmes lasting less than one week. It was noteworthy that women out-numbered men in all the programmes irrespective of duration during 1985-86. Except some short duration programmes, the ratio of women to men participation was 7 to 3 for 15 Vidyapeeths for which data were available for all the three years. It was clear that SVP programmes were attended much more by women than men. It was further interesting that such a tendency was more pronounced in longer duration programmes.

*Competition for Numbers.* It was thus, clear that, Shramik Vidyapeeths tended to compete for increasing their number of programmes and participants during the three year period i.e. 1983-86. With such increasing numbers, there was a clear tendency to organise more and more short duration programmes including one day programmes. There was also much greater ratio of women participation in SVP programmes particularly in comparatively longer duration programmes.

Participant profile indicated that women very largely dominated vocational training programmes and men mostly joined technical programmes. The latter included courses such as TV and radio repairing, wireman course, course in motor repair, screen printing, air-conditioning and refrigeration, repairing of household electrical appliances, computer programming etc. Vocational courses largely included tailoring, knitting, embroidery cooking and food preservation soap making, painting, candle making, beautician course etc. Taking a sample of 15 SVPs for whom the relevant data were available for 1985-86, in the long duration vocational training programmes of six months and above, as many as 32 were exclusively for women and only five for men, whereas three were mixed programmes in which both, men and women, participated. In the technical category there were 18 programmes exclusively for men hardly any mixed one. In courses of 3 months to six months duration in the vocational category, as many as 198 were exclusively organised for women and 34 for men. Similarly, in category of technical programmes, as many as 83 courses were attended exclusively by men and just two to three courses were mixed one in which both men and women participated. The tendency of conducting vocational

courses for women and technical courses for men was more pronounced during 1984-85. Out of a total 82 courses of six months duration, as many as 43 were vocational courses almost exclusively for women and 15 technical courses for men.

*Sex Divide in Courses.* Thus, it was clear that there tended to be a sex divide in nature of programmes being organised by Vidyapeeths in the country. There was a clear tendency to organise more programmes for women, of which a large majority were vocational training courses, mostly catering to traditional domestic skills. Although, there were only few programmes for men, these tended to cater to forming/upgrading some technical and market oriented skills. Thus, during 1984-85 out of total 1768 programmes (excluding one day) as many as 492 were tailoring, sewing, and related courses. Needless to say, these were almost exclusively for women. During the same period, 117 radio/TV repair courses were conducted, almost all for men.

Shramik Vidyapeeths thus tended, knowingly or unknowingly, to reinforce the traditional image of sex-learning, leaning heavily on usual domestic and traditional skills, generally considered socially desirable for housewives, particularly in middle class homes. It was further interesting that such efforts took away major portion of their time and attention. Radio/TV repair course was replicated by several Vidyapeeths. On the whole, there were not many technical programmes. No wonder, not many men were attracted by Shramik Vidyapeeths.

#### *Access to the Target Groups*

The Programme is unique in the sense that it is addressed to specific educational and occupational needs of specific urban based groups—namely industrial workers in organised as well as an urban informal and unorganised sector. The scheme has been initiated to provide and promote access to continuing and polyvalent adult education for such neglected people. The annual reports throw some light on the profile of the beneficiaries of the various programmes during the past some years.

*Scheduled Castes/Scheduled Tribes Participants in Programmes.* Most Vidyapeeths reported their inability to conduct programmes for workers in organised industry for various reasons

to be discussed later. Therefore, the beneficiaries largely came either from urban informal and unorganised sector and/or from lower middle class and middle class families. As shown in annual reports, around 17 to 20% of all the SVP participants came from Scheduled Castes and about 2% from Scheduled Tribes, during the three year period under report here. It was obvious, therefore, that many more people of other social groups, other than scheduled castes and scheduled tribes, were deriving benefit of the programmes of SVPs. They constituted almost 76% of the total participants in 1985-86. Such data were not available separately for women but it was quite obvious that most of the women participants belonged to categories other than scheduled castes and scheduled tribes.

*Literacy of the Participants.* The above picture, i.e. that SVPs favoured comparatively socially better off sections, was further confirmed by the literacy/educational status of the beneficiaries. Of all the participants during 1984-85, as many as 86% were at least somewhat educated and literate. Similarly, during 1985-86, some 81% participants came from such categories. The proportion of illiterate participants therefore was very low in various programmes.

*Occupational Status.* Not only, there was a meagre representation of socially disadvantaged sections of people in SVP programmes, they were also largely dominated by literate to educated youth. The occupational status of the beneficiaries tended to further reveal this social nature. For instance, of all the participants (excluding those in one day programmes) during the three year period, just 6 to 7% were reported to be industrial workers; 6% in 1983-84, 8% in 1984-85 and 11% in 1985-86 reported that they were self-employed. 39%, 28% and 22% respectively were reported to be without jobs and/or prospective workers/employees and the remaining half to more than half in each year were reported to have come from unspecified category, other than the above three occupational groups. It was thus, clear that participation of industrial workers from organised sections in SVP programmes was uniformly low. The picture regarding unorganised workers and these from the urban informal sector was not very clear. Beneficiaries reporting themselves as self employed could be from such sections of workers who were trying to learn skills, may be for some self-employment. The nature of participants classified as prospective workers and "others" and the formed the overwhelming proportion (more than 80%) was not clear. From other data,



we could say that most of such beneficiaries were literate/educated and non-SC/ST women. We also know that most of such participants attended some vocational courses which largely catered to traditional, home oriented domestic skills.

Thus, *SVPs attracted many more women than men*; majority of them joined vocational courses; most of them came from castes other than scheduled castes and scheduled tribes and an overwhelming majority of whom were literate to somewhat educated, if not better educated. The data, therefore, tended to suggest that, SVPs catered to certain sections of urban population who did not strictly constitute their desired target groups.

The *rural migrants to urban areas mostly find their way in the urban informal sector*. Educated among them tend to register for jobs with employment exchanges and the illiterate ones probably take whatever low paid jobs are available to them. Such people are generally unskilled or semi-skilled. Many of the destitute/poorest of such people belong to scheduled castes/scheduled tribes. The SVPs were expected to attend to such workers as their prime responsibility. They were further expected to cater to the needs of workers in organised sector in order to help them upgrade their skills and enhance productivity. Data suggested that, both these target groups were not reached adequately.

Over-representation of women and literates in the beneficiary groups and over emphasis on vocational courses suggested that SVPs were catering to women, may be housewives from middle class homes from their respective neighbourhood areas. In fact, most SVPs tended to be located in middle class areas—some very remote from slums and other settlements of weaker sections. It was interesting that although literate participants dominated the SVP programmes, they were not really attending skill upgradation and technological programmes. Most of them were attending programmes like tailoring, knitting, embroidery, cooking and such other courses. It tended to further confirm that the SVPs were catering to non-intended target groups. Age Distribution of the Beneficiaries.

As per 1981 census, among the categories of urban main workers as well as urban marginal workers, 48% and 37%

respectively came from the age group 35 years and above and 58% and 50% from the age group 15 to 34 years. However, the participants' profile at SVPs during 1984-85 and 1985-86 revealed a totally different picture as far as the age of the beneficiaries was concerned. As many as 90% and 86.89% of the participants in the two respective years were in the age group of 15 to 35 years and only 5 to 8% from the age group 35 years and above. There were some 6% participants who came from the age group 14 years and less. Again, therefore, this imbalance between the age distribution among the urban workers and the one obtaining in the SVP beneficiaries indicated a bias toward younger people. It was in a way desirable that they were catering to youth. However, such youth, by and large, were not the target group of the national adult education programme as they were mostly literate and educated. It also indicated that adult workers in higher age groups, who were quite numerous, received very scant attention by the SVPs. This also explained the very high proportion of vocational courses and skill development courses in Vidyapeeth programmes as compared to technical and skill upgradation programmes.

#### *Success Stories as Mentioned in Annual Reports : Impact of Programmes*

The above analysis was further confirmed by success stories mentioned in various annual reports. Interestingly, altogether only 101 such success stories were reported in 1985-86. Compared with the number of participants reported as beneficiaries of various programmes at different Shramik Vidyapeeths in the country, and granting under reporting in such cases, this number was dismally very low suggesting, that not much impact of the programme was perceived among the beneficiaries and/or by the SVPs themselves. Further, of all the success stories reported, 73% (i.e. 73 out of 101) involved male beneficiaries of whom majority reported some success in self-employment efforts. In such self-employment cases, one course i.e. the wireman's course took the major share of success. As many as 47 out of 101 reported cases of success were those who had attended this course. The next course reporting success was TV and radio repairing accounting for 20 success stories. Despite a huge number of beneficiaries, all women, in tailoring and knitting courses, only 14 of them reported some success stories. It was obvious that technical courses were much more beneficial in helping participants generate more income. Vocational courses did not show any such impact as revealed by the reported success stories.

### *Strength of Vidyapeeths*

As the review suggested, there have been significant *deviations from the stated policy regarding target groups, objectives etc. in SVP programmes*. There were several problems confronting and inhibiting the programme as described by the Vidyapeeth functionaries and discussed in chapter IV. However, the author noticed several hopeful symptoms and strengths in the Vidyapeeth staff, in fact of problems and shortcomings in programmes etc. Such strengths need to be emphasised and developed further.

### *The Personnel Profile*

The personal background of Vidyapeeth functionaries, as per data provided at the review workshops, showed that most of the Directors belonged to the age group of 46 years and above, of whom, 23% were above 50 years of age. Some 23% of the Programme Officers were in the age group of 45—53 years and nobody was above 58 years. There was, therefore, a wide age difference between the Directors and Programme Officers inasmuch as only 1/3rd of the former were below 45 years and almost 80% of the latter were in this category. In fact, some 57% of them were below 35 years in age. Most of the Directors (56%) and a sizeable number (46%) of the Programme Officers possessed some degree in education either B.Ed. or M.Ed., nearly one third (9 out of 30) of the latter and some (2 out of 26) Directors were trained in social work. Most of the (54%) Directors had come to the SVPs from their earlier positions in the government (mostly state education departments) whereas, most of the Programme Officers came from the open market and from brief miscellaneous jobs. There were also Directors who had either been promoted from their earlier jobs of Programme Officers or had come from some other non-government jobs.

Interestingly, as many as 73% of both categories had put in only less than 3 years of service with the SVPs. However, there were some 7 to 8% of these officers also had put in more than 7 years of service in Vidyapeeths. Thus, most of the SVP functionaries particularly the Programme Officers were fresh in their jobs, who were comparatively much younger. They came from diverse backgrounds, however with a large share of former government officials in their ranks. On one

hand, such variety could be an asset for developing polyvalent education. On the other hand this could create problems regarding mutual understanding and teamwork among them. However, youthfulness of most of the functionaries was a distinct asset.

### *Faith in People*

A standardised instrument, used during the review workshops, revealed that both, Directors and Programme Officers, showed strong faith in people. They thought that people could work together and that socio-economic changes could be brought about by their efforts. They also showed a good sense of efficacy suggesting faith in their own capacity to act on the environment and influence it. On both counts, the SVP functionaries did not appear to be alienated from their involvement. On the contrary, they showed a sense of belonging to and involvement with the environment and the poor whom they were required to serve. Such efficacious approach to people and to their own efforts was an important psychological resource of the SVP functionaries. This was also revealed in their keen involvement in problem diagnosis (prevented in next chapter). Such a resource can be utilised for developing and implementing time bound action programme for vitalising the Vidyapeeth programmes.

### *Initiative and Innovativeness*

Irrespective of the shortcomings presented above in the SVP programmes in the country as a whole, there were notable exceptions. There were keen efforts made, for instance, at Dharavi (Bombay) *Vijayawada, Madras, Jaipur and some other places in order to reach the poor migrant workers in their respective slum areas. The functionaries showed innovativeness in motivating and mobilising youth, both men and women, for making a dent in the wider workers community. Interested youth were identified and organised in groups and then motivated to work with their respective communities. Community organisers and Mahila Mandals and other similar organisations were motivated to work with SVP programmes particularly for literacy, critical awareness and for various income generating skill development programmes. The SVP initiative resulted in de-bureaucratisation of their functioning bringing them closer to the people. This also strengthened team work among*

themselves which in turn was very helpful in promoting these programmes further.

### *Hope and Commitment*

Such initiative, as mentioned above, for involving the target population itself in promoting programmes etc. was indeed more important in view of the quantitative pressures on Vidyapeeths. The functionaries in such cases were resentful of such target pressures on them as they were keen to promote quality and the desired programmes. There were certainly difficulties and problems but also a hope and initiative. Interviews with Directors and Programme Officers during field visits clearly showed their commitment to workers' polyvalent adult education. They were keen to implement the stated policy in this regard. Their attitudes were geared toward helping *illiterate and unskilled workers for promoting their social, economic and educational development*. They were *working hard, however, under difficult conditions*. All these gave hope that, *the programme could be implemented as desired provided we are able to help remove some of the main hurdles and to provide continuing and right professional support in this regard*. We would discuss this further later in the report.

### *Quality of Work*

The tendency for quantitative expansion, large number of short duration programmes including one day programmes and the preponderance of vocational courses for women raised questions regarding quality of programmes, programme planning, use of polyvalent and integrated methodology etc. The SVPs were expected to identify social, educational and occupational needs of specific groups of workers and plan and develop tailor-made programmes to match such needs, in order to promote technological upgradation, vertical mobility and critical awareness.

### *Adhocism in Quantitative Expansion*

The SVPs, by and large however, tended to follow adhocism in organising various programmes. They seemed to be working under continuing pressure and motivation for quantitative targets. There was implicit as well as explicit competition among the various Vidyapeeths to report increasing num-

ber of programmes and beneficiaries. Short-duration programmes, particularly three day and one day programmes came as a handy device in this connection. Innovative programme planning has hardly any place in the game of numbers. The quality inevitably suffered as quantities soared.

### *Survey of Needs for Tailor-Made Programmes*

There were some attempts here and there to identify needs of the local people. However, on the whole, this function was very largely neglected. In fact, it was clear that more or less same programmes were being replicated from one to another Vidyapeeth across the country. It was also clear that, the composition of the participants in various courses was not homogenous and that there was not much selection of the participants as per the identified needs. By and large, the picture that emerged was that, on the whole, the SVPs have not been able to discharge their important functions namely, identification of specific needs of the working people in their respective areas, and planning and organising specific tailor-made programmes to match such needs. The tendency was to multiply programmes and in absence of proper planning, these tended to become a routine affairs.

### *Integration Not Implemented*

The division of work obtaining at SVPs, delegated most, if not all, actual teaching work to part-time staff. Such resource persons were expected to work for two to three hours a day, as per their course requirement. They taught their respective vocational and technical courses. The full-time SVP staff (Directors and Programme Officers and others) were supposed to plan, develop course outlines, provide professional support to part-time staff and to co-ordinate all activities. One of the most important distinguishing feature of the Shramik Vidyapeeth scheme is its integrated nature. Discussions with groups of part-time resource persons at various Vidyapeeths made it quite clear, that integrated educational approach was not followed. What made it worse was that such staff lacked even verbal awareness of such a methodology. It was clear that they have never been exposed to such an approach.

Interviews with SVP full-time staff revealed that they were aware of the time, but tended to interpret the concept of

integration in their own way. Some of them who followed and wished to implement the approach, found it difficult to use it, for want of time and resources. Interestingly, polyvalency came to be equated with some topics of general education. Such topics were then appended here and there to ongoing vocational/technical courses. Part-time resource persons reported that the course participants generally disliked such intrusions and perceived them as irrelevant. They were eager to spend additional time on skill practice etc. but perceived addition of general topics as unwanted. In absence of integrated approach, it tended to become more or less univalent vocational training programme.

### *Conclusions*

Thus, the analyses of the performance of Sharmik Vidya-peeths tended to reveal the following :

### *Objectives*

(i) Most of the attention was concentrated in organising short duration vocational courses in which participants were largely women, (ii) Such vocational courses were mostly in traditional areas like tailoring, (iii) some technical courses were organised for men which were however limited to two to three areas like radio-TV repair and wireman courses, (iv) The objective of improving occupational skills and technical knowledge for raising efficiency and increasing productive ability of workers largely got ignored, (v) There was not enough attention to the objective of facilitating vertical mobility, (vi) general education for enriching workers' lives and awareness education for widening their understanding of the environment and his own predicament largely remained unimplemented.

### *Target Groups : Beneficiaries*

(i) There were serious problems in reaching workers in organised industry. This target group was practically not reached and/or reached very adequately, (ii) Unorganised workers particularly women in the urban informal sector, were reached to some extent, (iii) There were distortions and mis-classification of beneficiary groups suggesting that others, particularly educated middle class woman, attended vocational courses in large numbers, (iv) Workers in the age group above 35 years and below 14 years remained largely unattended.

### *Quantity Vs Quality*

The thrust for quantitative targets resulted in a competitive game of numbers. This was done largely at the cost of the stated objectives. Functions such as, identification of needs, programme-planning, course development, integrated educational approach, training preparation of materials and promotion of linkages got largely side tracked. The quality was the inevitable casualty in the process. In absence of need based planning and programme innovativeness, adhocism and routineness took over, greatly damaging creativity of the institution.

### *Internal Strengths : Creative Efforts*

There was evidence of internal strength in Shramik Vidyapeeth functionaries as shown by their faith in people, sense of efficacy and sensitivity for the poor. Some Vidyapeeths showed creativity in organising youth and women for reaching unorganised slum populations and in a few cases, even the organised workers. *Combining literacy with income generating skills and activities*, they were able to motivate neglected sections of workers. They were also able to establish effective linkages with similar other programmes, that increasing their visibility as well as effectiveness. Such strengths evidenced a sense of hope for the future of the programmes.



## CHAPTER IV

### PARTICIPATORY PROBLEM DIAGNOSIS REVIEW WORKSHOPS

Analysis of annual reports, visits to various SVPs, discussions with the concerned officials, resource persons and beneficiaries etc. suggested the need for involving the directors and programme officers of Vidyapeeths in a systematic diagnosis of the various problems confronting them in their work. Review workshops were planned as participatory research strategy in this respect. The author alone was present in both the workshops, along with the participants, to enable them to have free and frank discussions. The first of such workshops was held at Narendrapur in West Bengal on December 8 and 9, 1986. Fifteen, out of seventeen Vidyapeeths from east and west zone invited to attend, were represented at the workshop. There were 25 participants—15 directors and 10 programme officers.

The second workshop was organised at Madras on December 17 and 18, 1986 in which 20 SVPs were represented by 32 participants of whom 13 were directors and remaining programme officers, Vidyapeeths at Varanasi, Ahmedabad, Baroda, Mysore, Aurangabad, Trivandrum and Nagpur were represented only by their programme officers and those at Worli (Bombay), Poona were represented only by their directors. Thus, the two workshops together were attended by 35 Vidyapeeths in the country, represented by 67 participants including 28 directors and the remaining programme officers. (See Appendix 4 for list of participants).

#### *Methodology and Data Collection*

The main objective of the workshops was to involve Vidyapeeths in participatory problem diagnosis as well as in suggesting action ideas for improving the programmes. The occasion was also used to motivate the concerned functionaries for understanding the problems and prepare themselves for the challenges involved in them. The opportunity, thus provided,

helped Vidyapeeths to understand the importance of their work and to plan and improve their functioning in various ways.

After a brief introduction about the review, participants checked structured questionnaires to provide data on their personal background and attitudes and opinions on general matters as well as on various aspects of the SVP programmes. Thereafter, the participants, at each workshop, worked in six small groups, each on one of the six problems namely, reaching target groups; objectives and types of programmes, need based polyvalent education; interface with Directorate of Adult Education and Department of Education, Ministry of Human Resource Development; personnel matters and internal functioning of SVPs. The groups were provided with structured framework (See in Appendix 5) to enable them to discuss various aspects of the given problem area. Each small group presented its report to the plenary for detailed discussions for clarifications, deletions and additions etc. In this way, each of the six reports became a joint contribution of the participants present at the workshop. After problem diagnosis exercises, the same small groups worked on suggested action ideas. Here also, they were provided with some guidelines (See Appendix 6) enabling them to focus attention on feasible, realistic and achievable ideas/steps and to facilitate them to pay attention to their own role in improving the programmes. These reports were also discussed in the plenary seeking contributions of all the participants.

### *Conceptual Analysis of Problem Diagnosis*

All small group reports were later content analysed for deriving conceptualisation. The SVP functionaries were in the thick of implementing programmes. They were faced with several problems in this respect. Taken together, they provided very meaningful insights into challenges confronting the functioning of this very important programme of polyvalent adult education for urban workers. The important problem thus conceptualised are briefly discussed below.

#### *I. Reaching Target Groups*

The SVP programme has been specifically developed to cater to the needs of some very specific groups in urban workers and that they were not equipped to organise appropriate need

based programmes in order to reach these target groups. They also perceived lack of linkages with existing government and non-government agencies in this regard.

### *Workers in Organised Industry*

Participants here thought that the employers were largely unco-operative and not interested in such programmes for skill development and upgradation of their workers. They were not generally interested in improving the quality of life of their workers. They would not spare their workers and encourage them to undertake further education and training. They did not perceive that workers' education was important in enhancing qualitative improvement and productivity. They in fact perceived threats from educated workers. The employers also did not consider SVPs sufficiently equipped for undertaking skill upgradation and other such training for their workers. They did not believe that short term programmes can change workers' attitudes and work habits. Some others thought that, such training needs were being taken care by their own welfare and training departments.

In addition to these problems, the participants strongly felt the absence of government support and clear policy in this regard. There were no such instructions to the industry from the concerned government departments to encourage and spare their workers to participate in SVP programmes. In view of these problems and difficulties, the participants felt that they were unable to reach this target group.

### *The Women Workers*

Women in working class families, particularly among the weaker sections, generally carry a double load of work. They work full-time in homes discharging their various domestic responsibilities and many of them also work outside on full time and difficult jobs. Under such conditions their interest in seeking training and education was rather low. They are also discouraged by their household heads and many a times they are not allowed to attend programmes.

The groups also felt that the Vidyapeeth programmes themselves are not so attractive for the workers to join them. Their market value was low and the certificates given by Vidyapeeths were not recognised, in most cases for jobs. They also found

it difficult to get financial support from banks etc. on the basis of such certificates.

Some other main problems confronting the coverage of various target groups were : inadequate remuneration to resource persons; increasing cost of programme materials; lack of training equipment at SVPs; lack of proper accommodation; lack of training of resource persons and lack of availability of properly trained technical persons.

## II. Objectives and Types of Programmes

SVPs are expected to undertake educational programmes for skill formation, skill upgradation, general awareness and also programmes for functional literacy for the intended target groups : The participants perceived the following problems confronting each one of these objectives :

### *Skill Formation Programmes*

The problems perceived with regard to programmes for skill formation were : lack of motivation among the learners; lack of employment and self-employment prospects; lack of recognition of courses which make the programme less attractive; lack of technical know-how in planning and organising programmes; lack of homogeneity among the trainees; lack of long term and properly integrated courses; lack of credibility of SVPs as they were not properly equipped on various counts such as teaching faculty, equipment and workshops, reading and training materials, class-room and other accommodation facilities etc. The participants felt that their programmes were organised on an ad-hoc basis and that short duration programmes were not adequate for skill formation.

They also felt that, generally the participants were not so much interested in self-employment as in seeking wage employment where they faced the problem as mentioned above, that their certificates were not recognised by the government. Even those who wanted to seek self-employment, there were difficulties as SVP programmes were not properly linked with the existing policy for self-employment and for providing financial and other facilities in this regard. As the Vidyapeeths were not themselves equipped for various programmes, they generally depended on the co-operation of other similar development agencies and technical training infrastructure facilities. They

perceived this, i.e. their own lack of resources a major problem. It came in the way of establishing functional linkages.

One general problem mentioned by the participants was that, generally target group population expected to get a stipend for attending programmes as was the case with some other similar programmes meant for slum population. In case of SVP programmes, not only that, they did not get any stipend, in many cases they had to pay a small fee for attending programmes.

### *Skill Upgradation Programmes*

Some of the problems mentioned above also applied to skill upgradation programmes. In fact, they were more pertinent with regard to such programmes. For instance, participants felt rather strongly that the SVPs were not equipped for such technical skill upgradation programmes. They did not have the necessary technical expertise and that the linkage support in this respect was not adequately available. They also felt that in absence of proper instructions from the government, the industry was, as already mentioned above largely disinterested in providing such training to their workers. The workers themselves craved for some monetary benefit in terms of stipend etc. and some travel money for attending these programmes. The Vidyapeeths themselves were also not able to identify the training and learning needs of such workers. The employers were afraid that workers' aspirations would go up after skill upgradation courses and that they would not be able to provide them with promotional avenues resulting in industrial unrest. Hence, they did not take interest in helping the SVPs in organising such skill upgradation programmes.

### *General Education and Awareness Programmes*

The main problem perceived by the participants here was that the awareness and general education inputs were not at all integrated with skill development and other programmes. In absence of such integration, just appending some topics with vocational/technical courses was uninteresting and the topics also lacked relevance in many cases. The participants further felt that such integration of general education with other programmes was not possible because of limited staff and funds available to them.

### *Functional Literacy Programme*

Functional literacy programme suffered because of lack of interest of volunteers as well as lack of adequate materials and trained instructors and supervisors. Inadequate remuneration for such work acted as disincentive for competent persons. They also felt that three month duration was rather short for literacy programme. The existing infrastructure of SVPs was not adequate for handling such programmes. The support system including state resource centres were not providing adequate support and materials to them to enable them to take up worthwhile programmes. They also felt that employers were largely disinterested in providing literacy to their workers.

### *Survey of Needs and Polyvalent Education*

It is the polyvalent nature of workers' adult education which makes the SVP programme a unique one and differentiate it from other general literacy and workers' education programmes. The participants were aware that polyvalent education was their main function including planning and organising tailor-made programmes to match with the identified needs of the workers. They perceived the following problems in this regard.

### *Survey of identified Needs*

They were expected to survey educational and other needs of workers in order to identify and develop an appropriate inventory of such needs; to plan programmes in order to meet the needs of workers and match them in an integrated polyvalent way. The participants thought that, lack of trained personnel was the main problem facing them in this respect. In absence of adequate competence and expertise they were not able to identify needs, develop programmes and match the two for the benefit of the workers. They also perceived lack of co-operation from other concerned agencies in this respect. There was also an attitude of complacency and a feeling that whatever they did was correct and good enough and that there was no need for systematic survey. However, they seemed to be aware that the need for adequate surveys was very important and that they were not really equipped for such a function. It was also hard to get information from the unorganised urban poor. This also required expertise at SVPs which they probably lacked.

### *Programme Planning*

Small core staff of Vidyapeeths was not adequate for the important and difficult task of programme planning. Lack of adequate funds came in the way of attracting qualified resource persons as well as experts to help them in programme planning. The pressure on them for increasing quantitative targets, they thought, directed them to routine work leaving no time for proper programme planning.

### *Integrated and Polyvalent Methodology*

As already mentioned above, the resource persons were not oriented and trained in the use of integrated and polyvalent educational methodology. They lacked motivation for such work. It was difficult to attract suitable persons on limited honorarium available for this purpose. Under such conditions the resource persons were largely tied to their small trades and tended to conduct courses like any other vocational training. There was a total absence of training in polyvalent adult education methodology and the core staff lacked such exposure. Consequently, the various vocational technical training courses remained as univalent skill courses. These were hardly ever integrated with other programmes to make the whole, an integrated educational programme, as was required under the policy guidelines in this respect. Here also they felt that, the main pressure on them was for quantitative targets and not for quality.

### *Linkages and Inter-Institutional Collaboration*

The Vidyapeeths are structured in such a way that their programmes necessarily have to depend on co-operation from similar institutions and training infrastructure available in the environment. One of the functions of the Vidyapeeth staff was to promote such linkages and interinstitutional collaboration. The participants, however, felt that such linkages were very rare. The vested interest of organisations came in the way of establishing functional linkages. They were aware of their own limitations and inadequacy inasmuch as SVPs own resources were not adequate enough to attract technical teachers. Industrial training institutions and polytechnics should have ordinarily helped with technical equipment etc. They were, however, very reluctant to support them. The SVPs themselves suffered from lack of funds as well as lack of time required for convincing and persuading other organisations for appropriate linkages and

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collaborative activities. Some of the sponsoring agencies, such as welfare agencies, trusts etc. were interested more in offering tailoring and such other domestically oriented courses for women. Their resources tended to divert attention of Vidyapeeths to such programmes without really establishing linkages for their own specific functions.

The resource persons were not ready to work more than stipulated time and there was no provision for extra payment for overtime work. There was also no training facilities available to the SVP personnel and for resource persons which could motivate and help them develop linkages.

#### *Consultation Service to Other Organisations*

It was visualised that the Vidyapeeth staff would provide consulting services to other interested organisations in promoting polyvalent education. The participants however felt that expertise was not available with them so that such services could be provided. They were also not properly equipped with materials so as to be able to help other organisations.

#### *IV. Interface with Directorate of Adult Education and Department of Education*

The SVPs and Directorate of Adult Education as well as the Department of Education, Ministry of Human Resource Development can be visualised as a network for providing polyvalent adult education programme for urban based workers in the country. The programme has been sponsored by the Government of India and has been funded all along on a 100% basis. The programme is a central government scheme being implemented through voluntary and other organisations. The policy guidelines provide for a very special role for the Directorate of Adult Education in the Scheme for providing appropriate guidance, materials, training etc. i.e., professional support to the programmes. Shramik Vidyapeeth as an organisation under such situation tend to depend on the guidance and administrative support of the Directorate of Adult Education and the Department of Education. Not only that, they tended to be moulded and directed by the central agencies, there was an intimate and strong functional administrative and organisational relationship between the SVPs and the central Directorate and the Ministry. The participants perceived following problems in this regard.



### *Grant-in-aid and Funds*

The participants felt that some of their difficulties were due to non-release of grant-in-aid on time. The funds are released in instalments which create tension for them. There was a sense of insecurity and uncertainty in this regard. Many a times, the final instalment remained uncertain. They were also required to furnish a bond and pre-receipt for release of each instalment which they thought was unnecessary. Reappropriations were not allowed resulting in non-fulfilment of several requirements in programmes.

The funds were not adequate to meet all their needs. They thought that a sum of Rs. 30,000 for training and honorarium was not adequate. There was no provision for purchase of equipment, library books and other materials. Another amount of 60,000 was very inadequate for rent and other office expenses etc. in view of ever rising costs. On the top of it, the participants felt that insistence on quantitative targets and increasing numbers was totally out of place, with such small funds. This has resulted in lowering the quality of all existing programmes.

### *Guidance from the Directorate of Adult Education*

The participants reported that they had seldom got guidance from the Directorate of Adult Education for achieving the stated objectives. On the other hand, they diverted attention from such objectives by insisting on increasing the number of participants and programmes. Instead of promoting flexibility, they have tried to impose uniformity and replication of programmes from one to another Vidyapeeth. The participants recalled that they had repeatedly requested the government at various seminars to issue directives to employers in organised industry to take advantage of SVP programmes. This was not done. No guidance was available for conducting programmes for organised industry.

They also thought that the various seminars organised by the Directorate were not participatory and were not helpful in their professional upgradation. At times there were contradictory communications from the DAE and the Directorate causing confusion at Vidyapeeth level. There was also a lack of communication between government and parent bodies which create problems of understanding between Vidyapeeth staff and the management body.

### *Training of SVP Personnel*

As already mentioned above, the participants felt the absence of training facilities at the national level. They thought no training has ever been organised. Their own funds were very limited to be able to organise training for resource persons and to obtain services of experts in this respect. The conceptual and pedagogical understanding of polyvalent education was weak and no training has been organised to clarify such concepts and to develop appropriate skills.

### *Service Conditions of SVP Personnel*

The participants thought that the SVP programme has been visualised by the central government and has been fully funded by it. The pay scales and allowances of the SVP staff have also been fixed by the central government. However, no attempts have been made to streamline the service conditions of the SVP personnel. Under such conditions, the staff suffered from uncertainty and a sense of job insecurity. The participants noted the absence of initiative and action on the part of Directorate of Adult Education in this regard. Such inaction created serious problems of morale and motivation and adversely affected the functioning of Vidyapeeths. There was also no initiative from the government for streamlining recruitment and selection procedures in the absence of which *ad hocism* has been prevailing.

### *Progress Reports*

The participants felt that the system of monthly reporting was irrelevant and non-functioning. Insistence on proformas and lengthy reporting with emphasis on quantitative targets has tended to lower the quality of education by making the entire programme target oriented. Such progress reports have seldom been used to provide meaningful feedback for improvement of programmes. In absence of such feedback, the entire exercise has become repetitive and redundant.

On the whole, the participants felt the absence of continuing guidance and professional support to their functioning. They also tended to depend on such functional and administrative support from central agencies.

## V. PERSONNEL MATTERS

Some of the personnel problems have already been mentioned above. However, a group worked on personnel matters and detailed the following pressing problems as felt by them on this count.

### *Pay Scales and Remuneration*

The participants felt that there was a sense of dissatisfaction and resentment amongst the staff because there was no uniformity in pay scales and allowances, despite guidelines in this regard. In some cases, payment of salary was delayed due to non-availability of funds. They also felt that delay in application of the Fourth Pay Commission recommendations to them was causing a sense of uncertainty. The remuneration to resource persons was very inadequate.

### *Service Conditions*

As already mentioned above, the participants felt very strongly on the absence of appropriate service conditions for them. Many years have passed away and yet, there were no rules and regulations governing their service conditions. There was no job security for most of them and the staff did not know where they stood. They worked under difficult conditions in slums etc. without adequate security. They did not get overtime although they always worked overtime. Participants from state managed Vidyapeeths felt that the programmes suffered because of frequent transfer of staff.

### *Qualifications and Competence*

The participants felt the lack of technical experience and qualifications in the staff of Vidyapeeths. They also lacked understanding and training in Polyvalent education. There was also lack of co-ordination among the various programme officers resulting in lowering of their motivation and performance. There was no programme whatsoever for their training and human resource development. There was no such central agency catering to such needs. There was lack of appropriate literature and training materials for polyvalent education.

### *Selection and Recruitment*

The participants expressed resentment that selections were not done according to the guidelines provided by the govern-

ment. Staff vacancies remained unfilled due to lack of interest on the part of management bodies. They also felt that the government representatives did not always attend selection committee meetings which left it free for the parent and management bodies to recruit people according to their own whims.

The participants on the whole felt that the personnel problems were quite serious. Lack of job security, lack of proper selection and lack of proper service conditions lowered the morale and motivation of the staff. They also thought that there were too many masters and bosses for them and were controlled from different angles. They tended to fall in between three stools—central government, state government and parent bodies and they did not know where they stood.

## VI. INTERNAL FUNCTIONING

The participants also separately discussed various problems confronting them in internal functioning and management of Vidyapeeths. Some of these problems have been already reported above. However, the participants mentioned some additional problems which are summarised below :

### *Teamwork*

The participants perceived lack of team work among programme officers. One was not aware of others' activities resulting in avoidable competition and mistrust in the organisation. They felt that jobs were not specified and there was no proper analysis of workload which varied from place to place, and person to person.

### *Administrative Matters*

There were frequent change in directors in many SVPs, resulting in dislocations. In some cases, the cheque signing authority was different from the programme sanctioning authority which caused delays in programmes. In some cases, directors came from state government on deputation and functioned as only administrative heads as they lacked the right experience for SVPs particularly of polyvalent education. This caused resentment and also an increased of work-load among the programme officers.

### *General Morale and Discipline*

Lack of service conditions affected the morale of the employees. Lack of understanding between directors, staff and boards of management also resulted in indiscipline.

### *Relationship with the Parent Body*

Participants felt that some times some parent bodies tended to use the SVP funds and facilities for personal gain and for other activities. Such a situation fostered dependence of the staff on the parent body creating problems of discipline. Some parent bodies also made frequent changes in their memorandum of association to circumvent the government guidelines. In the process, they made the directors powerless.

### *Management Boards*

The members of the Board were not active and were not oriented to the programmes of SVPs. They kept decisions pending. Some of them are also very authoritarian and did not respect the staff of the Vidyapeeths.

### *Relationship with Part-time Resource Persons*

Many a times resource persons thought that they were doing favour to the directors of SVPs by working for them. Their honorarium fixed long ago was very inadequate to sustain their interest. In some cases, this also was not paid on time. It was difficult to attract competent people and to sustain them.

### *Monitoring and Feedback*

It was difficult to conduct proper monitoring and feedback of the programme as the target population tended to change from place to place and time to time. It was difficult to get required data from them. The SVP personnel were also not trained for this task.

### *Concluding Remarks*

The author was impressed by the active involvement of the participants at the two workshops in various discussions. The tone of the discussion was not only frank, but serious and positive. They were able to verbalise and highlight most of their problems. They also made efforts to see their role, functions and shortcomings. Such participatory discussions raised their hope that the programme could be further vitalised and that they would have a role in this regard.

## CHAPTER V

### FACTORS CONTRIBUTING TO NON-IMPLEMENTATION OF POLICY : OVERALL ASSESSMENT

The policy guidelines for the SVP programme, as well as several previous reviews of this programme, have been emphasising its uniqueness in terms of its target groups, objectives and need based polyvalent and integrated approach to adult and continuing education of urban based organised and unorganised industrial workers. Such policy guidelines have underlined the importance of surveys for identification of needs; educational planning; development of materials, training and orientation of staff; flexibility in day to day functioning; autonomy in management; importance of voluntary efforts; linkages with other similar educational, social and cultural institutions and involvement of intended beneficiaries including women in planning, conducting and managing the programme.

As discussed in Chapters III and IV, there have been problems in reaching the intended target groups, particularly workers in organised industry. Efforts have been made at various Vidyapeeths to cover slum dwellers and such workers from informal sector. On the whole, however, as indicated by the social profile of the beneficiaries, such coverage has not been very adequate. On the other hand, a large number of literate to educated women were covered in various vocational courses.

There have been over-emphasis on traditional courses for women and some limited repair oriented technical courses for men. On one hand, skill upgradation and productivity enhancement, general education for critical awareness and empowerment of urban based workers have lagged behind. On the other hand, vocational courses have tended to reinforce the sex stereo-type in this respect. This was not in accordance with the new educational policy. This tendency was also not helpful to promoting critical awareness among the beneficiaries as laid down in the policy.

Quantitative target orientation resulted in routine short duration programmes, which eroded the quality of education. The polyvalent aspect of the mission which is the heart of the programme, seems to have been largely missed. In absence of attention to needs, planning and development of suitable materials etc., the programme tended to become routine and ad-hoc.

Thus, the programme on the whole, seem to have deviated from the mission. Repeated emphasis, in previous reviews and guidelines, on integration and polyvalent approach and the need for reaching neglected sections of workers for enhancement of their skills and productivity do not seem to have been implemented. It does not mean that no efforts were made. There were notable exceptions at some SVPs which tried to involve youth and other sections of beneficiaries including women and their organisations in mobilising the wider community for such programmes. Despite such attempts, however, the overall situation was not very encouraging as far as implementation of the policy guidelines and the fulfilment of the Mission was concerned.

### SOME CONTRIBUTORY FACTORS

It would be useful to put the present performance of the Shramik Vidyapeeths, Mission distortions in this respect, and non-implementation of some important programme related recommendations made in previous reviews, in a conceptual framework. It is necessary to identify factors which might have contributed to this situation. Some such factors are briefly described below :

#### *Nature of the Organisation*

The workers' polyvalent adult education policy, is being implemented under a *network* with three important dimensions, forming a triangle like organisation. At the top is the Department of Education and its Directorate of Adult Education and the other two ends are parent bodies and management boards on one hand and the institutes known as Shramik Vidyapeeths, on the other. The Department of Education sponsor the given Vidyapeeth and sanction grant-in-aid. The birth of a Shramik Vidyapeeth and its continuation depends on the Department. It is, therefore, the most powerful constituent of this network organisation.

The parent bodies, mostly voluntary agencies, some universities and state governments, propose and, after the Department's (Government of India's) approval, set up the Vidyapeeth as an institute. These parent bodies manage Vidyapeeths with the help of government approved management boards. They are, therefore, an integral part of the network organisation and wield considerable power on day to day functioning of a Vidyapeeth. The institute, i.e. the Shramik Vidyapeeth, itself is responsible for implementing the programme on the ground as per the policy guidelines. The programme, i.e. polyvalent adult education, although implemented by the SVPs, is greatly influenced by the other two powerful authorities, mostly by the Department of Education. The efficacy of policy implementation has, therefore, to be understood in the context of the efficiency of the entire network organisation.

*The Behaviour at the Top.*—The behaviour at the top, i.e., Department of Education and more particularly and directly at the Directorate, greatly influenced the actions on the ground. This was inevitable in view of the nature of the network organisation, described above. All work organisations evolved their work climate consisting of norms, traditions, values and attitudes. Such climates and styles of work are greatly influenced by the behaviour at the top and of other authorities. The performance of Shramik Vidyapeeth was, therefore, bound to be influenced by the work climate, and the nature of interactions in the organisation. For instance, the procedures for release of grant-in-aid, uncertainties in this regard and the quantitative pressures greatly influenced the climate in the network and the performance of the Shramik Vidyapeeths.

*The Management Boards.*—The behaviour of the parent bodies and the management boards, their actions and/or inactions, was another important source of work climate in the organisation. The nature of interactions between them and the Vidyapeeths greatly influenced their performance. As per policy guidelines, the management boards were expected to serve as policy making and supervisory body and to promote awareness among the employees; enlist co-operation of other organisations, set up suitable administrative structures; review and assess financial requirements; appoint all categories of officers and staff to take all such measures as were necessary for promoting the objectives of Vidyapeeths.



Discussions with some Chairmen and members of the management boards, however, suggested that, they themselves were dependent very much on the Directorate of Adult Education and Department of Education for these functions. They tended to pass the responsibility to the Directorate pleading lack of funds and lack of facilities with them. There were instances, however, when despite repeated advice from the government representatives, vacancies were not filled and suitable pay scales not granted in some cases.

Responses collected at the review workshops, showed that, 53% of the Directors and Programme Officers thought that, voluntary agencies were primarily interested only in getting the benefit of 100% central grant and not in the objectives of the SVP programme. Interestingly, only 16% of them thought it otherwise. Similarly only 15% of them thought that universities were generally interested in polyvalent adult education of workers while 45% of them clearly thought that they were not genuinely interested. Similarly, only 13% of the Directors and Programme Officers thought that state governments were interested in workers' education and they would establish SVPs even when 100% central grant was not available. Such responses indicated the subjective distance between the SVP functionaries including Directors and Programme Officers on one hand, and their parent bodies on the other. A large number of the respondents at the review workshops came from SVPs run by voluntary agencies. Their perceptions here were very significant. It was thus clear that, many important functionaries of SVPs, without generalising it to each and every case, perceived lack of genuine interest in the scheme of workers' polyvalent adult education among their parent bodies and management boards.

*The Vidyapeeth as an Institute.*—The Shramik Vidyapeeth has been designed as the instrument for implementing the stated public policy with regard to polyvalent adult education. Many of these have been promoted by voluntary agencies, some by state governments and some by universities. However, the programme is sponsored and funded entirely by the central government. The institution building of Vidyapeeth is greatly influenced by its very nature—being on probation and grant on year to year basis. It is comparatively a new scheme lacking secured footing of its own. It is required to implement a government policy, work within the given administrative framework and report to the government.

Thus, the situation obtaining in the network-organisation and the climate released into it greatly influenced the functions and performance at the Vidyapeeth level. It was not effective enough to implement the policy and the programmes. The constituents, more importantly, the *Directorate* and the *management boards* were not able to discharge their functions adequately. Any future plan of action needs to take these factors into account.

*Personnel Matters.*—A Polyvalent adult education of workers require high degree of competence and motivation among the personnel responsible for planning and implementing the programmes. Proper personnel policy is, therefore, very important for effective functioning of this organisation. Attention was drawn to the following matters in this regard.

*Security of Service.*—As revealed in problem diagnosis, the SVP personnel suffered from job dissatisfaction, particularly there was strong dissatisfaction with the prevailing service conditions. Questionnaire responses obtained individually at the review workshops confirmed this situation. The employee morale suffered because of such dissatisfaction and insecurity. There was some mistrust of parent bodies in this respect. They also showed resentment with government inaction and apathy toward this important matter being of vital interest to them.

*Selection and Recruitment, Pay Scales and Other Matters.*—There was resentment against adhocism in selection and recruitment procedures, as mentioned earlier. Vacancies were not being filled. There was uncertainty regarding the application of Fourth Pay Commission to them. They were employees, like employees anywhere. They were appointed and were serving in a government sponsored programme. Many of them were getting central pay scales and allowances. They were, however, not sure of their service status. Under such conditions, it was also difficult to obtain and retain suitable personnel.

*Division of Work Between Core Staff and Resource Persons.*—Over the years, a rigid distinction got evolved between the functions of Programme Officers and those of part-time resource persons. Most, if not all teaching work got intrusted to part-time resource persons and the core full time staff did only co-ordination, planning and administration.

This division resulted in lowering the quality on both counts. Resource persons did not have much involvement in planning of programmes, identification of needs and various other such important academic matters. The core faculty members did not have any involvement in the actual teaching of various courses. Thus, both the functions suffered in the process.

Lack of proper service conditions, inability of SVPs to attract suitable resource persons because of financial constraints; and uncertainty about regular payments to staff created conditions, under which it was difficult to maintain quality and creativity in the staff members. There were hardly any technically trained person on the core staff. There was also lack of trained staff for curriculum development, identification of needs and for educational planning. The staff pattern and other personnel matters, therefore, tended to adversely affect the programme.

#### *The Number Game : The Quantitative Orientation*

We have already seen how the various SVPs tended to compete with each other for increasing quantitative targets. Unfortunately, and as pointed out by the SVPs themselves, such an orientation was released rather strongly by the DAE directives setting targets for programmes, duration and expected number of beneficiaries. Such expected targets were repeatedly reproduced by various Vidyapeeths in their annual reports further reinforcing the target orientation. Satisfaction was derived from increasing numbers, conveniently forgetting the stated policy and the quality requirements in this respect.

Such circulars and directives therefore set the norm for functioning in SVPs. Some of them were unhappy with dis-functional pressure of such targets but were not able to resist because of the nature of their organisation. Rigid emphasis on numerical targets indicated low achievement orientation and weak quality consciousness. It released a number game in the organisation in which the quality was undetermined. It worked as a negative force driving the SVPs away from the stated policy and goals of the mission.

#### *Absence of Monitoring for Improvement*

As is the case very often in the game of numbers, all kinds of progress reports were obtained from the SVPs by the Direc-

torate, but the data thus collected were seldom used as feedback for improving the ongoing programme. It showed a weak concern for monitoring designed to correcting the course of the programme for its improvement in accordance with the objectives.

Quantitative target reporting directed the efforts of the Vidyapeeths from professional to clerical work. It reinforced the superior-subordinate relationship between the Directorate and the SVPs in the network organisation. It worked largely as a bureaucratic control device. The quantitative target orientation coupled with routine progress reporting diverted attention from the stated policy and lowered the quality consciousness in the entire organisation.

#### *More Directing and Controlling and Less Facilitative Role*

The policy guidelines have envisaged an important professional and facilitative role for the Directorate in the organisation of Shramik Vidyapeeths. Analysis of circulars and some other documents issued by them and the Department of Education, as mentioned above, suggested a clear tendency to control more than to facilitate their development. Such an approach on their part, in the context of the nature of the given organisation, further reinforced the superior-subordinate relationship, typical of a bureaucratic set up. It was therefore no wonder that, several SVP Directors expressed strong resentment, saying that, they have been reduced to the status of subordinate officers to the Directorate.

Such relationship and the climate in the organisation were not conducive to developing autonomy on the ground. The policy guidelines envisaged an innovative, autonomous, creative and flexible SVP. However, in actual practice, organisational relationship tended to direct the behaviour of the "subordinate" institution toward quantitative target's and reporting progress as per the required proformas. Such relationship was bound to curb their initiative, adversely affecting their performance.

Thus, the Directorate's inability to play a facilitative role and over-playing of control function tended to adversely affect the quality and creativity on the ground. It also tended to drive the programme away from the stated mission.

### *Facilitating Development of Competence for Fulfilment of the Mission*

As mentioned above, previous reviews of SVP programme have repeatedly pointed out the need for developing appropriate professional competence for the fulfilment of difficult goals envisaged in the mission. Even under ordinary circumstances, use of integrated educational methodology and planning and development of need based programmes are difficult professional tasks. It was all the more difficult for SVPs as they were required to deal with neglected and undermotivated target populations, namely, urban based industrial workers including illiterate workers from the urban informal sector.

Such an approach to adult education required a high degree of interest, positive people attitudes, professional competence, creativity, participatory leadership and management skills. There was therefore a need for continuous professional support and skill upgradation of the SVP staff themselves. The management bodies were not able to cater to such needs. The SVPs, therefore, greatly depended on the support provided by the Directorate of Adult Education, through training programmes, materials and day to day consulting service. Inadequate performance in terms of objectives and the stated policy was also due to lack of preparedness in this respect. The Directorate of Adult Education was not able to come up to the level of this challenge.

### *Problems of Linkages*

Another factor that merits attention was non-availability of adequate linkages with other educational cultural and social organisations. A wide range of expertise, materials and equipment are required for the type of programmes to be organised by Vidyapeeths. The institute is not designed to provide all these by itself. Instead, the policy guidelines envisage that it would establish the necessary linkages and obtain the services of the existing infrastructure and the expertise available in the given locality. We have already discussed the problems encountered in this connection. The net result was that adequate and right linkages and cooperation were not available. As the SVPs themselves are not adequately equipped, failure in this respect created a resource gap which affected the programme adversely.

### *Budgetary Constraints*

As already mentioned above, Vidyapeeths experienced serious budgetary constraints particularly in respect to funds for programmes and other expenses. These included honorarium for resource persons and experts, field work for surveys, cost of materials and equipment, office rent, telephones and post and several other office items. These constraints compelled them to compromise with inadequate space and with the quality of the programme. This in turn tended to reinforce routine task orientation in them.

### *Inter-acting Factors*

As could be expected, the above factors interacted with each other and produced a cumulative effect on policy implementation. The nature of the network organisation, personnel problems, budgetary constraints, inadequate linkages, non-availability of adequate professional support and the quantitative pressures of the number game—all these factors were not working in isolation of each other—but with each other. They all contributed to the inadequate and/or non-implementation of the stated policy. All these factors therefore merit attention.

### *The Quantitative Game : The Major Factor*

It was difficult to isolate the various contributing factors from one-another. However, if one has to point out the major factors in this respect, it would most probably be the release of quantitative pressure—the number game among the SVPs, driving them to compete with each other for increasing numbers. This seems to have contributed the major portion of the variance in the Mission and to the deviation from the stated policy objectives.

As pointed out in Chapter II, it was proposed to set up 10 SVPs during the 5th Five Year Plan—each SVP to organise 10 courses in a year with 25 participants each. It was thus estimated that the SVPs would cover some 250 workers in a year. In this plan estimate, the emphasis was on quality of education and not on quantities. The quantitative expansion had started creeping in then also. The 1977 Review pointed out this and expressed concern with such expansion at the SVP at Bombay. Unfortunately, this concern was not heeded to and the quantitative expansion not only continued, but rather exploded during 1983–86 period. As pointed out in Chapter III,

the average programmes organised per SVP during the years 1983-84, 1984-85 and 1985-86 respectively were 63, 70 and 100 (excluding one day courses). The corresponding number of beneficiaries covered during this period were : 1167, 1594 and 2200 respectively. As discussed earlier, such expansion was not only actively encouraged by the DAE, but was publicised as indicator of progress and impact and used as an argument for expansion of Shramik Vidyapeeths.

Excessive emphasis on quantitative expansion, irrespective of quality, was undoubtedly the single most important factor contributing to distortions in policy implementation and to deviations from the objectives of the Mission.

## CHAPTER VI

### SUGGESTED PLAN OF ACTION

#### RECOMMENDATIONS

The Seventh Five Year Plan put great emphasis on enhancement of productivity in our industrial sector through improving the quality of training imparted to workers.<sup>24</sup> It is visualised, as a part of the policy package, that, technological upgradation and training and establishing linkages with formal sector would play an important role in energizing the urban informal sector.<sup>25</sup> It is planned to provide training to adult workers for developing skills, relevant to their respective economic activities, for upgrading the skills of neo-literates and for increasing their awareness of various social events.<sup>26</sup> As described earlier, these form the objectives of the Shramik Vidyapeeth programme. It is therefore essential that we energize that organisation and the institution of Shramik Vidyapeeth, toward fulfilment of the Seventh Plan objectives.

#### *Recommendations*

The Review suggest the need for correcting the course of the Mission and for improving the quality of the programme, so as to achieve the objectives laid down in the policy. Several interventions are needed at various levels. The following recommendations and plan of action incorporate some of the suggestions made at the review workshops as well as some of the recommendations made by the previous review committees.

#### *I. Consolidating the Network Organisation : Streamlining Organisational Matters*

There is a need to consolidate and improve the functioning of the present net-work organisation consisting of the Directorate of Adult Education, parent bodies/management boards and the Shramik Vidyapeeths themselves. The following steps are suggested in this connection.

#### *A. Reorientation of the DAE and Reorganisation of the Urban Unit*

1. A small unit within the Directorate of Adult Education is responsible for Shramik Vidyapeeths and their programmes.



There is a need for this unit and the larger body i.e. the Directorate to be at the same wave length in providing facilitative professional support to promoting adult education programme in the country. The DAE works under the Department of Education and is directly influenced by its work-culture. In this connection, it might be useful to recall the suggestion made by 1977 Review Committee that the Department, at that time the Ministry of Education should not work merely as grant giving body, but should play an active professional role. It is time to pursue this suggestion more vigorously. This in turn would greatly help professionalise the Department of Adult Education.

## 2. National Resource Centre for Shramik Vidyapeeths

(i) The present urban unit in the Directorate seems to lack adequate expertise to carry out the required professional tasks for promoting and sustaining Shramik Vidyapeeths. It is therefore necessary to revive the proposal, made in earlier reviews, to establish a central organisation. This may be called as National Resource Centre for Shramik Vidyapeeths. This may continue to work as part of the present Directorate and its Director may work as Director of this Centre also. The Shramik Vidyapeeth movement is still in its infancy and its present functioning is beset with several problems. It would continue to depend on support and guidance of this Centre. It is therefore necessary to staff the Centre adequately and to give it a proper professional and expert base.

(ii) *Staffing*.—The National Resource Centre should therefore be staffed as follows : (a) An expert in workers' education with particular reference to pedagogy of integrated adult education (b) Curriculum development expert with background of continuing technical education (c) Management monitoring and training expert. These three experts should be designated as Senior Fellows to signify their functions. There should be two Fellows to back up Senior Fellows. The above functions are reciprocal and the staff have to work as a team. One of the Senior Fellows by rotation may work as the coordinator of the centre. Thus, the revised staffing should be as follows :

1. Senior Fellows (in Joint Director's scale)—3
2. Fellows (in Deputy Director's scale)—2
3. Research/Field Officers (in Asstt. Director's scale)—2
4. Appropriate supportive staff as required.

(iii) *Selection and Recruitment.*—The Resource Centre would have to conduct a whole range of professional activities. It is therefore essential to ensure that properly qualified and experienced staff are selected for the various positions. Efforts should be made to identify competent persons and attract/invite them to these positions. (iv) It would be functionally useful to identify and offer contract appointments as Sr. Fellow/Consultant against the above positions to outstanding worker-educators and researches. In such cases, salary and other terms and conditions may be settled through negotiations. (v) It would also be useful to provide services of an experienced worker-educator as a consulting resource person to a small group of SVPs on state/regional basis. They may be contracted on fixed remuneration for limited periods to help implement the policy. It would strengthen professional work at the SVPs.

(vi) *The SVP, Delhi.*—The SVP Delhi should be attached to the National Resource Centre retaining its independent structure. It should be appropriately strengthened and enabled to function as an experimental centre and as a model and multiplier, as was envisaged by the 1977 Review Committee.

## B. Parent Bodies of Vidyapeeths

1. *Energizing Management Boards.*—The need to energize parent bodies/management boards is obvious. The present survey was not designed to review the work of individual Vidyapeeths. However, available data suggest the need for the following steps : (i) Reconstitution of management boards, wherever necessary. The new members should be specifically drawn keeping in mind the professional functions of the Board as well as requirements for linkages. (ii) planned interactions and consultations with management boards, particularly with chairmen and some active members, to help them understand and carry out the functions as entrusted to them in the policy. Such interactions should also try to bring about better functional relationship between parent bodies and Directors and staff of SVPs. (iii) in case some parent bodies are found to be wanting in terms of their functions and support to the programmes, some other parent body in that area should be identified and/or promoted for this purpose, and the SVP be entrusted to it with appropriate management boards. In that case, it should be possible to continue the services of deserving employees. (iv) However, in case of some SVPs, where the performance is very unsatisfactory decision shall have to be taken to stop the

grant in aid. (v) in case of some older SVPs like those under universities etc., it may now be the time to start reducing their grant in aid and to make them a department/unit/institute of the present parent organisation.

## 2. *New Shramik Vidyapeeths*

(i) While it is helpful to involve voluntary bodies, it is necessary to apply strict quality control, in terms of their resources, capability for skill development and adult education and development etc. It might be more fruitful to identify credible individuals and agencies and invite them for undertaking the programme rather than choosing them *only* on the recommendation of the state government.

(ii) It would be useful to sponsor smaller SVPs for specific groups and compact work areas like plantations. They may require a different organisation design, different staffing and a smaller financial outlay. These may have to be worked out as per the requirements.

3. There is a need for more active involvement of state governments, particularly the concerned departments, in functioning and programmes of SVPs.

## C. *Strengthening Shramik Vidyapeeths*

1. *Staffing Pattern*.—The Vidyapeeths need to be strengthened to enable them to carry out all the required professional tasks and to implement the stated policy effectively and properly. The staffing structure should reflect the various functions which include need identification, integrated course development, programme planning and coordination, mobilising and motivating the urban poor for educational work, preparation of materials, documentation, promotion of linkages, teaching and conducting seminars etc. The following changes are suggested in the staffing pattern :

- (i) Of the three Programme Officers, one should be a specialist in technical education and another in curriculum development and planning. At least one of three should be a woman.
- (ii) Two posts of *Organisers cum Educators*—They would help in mobilising, motivating and organising

the community, specially youth, and women for various educational and other programmes particularly in general education, promotion of critical awareness and for participating in income generating programmes. They would also work as resource persons in various integrated courses. One of them should be a woman.

- (iii) It is suggested, that, junior professional posts i.e. Programme Assistant/Organiser/Educator, Librarian and Artist cum Projectionist be placed in present pay scale of senior Technical Assistant (i.e. 550—900). Such a revision seems necessary for attracting and retaining suitable persons.

## 2. Pay Scales

It is suggested that, the Fourth Pay Commission recommendations be applied to all staff of SVPs. They should continue to be treated on par with central government employees with regard to pay and allowances as is the case now.

## 3. Service Conditions

Minimum job security and service conditions are essential for efficient functioning of SVPs. Social security benefits like contributory provident fund, medical reimbursement and leave travel facility should be extended to the staff of Vidyapeeths and rules framed in this respect by the government.

## Job Security

As the SVP programme continues to be on probation—from year to year basis, there is considerable job insecurity among the staff. The parent bodies, except a notable few exceptions, are unable to provide them with even minimum security in this respect. For the sake of policy implementation, it is necessary to put the programme on a little more permanent footing. However, it is difficult to suggest one uniform pattern as Vidyapeeths have been set up at different points of time. Some have been functioning for several years and some set up very recently. This exercise therefore, will have to be undertaken separately. This question should be examined along with the matter of energizing management boards. Without reasonable sense of security, it would be difficult to attract and retain qualified staff without

which it is not possible to improve the quality of the programme. The staff should be able to look forward to a career in integrated adult and continuing education.

### *Selection of Personnel and Filling the Vacancies*

The posts, lying vacant for quite some time, should be sanctioned and filled. Suitable qualifications should be laid down for all posts and proper selection committees be constituted for recruitment. Such committees should include appropriate experts and nominees of the central government. It is necessary to ensure that experts and government nominees attend the meetings.

The Director's (of SVP) role should be properly defined and strengthened as head of the institute. Management Board is supposed to lay down policy, advise and help the Director, and to see that no arbitrary decisions are taken. The Director should be responsible and empowered for day to day functioning.

**7. Strengthening Resources.**—The following resources need to be strengthened (i) library services and documentation (ii) a pool of competent resource persons in accordance with functions laid down in the policy guidelines (iii) workshop equipment and educational materials (iv) office accommodation and classrooms (v) location. Several SVPs are presently located in areas far away from the target population. They need to be relocated appropriately.

**8. Budgetary Provisions.**—The financial resources need to be augmented as follows : (1) The present budget provision of Rs. 30,000 is very inadequate for meeting all programme needs of SVPs. In view of rising costs of living and competitive market for trained technical personnel it is difficult to attract suitable and experienced resource persons without proper remuneration. This provision, therefore needs to be raised to Rs. 60,000/-. The remuneration for resource persons/experts may range between Rs. 400 to Rs. 1000 a month, depending on their expertise and amount of work done by them. Daily payments should be appropriately decided. With increased payments, it should be possible to attract qualified and suitable persons. The existing resource persons should be carefully screened and replaced if necessary. Suitable rules should be framed in this regard. With education in number of courses in should be possible to develop a small pool of qualified, competent and dedicated resource persons.

(ii) At present there is no separate provision for library books. It is suggested that, seed money of Rs. 30,000/- in the first year and Rs. 10,000 as recurring grant thereafter for books and journals etc. be provided.

(iii) Appropriate provisions should be included in the budget for providing minimum social security benefits as discussed above.

(iv) It was envisaged in the policy that SVPs would have proper office class room and other such accommodation. The present provision for renting such building is inadequate. Many Vidyapeeths have been functioning in a very inadequate office and classroom space. The earlier hope that industries would provide accommodation has not been fulfilled. Rising house rent in various cities also make it difficult. The cost of other office expenses such as telephones, pastages, stationery etc. has also increased over the years. It is difficult to meet all these items of expenditure and fulfil their functions properly within a small budget of Rs. 60,000 given for these various items. This budget provision therefore needs to be increased to Rs. 90,000/-. However, rules should be framed for renting buildings for SVPs, which should be located near workers' colonies and should have easy access to workers.

## II. Programmes

The day to day functioning and the programmes need to be organised and strengthened as follows :

### 1 *Quality and Not Quantity*

What matters is quality and achievement of the objectives and not number of programmes. There is a need to strongly curb the number game. Some eight to ten good programmes of duration of six months and above, with at least two hours of instructional work every day, would be much more effective. Such programmes would create the necessary impact and to make them attractive to the target population. Such courses should be need based and cater to small selected homogenous groups. Each SVP should also organise some seminars, workshops, conferences etc. on related subjects of interest depending on the local needs.

### 2 *Annual Plan of work*

Each Vidyapeeth should prepare its annual plan of work. This plan should be monitored vigorously by the concerned SVP and the DAE.

### 3 *Course—Development*

Integrated educational approach cannot be achieved without integrated course development. Along with it, appropriate teaching materials should be prepared and/or collected. The stated objectives namely skill formation, skill upgradation, vertical mobility, promotion of critical awareness and positive work attitudes, should be kept in mind, in this connection.

### 4 *Professional Work.*

The Director, Programme Officers and the related staff should get involved in professional work as laid down in the policy guidelines and indicated under 'Staffing Pattern' above. Their work should be appraised in terms of achievements in these fields. The SVP should function as a professional educational centre, rather than only administrative structure for coordination.

### 5 *Vocational Information and Counselling Services*

There is a need to add vocational information and counselling service as a part of professional work at the Vidyapeeth. Such a service is required to help beneficiaries make a correct vocational choice. This is particularly required for women to widen their cognitive horizon and to enable them to make a proper choice, in relation to emerging technologies and economic needs.

6. Besides skill development and other programmes the SVPs should also undertake programmes designed to promote organisations of the urban poor; conduct training courses in social and organising skills, identify and train organisers in order to mobilise the community.

7. Programmes for school dropouts should be linked with open school activities wherever available. This would help promote vertical mobility.

8. Proper certification is necessary for wage employment and credit and other support facilities are needed for self employment. The SVP should cater to both these needs, by improving the quality of their courses; by preparing the beneficiaries for appropriate government/departmental examinations wherever available; by establishing appropriate linkages with other vocational/technical training programmes and by meeting standards in order to seek recognition for their certificates. The SVPs would need government help in this connection.

9. The SVPs should compete with each other for good quality and innovative programmes and for objectives related achievements. Their work should be assessed on this basis and not on the basis of numbers.

10. The tasks of programme improvement are joint functions of the DAE and the respective Vidyapeeths. The DAE should conduct research and experimentation, prepare and try out proto-type courses and methods and make efforts to continually raise the quality of programmes.

### III. REACHING TARGET POPULATION

It is necessary to make planned efforts for reaching the target population—namely, urban based workers in organised industry, unorganised workers in the urban informal sector and women and other members of such families. The following steps are suggested in this connection :

#### 1. *Reaching Organised Workers*

It is necessary to emphasise the need for education and technical upgradation of workers in organised sector in the context of the Seventh Five Year Plan. Shramik Vidyapeeths have a role to play in this respect. The following steps are suggested in this connection :

- (i) Discussions with employers representatives<sup>27</sup> and senior public sector managers showed that they were largely unaware of Shramik Vidyapeeths. The DAE and the SVPs should launch a publicity campaign to enhance visibility of Shramik Vidyapeeths among industrial undertaking.
- (ii) Public sector representatives thought that facilities for technical training of workers existed at individual enterprises. They did not, however, have precise information about such programmes. A comprehensive survey should therefore be undertaken, to begin with in large public sector undertakings, to collect necessary information in this regard with particular reference to the need for technological upgradation and workers' attitude toward work etc. Such a survey would help identify gaps and needs in this connection.



- (iii) The SVPs are keen that the government should issue instructions to the industry to provide them the same facilities for their programmes as are given in case of courses conducted by the CBWE. Such instructions would be helpful and therefore should be issued, particularly in the context of the requirements of the Seventh Plan.
- (iv) However, such instructions are no guarantee for success in reaching the target group and to have effective programmes. For this, a micro level and a more focussed strategy is required. For instance, the following may be tried. (a) The DAE may identify and prioritise some major public sector undertakings at the national level (b) It should then start a dialogue with the managements and if necessary respective trade unions, in order to identify their needs, and to offer the services of Shramik Vidyapeeths. Some very broad plan of integrated education to meet their specific needs should emerge from such interactions (c) The respective SVPs should then make a detailed study of the specific needs of such enterprises in their areas and plan appropriate programmes (d) Such selected SVPs may, if necessary, be given special financial assistance to enable them to acquire necessary equipment, hire resource persons on special terms and to make other necessary arrangements (e) since such specific courses would be sponsored by respective enterprises, they would be willing to give financial and other assistance (f) such courses should be closely monitored by both, the DAE and the SVP, in order to learn, improve and generate success experience (g) The DAE should be ready to provide all possible professional support, for example, for need identification, course development, training of resource persons, developing and providing course materials and for promoting and maintaining linkages in this connection.

## 2. *Unorganised Workers in Informal Sector*

Organised workers constitute only a small portion, about 10%, of the country's total labour force of about 23.70 crores (estimated in 1980) in the age groups 15 to 59 years. The remaining 90% constitute our large sprawling, unorganised informal sector of labour. It consists of a large pool of illiterate

workers; large number of school dropouts, about 120 lakhs every year, and backlog of such dropouts. Most of them are unskilled, some employed without training and some just unemployed. As the National Policy on Education, 1986 note, there has not been planned educational programmes for this large population and concerted and well coordinated efforts are required to meet the demands of this task.<sup>28</sup> A large population of such people constitute the unorganised workers in the urban informal sector. Shramik Vidyapeeths should make efforts to reach them as much as possible. Such people are likely to live in urban slums and other slum like settlements. As a policy, the SVPs should concentrate on such workers' colonies. Efforts should be made to mobilise them for the required educational programme.

### 3. *Reaching the School Dropouts*

Special efforts are needed to reach and motivate youth, particularly school dropouts and working children. Here linkages with open-school programme would be very helpful. Cultural programmes need to be organised to attract the youth and to motivate them for mobilising the wider community of workers. Special programmes like theatre groups and educational camps would help sharpen their social skills and awareness and prepare them for promoting wider participation in integrated educational programmes.

### 4. *Women Workers*

It is necessary to concentrate on special needs of women workers and avoid reinforcing their traditional image which came in the way of their development. As mentioned in the National Policy on Education, 1986<sup>29</sup> the selection of courses for women should be based on their employment potential and not what is traditionally considered as "relevant" or "suitable". It is also necessary to plan to reach working class women and to avoid the trap of catering to middle class educated women. It is essential therefore to exercise carefulness in selecting homogenous groups of beneficiaries from the intended target population. Here also, as a policy SVP should concentrate on slum dwellers and make special efforts to reach them.

5. It would be useful to survey and prepare a target group profile consisting of these various characteristics. It may be useful here to prepare at least three such profiles, one each for

illiterate to semi-literate migrant workers, literate to VIII standard school dropouts and high school dropouts. Similarly women workers' profile should be separately prepared.

6. The SVPs have to reach specific and comparatively neglected target groups in order to promote their access to educational facilities. Technical skill formation, and critical awareness among the urban poor and promotion of their organisations are important ingredients in anti-poverty programmes. However, as there is a tendency among the Vidyapeeths to deviate from the stated target population, it is necessary to strictly monitor their efforts in this direction. Special monitoring is required for women beneficiaries. This should be done by both, the DAE and the SVPs themselves. The DAE should however keep a close watch over the entire programme. Computers can be very useful tool in this regard.

#### IV. PROMOTING LINKAGES

##### INTER-INSTITUTIONAL COLLABORATION

Vidyapeeths are required to cater to several needs and skills and it is not possible to provide specialists for all of them. Similarly, it is not possible to provide all the equipment necessary for various technical/vocational courses. Inter-institutional linkages are therefore essential for success of programmes. Experience in this regard is however not encouraging in the country. It is necessary therefore, to make planned efforts and interventions for promoting such linkages. These are more probable among equal and mutually needing institutions and organisations. These are also more fruitful and lasting when two equal organisations interact to establish a collaborative arrangement for mutual benefit. The following steps may be useful in this connection (i) it is necessary to provide a minimum resource base, as suggested above to enable SVP to establish linkages both ways (ii) State Resource Centres and other resource, centres for adult education programmes need to be energised in order to help SVP programmes (iii) Linkages are specifically required with organisations like ITIs Polytechnics DRDAs, urban development agencies and their programmes like Urban Basic Services Programmes, Self Employment Programme for Urban Poor (SEPUP), State departments of adult education, universities,

trade unions, small industry federations, Standing Committee on Public Enterprises (SCOPE), federations of employers, central and state departments of industry, labour, urban affairs and employment, marketing cooperatives, credit agencies like banks and similar other organisations. The role of the DAE and the national resource centre is critical in promoting such linkages as already envisaged in the policy guidelines. They need to be energized to discharge this function for fulfilment of the stated objectives.

## V. ENERGIZING AND DIFFUSING PROFESSIONAL AND FACILITATING FUNCTIONS

Along with staff restructuring, it is necessary to energize the Directorate (i.e. the urban unit) to carry out its various professional functions as laid down in the policy. These include (to reiterate them) : course and curriculum development; planning and development of integrated and other educational materials, monitoring and feedback; training and orientation of SVP staff and others; promotion of linkages, promotion of involvement of industry and implementation of policy in this regard; and promotion of Shramik Vidyapeeths as effective instruments of implementing the stated policy. Besides these functions, they need to energize, parent bodies/management boards and the Vidyapeeths in their day to day functioning. The staff at the Directorate therefore are required to undertake research, programme development and consultative tasks. They need to maximise their professional—facilitative role in order to provide the much needed support to Shramik Vidyapeeths. The following steps are required in this connection :

1. *The Role of Director, DAE.*—The role of the Director, DAE is crucial in professionalising the functions. He should himself be able to provide professional leadership and necessary guidance to the staff. He should monitor the programme and assess performance in terms of quality and objectives—related achievements.

2. *Outside Consulting Help* should be sought from time to time to catalyse the staff and to energize their functions, such help should also be available to Shramik Vidyapeeths.

3. The staff should attend *appropriate training courses* from time to time. Specifically designed in-house training should also be organised for them. There is a specific need for training in *research, consulting and process skills.*

4. The staff should be encouraged to prepare research reports/papers and to document their various experience in various ways. They should encourage SVP staff to do the same thing.

## VI. TRAINING AND PROFESSIONAL DEVELOPMENT

1. Training and development of the concerned functionaries should form an integral and regular part of continuing improvement of the programme. Such training should cover all aspects of SVP work and cover DAE staff, SVP personnel and the part-time resource persons. There should be training also for administrative (office) staff also.

2. There is however, presently an urgent need for a specially designed training for the SVP staff. The following steps are suggested (i) all directors and programme officers should be covered in batches of not more than 20 participants (ii) each course should be for three weeks including supervised field work to be integrated with other training modules (iii) the objectives of training should include (a) Development of motivation for quality and objective related performance (b) Achievement planning (c) development of readiness and concern for policy implementation (d) increasing readiness and skills for reaching and working with the target population (e) conceptual understanding of integrated adult education for urban based workers, skills for identification of needs, educational planning for matching such needs, monitoring and feedback for quality improvement, and for trying out various methods of work (iv) the success of training depends on how well it is designed in terms of the objective inputs, modules, methods and materials. It would be helpful to obtain services of competent and experienced consultants/faculty for this purpose (v) The specially designed training course should be a prelude to action planning at the SVP level. In fact, the training should be viewed as an input in such action planning.

## VII. INTEGRATED EDUCATION OF RURAL WORKERS

As mentioned above 90% of our labour force consist of unorganised workers a very large majority of whom live in rural areas. They are mostly unskilled and illiterate. The existing agencies like polytechnics TRYSEM. CAPART social welfare centres as mentioned in the Programme of Action of the new education policy do not contribute to education of such people The SVP organisation has therefore an important role to play in implementing an integrated educational programme for them.

The present review was designed to study only the existing urban based programme. A separate study may therefore have to be conducted to go into the specific needs of rural workers.

### ACTION PLAN

In view of the urgency of improving functioning and quality of the SVP programme, there is a need for a time bound action plan. It is suggested that at least the first six months of the financial year 1987-88 be devoted to implementing this action plan. This should include the following : (1) Consolidating and streamlining the organisational matters, (2) Motivating the facilitative role at the DAE's level; (3) Specially designed training courses for SVP staff i.e. Directors and Programme Officers; (4) Preparation of annual plan of work for each SVPs; (5) Planned efforts for promotion of linkages and inter-institutional collaboration; (6) publicity campaign for increasing the visibility of SVPs among the target population; and (7) close monitoring of this action plan.

## CHAPTER VII

### SUMMARY AND CONCLUSIONS

There were some 40 SVPs in the country engaged in implementing a non-formal integrated adult education programme for urban based industrial workers. The present review was undertaken to study their functioning, to identify strengths and weaknesses, in their programmes, to locate factors contributing to inadequate implementation of the stated policy and programmes and to suggest ways and means for ensuring objectives-oriented implementation of the scheme. A variety of methods were used to collect the required information. These methods included content analysis of important documents, field visits to several Vidyapeeths and discussions with the concerned officials, discussions with representatives of employers and senior managers, and with senior government officials and participatory review workshops involving Directors and Programme Officers of almost all Vidyapeeths.

### CONCLUSIONS

The following conclusions seemed to emerge from the study.

#### *Objectives*

1. Vidyapeeths devoted their major attention to organising very short duration courses at the cost of long duration courses. The courses were attended largely by women. Certain traditional vocational courses like tailoring received undue attention.
2. Technical courses like radio-TV repair and electric wireman courses got replicated in comparatively greater number. The policy objective of improving technological skills and of upgrading productive abilities of workers got largely ignored.
3. The policy objective for promoting critical awareness among workers and for widening their understanding of the environment and their own predicament remained largely unimplemented.

### *Reaching Target Population*

1. Target group of workers in organised industry was practically not reached and/or reached very inadequately.
2. Unorganised workers, particularly women, in urban informal sector were reached to some extent.
3. There seemed to be significant mis-classification of beneficiary groups as large number of educated middle class women seemed to have attended traditional vocational courses like tailoring etc.
4. Workers in age groups above 35 years and below 14 years remained largely unattended.

### *Qualitative Performance*

1. The thrust for quantitative targets resulted in a competitive game of numbers. This was done largely at the cost of the stated policy and objectives.
2. Important functions such as identification of needs, programme planning, course development, integrated educational approach, training of resource persons, promotion of linkages etc. got largely side-tracked.
3. In absence of planning etc., adhocism and routineness dominated the programmes. Quality suffered a lot in the process.

### *Internal Strengths*

Despite shortcomings and problems, the Vidyapeeth functionaries showed evidence of some internal strengths such as (i) a strong faith in people; a sense of efficacy and sensitivity for the poor (ii) some Vidyapeeths showed creativity in organising youth and women (iii) some Vidyapeeths experimented with combining literacy and income generating skills and related activities resulting in greater motivating among the neglected sections of workers (iv) functionaries at several Vidyapeeths showed keen enthusiasm for correcting and improving their programmes and functioning. This was clearly evidenced at the review workshops.



### *Factors Contributing to Non-Implementation of Policy*

The following factors seemed to have contributed to lowering the quality of performance and to distortions in fulfilment of the stated policy and the Mission :

1. The network organisation, consisting of the Directorate of Adult Education, parent bodies/management boards and the SVPs themselves seemed to lack sharpness.

2. The behaviour at the top of this triangle like organisation, i.e., the DAE showed unduly strong quantitative target orientation which greatly infused and reinforced similar tendency on the ground.

3. Some of the parent bodies/management boards were not able to play their expected role as a supervisory body to promote objectives related achievements in their respective Vidyapeeths.

4. Drive for quantitative targets coupled with absence of proper procedures for selection and recruitment and reasonable security of service tended to lower seriousness and quality consciousness at the Vidyapeeth level.

5. The Directorate of Adult Education was not able to adequately play its professional and facilitative role for promoting and strengthening Vidyapeeth programmes. Instead, their attention was directed more toward controlling and subordinating SVPs.

6. Appropriate linkages did not materialise enough, resulting in a serious resource gap particularly for skill development programmes at Vidyapeeths.

7. The Vidyapeeths experienced serious budgetary constraints particularly with regard to funds for resource persons and programmes for other expenses like rent, equipment etc.

These factors were obviously interacting with each other. The major factor, however, was the strong tendency for quantitative targets which seriously affected the quality and functioning of SVPs.

## Recommendations

### Suggested Plan of Action

In view of the importance of integrated adult education and skill development of workers in the context of the Seventh Five Year Plan, it is imperative that we devise ways and means for improving programmes and functioning of SVPs. The following suggestions have been made in this connection :

#### I. *Consolidating the Network Organisation and Streamlining Organisational Matters*

##### A. *The Directorate*

1. The present urban unit needs to be strengthened as a National Resource Centre for SVPs, with experts in workers' education, curriculum development, management and training as core senior faculty members, with necessary professional and secretarial support.

2. The experts and other staff should be vigorously selected. If possible competent persons should be identified and attracted to these positions, on contract appointments.

3. Services of consulting resource persons should be provided to a group of SVPs, on state/regional basis.

4. The SVP, Delhi, should be attached to the National Resource Centre retaining its independent structure.

##### B. *Parent Bodies*

1. Wherever necessary management boards of SVPs should be reconstituted.

2. Consultations with members of management boards in order to help them carry out their functions.

3. If necessary parent bodies of some Vidyapeeths be changed, retaining services of deserving employees.

4. Grant in aid to some very poor performing SVPs may have to be stopped.

5. It may be useful to sponsor smaller SVPs for specific groups with different staffing etc.

6. Care should be taken to identify and choose right parent bodies for new SVPs.

7. There is a need for more active involvement of state governments.

### *C. Strengthening SVPs*

1. Programme Officers should include experts in technical education and curriculum development and planning.

2. All junior professional posts be placed in the scale of senior technical assistants (550—900).

3. The 4th Pay Commission recommendations be applied to the staff of the SVPs. Minimum service conditions and social security like provident fund, leave travel facility etc. should be extended to the staff.

4. Reasonable job security proper selection of personnel recruitment rules, and strengthening of the Director's role would help attain proper functioning of Vidyapeeths.

### *II. Budgetary Provisions*

1. The present provision of Rs. 30,000 for a programme should be raised to Rs. 60,000 and the present provision for Rs. 60,000 on other expenses be raised to Rs. 90,000.

2. There should be separate provision for library books with seed money of Rs. 30,000 in first year and Rs. 10,000 every year.

### *III. Programmes*

1. What matters is quality and not quantity. Eight to ten good courses of required duration for 25 selected participants in each course would help set the tone for quality improvement.

2. Each Vidyapeeth should prepare its annual plan of programmes.

3. The SVP personnel including Directors should get involved in professional work including actual course teaching.

4. There should be vocational information and counselling service at each Vidyapeeth.

5. In addition to skill development programmes, Vidyapeeths should also undertake programmes designed to promote organisations of the urban poor, and conduct courses in this regard.

6. Programmes for school drop-outs should be linked with open school courses, wherever possible.

7. Attention should be paid to proper certification of various programmes.

8. There should be a continuing programme of research and experimentation to prepare prototype courses etc. at the Directorate and with their help at Vidyapeeths.

#### IV. *Reaching Target Groups*

1. It is necessary to reach organised workers. The following steps may be useful :—

- (i) A comprehensive survey of the training needs of such organised workers be undertaken.
- (ii) Government instructions be issued to industry for promoting their cooperation with the SVPs concerned.
- (iii) The DAE may identify and priorities some major public sector undertakings for launching integrated education of workers in accordance with the SVP policy.
- (iv) SVPs to be given additional financial support if necessary for undertaking special programmes for organised industry. A part of such cost should come from the industry itself, if not the full.

#### 2. *Reaching Unorganised Workers*

(i) Large number of such workers live in slums and slum like settlements. As a policy, Vidyapeeths should concentrate on such workers' colonies.

(ii) Special mobilising activities like theatre groups and educational camps be organised for attracting school drop-outs.

(iii) Special counselling programme be undertaken for women for motivating them for emerging technical courses as per the National Policy on Education, 1986.

(iv) *Target group profiles should be developed at least for three groups one each for illiterate to semiliterate migrant workers; literate to 8th standard school drop-outs; and for high school drop-outs. A profile for women workers should be prepared separately.*

(v) Strict monitoring is required to help Vidyapeeths remain on course for fulfilment of the objectives and for reaching the target population, particularly women workers.

#### V. *Promoting Linkages*

1. A minimum resource base be provided to SVPs, to enable them to develop mutual linkages.

2. State resource centres for adult education should be energized to help Vidyapeeth programme.

3. Linkages with related educational institutions and programmes like UBS, SEP-UP and other similar programmes, with related departments of state and central governments, and federations of employers and trade unions are required. The DAE has an important role in this respect.

#### VI. *Energizing Professional Functions*

1. The Director of the Directorate of Ault Education has an important role for providing professional leadership in this respect.

2. Outside consulting help should be sought from time to time.

3. There should be appropriate training courses for the staff of the Directorate.

#### VII. *Training and Professional Development*

1. Continuous training programmes are required for upgrading professional development among the SVP personnel. However a special programme is suggested to meet the present requirements in this connection.

2. A special three week programme should be organised for all Directors and Programme Officers with a view to motivate them for objective related achievements and for planning programmes in accordance with the policy. The programme has to be properly designed and conducted. This should be a prelude to action planning at the SVP level.

VIII. SVPs have an important role in implementing integrated education for rural workers. A special study is needed to indentify requirements in this connection.

### *The Action Plan*

It has been suggested that the first six months of the financial year, 1977-78, be devoted to implementing the above action plan. It would include the following : (1) Consolidating and streamlining the organisational matters; (2) Motivating the facilitative role at the DAE's level (3) Specially designed training courses for SVP staff i.e. Directors and Programme Officers; (4) Preparation of annual plan of work for each SVP; (5) Planned efforts for promotion of linkages and inter-institutional collaboration; (6) Publicity campaign for increasing visibility of SVPs among the target population; and (7) close monitoring of this action plan.

#### *Footnotes*

1. Census of India, 1981. Registrar General's Office, New Delhi.
2. Government of India, *Sixth Five Year Plan 1980-85* New Delhi Planning Commission, 1980, P. 16
3. Census of India, 1981 Table D-9, *Reports and Tables on 5% Sample Data*. Registrar General's Office, New Delhi.
4. Census of India, 1971, *Migration Tables*. Registrar General's office, New Delhi.
5. These studies have been quoted in Girish K. Mishra in his paper, "Development Programmes for the Urban Poor : Some Issues" presented at the *National Seminar on Development Programmes for the Urban Poor*. New Delhi : IIPA, February, 1987.
6. *Saryakshana*, III, 4, April, 1980
7. T.S. Papola, *Urban Informal Sector in Developing Economy*, New Delhi : Vikas, 1981.
8. T.K. Majumdar, "The Urban Poor and Social Changes : A Study of squatter Settlements in Delhi" in Alfred D' Souza (ed) *The Indian City-Poverty, Ecology and Urban Development*. New Delhi : Manohar 1983, pp. 29-60
9. Government of India, *Seventh Five Year Plan*. Vol. I, 1985-90. Planning Commission, New Delhi, 1985.
10. *ibid*, p.4
11. *ibid*,
12. *ibid*. p.47

13. Govt. of India, *Report of the Evaluation Committee for workers' Social Education Institute, Indore*. New Delhi : Ministry of Education, 1964.
  14. A study group was set up in February, 1966 under the auspices of the Department of Adult Education, National Council of Educational Research and Training which made several recommendations for polyvalent adult education for workers. Services of Unesco experts were also available to the study group. *Unpublished Report*. NCERT, 1966. The Department of Adult Education, NCERT, also brought out a publication on the subject, indicating objectives, functions etc of polyvalent adult education. See *Polyvalent Education Centre Publication No. 27*, DAE, NCERT, 1966.
  15. Study group report. *opp. cited.*, 1966.
  16. *The Shramik Vidyapeeth : An Evaluative Study of a Polyvalent Centre*, Bombay. Tata Institute of Social Sciences, 1969.
  17. Information provided in Govt. of India, *Programmes of Workers' Education of the Ministry of Education and Social Welfare Report of the Review Committee*. Ministry of Education, 1977.
  18. *Directorate of Adult Education, Polyvalent Adult Education Centre (SVP), Bombay. Second Evaluation Study*. Ministry of Education, Government of India, 1974.
  19. Report of the Review Committee, 1977, *opp. cit.*, This report also gives important historical information.
  20. Government of India. *Guidelines for Planning and Organisation of Shramik Vidyapeeths : A Programme of Adult Education for Workers in Urban and Industrial Areas*. New Delhi : Ministry of Education 1985.
  21. *Ibid*, pp.2-3
  22. *ibid*, p. 5
  23. *ibid*, p. 7
  24. Seventh Plan *Opp.cit.* Vol. II. p. 119
  25. *ibid*, p. 120
  26. *ibid*, p. 258
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27. Discussions were held with Shri B.P. Gupta, Chief Industrial Relations Adviser, Employers Federation of India. Shri Waris Kidwai, Secretary General, Standing Conference of Public Enterprises, Shri P.G. Mukundan, Executive Secretary, Federation of Associations of Small Industries of India, and General Managers (HRD) of several public sector undertakings.
28. Government of India. *National Policy on Education, 1986 : Programme of Action*. New Delhi. Department of Education, Ministry of Human Resource Development, 1986, pp. 31-32.
29. *ibid*, p. 62 and p. 106. The Programme of Action emphasises the need for empowerment of women including promotion of positive self-image and self-confidence and their participation in bringing about social change.



POLYVALENT ADULT EDUCATION OF URBAN AND  
INDUSTRIAL WORKERS : REVIEW OF SHRAMIK  
VIDYAPEETHS

A PRELIMINARY BRIEF REPORT

Prayag Mehta

1

Shramik Vidyapeeth is responsible for polyvalent adult education of workers in industrial and urban areas. Such workers—both men and women—in organised and unorganised urban informal sectors are often illiterate or semi-literate and unskilled or semi-skilled. Many of such workers are first generation migrants and are in a state of transition from rural and tribal to urban and industrial settings. They constitute a more deprived section among the industrial—urban workers and form a lower level as compared to better educated and professionally better skilled workers, who have greater initiative of their own and who have received greater attention from government agencies as well as industry. Such lower grade and neglected workers are the first concern of the Shramik Vidyapeeth. Their social, educational and vocational needs are inter-related which require attention on continuing basis. The Shramik Vidyapeeth seeks to provide them access to education and training throughout their working life through specially designed, integrated and need based polyvalent programmes.

*The Mission*

The Shramik Vidyapeeth is therefore entrusted with a special mission, which makes it an unique educational institution. It is charged with the responsibility to : enrich personal lives of workers, such as the above; enable them to play a more effective role as citizens and family members; improve their occupational skills for raising efficiency and productive abilities; facilitate their vertical mobility and promote in them critical awareness about environment and their own predicament.

### *Functions*

As an institution of continuing non-formal education of socially, educationally and educationally deprived workers, Shramik Vidyapeeth is primarily responsible to explore, innovate, work out alternatives and try new methodologies in order to meet needs of different groups of workers and their families. Typically, a Vidyapeeth is expected to conduct surveys of workers' educational needs; plan and conduct educational programmes to match these needs; to co-operate and establish network linkages with educational, social, cultural and other similar institutions and organisation for fulfilment of the specific tasks; to undertake training of their own staff and of resource persons and to provide consulting services to other agencies desiring to organise similar programmes.

It is these functions, in pursuance of the specific goal—directed mission, which make Shramik Vidyapeeth a truly unique institution. It acquires a distinct role in technological upgradation and socio-economic development of the country. It is in keeping with this important mission that the Ministry of Human Resource Development has established 40 Vidyapeeths in different parts of the country.

### *Preliminary Observations*

The following observations are based on an analysis of official documents, circulars, personal visits to some Vidyapeeths, interviews and discussions with the concerned officials and some beneficiaries. These tentative observations would be checked further along with other aspects, in the continuing larger study. However, these brief comments are being made in order to draw attention to some of the urgent tasks.

### *Programmes and Beneficiaries*

There has been a steep jump in number of programmes and beneficiaries during the last three years, practically at all Vidyapeeths in the country. On an average, six programmes per Vidyapeeth were organised during 1983-84; this increased to 10 in 1984-85 and further to 15 during the next year. The average number of beneficiaries also increased from 1850 in 1983-84 to 5300 in 1985-86. Some Vidyapeeths recorded more than

50,000 beneficiaries during 1985-86 showing a three fold increase over the previous year. However, there were several interesting aspects of this big increase in numbers, such as the following :

- (i) the women beneficiaries outnumbered men in many cases in the ratio of 8 to 2.
- (ii) the big increases were due to introduction of one and three day programmes.
- (iii) the strength of the core staff remained the same as the number of programmes and beneficiaries increased.

### *The Quantity Vs. The Quality*

The numerical upsurge brought to fore the classical dilemma of quantity vs quality in educational programmes. The Vidyapeeths were under pressure for increasing the number and the quality inevitably suffered in the process. The most important casualty was the integrated approach and the core of the Scheme—the polyvalency. In fact, polyvalency came to be treated as a series of topics like Health Care, Savings etc to be added to ongoing programmes, as and when convenient. The very core and heart of the Scheme was therefore lost considerably, in the race of numbers.

### *The Organised and the Urban Informal Sector*

There was a wide consensus among the Vidyapeeths that by and large employers in organised industry were not co-operating with them. They would not release workers and were not interested in the programmes. The Vidyapeeths themselves were also not equipped to undertake skill training programmes for such workers. The Scheme itself visualised that, the unorganised workers in the urban informal sector would be the first charge of the Vidyapeeths. Their primary responsibility was therefore to cater to the needs of this large and ever increasing category of urban workers—both men and women. It became all the more important in view of the fact that the workers from the organised sector were not available. The emerging picture with respect to the social class of beneficiaries was however not encouraging. The scheduled caste and scheduled tribe beneficiaries formed a very small portion, may be 10%, of the increasing num-

ber of beneficiaries. The officials of some Vidyapeeths reported that such workers were "most apathetic" to the programmes that they were fatalistic and accepted their poverty as God's desire; that they were prejudiced against the upper sections of the society and did not believe that such persons could work for their betterment.

The position therefore was that, workers from the organised sector were not available for training and the unorganised workers from the informal sector were disinterested, in the programmes. What is to be done in such a situation? Such hindering forces could be turned into an opportunity and programmes mounted to match such needs. The situation either becomes a challenge and the Vidyapeeths confront such tasks with determination in creative and innovative ways. Or alternatively, they take an easy course out and offer programmes for whoever is readily available.

### *The Women Beneficiaries*

The upsurge in number of women beneficiaries does not therefore seem to be the result of any deliberate plan to cater to the needs of the deprived sections of women in order to fulfil the goals of the Mission. Most of them probably came from middle class families and were attracted to traditional domestic skills like cutting and sewing, embroidery, food preservation, even papad-bari making etc. In a way, such traditional courses met household needs and might have helped the beneficiaries to form and/or upgrade some such skills. The fact however remained that unorganised women workers and/or women from such families were largely left out of skill training courses.

### *The Male Beneficiaries*

Another reason for comparatively indifferent response from even middle class men were the nature and duration of the skill training programmes. Short and diluted programmes were only a poor substitute for similar but better organised programmes elsewhere. It was reported that employment exchanges were not accepting such short programmes for registering the beneficiaries for employment in the relevant trades. Besides the short duration and inadequate coverage Vidyapeeths handicapped by lack of adequate equipment, e.g. for radio, television and computer programmes

### *Deviation from the Mission*

Under such conditions, the Vidyapeeths fell back upon largely middle class housewives, who were comparatively more readily available. They also suited the middle class attitudes and convenience of the Vidyapeeth staff and in turn, helped them to show quantitative progress. Speaking strictly only by the social profile of the beneficiaries, Vidyapeeths seem to have significantly deviated from their *first charge*, i.e., to innovatively cater to multifarious needs of the deprived, neglected, migrant and other categories of organised and unorganised urban workers.

### *Sex Division in Courses*

There seems to be clear sex divide among the various vocational courses. The majority of courses are exclusively participated by women and a small number exclusively by men. It may or may not have been by design but the pattern has been firmly established in practice, year after year. In fact, spontaneity in this pattern makes it more interesting. Women were enrolled, for example, in courses like : fabric painting, fruit preservation, machine knitting, papad and bari making, food making, first aid, beauticians', tie and dye, soap making and embroidery. In addition to these exclusively womens' courses, they largely dominated, in the ratio of 8 to 2, in the course on tailoring. In fact tailoring seemed to be the most favoured course at Vidyapeeths. This is repeated several times in a year in response to the "demand" of the beneficiaries—overwhelmingly women.

Some other courses were the exclusive preserve of men. Such courses included : television repair, radio and transistor repair, photography, wiremen, plumbing, elctricians', refrigeration, motor winding and chair canning etc. Even courses like typing were very largely male dominated. For instance, at one Vidyapeeth, out of 132 beneficiaries in various courses in typing skills, as many as 118 were men.

### *Reinforcing Sex Stereo-typing*

The sex division in vocational courses was loud and clear. The traditional home based domestic skill oriented courses were reserved for women and traditionally outdoor 'manly' occupational courses were offered to men. Additionally, upcoming and modern courses leading to emerging jobs also got reserved for

men. Such educational planning, if at all there was any planning, not only reflected but also reinforced the existing sex-stereotyping in vocational and occupational courses. It is precisely this tendency which the new national policy on education vows to fight and to vigorously pursue a policy to "eliminate" sex stereotyping in vocational and professional courses and to promote women's participation in non-traditional courses as well as in existing and emergent technologies".

### *Creating Critical Awareness*

One of the specific tasks entrusted to Vidyapeeths, as mentioned above, was to "widen the range of knowledge and understanding of the social economic, and political systems in order to create critical awareness about the environment and their predicament". This task seems to have been largely neglected by them. On the contrary, traditional consciousness about sex and occupational roles seem to have been strengthened. The pattern of vocational courses therefore tended to negate the very spirit of the institution itself. It also ran counter to the education policy in this regard.

### *Adhocism in Programme Planning*

The above discussion, brings out the question of planning and organisation of educational programmes in Shramik Vidyapeeths. It was envisaged that they would explore, innvate, work out and try new methodologies to meet the needs of different groups of workers through educational programmes. Stereotype courses—mostly of very short duration of only some hours as mentioned above, without proper syllabus and courses material have tended to make them rather routine programmes. "We are busy in co-ordinating and organising all kinds of programmes", as one Vidyaseeth official put it, "no time is left for planning anything". There seems to be a demonstration and multiplication effect so that similar or same kind of courses are organised from one Vidyapeeth to another. Need-based planning has not taken off at all. In absence of planning and innovative approach, as mentioned above, polyvalent and integrated adult education has become secondary in competition to hiking numbers for projecting quantitative progress.

## II

*The Role of the Directorate of Adult Education*

At this preliminary stage, I am not in a position to make any specific recommendation. However, it would be useful to take a look at the central administrative and technical set up. The role of the Directorate of Adult Education (Ministry of Human Resource Development) seem to have been mixed up as is evident from the circulars issued by both the agencies from time to time. There were instances where the Department of Education had called upon the SVPs to undertake specific programmes such as for construction workers etc. and ordered them to note the instructions for compliance. The Directorate of Adult Education of course has been giving similar other instructions from time to time. Content analysis of important circulars, and the discussions with officials of SVPs point to the following profile.

1. *More Directive and Controlling and Less Facilitative Role*

The Directorate has been giving instructions on all aspects of the Scheme such as nature and number of programmes, staffing, progress reports etc. Such instructions suggest the tendency to control SVPs more than to facilitate their development. Such an approach on the part of a Central organisation (when the Scheme is centrally sponsored and fully financed by the Government of India) set the tone in their relationship with the operating agencies i.e. SVPs. Some SVP Director expressed rather strong feelings in this regard saying that they have been reduced to the status of subordinate officers to the Directorate of Adult Education. This kind of superior-subordinating relationship between the Directorate and the SVPs was not conducive to developing autonomy on the ground. Such relationship tends to direct the behaviour of the "subordinate" institution toward reporting progress in terms of the required proformas, from time to time. It is bound to curb their initiative resourcefulness and therefore creativity and innovativeness, as is expected of them as per the original guidelines.

2. *The Quantitative Fixation*

The superior-subordinate relationship between the Directorate and SVPs tended to promote a quantitative target orientation in programmes. This was reinforced by detailed instructions.

from the DAE regarding expected number of programmes, nature and size of programmes, expected number of beneficiaries etc. In fact, such a table indicating the expected targets as circulated by the DAE has been reproduced in annual reports of several SVPs. Such circulars and directives therefore tend to set the norm for the programmes and functioning of SVPs. The quantitative orientation in the SVPs, as discussed above, therefore, seemed to be the direct result of the quantitative orientation of the Directorate itself. Rigid emphasis on numerical targets indicated low achievement orientation and weak quality—consciousness. Such fondness for quantitative progress tend to release a number game where quality is the worst sufferer. The Directors of SVPs were aware of this situation and some of them expressed strong resentment to pressures on them for hiking numbers and to report quantitative progress from month to month.

### *3. Lack of Managerial Monitoring*

There was a strong pressure on SVPs on filing detailed monthly reports. However, the Vidyapeeths concerned did not know as to what really was the purpose of such elaborate quantitative reports. They hardly got any feedback. To them, it meant great strain on their meagre resources and diversion of the time of programme officers to such clerical work. They also thought that such monthly reports only reinforced the feelings of superior-subordinate relationship, as mentioned above. The intention, they thought, was to exercise control and not to monitor progress with a view to improve the quality of the programmes. The whole exercise therefore seemed to be a bureaucratic routine.

### *4. Commitment to the Mission Goals and Competence for Achievements*

The controlling and directing role, superior-subordinate relationship quantitative fixation, and lack of proper monitoring indicated weak commitment to the goals of the Mission entrusted to the DAE and the SVPs. As mentioned above, in Section I, there seems to be very significant distortion in the objectives, programmes and beneficiaries, as envisaged in the Scheme. The Mission seems to have been therefore largely diverted and distorted. The role of the Directorate has to be properly understood in the context of the specific goals of this particular, specific and unique scheme. This specific Mission, i.e. polyvalent



adult education with integrated approach to continuing education of deprived workers requires, a sense of commitment, pro-people attitude, flexibility, innovativeness, participatory leadership style and the necessary professional competence. The achievement of the specific goals as envisaged in the Mission therefore depend very significantly on the role and functioning of the Directorate of Adult Education.

### III

The above report is based on rather preliminary discussions and visits only to a small number of Vidyapeeths. However, I have been impressed by the cohesiveness among the professional and office staff at some of the Vidyapeeths. It was also clear that the staff have been putting in hard work to meet the targets. During the discussions, the officials showed interest in organising programmes for the benefit of both, the organised and unorganised workers and for members of their families. They were aware of shortcomings in their programmes and of the problems they faced in this connection. The officials at the Directorate of Adult Education were also keen to plan and vitalise the programmes in pursuance of the objectives of the Scheme. They have been working hard with meagre resources at their disposal. With such keenness, it should be possible to re-vitalise the programme for fulfilment of important goals and the tasks entrusted to them.

The above preliminary observations are intended to stimulate some initial re-thinking in the concerned quarters. Shramik Vidyapeeth is an important and unique institution for polyvalent adult education of organised and unorganised workers. It needs to be revitalised in all its aspects such as : Programmes; Methodology; Motivation and enrolment of the beneficiaries; Personnel Policy; Staffing; HRD of personnel; Management structure and autonomy; Institutional development; Participation of the workers themselves; Linkages with other institutions; Interface with the Directorate of Adult Education and Ministry of Human Resource Development Role and strengthening of the DAE; Development of facilitative institutional arrangements for programme planning, research, training, preparation of training and educational materials etc. and similar other matters.

The continuing study of the SVPs would address to such issues and discuss them in the final report.

## Footnote

This is a very brief and preliminary report as part of continuing multi-dimensional study of Shramik Vidyapeeths. It is based on; Guidelines for Planning and Organisation of Shramik Vidyapeeths; Concerned content analysis of important of Shramik issued by the Ministry of Education and the Directorate of Adult Education; the DAE's latest note on programmes of Shramik Vidyapeeths; countrywide Annual Report for the year 1983-84; Discussions with the officials of the Department of Education and its directorate of Adult Education, Field visits to several Shramik Vidyapeeths and discussions with their Chairmen, Directors and other officials as well as with some beneficiaries; Analysis of the recent annual reports of some 15 Vidyapeeths and of several other documents concerning Shramik Vidyapeeths including seminar reports.

## APPENDIX II

## List of Shramik Vidyaapeeths Visited

Sl. No.	Place of SVP	State	Year of establishment	Type of Management
1.	SVP (Worli)	Maharashtra	1967	Bombay City Social Education Committee
2.	SVP, New Delhi	Delhi (U.T.)	1975	Central Government
3.	SVP Ahmedabad	Gujarat	1976	Gujarat, University, Ahmedabad
4.	SVP, Calcutta	West Bengal	1978	State Government
5.	SVP, Hyderabad	Andhra Pradesh	1979	State Government
6.	SVP, Guntur	Andhra Pradesh	1979	State Government
7.	SVP, Kanpur	Uttar Pradesh	1980	India Literary Board, Lucknow
8.	SVP, Faridabad	Haryana	1981	State Government
9.	SVP, Madras	Tamil Nadu	1982	State Government
10.	SVP, Narendrapur	West Bengal	1984	Lok Shiksha Parishad Ramakrishna Mission Ashram, Narendrapur
11.	SVP, Jaipur	Rajasthan	1984	Lok Shiksha Sansthan Jaipur
12.	SVP, Bombay (Dharavi)	Maharashtra	1984	Society for Human & Environmental Development (SHED), Bombay
13.	SVP, Visakhapatnam	Andhra Pradesh	1984	SVP, Regd. V. O. Visakhapatnam
14.	SVP, Lucknow	Uttar Pradesh	1984	India Literary Board Lucknow.
15.	SVP, Vijayawada	Andhra Pradesh	1985	SVP Regd. Voluntary Orgn. Vijayawada
16.	SVP, Jodhpur	Rajasthan	1985	Jodhpur Adult Education Associaton.
17.	SVP, Ranga Reddy (Hyderabad)	Andhra Pradesh	1986	University of Hyderabad, Hyderabad ( Andhra Pradesh)

APPENDIX  
TABLE

**1. Durationwise Break-up of Programmes**

1983-84					
Duration	No. of pro- grammes	Male	Partici- pants Female	Total	No. of pro- grammes
6 months and above	4.86 (7.49%)	7.50 (9.04%) (1.93%)	73.30 (90.96%) (8.67%)	83.00 (100.00%) (6.59%)	3.28 (3.27%)
3—6 months	7.07 (10.80%)	60.00 (45.28%) (15.40%)	72.50 (54.72%) (8.33%)	132.50 (100.00%) (10.51%)	13.32 (13.27%)
1—3 months	16.93 (26.07%)	132.29 (50.89%) (33.96%)	127.64 (49.11%) (14.66%)	259.93 (100.00%) (20.62%)	10.38 (16.82%)
1 week— 1 month	20.64 (31.79%)	103.29 (25.62%) (26.51%)	299.86 (74.38%) (34.44%)	403.15 (100.00%) (31.99%)	21.80 (21.72%)
Below 1 week (excluding 1 day)	13.57 (20.90%)	61.36 (19.91%) (15.75%)	246.78 (80.09%) (28.34%)	308.14 (100.00%) (24.45%)	15.44 (13.38%)
One day	1.86 (2.86%)	25.14 (34.17%) (6.45%)	48.43 (65.83%) (5.56%)	73.37 (100.00%) (5.86%)	29.64 (29.53%)
Total	64.93 (100.00%)	389.38 (30.91%) (100.00%)	870.71 (69.09%) (100.00%)	1260.29 (100.00%) (100.00%)	100.36 (100.00%)

\* Figures have been converted from given numbers in each year to an average

## III

## I

## and Participants Per SVP\*

1984-85			No. of pro- grammes	1985-86		
Male	Female	Total		Male	Female	Total
17.64 (19.77%) (1.48%)	71.60 (80.23%) (3.20%)	89.24 (100.00%) (2.60%)	3.94 (2.57%)	22.91 (26.90%) (0.75%)	62.25 (73.10%) (1.37%)	85.16 (100.00%) (1.12%)
91.72 (35.41%) (7.68%)	167.28 (64.59%) (7.48%)	259.00 (100.00%) (7.55%)	14.72 (9.60%)	70.13 (26.24%) (2.29%)	197.13 (73.76%) (4.33%)	267.26 (100.00%) (3.51%)
130.52 (51.00%) (10.92%)	152.40 (49.00%) (5.61%)	255.92 (100.00%) (7.46%)	19.28 (12.57%)	141.38 (45.22%) (4.62%)	171.28 (54.7%8) (3.76%)	312.56 (100.00%) (4.11%)
127.8 (27.45%) (10.6%)	337.72 (72.55%) (15.11%)	465.52 (100.00%) (13.57%)	35.00 (22.82%)	187.56 (24.99%) (6.13%)	583.00 (75.01%) (12.36%)	750.56 (100.00%) (9.86%)
83.04 (15.85%) (6.95%)	440.80 (84.15%) (19.72%)	523.84 (100.00%) (15.27%)	24.91 (18.00%)	200.72 (24.32%)	624.52 (75.66%) (13.71%)	825.25 (100.00%) (10.84%)
744.32 (40.52%) (62.28%)	1092.56 (59.42%) (48.33%)	1836.88 (100.00%) (53.55%)	55.56 (36.19%)	2438.44 (45.37%) (79.00%)	2935.69 (54.63%) (64.47%)	5374.13 (100.00%) (70.57%)
195.00 (34.84%) (100.00%)	2235.34 (65.16%) (100.00%)	3430.40 (100.00%) (100.00%)	153.35 (100.00%)	1001.140 (100.20%) (100.00%)	4553.88 (59.80%) (100.00%)	7615.02 (100.00%) (100.00%)

per SVP in view of varying number of Vidyapeeths in each year.

## APPENDIX IV

SHRAMIK VIDYAPEETH REVIEW WORKSHOP  
8-9, DECEMBER 1986

## SHRAMIK VIDYAPEETH

Ramakrishna Mission Lakasiksha Parishad  
Narendrapur, West Bengal*List of the Participants***DIRECTORS**

<i>Name</i>	<i>Shramik Vidyapeeth</i>
1. Shri D. N. Mathur	Delhi
2. Sri Harish Chandra Mittal	Jaipur
3. Shri R. K. Chaudhary	Rajasthan
4. Shri Phanibhusan Das	Silchar
5. Shri Mubarak Singh	Jammu
6. Shri Pushpakant N. Dalal	Kota (Rajasthan)
7. Sri Tushar Kanti Ray	Paradeep
8. Sri Dayanand Das	Rourkela (Orissa)
9. Sri S. K. Srivastava	Kanpur
10. Shri K. L. Zakir	Chandigarh
11. Shri Madan Singh Kumat	Jodhpur
12. Shri Raghu Nandan Singh	Lucknow
13. Shri A. K. Pati	Narendrapur
14. Shri Tusar Mukherjee	Calcutta

**PROGRAMME OFFICERS**

1. Smt. Rita Bhagria	Chandigarh
2. Kumari Susheela Mutha	Jodhpur
3. Mrs. Santosh Agrawal	Jaipur (Rajasthan)
4. Mrs. Daya Bhatnagar	Ajmer
5. Shri R. K. Chhabra	Delhi
6. Shri Virendra Kumar Agrawal	Lucknow (U.P.)
7. Shri V. P. Sharma	Kanpur
8. Sri Kanai Lal Paul	Calcutta
9. Sri B. B. Chakraborty	Narendrapur
10. Sri Bimal Kar	Narendrapur

## REVIEW WORKSHOPS, MADRAS

December 17-18, 1986

*List of the Participants***DIRECTORS**

<i>Name</i>	<i>Shramik Vidyapeeth</i>
1. M. Dharmajiah	Hyderabad
2. N. Lakshmi Reddy	Guntur
3. R. K. Sharma	Indore
4. B. V. Upathya	Surat
5. S. R. Chodankar	Dharavi
6. M. G. Patankar	Worli
7. V. N. Pendse	Poona
8. S. Rajappa	Bangalore
9. M. Shebhan	Madurai
10. M. S. S. Kamaraju	Visakhapatnam
11. V. Ramachandran	Coimbatore
12. Vidyakanna	Vijayawada
13. Vathsala Narayanaswamy	Madras

**PROGRAMME OFFICERS**

14. M. Vidyavathi	Hyderabad
15. G. Rajsekhar Reddy	Guntur
16. C. S. Tiwari	Indore
17. M. S. Meshram	Nagpur
18. B. N. Kumbhani	Surat
19. M. P. Joseph	Trivandrum
20. Bhimrao Rasker	Dharavi
21. M. Pulugandi	Madurai
22. M. Chandrakantha	Bangalore
23. M. M. Dave	Baroda
24. Channabasappa	Mysore
25. R. D. Sambathkumar	Visakhapatnam
26. V. Balasubramaniam	Coimbatore
27. Babu Rao	Vijayawada
28. Panday	Varanasi
29. S. S. Surana	Aurangabad
30. J. J. Vyas	Ahmedabad
31. S. Krishnan	Madras
32. A. R. Alamelurishi	Madras

## APPENDIX V

### SVP REVIEW WORKSHOPS-DECEMBER 1986 Small Group Work

#### *Instructions*

Your small group has been assigned to discuss *one of the following problem areas regarding functioning of the Shramik Vidyapeeth Programme in the country*: (1) Reaching the target groups (2) Objectives and types of programme (3) Need based polyvalent education (4) Inter-face with DAE (5) Personnel and (6) Internal functioning.

Remember the following while discussing in your small group :—

1. Your task is to discuss *general* problems facing *several* Vidyapeeths. In case there is some unique problem facing a specific Vidyapeeth, it can also be mentioned at the end, specifically.
2. Try to come to a consensus about agreed problems in a given area.
3. Provide data by way of examples etc. in order to facilitate discussion and agreement.
4. Be specific and brief in mentioning problems.
5. Remember that problems suggested by you would be taken up for action planning with a view to vitalise the institution of SVP.
6. You have about 90 minutes for this part of the exercise.
7. Prepare a brief and precise report of the main points of your group discussion. One of you would present it to the plenary (of all participants) for general



discussion and clarifications. Some general problems not covered by small groups may also be raised and discussed then.

### *1. Your Problem Area : Reaching the Target Groups*

The beneficiary targets of SVP programme include urban based organised and unorganised workers. In this connection, the following groups have been mentioned specifically. Discuss and describe problems in reaching out and covering these target groups:—

1. Literate or semi-literate and unskilled or semi-skilled workers who are in transition from rural and tribal areas to urban industrial areas. They often live in slum surroundings.
2. Workers employed in organised industries including those employed in mines ; plantations; textile industries; railways; and other centres.
3. Women workers; self employed/unemployed youth/prospective workers from the above category of workers.
4. Family members of the above categories of workers.
5. Any other group of beneficiaries of your programme. Define the nature of such beneficiaries and then report problems faced in covering them.

### *II. Your Problem Area : Objectives and types of Programmes*

The Vidyapeeth programmes aim at improving lives of the beneficiaries, decrease their dependence, increase their work efficiency and sharpen their capabilities to adopt social economic and technological changes. The educational and vocational needs of the workers constitute the specialised area for the functioning of SVP:—

1. More specifically, the objectives include; enriching the personal lives of workers; improving their occupational skills; further increasing efficiency and productive abilities; facilitating their vertical mobility; creating and widening their critical awareness about environment and their own predicament.

2. Keeping the above objective in view, discuss the various problems confronting you with regard to different aspects of planning, conducting and organising programmes with respect to :

- (i) skill formation
- (ii) skill upgradation
- (iii) general education
- (iv) adult literacy, for achieving the above objectives.

### *III. Your Problem Area : Need based Polyvalent Education*

The primary responsibility of the Vidyapeeth is to explore, develop and work out new methodologies and meet the needs of each group of workers through programme of education and training. This would include :—

- 1. identification of their specific educational needs through surveys.
- 2. Planning and organising educational programmes to serve these educational needs.
- 3. using integrated polyvalent teaching methodology.
- 4. linkages with similar other educational institutions and organisations in organising specific programmes.
- 5. understanding training and orientation of staff including part-time resource persons and specialists, and,
- 6. providing consultation to agencies and enterprises planning to organise similar programmes.

What are the various problems facing SVP with respect to above areas.

#### *IV. Your Problem Area : Interface with DAE*

You work closely with the Directorate of Adult Education and Department of Education, Ministry of Human Resource Development. You may have problems regarding :—

1. grant in aid.
2. adequacy of funds.
3. guidance regarding programme planning and organisation and consultation on various academic and administrative matters.
4. training of SVP personnel.
5. service conditions of the personnel.
6. sending progress reports.
7. any other problems.

Be specific and mention briefly problems regarding your interface with the Directorate of Adult Education, and the Department of Education.

#### *V. YOUR PROBLEM AREA: Personnel*

Personnel of educational institutions including staff members, part time specialists and guest faculty and other employees have obviously an important role to play in all activities. In case of SVP, the role of part-time specialists/guest faculty members is particularly important. What have been the various problems with regard to personnel in Vidyapeeths? This would include full time staff; full time administrative/office staff and part-time specialists and guest faculty members. Draw attention to problems concerning :—

1. pay scales and remuneration.
2. other service conditions.
3. qualifications and levels of competence and specialisation in relation to their various functions.
4. training, motivation and human resources development of the staff and other teachers.

5. selection and recruitment.
6. any other personnel problem.

*VI. Your Problem Areas : Internal Functioning*

Smooth internal functioning of SVP is obviously important. Such internal management may include :—

1. smooth functioning and team work.
2. administration, work load and academic work.
3. general employee discipline and morale and motivation.
4. relationship with the parent body.
5. relationship with one's own management board.
6. functioning of various internal committees.
7. relationship with the part-time faculty members.
8. problems concerning feedback and monitoring.
9. problems concerning record keeping etc.

These are only suggested items. You may add some more in case you feel they need attention. Be specific and brief.

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SVP REVIEW WORKSHOP—DECEMBER 1986

Small Group Work : Problem Solving

*Suggested Action Ideas*

**INSTRUCTIONS**

You have already prepared an inventory of problems/difficulties facing SVPs in a given work/problem areas. You have also now with you ideas contributed by others in the general discussion in the plenary, concerning your particular area. Your task now is to suggest actions/ interventions designed to overcome problems, difficulties, shortcomings etc. in your particular problem area so as to promote better functioning of SVP programmes for achievement of the objectives. In suggesting action ideas, remember the following:—

1. Confine yourself to your own *problem area*
2. The suggested action idea should be feasible, implementable and achievable.
3. You should *also* pay attention to your internal and your own shortcomings and suggest action ideas for improvement in that respect also.
4. *Also* suggest what steps, if any, you can take at your end to bring about the desired improvement in that particular area.

The above hints have been given not to restrict your discussion but to help it become more realistic and credible. Remember that, we are participating in this research and action planning to improve our own functioning.

You have 90 minutes for the first part of this exercise.