

# **THE SCHEME OF JAN SHIKSHAN SANSTHAN**

## **REPORT OF EVALUATION**



**National Literacy Mission**

**Directorate of Adult Education**

Department of School Education & Literacy  
Ministry of Human Resource Development

Government of India

10, Jamnagar House, Shahjahan Road

New Delhi - 110 011



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## ***Foreword***

Population explosion, industrial development and migration of people from rural to urban areas contributed to a very fast urbanization in the country. This has consequently created livelihood challenges particularly for migrants and the under privileged communities living in slums, on pavements, in settlement colonies, etc. Addressing this problem, the then Ministry of Education and Culture, Government of India, launched during 1975 a scheme of Shramik Vidya Peeth (SVP) – the Institute of People’s Education, a programme of adult education for workers in urban and industrial areas for conducting skill development. It would also provide academic and technical resource support to Zilla Saksharata Samitis in both urban and rural areas. The programme was launched with 34 SVPs and gradually rose over the years. Later in the year 2000, the scope and mandate of the scheme was further expanded. These institutions were located in the remote rural areas across the country and were re-named as Jan Shikshan Sansthans (JSS). During 2008, there were 221 JSSs. During the 10th Plan period, an allocation of Rs.130 crores had been made for the Scheme of JSS which has now been raised to Rs. 322 crores in the XI<sup>th</sup> Plan.

The Jan Shikshan Sansthans are distinctive as their doors are open to everyone and they reach out to their clientele groups by setting up sub centers in the heart of the slum or in remote rural areas. They are different from other vocational training institutions as they offer quality vocational skills and technical knowledge at a nominal fee; provide need-based and literacy-linked vocational training courses to the neo-literates and the non-literates; offer a multi-faceted skill-knowledge-awareness enhancement and empowerment-oriented interventions in respect of social, economic and health issues that help improve the status and provide empowerment especially to women and adolescent girls.

The implementation of the scheme of Shramik Vidyapeeths was earlier evaluated by the Tata Institute of Social Sciences (TISS), Mumbai in 1993. To further assess the impact of the scheme in the field and to meet the requirement of the Planning Commission, the Government of India, Department of School Education and Literacy, commissioned the Evaluation of the Scheme of JSS to Indian Institute of Management, Bangalore - a prestigious institution of the country. As there was a felt need to do so at a time of fast and accelerating economic development, increasing globalization and competition, and expansion of the scheme, changes were imperative. The present report embodies the findings of this exercise. The report highlights the extent of effectiveness of the programme in terms of organizational efficiency, programme strengths and weaknesses, managerial capacities of JSS etc. The methodology included holding consultative meetings with all stakeholders by conducting four regional workshops wherein, all the directors of JSS in the country participated. Besides, the study team visited large number of JSSs across the country. The findings of the study have a strong bearing on policy implications for the Scheme of JSS and formed a major input for 11<sup>th</sup> Five Year Plan.

I take this opportunity to thank IIMB and in particular, Prof. S. Nayana Tara and her team comprising of Mr. N. S. Sanath Kumar and Mr. S. Ramaswamy for their invaluable contribution in providing deep insights into the functioning of JSS as well as presenting a set of implementable recommendations to strengthen this vital scheme. I am sure that the recommendations will help the policy decisions to further build efficiency and effectiveness and enhance the overall quality of the Scheme.

**Roop Krishen Bhat**  
**Director**

**11<sup>th</sup> February, 2009**





## **Evaluation of the Scheme of Jan Shikshan Sansthan, by IIM, Bangalore Salient Recommendations**

### **Objectives**

- To examine the strengths and weakness of the Scheme of JSS with a view to consider the continuation or otherwise of this scheme; and
- Elaborating the parameters to be addressed, if the scheme was to continue.

### **Methodology and Sample**

The methodology included holding consultative meetings with all stakeholders, through

- (i) 4 regional workshops with Directors of JSS in the 4 regions, including the North East;
- (ii) Filling up of a detailed semi-structured questionnaire by JSS Directors followed by group discussion;
- (iii) Visits to a sample of 10 JSS, selected based on evaluation ratings;
- (iv) Consultative meetings with Director and staff of JSS; BOM Chairperson and members, representatives of collaborating agencies and Resource Persons and Officials of MHRD, GOI, Director and Jt. Director, DAE and other experts.; and
- (v) Study of documents, evaluation reports, circulars, etc.

A total of 184 Directors of JSS formed the sample, besides all as in (iv) above.

### **Recommendations**

#### **On JSS Scheme and its Continuation**

- The Scheme of JSS is a laudable one and very well conceived. It is undoubtedly a time-tested and prestigious scheme which has proven its worthiness in the field. Its overall success has generated a great demand for the Scheme. The Scheme must be continued.
- There is a need to clearly articulate the Mission and Vision of the Scheme of JSS
- **JSS' Guidelines Not Strictly Followed:** The practice of having JSS Guidelines (treated as suggestive and not binding) has given rise to wide disparities among JSSs with regard to staffing pattern, nomenclature used, emoluments, and staff welfare measures. A uniform pattern with respect to all of these parameters is needed.
- **Clientele Focus of JSS:** The programme focus should be on adult illiterates and neo-literates as well as adult dropouts. However, the regional context must be considered and selective emphasis on special groups like SC/ST must be made.
- **Regional Offices of DAE to Monitor and Route Funds to JSS:** Given the expansion of JSSs and the concomitant vast span of control due to coverage of

entire district, the existing staff strength is highly inadequate. This leads to poor monitoring of JSS and delayed decision making. **Five Regional Offices of DAE, with adequate staff and funds, should be set up to facilitate smooth management of JSSs, with one being exclusively for the North Eastern States.**

- **Need and Clarity on Criteria for Sanction of JSS:** Even though some procedure is followed, there are no clear-cut criteria for sanction of JSS in respect of State/district to set up JSS or the agency to be granted JSS. The criteria for selection of states/districts to sanction JSS must be clear.

### **Factors Impinging on JSSs' Functioning**

- **Unwieldy Area to Cover and Inadequate Grants:** JSS guideline stipulates JSS' jurisdiction to the entire district, without working out the workload pattern for staffing. The grant is also not increased and no other facility is made available. Infrastructure facilities at the office premises as well as the outside centers must be improved on a priority basis, and grants must be stepped up and smooth and timely funds flow ensured.
- **Need Assessment before launching courses:** There is an urgent need to take up scientific training needs assessment before launching different courses. The JSS Certificates are not given recognition by most states even by their respective Employment Exchanges. MHRD/DAE must tie up with Directorate General of Employment and Training, Ministry of Labour & Employment, GOI.
- The **poor convergence of JSS, SRC and ZSS** is a matter of great concern. This aspect must be addressed on a priority basis. Directorates of Adult/Mass Education and SLMAs must issue clear administrative orders to ZSS and SRC regarding their collaborative role with JSS, and vice versa.
- The practice of tie up of JSSs with NIOS must be stepped up to enhance Equivalency.

### **JSSs' Service Conditions and Pay**

- The entry-level age requirement of 40 years for JSS Director must be removed so as to attract qualified younger people. The age of superannuation for Director and core staff may be fixed at 60 years and reviewed periodically.
- As in the SVP pattern, the personnel of JSS should be put on a scale of pay commensurate with the position and pay and allowances fixed on the lines of Pay Commission Recommendations. As an alternative, the total amount of pay and allowances must be made equivalent to what they would have got if they were on a scale of pay.

- All staff of JSS must extended the facilities of EPF, Gratuity, Medical Insurance, Earned Leave, 8 days Casual Leave, Maternity Leave, and suitable Festival Bonus, etc.
- **Grants to JSS:** The current pattern of grants to JSS based on categorization into A, B, C should be disbanded immediately as all JSSs cover a district as a whole and do the same kind of activities.
- **JSS' Accountability and Performance Audit:** Govt. must shut down non-performing and more recent JSSs which are not functioning well. In their place, if there are other organizations which meet the criteria for sanction of JSS, it may be considered.
- Performance of JSS should be measured annually based on indicators which will be reflected in their Annual Action Plans. The quantum of grants to JSS would be based on the progress achieved, and suitable common norms for this purpose must be evolved by MHRD/DAE.
- **Entrust JSS' Monitoring to Outside Institutions, as in SSA:** Monitoring and Supervision of the Scheme of JSS is weak. A panel of outside institutions should be identified and the task entrusted to them as in the case of SSA.
- The DAE at national level and 5 Regional Offices of DAE must be open to scrutiny. Periodic evaluation of these agencies should be taken up by organizations like IIMs. There is need to streamline all procedures and processes and to bring about transparency into the system.
- **Training of JSS Staff:** This aspect is not addressed adequately. Training and capacity building of all functionaries must be taken up on a priority basis.
- JSSs primarily focus on the poor, the illiterates, the neo-literates, the under-privileged and un-reached. They provide not just skill development, but also link it with literacy and life enrichment education, thereby improving the quality of life of the deprived and under-privileged. There is every reason to support and nurture an exceptional scheme like the JSS.



## ACKNOWLEDGEMENTS

We would like to place on record our sincere gratitude to the Ministry of Human Resource Development, Government of India and the Directorate of Adult Education, Government of India for providing us the opportunity of evaluating such an important Scheme as Jan Shiksan Sansthan. This has been a rewarding experience. In particular we would like thank Shri A K Rath, Secretary, Department of School Education and Literacy, MHRD, GOI and Shri Ananth Kumar Singh, Joint Secretary, Department of School Education and Literacy MHRD, GOI and Director General, National Literacy Mission, and Smt. Anuradha Mall, Director, Adult Education Bureau for sharing their insights regarding the scheme. We are extremely thankful to Shri R K Bhat, Director, Directorate of Adult Education, GOI, Shri S Ramakrishna, Joint Director and other members for their constant support and timely inputs. We are also thankful to the other concerned officials for their support.

The study gained immense benefit from the deep insights provided by Dr V Mohan Kumar, Director, Indian Adult Education Association, New Delhi with his vast experience of working with JSS Scheme.

The study would not have been possible but for the cooperation so readily extended by all the directors of JSS in the four regional workshops organized for the purpose. Further, we would like to place on record our deep gratitude to the directors and functionaries who supported the study team in organizing and coordinating the regional workshops. In particular we would like to thank the following directors and their colleagues in this respect:

1. Shri S Rajappa, Director, JSS, Bangalore
2. Shri Amitabh Garg, JSS (DAWS), Allahabad
3. Shri Raghuveer Singh Rathore, Director JSS, Jodhpur
4. Smt Namita Mohapatra, Director JSS, Cuttack

We would like to further acknowledge the cooperation and support extended by all the directors and the staff of the ten sample JSSs which were visited by the study team as well as BOM members, collaborating agencies, and resource persons who spared their precious time and shared their opinions and suggestions on various issues concerning JSS.

It is fervently hoped that the findings described in this report would help in a closer understanding of the state of affairs as well as assist in strengthening the Scheme of JSS in the years to come.

S Nayana Tara  
N S Sanath Kumar  
S Ramaswamy



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## **EXECUTIVE SUMMARY**

The Evaluation of the Scheme of JSS was taken up with the major objective of examining its strengths and weaknesses with a view to consider the continuation or other wise of this scheme. If it was to continue, the parameters to be addressed were to be elaborated. Accordingly, the evaluation of the scheme of JSS was taken up and completed in four months time as stipulated by the Government of India, MHRD. All aspects of the scheme as laid down in the JSS Guidelines were critically examined.

The methodology included holding consultative meetings with all stakeholders. In this respect, four regional workshops were conducted wherein the directors of JSS in the respective regions participated. The modality for the workshop included filling up of a detailed semi-structured questionnaire by the participants followed by focus group discussion. The other mode adopted was visits to a sample of 10 JSSs which were selected based on evaluation ratings given by evaluating agencies. Care was taken to select at least one JSS in the north-eastern region. During the visits to sample JSSs, consultative meetings were held with the Director and staff of JSS; BOM Chairperson and members; representatives of collaborating agencies and representatives of Resource Persons. Similar meetings were held with officials of MHRD, GOI as well as Director and Joint Director DAE and other experts. Study of documents, evaluation reports, circulars, etc formed another part of the methodology followed.

So far as sample is concerned, a total of 184 Directors of JSS formed the sample, In addition in each of the 10 JSS visited, members of the staff, BOM members, representatives of Collaborating agencies and Resource Persons formed the sample. The others who constituted the sample were officials of MHRD, GOI; Director, DAE, as well as other officials.

Based on the feedback obtained from the stakeholders as well as the data gathered by the study team, conclusions and recommendations were drawn up. The major conclusions and recommendations in this regard are presented in the following paragraphs.

1. In unequivocal terms it must be said that the Scheme of JSS is a laudable one and very well conceived. It is undoubtedly a time-tested and prestigious scheme which has proven its worthiness in the field. Its overall success has generated a great demand for the Scheme. In this light, it is strongly recommended that the Scheme must be continued.
2. The scheme of Jan Shikshan Sansthan (JSS) is a unique scheme crafted by the Government of India to address the vital link between Literacy and Vocational Education. JSSs are institutes of People's Education focusing on the poor, the illiterates, the neo-literates, the under-privileged and the un-reached. The Jan Shikshan Sansthans are unique in that they do not provide just skill development, but link literacy with vocational skills and provide large doses of Life Enrichment Education (LEE) to the people. They do not work in isolation but aim for convergence with other stakeholders in society. It is their endeavor to shape their beneficiaries into self reliant and self-assured employees and entrepreneurs.
3. There is a need to clearly articulate the Mission and Vision for the Scheme of JSS.
4. It is recommended that the programme focus should be on adult illiterates and neo-literates as well as adult drop outs. However, the regional context must be considered and selective emphasis on special groups like tribals, SC/ST, etc, must be made.
5. The practice of having JSS Guidelines has given rise to wide disparities among JSS with regard to staffing pattern, nomenclatures used, emoluments drawn, staff welfare measures, etc. It is recommended that a uniform pattern with respect all of these.
6. Given the expansion of the scheme of JSS and the concomitant vast span of control due to coverage of entire district, the existing staff strength to cater to the management of Scheme of JSS is highly inadequate. This has led to poor monitoring of JSS, which has a multiplier effect in terms of delayed decision

making, among others. It is recommended that five Regional offices of DAE be formed to facilitate smooth management of the Scheme of JSS. One would be exclusively for management of JSSs in North Eastern States.

7. Even though some procedure is followed there are no clear-cut criteria for sanction of JSS, state/districts to set up JSS or the agency to be granted JSS. At the outset, criteria for selection of states/districts in which JSS must be sanctioned must be clear.
8. The guideline stipulates that the jurisdiction of JSS should be the entire district without working out the workload pattern for staffing the JSS. The grant is also not increased and no other facility is made available. Organizing activities either on their premises or in outside centers is again a challenge for the JSS. The reason is extremely poor infrastructure both at the office premises and in the outside centers in a significantly high percentage of JSS across the country. Further, lack of adequate funds and poor flow of the meager grant amount also throws the activities of the JSS into disarray. It is recommended that as a first step, infrastructure facilities at the office premises as well as the outside centers must be improved on a priority basis. Grants must be stepped up and smooth and timely flow of funds ensured.
9. There is an urgent to take up scientific Training Needs Assessment before launching different courses. The JSS Certificates are not given recognition by most states even by their respective Employment Exchanges. In this connection the recommendation is that MHRD/DAE must tie up with Directorate General of Employment and Training, Ministry of Labor & Employment, GOI, New Delhi. They have introduced a Skill Development initiative Scheme based on Modular Employable Skills of National Council of Vocational Training.
10. The poor convergence of JSS, SRC and ZSS is a matter of great concern. This aspect must be addressed on a priority basis. Further, the idea of bringing ZSS and JSS under the district administration for closer monitoring or entrusting the task to monitoring & supervision institutions under SSA may be explored. The

Directorates of Mass Education and State Literacy Mission Authorities must issue clear administrative orders to ZSS and SPC regarding their collaborative role with JSS.

11. It is recommended that the practice of tie up of JSS with National Open School must be stepped up to enhance the component of Equivalency.
12. The entry level age requirement of 40 years in the case of Director must be removed so as to attract qualified younger people. The age of superannuation for the Director and the core staff may be fixed at 60 years and reviewed periodically.
13. It is recommended that as in the SVP pattern, the personnel of the JSS be put on a scale of pay commensurate with the position and the pay & allowances be fixed on the lines of Pay Commission Recommendations. As an alternative, the total amount of pay and allowances must be made equivalent to what they would have got if they were on a scale of pay.
14. All staff of JSS must be extended the facilities of EPF, Gratuity, Medical Insurance, Earned Leave, 8 days of Casual Leave, Maternity Leave, and suitable Festival Bonus among others.
15. The current pattern of grants to JSS based on categorization into A, B and C is to be disbanded immediately as all JSSs have been doing the same kind of activities. They are now expected to cover all blocks in the district.
16. It is recommended that the government must shut down the non-performing (assessed on specific criteria) and the more recent JSS which are not functioning well and in their place, if there are other organizations which meet the criteria for sanction of JSS, it may be considered. Once the reforms are put in place and performance must be assessed after 5 years and use this phase as one of consolidation.

17. It is recommended that the performance of JSS be measured annually based on the indicators which will be reflected in their Annual Action Plans. The suggestive indicators have been provided in the text of the report. The Regional Office of the DAE will scrutinize the Annual Action Plans and Annual Progress Reports with respect to the above parameters and determine the levels of performance. The quantum of grant to be released would be based on the progress achieved. The HR Cell in the DAE at the Centre will evolve suitable common norms for this purpose.
18. It is recommended that MHRD must route the grants to JSS through respective Regional Offices of DAE to ensure smooth and timely flow of funds. In this regard, the responsibility of these offices would be to liaison with JSS and MHRD to ensure forward and backward communication with regard to all financial matters.
19. The grants sanctioned to JSS are highly inadequate. While determining the quantum of grant to be released to JSS annually, one has to take into account the inflation index. In the year 2000, the Inflation Index was 389 and currently it is 551. Hence even by this logic the grant amount should have been Rs. 60 lakhs per annum at the very minimum, but based on performance criteria cited in the previous paragraph.
20. It may not be possible for the Government to keep increasing grants exponentially, without JSS contributing its mite in generating its own funds to augment or supplement government grants. Hence the JSS staff must be asked to mobilize additional resources to meet their total financial requirements. This would entail MHRD to issue suitable administrative orders for a more liberal utilization of the Development Fund with a proviso that it would be open to stringent audit.

21. Budgetary allocation for setting up the 5 Regional offices of DAE must be made. This should include provision for a full complement of staff at these centers as well as the DAE at the national level. In addition, budgetary allocations for computer connectivity within and among all DAEs as well as JSSs, exclusive websites, earmarking funds for Monitoring and Supervision and for Evaluation and Research purposes must also be made. The DAE at the national level as well as the 5 Regional offices of DAE will also be evaluated once in 3 years and will be subject to CAG audit.
22. As the monitoring and supervision of the Scheme of JSS is weak it is recommended that a panel of outside institutions be identified and the task be entrusted to them on the lines of Monitoring and Supervision under Sarva Shiksha Abhiyan.
23. The DAE at the national level and the 5 Regional offices of DAEs must be open to scrutiny. Their processes and procedures will also come within the purview of evaluation. It is recommended that periodic evaluation of these agencies be taken up by organizations like the IIMs. There is a need to stream-line all procedures and processes and to bring about transparency into the system.
24. Training of staff is an aspect which is not addressed adequately. The issue of imparting training and capacity building of all functionaries must be taken up on a priority basis.

There is an imperative need to professionalize the institutions of JSS to enhance its image and to ultimately build JSS as a Brand. The need of the hour is to hand-hold JSS and guides them towards goal attainment. Once the service conditions of staff of JSS are improved and their capacities built, it will be to great advantage of the beneficiaries. At the macro level, the productivity and skill set of the country's workforce will multiply thereby enhancing the GDP ultimately.

The scheme of Jan Shikshan Sansthan is a unique scheme to address the vital link between Literacy and Vocational Education. What makes JSSs stand out from other vocational training institutes is that JSSs primarily focus on the poor, the illiterates, the neo-literates, the under-privileged and the un-reached. Further they do not provide just skill development, but link literacy with vocational skills and provide the essential Life Enrichment Education to the most needy and strive towards enhancing the quality of life of these socially deprived sections. They do not work in isolation but aim for convergence with other stakeholders in society. The task indeed, is Herculean considering the vastness and diversity of the country throwing up a plethora of challenges. However, this is all the more the reason to support and nurture an exceptional scheme such as JSS which has the avowed goal of achieving synergy between literacy, life enrichment and gainful vocational pursuit among those who are living on the edge.





# **REPORT OF EVALUATION OF SCHEME OF JSS**

## **Preamble**

The Government of India, Department of Elementary Education and Literacy, commissioned the Evaluation of the Scheme of JSS as there was a felt need to do so since the Scheme was last evaluated way back in 1993. Moreover, at a time of fast and accelerating economic development, increasing globalization and competition, and expansion of the scheme, changes were imperative. “The principal role of the Government presently is perceived to be that of a facilitator and regulator in the various economic activities. An imperative and urgent need exists to harmonize the functioning of the Central Government Organizations with the demands of the emerging global economic scenario. In the social/ developmental sectors, especially in the fields of food security, elementary education, primary health care, and rural/urban development the functioning of Government Organizations has to be improved to make them more professional, cost-efficient, citizen-friendly and delivery oriented” as stated by the Sixth Pay Commission document.

The scheme of SVPs was started in 1975 with just 34 of them. Later in the year 2000, they were re-named as Jan Shikshan Sansthan. By 2008, there are 196 functioning JSSs. Every year such organizations were being added without any norm or feasibility studies being taken up. On the other hand, it was increasingly difficult for the GOI to provide grants to these organizations on a scale that was required to make them sustainable organizations. Coupled with that, even those meager grants were not being provided to them in time throwing their Annual Work Plans into disarray. Moreover, the monitoring of these organizations was very lax due to lack of adequate manpower at the national level to monitor the burgeoning numbers of JSS. The voices of displeasure from these organizations and the discontent due to poor working conditions, recommendations from JSS Evaluation reports from institutions like IIMB, etc, which were highlighting these and a host of other issues, eventually led the GOI to commission this study.

Indian Institute of Management Bangalore was given a period of four months to submit the Report. IIMB initiated its work during first week of January, 2008. The IIMB adopted a totally de-layered approach where no hierarchical levels were allowed to exist and all functionaries could freely discuss the concerned issues with members of IIMB study team as well as among themselves. This approach facilitated expeditious collection of data.

# **CHAPTER I**

## **INTRODUCTION**

The population explosion, industrial development and migration of people from rural to urban areas have resulted in the very fast growth of the urban sector in the country. Rapid urbanization has created many socio-economic problems making life miserable, particularly for migrants and deprived communities who normally live in inhuman conditions in the slums, on pavements, in settlement colonies, labor colonies etc. Many are first generation migrants exposed to the stark realities of complex urban life and the industrial milieu. Similar conditions affect people living in the peripheral rural areas who have links with the neighboring urban agglomerations for employment, business, services etc. Relating this need and growing urbanization to the coming decades, the then Ministry of Education and Culture, Government of India, started a scheme of Shramik Vidya Peeths - a programme of Adult Education for Workers in Urban and Industrial areas. In the context of the country's overall development, this programme was conceived as responding to the educational and vocational training needs of numerous groups of adults and young people. Men and women belonging mostly to the unorganized, urban informal sector, living and working in urban and industrial areas and persons who have been migrating from rural to urban settings, were expected to derive substantial benefits from such a scheme.

With the advent of the 10<sup>th</sup> Five Year Plan, there was a greater urgency to strive for Universalization of Elementary Education and for providing life skills to adults who did not get the benefit of elementary education during their childhood. Following the Jomtien Conference in 1990, basic education has been the focus of international attention. The Delhi Declaration of nine high-population (E-9) countries had recognized in 1993 that the aspirations and development goals of the countries could be fulfilled only by assuring education to the entire population. The Dakar Conference of World Education Forum in April 2000 reviewed the progress made to achieve the goals of Education For All (EFA) and set a further framework for action towards EFA. This Dakar Framework for Action covered all facets of basic education including adult education. India is committed to the

goals of EFA, which was reiterated in the Ministerial Review Meeting of E-9 countries held at Beijing in August 2001.

The Report of Working Group on Elementary Education and Literacy for the 11th Five Year Plan, Government of India, Planning Commission clearly mentions that Jan Shikshan Sansthan are primarily non-formal vocational educational institutions for adults. By linking literacy with vocational training, as well as Life Enrichment Education, JSSs seek to improve the quality of life of the beneficiaries. The objective of the Scheme of Jan Shikshan Sansthan is educational, vocational and occupational development of the socio-economically backward and educationally disadvantaged groups of urban/rural population particularly neo-literates, semi-literates, SCs, STs, women and girls, slum dwellers, migrant workers etc. The objectives include improving the occupational skills and technical knowledge of the neo-literates and other disadvantaged groups; providing academic and technical resource support to Zilla Saksharata Samities in Literacy, Post Literacy and Continuing Education Programmes; serving as nodal continuing education centres and to coordinate, supervise and monitor 10-15 continuing education centres/nodal centers; undertaking innovative programmes and organizing training and orientation courses for key resource persons, master trainers under the Scheme of Continuing Education. With the emergence of millions of neo-literates through the Total Literacy Campaigns launched across the length and breadth of the country and the transformation that has taken place in the economic and social set up over the years, the role and scope of these polyvalent vocational institutes has widened manifold. In the changed scenario, the focus of Jan Shikshan Sansthan has shifted from industrial workers in urban areas to the numerous neo-literates and unskilled and unemployed youth throughout the country. Now these Sansthans act as district level resource support agencies especially in regard to organization of vocational training and skill development programmes for the neo-literates and other target groups of the continuing education programme. The operational areas of the Sansthans earlier restricted to urban, semi-urban and industrial areas have now been extended to entire districts including rural areas. As

per the revised guidelines issued by the Govt. of India, at least 25% of the beneficiaries of the Jan Shikshan Sansthan should be neo-literates. About 65% of the beneficiaries of JSS are women.

250 New Jan Shikshan Sansthans are proposed to be set up during the XI Plan. Priority will be given to setting up Jan Shikshan Sansthans in 88 Muslim concentration districts. It is proposed that there will be three categories of Jan Shikshan Sansthans A, B and C. Category A JSS will receive a grant of Rs. 50 lakhs, category B JSS will receive a grant of Rs. 45 lakhs and category C JSS will be given a grant of Rs. 35 lakhs. A convention of the Chairpersons of the Jan Shikshan Sansthans was held in New Delhi on 21st July, 2006. Subsequently Minister for Human Resource Development constituted a Committee under the Chairmanship of Smt. Purandeswari Devi, MOS (HRD) to revise, inter-alia the guidelines of the JSS. During the 10th Plan period, an allocation of Rs. 130 crore has been made for the Scheme of JSS.

The scheme of Jan Shikshan Sansthan (JSS) is a unique scheme crafted by the Government of India to address this vital link between Literacy and Vocational Education. JSSs are institutes of People's Education focusing on the poor, the illiterates, the neo-literates, the under-privileged and the un-reached. The Jan Shikshan Sansthans are unique in that they do not provide just skill development, but link literacy with vocational skills and provide large doses of Life Enrichment Education (LEE) to the people. They do not work in isolation but aim for convergence with other stakeholders in society. It is their Endeavour to shape their beneficiaries into self reliant and self-assured employees and entrepreneurs.

The Jan Shikshan Sansthans are distinctive also because they offer quality vocational skills and technical knowledge at a very low cost. Their doors are open to everyone and they reach out to their clientele groups by setting up sub centers in the heart of the slum or in remote rural areas. They are different from other vocational training institutions as they offer quality vocational skills and technical knowledge at such a low cost; provide need based and literacy-linked vocational training in most courses without prior

educational qualifications; reach out to the clientele in their areas unlike other institutions which the clientele has to access whether near or far; offer a multi-faceted skill-knowledge-awareness enhancement and outlook formation trainings and inputs and empowerment-oriented interventions in respect of social, economic and health status improvement of women and adolescent girls. Hence the Scheme of JSS needs to be recognized as a part of Social Safety Net Adjustment Program and nurtured accordingly.

The first Shramik Vidyapeeth was established in Mumbai (Worli) in the year 1967 and gradually the number increased to 17 up to 1983, to 40 in 1986 and to 58 by the end of VIII Five Year Plan i.e. 1996-97. In the year 2000, in a major policy change the SVPs were rechristened as Jan Shikshan Sansthan (JSS). The JSSs were required to be registered under the Societies Registration Act 1860 or equivalent Act of the state and hence enjoy functional autonomy.

The implementation of the scheme of Shramik Vidyapeeths was evaluated by the Tata Institute of Social Sciences (TISS), Mumbai in 1993. This exercise of evaluation came after the scheme completed nearly 25 years of existence. The objective of the evaluation was mainly to throw some light on the impact of the Shramik Vidyapeeth programmes and to make suitable suggestions regarding the desirable initiatives the Shramik Vidyapeeths should take in the future. TISS submitted its final report at the end of 1993. Some of the findings of the evaluation were:

- As long as Shramik Vidyapeeths remain committed to the deprived sections of the society with its tailor-made programmes of polyvalent education, they have all the justification to exist as institutions outside the formal system and deserve financial support from the government;
- The skill-oriented programmes of the Shramik Vidyapeeths are largely directed towards enabling the beneficiaries to be engaged in self-employment;
- The Shramik Vidyapeeth scheme has the potential to equip individuals with the skills required to be gainfully employed;

- None of the existing organizational structures is in itself against the interests of the scheme of Shramik Vidyapeeths. Shramik Vidyapeeths can function effectively as autonomous, non-autonomous or semi-autonomous institutions.

Shramik Vidyapeeths have been strengthened with enhanced annual grants. During the initial years they were allocated Rs. 8 lakhs per annum per SVP. However, in course of time, the grants were increased. Hitherto, the scheme of Shramik Vidyapeeths was restricted to urban/semi-urban industrial areas. Keeping in view the changing literacy scenario in the country and the large number of neo-literates to be covered under Continuing Education (in which skill development/up-gradation is a part), the activities of Shramik Vidyapeeths were proposed to be enlarged to provide academic and technical resource support to Zilla Saksharata Samities [District Literacy Committees] in taking up vocational and skill development programmes for neo-literates in both urban and rural areas and also to organize equivalency programmes through Open Learning Systems. To facilitate the playing of a better role, the institutions were renamed as Jan Shikshan Sansthan (JSS) - Institute of People's Education (IPE) - with increased financial support. By the end of Ninth Five year plan total 122 Jan Shikshan Sansthan were set up in the country. In the year 2008 there were a total of 196 functioning JSSs in the country. The Report of the 11<sup>th</sup> Plan Working Group for Education and Literacy mentions that 250 New Jan Shikshan Sansthans are proposed to be set up during the XI Plan. Priority will be given to setting up Jan Shikshan Sansthans in 88 Muslim concentration districts.

The number of beneficiaries covered by the Scheme of JSS between 2002-03 and 2006-07 was raised from 14.7 lakhs to 17.6 lakhs.

**Table 1: Number of Beneficiaries covered under JSS Scheme**

States/Location	Details of Beneficiaries Year-wise				
	2002-03	2003-04	2004-05	2005-06	2006-07
India	1473548	1669028	1391200	1674296	1761740

Source: Rajya Sabha Unstarred Question No. 188, dated 13.08.2007.

The financial outlay for the Scheme of JSS in the country has almost doubled from Rs.23.3 crores in 2002-03 to Rs.42.1 crores during 2005-06.

**Table 2: Fund Released under Jan Shikshan Sansthan  
(2002-2003 to 2005-2006)**

*(Rs. in lakh)*

States/UTs	Years			
	2002-03	2003-04	2004-05	2005-06
India	2332	2585.97	2782.07	4208.42

Source : Department of Higher Education, MHRD, Govt. of India.

### **1.1 Concept of JSS**

Jan Shikshan Sansthan (JSS) is conceived as an institute for conducting skill up - gradation in the areas of programmes of Non-formal, Adult and Continuing Education. The polyvalent approach attempts to provide knowledge and skills in an integrated manner and rests on the following principles: a worker/ neo-literate must have continuous access to education and training throughout his life; each programme should be need-based; since needs vary widely, programmes have to be

- Diversified
- Flexible
- Adaptable to varying situations

The Polyvalent approach takes into account: learning needs convenience of place and time for learners and instructors variety in

- Contents
- Duration
- Methods
- Instructional arrangements

The methodology includes

- Theory,
- Practical; and
- Field-work experience.



## **1.2 Programme Objectives**

- To improve the occupational skills and technical knowledge of the neo-literates and the trainees and to raise their efficiency and increase productive ability;
- To provide academic and technical resource support to Zilla Saksharata Samities (ZSS) in taking up vocational and skill development programmes for neo-literates in both urban and rural areas;
- To serve as nodal continuing education centers and to coordinate, supervise and monitor 10-15 continuing education centers/nodal centers;
- To organize training and orientation courses for key resource persons, master trainers on designing, development and implementation of skill development programmes under the scheme of Continuing Education for neo-literates;
- To organize equivalency programmes through Open Learning Systems.
- To widen the range of knowledge and understanding of the social, economic and political systems in order to create a critical awareness about the environment;
- To promote national goals such as secularism, national integration, population and development, women's equality, protection and conservation of environment etc.

## **1.3 National Literacy Mission**

National Literacy Mission (NLM) was set up in May 1988, following an objective assessment of the strengths and weaknesses of the earlier programmes, and to accord a new sense of urgency, seriousness and emphasis with fixed goals, clear time frame and age specific target groups. Emphasis was laid not on mere enrolment of learners but on attainment of certain predetermined norms and parameters of literacy, numeracy, functionality and awareness along with institutionalization of Post Literacy and Continuing Education in a big way.

The goal of National Literacy Mission was to attain a sustainable threshold level of 75 per cent by imparting functional literacy to non-literates in the age group of 15-35 years, which is the productive and reproductive age group and constitutes a major segment of the work force. Besides this age group, persons outside this age limit are not excluded

from the programme; particularly children in the age group of 9-14 years who are also dropouts. Apart from predetermined levels of reading, writing and numeracy with comprehension, functional literacy includes imbibing values of national integration, conservation of environment, women's equality, observance of small family norms, etc. Literacy, as enunciated in NLM is not an end in itself but has to be an active and potent instrument of change ensuring achievement of these social objectives and creation of a learning society. The acquisition of functional literacy results in empowerment and a definite improvement in the quality of life.

The revised parameters and enhanced norms of financial assistance of the schemes under National Literacy Mission have also been extended for implementation during the Tenth Plan. The main features of the revised schemes included an integrated approach to literacy, amalgamating all features of literacy and post literacy phases.

The initiation of a total literacy campaign begins with a process of consultation and consensus, involving political parties, teachers, students and cultural groups. The campaigns are implemented through district-level literacy committees which are registered under the Societies Registration Act as independent and autonomous bodies to provide a unified umbrella under which a number of individuals and organization work together. Leadership is provided by the District Collector/Chief Secretary and the Zilla Parishad (District Council). **Zilla Saksharata Samities** (District Literacy Societies) continue to oversee and run literacy programmes with freedom to synergize their strengths with those of local youth clubs, Mahila Mandals, voluntary agencies, Panchayat Raj institutions, small-scale industries, cooperative societies, etc. The campaign approach to literacy is characterized by large-scale mobilization through a multifaceted communication strategy. The survey undertaken at the grassroots level also serves as a tool of planning, mobilization and environment building. The management information system in a campaign is based on the twin principles of participation and correction. Apart from imparting functional literacy, TLC also disseminates a basket of other socially relevant messages such as enrolment and retention of children in schools, immunization, propagation of small family norms, women's equality and empowerment,

peace and communal harmony, etc. These literacy campaigns have generated a demand for primary education, which is reflected in the rapidly rising enrolment ratio in schools. Consequently, the number of non-literates entering the 15-35 age groups has been declining. At this stage it is, therefore, necessary to ensure that neo-literates do not relapse into illiteracy and also acquire vocational skills. The basic literacy skills acquired by millions of non-literates are at best fragile. There is a greater possibility of neo-literates regressing into partial or total illiteracy unless special efforts are continued to consolidate, sustain and possibly enhance their literacy levels. The first phase of basic literacy instruction and the second phase of consolidation, remediation and skill up gradation are now being treated as one integrated project, to ensure smooth progression from one stage to another to achieve continuity, efficiency and convergence. The National Literacy Mission aims at ensuring that the Total Literacy Campaigns and the Post-literacy Programmes successfully move on to Continuing Education, which provides lifelong learning.

The Continuing Education Scheme provides a learning continuum to the efforts of Total Literacy and Post Literacy Programmes in the country. The main thrust is on providing further learning opportunities to neo-literates by setting up **Continuing Education Centers** (CECs), which provide area-specific, need-based opportunities for basic literacy, up gradation of literacy skills, pursuit of alternative educational programmes, vocational skills and also promote social and occupational development.

The National Literacy Mission (NLM) has identified broad programmes areas, which help the CECs develop specific programmes in specific situations. These are **Equivalency programme** facilitating the participants to acquire or upgrade their vocational skills and take up income-generating activities; **Quality of life improvement programme** to equip learners and the community with essential knowledge, attitude, values and skills to raise their standards of living; and **Individual Interest Promotion programme** providing opportunities for learners to participate and learn about their individually chosen social, health, physical, cultural, and artistic interests. **State Resource Centre** and **Jan Shikshan Sansthan**s provide academic and technical resource

support to the **Scheme of Continuing Education** in their respective spheres of work. The State Resource Centre and NGOs continue to be strengthened, with expanded role of their activities in furthering the objectives of NLM. Similarly, **JSS** were strengthened to continue with their activities extending to rural areas also and to function as **Repository of Vocational/Skill development programmes** in the district. Jan Shikshan Sansthan run a number of vocational programmes with varying duration of different skills. As on date, more than 250 types of courses and activities are offered by these institutions. About two lakh persons are given vocational training annually. Of these, over 75 per cent are women.

Financial and administrative powers have been delegated to **State Literacy Mission** authorities within overall NLM norms. With these improvements, the Mission continues to consolidate the gains of previous years and accelerate the growth of literacy movement.

The **Central Directorate of Adult Education**, a subordinate office, also provides academic and technical resource support to the National Literacy Mission. It has been playing an important role in the development of a network of resource support, particularly production of prototype teaching/learning materials/media software and harnessing of all kinds of media for furtherance of the objectives of NLM. Monitoring of literacy programmes, programmes conducted by SRCs and JSS is also an important activity of DAE. Monitoring and evaluation are essential management tools for identifying the strengths and weaknesses of a system. Their significance has been realized and put into effect by the NLM. Procedures have been designed to make the objectives of adult education programmes operationally more realistic. The monitoring not only provides essential information for financial audit or programme audit, but also ensures transparency so that public accountability is achieved through the wider process of social audit. This information is useful as a feedback for field functionaries and decision-makers in policy formulation.

The Government of India, Department of Elementary Education and Literacy, commissioned the Evaluation of the Scheme of JSS as there was a felt need to do so since

the last it was evaluated was way back in 1993. Moreover, at a time of fast and accelerating economic development, increasing globalization and competition, and expansion of the scheme, changes were imperative. As aptly enunciated in the recent Sixth Pay Commission document, “An imperative and urgent need exists to harmonize the functioning of the Central Government Organizations to make them more professional, cost-efficient, citizen-friendly and delivery oriented”.

The scheme of SVPs was started in 1975 with just 34 of them. Later in the year 2000, they were re-named as Jan Shikshan Sansthan. By 2008, there are 196 JSS. Every year such organizations were being added without any norm or feasibility studies being taken up. On the other hand, it was increasingly difficult for the GOI to provide grants to these organizations on a scale that was required to make them sustainable organizations. Coupled with that, even those meager grants were not being provided to them in time throwing their Annual Work Plans into disarray. Moreover, the monitoring of these organizations was very lax due to lack of adequate manpower at the national level to monitor the burgeoning numbers of JSS. The voices of displeasure from these organizations and the discontent due to poor working conditions, recommendations from JSS External Evaluation reports from institutions like IIMB, etc, which were highlighting these and a host of other issues, eventually led the MHRD to commission this study.

#### **1.4 Study Objectives**

The major objectives of the present evaluation of the Scheme of JSS are as follows:

1. To examine the scheme with respect to
  - a. Constitution of JSS and the role of Parent body, DAE and programme functionaries including Director, Programme and support staff
  - b. Guidelines for Management, Planning and Programming
2. To study the management processes of JSSs with regard to
  - a. Identification of courses

- b. Identification of beneficiaries
  - c. Identification of resource persons
  - d. Programme scheduling
  - e. Deployment strategies
  - f. Monitoring and Supervision mechanisms adopted
  - g. Documentation system
  - h. Strategies for integrating LEE with vocational courses
  - i. Post training follow-up of beneficiaries
3. To study the nature, extent and efficacy of collaborative linkages of JSS with other organizations
4. To examine the financial management of JSS with respect to
  - a. Funds flow
  - b. Budgeting
  - c. Management of Development
  - d. Nature and Extent of support from DAE
5. To find out the management styles of BOM and the extent of decentralization of powers and decision-making
6. To study the effectiveness of networking strategies for providing employment and self employment of beneficiaries as well as marketing of products of beneficiaries
7. To find out the extent of satisfaction of programme functionaries in carrying out their assigned tasks and identify critical factors that block smooth functioning

### **1.5 Methodology:**

In order to accomplish the objectives described in the previous section, the study adopted the following methodology:

### 1.5.1. Conduct of Regional Workshops

The study carried out four regional one-day workshops, one each at the following locations. The idea was to facilitate easy participation of the respondents of JSS located in specified regions. Details of the workshop location as well as number of participants are presented in the following table:

**Table 3: Distribution of Workshops according to Region, Venue, and Number of Participants**

Region	State	No . JSSs	Number of Participants invited	Number attended	Workshop Venue
South	AP	10	55	51	Bangalore
	Goa	1			
	Karnataka	10			
	Kerala	9			
	Maharashtra	16			
	Tamil Nadu	9			
North	Jammu	1	49	45	Allahabad
	UP	43			
	Uttaranchal	5			
North/North West	Chandighar	1	48	49*	Jodhpur
	Delhi	3			
	Gujarath	7			
	Haryana	5			
	MP	24			
	Punjab	2			
	Rajasthan	6			
East & North East	Arunachal	1	44	43	Bhubaneswar
	Assam	3			
	Bihar	7			
	Chattisghar	2			
	Jharkhand	5			
	Manipur	3			

Region	State	No . JSSs	Number of Participants invited	Number attended	Workshop Venue
	Mizoram	1			
	Nagaland	1			
	Orissa	12			
	Tripura	1			
	WB	8			
Total		196	196	188	

*\*One participant from J&K who was unable to participate in the earlier workshop attended this workshop*

Prior to the conduct of the workshop information about the workshop details were communicated to all concerned JSS institutions located in the designated regions. While the directors formed the major respondents in the workshops, a few programme officers too took part in the workshop proceedings. In all a total of 196 directors of JSS participated in the workshops carried out in the four regions.

The modality of the conduct of workshops included filling up of a questionnaire by the participants followed by focus group discussions. The questionnaire was a detailed one which elicited the suggestions/views of participants on all aspects of the scheme of JSS right from the objectives onward. For those in the Hindi belt who could not comprehend English or could not write the responses in English, a Hindi version was canvassed. The workshops registered a near cent percent attendance. The Directors were earlier sent a proforma in which details pertaining to the staff strength, emoluments, etc, which they were asked to fill up and bring to the workshop. The questionnaire and the proforma were taken together to aid further analysis. Before the participants were asked to fill in the questionnaire, they were asked to think out of the box as well as to take a long term view of the JSS scheme. They were asked to take a view of the JSS in the globalised scenario and project 20-25 years into the future and then make their suggestions. It was difficult for them to come out of the shackles or to come out of the mental mould to do so but eventually they understood the need to do the needful.



## 1.5.2 In-depth Study of Selected JSSs

Besides the regional workshops, in depth studies of selected JSS s were carried out in order to gain deeper insights into the perceptions, problems and opinions of individual JSS organizations. Information obtained in this regard formed a complimentary data set which is used to supplement the findings of workshop proceedings. The selection of individual JSS organizations was based on the ratings given by agencies that had performed external evaluations. In this respect, a total of 9 rated JSSs were selected while one JSS which was not rated (JSS Rohtak) was randomly selected. Details in this respect are given in the following table:

**Table 4: Distribution of Sample JSS according to evaluation ratings**

Rating given by agencies	Names of JSS selected for the study
Very Good	JSS (IIDS) Allahabad , Uttar Pradesh JSS Hyderabad, Andhra Pradesh
Good	JSS Vadodara, Gujarat JSS Jodhpur, Rajasthan JSS, Bagnan, Howrah, West Bengal JSS Cuttack, Orissa JSS Tumkur, Karnataka
Average	JSS Aizawl, Mizoram
Below Average	JSS, Panjim, Goa
Not rated	JSS Rohtak, Haryana

Each of these organizations were personally visited by the study team and detailed and separate focus group discussions were held with the following functionaries and stakeholders

- BOM members
- Programme staff of JSS comprising POs, APOs, Field Coordinators/Field Staff
- Administrative Staff including accountant/managers, clerks, office assistants,
- Ministerial staff including drivers, peons, chowkidars etc
- Representatives major collaborative agencies

**1.5.3** Besides conducting regional workshops and in depth studies, informal discussions with key officials of MHRD & DAE at the national level were held by the study team in order to elicit their views on the strengths and weaknesses of the scheme and their suggestions for improvement in programme management at the national level.

**1.5.4** In addition, detailed file study of the Guidelines for SVP, JSS from their inception as well as various evaluation reports, review committee reports, etc was also a part of the study methodology.

The study adopted a totally de-layered approach where no hierarchical levels were allowed to exist and all functionaries could freely discuss the concerned issues with members of IIMB study team as well as among themselves. This approach facilitated expeditious collection of data and the IIMB was able to finish its task well within the stipulated time-frame.

At the outset, communicating with various Directors of JSS was an arduous task as the mailing list provided by DAE was not the recent one. The mailing address, e-mail address, phone/fax/mobile numbers, etc were not updated and hence enormous problems were encountered while communicating with them. There is a felt need to create an updated mailing list complete in all respects, by the DAE. In addition, there is also a need on the part of JSS to keep the DAE posted on the changes.

The next part of the methodology comprised of visits to sample JSS organizations in different states. Ample care was taken to provide adequate representation to Southern, Northern, Western and East and North-Eastern regions while selecting the sample JSSs. The Ten JSS were selected based on the rating given agencies which carried out external evaluations of JSS. While selecting the sample of JSS, the evaluation ratings were taken to draw a proportionate sample in each of the rating categories, namely Very Good, Good, Average and Below Average. In each of the selected JSSs, detailed interviews and discussions were held by the study team with various stakeholders including members of

Board of Management, Resource Persons, Programme functionaries (Programme Officers, Assistant Programme Officers, Programme Assistants/coordinators etc) as well as administrative staff members of JSS and representatives of collaborating agencies. This was necessary to elicit the views/suggestions of all these stakeholders regarding the problems encountered by them, current perceived strengths of JSS as well as changes to be brought about in the Scheme of JSS for the future. Discussions were held with each of the groups separately to facilitate a frank exchange of views.

Discussions were held with Joint Secretary & DG, NLM; Director, DAE, and other Assistant Directors in DAE to get their inputs regarding the scheme of JSS. A former Director of DAE was also interviewed in this regard as he had a very in-depth knowledge regarding the scheme due to his long innings as a person looking after the scheme of JSS.

The responses from the questionnaires were analyzed and findings are presented. A copy of the questionnaire is presented in Appendix 1. Inputs from all sources as well as personal experience of working with the JSS on various occasions over the last decade provide a basis for the recommendations.

### **1.6 Sample size:**

The regional workshops covered all Directors of the existing JSSs in the country. In each of the 10 sample JSSs visited approximately 11 staff were interviewed including programme functionaries, 6-8 Board of Management members and 10-20 representatives from collaborating agencies and about 8-10 Resource Persons. In addition, members of the DAE as well as Dept of School Education and Literacy from GOI were interviewed.

### **1.7 Data Analysis:**

The responses provided by JSS Directors to each item on the questionnaire were analyzed using frequencies as most items were open ended.

The information gathered during visits to JSS and meeting with various stakeholders were also analyzed with respect to each of the issues like organizational structure for JSS, Staffing pattern, emoluments, composition, tenure and responsibilities of BOM, Development Fund and its utilization, etc.

### **1.8 Findings:**

The findings are presented under different sections commencing from Objectives for the Scheme of JSS. Under each section the first part refers to the present position and the second section gives the findings from data gathered from various sources. The third section contains the recommendations made by IIMB.

## CHAPTER II DATA ANALYSIS & FINDINGS

The findings are presented under different sections commencing from Objectives for the Scheme of JSS. Under each section the first part refers to the current status; the second part to the findings from the data sources and the third part presents the recommendations made by the study team.

### 2.1 Profile of the Respondents

A total of 184 respondents were covered in the four regional workshops with an encouraging response rate of 94.0%. In the following paragraphs we present a brief profile of their demographic and professional backgrounds.

An overwhelming majority of the respondents (83.7 %) were male while women formed 16.3 % of the respondents.

**Table 5: Distribution of Respondents according to selected characteristics**

Characteristics	No.	Percentage
N	<b>184</b>	<b>100.0</b>
<b>Gender</b>		
Male	154	83.70
Female	30	16.30
<b>Age</b>		
<=25 years	2	1.09
25 - 30 years	3	1.63
31 - 35 years	99	53.80
36 - 50 years	38	20.65
51 - 55 years	23	12.50
56 - 60 years	16	8.70
61 - 65 years	3	1.63
<b>Years of Experience in JSS</b>		
<1 year	3	1.63
1 - 5 years	113	61.41
6 - 10 years	28	15.22
11 - 15 years	14	7.61
16 - 20 years	13	7.07

<b>Characteristics</b>	<b>No.</b>	<b>Percentage</b>
21 - 25 years	13	7.07
<b>Designation</b>		
Director	96	52.17
In-Charge Director	72	39.13
Programme Officer	14	7.61
Asst. Programme Officer	1	0.54
Accounts Officer	1	0.54

The table further indicates that a significant proportion of respondents (53.8%) belonged to younger age group of 31-35 years while about one-fifths (20.6%) were in the age group of 36-50 years. As far as the years of experience in JSS, the findings reveal that a significant majority (61.4 %) had reportedly put in 1 to 5 years in their respective organizations. Those who had experience of 11 years or more formed 21.7 % of the respondents. Thus it is clear that the respondents had considerable experience in carrying out their activities. It is also interesting to note that more than one-half of the respondents (52.2%) were regular directors while a sizeable proportion (39.1%) were functioning as directors in charge. The remaining respondents included 14 Programme Officers, 1 Assistant Programme Officer and 1 Accounts officer.

## **2.2 Programme Objectives:**

### ***Current Status:***

In the SVP guidelines the objectives which are 5 in number, refer to improving the lot of workers and helping them towards vertical mobility through technical training and building awareness for a variety of issues. In the revised guidelines for Scheme of JSS of the year 2000, objectives are 7 in number and refer to improving the occupational skills and technical knowledge of the neo-literates and the trainees to increase productive ability. They are to also provide academic and technical resource support to ZSS in taking up vocational and skill development programmes for neo-literates in both urban and rural areas. The objectives are more broad based in the latter and include a variety of goals to be met. However it is interesting to note that neither in the earliest guidelines of the SVP or in the modified guidelines of the year 2000, is there a clearly articulated Mission and Vision for the Scheme.

### ***Data Findings:***

The perceptions of the directors regarding scheme objectives and the need for modifications of the same were only a few, indicating that overall there was a general consensus regarding the appropriateness of the objectives of the scheme of JSS. However, a sizeable number of respondents mentioned that there was a need for including unemployed youth, illiterate and school drop outs in the target group. Towards this end, the opinion was that the term 'Neo literate' needs to be redefined to cover these sections of the population.

### ***Recommendations:***

There is gap of 8 years since the guidelines were framed. The objectives during the current times and for the future definitely need modification. First and foremost, there must be a clearly articulated Mission and Vision for the scheme of JSS.

The revised guidelines mainly focus on neo-literates. When literacy rates are increasing even after taking into account increase in population statistics, it is not feasible to look for illiterates or neo-literates alone in different states. Some states and districts have been declared as cent percent literate. Either one has to change the operational definition of 'neo-literate' or make the objective broad based to include drop outs at various stages of the education ladder as well as educated unemployed who form quite a significant percentage even in a so called highly literate state like Kerala. In fact, this segment is significantly large and can be the main reason for social ills. The other reason is that the country is being deprived of this segment as their employable skills are not being developed which can add to the country's economic prosperity. This will help such individuals to improve their quality of life. Objectives must also include convergence with National Vocational Development Council for achieving the goal of developing employable skills. In fact, this is already enunciated under the section on Functions and Target Group in the JSS Guidelines.

## **2.3 Functions and Target Group:**

### ***Current Status:***

There are fifteen different functions listed in the guidelines of year 2000. Here it is said that JSS has to ensure that at least 85% of the clientele must be neo-literates and illiterates. The list is to be obtained from ZSS. Under Target Group the guidelines say JSS will concentrate on the socio-economically backward and educationally disadvantaged groups of urban/rural population such as men, women and youth, employed, self-employed, neo-literates, prospective workers and their family members as well as unemployed youth.

In the GOI Circular to all Chairmen of JSS bearing No.F.8-7 2003 AE-8, dated 25<sup>th</sup> may, 2004, states that illiterates should constitute 25-30%; Neo-literates: 50-55% and Others: 15-20%.

***Data Findings:*** The JSS Directors and other stakeholders are of the opinion that to fix 85% for neo-literates and illiterates in the current times is not feasible as it is very difficult to find these numbers in high or moderately literate districts and states. Secondly, the findings have shown that ZSS is practically defunct in most districts thereby procuring lists of neo-literates from them does not arise. Moreover, the DAE wants the JSS to raise the number of beneficiaries annually without commensurate raise in the grants. This leads to number games.

***Recommendations:*** There is a clear contradiction in this regard. On the one hand the guideline says 85% of beneficiaries must be neo-literates and illiterates and on the other hand it says they have to cater to a large section of the society as is mentioned under section on Functions and Target Groups. It is recommended that the focus should be on adult illiterates and neo-literates as well as adult drop outs. However, the regional context must be considered and selective emphasis on special groups like tribals, SC/ST, etc, must be made. It was borne out by the visits to JSS and through discussions with



various stakeholders that ZSS was in fact, defunct in most places. This is a major lacuna in the system. Moreover, the CE was operational in very few places and an insignificant number of JSS had any role to play in CE activities. There is a need to look at adoption of villages which require intervention by JSS for more intensive work. Thereby, the objective of addressing the beneficiaries and their families will be achieved.

## **CHAPTER III**

### **ORGANIZATION AND MANAGEMENT**

#### *Current Status:*

At the national level, the Department of School Education and Literacy of MHRD, has set up the Directorate of Adult Education as its arm to look after the Literacy programmes, JSS being one of them. DAE has several units looking after various functional areas such as JSS, SRC, TLC, PLP, CE, Media, Publication, and Research and so on. The roles and responsibilities of each of the units have been specified by GOI.

Given the expansion of the scheme of JSS and the concomitant vast span of control due to coverage of entire district, the existing staff strength to cater to the management of Scheme of JSS is highly inadequate. This has led to poor monitoring of JSS, which has a multiplier effect in terms of delayed decision making, among others. This indicates that the MHRD is a centralized and hierarchical structure with all powers and responsibilities vested with it and for even minor issues, the JSS has to be either physically following up on things at the national level or be corresponding with the MHRD for agonizingly long periods. The information flow from MHRD to JSS is not smooth and the Circulars issued from time to time also lack clarity for implementation by JSS.

During the initial stages it was visualized that these SVPs should be autonomous organizations which would be set up either as registered societies or as independent units forming part of a university or a distinct organization within a voluntary agency, statutory or other such organizations. However, the affairs of these organizations were to be managed by a board of management. In the Guidelines of 2000 they are termed as JSS and were to function as registered voluntary organizations under the aegis of voluntary agencies of repute or universities. But the guidelines further add that those working under university set up will also be brought under the umbrella of

a voluntary agency. It further says that each JSS should be registered independently under the Societies Registration Act of 1860 according to the Memorandum of Association and Bye-laws provided by the Government of India.

Even though some procedure is followed there are no clear cut criteria for sanction of JSS, state/districts to set up JSS or the agency to be granted JSS.

The details pertaining to Composition of BOM, its powers and Functions etc under Organization and Management are given in the JSS Guidelines of 2000. Regarding the composition of BOM one finds that 5 members out of 12 are supposed to be Official members. It is silent on representation to women members on the Board. It only says that out of 12, one is the representative of JS and DG, NLM. Maximum age limit for members of BOM excluding Chairman is stipulated as 65 years. The tenure is two terms of three years each. When the term of office of the Board comes to an end, three months prior to that, the Director, JSS, in consultation with the Chairman, has to propose a panel of names to the MHRD and only after getting the nod from GOI, can they reconstitute the BOM. Subsequently, in the GOI Circular bearing No. F 8-2/2002-AE-8 dated 16<sup>th</sup> September 2003, stipulate that: a) 4 eminent persons of whom 2 should be women; b) 2 eminent social workers; c) representative of ZSS, preferably Secretary of the ZSS and d) 2 prominent employers of the locality along with number of employees working under them should be nominated to the BOM. Further, it states that no nominee should be related to the Chairman of BOM and the age of the BOM members nominated not to exceed 65 years.

Power of Veto rests with the representative of the MHRD. What comes to light is that in many instances there is no check on the appointment of Chairman or members of BOM. The Chairman of the parent Body also becomes the Chairman of BOM of JSS. His/her friends/kith and kin are co-opted as members of BOM, quite often. Age limit is also violated in many cases. There is no provision in the guidelines to remove the Chairman if found guilty. The fact that the representative from MHRD has power of veto has further crippled the activities of JSS as one finds that for 2-3 years or in some

cases, not at all, no member has been present for the BOM meeting. No crucial matters can be decided and leads to inordinate delays further aggravating the dysfunctional state of JSS.

Another circular bearing No. F.8-7/2003 -AE-8, dated 20<sup>th</sup> April, 2004, states that no JSS should appoint In Charge Director for a period exceeding 6 months by which time the selection process of appointing regular director should be completed. If the selection is not completed for reasons beyond the control of JSS, he/she could be given further extension up to 6 months.

So far as the appointment of Director is concerned, the position is to be advertised at least in one national English Daily and two local dailies. The position is to be filled on short-term contract or transfer/deputation basis for a period ordinarily not exceeding three years only. The minimum age prescribed is 40 years and not to exceed 55 years. In one place the guidelines say that it will be Rs.25,000/-, in another place it says Rs.20,000/- and in another it says it should be decided by the Board. Everything in the guideline says it is **only suggestive** thereby allowing wide disparities to exist across JSS in the country. Director's post is advertised several times due to various reasons like the lack of approval of the format by the GOI or lack of appropriate candidates and so on. This leads to a lot of uncertainty as the incumbent is not sure how long he/she will be at the helm of affairs and a lot of precious money is wasted on advertisements. The other aspect relates to age of eligibility. A good candidate who is already in the age group of 40-55 years is very unlikely to apply for a contractual position of a short duration. Secondly, he/she is not sure of continuing in the organization and the question that looms large is where they will go when the contract comes to an end. Hence in a majority of JSS across the country there is no regular full time Director but only an in-charge person. There is no scope for vertical mobility of the other programme functionaries within the JSS.

Again with regard to selection of other staff for JSS, the guidelines say that they shall be filled by following prescribed procedures as decided by the BOM and through a

duly constituted selection committee. This again gives room for a lot of subjectivity and favoritism. Generally those known to the BOM get the positions and all are under obligation to the BOM for continuity of their contracts. The Chairperson and members of BOM by and large, do not interact with the staff of JSS. The BOM has a halo about it and the staff does not have access to them. There is no scope for grievance redressal of any kind. The practice of the Director to appraise the staff regarding the agenda for the BOM or reverting to them to enlighten them about the decisions taken is not there. The entire functionaries and staff are constantly under the Damocles Sword which makes for constant fear, de-motivation and stress.

The only committees constituted are Programme Advisory Committee, Executive Committee and the Purchase Committee. The lack of a Grievance Redressal Committee both at the JSS in most of the cases and at MHRD/DAE level is a major lacuna in the system.

#### ***Data Findings:***

A large number of respondents have opined that a section of JSS consider the guidelines as 'suggestive' and others as 'mandatory'. The problem is mainly because MHRD does not say that it is mandatory. This has led to wide variations in the functioning of JSS. They have also voiced their concern regarding lack of a common terms and conditions related to overall management of JSS. Another concern expressed is with regard to the whimsical manner of individual official of MHRD in dealing with specific matters/issues regarding JSS. Many a times there is a conflicting opinion expressed with regard to the use of otherwise of veto power vested with MHRD.

It was suggested by some of the BOM members and chairmen that a platform should be created to interact with the Ministry and that 'good performing' BOMs should be involved in resolving issues related to JSS.

### 3.1 Affiliation of JSS with parent body:

Analysis revealed that as many as 85 directors opined that the existing arrangement of affiliation of JSS with the parent body has not helped the organization in achieving its goals and objectives while 78 directors felt that the existing arrangement is satisfactory. In the former group, the directors were further encouraged to suggest changes in the arrangement of affiliation with parent body in their perceived order of priority, which in their perception would be more effective. Results in this regard are presented in the following table:

**Table 6: Perceptions regarding arrangement of affiliation JSS with parent body**

Order of priority	Present arrangement is suitable	JSS must operate as autonomous body	JSS must affiliate with university only	JSS must attach to department of adult education	Others
1	31	84	16	16	6
2	27	44	9	43	5
3	23	11	44	25	7
4	26	4	34	22	8
5	6	0	11	4	11
6	0	0	0	0	2
7	1	0	0	0	0

It is interesting to note that almost all respondents who wanted modifications in affiliation norms (98.8%) ranked as a top priority preference that JSS must operate as an autonomous body with a strong BOM and reporting directly to DAE. Other suggestions receiving relatively lesser rankings included: (a) Affiliation with university and (b) Attachment with department of Adult Education.

Findings from focus group discussions as well as interviews with functionaries of sample JSSs clearly reveal that more often than not, the parent bodies exploit the financial resources and manpower of JSS to their advantage thereby incapacitating the

latter to carry out its activities efficiently. It was reported by a significant majority of respondents that the parent bodies resort to following in this respect:

- Undue interference in recruitment of staff, often forcefully employing friends and relatives who do not satisfy the requirement of posts
- Diversion of funds to other non-JSS activities
- Forceful deployment of JSS functionaries to various tasks of parent body
- Depriving the director of almost all financial powers and authority

As one of the respondents said,

*'Our parent body has been a noted NGO in the region and at present runs several development projects funded by reputed international agencies. When it secured the present JSS, it recruited a large group of functionaries from its organization. As most of these members had put in considerable period of service in the parent organization, their allegiance is more towards the NGO than towards JSS. This has resulted in severe dilution of JSS activities. For instance, the staff members who are supposed to monitor a specific JSS work is instructed to carry out tasks related to other projects but charge the expenses on JSS account. As the director of JSS, my protests fall only on deaf ears.'*

Yet another respondent had this to say,

*'I joined the JSS as director with lot of hopes and fire to do something for the poor and needy. However, I am dismayed to see the rampant corruption of the Chairman of our BOM. He is a politically influential person in the region and well known for his brazen attitude. For him JSS is a milking cow and uses all his powers to destroy its avowed and laudable goal of uplifting the downtrodden. Most of the BOM members here are close kin of the Chairman and almost all staff members are related to him who defy my instructions. It is a highly frustrating experience for me to carry out my mandate. But what can I do? I am agonizingly helpless'*

Similar sentiments were expressed by a host of the respondents during the study and perhaps are one of the main reasons for preferring a JSS which is totally autonomous organization without affiliation to a parent body. However, it must also be mentioned that a group of director-respondents, though forming a minority, said that their

respective parent bodies indeed provided positive support and guidance in JSS programmes.

The other suggestions given by the respondents included the following:

- Formation of strong and reliable parent body with partnership of government
- District Collector should be the Chairman/Vice chairman of the BOM
- A national level apex body with uniform working pattern should be there
- Representative from State government, GOI and NGOs should be there in BOM
- An exclusive cell at NLM should be formed and there should be a single line of command as Director DAE- State level Director- JSS Director
- JSS should be recognized as government autonomous body
- BOM should be constituted at regional level to reduce local influence

### **3.2 Memorandum of Association**

Nearly three fourths (73.1%) of directors responding said that the existing MOA for establishing JSS is appropriate. Those differing from this view have suggested the following modifications:

- Appointment and pay scale of JSS directors/staff should be uniform throughout the country
- MOA of JSS should be customized with State's Society Registration Act
- All the points of MOU should be clearly elaborated
- The terms and conditions of JSS staff should be changed to that of SVP
- Clarification of authority of Chairman and Director
- Clarify the linkage of JSS with DAE
- Director should be appointed/removed in consultation with GOI and not at the discretion of Chairman
- Clarity in GOI guidelines essential
- Employees should be members on the Board



### **3.3 Composition of BOM**

Nearly one-half of the respondents (46.3%) reported that they are satisfied with the existing norms related to composition of BOM. The remaining respondents provided the following suggestions in this respect:

- Elect active members only
- Through Nomination
- Director should have the liberty to choose people having good track record
- 51% of members to be elected and the remaining 49% members to be nominated

### **3.4 Professional Background of BOM members**

In this regard the findings reveal that a host of opinions were expressed by the respondents regarding the desirable professional background of BOM members. The major ones include the following:

- Experience with respect to vocational training/Social work
- Should be based on interest and enthusiasm rather than professional degree (37)
- Professionally qualified (19)
- Experienced in having worked on one or more of the objectives of JSS (12)
- Post graduate from education background (6)

Further analysis regarding composition of BOM pertains to only those who were reportedly not satisfied with the current norms.

### **3.5 Age limit**

A small number of 18 respondents opined that there should not be any age restrictions for becoming a BOM member. However, a sizeable proportion of those responding to this query (48.2%) say that the age limit must be fixed between 55 to 65 years.

However, it is also interesting to note that nearly 12 % opined that the age limit must be fixed to a maximum of 50 years. Only two respondents mentioned that they were satisfied with the present norm from which one can infer that a majority are not satisfied with the current norms related to age limit.

### **3.6 Representation of Women on BOM**

With respect to providing representation for women in the BOM, findings reveal that by and large there was agreement that the number of women members in the BOM must be increased. In this respect, 30 respondents were unable to specify the number. However 17 respondents felt that certain number of membership for women in BOM must be reserved while 18 respondents opined that 50 % of the BOM members must be women.

### **3.7 Representation of socially disadvantaged sections on BOM**

The number of responses to this aspect was relatively less. Among those responding, it is interesting to note that two-thirds (66.0%) felt that there should be increased representation of those belonging to economically backward sections while 16 respondents forming 17.0 % specifically mentioned that two members belonging socially disadvantaged sections.

### **3.8 Other Aspects**

Besides the above aspects, a few more opinions were expressed regarding membership of BOM which included the following:

- Elected members should be from Panchayat/Municipality/Corporation
- Collector should be part of ZSS and BOM
- One educationist and one social worker should be present
- Regional or central BOM is needed
- Official members should be reduced

### 3.9 Tenure of BOM

The period of tenure of BOM has always been a contentious issue. At present the tenure of BOM is 3years. The respondents were asked to mention their views regarding the tenure of BOM. Results in this respect reveal that a significant majority (59.2 %) opined that the tenure of BOM should be at least 5 years while a sizeable proportion (30.6%) mentioned that the existing tenure of 3 years is satisfactory. Interestingly four respondents said that there should not be any tenure fixed for the BOM.

The respondents were further asked to give reasons in support of their views regarding the tenure of BOM. Findings in this respect reveal that the suggested tenure would facilitate smoother functioning of the activities taken on hand. Details in this regard are presented in the following table:

**Table 7: Reasons for views regarding suggested tenure of BOM**

Reasons	No.
To take follow up action on programmes	21
It should be five years as it will help in smooth functioning	17
Three years is not sufficient to get acquaintance with job responsibility and then help in smooth functioning. Hence it should be 5 years	9
Three years, provided reconstitution of new BOM is on time	14
If it is five years it will help in active participation in programmes and linkages	8
Two years will help in checking discrepancy of board members	2
Society Registration is reviewed in every five years	7
Reconstitution of BOM takes a lot of time	12
The BOM should continue till it takes up new programme which takes some time	8
Since GOI representatives very rarely attend BOM meetings, the BOM should exist for longer duration	1
Not necessary to prolong the duration	1
Others	7
Satisfied with the present system	12

As can be seen, a variety of reasons are put forth by the respondents in support of their views. As mentioned, a relatively longer tenure of five years would facilitate smoother administration of tasks. Furthermore, the existing tenure of three years is felt to be insufficient for the incumbent to fully acquaint himself/herself with the programme goals and objectives and the nature and extent of duties and responsibilities. Further, it is opined that since the review of Registration of Society is held every 5 years, the tenure of BOM must also be of this duration as this would help in proper management of the organization.

### **3.10 Powers and Functions of the Board**

During the course of the study, the respondents were further encouraged to provide their views regarding the powers and functions of the BOM on specific aspects. These aspects included the following:

- Recruitment of Staff
- Financial management
- Monitoring and Supervision
- Office Administration
- Disciplinary proceedings
- Service matters
- Staff Training
- Collaborative linkages with other agencies

### **3.11 Recruitment of Staff**

A significant group of the respondents, over one-third (34.4%) mentioned that the existing powers of BOM with respect to recruitment of staff is satisfactory while a similar proportion (35.1%) of those responding felt that the BOM must appoint a recruitment board or panel and its recommendations must be approved.

**Table 8: Views regarding Powers & Functions of BOM for recruitment**

<b>Power &amp; Functions of BOM for recruitment</b>	<b>No. of JSS responded</b>
Director should have the power of recruiting staff and it should be ratified in BOM meeting	17
BOM should appoint a recruitment board for recruitment and the decision should be approved by BOM	53
Proper recruitment procedure should be laid down by DAE	13
Scrap the consolidated system	3
The committee should consist of Chairman, BOM members and Director and it should be approved by BOM	3
Vacant position can be filled through promotion	2
Proper guidelines should be provided by Ministry and the power should be entrusted to BOM	7
Satisfied with the present system	52
No response	1

Thirteen respondents forming 8.6 % said that the Directorate of Adult Education must lay down clear procedure for staff recruitment and must strictly abide by such procedures.

Some of the chairmen and vice-chairman of BOM have suggested that the minimum period of recruitment for Directors should be 3 years and extension be based on clearly set measurable parameters. Another view expressed was that programme functionaries including Programme Officers, Asst. Programme Officers and Field Coordinators/staff must be provided opportunities for career progression through promotions. Further, the age limit presently fixed at 40-55 years must be removed forthwith for recruitment of Director which should be between 35-40 years.

### **3.12 Financial Management**

The findings with respect to the powers of functions of BOM regarding the financial management of JSS as felt by the respondents are presented in the following table. As can be seen, a sizeable proportion of respondents (27.8%) were satisfied with the

existing norms regarding financial management including budgeting, financial appropriation and accounts management, among others. Interestingly, 31 respondents forming 21.5 % of those responding stated that BOM must have the powers regarding utilization of Development Fund for various programme activities as well as for infrastructural development without many restrictions though with certain limits as fixed by MHRD.

**Table 9: Views regarding Powers & Functions of BOM-Financial Management**

<b>Powers &amp; Functions of BOM-Financial management</b>	<b>No.</b>
Board should have the power of utilizing development funds for various programme as well as for infrastructural development without any restrictions from GOI up to certain limits	31
More fund for teaching and learning materials and to spend on various programme	8
Decision taken by BOM should be given weightage by GOI	8
Form a separate committee to take decision and it should be approved by BOM	4
Director, Chairman and Vice-Chairman should manage budget and financial appropriation	6
Annual budget should be increased to 50 lacks	2
Separate financial committee with director as head and report to GOI	6
BOM should also focus on raising funds from other sources	2
PO should have authority of managing budget with approval of Director	3
As per the government guidelines	4
Director should decide the financial matters	8
Decision should be taken on the basis of majority decision in BOM meeting in the absence of GOI representation	1
Decision should taken as per the need of respective JSS	1
Effective use of fund without much waste and keep account of expenditure to maintain transparency	7
Others	12
Satisfied with the present system	40
No response	1

### **3.13 Monitoring and Supervision**

About one quarter of the respondents (25.7%) who responded to this aspect felt that the existing norms be continued. However, 28 respondents forming 20.0 % mentioned that the BOM must take the responsibility to evaluate the execution of Action Plan/ Programmes. This view is also more or less echoed by another 26 respondents who mentioned that the Executive Committee and Project Advisory Committee, which are

formed by the BOM must take the responsibility for programme monitoring and supervision. Interestingly though, a small proportion of respondents stated that an apex body must be formed by DAE which should monitor JSS on a regular basis while another small group mentioned that regular monitoring must be carried out by an outside agency for effectiveness. Details regarding the role of BOM in programme monitoring and supervision are presented in the following table:

**Table 10: Views regarding Powers & Functions of BOM-Monitoring and Supervision**

<b>Views regarding Powers &amp; Functions of BOM-Monitoring and Supervision</b>	<b>No.</b>
Continuous monitoring of programmes and programme staff by EC twice a year	7
Select internal body for monitoring/Programme Advisory Committee should monitor	12
Monitoring of accounts and various programmes by Director and report to DAE	12
The BOM should evaluate the execution of Action Plan/Programmes	28
Members of BOM apart from Director and Chairman and a member from one of the collaborating agency should constitute the monitoring committee	7
Apex body should be formed under DAE to monitor regularly	5
Programme advisory committee should monitor	7
Director and PO should supervise and monitor	9
Regular monitoring by an outside agency for effectiveness	7
Monitoring not necessary	1
Others	8
Satisfied with the present system	36
No response	1

### **3.14 Office Administration**

With regard to regular office administration, 61 directors who have responded (45.5%) emphatically state that office administration should be the exclusive domain of the Director and that BOM should have minimal role in this. However 40 respondents forming a little over one quarter (29.8%) were reportedly satisfied with the present role of BOM in office administration. Details in this respect are presented in the following table:

**Table 11: Views regarding Powers & Functions of BOM- Office administration**

<b>Views regarding Powers &amp; Functions of BOM-Office administration</b>	<b>No.</b>
Director should look after the administration	61
Appoint staff to help the Director	4

<b>Views regarding Powers &amp; Functions of BOM-Office administration</b>	<b>No.</b>
Guidance from BOM is necessary for making service rules	13
BOM should play main role in all type of Office administration	8
Director should follow the GOI guidelines	2
There is no proper infrastructure for office	1
Others	4
Satisfied with the present system	40
No response	1

### **3.15 Disciplinary Proceedings**

Regarding the role of BOM in instituting disciplinary proceedings, 26 respondents (20.0%) suggested that an exclusive cell must be formed to deliberate on disciplinary matters. However details regarding the powers and composition of such a cell were not forthcoming from these respondents. However, 34 respondents forming 26.2 % mentioned that the present system is satisfactory and hence there is no need for any modifications. Details in this regard are presented in the following table:

**Table 12: Views regarding Powers & Functions of BOM- Disciplinary Proceedings**

<b>Views regarding Powers &amp; Functions of BOM- Disciplinary Proceedings</b>	<b>No.</b>
Well defined disciplinary procedure that should be applicable to all is essential and a separate disciplinary cell should be there	26
Chairman should have the final say in any Disciplinary action	10
Director is the main authority	15
BOM should take action after going through the documents and records	19
A committee of Chairman, Director and two member of BOM should look into the matter	8
A committee consisting of GOI representative and Directors should monitor	2
Action against director can be taken by Ministry	5
The director's action against any employee needs BOM's permission	4
Others	5
Satisfied with the present system	34
No response	2

### **3.16 Service Matters**

With respect to the powers and functions of BOM in service matters there was a clear opinion that the structural pattern for salaries, increments and promotion has to be laid



down by MHRD. In this regard, nearly one-third of the respondents (32.1%) felt that clear administrative orders must be issued by MHRD regarding all service matters. This was also vociferously aired by significant majority of respondents during personal visits to sample JSSs. In this respect, it was mentioned that the JSS guidelines too do not provide a clear picture and as mentioned elsewhere, the rules and procedures of the appointment of Director and other staff members, salary offered and facilities provided are mentioned as 'suggestive'. This element of nebulousness in the guidelines is reportedly taken advantage by BOM in many JSSs often leading to arbitrary decisions disregarding natural justice and fair play.

**Table 13: Views regarding Powers & Functions of BOM- Service Matters**

<b>Views regarding Powers &amp; Functions of BOM- Service matters</b>	<b>No</b>
Structural pattern for salaries, increments and promotion to be laid down by DAE	44
Final decision to be taken by Executive committee.	5
BOM must develop an appraisal system for promotion	4
It should be decided by Directors of JSS and it should be approved by BOM	18
Decision regarding Promotion and increment should be decided by BOM	27
Increment should be given on the basis of performance of staff by the BOM	9
Appointment should be for five years and should be decided by MHRD	2
Pay scale should be according to the SVP norms	2
Appoint committee consisting Director, Chairman and two members of BOM	3
Salary should be increased at regular interval to motivate the staff	1
BOM along with director should work in this aspect	4
Satisfied with the present system	18

Nevertheless, a sizeable group of respondents, that is nearly one-fifths (19.4%) acknowledged the supremacy of BOM in service matters and added that powers to decide on promotions and increments to staff must lie with BOM. The other responses regarding role of BOM in service matters include the following:

- Service matters should be dealt by directors of JSS and be ratified by BOM
- An Appraisal system for promotion must be instituted
- Increment should be given on the basis of performance of staff by the BOM
- Appointment should be for five years and should be decided by MHRD

As mentioned earlier service matters have always remained a major area of concern. The unbridled powers of BOM in this regard has definitely resulted in many staff

members including the directors working under harsh service conditions by way of arbitrary salary fixation, uncertainty in duration of appointments, lack of provision for mandatory benefits such as PF, gratuity etc., and the distancing of MHRD/DAE and in addressing these issues expeditiously have all had a cumulative impact on the motivation of the JSS functionaries at large.

### 3.17 Training of Staff

Periodic imparting of quality training of JSS staff in carrying out their assigned duties needs no over emphasis. All the respondents have expressed this opinion and offered ways and means of carrying out this important task effectively. However, the role of BOM in addressing this aspect was not clearly stated by the respondents. On the other hand, the onus of providing systematic training for JSS staff was reportedly the domain of DAE. The findings in this regard reveal that

**Table 14: Views regarding Powers & Functions of BOM- Training of Staff**

<b>Powers &amp; Functions of BOM-Training of staff</b>	<b>No.</b>
Provide qualitative training regularly to the programme functionaries(all staff)	45
Induction/refresher training to be included by DAE	6
DAE should set a region wise or state wise training pattern of various programmes	5
Director must have the power of fixing training for its staff	11
Specified days for training for directors, POs, APOs etc	14
Board should give assistance in training and follow up training programme	6
SRC should provide training of various programme	2
Training should be twice a year	3
JSS regional training center should be established for providing training	1
Periodical exchange of knowledge and experience among the JSS staff of all over the country through meetings and workshops	11
Regular training to each staff for development of efficiency and personality development	8
Regular training for empowering JSS staff through an external agency	19
No response	2

DAE has an important role in establishing training activities either independently or through collaborations with local training institutions. 45 respondents forming one-third of those responding (33.8%) mentioned that provision of quality training on a regular basis to all functionaries including administrative staff must be made

mandatory. Further 11 respondents (8.3 %) mentioned the need for periodic exchange of knowledge and experience-sharing among the JSS staff across the country through periodic meetings and workshops. In addition, 19 respondents (14.3%) opined that regular training of JSS staff imparted by external agencies of repute must be taken up. However, to repeat, the respondents were unable to mention specific roles and responsibilities of BOM in the training of staff.

### 3.18 Frequency of BOM Meetings

All the director-respondents in the regional workshops were asked to mention the ideal frequency of BOM meetings in a year. The findings reveal that a significant majority of respondents (64.7 %) felt that BOM should meet only twice in a year while 21.7 % mentioned that BOM should meet thrice in a year.

**Table 15: Perceptions regarding frequency of BOM meetings**

<b>Frequency of meetings in a year</b>	<b>No</b>
Once	10
Twice	110
Thrice	37
four	12
Five times	1

### 3.19 Timing of BOM meetings

The respondents were further encouraged to mention the timing of holding BOM meeting so that the programme activities and other tasks are smoothly carried out and various decisions are taken without hampering the work schedule prepared according to Action Plan document. Findings in this respect are presented in the following table. It can be seen that BOM meetings were to be preferably held for approving the Annual Action Plan and for approving the audited statement of accounts. Ideally, the months of March, June and September/October were reported to be suitable for holding BOM meetings.

**Table 16: Perceptions regarding timing of BOM meetings**

<b>Time of meeting</b>	<b>No.</b>
September and March	9
First before the Annual Action Plan and next after the financial year	19
March for approving Action Plan and APR and next in June for approving audited account	7
June and March	10
April and October	11
Beginning of the year and before the presentation of Action Plan	10
March, July and November	6
June and January	5
Review programme activities, review on accounts and then to review AAP	12
Last week of September	1
May, October and February	6
May	3
February / March	3
After each quarter	7
Once for preparation of budget and once for advance plan	1
As and when required	16
July, Dec and March	3
Aug. Sept and March	1
May and December	1
Satisfied with the present system	4

### **3.20 Need for a parent body for JSS**

All the respondents covered in the regional workshops were pointedly asked whether they felt the necessity of a parent body for JSS. Interestingly a majority (58.1 %) mentioned that there is indeed a necessity for JSS to have a parent body as a guiding organization protecting the interests of JSS. Among those who felt otherwise suggested following modifications in the organizational structure of JSS.

- A state level body should be formed to deal with all JSS related matters and for providing trainings
- The parent body should be under District collector who should work as liaison officer between the state and center
- JSS should work as an autonomous body reporting to DAE and having a BOM and no need of parent body

***Recommendations:***

Under these circumstances what needs to be addressed on a priority basis is the very organizational structure and management of JSS, in the current times when JSS is encountering unprecedented growth in terms of numbers.

There is an urgent need to clearly articulate a Vision and Mission for JSS. Moreover, as a part of this exercise, a roadmap for JSS by forecasting its future roles, has to be mapped out. Currently the MHRD and DAE at the national level is absolutely understaffed, lack management training. It is a highly centralized structure whereby unless and until its representative is present in the BOM meeting of JSS, no major decisions can be taken. For example, use of Development Fund, appointment of Director, constitution of BOM, any irregularity in the management of JSS, etc. In addition, the growing numbers of JSS has also made it difficult for DAE to monitor the organizations. There has always been a very low priority accorded to all programmes related to Literacy and hence unless and until the powers that be recognize the need to bring about a convergence among the Departments of School Education and NLM, neither department will be able to fulfill its goals.

**It would be highly appropriate to state at this juncture to recommend formation of Five Regional offices of DAE in the country to facilitate smooth management of the Scheme of JSS. One would be exclusively for management of NE States.** This recommendation stems from the need for reform and bringing about internal efficiency into the system. Secondly, there is a strong need for structural innovation to cater to a unique scheme dealing with Literacy, Life Enrichment Education and Vocational Skill Development. This necessitates certain structures which would be specialized in scope to deal with the management of JSS across the country. With expansion of the scheme being conceived in the future, the need for such exclusive structures for management is highly essential. If on the other hand the management of JSS is left to the respective

State Governments, which are already engaged in numerous development programmes, for them to take on the task of management of JSS would be an arduous one and in the process the functioning of JSS would be affected. For instance, the regular education system that was in place to cater to the requirement of primary education prior to putting in place DPEP, was found to be not adequate enough and hence structural changes were put in place. From time to time, new initiatives will also require corresponding structural modifications to meet the requisite goals of the scheme.

The Regional offices of DAE are envisaged to be fully decentralized bodies with full powers and responsibilities. The Regional office of DAEs should have a staffing pattern which will have a full complement of staff who will be appointed based on stipulated qualification and experience and commensurate emoluments. They must be also trained in management skills and knowledge enhancement, from time to time. Their roles and responsibilities will be clearly articulated and communicated. Their performance appraisal will also be made mandatory. All issues pertaining to the JSS falling under its jurisdiction will be addressed by it in a specified time frame and if they do not respond within that time period, the JSS can assume that the matter has been approved. Unless and until the matter is of a very serious nature like misappropriation of funds, etc, then the matter must be resolved within thirty days. For other issues of more minor nature, it should be resolved within a week to a fortnight's time. For BOM meetings, if the member of the Regional office of DAE is unable to attend, he/she must communicate with the JSS and the concerned JSS must in turn communicate the decision taken at the BOM meeting to the Regional office of DAE by e-mail and get its approval or otherwise. It is also recommended that **all JSS and the Regional office of DAE as well as the DAE at the Centre must become fully IT enabled for smooth and fast communication leading to quicker decision making.**

**It is recommended that an exclusive Human Resources Cell be created in each of the Regional offices of DAE as well as the DAE at the National Level. This is**

highly essential considering the expansion of JSS as well as their scope of activities and personnel involved.

It is recommended that MHRD must route the grants to JSS through respective Regional Offices of DAE to ensure smooth and timely flow of funds. In this regard, the responsibility of these offices would be to liaison with JSS and MHRD to ensure forward and backward communication with regard to all financial matters.

The recommendation to have five regional offices of DAE is to see that each one of them will have approximately 45 JSS under its jurisdiction. **Some of the JSS which are not performing should be closed down after a stringent evaluation based on Indicators of performance and not on arbitrary grounds. The JSS should be immediately transferred to another organization which will be selected on criteria stated elsewhere.**

The establishment of Regional Offices of DAE on the lines detailed above will ensure infusion of professionalism, quality assurance, expeditious decision making and communication and in the overall efficiency in the management of JSS.

**For the management of the Scheme of JSS, both MHRD and DAE are important institutions- one for funding and the latter for monitoring. There should be clear-cut division of work between these two institutions. MHRD may concentrate on budgeting, funding, utilization of grants, auditing, etc. DAE must concentrate on monitoring, evaluation, supervision, training and capacity building.**

At the outset, criteria for selection of states/districts in which JSS must be sanctioned must be clear. For instance, it could be based on low literacy rate/ low female literacy rate/ highly backward/ tribal area / North-Eastern region. The next step would be to advertise the setting up JSS in that particular district and seek applications. The advertisement must clearly stipulate the conditions to be met by prospective applicants. Stress has to be laid on feasibility study prior to sanction and setting stiff

parameters like financial soundness of the organization applying for sanction (at least gross income per annum to be 50 lakh rupees) and the credibility of the organization in terms of years of existence and their contribution to development issues and so on.

There must be clearly laid down terms and conditions and regulatory mechanisms for the functioning of JSS unlike the 'Guidelines' which has made each JSS across the country to follow its own staffing pattern, use its own nomenclatures for the staff, differential emoluments and staff benefits and so on. As these are organizations set up by GOI, there must be rules and regulations which govern such organizations. Each functionary in the JSS must be given a book clearly detailing the terms and conditions governing JSS, on induction.

The BOM constitution has to be changed. The person who occupies the role of Chairman must meet conditions of qualification, related experience in the field of Rural Development, or other socially relevant area/NGO experience, etc. Age may be raised to 75 years in cases where their inputs are found to be valuable to the JSS (parameters to be evolved). The constitution of the BOM must have fewer representatives from the government side as the experience has been that such members hardly ever find time to participate in BOM meetings in a meaningful manner. Official members could be two in number, of which one could be the representative of MHRD/DAE. Inclusion of women members and two representatives from the programme functionaries of JSS (by rotation) on BOM must be made mandatory in order to ensure transparency. The members of the BOM also must be given orientation training regarding their roles and responsibilities as well any new guidelines/changes that might be brought in from time to time.

### **Powers and Functions of the Board:**

The powers and functions of the Board have been enumerated in the JSS Guidelines of 2000. Of these, the eighth one which states that "to appoint all categories of staff for conducting the affairs of the Sansthan, to fix the amount of their remuneration, to



define their duties and to grant allowances and other emoluments” has to be revised. It has to be re-stated as the “in accordance with the new rules”.

### **Duration of membership:**

Here one has to include the clause that “at least 30% of the members must be women and that two Programme Functionaries (Programme Officer or Assistant Programme Officer) will be members of the board by rotation”. Further, it is recommended that the number of Official members be brought down to 2 and raise the non-official members to 6.

Regarding duration of membership the second item which states that when the term of the office of the Board comes to an end, “the Chairman and the Member-Secretary will remain in office as long as they enjoy the confidence of the GOI”, must be modified. The term of the Chairman will be for a period of 5 years and upon satisfactory performance, can be extended by one more term. In exceptional cases he/she may be given a third and last term. The Director in any case will continue as Member-Secretary of the Board.

### **Meeting of the Board:**

Clause 4 under this head states that ‘meetings of the Board shall be held at such time and place as may be determined by the Chairman....’. It should now read as “meetings of the Board shall be held in the premises of JSS”. It is important to state this explicitly as the practice of holding such meetings in expensive hotels has come to light. This has dual disadvantages. One is that the members of the staff of JSS feel even more distanced and the unnecessary burden on the finances of JSS. It is recommended that henceforth, during the meetings of the Board, the members will formally interact with all staff members of the JSS over tea or lunch thereby paving the way for better understanding and ensuring transparency in the process.

Further, it is recommended that the dates and agenda for the meeting be sent to the Regional office of DAE at least 30 days in advance to facilitate their participation or for them to send in their views for consideration by the other members during the meeting. All this transaction is expected to take place via e-mail. The Minutes of the meeting shall be circulated within a week after the meeting. Any decisions so taken must be implemented within stipulated time frames.

### **Executive Committee:**

The Guidelines mention the composition of an Executive Committee. It further stipulates that the BOM will delegate powers to EC. It also adds that the EC is fully empowered to manage the affairs and funds of JSS as may be delegated to it periodically. **However, it is recommended that the EC may be totally disbanded as there is no need for such a committee.** This is because all the decisions are taken by BOM as a policy making body. Further, there are exclusive committees to look after various activities such as PAC, Purchase Committee, Selection Committee, Grievances Committee etc.

### **Training of staff:**

BOM should play a proactive role in enhancing the capacities of staff members of JSS. They should facilitate staff to undergo training programmes organized by DAE, from time to time.

### **Monitoring and Supervision:**

The BOM and its Programme Advisory Committee must take responsibility for monitoring the programmes/activities of JSS. This internal monitoring can be supplemented with monitoring by DAE as well as other external agencies.

### **Powers, functions and duties of the Director:**

The financial powers of the Director, JSS must be enhanced. Currently powers to issue cheques is only up to Rs.10,000/- as per clause (vi) of the guidelines. It may be increased to Rs.25,000/- Likewise, clause (vii) says that any purchase above Rs.5000/- shall be placed before BOM. This amount may also be enhanced to Rs.25,000/-.

The guidelines state that for drawl of more than Rupees Ten thousand, the signatories are Director and one member of the BOM nominated by the Board in the first meeting. But it is recommended that in addition to the Director, and any one of the two members nominated by the Board to countersign the cheques above Rs.25,000/-.

Although a huge list of duties for the Director is given, it is silent on the aspect of Training which should be an important part and parcel of his duties.

There is a need to have a well designed user-friendly website format for JSS. There should be scope for Bulletin Board on the website thereby enabling JSS to post any new information etc.

## **CHAPTER IV**

### **PROGRAMME PLANNING AND IMPLEMENTATION**

*Current status:*

This aspect is dealt with in a fairly superficial manner in the guidelines for SVPs. This is understandable given the fact that it was the first time that such a scheme was being brought into force. In the guidelines for JSS, 2000, it runs into a huge wish list. The jurisdiction of a JSS is to extend to the entire district according to the guideline. The guideline stipulates that the jurisdiction should be the entire district without working out the workload pattern for staffing the JSS. The grant is also not increased and no other facility is made available.

The guideline further says that for planning the activities of the JSS, they must first get the list of neo-literates available from the ZSS. From the same source, they are also to get the list of Continuing Education/Post Literacy Centers running in the town/city and neighboring areas. It is disheartening to note that the ZSS is practically defunct in most districts of many states thereby making the task an arduous one for JSS. Currently, there is no robust MIS of beneficiaries or other training details.

So far as fee for the courses is concerned, SVP guideline is silent and in the guidelines of 2000, it says that they can charge fee from the beneficiaries but that care should be taken not to commercialize the programmes. There is no logic or basis for fee structure for various courses across the country. It further states that the money so collected shall be deposited in a separate account and shall be recycled for organizing more programmes so that greater numbers of persons are benefitted. This amount is not to be used for meeting the expenses on emoluments of the staff as well as for

office expenses. In the circular bearing No.F.8-2/2002-AE.8, dated 30<sup>th</sup> January 2004, states that not more than 25% of the fund generated in a year may be utilized for staff welfare activities. Any utilization of the Development Fund has to be approved in a BOM meeting with concurrence by the representative of the MHRD/DAE. Since most often the official members do not attend the meeting, it is not possible to draw the money during any emergency.

Organizing activities either on their premises or in outside centers is again a challenge for the JSS. The reason is extremely poor infrastructure both at the office premises and in the outside centers in a significantly high percentage of JSS across the country. Barring a miniscule percentage, others do not have their own premises and are running in rented buildings paying huge monthly rents to the tune of Rs.7000 to Rs.15000/- . Again, these buildings are not suitable to run vocational courses. The outside premises are again pathetic and run in a porch/room of a resource person's house. The offices also do not have adequate space for the programme functionaries to work and the ambience is rather poor. The other infrastructure facilities like computers are also not put to best use as in many cases the Director or the functionaries have little or no knowledge of use of computers. In many cases the Accounting is all manual and not adopted suitable software packages.

Lack of adequate funds and poor flow of the meager grant amount also throws the activities of the JSS into disarray. To plan quality vocational training or LEE activities, adequate finances are required to get quality Resource Persons. In most cases, JSS does not have a repository of Resource Persons. Even if they do have, they cannot afford to utilize their services as the honorarium they can pay is very meager and do not meet even their travel expenses. The RPs are also not given any training from time to time to upgrade their knowledge and skills.

The syllabi for various vocational courses are prepared by the respective JSS with the help of their vocational resources persons who are not experts in preparing syllabi considering the latest developments in the field. No experts are involved in this

exercise. The curricula for 36 courses are given by DAE and not updated periodically with the help of end-users. The curricula from DAE come in English and in the Hindi belt the RPs and the beneficiaries find it difficult to read the same. Another important aspect is that Communication Skills and Personality Development Modules are not offered as part of any course. This is most important to train the beneficiaries to interact meaningfully with the customers and other agencies for their post-training activities. There is no post-training follow up by the programme functionaries of JSS. The other issue relates to use of obsolete machinery for training purposes. For example they need a different kind of sophisticated sewing machine to teach Fashion Designing but they use only the pedal sewing machine which is outdated. The machines in most cases are old and constantly under repair or the ratio of students to a machine are too high which does not give sufficient time for each student to learn. There is no vigorous monitoring of these training programmes or examination of the skills learnt by the beneficiaries. Thereby, the quality of the products tends to suffer and do not find appropriate market for their product to gain economically.

During the SVP period, Diploma/PG Diploma courses were being offered which were extremely useful. In the JSS guidelines this provision is not there. The irony is that IGNOU is now running them and the JSS is to coordinate the programmes.

The JSS Certificates are not given recognition by most states even by their respective Employment Exchanges. The manner of selecting the courses is also not based on scientific Training Needs Analysis in most cases. The same traditional courses are offered year after year. There is again no norm regarding the number of courses to be offered of various durations. Some run a large number of one-day to a week's duration courses and some others run a number of long duration programmes of six months to one year.

To give a few instances, in the coastal belt there is vast scope to offer courses on prawn/fish culture, sea food packaging, exporting; in other places where it is of tourist attraction, courses related to Tourist Guides, etc., is not vigorously explored in

many cases by the JSS. In other instances, the lady beneficiaries stated that they also wanted to be enrolled in two wheeler mechanism and home appliance repair courses, whereas the JSS was running these courses only for boys thinking that it was the domain for boys only. In some other state, the boys wanted to be enrolled in cookery, baking and catering courses which were traditionally being offered to women only.

The poor convergence of JSS, SRC and ZSS is a matter of great concern. Convergence with other departments is also equally important for the functioning of JSS. Neither the Guidelines of SRC nor ZSS mention clearly the need for their convergence with JSS.

Facilities for programme functionaries to visit far off centers to organize courses or to monitor ongoing programmes are also poor. Most often the JSS has only one four wheeler which is used by the Director and the functionaries to go to distant centers or to move machines etc. In a large number of cases, the parent body has sole use of the vehicle. The functionaries use their two wheelers or bus for visits. The travel expenditure is met in some cases and in some JSS the travel bills are not met for several months due to lack of funds. Most often the programme staff is so few in number that even the office staff doubles up as programme staff at no extra compensation. All these aspects make for very poor monitoring of the activities.

Lack of focus on quality of training as well as the products and services of beneficiaries is another vital area which has not received its due emphasis. Lack of professionalism in quality assurance is a major deterrent in the scheme.

***Data findings:***

All the participants of regional workshops were asked to suggest measures to streamline selected components of programme planning and implementation in JSS activities more specifically in the components of vocational courses and other activities. These areas included the following:

- Course/Event Identification
- Programme Planning
- Budget Allocation
- Programme Scheduling
- Staff deployment
- Provision of training infrastructure
- Monitoring and Supervision
- Collaboration with agencies
- Fee structure
- Post Training Follow up
- Quality Assurance of products and services of beneficiaries
- Product promotion and marketing of products and services of beneficiaries
- Initiatives for employment/self employment of beneficiaries
- Expected support from DAE/MHRD
- Networking with stakeholders

#### **4.1 Course/Event Identification**

The findings reveal that a majority of respondents (46.3%) that vocational courses must be identified keeping in view local and regional context and felt needs of the population. Further, 18.1 % of the respondents felt that courses must be identified such that they have the potential of generating at least income for family subsistence. Almost all the respondents agreed that such courses must be identified through systematic need assessment surveys and studies.



With regard to identification of courses related to Awareness and Other activities, the respondents made the following suggestions:

- Topics related to current economic/social/cultural/natural disasters are identified
- Situation based programmes have to be evolved
- ZSS and JSS should conduct awareness programme as a joint venture
- Awareness activities should be integrated in the vocational courses
- National Awareness activities should be uniform at all JSS
- Satisfied with the present system
- Exhibition and melas must be a regular activity rather than sporadic

#### **4.2 Programme Planning**

Regarding programme planning component there was a general agreement that the planning guide for carrying out the activities must be the Annual Action Plan. However, there was also a strong view that during the preparation of Annual Action Plan the following aspects must be seriously considered:

- Detailed discussion and debate must be carried out about the feasibility and outcome of a course or activity.
- The field staff and other programme functionaries must be given a free opportunity to participate in the preparation of Action Plan and provide them ample space in the decision making process regarding planning of a given activity.
- Care is to be taken to recognize the local socio-economic and cultural context and systematically assess the feasibility of starting a course through a well conducted needs analysis study.

- It would be appropriate to focus on a relatively small number of courses rather than mounting several courses so that intensive and effective monitoring and supervision of tasks could be carried out.
- It is essential to systematically document in detail about every stage of training courses from launching to conclusion in which detailed information is presented regarding the experiences of the programme functionaries focusing on following aspects:
  - Field setting (socio-economic and cultural context of beneficiaries and their families)
  - Level of acceptance of the programme by the local community
  - Problems related to motivating people to participate in the programme
  - Experiences regarding scheduling including selection of venue, nature and extent of cooperation of training instructors
  - Assessment of training quality in terms of content and management of sessions,
  - Participation levels of beneficiaries in the sessions including attendance and interaction with instructors
  - Assessing beneficiaries' assessment regarding delivery of training programme
  - Other aspects

The above mentioned aspects are to be documented through a format appropriately devised. The information so documented would throw considerable light on not only the efficacy of the programme but also help in redesigning/refining various elements of programme implementation.

### **4.3 Budget Allocation**

The major suggestions regarding the budget allocation for various programme include the following:

- As per the guidelines but with a strong monitoring mechanism (27)
- Increase budgetary allocations (44)
- Allocate fund for setting production units/infrastructure development (5)
- Budget allocation according to the nature of programme (37)
- Increase budget for variety of vocational course (8)
- 50% for vocational course (1)
- Uniform budget for all JSS (1)
- Provide stipend to beneficiaries (1)

As can be seen, stepping up overall budgetary allocation was put forth a significant number of respondents. A sizeable proportion of respondents however felt that budget allocations for the programme activities must be according to guidelines and that there should be a monitoring mechanism in the appropriation of allocated budget under specific heads. Discussions held with various functionaries in the sample JSSs visited reveal that budget allocations must always be higher for programme activities rather than for salaries and other non-programme heads. At present allocation for programmes is pegged at about 50 % of the overall approved budget. However it was also mentioned that given the fact that JSS staff members receive lower salaries and other perquisites, a balance could be arrived by stepping up overall grant amount.

Further, it was suggested that there is an urgent need to increase the allocations for honorarium for training instructors. The detailed interviews with groups of training

instructors in the sample JSSs covered revealed that the existing honorarium was too meager compared to the current living expenses. As a respondent said,

*'I work as an instructor for cutting and tailoring course for many years with JSS. I receive an honorarium of Rs.800 per batch which is too less. This fee was fixed nearly ten years ago. The living costs since then has shot up to ridiculous heights. I strongly feel that the honorarium for me should be at least Rs.2000 per batch'.*

The plight of instructors of other courses too were reported to be similar and there was forceful demand by these respondents that lower compensation for training instructors would certainly affect the quality of instruction and ultimately do not have any benefit for the trainees.

#### **4.4 Deployment of Staff**

Major suggestions with respect to strategies for deployment of staff included the following:

- Monthly evaluation and deployment as per the need (30)
- Deployment according to area/course (13)
- Need for permanent Resource Persons(7)
- PO should conduct programs and Director should supervise (9)
- The prerak of CEC can work as resource person
- The JSS staff can work as resource person
- Arrangement of expert Resource Person

## **4.5 Training Infrastructure**

With respect to improvements needed in training infrastructure, the participants in the workshops offered the following suggestions:

- As per the training needs
- Infrastructure in CEC should be developed
- LCD / OH projectors and other tools and equipments
- Provide more grant for the development of training infrastructure
- Provide more Teaching – Learning Materials

The interviews with functionaries at sample JSSs also revealed that while training infrastructure in JSS headquarters are reasonably adequate, the same with respect to those at remote training centres were reportedly quite poor. The major reason for this is the abject lack of a strong monitoring and supervision system. Further, there is a tendency to show case JSS activities in its campus than in remote locations where programmes receive lesser visibility. This would lead to a lopsided allocation of infrastructure at main campuses. However, the findings further reveal that among several sample JSSs, the responsibility of establishing and managing training infrastructure has been given to collaborating agencies. In such cases, typically the collaborating agency trains JSS trainees along with others in specific courses such as computer application, DTP etc. In one of the JSSs visited it was found that the entire infrastructure related tailoring courses conducted in a remote centre is owned by an NGO which is a collaborating agency for JSS. In such instances the role of JSS in providing training infrastructure is minimal.

## **4.6 Monitoring and Supervision**

Monitoring and supervision has always been a major area of concern in JSS activities. As mentioned elsewhere, given the vast area of operation coupled with inadequate staff and logistics and other resources, JSSs suffer from absence of a strong monitoring and supervision mechanism. However, suggestions of respondents in the

workshops to improve this element of programme implementation were not many.

The following are the major ones:

- Programme monitoring by Director and other staff
- Feedback from participants
- A standardized monitoring programme should be done
- Monitoring by DAE
- Monitoring by SRC and other local NGOs

#### **4.7 Collaborations with other Agencies**

With respect to strategies for collaboration of JSS with other agencies, suggestions from the respondents were again few and are presented below:

- As per the need identify reliable and efficient agencies
- Collaboration with management institute / technical institutions
- Collaborate with agencies which could provide infrastructure / financial / Resource Person support
- Collaboration with SRC and ZSS for effective functioning

As mentioned elsewhere, establishing strong collaborating linkages with other agencies is a crucial strategy of JSS. Towards this end, JSSs have been striving to have effective working relationships with collaborating agencies. The findings reveal that overall JSSs have been reasonably successful in establishing such linkages to the advantage of beneficiaries. This was also revealed during discussions with training instructors and representatives of collaborating agencies. However, some suggestions given by this group in enhancing the effectiveness of collaborating linkages are worth mentioning and are presented below:

- Involve collaborating agencies during the preparation of Annual Action Plan of JSS. This could facilitate the agencies to make training plans in advance

- Higher honorarium for training instructors
- Upgrade skills of training instructors through regular training with reputed agencies
- Upgrade course syllabi for various courses
- JSS to provide modern teaching materials and training equipment to collaborating agencies
- JSS to identify beneficiaries and provide on-site-support to collaborating agencies
- JSS to support agencies who have market links by way of linking beneficiaries with marketing products
- JSSs to have functional links with collaborating agencies who have contacts with various departments and ministries
- JSS to organize exposure visits for collaborating agencies
- JSS must strive towards enhancing the accreditation of courses offered by the collaborating agencies which would be mutually beneficial
- JSS must evolve and put in place a post-training follow-up system and provide feedback to collaborating agencies on a regular basis

#### **4.8 Fee structure**

A sizeable proportion of respondents in the workshops (28.3%) felt that the existing fee structure of JSS training programmes is reasonable and must be adhered to. However a more or less similar proportion (32.3%) mentioned that fees must be fixed based on the socioeconomic condition of the beneficiaries and in this respect there should be a degree of flexibility. This sentiment was expressed by a large proportion

of respondents during visits to sample JSSs. In one of the JSSs visited, a respondent mentioned thus:

*'We run a training course in a remote location where we charge a very nominal fee for the trainees. However, a similar training programme is organized by a government agency which provides stipend to its trainees. In this light, there is a general feeling among the people that JSS an organization under the aegis of the government must not charge any fee to the trainees.'*

However, it is interesting to note that a diametrically opposite opinion was expressed by the respondents from another sample JSS who said,

*'We run longer duration computer training courses for which we charge a fee of Rs.1000. However, we find that despite this low fee there is no much demand for the courses offered while there is a considerable demand for exactly similar courses offered by private agencies which charge Rs.4000. When probed into this, we found that there is a stigma operating among people that low-cost courses are inferior in terms of quality of training.'*

#### **4.9 Post Training Follow up**

This is another vital element in JSS activities and ultimately indicates a clear measure of programme outcomes. However, as in the case of monitoring and supervision, follow-up of beneficiaries after the course is also a major area of concern and needs serious attention. The major suggestions offered by the respondents in this respect include the following:

- Facilitate for bank linkage for starting own production units (self employment)
- Provide infrastructure for setting up of promotion centers
- Close monitoring of the follow up programme



- Separate team is needed for post training follow up and should be provided with good honorarium
- Follow up should be done regularly and success stories should be published
- Follow-up programme through arranging placement
- Other agencies should be involved in follow up

#### **4.10 Quality Assurance**

The element of quality of products and services offered by the beneficiaries in a highly competitive market place as at present needs no overemphasis. Major suggestions regarding enhancing quality of products and services offered by beneficiaries offered by the respondents include the following:

- Certification by a competent accreditation agency about the product (Ex Agmark etc)
- Labeling / branding
- Arrange for marketing facilities / training on marketing facilities
- Experts should be involved in Quality assessment/check quality
- EDP training
- Linkage with major market players
- Formation of Quality Assessment Committee
- Feedback from the consumer

Quality Assurance of products of JSS beneficiaries is an area that needs close examination as most of the respondents in workshop as well as those in the sample JSSs were unable to provide specific suggestions and effective mechanisms that could be integrated into JSS programme activities. This is also reflected in the earlier

findings of external evaluations of JSSs where by and large no systematic efforts were made in the area of quality assurance of products as well as during training processes.

#### **4.11 Product Promotion**

Closely linked with quality assurance of products/services is the area of strategies employed for promoting and marketing the products produced by the beneficiaries. Here again significant suggestions were not forthcoming from the respondents except to state that there was a need for providing wide publicity to the products by way of advertisements and through all media channels.

#### **4.12 Initiatives for employment/self employment of beneficiaries**

The respondents were asked to suggest ways and strategies through which beneficiaries could be assisted in finding employment or set up their production units. A significant proportion of the respondents were emphatic in stating that exclusive placement cells be established in each of the JSSs. Another important suggestion was that job-clubs and SHGs be formed which could demand support from the government to set up production units as well as prefer JSS trained workers in its programmes. Establishing a robust link with industry, District Information Centre and Employment Exchanges was suggested by a significant proportion of respondents. Another suggestion was that JSS could make systematic efforts to obtain loans for its beneficiaries through offering required collaterals.

#### **4.13 Expected Support from MHRD/DAE**

The respondents were further asked to mention aspects and areas where MHRD/DAE could provide needed support. The suggestions offered in this regard are as follows:

- Arrangement for exhibitions / workshops / meetings
- Periodic supply of revised course materials

- Provide regular guidance on aspects needed by individual JSSs
- Provision of comprehensive list of awareness activities to JSS
- Stepped up grants with quicker flow of approved funds
- Monitoring of JSS activities on a regular basis

It must be mentioned that the suggestions made above were indicative of the expectations of JSS regarding MHRD/DAE support. However, during individual interactions with various functionaries it was emphasized that DAE is not too responsive to the individual problems of JSS and that decisions and actions are taken in a more mechanistic manner rather than considering them as problem-solving measures. Almost all respondents were emphatic about the inordinate delays in releasing funds which had reportedly put many JSSs into jeopardy. Another problem reported was the delays and confusing manner of issuing administrative orders and circulars many of which lose their significance due to time lapse besides the inability of functionaries to comprehend and act upon those orders. A major grievance reported by the respondents both during the workshops as well as discussions with sample JSSs was the absence of DAE representatives in BOM meetings. Due to this, many critical subjects put up in the agenda of the meetings remain undecided. This again had its negative impact on the administration of programmes of JSS. So much so that directors and BOM members of some JSSs expressed their anguish at the intransigence and apathy of DAE in looking into their problems and provide required guidance and support in an expeditious and proactive manner.

***Recommendations:***

It is recommended that as a first step, infrastructure facilities at the office premises as well as the outside centers must be improved on a priority basis. The MHRD must render support to the JSS to get land at cost price in the respective states. Secondly, they must release the building grant as soon as the land is available. It does not make sense for the JSS to be paying huge amounts of rent for premises which are not even

suitable to run an organization like JSS. Even where the parent body has provided space, they are charging huge rent for the same from JSS. This practice of parent body charging rent must be stopped immediately. So far as the block level is concerned, it is recommended that the local panchayat or any other agency willing to provide facilities to run the centers be approached and a reasonable rent be paid for this purpose by JSS from its grants. It is very essential that the facility at these centers must also be adequate to train the beneficiaries.

At the main office of the JSS, the staff needs to have adequate space and the ambience to work. Making the JSS IT enabled is another aspect that has to be addressed immediately. Common software must be also made available.

There is an urgent to take up scientific Training Needs Assessment before launching different courses. A survey of existing industries and other employment avenues must be made by the programme functionaries to determine what courses would be viable and that would help the beneficiaries to get income. For example in the coastal areas, there are industries dealing with Prawn/fish culture, packaging them and export. The courses related to these may be on offer at the JSS. The related industry personnel may be consulted regarding the skill requirement and the personnel may be asked to provide inputs into the course and to also offer apprenticeship training. They may also employ the beneficiaries who complete the course successfully. Similarly in the neem growing belt, one can link up with Khadi Gramodyog for giving courses in Neem cake and Neem oil preparation and also for marketing the same. In districts where weaving industry is predominant one can commence courses on weaving and interlink it with designing course so that the beneficiary can weave the designs that are in vogue. Thereby, a convergence between allied courses can be brought about.

Obsolete equipment must be replaced by modern ones and there must be a maintenance contract so that the equipment can be kept in running condition and a buy-back contract will enable the JSS to upgrade the machinery as and when it

becomes necessary. The Funding aspect will be discussed under Financial Management.

There is an urgent need to revamp the Zilla Saksharatha Samithis to make them viable units capable of discharging their mandated tasks. The fact that they are mostly defunct and insisting that JSS must get the list of neo-literate beneficiaries from them makes no sense. The State Literacy Missions must also be given strict instructions to discharge their functions adequately. The idea of bringing ZSS and JSS under the district administration for closer monitoring or entrusting the task to monitoring & supervision institutions on the lines of SSA may be explored. Alternately, as the JSS is supposed to take up TNA, they can also do a household survey for the District administration as a consulting job and JSS could charge for this service. Taking up Training Needs Analysis must be made mandatory prior to commencing courses. Each district and each area has unique features and opportunities and hence courses have to be tailor-made to suit the local needs. A Resource Person Repository must be created for each area and for each specialization. They must be paid honoraria at least in consonance with the going rate and must be enhanced annually. This cannot be automatic but based on regular monitoring and performance appraisal. JSS must also undertake to train the RPs on a regular basis to enhance their knowledge and skills. Without adequate payment of honoraria, one cannot expect quality RPs to train the beneficiaries. This in turn must ensure that the outcome will be of quality. Modalities for setting up Marketing tie ups for income generation for the beneficiary products must be explored and put in place. Internet use among RPs and Programme Functionaries, as well as the beneficiaries who will be enrolling for higher level courses in the future, must be taught to be computer savvy and to use internet to explore newer ways of doing things to be on the international horizon. Every beneficiary who undergoes any course must necessarily have modules on personality development, communication skills and computer literacy. A booklet may be given to each beneficiary in understandable language and difficulty level regarding the inputs provided in the course. This is not being done currently.

The other issue of vital importance that must be addressed pertains to Certification. The common refrain is that the certificates currently being given to beneficiaries woefully need official recognition. Such a step should enable the beneficiary to either seek a job, seek a loan and other facilities. In this connection the recommendation is that MHRD/DAE must tie up with Directorate General of Employment and Training, Ministry of Labour & Employment, GOI, New Delhi. They have introduced a Skill Development initiative Scheme based on Modular Employable Skills of National Council of Vocational Training. This certificate is recognized internationally and written in the VISA forms also. If JSS can link up with them and offer the vocational courses for which syllabi are prepared by the experts, industry and other end-users. Further, the external experts assess the skills and competency of the beneficiaries at the end of the course, and hence the Certificate issued will be of great value for beneficiaries. In this context, discussions were held with the Regional Director of this body, former Director, Directorate of Vocational Education, Government of Karnataka and the Chief Secretary of the Government of Karnataka who have welcomed this move and have agreed to pilot it in Karnataka State. This can be replicated in other states.

It is recommended that the practice of tie up of JSS with National Open School must be stepped up to enhance the component of Equivalency. The practice of offering Diploma/PG Diploma courses in collaboration with IGNOU must be revived in the best interest of the beneficiaries as had been the practice during the SVP period. JSS must also be encouraged to take up collaborative programmes with International Agencies like UNESCO, UNICEF, UNFPA, WHO, ILO, etc., for resource mobilization, transfer of training, research and so on.

Technical knowledge is also to be given to the course participants. For example, they could be imparted knowledge regarding the use of vegetable dye instead of chemical ones and explain their advantages. Kalamkari should be taught with proper kalam instead of brushes. Equivalency issue is to be also given high import as getting the beneficiaries to get into the mainstream of education is also a responsibility vested

with JSS. Similarly, more number of courses/programmes must be taken up under National Open School / IGNOU/ State Open School. The Life Enrichment Education programme must be made more inclusive and woven into each course. For example, even in a course on tailoring, if it is a six month course, regular LEE sessions of two hours on various aspects must be included per week. Experts in the issues being covered must be invited to provide inputs. As has been discussed earlier, it is assumed that JSS will pay higher remuneration at least on par with the existing rates elsewhere. JSS beneficiaries could participate in inter-JSS competitions in different areas, thereby; the beneficiary and his/her products can be marketed as their skills will be on display. JSS success stories can be broadcast/telecast on Radio/TV channels, for which DAE can produce media software. Films can be made and broadcasted on TV. Through all these measures, the JSS can be given wide publicity and result in Brand JSS. This will add visibility and demand for the courses conducted by JSS. Various Government Schemes come into vogue from time to time which the beneficiaries cannot utilize as they do not have knowledge or awareness about these. Hence, the programme functionaries should be given this information immediately so that they can communicate it to the beneficiaries.

## **CHAPTER V**

### **STAFFING AND FINANCE**

#### *Current Status:*

The Guideline for Shramik Vidyapeeths on staffing pattern states that there will be One Director; 3 Programme Officers; One Public Relation Assistant/Programme Assistant; One Librarian-cum-Documentationist; One Artist-cum-Projectionist; One Head Clerk; 2 Stenos; One Accounts Clerk; One Lower Division Clerk; One Driver; 2 Chowkidars; One Sweeper-cum-Farash and 2 Class IV personnel.

It further states that the size of the staff may ultimately depend on the size of SVP and to the extent its programme has developed. (The staffing pattern was appropriate for the SVPs which were to cover urban areas only.) In addition to the full time staff, this type of institution for its programme will need to engage on part time basis, according to requirement in each programme and activity the services of competent and experienced resource persons and subject matter specialists to help in designing curriculum, preparation of materials and for instructional purposes. It further adds that each SVP should have a provision in its budget for payment of honoraria to the part time staff and RPS.

JSS Guidelines of 2000, has suggested that there must be core staff which will include one Director and assisted by suitable selected personnel to assist in smooth administration; regular planning and monitoring; systematic conduct of programmes and adequate supervision of activities at the office and field levels. The JSS were to cover Districts and hence the guidelines must have specified the enhanced number of posts considering the vastness of the coverage area and emoluments also. It further says that all decisions with regard to the number of employees, their emoluments, their duties and functions and their designation will rest entirely with the BOM. The structure and shape of the staffing pattern is also said to fall within the purview of BOM. It adds as an afterthought that at least one programme officer/assistant



programme officer/coordinator should be a woman. The support services are to be managed by hiring suitable service agencies so that work of a manual nature is not entrusted to its employees. These nebulous statements have resulted in wide variations/disparities with regard to staffing pattern, emoluments and staff welfare measures, honoraria to RPs and a host of others.

While the employees of the SVP's were on a scale of pay, the Guidelines of JSS of the year 2000 says that the staff of JSS will be on consolidated basis and are not employees of the Government. This amount also is to be fixed by BOM. The guidelines further states that no contract shall be signed with any staff member for a period exceeding three years. Contracts for shorter periods shall be signed at the discretion of the BOM. No differentiation is made in this regard for either the Director or other functionaries. In the GOI circular bearing No. F.8-7/2003.AE-8, dated 20<sup>th</sup> April, 2004, states that the Chairperson may execute contract with the selected candidate for a period of one year initially on a consolidated salary of Rs. 18,000/- per month (all inclusive). Depending upon the performance of the Director, JSS, an extension of two more years could be considered by the Chairperson with the approval of BOM with a consolidated salary of Rs.19,000/- per month (all inclusive) for the second year and Rs.20,000/- per month (all inclusive) during the third year. There is no provision for renewal of contract to the Director after expiry of the three year contract period. However, a fresh contract for further two years could be considered by the Chairman with the approval of the BOM. In such cases the consolidated salary of Rs.20,000/- be retained.

In actuality, there are wide variations among JSS across the country in terms of period of contract, staffing pattern (varying from 9 to 18), differential emolument pattern, different staff welfare measures, etc. The Director is given a contract for three years and after that, the post is advertised. The approval for the same is sent to DAE and in turn, it is sent to MHRD. All this procedure takes nearly a year and later they are asked to re-advertise quite often on flimsy grounds stating that the advertisement was not in the stipulated format. They are supposed to advertise in National and local dailies.

This entails huge costs to JSS. This process is repeated for years on end and the Director remains In Charge Director not knowing how long he will be in the saddle. Lot of uncertainty prevails. In the case of other functionaries, the contract is given for two years and in some cases it is renewed on an annual basis. Their continuance or otherwise depends on the mercy of BOM. All this uncertainty makes the staff look for other openings if they still are young and for others it is a highly stressful experience as lack of job security affects their performance. It is also highly de-motivating to the staff. There is no chance for career progression for programme officers within the JSS.

### **Financial Management:**

The SVP guideline while outlining the Financial Pattern says that being a Central Scheme, funds for establishment of each SVP and for expenditure on salaries of full-time employed staff, rent, where necessary, transport and the organization of the programme will be provided by the MHRD. Further, it clearly states that each SVP raises additional resources which may include reimbursement of fee for programmes organized on the request of employers, rent-free use of furnished classroom facilities in different places such as factories, labor welfare centers, school buildings and voluntary organizations, subsidies from State Governments, local administration and Municipal Corporation and where possible nominal fee from the participants. The guideline had estimated the financial pattern for SVP for the first year and it was to be as follows:

**Table 17: Recurring Grant**

<b>Sl.No</b>	<b>Budget Head</b>	<b>Amount in Lakhs</b>
1	Salary of staff & allowances to all staff & TA/DA	2,60,000
2	Honoraria to part time instructors & RPs	30,000
3	Other items of expenditure (including rental of accommodation, telephone, postage, stationary, contingencies, etc)	60,000
	<b>Total</b>	<b>3,50,000</b>

**Table 18: Non-Recurring Grant**

Sl. No	Budget Head	Amount in Rupees
1	Furniture (including furniture for staff, seminar room and library)	15,000
2	Duplicating machine	10,000
3	Typewriter	10,000
4	Audio-visual equipment	15,000
5	Multipurpose van	1,00,000
	<b>Total</b>	<b>1,50,000</b>

Hence the total of recurring and non-recurring allocation was Rupees 5 lakhs. The guideline has also clearly spelt out the scale of pay for the core staff of the SVP. In the following table, the scale of pay that existed when SVPs were set up as well as the revised scales of pay during the Fourth and Fifth Pay Commission is presented:

**Table 19: Pay Scales during Different Pay Commissions**

Sl.No.	Name of Post	Pay Scale as on 1984	4 <sup>th</sup> Pay Commission Scales (1986)	5 <sup>th</sup> Pay Commission Scales (1996)
1	Director	1100-50-1600	3000-100-3500-125-4500	10000-325-15200
2	Programme Officer	700-40-900-Eb-40-1100-50-1300	2200-75-2800-Eb-100-4000	8000-275-13500
3	Asst. Programme Officer	425-15-500-Eb-15-560-20-700	1400-40-1800-Eb-50-2500	4500-125-7000
4	Stenographer	425-15-500-Eb-15-560-20-700	1400-40-1800-Eb-50-2500	4500-125-7000
5	Head Clerk	425-15-500-Eb-15-560-20-700	1400-40-1800-Eb-50-2500	4500-125-7000
6	Accounts Clerk	330-10-380-Eb-12-500-Eb-15-560	1200-30-1560-Eb-40-2040	4000-100-6000
7	L D Clerk	260-6-290-Eb-6-326-8-366-Eb-8-390-10-400	950-20-1150-Eb-25-1500	3050-75-3950-80-4590
8	Driver	260-6-290-Eb-6-326-8-366-Eb-8-390-10-400	950-20-1150-Eb-25-1500	3050-75-3950-80-4590
9	Class IV Staff	196-3-220-Eb-3-232	750-12-870-Eb-14-940	2550-55-2660-60-3200
10	Chowkidar	196-3-220-Eb-3-232	750-12-870-Eb-14-940	2550-55-2660-60-3200
11	Sweeper/Farash	196-3-220-Eb-3-232	750-12-870-Eb-14-940	2550-55-2660-60-3200

Source: Sub Committee Report, JSS Thiruvananthapuram (11-02-2005)

The SVPs were set up specifically stating that the core members of the SVP would be on scales of pay. In the year 2004 the orders from MHRD said that the staff of JSS

would be on consolidated pay. Some SVPs did not fall in line and were continuing on pay scales. The recent Hon'ble High Court Order dated 21.02.2008, hearing the Writ Petition No. 34316 of 1998 has directed the Government to take an informed decision regarding the issue of extending the Fifth Pay Commission recommendations to the staff of SVP and to take a decision in accordance with law. The other issue of critical importance to be addressed is with regard to the same scheme having two patterns of salary structure, one on scale and the other on consolidated basis.

The other issue is that the JSS Guidelines of 2000 has also stated clearly that "JSS staff are employees of Sansthan/Parent Organization as the case may be and not Government employees". This has resulted in the staff of JSS being used by the Parent organization for its own purposes. Hence to harbor apprehension that if the JSS staff are given scales of pay they will claim that they are Government employees, does not hold water. Denying the staff of emoluments due to them amounts to injustice.

The guideline further states that the resources (human, physical and financial) of the JSS shall be utilized for the purpose of JSS only. Utilization of services of the members of staff of JSS by the parent organization, use of JSS vehicle for other purposes and other transgressions shall be treated as serious violations of these guidelines. The BOM of JSS is to decide the emoluments to be paid to staff members within the ceiling fixed by MHRD. The JSS is to be classified into 3 categories depending on the nature of the city/town and the quantum of work carried out by the institution. The revised financial assistance for recurring and non-recurring expenditure for the 3 categories of JSS as stipulated in the guidelines is as follows:

**Table 20: Recurring expenditure**

Sl. No	Budget Head	A	B	C
1	Emoluments	16.00	15.00	13.00
2	Honorarium	8.00	5.00	5.00
3	Office Expenditure	5.00	5.00	4.00
4	TLM	6.00	5.00	3.00

- *includes EPF and Gratuity*

**Table 21: Non-recurring expenditure**

SI No	Budget Head	A	B	C
1	Vehicle	4.00	4.00	4.00
2	Computers with printers	3.00	0.75	0.75
3	Audio visual equipment	1.00	0.35	0.35
4	Photocopier	1.50	1.50	1.50
5	Fax machine	0.25	0.25	0.25
6	Course related material & equipments	5.00	3.15	3.15
7	Misc. expenses	0.25	0	0
	Total	15.00	10.00	10.00

In addition, a grant of Rupees 20 lakhs has been earmarked as building grant for the construction or repair of JSS building. This comes with riders that:

- the land or building should be registered in the name of JSS
- Building Plan should be approved by the local competent authority
- Estimates should be prepared by the Public Works Department

The guideline further states that the JSS would be motivated to try and acquire their own accommodation as far as possible and building grant would be given sparingly. These above aspects related to finances beg the questions like is it relevant to have this kind of categorization into A, B and C based on type of city/town or should other criteria be used and secondly is it necessary to have such categorization? The other aspect relates to quantum of funding. The question here is, are there criteria for deciding an 'X' amount of grant to JSS. Again with regard to building grant, the ground reality is that a negligible number of JSS have received this grant. To expect JSS or its BOM to acquire land to construct is again unrealistic. To acquire land at the going rate would be next to impossible.

Each year the JSS is expected to submit its Action Plan and Budget for approval. As in the past, JSS is expected to submit the audited statement of accounts and utilization certificate from the Chartered Accountant. The guideline also clarifies regarding re-appropriation of funds and with regard to unspent balance.

Regarding release of funds, the MHRD is to release it in 3 installments, the first at the beginning of the financial year, second after the issuance of the utilization certificate by the department on the basis of Audited Statement of Accounts for the previous year but interestingly, there is no mention as to when it is expected to release the third installment. The ground reality is that the grants are never released in time throwing the entire programme into disarray. The first installment is received by October and the remaining is received as late as last week of March. This issue of delay in release of funds has been brought to the notice of the MHRD/DAE from time to time but it has not been addressed so far.

The other important issue under financial management pertains to Development Fund. The JSS is expected to maintain a separate account for the income received under the Development Fund and is subject to audit and is to be reflected in the audited statement of accounts of the JSS. Guidelines spell out broadly the items for which this money can be utilized. The stipulation is that a representative of the MHRD must be present in the BOM meeting wherein decision with regard to proposal for utilization of this money is concerned. Since most often the representative from MHRD do not attend the meeting, the utilization of this money is extremely difficult and does not serve the purpose. On the whole, the issue of the procedure for the utilization of the fund is very cumbersome.

The whole issue of financial management appears to lack vision especially from the future perspective of JSS. Many a times it is reported that Director I/C receives lesser salary than a Programme Officer. Such anomalies also exist. A meager allocation of Rs. 15 lakhs under salary head is grossly inadequate. For an important scheme like JSS, the grant is very low even currently. The grant amount which has been fixed more than 7 years ago and taking into account the burgeoning costs of living, cost of TLM especially in the light of increasing pressure from MHRD to expand the number of activities/programmes annually. Given this situation, there is a strong tendency on the part of JSSs to resort to submit fictitious progress reports. As an inevitable consequence, the quality of the programmes/activities has suffered tremendously.

As has been stated earlier, the BOM has been vested with the powers to decide on all aspects of financial management and appointment of staff, etc. Without adequate monitoring and checks and balances, it has resulted in vast variations in staffing pattern, their emoluments, payment to RPs, fee structure and so on. There does not appear to be any scientific rationale in fixing the fee or for that matter, the remuneration to be paid to RPs. In a similar vein it can be said that there is again no common staff structure or nomenclature or emoluments to be paid to them. This arbitrary fixing of these parameters has led to de-motivation on the part of the staff leading to poor performance among many JSSs.

The SVPs were hiring staff on a scale of pay and during the year 2000 when MHRD took a stand that all JSS would have to pay their staff consolidated pay, some SVPs converted from scale of pay to consolidated mode and since there was a ceiling set by MHRD on the amount, they ended up getting lesser pay than what they would have rightfully got. Some other SVPs chose to ignore the directive and have continued to be on scale of pay as their argument is that they are not under obligation to convert to consolidated pay as they were SVPs. The other dismaying fact is that for years on end, the staff of JSS is languishing on a fixed amount without any hike (no increase in DA or increments or other allowances). While the cost of living has gone up several times since the upper limit was fixed, no serious effort on the part of MHRD seems to have taken place to set right such anomalies which amount to lack of concern towards the institutions set up by it. **It must be mentioned that SVPs, which were operating in cities and towns only had a total of 18 sanctioned posts with scale of pay. However, since 2000, JSSs which are expected to cover the entire district as their operational area have neither sanctioned posts nor emoluments fixed. Because of this, there are large variations in designations, number of staff and monthly emoluments.**

Even TA bills are not paid for long periods of time by many JSSs due to lack of funds. While some JSS have made a provision for medical reimbursement and medical leave

and Gratuity others have none. This is not a healthy trend in the management of JSS. It is now the era of mobile phones. Landline use is minimal. All functionaries use mobile phones for official purposes but the expenditure is not reimbursed to them as was pointed out by the staff.

Three years ago JSS were asked to open account in Canara Bank for telegraphic transfer of funds. But all JSS do not get the money at the same time. In rural areas, for example in Howrah district in Kolkata, where there is no Canara Bank it is again a huge problem to receive funds telegraphically. There are delays and hurdles in this mode also. While the MHRD holds that the delay is because the JSS does not send the audited statement of accounts and Utilization Certificates in time, the JSS say that the MHRD does not acknowledge receipt and keep saying that it has to be re-sent as they have not received it. Hence the process, procedure and the policies in place are to be blamed. Ultimately, the blame-game has only resulted in lowered performance standards of JSS.

***Data findings:***

The fundamental issues concerning the JSS staff were with regard to staffing pattern and emoluments. The main contention was that during the SVP period, the Scheme was started with clear guidelines pertaining to two issues mentioned. Subsequently, once the pattern changed to that of JSS during the year 2000, it led to a lot of discontent as all issued pertaining to staffing and emoluments were left to the discretion of the respective BOMs. As a result, irrespective of the quantum of work each JSS has its own staffing and emolument patterns. The other issue concerning with consolidated pay and contractual appointments has eroded the motivation of the staff. A sense of insecurity and uncertainty with regard to their service continuity has further demoralized the staff. The ceiling of Rs.15 lakhs for the salary head in the budget is again a constraint in providing increments, DA etc., to the staff. There was a anguished plea to redress these issues on a priority basis. The JSS staff and BOM



members strongly recommended that the grant amount be stepped up in consonance with rising costs, expansion of activities and coverage.

Another strong view expressed by JSS staff was that service benefits like EPF, Gratuity, medical insurance/reimbursement, death relief, Earned Leave, Medical Leave, Maternity Leave , must be introduced mandatorily.

During the course of the workshop proceedings, the respondents were asked to suggest an appropriate annual budget for each JSS under different heads. Findings in this respect are presented in the following table. As the table indicates the suggested budget is spread over a variety of heads. It is interesting to note that a significant number of 58 respondents have suggested an allocation of Rs.7.5 lakhs to Rs.10 lakhs for vocational training activities. Further 49 respondents suggested a similar allocation for training of staff. With regard to Awareness and other activities a large number of respondents that is, 134, have suggested a budget allocation ranging from Rs.50,000 to Rs.3,00,000. Similarly, 104 and 98 respondents have suggested identical allocation for the heads of vehicle maintenance and building maintenance. Further, 103 respondents have suggested that a budget allocation ranging from Rs.50,000 to Rs.3,00,000 be made for Performance Incentives for staff.

**Table 22: Suggested Allocations for various heads in JSS Budget**

	Vocational prog.	Awareness prog.	Other activities	New prog.	Office admin.	Training	Vehicle maintenance	Building maintenance	Communication	Performance incentives	Others
Up to 50000	1	12	20	20	5	1	13	27	56	43	12
500001 – 150000	3	37	30	30	7	5	64	53	49	45	10
150001 – 300000	6	37	32	37	30	17	40	45	13	15	9
300001 – 450000	3	2	3	2	12	19	2	1		1	
450001 – 600000	12	22	22	16	30	47	8	2	11	11	4
600001 – 750000	14	4	1		15	4	3	1	1	2	
750001 – 1000000	58	15	1	8	30	49	12	4	3	2	7
1000001 – 1500000	17	1	1	1	5	6			1	3	10
1500001 – 2000000	17	3			8	2	1			7	17
2000001 – 2500000	1				1						10
2500001 – 3000000	4							1			5
3000001 – 5000000	6				5			6			2
6000001 – 6000000				1	1						

These suggestions of budget allocations, needless to mention, are indicative in nature and the actual allocations need to be worked out on the basis of the quantum of programmes, size of beneficiaries and planned levels of programme expansion activities. However, there was a total unanimity regarding the need for providing various service benefits for all the functionaries of JSS. This is clearly depicted in the following table:

**Table 23: Percentage Distribution of respondents suggesting various service benefits according to posts**

Post	Type of service benefits												
	EPF	Gratuity	DA	Annual Increment	Medical Leave	Medical Reimbursement	T.A	Overtime Benefits	Bonus	Death Relief	Housing Loan	Other Loan	Other benefits
Director	99.4	96.3	95.1	99.4	100.0	95.1	98.9	45.5	75.3	89.4	83.2	80.9	79.7
PO	100.0	96.9	95.7	99.4	100.0	96.3	98.9	45.8	78.2	89.2	83.8	84.4	83.1
APO	100.0	96.8	94.4	99.4	100.0	96.1	99.4	51.5	79.5	89.1	83.0	82.4	78.6
FC	99.4	93.9	91.4	99.4	100.0	95.9	99.4	50.8	82.6	88.6	80.3	78.9	72.7
Manager	98.8	93.1	91.0	98.7	98.1	94.4	91.9	50.0	79.4	91.0	84.6	79.8	71.0
Acct	100.0	94.3	92.4	98.8	99.4	94.8	93.0	53.1	81.8	90.3	84.6	82.1	76.5
CLERK	97.6	91.5	88.0	96.9	97.0	92.4	89.9	53.6	79.3	89.3	85.2	81.0	71.0
PEON	99.4	93.6	90.9	99.4	99.4	96.1	91.3	58.8	81.3	90.3	83.7	79.5	70.6
Driver	99.4	93.6	92.2	99.4	98.8	97.4	93.5	64.0	82.7	91.7	83.6	80.3	72.7
Others	93.3	85.5	86.2	93.1	95.9	89.7	89.9	53.1	78.6	78.9	73.8	72.3	76.1

*Note: Positive responses*

As can be seen, basic service benefits including EPF, Gratuity, DA, Annual Increments, medical benefits, TA and Death Relief were fervently suggested by almost all the respondents as basic minimum benefits to be extended to all functionaries. In addition a significant majority suggested that benefits including overtime, bonus, loan facilities be provided.

The most critical issue mentioned by JSS staff as well as BOM members is related to inordinate delays in receipt of installments from MHRD. According to them this has led to lopsided organization of programmes, non-payment of salaries to staff for long periods of time, and such other related problems. Their suggestion was that the first installment must be received by May-June of the financial year and the second and final installment by December of that year. They wanted the grant to be released in two installments rather than three.

***Recommendations:***

The SVP guideline had clearly mandated the staffing pattern (as has been stated earlier) and made it clear that this pattern must change with changes in the activity pattern of the JSS. But it was silent on staff welfare measures to be provided. The JSS Guidelines is at the other extreme and leaves it entirely to BOM. It leaves even the emoluments to be paid to the discretion of BOM. It is recommended that first and foremost, a manpower requirement exercise be taken up on a priority basis for the current quantum of work of the JSS and then a forecasting be done with the envisaged expanded role and quantum of activities to be taken up by JSS 5 years from now, 10 years from now and 20 years from now. The number of personnel to be inducted in different categories must be based on this data.

Considering the fact that staffing and staff welfare and service benefits are critical to any organizational efficiency and effectiveness, it is recommended that this aspect be given prime importance in the scheme of things.

It is also necessary to decide on the job profile of incumbents and based on that; decide the qualification and relevant experience levels for appointment. Outsourcing certain activities of JSS such as security, installation and maintenance of equipment like computers, must be

initiated. The staffing pattern to include specific numbers and common nomenclatures must be fixed for all JSS to make it comparable. BOM alone cannot decide on who should be recruited or how one can be paid or what should be the tenure of appointment.

The regional office of the DAE, Chairperson of BOM, and one representative from District administration, that is, District Collector or his nominee and two non-official experts should form the panel to recruit Director and other staff of JSS either on contract or deputation basis. The contract renewal will also be taken up by this panel. Every functionary will undergo performance appraisal every five years and upon satisfactory performance as decided by the panel, the contract will be further extended by five years. This will go on till their superannuation on completion of 60 years. However, to determine the performance level of each of the functionaries in JSS, it is recommended that the number of Blocks in the district be distributed among them and the number of programmes/activities in those blocks for the year be clearly fixed. Thereby, when the performance of each of the functionaries is measured annually, the overall performance will reflect upon the performance of JSS. This will be measured based on clearly defined parameters and based on this the continuation or otherwise of increments and other benefits will be made.

The advertisement calling for applications must be given wide publicity by asking the Employment Exchange, collaborating agencies, NGOs and such others to help in disseminating this information. Transparency in the process of recruitment and contracts must be ensured at all costs. The entry level age requirement of 40 years in the case of Director must be removed so as to attract qualified younger people. The age of superannuation for the Director and the core staff may be fixed at 60 years and reviewed periodically.

So far as the staff welfare measures are concerned, it is seen that neither Smt. Purandeswari Committee Report or Jacob Aikara Evaluation Report on Scheme of JSS in 1993, make any specific recommendations regarding the staff tenure or their service conditions except to state that 'something needs to be done in order to deal with the situation of relative deprivation experienced by the staff of the SVPs with regard to the service benefits'. Unless the staff has amicable service conditions, one cannot expect any quality output from them. To deny them

normal service conditions, keeping them under stress and tension by giving them annual contracts and not giving emoluments which ought to be provided normally, amounts to denial of fair-play and against natural justice.

It is recommended that as in the SVP pattern, the personnel of the JSS be put on a scale of pay commensurate with the position and pay & allowances be fixed based on the figures provided in Table on page 67. As an alternative, the total amount of pay and allowances must be made equivalent to what they would have got if they were on a scale of pay. Cost of living is going up day by day and the staff of JSS cannot be denied hike in their emoluments sighting lack of finances. The Government cannot be an Ostrich but find ways to face the problems squarely. The matter of emoluments and the fact that contracts are given based on whims and fancies and not based on any performance criteria is eating into the fabric of JSS. In addition, it smacks of JSS as temporary structures and not as one which will continue to exist and play its rightful role in the future. The sooner these issues are addressed the better.

The emoluments for the Resource Persons also a point of great concern. Firstly, there is a need to identify a pool of RPs with qualification and experience, especially in emerging fields. Secondly, based on this, they must be paid honoraria on par with their counterparts teaching in other organizations. Thereby, one can get their commitment as well quality inputs. Paying a pittance and expecting quality inputs is not logical. JSS must be in a position to demand their quality inputs. It should again come with a rider that their performance will be assessed from time to time and strict adherence to rules would be made mandatory. This would be linked to the Modular Vocational Skills whereby external examiners would be evaluating the students who complete the courses taught. This would be one of the criteria for assessing the RPs. JSS shall also take up capacity building of RPs on a regular basis, at least once a year.

The next issue is with regard to staff welfare measures. All staff of JSS (including driver, chowkidar and sweepers) must be given EPF, Gratuity, Medical Insurance, EL (can fix total number of days if required), 8 days of CL, Maternity Leave and suitable Festival Bonus may be fixed from time to time.

## Financial Management

Financial Management is a critical area which needs special focus. The current pattern of grants to JSS based on categorization into A, B and C is to be disbanded immediately. The grants given to the tune of 35, 30 and 25 lakh rupees respectively, are grossly insufficient. As has been said earlier the only basis for this categorization is type of city in which the JSS is located but all JSS have been doing the same kind of activities. They are now expected to cover all blocks in the district. Instead of spreading oneself thin, the government must shut down the non-performing and the more recent JSS which are not functioning well and **use this phase as one for consolidation**. Once the reforms are put in place and performance assessed after 5 years, based on the outcomes, again expansion can take place with criteria elaborated in the earlier section. On the one hand JSS is asked to step up the number of beneficiaries to be addressed by them on an annual basis, they are asked to adopt blocks in their district, but the grants have remained locked at the same level. This is an anomaly. To decide on the quantum of grant by the Government, one has to be clear on the target group they need to address, the growth in the target groups as well as the territory each JSS needs to cover. While determining the quantum of grant to be released to JSS annually, one has to take into account the inflation index. In the year 2000, the Inflation Index was 389 and currently it is 551. Hence even by this logic the grant amount should have been Rs. 60 lakhs per annum at the very minimum. For implementation purposes, when this measure becomes operational, it is recommended that the performance of JSS be measured annually based on the indicators which will be reflected in their Annual Action Plans. The suggestive indicators in this regard are:

- a. Area of Coverage- SC/ST concentration, Tribal areas, Low Female Literacy areas etc.
- b. Number of beneficiaries covered
- c. Duration of Programmes
- d. Quality Assessment of programmes
- e. Employability of beneficiaries completing the course
- f. Absorption capacity in terms of financial expenditure

The Regional Office of the DAE will scrutinize the Annual Action Plans and Annual Progress Reports with respect to the above parameters determine the levels of performance. The quantum of grant to be released would be based on the progress achieved. The HR Cell in the DAE at the Centre will evolve suitable common norms for this purpose.

A look at the SVP pay scales recommended, the Director is to get Rs.1100-1600/- which is equivalent to current Rs.10000/- at the minimum of the scale. Likewise, in the case of Programme Officers it was Rs.700-1300/- and so on. In the JSS Guidelines of 2000, it only specifies the emoluments to be given to the Director as Rs. 25,000/- for category 'A' JSS and Rs.20000 for other JSSs. At the same time the Guideline says "depending upon the qualification and experience of the person selected, the BOM may consider offering a minimum consolidated amount along with such facilities as it may deem fit (his EPF, residential telephone , vehicle for official use, medical reimbursement, house rent, servant allowance and Leave Travel Concession.). This however is entirely suggestive. However, an Administrative Order issued on dated April 20, 2004 re-fixed the emoluments for the Director as Rs.18000 and increasable up to Rs.20000 only. Implementation of this retrospectively almost downgraded the post of Director and also brought in a good amount of heartburn among directors. It must be reiterated that any order issued must be implemented prospectively and take into account justice and fair play. It is clarified that each JSS is free to decide the quantum of emoluments to be paid to Director and other members of staff". (Section 6.26.2, Pages 24-25 of JSS Guidelines of 2000). Hence while considering a pay package for these functionaries in the current times, it would mean an amount of Rs.30,000/- (approx) including DA for the Director. This is only illustrative. This is to be further revised taking into consideration the equivalent emoluments on the lines of the Sixth pay Commission. Hence if we consider the total emoluments to be disbursed by a JSS for 6 Programme functionaries including Director, the total amount under salary and Programmes & TLM heads will be approximately Rs.5, 00,000 per month. Details in this respect are presented as follows:



**Table 24: Recurring Expenditure**

	Number	Total Emoluments (Rs/month)
<b>Salary</b>		
Director	One	30000
Programme Officer	Two	36000
Asst. Programme Officer	Two	32000
Programme Assistants	Four	48000
Accountant/Officer Manager	One	16000
Office Assistant	Two	20000
Drivers	Two	16000
Class IV Staff	Two	12000
Chowkidar	One	5000
Sweeper/Farash	One	5000
<b>Total</b>	<b>Eighteen</b>	<b>220000</b>
<b>Programme Expenditure (Equipment &amp; Raw Material) (Variable Budget)*</b>		<b>200000</b>
<b>Office Expenditure</b>		<b>80000</b>
<b>Grand Total</b>		<b>500000</b>

\*The programmes must keep increasing on an annual basis and the additional fund requirements will be met out of the money generated by the JSS under Development Fund.

The above table is only indicative considering the minimum level of core staff based on minimum number of programmes to be covered. As and when the programmes/activities are stepped up, the staffing pattern as well as the budgets will have to change accordingly. It is recommended that a Special Cell within each Regional office of DAE be created for forecasting, evolving staffing patterns as well as remuneration packages.

It is not going to be possible for the Government to keep increasing grants exponentially, without JSS contributing its mite in generating its own funds to augment or supplement government grants. In any case, going by the assessment of the Annual Plan of Action, the grant must be raised to Rs. 60 lakhs to all JSS and wherever the JSS is ready with land and a building plan, after assessing the genuineness, a one-time building grant must be released immediately. Again, Rs.20 lakhs for building grant is insufficient in the current times and may be raised to Rs. 40 lakhs. In fact, all JSS must be urged to have its own building at the earliest as they are currently spending enormous amounts of money on rent for premises which are

unsuitable (in most cases) to run a JSS. However, the grant amount to be released will be linked to clearly measurable achievement of performance targets by the JSS.

**Table 25: Non-Recurring Expenditure**

Head	No.	Amount (Rs)
Four-wheelers vehicle	Two	14,00,000
Two-wheelers vehicle	Two	1,00,000
Computers & peripherals	Six	2,00,000
Training Material (Equipments)		7,00,000
<b>Total</b>		<b>24,00,000</b>

*Note:* While arriving at the financial parameters the recommendations of the “*Report Of Working Group On Elementary Education And Literacy For The 11th Five Year Plan*” Government of India, Planning Commission which was setup in June 2006, (ref: [http://planningcommission.nic.in/aboutus/committee/wrkgrp11/wg11\\_eleedu.pdf](http://planningcommission.nic.in/aboutus/committee/wrkgrp11/wg11_eleedu.pdf))

One has to accept the fact that fee structure will form one component of such a measure to increase the Development Fund. In all guidelines as well as Jacob Aikara’s report, it is mentioned that any hike in fee component will result in commercialization of JSS. However, in the current scenario, this view does not hold logic. Cross-subsidization to some extent may be allowed in JSS. As has been discussed under the head Target Groups, the target audience will be broad based in the future. Those who enroll for more skill oriented or technical course will have to pay higher fee close to prevailing market rates and those who are economically very backward also will have to pay a nominal fee. As has been the experience with other government programmes, anything free is never considered of quality or taken seriously. Even the current programmes being run by JSS are charged fees which are extremely low and not fixed based on any measurable criteria. Moreover, it has not been revised in several years. The fee structure will also have to be dynamic and revised from time to time based on the market.

The functionaries currently working in JSS must be trained and re-tooled to take up multiple tasks like undertaking surveys/training programmes for different departments/agencies, sponsored research activities, giving talks elsewhere on payment basis, etc for generating funds for the Development Fund. JSS must also be encouraged to take up collaborative programmes with International Agencies like UNESCO, UNICEF, UNFPA, WHO, ILO, etc.,

for resource mobilization, transfer of training, research and so on. To encourage the functionaries to take up more such activities in addition to the regular work of JSS, they could be asked to share the amount received from consulting on a 40:60 or 30:70 basis, whereby the functionary gets 30 or 40% of the money and the rest to JSS. This would serve a dual purpose of motivating the functionaries as well as generating additional resources to JSS. Another source by which they could augment the Development Fund could be through Alumni Fund. Those who pass out of the higher end technical courses can be part of the Alumni Association that can be formed in the JSS and membership fee can be charged. Every year JSS can invite them and have a get together whereby the alumni will also feel good. Some of them may be encouraged to give guest -lectures or to employ those beneficiaries who will be passing out and so on. Once the alumni association picks up, their contributions will also flow in.

It is also recommended that a Placement Cell and a Marketing Cell be created in each JSS. These cells will not only serve the respective purposes which are self explanatory but can also be a means of earning revenue to JSS. Each beneficiary who gets placed and/or the agency which places them can be charged a user fee which can be fixed based on the income. Likewise, each beneficiary whose product is sold through the JSS marketing venture may be charged a percentage that may be fixed depending upon the economic condition of the beneficiary. The cells must evolve the fee structure.

Currently, only Rs. 7 lakhs is allocated for Programmes in the budget of JSS and Rs.3 lakhs only for TLM. During interactions with the Directors of JSS in Regional meetings, it is understood that MHRD has approved conduct of 178 batches for training in a year which means each Programme Functionary has to conduct only 15 batches in a year. He can finish this in 5-6 months and can rest for the rest of the time and director cannot say anything. Hence, there is a need to step up consulting activities in the JSS.

Office expenditure should cover rent for the building, reimbursement of landline telephone bill as well as the mobile phone bills of the Director and Programme functionaries. For the latter, a limit has to be fixed. The other expenditures to be covered under this head includes computer peripherals and consumables, other consumables required for running various

vocational courses, TA & DA reimbursements, miscellaneous office expenditure, stationary, vehicle maintenance & fuel and such others.

The use of Development Fund or Corpus Fund (which can be called hitherto) must be made broad-based and procedures simplified. In the meeting of the BOM, if the member of the Regional office of DAE is present while important decisions are taken it would be ideal. If not, the decision taken in the BOM must be communicated electronically to Regional office of DAE and approval or otherwise must be communicated to JSS by the DAE within a week's time, failing which, it may be taken as approved. Stringent Auditing mechanisms have to be put in place like CAG audit once in two years and regular audits annually to put checks and balances on financial matters. Stringent deadlines will be set for JSS to submit their Annual Work Plans as well as for submitting their Audited Statement of Accounts and Utilization Certificates. Only one week's grace period will be allowed and if it is not received thereafter, the Regional office of DAE will be well within its powers to slash the grant by half for that year. This must be made very clear to all JSS well in advance. If they default a second time, the grant for that year will be curtailed.

However, it is necessary to take up a detailed study of the patterns of allocation and expenditure for JSS over the last two Plan periods to arrive at definitive conclusions and work out appropriate programme budgeting. As per the Planning Commission's Working Group On Elementary Education And Literacy For The 11th Five Year Plan, the Financial Estimate for JSS in the XI Plan is as follows:

**Table 26: 11<sup>th</sup> Plan Estimates for JSS**

<b>Year</b>	<b>Estimate (Rs crores)</b>
<b>2007-08</b>	103.55
<b>2008-09</b>	124.30
<b>2009-10</b>	145.05
<b>2010-11</b>	165.80
<b>2011-12</b>	186.55
<b>Total</b>	<b>725.25</b>

The report also mentions “250 New Jan Shikshan Sansthan are proposed to be set up during the XI Plan. Priority will be given to setting up Jan Shikshan Sansthan in 88 Muslim concentration districts”. It is recommended that criteria for sanctioning JSS should be based on economic backwardness of the area under consideration; low literacy, especially low literacy rates among women; educational backwardness; high drop- out rate prone areas; tribal and such other remote un-served areas. **There is an urgent need to address the North Eastern States in this exercise.**

Budgetary allocation for setting up the 5 Regional offices of DAE must be made. This should include provision for a full complement of staff at these centers as well as the DAE at the national level. In addition, budgetary allocations for computer connectivity within and among all DAEs as well as JSSs, exclusive websites, earmarking funds for Monitoring and Supervision and for Evaluation and Research purposes must also be made. Procedures and Processes must be made clear to all stakeholders and simplified for ease of operation. Time frame for MHRD to make funds available to DAE and its subsidiaries as well as the onward transmission must be fixed. DAE at the national level will be the Apex body and will oversee Policy matters and iron out any issues which could not be resolved at the regional level. It will also liaise with the GOI and the Regional offices and other Departments to ensure smooth functioning of the scheme of JSS. **The DAE at the national level as well as the 5 Regional offices of DAE will also be evaluated once in 3 years and will be subject to CAG audit.**

## **CHAPTER VI**

### **MONITORING**

#### ***Current Status***

The SVP Guideline is silent on this aspect of Monitoring. Perhaps the necessity was not felt at that time when there were too few of such institutions. However, in the JSS Guideline of 2000, there is a section pertaining to monitoring. The mode of monitoring appears to be asking JSS for Annual Action Plan and Budget, Annual Action Plan and a list of all capital assets acquired by JSS during the last five years. If the JSS is furnishing details of assets acquired every year, why it has to again provide this information for the last five years is not understandable.

The monitoring mechanism suggested indicates that no other form of monitoring like visit by DAE to JSS, other formal and informal modes of gathering data on the performance of JSS is envisaged. By the end of Ninth Five Year Plan period there were already 108 JSSs and hence the guideline should have highlighted its concern regarding monitoring so many institutions with few people at DAE and what alternate mechanisms were being propounded to mitigate this fact. There is also absolutely no clarity on the criteria/indicators and format for monitoring. It should have also spelt out the time frame or frequency for monitoring, reporting and post-monitoring follow up. In practice the monitoring is the weakest link.

#### ***Data findings:***

As mentioned elsewhere, suggestions of respondents in the workshops to improve this element of programme monitoring were not many. The following are the major ones:

- Programme monitoring by Director and other staff
- Receiving feedback from participants
- A standardized monitoring programme should be done

- Monitoring by DAE
- Monitoring by SRC and other local NGOs

***Recommendations:***

Monitoring any activity/programme or scheme or an organization is very important. In the current scenario of 196 JSS being in existence and more such institutions to be added in the future, a robust monitoring and supervision mechanism has to be put in place. It will not be possible for even the Regional office of DAE's to be set up, to take up monitoring all the institutions. Hence, it is recommended that a panel of outside institutions be identified and the task be entrusted to them on the lines of Monitoring and Supervision under Sarva Shiksha Abhiyan. For a mammoth programme of SSA, 42 Monitoring institutions of repute have been empanelled to take up the task of monitoring. Elaborate monitoring formats in which data is to be elicited has been evolved and empanelled agencies are briefed at the national level on the lines of SSA. Budgetary allocations must be made in the grant amount that is made available to the Regional office of DAEs in this regard. Ultimately it is to ensure that the System works efficiently and effectively. Adherence to strict deadlines is recommended. DAE must prepare a panel of such institutions to which this work can be outsourced and after getting their consent, must draw up a detailed TOR and sign an MOU with the respective institutions. Monitoring should also include gathering qualitative information to supplement the quantitative data. Formal meetings, talking to collaborating agencies, current and past beneficiaries, informal meetings, etc should be used for monitoring purposes. Use of IT for Monitoring and Supervision must be made mandatory. Use of videoconferencing and teleconferencing has to be put in place considering the future scenario of expansion of the scheme. Use of paper transaction must be reduced to a bare minimum.

A strict deadline for looking into monitoring reports as well as acting upon the recommendations must be put in place by the Regional offices of DAEs. Those doing good work must be acknowledged and encouraged to continue to do good work and those showing weaknesses must be helped to overcome them. A clear plan for Mentoring must be put in place.

## **CHAPTER VII**

### **EVALUATION**

***Current Status:***

This is an aspect which has been stressed even in the SVP Guideline. It says that a system of evaluation should be part and parcel of the programme organization of each SVP. Further, it states that DAE may undertake a systematic evaluation of SVPs from time to time and where considered appropriate, entrust the evaluation of the programme to a competent agency.

The JSS Guideline of 2000 elaborates this aspect further and states that every JSS will be evaluated once in 3 years by an external agency. It further adds that a system of self evaluation will be a part of the programme organized by each JSS. In fact, the DAE has developed a very clear guideline for evaluation of JSS and has evolved criteria based on which each JSS must be rated and final score given to classify them into Very Good, Good, Average, and Poor performing JSS.

The number of JSS evaluated during the different years since the Guideline of 2000 was issued is presented and extracted from the Annual Progress Report of JSS of the year 2005-06 of the DAE:

<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>	<b>2005-06</b>	<b>2006-07</b>
22	52	6	10	15	11

It is found that there are still a sizeable number of JSS which have not been evaluated even once. The other disconcerting factor is that these evaluations are not taken seriously. Evaluations are mounted at huge costs but most often are not acted upon the recommendations which send out a wrong signal to the JSS and are further emboldened to continue functioning



in their old ways. Likewise, erring evaluation agencies are also not blacklisted or removed from the panel of agencies.

***Data Findings:***

With regard to evaluation the staff of JSS were of the opinion that there are wide variations in the manner in which evaluations take place by different evaluating agencies. They feel that common evaluation parameters which have been evolved by DAE must be clearly explained to the agencies before entrusting the task to them. Further, it was reported that the DAE does not act upon the recommendations of the evaluating agencies thereby sending a wrong signal to the rest of the JSSs. It was also reported that there is no recognition for JSSs obtaining high ratings. They also opined that those agencies which do not conduct evaluations in a professional manner must be blacklisted by DAE and deleted from the panel of evaluating agencies.

***Recommendations:***

Evaluating every JSS once in 3 years as suggested in the guideline is highly relevant and must be adhered to. While selecting the agency for evaluation, and the individual in the organization who will eventually take up the evaluation, care must be exercised to look into the expertise, integrity and seriousness. It is also important that erring evaluation agencies are also blacklisted or removed from the panel of agencies.

The DAE must be equally serious and send out a message to JSS that they mean business and that evaluation reports will be taken seriously. The evaluation report must be made available to the respective JSS so that they are given a chance to defend in case the agency has overlooked some issue. This also adds to the transparency of the system. This is also a good measure of monitoring. Every evaluating agency must present the evaluation report before a group comprising officers of MHRD, DAE, Regional office of DAE, Director, JSS; Chairman of JSS, one or two members of the BOM and State Directorate of Adult Education.

A system must be put in place to act on the evaluation reports and to bring in corrective measures wherever necessary. When the reports show good work or something new that has been initiated, the system must also have a mechanism to reward the JSS in some way, not necessarily monetary. That information must be also widely disseminated to all JSS. The website is one such, whereby information can be uploaded.

In this entire exercise, the DAE at the national level and the Regional offices of DAEs will be open to scrutiny. Their processes and procedures will also come within the purview of evaluation. It is recommended that periodic evaluation of these agencies be taken up by organizations like the IIMs. There is a need to stream-line all procedures and processes and to bring about transparency into the system. It is very essential in view of the fact that all stakeholders are more aware and Right To Information Act will make it mandatory for transparent managerial practices.

## CHAPTER VIII

### TRAINING

#### *Current Status*

This is an aspect which is not addressed either by the guideline for SVPs or in the Guideline for JSS. This is a glaring omission especially in the latter guideline. Unless capacity building of all functionaries of JSS takes place, one cannot achieve the goals of JSS. There is no budgetary allocation for Training. There is sporadic training that is imparted to Director and Programme functionaries but it is not need based or based on Training Needs Analysis. Systematic assessment of the quality of such training programmes is also not known as no formal feedback system is in place and, more importantly, there is no post-training follow up.

In the year 2005 the DAE had decided to send the Directors of JSS for Management Training and IIMB was asked to train them. Four batches of Directors (80 persons) were trained for 5 days at IIMB. Thereafter, suddenly it was stopped citing lack of funds. This kind of mechanistic and *ad hoc* steps of imparting training is to be done away with.

#### *Data findings:*

With regard to training, the JSS staff were very clear that there was a definite felt need for training for not only programme functionaries but also other staff members. The lack of induction training as well as training for capacity building based on felt needs was also cited as a lacuna. They also suggested Management Training for Directors and programme functionaries in the light of expanding areas of operation and programmes. The need for training in accounts and related software for accountants was also cited as an important area to be addressed. The need for training in computers as well as soft skills to all staff of JSS was another area to be addressed on a priority basis. Similarly, the BOM members expressed the

need for orientation training regarding their roles and responsibilities in the functioning of JSS. Further, some of the BOM members have clearly articulated the urgent need for establishing a central training institute in the Ministry to provide period training as well as refresher courses to all JSS staff.

All the respondents were encouraged to suggest relevant functionary-wise areas in which the staff members need training as a capacity building measure. Multiple responses elicited in this regard reveal that a significant majority (86.4%) mentioned 'Programme Administration and Management', as an essential area for the directors. Information Technology and Financial Management were other important areas suggested. With regard to Programme

**Table 27 : Suggested Areas of Training of Staff (Functionary-wise)**

Areas of Training	Functionaries					
	Director	PO	APO	Field Coordinator	Office Manager	Clerk
Training on administration and management	159					
Information Technology	13	4	4	7	17	27
HRD	9					
Financial Management	11	8				
Planning of programmes/EDP		146				
Personality development / communication		48	38	30	4	
Monitoring & supervision		26	132			
Programme implementation		7	11	6	7	
Public Relations			9			
Mobilization & Mgmt. Of Target group				156		
Life Enrichment Education				2		
Office Administration/Mgmt.					123	
Budgeting					22	
File Management						122
Book keeping practices						25

*Note: Multiple Response*

Officers, 'Programme Planning/EDP' (79.3%), 'Personality Development/Communication Skills' (26.1%) and 'Monitoring and Supervision' (14.1%) were major suggested areas. For Assistant Programme Officers the needed training areas as reported included 'Monitoring & Supervision' (71.7%), 'Personality Development & Communication Skills' (20.6 %), 'Programme Implementation' (6.0%). Major training areas for Field Coordinators as suggested by the respondents included 'Mobilization & Management of Target Group' (84.8%) and 'Personality Development and Communication Skills' (16.3%). With regard to

office managers, the relevant training areas suggested were ‘Office Administration/Management’ (66.8%), ‘Budgeting’ (11.9%), ‘Information Technology’ (9.2%) while for clerks/office assistants the respondents mentioned ‘File Management’ (66.3%), ‘Information Technology’ (14.7%) and ‘Book keeping Practices’ (13.6%) as relevant areas of training . It is interesting to note that very few respondents suggested Information Technology as a training area for programme functionaries.

Staff Development as a capacity building measure was another area in which respondents’ suggestions were sought. Measures suggested in this regard are presented in the following table:

**Table 28: Suggested measures of staff development in the order of preference**

Order of preference	Attend seminars	Acquire higher qualifications	Reward for good performance	Sharing of skills	Promotion	Interaction with other JSSs	Others
1	25	21	23	21	23	3	1
2	31	37	31	26	32	0	3
3	29	46	27	23	16	5	0
4	21	31	36	33	29	5	1
5	32	16	31	41	27	1	0
6	30	19	12	24	39	15	1
7	1	1	4	1	2	5	0

As can be seen more or less a uniform rating was given by the respondents for each element of staff development. In the top order, a relatively minor proportion of respondents ranging from 21 to 25 suggested attendance in seminars, acquisition of higher qualifications, reward for good performance, sharing of skills and promotions as staff welfare measures. It is interesting to note that no clear concentration of respondents in rating specific measure is discernible.

***Recommendations:***

Training is most critical to survive in these days of competition and this is only going to increase manifold in the future. Given the nature of work of JSS, unless and until the

functionaries are trained from time to time and their capacities, built, the Scheme of JSS will not stand the test of time. There is an urgent need to take up Training Needs Analysis exercise in different JSS. The second urgent need is to take up a survey of areas in which vocational courses can be mounted as this is also area specific.

The next priority is to decide on common areas of training that needs to be organized for functionaries of JSS. This would include computer skills and soft skills like personality development, communication skills (especially in English and Hindi, apart from the local language) as this would help them tremendously to interact with personnel globally.

Induction Training for all staff must be made mandatory. Thereafter, within six months of their joining, the first round of training in management (for Director, PO, APO and Office Assistant) of different kinds suitable to the job responsibilities must be put in place. This training programme must mandatorily include modules on communication and soft skills. The other round of training would be to enhance their knowledge and skill levels, including use of computers. Soft skill training of different kinds must be tailor made for different administrative staff also. Every functionary must mandatorily undergo training once in two years. Post-training performance must be assessed.

Training in knowledge and skill enhancement for Resource Persons must be also made mandatory. The Course content for beneficiaries must also include modules on communication and soft skills. Wherever possible or feasible, computer literacy must also be included as part of their course work. Refresher training and regular training is proposed once a year and once in three years, respectively. The BOM Chairmen and members must also be given orientation training from time to time with regard to their roles and responsibilities as well as administrative orders being received from the government from time to time.

**Table 29: Training Costs for JSS functionaries**

<b>Designation</b>	<b>No. of persons</b>	<b>No. of days Training/year</b>	<b>Cost of Training</b>
Director	1	10	50000
Programme Officer	2	10	40000
Asst. Programme Officer	2	10	30000
Programme Assistant	4	12	24000
Manager/Accountant	1	2	3000

Office Assistant	2	2	3000
		<b>Total</b>	150000
Resource Persons		25	100000

Every training programme must be evaluated for quality of inputs and outcomes. There must be scope for flexibility and Training Management plan as well as logistics must be clearly worked out as part of the Annual Work Plan of The Regional office of DAEs. The Training Budget must be worked out based on the model proposed in Table 29.

## CHAPTER IX

### ROLE OF MHRD AND DIRECTORATE OF ADULT EDUCATION

#### *Current Status:*

Currently budgetary allocation and administrative control vests with GOI/MHRD. Aspects related to monitoring and training are responsibilities of DAE. The release of grants to JSS is in 3 installments and there have been inordinate delays in such releases over the years. The problems arising this have been discussed in earlier sections. The grants have also been stagnant for almost a decade. With the continued expansion of the Scheme without corresponding increased budgetary allocations has resulted in imposing constraints on the JSS to step up its programmes and areas of operation within the insufficient allocations. Further, the expansion has led to poor administrative control on the part of GOI over JSS. The process and procedures employed are also very cumbersome and not modified to facilitate smooth functioning of JSS due to its highly hierarchical and bureaucratic functioning. The other serious aspect is with regard to delayed decision making. For instance, if there is a case of irregularity on the part of a JSS, the GOI takes years to resolve the issues and stops grants in the interim. This is highly detrimental to the JSS and in many cases this can result in permanent closure.

The DAE which is vested with the responsibility of monitoring and supervision as well as training is again constrained in its functioning due to grossly inadequate staff strength as well as poor IT connectivity. Expansion of JSS coupled with poor staff strength makes it extremely difficult for them to attend BOM meetings. This leads to delayed decision making. The delegation of powers and responsibilities to DAE is inadequate which in turn makes DAE a mere figure head. Further, the DAE's role in training appears to have almost come to a standstill.



### ***Data Findings:***

The major expectation of the respondents on the part of MHRD/DAE on specific aspects is presented below:

#### ***a. Release of Grants***

- Avoid delay in releasing grants
- Grant should be provided in two installments
- Release of grant should be through DAE for smooth running of scheme
- Allotment of more funds through ministry
- Release grant at the beginning of the financial year for smooth running of the programmes
- Procedure to release grant should be made simple

#### ***b. Monitoring***

- Monitoring
- Select an efficient body to monitor and supervise JSS
- The scheme should be evaluated by state functional unit every year
- DAE should monitor once in a year region wise by establishing regional office for Supervision and Monitoring
- DAE should form a team of Directors of A grade JSS to monitor and supervise various aspects of JSS
- Monitoring should be done twice a year

#### ***c. Participation in BOM meetings***

- DAE representative should attend BOM meetings
- Timely issuance of clear circulars/orders

#### ***d. Computer Connectivity***

- All JSSs to be computer connected and with MHRD/DAE for quicker information flow and decision making

- Video/Tele Conferencing to be introduced to receive on-line information and programme support

***Recommendations:***

There is an urgent need for GOI to take stock of the current realities and act upon them in the following areas based on the findings of the report:

1. Increase budgetary allocation for the Scheme of JSS
2. Stepping up grants to individual JSSs
3. Introduction of uniform pay scales to JSS staff and removing the anomalies in differential emoluments being drawn currently
4. Simplification of procedures and processes
5. Release of Grants in time always
6. Speedy resolution of disputes/grievances-fix specific time frames for resolving issues
7. Develop a mechanism for transparency in matters related to JSS- sanction, appointments etc
8. Flexibility in modes of functioning
9. Need for training of all related functionaries in GOI/DAE
10. Need for convergence of MHRD with other ministries such as Ministry of Labour, Women and Child Welfare, Social Welfare, Health and Family Welfare, Education etc.
11. Establishment of Regional Offices of DAE for effective and efficient functioning of JSS and providing adequate and qualified staff to the Central DAE as well as to the Regional Offices of DAE
12. Establishment of Training centers for addressing the training requirements of all categories of personnel in GOI, DAE and JSS
13. Establishment of Monitoring & Supervision mechanisms on the lines of SSA to be taken up
14. Guidelines issued by MHRD should be broad in nature. However, administrative orders should be issued by MHRD for all the action points so that they become the base for implementation of the programmes in the field. All functionaries should refer Administrative Orders issued by MHRD for guidance.

## CHAPTER X

### CONCLUSIONS & RECOMMENDATIONS

1. In unequivocal terms it must be said that the Scheme of JSS is a laudable one and very well conceived. It is undoubtedly a time-tested and prestigious scheme which has proven its worthiness in the field. Its overall success has generated a great demand for the Scheme. In this light, it is strongly recommended that the Scheme must be continued.
2. The scheme of Jan Shikshan Sansthan (JSS) is a unique scheme crafted by the Government of India to address the vital link between Literacy and Vocational Education. JSSs are institutes of People's Education focusing on the poor, the illiterates, the neo-literates, the under-privileged and the un-reached. The Jan Shikshan Sansthans are unique in that they do not provide just skill development, but link literacy with vocational skills and provide large doses of Life Enrichment Education (LEE) to the people. They do not work in isolation but aim for convergence with other stakeholders in society. It is their endeavor to shape their beneficiaries into self reliant and self-assured employees and entrepreneurs.
3. A total of 184 respondents were covered in the four regional workshops with an encouraging response rate of 94.0%.
4. Neither in the earliest guidelines of the SVP or in the modified guidelines of the year 2000, is there a clearly articulated Mission and Vision for the Scheme. There is an imperative need to do so.
5. Programme Objectives must also include convergence with National Vocational Development Council for achieving the goal of developing employable skills.
6. It is recommended that the programme focus should be on adult illiterates and neo-literates as well as adult drop outs. However, the regional context must be considered and selective emphasis on special groups like tribals, SC/ST, etc, must be made.

7. Given the expansion of the scheme of JSS and the concomitant vast span of control due to coverage of entire district, the existing staff strength to cater to the management of Scheme of JSS is highly inadequate. This has led to poor monitoring of JSS, which has a multiplier effect in terms of delayed decision making, among others. **It is recommended that Five Regional offices of DAE be formed to facilitate smooth management of the Scheme of JSS. One would be exclusively for management of NE States.**
8. Even though some procedure is followed there are no clear-cut criteria for sanction of JSS, state/districts to set up JSS or the agency to be granted JSS. At the outset, criteria for selection of states/districts in which JSS must be sanctioned must be clear. For instance, it could be based on low literacy rate or low female literacy rate or focus on North-Eastern region. The next step would be to advertise the setting up JSS in that particular district and seek applications. The advertisement must clearly stipulate the conditions to be met by prospective applicants. Stress has to be laid on feasibility study prior to sanction and setting stiff parameters like financial soundness of the organization applying for sanction (at least gross income per annum to be 50 lakh rupees) and the credibility of the organization in terms of years of existence and their contribution to development issues and so on.
9. Many aspects in the guidelines indicate that they are **only suggestive** thereby allowing wide disparities to exist across JSS in the country. There must be clearly laid down terms and conditions and regulatory mechanisms for the functioning of JSS unlike the 'Guidelines' which has made each JSS across the country to follow its own staffing pattern, use its own nomenclatures for the staff, differential emoluments and staff benefits and so on. As these are organizations set up by GOI, there must be rules and regulations which govern such organizations. Each functionary in the JSS must be given a book detailing the terms and conditions of JSS, on induction.
10. The guideline stipulates that the jurisdiction of JSS should be the entire district without working out the workload pattern for staffing the JSS. The grant is also not increased and no other facility is made available. Organizing activities either on their premises or in outside centers is again a challenge for the JSS. The reason is extremely poor

infrastructure both at the office premises and in the outside centers in a significantly high percentage of JSS across the country. Further, lack of adequate funds and poor flow of the meager grant amount also throws the activities of the JSS into disarray. It is recommended that as a first step, infrastructure facilities at the office premises as well as the outside centers must be improved on a priority basis. The MHRD must render support to the JSS to get land at cost price in the respective states. Secondly, they must release the building grant as soon as the land is available. Further, it is recommended that the grant amount be stepped up based on performance criteria and ensure smooth and timely flow of funds.

11. There is an urgent need to take up scientific Training Needs Assessment before launching different courses. A survey of existing industries and other employment avenues must be made by the programme functionaries to determine what courses would be viable and that would help the beneficiaries to get income.
12. The JSS Certificates are not given recognition by most states even by their respective Employment Exchanges. In this connection the recommendation is that MHRD/DAE must tie up with Directorate General of Employment and Training, Ministry of Labour & Employment, GOI, New Delhi. They have introduced a Skill Development initiative Scheme based on Modular Employable Skills of National Council of Vocational Training.
13. The poor convergence of JSS, SRC and ZSS is a matter of great concern. Convergence with other departments is also equally important for the functioning of JSS. Neither the Guidelines of SRC nor ZSS mention clearly the need for their convergence with JSS. The idea of bringing ZSS and JSS under the district administration for closer monitoring or entrusting the task to monitoring & supervision institutions under SSA may be explored. The Directorates of Mass Education and State Literacy Mission Authorities must issue clear administrative orders to ZSS and SRC regarding their collaborative role with JSS.
14. A Resource Person Repository must be created for each area and for each specialization. They must be paid honoraria at least in consonance with the going rate and must be enhanced annually. This cannot be automatic but based on regular monitoring and

performance appraisal. JSS must also undertake to train the RPs on a regular basis to enhance their knowledge and skills

15. It is recommended that the practice of tie up of JSS with National Open School must be stepped up to enhance the component of Equivalency. The practice of offering Diploma/PG Diploma courses by JSS must be revived in the best interest of the beneficiaries as had been the practice during the SVP period. JSS must also be encouraged to take up collaborative programmes with International Agencies like UNESCO, UNICEF, UNFPA, WHO, ILO, etc., for resource mobilization, transfer of training, research and so on.
16. The JSS Guidelines stipulate that JSS must have a Director who will be assisted by suitable programme functionaries without clearly articulating a staffing pattern, especially when the area of operation was extended to the entire district. In addition, it states that all staff members would be on contract as well as on consolidated pay. Except for the Director's post where a maximum amount of pay is specified, in all other instances it is left to the discretion of the Board of Management. As a result, there are wide variations among JSS across the country in terms of period of contract, staffing pattern (varying from 9 to 18), differential emolument pattern, different staff welfare measures, etc. The continuance or otherwise of staff thus depends on the discretion of the BOM. Hence it leads to lack of job security affecting their performance and de-motivation among the staff. There is no chance for career progression for programme officers within the JSS.

It is recommended that first and foremost, a manpower requirement exercise be taken up on a priority basis for the current quantum of work of the JSS and then a forecasting be done with the envisaged expanded role and quantum of activities to be taken up by JSS 5 years from now, 10 years from now and 20 years from now. The number of personnel to be inducted in different categories must be based on this data.

It is also necessary to decide on the job profile of incumbents and based on that decide the qualification and relevant experience levels for appointment. Outsourcing certain activities of JSS like, security, photocopying, installation and maintenance of equipment like

computers, etc must be initiated. The staffing pattern to include specific numbers and common nomenclatures must be fixed for all JSS to make it comparable.

17. The entry level age requirement of 40 years in the case of Director must be removed so as to attract qualified younger people. The age of superannuation for the Director and the core staff may be fixed at 60 years and reviewed periodically
18. There must be clearly laid down terms and conditions and regulatory mechanisms for the functioning of JSS unlike the 'Guidelines' which has made each JSS across the country to follow its own staffing pattern, use its own nomenclatures for the staff, differential emoluments and staff benefits and so on. It is recommended that the staffing pattern include specific numbers and common nomenclatures must be fixed for all JSS to make it comparable.
19. It is recommended that as in the SVP pattern, the personnel of the JSS be put on a scale of pay commensurate with the position and the pay & allowances be fixed on the lines of Pay Commission Recommendations. As an alternative, the total amount of pay and allowances must be made equivalent to what they would have got if they were on a scale of pay.
20. The emoluments for the Resource Persons also a point of great concern. There is a need to create a repository of Resource Persons with requisite qualification and experience, especially in emerging fields. Secondly, based on this, they must be paid honoraria on par with their counterparts teaching in other organizations.
21. All staff of JSS must be extended the facilities of EPF, Gratuity, Medical Insurance, Earned Leave, 8 days of Casual Leave, Maternity Leave, and suitable Festival Bonus among others.
22. The current pattern of grants to JSS based on categorization into A, B and C is to be disbanded immediately as all JSSs have been doing the same kind of activities. They are now expected to cover all blocks in the district.

23. It is recommended that the government must shut down the non-performing (assessed on specific criteria) and the more recent JSS which are not functioning well and in their place, if there are other organizations which meet the criteria for sanction of JSS, it may be considered. Once the reforms are put in place and performance must be assessed after 5 years and use this phase as one of consolidation.

It is recommended that the performance of JSS be measured annually based on the indicators which will be reflected in their Annual Action Plans. The suggestive indicators have been provided in the text of the report. The Regional Office of the DAE will scrutinize the Annual Action Plans and Annual Progress Reports with respect to the above parameters and determine the levels of performance. The quantum of grant to be released would be based on the progress achieved. The HR Cell in the DAE at the Centre will evolve suitable common norms for this purpose.

24. The grants sanctioned to JSS are highly inadequate. While determining the quantum of grant to be released to JSS annually, one has to take into account the inflation index. In the year 2000, the Inflation Index was 389 and currently it is 551. Hence even by this logic the grant amount should have been Rs. 60 lakhs per annum at the very minimum, but based on performance criteria cited in the previous paragraphs.

25. It may not be possible for the Government to keep increasing grants exponentially, without JSS contributing its mite in generating its own funds to augment or supplement government grants. Hence the JSS staff must be asked to mobilize additional resources to meet their total financial requirements. This would entail MHRD to issue suitable administrative orders for a more liberal utilization of the Development Fund with a proviso that it would be open to stringent audit.

26. It is also recommended that a Placement Cell and a Marketing Cell be created in each JSS. These cells will not only serve the respective purposes which are self explanatory but can also be a means of earning revenue to JSS. Each beneficiary who gets placed and/or the



agency which places them can be charged a user fee which can be fixed based on the income. Likewise, each beneficiary whose product is sold through the JSS marketing venture may be charged a percentage that may be fixed depending upon the economic condition of the beneficiary. The cells must evolve the fee structure.

27. Budgetary allocation for setting up the 5 Regional offices of DAE must be made. This should include provision for a full complement of staff at these centers as well as the DAE at the national level. In addition, budgetary allocations for computer connectivity within and among all DAEs as well as JSSs, exclusive websites, earmarking funds for Monitoring and Supervision and for Evaluation and Research purposes must also be made. The DAE at the national level as well as the 5 Regional offices of DAE will also be evaluated once in 3 years and will be subject to CAG audit.
28. It is recommended that MHRD must route the grants to JSS through respective Regional Offices of DAE to ensure smooth and timely flow of funds. In this regard, the responsibility of these offices would be to liaison with JSS and MHRD to ensure forward and backward communication with regard to all financial matters.
29. As the monitoring and supervision of the Scheme of JSS is weak it is recommended that a panel of outside institutions be identified and the task be entrusted to them on the lines of Monitoring and Supervision under Sarva Shiksha Abhiyan. The GOI must make budgetary allocation for this component also. A strict deadline for looking into monitoring reports as well as acting upon the recommendations must be put in place by the Regional offices of DAEs. Those doing good work must be acknowledged and encouraged to continue to do good work and those showing weaknesses must be helped to overcome them. A clear plan for Mentoring must be put in place.
30. The DAE has developed a very clear guideline for evaluation of JSS and has evolved criteria based on which each JSS must be rated and final score given to classify them into Very Good, Good, Average, and Poor performing JSS. But what is disconcerting is the fact that most often no action is initiated against erring JSSs and no mentoring is extended to underperforming JSSs. While selecting the agency for evaluation, and the individual in

the organization who will eventually take up the evaluation, care must be exercised to look into the expertise, integrity and seriousness. It is also important that erring evaluation agencies are also blacklisted or removed from the panel of agencies. The DAE must be equally serious and send out a message to JSS that they mean business and that evaluation reports will be taken seriously. The evaluation report must be made available to the respective JSS so that they are given a chance to defend in case the agency has overlooked some issue. This also adds to the transparency of the system.

31. The DAE at the national level and the 5 Regional offices of DAEs must be open to scrutiny. Their processes and procedures will also come within the purview of evaluation. It is recommended that periodic evaluation of these agencies be taken up by organizations like the IIMs. There is a need to stream-line all procedures and processes and to bring about transparency into the system.
32. Training of staff is an aspect which is not addressed either by the guideline for SVPs or in the Guideline for JSS. There are no specific budgetary allocations for Training. There is sporadic training that is imparted to Director and Programme functionaries but it is not need based or based on Training Needs Analysis. Systematic assessment of the quality of such training programmes is also not known as no formal feedback system is in place and, more importantly, there is no post-training follow up. The issue of imparting training and capacity building among functionaries must be addressed on a priority basis.
33. There is an urgent need to take up Training Needs Analysis exercise in different JSS. The second urgent need is to take up a survey of areas in which vocational courses can be mounted as this is also area specific. The next priority is to decide on common areas of training that needs to be organized for functionaries of JSS. This would include computer skills and soft skills like personality development, communication skills (especially in English and Hindi, apart from the local language) as this would help them tremendously to interact with personnel globally. Induction Training for all staff must be made mandatory.

## Summing Up...

In unequivocal terms it must be said that the Scheme of JSS is a laudable one and very well conceived. It is undoubtedly a time-tested and prestigious scheme which has proven its worthiness in the field. Its overall success has generated a great demand for the Scheme. In this light, it strongly recommended that the Scheme be continued. If implemented well, the Scheme of JSS can accrue immense benefit to the beneficiaries especially those below poverty line. Likewise, if the vocational courses are modernized and beneficiaries well equipped with knowledge and skills, including communication and soft skills, it would result in income generation and thereby, improve their quality of life. To accomplish this avowed goal there is an imperative need to professionalize the institutions of JSS to enhance its image and to ultimately build JSS as a Brand. The need of the hour is to hand-hold JSSs and guide them towards goal attainment. They have to be nurtured well by incorporating the recommendations made in this report and move towards higher levels of performance. Ultimately the system has to work and professionalizing the functioning of JSS alone holds the key to success. The analysis and recommendations made in this report address this core issue

It has to be reiterated that the scheme of Jan Shikshan Sansthan (JSS) is a unique scheme to address the vital link between Literacy and Vocational Education. What makes JSSs stand out from other vocational training institutes is that JSSs primarily focus on the poor, the illiterates, the neo-literates, the under-privileged and the un-reached. Further they do not provide just skill development, but link literacy with vocational skills and provide the essential Life Enrichment Education to the most needy and strive towards enhancing the quality of life of these socially deprived sections. They do not work in isolation but aim for convergence with other stakeholders in society. The task indeed, is Herculean considering the vastness and diversity of the country throwing up a plethora of challenges. However, this is all the more the reason to support and nurture an exceptional scheme such as JSS which has the avowed goal of achieving synergy between literacy, life enrichment and gainful vocational pursuit among those who are living on the edge.

A lot of thought has gone into the revision of guidelines of JSS. At the next level, once the service conditions of staff of JSS are improved and their capacities built, it will be to great advantage of the beneficiaries. At the macro level, the productivity and skill set of the country's workforce will multiply thereby enhancing the GDP ultimately.

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# **APPENDIX**





# Indian Institute of Management Bangalore

## Evaluation of the Scheme of Jan Shikshan Sansthan

### Questionnaire for the participants of Workshop

**Venue:**

**Date**

Name of the participant:

Designation:

Age:

Gender: Male  Female

Postal address of JSS in which the participant is working:

E-mail Address:

Telephone No (Landline):

Mobile No:

Fax No

Years of working in the present JSS:

Years of working in other organizations:

## 1. Scheme Objectives of JSS

Jan Shikshan Sansthan were evolved with specific objectives, mainly to develop vocational skills among the neo-literates belonging to lower socio-economic sections of the population. How far do you agree with these programme objectives? Please indicate your view against each of the objectives detailed below. If you chose to disagree with any of the objectives, what modifications do you suggest in the light of the current context?

Please give details indicating the objectives which need modifications:

*(Indicate your views by putting a tick mark (✓) appropriately)*

Sl. No	Objectives	Agree	Disagree	Partially Agree
1	To improve the occupational skills and technical knowledge of the neo-literates and the trainees and to raise their efficiency and increase productive ability			
2	To provide academic and technical resource support to Zilla Saksharata Samitis in taking up vocational and skill development programmes for neo-literates in both urban and rural areas;			
3	To serve as nodal continuing education centres and to coordinate, supervise and monitor 10-15 continuing education centres/nodal centres			
4	To organise training and orientation courses for key resource persons, master trainers on designing, development and implementation of skill development programmes under the scheme of Continuing Education for neo-literates			
5	To organise equivalency programmes through Open Learning Systems			
6	To widen the range of knowledge and understanding of the social, economic and political systems in order to create a critical awareness about the environment			
7	To promote national goals such as secularism, national integration, population and development, women's equality, protection and conservation of environment etc.			

Suggested Modifications if any:

Objectives	Suggested modifications

*\*Use additional sheets if necessary*

## 2. Organization and Management

At present, JSS organizations make their own arrangement regarding their affiliations to a parent body such as universities, NGOs and other such organizations. Has this arrangement helped the organization to achieve its goals and objectives effectively?

Yes  No

If no, please suggest arrangements that in your view can be more effective: *(Indicate your order of preference with 1 as highest priority)*

Type of organizational structure	In order of priority
The present arrangement is suitable	
JSS must operate as an autonomous body with a BOM and reporting directly to DAE/GOI	
JSS must affiliate with universities only	
JSS must be attached to department of Adult Education	
Other (specify)	

If you are suggesting a new arrangement, kindly elaborate on the organizational structure and functions for such an arrangement with appropriate justifications

3. Do you think that the Memorandum of Understanding for JSS is appropriate?

Yes  No

If not, what modifications would you suggest?

4. At present there are no uniform norms related to staffing pattern of JSS. In your perception what should be the common minimum staff requirement that would be most suitable for carrying out the activities across all JSS organizations? Please give details:

Name of the Post	Number required

## 5. Composition of Board of Management

Are you satisfied with the existing norms related to composition of BOM?

Yes  No

If not, what modifications do you suggest in the composition of BOM? Please give details especially with regard to following aspects:

- Mode of constitution of BOM (election/nomination/any other)
- Number of members in the BOM
- Professional background of members
- Age limit
- Representation for women
- Representation for socially disadvantaged sections
- Representation of JSS employees in the Board other than the Director

Other aspects (kindly specify with details)

## 6. Tenure of BOM

What according to you should be the tenure of BOM? Give reasons in support of our views.

## **7. Powers and Functions of the Board**

Do you think that there should be any amendments regarding the norms stipulated with respect to the existing powers and function of BOM? Please give your views especially regarding the following aspects:

- Recruitment of staff
  
- Financial Management (Budgeting, financial appropriation and accounts, etc.)
  
- Monitoring and supervision of programmes
  
- Office administration
  
- Disciplinary action
  
- Service matters related to salaries, increments, promotions
  
- Training of staff
  
- Collaborative linkages with other agencies

## **8. Meeting of the Board**

What according to you should be the frequency of meetings of BOM in a year? (Please indicate specific points in time of the year when such meetings are to be held)

## 9. Composition of the Executive Committee

Do you think that there should be any amendments regarding the norms stipulated with respect to the existing powers and function of the Executive Committee? Please give your views with respect to specific areas where such amendments can be effected.

10. What modifications do you suggest with regard to the existing powers of EC? Please give details

11. Do you feel the necessity of a parent body for JSS? Yes  No

12. If no, what changes do you propose in the organizational structure of JSS? Please give your considered views.

13. At present, JSS organizes three types of programmes, namely, Vocational courses, activities including awareness programmes and other activities such as exhibitions, melas, etc. Are you satisfied with these programmes?

Vocational courses	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
Awareness activities	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
Other activities	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>

**If not satisfied, what other programmes do you suggest? Please give details**

a. Vocational Courses

b. Awareness Programmes

c. Other Activities

#### 14. Target Group

Do you think that the target group as specified in the scheme is appropriate?

Yes

No

If no, what additions/deletions/alterations do you suggest for the most appropriate target group of the programme? Please give details

14. In your considered view what should be the recruitment norms for various posts in JSS in the current situation?

Name of the Post	Norms for recruitment						
	Education	Experience	Special requirement if any	Mode of recruitment (open recruitment)	Total Pay package	Type of payment (consolidated/ Pay scale/other)	Tenure of appointment (years)
Director							
Programme Officer							
Assistant Programme Officer							
Field Coordinators							
Office Manager							
Accountant							
Clerks							
Peons							
Drivers							
Others (specify)							



15. In your considered view what should be the service benefits for various posts in JSS? Please give details:  
*(Indicate your views by putting a tick mark (✓) appropriately)*

Type of service benefits	Name of the Post											
	Director	PO	APO	Field Coordinator	Office Manager	Accountant	clerk	Peon	Drivers	Others (specify)		
PF												
Gratuity												
DA												
Annual increments												
Medical leave												
Medical reimbursement												
TA/DA												
Over time benefits												
Bonus												
Death relief												
House building loan facility												
Other loan facility												
Any other benefits (specify)												

## Programme Planning & Implementation

16. What major changes would you like to suggest in programmes of JSS? (Please indicate your suggestions with regard to vocational training courses, awareness activities and other activities. Please suggest any new activities you may propose)

Aspects of change	Vocational courses	Awareness Activities	Other Activities
Course/Event Identification			
Programme Planning			
Budget allocation			
Programme scheduling			
Deployment of staff			
Provision of training infrastructure			
Monitoring & Supervision			
Collaborations with agencies			
Fee structure			
Post Training follow up			
Quality Assurance of products and services of beneficiaries			
Product promotion and marketing of beneficiaries' products and services			
Initiatives for employment/self employment of beneficiaries			
Expected support from DAE/GOI			
Networking with stakeholders			

## 17. Life Enrichment Education

In what ways can the LEE component be implemented more effectively? Please give your suggestions

## 18. Collaborative linkages of JSS with ZSS and SRC

Please suggest effective ways of strengthening and intensifying the existing collaborations between JSS, ZSS and SRC in order to achieve optimum output from each of the above organizations. Kindly provide details of collaborations with respect to the following:

Sl. No.	Aspects of Collaboration	Perceived Expected Roles of		
		JSS	ZSS	SRC
1	Identification of Beneficiaries			
2	Identification of Training Instructors			
	Identification of Collaborating agencies			
3	Identification of specific trades/courses			
4	Development of appropriate training and teaching methodologies			
5	Assessment of learning capabilities of learners in specific trades/courses			
6	Management of Training courses including course timing, deployment of instructors and provision of training infrastructure			
7	Monitoring and Supervision of training activities (at classroom and field level)			
8	Organization of Awareness Activities			
9	Developing appropriate strategies and methodologies for integrating LEE component.			
10	Instituting quality assurance mechanisms in training activities			
11	Developing and setting up appropriate post-training feed back mechanisms			
12	Developing computerized data base system			
13	Support and assistance to beneficiaries in procuring employment/self employment			
14	Developing strong network of various collaborating agencies			
15	Ensuring quality of products/services of beneficiaries to achieve competitive advantage			
16	Others (specify)			

*Use additional sheets if necessary*

## **19. Collaborative Linkages with other agencies**

What major changes do you suggest in the collaborative linkages as established by JSS with those other than ZSS and SRC? Please indicate the role of ZSS and SRC in developing and sustaining existing as well as collaborations with new agencies

## **20. Product Quality Assurance**

In your opinion, what steps can be taken to ensure high quality of products made by JSS beneficiaries so that they can compete successfully in the open market?

## **21. Networking**

In your view, what can be done to institute an effective collaborative linkage system with all the stakeholders of the programme? Please give your suggestions

## **22. Development Fund**

In your considered view, what major obstacles do you encounter in developing and use of a Development Fund for JSS?

23. What can be done to remove these obstacles? Please give your suggestions

## **24. Marketing of Products**

Please give your suggestions regarding the ways and means of marketing the skill sets of beneficiaries as well as the products prepared by the programme beneficiaries of JSS.

## **25. Funding**

Is the present grants sanctioned by DAE/GOI adequate to carry out various activities of JSS? Yes  No

If no, what according to you should be the appropriate annual budget? Please give details

<b>Programme Head</b>	<b>Budget</b>
Emoluments	
Honorarium/Conveyance	
Office Expenditure	
TLM	

## 26. Training Needs

In your view what are the essential training needs of the core functionaries of JSS?

<b>Functionary</b>	<b>Training Areas</b>
Director	
PO	
APO	
Field Coordinators	
Manager	
Clerk	

## 27. Staff development

What according to you can be done to encourage staff to enhance their working skills besides providing training? (*Indicate your order of preference with 1 as highest priority*)

<b>Areas of Staff development</b>	<b>In order of priority</b>
Provide opportunities to attend seminars/conference at organizational costs	
Encourage staff to acquire higher qualifications in appropriate areas/subjects	
Recognize and reward good performance through appropriate incentives	
Encourage sharing of new developments and skills with colleagues	
Promotions and upgrading of post based on performance	
Frequent interaction with other JSS in the country for exchange of ideas/experiences	
Others (specify)	

## 28. Accreditation of Certificates issued by JSS

Please suggest ways to enhance the value of certificates issued by JSS to beneficiaries upon successful completion of course

Affiliation with reputed training centres/Universities through MOUs	
Arrangement with reputed centres to issue certificates as twinning course	
Intensified promotion campaigns using media and other sources	
Others (specify)	

## 29. **Role of MHRD/Directorate of Adult Education**

What specific changes do you visualize in the roles of MHRD/DAE at the national level in providing effective support and guidance to the JSS especially in the following areas:

- Release of Grants
  
- Monitoring and Supervision
  
- Active participation in BOM meetings and other activities of JSS
  
- Establishment of Regional Offices of DAE for quicker fund flow and efficient functioning of the Scheme of JSS. Also examine what should be the extent of decentralization of powers and responsibilities to such centres.
  
- Simplified procedures for effective communication and avoidance of delays
  
- Timely clarifications from DAE regarding various circulars issued from time to time
  
- Computer connectivity with all JSSs at national level
  
- Others

30. To sum up, please mention five important suggestions that can help strengthen the scheme of JSS.





**National Literacy Mission**

**Directorate of Adult Education**

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Ministry of Human Resource Development

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