Monitoring The National Adult Education Programme

Report of the All India Seminar
August 28-31, 1978

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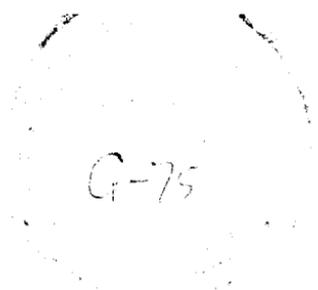
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PART III

PREFACE

As part of the preparatory phase of the National Adult Education Programme (NAEP), the Directorate of Adult Education undertook a number of professional exercises of crystallize its own thinking on programme planning and programme implementation before disseminating the same to all concerned. These exercises included, among other things, consultations and discussions with appropriate agencies and persons in the form of seminars, workshops, conferences etc.

One such seminar was on Monitoring the NAEP, as it was realised that a well-conceived system of monitoring can alone help in regulating the programme implementation to achieve the desired goals. Eminent scholars, researchers and adult educators from all over the country participated in this seminar and gave thought to this crucial and important aspect of the NAEP in all its comprehensiveness. The task before them was quite complex and difficult, that of evolving a suitable system and mechanism for monitoring and evaluation of the NAEP. The present document is the outcome of this seminar.

The seminar emphasized the role of Formative Research, Concurrent Monitoring, Quick Appraisals and Management Information System and considered each aspect in details. Four Groups dealt with each of these four aspects and made concrete proposals which are presented here along with background notes and other relevant papers. These are in the form of guidelines for those interested in monitoring and evaluation work at different levels.

The cooperation of several agencies—the Planning Commission, the National Council of Educational Research and Training, the Council of Social Development, the Indian Council of Social Science Research, etc.—enabled us to organize this seminar and conduct the same successfully. We are extremely grateful to all these agencies and the office bearer who represented these agencies and helped us in making the seminar a success.

Shri R. S. Mathur, Deputy Director (Evaluation) of this organization was, in addition to his own duties, acting as the Seminar Secretary, and I am glad to mention here that he shouldered this additional responsibility both admirably and well.

I have great pleasure in releasing this Report and hope it will stimulate further thinking on the subject and help us in gaining new insights in the field of monitoring and evaluation. I would request all practitioners in the field to send us their views and suggestions on this document with a view to enhance its utility and usefulness.

NEW DELHI,   A. K. JALALUDDIN,
February 28, 1979   *Director.*

ACKNOWLEDGEMENT

Late in August 1978, the Director of Adult Education organized a four-day all-India seminar on Monitoring the NAEP to evolve general guidelines on the methodology for monitoring the implementation of the programme at different levels. The Council for Social Development provided the technical and academic support in conducting the seminar and Dr. Prodipto Roy, Director of Research, CSD was the Seminar-Director. Dr. T. A. Koshy, Project Director, CSD, acted as the Chief Rapporteur and Dr. Bina Roy co-ordinated the work of the Seminar. Other colleagues in the CSD also rendered valuable services for the success of the seminar. We are extremely grateful to all of them.

The involvement of several institutions and their representatives in the planning and organisation of the Seminar has been immensely profitable and our thanks are due to the members of the Seminar Advisory Committee who attended the meetings preceding the organisation of the Seminar.

Prof. Raj Krishna, Member, Planning Commissioner, very kindly agreed to inaugurate the Seminar and his inspiring address set the tone for the discussions. He wished the Seminar to keep in its focus primarily on the practical aspect of monitoring and use monitoring and evaluation as a tool for improving the programme. This acted as a general guideline for all deliberations. We are grateful to Prof. Krishna for finding time to be with the participants of the Seminar and for giving a stimulating inaugural address.

The valedictory address of the Seminar was delivered by the Hon'ble Education Minister, Dr. P. C. Chunder. The encouragement given by him to the organizers and participants of the Seminar, both by his presence as well as by his address, will go a long way in keeping the workers alert and responsive to their tasks in whatever sphere of implementation they are engaged in.

The Seminar considered itself privileged to get the association of the Union Education Secretary, Shri P. Sabanayagam, in the concluding session. His remarks enlightened the group on many problems and issues which needed clarification. The presence of Shri Anil Bordia, Joint Secretary, Ministry of Education and Social Welfare, in most of the sessions of the Seminar was similarly a helpful experience. Shri Bordia helped the participants in guiding their deliberations to a fruitful culmi-

nation and in understanding how monitoring could become really an important tool for diagnosing the 'health' of the programme and effecting 'treatment' where needed.

The Chairman of the Inaugural Session, Dr. S. K. Mitra, (Director, NCERT), and Chairman of the Concluding Session, Prof. J. D. Sethi (Member, Planning Commission), made substantial contribution to the Seminar. To both of them we are extremely grateful.

The Director, Directorate of Adult Education, Prof. A. K. Jalaluddin, entrusted me with the responsibility of overall co-ordination and conduct of the Seminar in close association with the Council for Social Development. For this opportunity given to me, I wish to thank him profusely. In the organization of this Seminar, his advice and encouragement have been a source of strength and courage. Similarly, unstinted support of our colleagues in the Directorate has always been available, without which it would not have been possible to carry the programme through.

The venue of the Seminar was India International Centre, New Delhi, and the organizers feel that the arrangements made for the Seminar were excellent. The Directorate is appreciative of the arrangements made for the Seminar.

NEW DELHI.   R. S. MATHUR,
February 26, 1979   Deputy Director
                                               &
                                        Seminar Secretary.

Message from the President

It is only befitting that the Nation should rededicate itself to the struggle against illiteracy and social disability on the occasion of birth anniversary of Mahatma Gandhi, the Father of the Nation. Gandhiji had complete faith in the people of India, and his teaching was that investment in men and women of the country was more important than mere investment on gigantic developmental projects.

The National Adult Education Programme has been planned for development of the country through investment in its people. Under this nation-wide Programme it is proposed to extend education to approximately 10 crore adult persons within about five years. This by itself is an enormous task, unprecedented in the history of the world. The Central as well as State Governments have given to this programme very high priority.

The National Adult Education Programme cannot be implemented merely by Government effort. Every citizen of the country must consider it a duty to contribute to the success of this Programme. It is only through their willing and sustained cooperation that we will succeed in this historic effort. I appeal to all citizens of the country, men and women, young and old, to lend their help to the Programme.

—N. SANJIVA REDDY

SUMMARY REPORT OF THE SEMINAR

Introduction

The Directorate of Adult Education, Ministry of Education and Social Welfare, Government of India in collaboration with the Council for Social Development organised an All India Seminar on Monitoring the NAEP from August 28 to 31, 1978. The Seminar was planned by a Seminar Advisory Committee consisting of representatives of Ministry of Education & Social Welfare, Council for Social Development, National Council of Educational Research and Training, Indian Council of Social Science Research, Planning Commission, and Directorate of Adult Education. (composition of the Seminar Advisory Committee may be seen at Appendix I). The Seminar was held at the India International Centre, New Delhi. The main objective of the Seminar was to prepare specific guidelines for monitoring and appraising the progress of NAEP and to prepare model proformae, schedules and questionnaires to be used by various functionaries at diffeernt levels.

A brief information note explaining the broad purpose, methods to be used and areas to be covered was issued in advance to all the participants. (See Appendix II). Before the Seminar met for 4 days, the participants were provided with the following documents which served as reference materials: —

1. NATIONAL ADULT EDUCATION PROGRAMME: An Outline (with modifications up to July 15, 1979), Ministry of Education & Social Welfare, Government of India, New Delhi, 1978.

2. SUMMARY OF THE REPORT OF THE WORKING GROUP ON ADULT EDUCATION FOR MEDIUM TERM PLAN 1978-83, Ministry of Education & Social Welfare, Government of India, New Delhi, 1978.

3. NATIONAL ADULT EDUCATION PROGRAMME: MONITORING, EVALUATION AND RESEARCH, Directorate of Adult Education, Government of India, Ministry of Education & Social Welfare, New Delhi, 1978.

In addition, a number of background papers were also written and are given in Part II of the Report.

60 participants drawn from the State Resource Centres, Universities and Research Institutions, Government agencies and Voluntary Organisations attended the Seminar.

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Summary of Proceedings

The inaugural meeting of the Seminar was held on Monday, August 28 under the Chairmanship of Dr. Shib K. Mitra, Director, NCERT and the seminar was inaugurated by Prof. Raj Krishna, Member, Planning Commission. Dr. Mitra in his opening remarks welcomed the idea of holding the National Seminar and stressed the need for monitoring and evaluation of NAEP. He said that Adult Education has to have certain kinds of objectives which go beyond literacy and it is necessary to have valid and reliable information to determine if the objectives are being achieved. He added that Programme Evaluation is different from outcomes of learning and it should act as a positive feed-back.

In his inaugural address, Prof. Raj Krishna said that in poor countries the client for adult education is a person who has firm attitudes and hardly any motivation for adult education. He is overwhelmed with a sense of helplessness. One of the objectives of adult education should be to create a new attitude of less of helplessness and to enhance his capacity to solve problems through right knowledge. He suggested that the theme for adult education programme should be derived from emotionally charged problems. He was of the opinion that our big schemes are never broken down to area level or block level with the result that quite often information is given without the necessary inputs or inputs are provided without giving the knowledge for utilizing the inputs. One of the problems, therefore, is the lack of co-ordination. Steps should be taken to bring about effective co-ordination.

The inaugural session was followed by the first plenary session under the Chairmanship of Dr. Prodipto Roy in which the following background papers were presented by the respective authors.

Formative Research	—Dr. B. N. Singh
Concurrent Monitoring	—Dr. T. A. Koshy
Monitoring the NAEP	—Shri R. S. Mathur
Evaluation of National Adult Education Programme	—Dr. K. G. Rastogi
Evaluation of Instruction by the Instructor.	—Dr. Atmanand Sharma
Outcomes of Literacy	—Dr. Anita Dighe
	—Dr. Victor Jesudason
	—Dr. B. B. Chatterjee and
	—Dr. Prodipto Roy
Quick Appraisal of Projects under NAEP.	—Dr. S. N. Mehrotra
Monitoring & Evaluation in NAEP	—Dr. Nitin Desai

Plenary Session II was held in the afternoon of the first day with Dr. A. K. Jallaluddin in the Chair. In this session, participants expressed their reactions and remarks about NAEP and the background papers. They also had an opportunity to seek clarification about the implementation of NAEP. The question of participation in NAEP by the trade unions was raised and it was stated that the trade unions may open any number of adult education centres under NAEP with their own funds. As for the organisational structure of NAEP, it was made clear that NAEP is a national programme but not a centrally sponsored programme. NAEP will be run by state governments and voluntary organisations. The highest policy making body is the National Board of Adult Education. There is a Working Group set up by the Union Ministry of Education and Social Welfare. It has eight sub-groups for different aspects of the programme. The Directorate of Adult Education is the National Resource Centre and State Resource Centres are being established in all states. In the states the nodal department concerned with NAEP is the Education Department with some exceptions as in Madhya Pradesh and Kerala. Creation in the states of separate Directorates of Adult Education was also in process and states like Tamil Nadu and Andhra Pradesh were already having this structure. State Boards of Adult Education had been set up in all states. At the district level, there exists a position of a District Adult Education Officer or a Project Officer designated Ex-officio District Adult Education Officer. In a large number of districts, the District Adult Education Committees had been formed. The need to identify a key person or organisation which can deliver the goods was stressed. While opening adult education centres, the cluster idea should be kept in mind, instead of centres scattered over a wide area. NAEP is not a literacy programme but should be considered as a part of a development programme, that is, an educational programme in development strategy. The need for coordination of inputs with information was emphasised. It was stressed that data that would be useful should only be collected with clear understanding as to who would use the data and how the data would be used. The need for evaluating changes in attitudes of the learners was brought out. A question was raised whether the decision-making process could also be evaluated. It was felt that there is need for internal evaluation as well as external evaluation. A self-evaluation system would fit in very well in NAEP. Evaluation should cover the three main areas, namely, literacy, awareness and functionality.

A significant aspect of NAEP is the decentralization of decision-making which allows for flexibility of programme. As

the programme will be run by different agencies, there would be considerable variation and the effect of this may also be evaluated. Similarly, there is need for policy level evaluation which should give feedback within about six months. It was suggested that some case studies of successful projects as well as not-so-successful projects may also be undertaken.

At the end of plenary session II, the seminar divided itself into the following four Working Groups.*

Group I	Formative Research
Group II	Concurrent Monitoring
Group III	Quick Appraisals
Group IV	Management Information System

On Tuesday the 29th August, the four Working Groups met separately and discussed the suggestions contained in the respective background papers and either modified the instruments suggested in the background papers or prepared afresh the instruments the groups felt were necessary.

The group reports were distributed in Plenary Session III on Wednesday 30th August under the Chairmanship of Dr. Vimal P. Shah. Dr. Anita Dighe was the Rapporteur. The proceedings of this session were distributed to the participants in the forenoon of the final day, when the Groups met again separately to finalise the Group reports in the light of the discussions in plenary session III.

At the conclusion of plenary session III the Chairman and Rapporteur of each group along with the Director, Directorate of Adult Education and the Secretary of the Seminar, Shri R. S. Mathur, met to take stock of the work done by the groups and to see how overlap between groups could be eliminated when the groups meet on the 31st to finalise the group reports. It was noted with satisfaction that the following instruments have been prepared by the groups.

Group I I. 1 Village information schedule

I.2 Needs and Problems Survey schedule

I.3 Availability of Reading Materials

I.4" Suitability of written materials and visuals

I.5 Suitability of curriculum

I.6 Suitability of materials for training

Group II II.1 Learner Information Schedule (Bench Mark)

II.2 Monthly Progress Report of the Centre.

II.3 Quarterly Progress Report by Project Officer

II.4 Assessment of the Adult Education Centre by Community.

*The names of Chairmen, Rapporteurs and Members of each Working Group are given in Appendix. V.

Group III III.1 Project Proposal Proforma (Identification of Project Area Agency, etc.)

III.2 Centre Schedule (Tests for learner's progress, Physical conditions of the Centre)

III.3 Centre Schedule for Instructors (Difficulties, Motivation etc.)

III.4 Centre Schedule for Drop Outs

Group IV IV.1 Post Card   ⎤

IV.2 Sample survey   ⎬ Details to be worked out

IV.3 In-depth studies ⎦

(For details please see Appendix VIII)

These instruments and the group reports were finalised in group meetings held on the last day and presented in plenary session IV for discussion and adoption by the seminar. In addition, the seminar came out with a number of recommendations which are given in the Appendix VII.

The concluding session of the seminar was held on August 31, in the afternoon, under the Chairmanship of Dr. J. D. Sethi, Member, Planning Commission. The Chairman in his opening remarks, advised the participants to be very careful in the beginning, before and at the time of launching such a massive programme otherwise we might get into difficulties. He felt that we were not giving enough experimentation base. Before the programme is launched on a massive scale, it would be better and worthwhile if a countrywide experiment is done so that we know what really are we trying to achieve. To say that a programme is really trying to achieve literacy plus functionality plus awareness, is almost calling for a cultural revolution. He observed, "My first reaction therefore, is that it will be better to hasten slowly and see first of all the results on an experimental basis over a year or so before the programme actually starts". Posing a question, Dr. Sethi said, "Do we all (sitting round the table) really know what is the development strategy of the Sixth Plan for which this particular programme is being tailored to? Those who are to be involved in running the programme should have some idea, in some capsule form, as to what is the over-all focus of our strategy to which this programme is dovetailed? Whether it is rural industralisation or Integrated Rural Development or District Industries' Centres or employment-orientation or all those programmes which are even directed towards the irrigation and trade are for the weaker sections and this is a part of the growth strategy". In the context of establishing linkages with developmental agencies Dr. Sethi observed that if the programme is to be really functionality oriented and it has a functional purpose, the Directorate of Adult Education should really be a combined body of those people who are really going

to implement the employment-oriented programmes and not only of those who belong to the Ministry of Education. If there is functionality at the central level those at the lower levels will know what is functionality. The Chairman cautioned further and said, "If it is to be only Education Ministry's programme, call it a literacy programme and nothing else".

Regarding the awareness part of NAEP, he asked again "How do we really make people aware? How can awareness be inculcated? Awareness means participation by the community and participation of the community means the people who will really be benefiting from the programme. As the Instructors (whatever name may be given to them) are to create this awareness, their selection is very important. They must be selected or nominated or given to the programme by the community itself which they are to serve.

Another point made by Dr. Sethi was that we are calling our Plan a rolling Plan, which means that we start a programme and then really evaluate it continuously and on that basis change the targets. The problems of evaluation and monitoring are really linked with the concept of the rolling plan. "In the context of the rolling plan, what kinds of proforma will be required is another question to be considered", he opined. If that question has been considered, Dr. Sethi advised, "only relevant and minimum information need to be collected and some of the other evaluation activities might not be even necessary. The Government is committed, the political leadership is committed and everybody is committed to it and nobody is going to stop the programme, but we must have a second look at the whole thing before we rush forward in a way in which ultimately we may not be able to achieve the objectives. It is not that we should not make mistakes, but we might not make so large mistakes that we may defeat the very purpose of the programme".

After the opening remarks by the Chairman, Shri P. Sabanayagam, Secretary, Ministry of Education and Social Welfare, Government of India, invited the attention of the group to link the entire Monitoring and Evaluation exercise with questions like these. What sort of education are we seeking to give and in this context what sort of monitoring would be needed. He remarked, "I presume that monitoring would be guided with a certain amount of identified relevancy. In so far as the literacy or the numeracy component is concerned, it is tangible and I might say, much easier to monitor. But when it comes to functional development and even more so in the component of social awareness I do not see immediately how we are going to monitor it." I have a feeling that it will

ultimately have to be more or less an assessment report, a report which will say : look, this was the condition of the people before starting the programme and after 9 months or about a year this is the situation prevailing in that centre. So, in that context, you may have to identify the specific areas of social awareness which have to be referred to in the assessment report. The personnel will have to be trained for this. He should place himself in the position of the under-privileged, and try to estimate what are his economic dis-advantages, etc. and then he would be able to visualise the result of the programme and to what extent betterment has come. Now, this I think is not an easy task at all. Over the months I have felt that it is not merely literacy or numeracy that is important; but it is the aspect of social awareness which is not crucial. It is here that the individual is able to, in a manner of speaking, identify what he is, what he is capable of, what he is entitled to, what is his demand, what he should get, and so on. That is the most important part and how do we assess it?"

Similarly, we have to think of ways of measuring functional development. We have been emphasising that needs and interests of the people be assessed first. Depending upon the target group in a paricular village; it will have to be seen whether they are interested in agriculture, forestry, or handicrafts, sheep breeding, etc. We would naturally have to bring in extension agencies. We also believe that imparting of that knowledge by itself is not sufficient. The variety of other agencies whose help is considered necessary, for example an agency for supply of material, an agency for financing, an agency for marketing may have to be brought together. All these agencies will have to participate, if functional development programme is to become a success. Now, how are we going to evaluate this? What system of monitoring are we going to have? Citing another example of the type of involvement desired from other development departments like the Handloom Department in a community of weavers, Shri Sabanayagam mentioned that it will have to be seen how the staff gets associated with NAEP, to what extent they participate in the development of weavers in designing new patterns, in giving new techniques of weaving, etc.—at an adult education centre. It is this education which will improve the quality of product and increase productivity. "To what extent would you be able to draw a form or a reporting system whereby you can get correct information"? he asked and added, "I am inclined to say that for knowing the nature of the technical aspect the very agencies who are performing this functional development programme will have to be approched". He cautioned against a possible criticism and asked if we were

not asking the persons responsible for implementing the pro-
gramme of imparting education to evaluate the programme of
others. This would apply to sheep breeding, to basket making,
or agriculture, etc. How do we tackle this? In this context,
the need for qualitative information along with quantitative data
was stressed.

Cautioning against excessive data collection the Education
Secretary observed that our attempt should be (in relation to
the requirements of the programme) to see what is the minimum
information which we should collect to begin with, and what
system has been worked out and whether the people know about
it? In a massive programme like this it is necessary that you
keep the data which you ask for at the absolute minimum.
Related to this is the aspect of filling up of forms etc. Knowing
the level of efficiency, intelligence, calibre, etc. of the persons
on whom you have to depend for collection and reporting, we
will have to make forms and criteria on which the report is
being made as simple as possible. He felt that we would have
to give a certain amount of training to the people in this regard
also. Referring to the need for establishing channels for flow
of data and its quick processing, he mentioned that we have to
be sure to whom it goes and what happens to it? Large num-
ber of reports which start coming in, start piling up in one
corner or the other. Unless there are persons to attend to these
immediately, and unless timely action is taken on them, all
our efforts would not be useful; would be a waste. It will have
to be decided, therefore, at what level it will be received, time
schedule by which it would be received and analysed, to whom
the reports go to next higher level or to the public.

Referring to Quick Appraisals, he said, "I am happy it is
quick but what I am worried is any outside organisation coming
into the field say, on 1st of September and trying to make the
appraisal in four weeks. How it would really work is my
question? Perhaps the institution which is going to undertake
this quick appraisal should be fed with the information through-
out the period and kept in picture and it should make periodic
visits also. But when they do it on a particular date when the
programme is completed, then they should complete it in the
shortest period of time of say 4-6 weeks. Equally important
is to know continuously what exactly is happening and also
what mistakes have been made in the past; what has to be
rectified; what is to be improved; is all the effort put in and
the money spent yielding results or not? So in the Manage-
ment Information System (MIS) we would have to identify
what is the level of satisfactory implementation. In a large

country like ours, even with the best of will and itentions the decision-maker in the MIS would not be in a position to attend to all parts of the country. So we will have to make sure that at least this concept of management is brought into the system so that at least those who are performing satisfactorily are not brought to the notice for any deep study but those which are lagging behind should require all the attention. Of course in the sum total, the total programme and the information which flows in would have to be assessed separately. So the Management System again is a system whereby there is proper analysis, etc. and information made use of for decision-making. And this again would probably have to be on a monthly or quarterly basis as you decide."

After the address of the Education Secretary, the valedictory address was delivered by Dr. P. C. Chunder, Union Minister of Education, Social Welfare and Culture, Government of India. Welcoming the participants of the Seminar, Dr. Chunder said, "We shall draw much from this report and it will be possible for us to proceed in a proper manner. If we find that a mistake in any part of our planning has been done, certainly we shall be prepared to correct it". Dwelling on the nature, character and content of the programme the Education Minister observed, "As you know, we are launching a very massive programme. It is massive in terms of *number* as well as *content*. In terms of number, you will note that we want to make 10 crore adults above the age of 15 years (with emphasis on 15-35) literate within five years time". To stress this point, he mentioned that under the inspiration and direction of the Great Lenin of Soviet Union, the Soviet people made 4 crores of their people literate in 10 year's time. Ours is a still bigger target. He said that he always cited these figures by way of comparison just to show the massiveness of our programme. With regard to content also, the programme is massive or rather deep in the sense that it is not simple adult literacy. Literacy alone has been stressed in the earlier programmes but here it is wide in scope and includes awareness and functionality aspects. It is now called *adult education* which may involve the learners in the developmental projects that are being run in the countryside and also in our slum areas.

Cautioning the participants on possible pitfalls, he said, we are inheriting the failures of the past. We have to make rapid progress. That is why we have tried to give so much stress on the literacy and numeracy part on the one hand, and linking this up with the developmental activities of the Government on the other because we feel that an educated worker

or a peasant will be much more effective, much more productive than an uneducated worker. An educated worker is more receptive to new ideas, new techniques, new technologies than an illiterate worker. This has also been confirmed by several surveys and if we accept this finding, we have to make it imperative for all that literacy education is a must and to motivate our people we have to link this with the developmental process which in a sense will make them better productive force in the community or give them some skill whereby they can earn their living either on a 'self-reliant, self-employed' basis or being members of cooperatives or any other organisation that is possible for them to join. So, that is the proposition which enabled us to combine literacy with developmental work. But, unless we can show that the learning that they will get here will cause improvements in their lives, we cannot succeed. That is why we say that from the angle of content it is different from earlier experiences.

The Chief guest observed that NAEP had been drawn after elaborate discussion with a large number of experts in different fields, experts not only in this country but elsewhere too. "For instance", he said "There was an International Adult Education Conference in Geneva last year. I had the privilege of presiding over the Conference and more than 100 countries were represented by their Education Ministers or top educationists. It was clearly felt at the conference that education at all stages should be linked with *development*. I think it is true not as for developing countries but also for developed countries. Certainly it is true for our country".

On the response from different sections of population to NAEP he observed, "We are getting good response from the critics. Only day before yesterday, a well-known Calcutta newspaper has commended this programme and has headed the editorial — 'it is a good plan' — but at the same time many of them are having some second thoughts and are wondering if it would be possible for us to implement the programme on such a massive scale. In fact, the editorial has a concluding line which reads — 'if it succeeds, it will be a miracle'. Miracle can be effected by God, certainly in our country we believe in God. But we also feel that men are instruments of God and miracles can happen through them. We are confident that this programme will succeed with the help not only of experts and officers but more through a large number of teachers and workers in the field. What gives us this confidence? The mere fact that on all hands, everywhere, in all sections of the com-

munity, even by the critics, we find the uniform decision or conclusion that there is a need for a programme of this type, goes a long way in the solution of the problem of implementation.

Certainly at the village level or at the grass-roots levels also we find that now there is a greater awareness among the people about the need for a programme of literacy, the need for people to learn the 3 R's, simple arithmetic and so on. A section of the population is still not fully convinced of this need but compared with the position which existed in the past, from our personal contacts and contacts of our friends and workers we have come to know that there is far greater awareness among our people that there is need for this. A friend of mine has given us information about his experiences in Bihar and he has pointed out how the Adivasis and the scheduled tribes are reacting very favourably towards this programme that they have initiated. So, if the Central Government, State Governments, voluntary agencies, university students, College students and teachers, teachers of the primary schools, get involved — and I do not think that we will be able to involve all of them, but if we can involve a large part of them — then certainly it will be possible for us to see results.

I am giving you a few figures and you will find that this is not at all an impossible task. We have nearly 2 million primary teachers. Now if we can involve 1 million i.e. 10 lakhs of them and then out of these 10 lakhs, if they make 10 adults literate in a year then in five years we get enormous number made literate only through the agency of the primary teachers. Of course, there is a debate whether the primary school teachers who are dealing with children will be competent instructors for adults because they cannot use their cane. However, the debate apart, that is one source. We have nearly four lakhs of NSS volunteers coming from the university system. If we can involve half of them, with the help of 2 lakh volunteer students and multiply by 10 again or by 5, we get an enormous number. Similarly, we have about 60,000 teachers who are training workers in the field of workers' education. Now multiply this by 10 or 5; to put it very modestly. That also will give us a good component in the total figure that we have targeted. All this shows that we have resources at our disposal. The only difficulty is how to utilise these resources to the greatest advantage of everybody at the least possible expenses. I hope with the advice from you and other experienced people in this field, we shall be able to make this programme a success. Even if we are successful not wholly, but half, even that also will go a long way in solving major problems of India. If we

can just double our literacy percentage along with awareness in the country certainly that will go a long way, but I am not putting my targets so low. I feel that we will be successful cent per cent. I know that with the help of expert people like yourself, it will be possible for us to get full fruits of the programme everywhere. I am, therefore, not at all diffident."

Concluding his address, the Chief guest expressed the hope that the deliberations will throw some new light on these and other problems. Adding further, he said, "So long 1 have said how we would like to proceed. Unless we have some idea ʰout the results of the work that we are doing, it will not t possible for us to correct our defects. So, the task of the peʊ ᵈle doing monitoring will be not to find faults, but detect them with a way to curing them. That should be the approach."

We are getting scarce resources. Every pie should be best utilised. This could be another approach. Similarly, both the instructors and learners should be utilised in the best possible way. And if there is any flaw anywhere, such flaw should be brought to the notice of the organisation at the district level, or at the state level or at the central level, so that such flaws can be removed. Only then we find that we attain perfection or near perfection. In the end, the Education Minister said, "I consider monitoring to be of great importance and it is really an integral part of the entire programme that we have undertaken. I shall go through the deliberations of the Seminar in so far as they have been recorded and I hope it will be possible for us to make a complete success of the massive programme that we have undertaken."

The Seminar concluded with closing remarks by the Chairman followed by vote of thanks by Dr. T. A. Koshy on behalf of the Council for Social Development and by Dr. A. K. Jalaluddin on behalf of the Directorate of Adult Education, Ministry of Education & Social Welfare, Government of India.

PART I
GROUP REPORTS

Report of the Working Group I

FORMATIVE RESEARCH

Formative research is related to a systematic formulation of an educational programme. It is an ongoing investigation into the processes and methods of ascertaining the needs and problems of the participants in an educational programme, of the technique of formulating the programme on the basis of those problems and needs, and of preparation of teaching learning materials, their pre-testing and finalization. In short, it involves programme-designing, preparation, and construction and testing of tools for their implementation.

The terms formative evaluation and formative research are used almost interchangeably. A shade of difference may be appreciated in the connotation of these terms. Evaluation may be oriented to an appraisal, preferably, in quantative terms, whereas research is a systematic investigation into the processes and relationships of various components of a programme. Formative evaluation "produces information that is fed back during the development of an educational programme in order to improve it."[1] Such information may be collected by testing of instructional materials during the process of their being formed. Materials may be prepared for trial in limited numbers and may be tested for more thorough revisions before wider use.[2] The same could be stated about formative research, which, however, is a term with wider connotation and involves a more refined approach including additional elements as perceived in the process. Survey of problems, needs, interests, attitudes and values of potential participants and of the environmental situation of the community, involve a study of the context or the background. Such studies must not, however, be diffused. These must be pin pointed, concentrating on selected aspects of formative research related to the specific objectives of an educational programme.

Problems and needs surveys

The objective of such surveys is to identify the relevant needs and problems at the individual, household, community and block levels which could form the basis for developing an adult education programme by structuring the curriculum, selecting instructional methods and techniques and preparing

[1]Programme Evaluation—Functional Education for Family Life Planning—World Education, New York, 1975, p. 8.

[2]Evaluation of Functional Literacy Programme—H.S. Bhola, p. 167.

educational materials and aids. The following points may be taken into consideration while organising a problem and needs survey.

1. *An inter-disciplinary approach.*—A team of 3 or 4 persons may be formed who may have competence in community analysis and also in some of the important vocational or socio-economic development areas e.g. agriculture, animal husbandry, rural industries and health etc. The members of the team should be able to establish rapport with the individuals and community leaders to be involved in the programme. They should be able to communicate effectively with the people concerned—both officials and non-officials. The team should approach the households and the community with a spirit of friendliness and humility and concern for the community. One person of the team should be from the same community, preferably, the instructor himself/herself. Informal chats would be helpful in establishing rapport and ascertaining the genuine needs and problems. Wherever necessary probe questions should be used while avoiding leading or biased questions. In no case the research team be patronizing or be paternalistic in approach.

2. *Realistics Approach in Problems and needs Surveys.*— The problems and needs to be elicited from the respondents (potential participants and local leaders) must be realistically appraised in the context of the available and possible resources which could be mobilized and development activities that could be expected to be launched in the area at some suitable but not very distant time. It may be noted that merely asking about the problems and needs may elicit all kinds of scattered answers which may not be very relevant or practical. Problems related to desired social changes must, therefore, be discussed with public leaders, officials, and social workers in addition to the prospective participants for realistic planning. Care should, however, be taken to identify the right types of informants so that the vested interests do not monopolize the information and distort the picture. Common problems of the community must be taken into consideration.

3. *First Hand Observation.*—The survey team should visit a random sample of communities and observe the situation at first hand. It should also discuss about

the problems and needs with individuals, small groups or larger meetings. The people should be encouraged to speak on their problems and needs. It must, however, be seen that specific areas of social, economic and cultural life of the people are taken up for such studies. The questions should be specific and not vaguely worded, e.g., instead of asking questions like "what are the problems in your community." the investigator should ask problems in specific areas, namely, health, agriculture, occupation, credit facilities.

4. *Classifying the problems and needs with their priorities**.—The problems and needs should then be classified in order of priority on the basis of pre-determined criteria and such problems and needs should be highlighted which are likely to be covered by the development programmes to be initiated and particularly by the educational programmes envisaged. Information regarding the existing and prospective developmental plans (both governmental and non-governmental) should be made available to the instructor for use in discussions and supplementary content sheets. The project officer may cull out information relating to facilities and amenities and pass on to the instructor.

5. *Curriculum Units.*—For each problem, the curriculum units may be prepared with specific objectives e.g. imparting information and creating understanding — promoting favourable attitudes and opinions, imparting vocational skills, developing social, civic and other skills, and improving organizational participation etc.

Technical feasibility surveys

When the programme has been tentatively formulated, a feasibility study may be undertaken to find out how far it was expected to solve the related problems, and fulfil people's needs. Some of the operational considerations may be kept in view to sort out projects and programmes which have a fair chance of being successfully implemented — personnel, equipment and training needs and costs.

Quick tests for validity or relevance of questions asked

Before conducting the problems and needs surveys in the field, quick tests must be devised to find out whether the questions are of the right type. These tests may shown to

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*Manual on youth work—Evaluation of Functional Literacy—Unesco 1969—mimeographed—p. 85.

knowledgeable persons individuallly or in small groups and the comments and observations of the potential participants should also be recorded, analyzed and interpreted with a view to improve the questions.

Precautions to be taken during problems and needs surveys

Such surveys may arouse among some sections of the sampled groups false hopes and expectations which may not be fulfilled. It must, therefore, be explained in the very beginning of a survey, that its objective is to assist in programme formulation and not to solve those problems with immediate direct action. However, the possible advantages, benefits and values may be communicated to develop a motivated clientele.

The needs of the people are not always clearly felt by them and programmes have, therefore, to be balanced with desired needs which include national or local goals and objectives, but the most important question is how much of such information could be or should be built into the curriculum for adult education. A careful selection of items has to be made which could be included in the curriculum keeping in view the time available for teaching learning sessions and the constraints of learner motivation and capabilities and also some pedagogic considerations e.g. easy comprehension and facilitation in imparting literacy skills. The research team should be allowed to investigate freely and no pre-conceived notions or requirements should be expected to be fulfilled. Any hypotheses, if formulated, must be based on sound scientific and pedagogic considerations. An effective survey in itself could be a first step to motivation and discovery of group identity.

Instruments for assessing needs and problems

Some schedules, questionnaires and proformae may be evolved to ascertain the needs and interests of learners. These should be simple and direct. The facts and opinions collected should be supplemented with information and views of knowledgeable persons in government or voluntary agencies involved with education and development, collected through in depth interviews and also by close and systematic observation of the field situation.

Formulating of the Content

Based on the findings of the problems and needs surveys, the desired content items should be listed in detail and a purposive selection should be made of such items as are amenable to treatment through an educational programme. The selected items should then be classified as teaching units. Since there

is a general tendency to try to cover as much content area as possible in a programme, the selection should be very careful because any programme that intends to teach everything ends up by teaching nothing. The follow up materials should particularly be designed on the basis of local problems and needs. The wider regional and national perspectives must also be kept in view.

Curriculum Development

Adult Education, as stated in the National Policy Document, while emphasizing acquisition of literacy skills, is expected to be :

— relevant to the environment and learners' needs;
— flexible regarding duration, time, location instructional arrangements etc.;
— diversified in regard to curriculum, teaching and learning materials and methods; and
— systematic in all aspects of organization.

This has important implications for curriculum development. Curriculum in this context involves both — a course of study and a course of action, as adult education in the National programme is essentially functional. The curriculum as providing the bases of teaching learning materials naturally becomes diversified as the needs and problems of various groups are different. Flexibility and pragmatism have to be guiding principles. There will, however, be an identical core as far as literacy skills are concerned. But even in this core the basic materials and the methods will differ from region to region and group to group. Local resource persons, viz., folk artists, artisens and progressive farmers and materials should be used as far as possible. The curriculum developer should be involved in the needs assessment process.

Instructional objectives

A curriculum is based on the instructional objectives of a programme. These objectives could be divided into cognitive and affective domains. The cognitive aspects involved the knowledge of specific facts and terms and of sequences and methods. It also included the knowledge of principles and theories, their interpretation and application. The affective aspects include awareness of the problems, willingness to resolve them in keeping with the values of the community, and leading to specific action in terms of desirable changes in the behaviour of the learners.

The instructional materials—The approach to their formulation

The instructional materials must, therefore, be closely linked with these cognitive, affective and conative aspects. Basically they must lead to an understanding of the environment and impart the skill to change one's patterns of response to the environment. In order to be able to achieve these aims, one must see that the materials prepared are not only informative but interesting and inspiring. Simple keywords which are widely popular in the area and which are closely related to the problems and needs of the people should be used, and the vocabulary in common usage by a particular type of group should be utilized in preparing the learning materials. A separate list of most commonly used and easily understood words and phrases should be prepared and the words common to the dialect and the regional language should also be listed for appropriate use.

Approach to instructional materials for literacy for conscientization and formation of organizations of the poor

This is a special area in which the ideas and key words have to be selected with a motivational and affective orientation 'and the poor people have to be aroused to rise to their own liberation, by taking up historical, economic, political and organizational issues. Special emphasis should be laid on ascertaining the socio-economic problems of the weaker sections of the society.

Unit of enquiry

In a linguistically, culturally and occupationally homogenous area the unit of enquiry of problems and needs and of curriculum formulation may be a project or a larger unit. In case of a distinct occupational/cultural group, large enough to form a substantial clientele, the specific group will have to be the unit of enquiry, e.g. Fishermen, Garos, Tharus, etc. In the initial stages when specifically relevant learning material has not been produced, related material could be used with suitable adaptations and improvisations as a matter of administrative feasibility through the substitution of key words with local equivalents, relating basic themes to local problems and conditions. The learners should also be involved in such adaptations. Structures in available lessons should be used in associating with local environment.

Types of Instructional Materials

The instructional materials can be classified as :

(a) Basic materials such as a primer, basic charts, lesson sheets

(b) Supplementary materials e.g. content sheets, leaflets

(c) Follow up materials or materials for continuing learning — booklets and books, periodicals, pamphlets and illustrated reading matter like comic strips.

(d) Visual aids — graphic e.g. posters, charts, cartoons, photographs, flipbooks, flash cards, slides, filmstrips, puppets, exhibitions, etc.

(e) Audio aids — casset tapes, gramophone records, Public Address Equipment.

(f) Audio Visual Aids — Movie films, T.V. films, slide shows with coordinated speech or recording.

(g) Folk media e.g. Jatras, Tamasha, Burra Katha, Kirtans, Uttam Tullu, etc.

Formative research in respect of instructional materials has to concentrate on the objectives set for each module of learning; the relevance of materials or aids used and the efficacy of such materials in achieving the objectives.

The instruments of formative research would be non participant observation or systematic observation, learner response studies and comparing or scaling these responses in terms of the objectives of the programme. Interim tests of achievement could not be ruled out, eventhough they are summative in nature.

As far as the written material is concerned, it could be used for testing the readability of the material or the reading ability of the learners.

The instructional material that is prepared must be pretested. During pretesting the following questions must be asked, responses faithfully recorded and a clear decision made and implemented in respect of the comments, observations and findings which are to be considered during the revision of the material.

1. Does the material serve the needs or help solve the problems and reflect the environment in which the participants live and work?

2. Does it encourage discussion and dialogue leading to problem solving and creativity and ultimately to organized cooperative community action?

3. Does it convey the message it is purported to convey?

4. Are the language, presentation and illustrations simple, direct understandable, graded and interesting?

5. What does one understand by the words and learn from the A. V. aids? What does one see in the picture?

6. What words, or the elements in an illustration need change — what should be the changed version and why?

The group whose help is taken during pre-testing should be identical in most respects to the groups for whom the instructional material has been prepared. The pretesting should be objective and structured as far as possible and any ambiguity possibly creeping in should be cleared.

Feed back

During the preparation of the materials and even afterwards during their use for the implementation of the programme, there should be a continuous feed back of impressions, reactions, comments, observations and experiences of participants. These must, however, be utilized to modify the materials, otherwise such intellectual exercises may end in futility. Institutional arrangements like radio farm forums, reader's clubs, panchayat and cooperative committee meetings and youth clubs could be employed to ascertain feed back data and impressions. *Organizational strategies and set ups* — The question of overall organizational strategies and set ups for the National Adult Education Programme is a matter of policy beyond formative research : In this paper we will briefly mention about the organizational strategies for material preparation, pretesting and finalization of instructional materials.

Writers' workshops consisting of subject matter specialists and writers acquainted with local situations and the psychology of adults should be encouraged to produce regionally relevant materials. Instructors should also be trained to prepare simple relevant materials to enrich and supplement instructional materials with the help of local talents and participants.

Pre-testing of Materials

The learners, instructors and supervisors of a number of randomly selected centres should be requested to help in pre-testing the materials. The objectives and methods of pre-testing should be clearly explained to them in a brief training session. Their opinions and observations should be elicited in respect of the particular materials being tested.

Besides, the opinions of some specialists such as linguists, pedagogists and adult educators should be obtained so as to have a balanced view as the opinions of learners and instructors,

eventhough most important, are not the only enlightened source for helping in the pretesting of a reading material for adult education centres. These materials should be periodically reviewed and revised.

Motivational techniques

Motivational techniques for inducing the adults to join the adult education centres and to continue to attend these till the required skills, knowledge etc. is acquired, are extremely important in making the NAEP a success. Motivational elements should be built into the materials which should take into consideration the interests and preferences of learners — their attitudes, beliefs and values e.g.

(i) Economic attitudes and values in relation to earning a living — including skill teaching and demonstration.

(ii) Social — folk traditions and organizations which people cherish and try to follow.

(iii) Cultural — folk arts, stories of human interest, plays and pantomimes, ethical values, faiths and beliefs with rational interpretation.

It should be seen if the materials prepared include items of such motivational value. If not, appropriate action should be taken to prepare them and include these in basic materials or in follow up materials. The help of folk artists, bards and musicians, story tellers and theatre artists, religious leaders and vocational trainers, and organizers of leisure time activities should be taken in the preparation and pretesting of such materials.

Training

Training of personnel at the level of adult education centres, project headquarters and the state involves formative research as far as the formulation of the programme and the preparation of materials for training are concerned.

The materials for training include :

— learning materials including visuals and demonstration materials which are to be used at the adult education centres and with which the trainees have to be fully familiarized and in the use of which they should be given necessary skills.

— learning materials related to the methodology of teaching and imparting related skills as well as the philosophy and psychology of adult education (eventhough very briefly).

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The formulation, adaptation, pre-testing, preparation and use of these materials are the concern of a Team of Trainers of training functionaries and qualified researchers of SRC's and Regional Institutions of Educational Training. Persons engaged in curriculum development and preparation of learning materials should also be associated with formative research related to Training. They should, in turn, be exposed to the methodology of formative research and a favourable attitude to such research should be carefully inculcated.

The organization and administration of the training programmes on a larger scale, however, is the concern of project officers, supervisors and subject matter specialists entrusted with the responsibility of its implementation.

This report is the result of the thinking of the group based on a background paper prepared by Dr. B. N. Singh, which is not being reproduced later due to its being very identical with the present report.

Report of the Working Group II

CONCURRENT MONITORING

In the context of the National Adult Education Programme the role of Monitoring and Evaluation was examined by the group. It was felt that monitoring was essentially a tool for detecting the flaws in programme operation at every stage of it and at each level. It helps in introducing suitable correctives wherever required; thus permitting a complete control over the programme. Monitoring gives effective direction to the programme for obtaining optimum results. Papers prepared on the subject of Monitoring by Dr. T. A. Koshy, Shri R. S. Mathur and Dr. Nitin Desai served as background material.

The task of the group was identified as preparing proformae for monitoring the programme at different levels and for the three main components of the programme, namely, functional upgradation, building up of social awareness and development of literacy skills, as given in the formulation below :

Levels of monitoring	Types of programmes to be monitored		
	Literacy skills	Social awareness	Functional skills
Nation			
State			
Project			
Centre			

The group considered the issues relating to the above levels in sub-groups and the proformae prepared by DAE were examined. The group also decided to have an instrument for assessment of the working of each adult education centre by the community.

The following proformae were suggested to be used :

1. A *Learner Information Schedule* which will serve as a bench mark information of each participant at the

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time of enrolment in the adult education centre. This will permit a measurement of the changes in the learner at various points in time and the ultimate gains of the programme on the learner.

2. A Proforma for recording the *Progress of the Adult Education Centre* every month. This will help the instructor to have a self-analysis of what is being done at the literacy centre and also report to the Project Officer about the day-to-day functioning of each adult education centre. The Project Officer could, in turn, provide professional guidance for better programme operation to each individual instructor.

3. A *Proforma for Quarterly Progress Report* of each project will serve one of the basic needs in monitoring, viz. to get periodic reports from the field which will reveal the functioning of various projects — their strengths and weaknesses, areas where further support was needed and the levels from where such a support could be provided, difficulties and problems encountered and the ways to overcome these. Prompt receipt of information and quick feedback could thus be provided for. This proforma is intended to be filled by each Project Officer for supply of information to the State and national levels who will have a much global view of the operation of the NAEP.

4. A *Proforma for Community Assessment* of the adult education centre will be helpful in securing greater involvement of the local communities who could be the best agency for overseeing the progress at the local level. This would permit a review of the working of the programme by on-the-spot visits to the centres and by collecting evidence of the impact of the programme on the learners.

The group while finalising the proformae kept into focus the requirements of the Management Information System and the *Schema* for Information Generation (Group IV) served as a basis for inclusion of relevant items in each schedule/proforma. The guidelines for revising the proformae offered in the Plenary Session III in relation to (i) objectives; (2) agency collecting the data; (3) proforma format; (4) linkages with other data; (5) allowing flexibility; and (6) logistics, were tried to be adhered to the extent possible

It has been the view of the group that each proforma before its adoption would need to be pre-tested by a small team from DAE with the help of State Resource Centre and known institutions of social research. Even the project administration may have to modify the contents of the proforma, without completely ignoring the principle of uniformity, which is also desirable keeping in view the mass coverage by the NAEP. The actual use of these proformae and the relevance of each item included in the proforma/schedule will have to be thoroughly explained in the training programmes organised by the DAE for the Project Officers, supervisors and instructors.

Report of the Working Group III
QUICK APPRAISALS

1. Introduction

In order to achieve as much conceptual clarity as possible, avoid overlapping of different aspects of data collection regarding NAEP and accurately assess the nature of the work involved in Quick Appraisal, the Group has suggested the following definitions of Monitoring, Evaluation and Quick Appraisal.

Monitoring consists of continual, routinized collection and collation of information regarding the on-going processes, and feeding back an appropriate and relevant portion of this for sustaining and improving the complete system of NAEP. (It is felt that even higher level structures charged with policy making and supervision should, as far as possible, be subject to monitoring.)

Evaluation consists of (1) ascertaining the magnitude and attributes of achievements, shortfalls in achievements, and non-achievements of the objectives and (2) finding the reasons for these. The aim is to provide dependable evidence for optimal decision making.

Quick Appraisal is less rigorous evaluation necessitated by immediate needs of the evaluators. The main purpose of Quick Appraisal is also to provide dependable evidence about the achievements for the shortcomings of the NAEP. Since time is of the essence, Quick Appraisal has to be less exhaustive, less comprehensive, and cannot hope to include all the variables. Feedback from Quick Appraisal is crucial for making an easy and effective transition from a nascent stage of the NAEP to a fullfledged stage. Since the governmental policy has emphasised the Project at the key and crucial structure, it should be the *unit of analysis* for the purposes of Quick Appraisal.

2. Objectives

The objectives of Quick Appraisal have not been clearly and definitively enunciated by the policy-makers. After reviewing the background literature and consulting the resource persons,

the Group *recommends* that the following should be the objectives of Quick Appraisal:

(a) Generally, to examine the characteristic style of functioning of the NAEP Projects and Centres.

(b) To identify the strengths and weaknesses of the Projects.

(c) To identify, even if crudely, the factors responsible for the strengths and weaknesses.

(d) To suggest corrective and remedial measures.

The Group felt that Quick Appraisal should not be used merely for the purposes withholding or continuing the grants. It should cover both the Governmental and non-governmental Projects, i.e. those operated by universities/colleges, NYK's, NSS, Voluntary agencies, etc.

The degree of the success of the NAEP programme is the major dependent variable. It can be measured in terms of the number of regular beneficiaries and the drop-outs, and the extent of the acquisition on the part of the regular beneficiaries of literacy, its functionality, and social awareness. The major independent and intervening variables which could account for the degree of success are the types of project holders, the nature, commitment and preparation of the voluntary organisations, the contextual or institutional characteristics of the area, the capabilities and inadequacies of the agencies, the difficulties felt by the supervisors and instructors, their morale, motivation and competencies, the social-economic background of the clientele, their motivation, etc. The nature and extent of these variables cannot be ascertained through any one instrument. Different types of instruments will have to be devised to collect the necessary data regarding the various variables. The sources and units of information will also vary according to the nature of information needed. For these reasons we have devised four different schedules. The appropriate sources of information have also been indicated in each schedule. It has been presumed that the necessary data on the socio-economic Status (SES) either of the instructors or the learners and dropouts is ascertainable for reference from the bench-mark surveys. It is expected that these information are kept in a readily retrievable form at the Project Office.

3. Agencies for making quick appraisal

There should be a non-official, or predominantly non-official, All-India body to lay down the framework for Quick Appraisal. At the State level also, there should be a similar body. At the district level there should be one or more non-official teams,

assisted by the District Adult Education Officer. The teams should consist of non-officials, who will be given the necessary orientation and training in the methodology involved.

This means that the team cannot be expected to devote their full time for the work of Quick Appraisal. It must be presumed that this team itself will process the data collected. If it is visualized to process the data on computers at the apex level in the State, the Quick Appraisal team will then be reduced to mere investigators. The quickness of the appraisal will be lost, if the data are to be processed at the apex level and then information fed back into the system for corrective measures. If the data are to be processed at the District level as soon as they are collected, a quick comparison of the projects is possible only at the District level. A Statewide comparison may be undertaken at the apex level at a later stage.

In view of the limited size of the appraisal team and the time constraints, the schedules will have to be brief and capable of easy administration.

Within a district, the projects shall be stratified by the types of agencies running them, viz., (a) Governmental; (b) Voluntary agencies; (c) Nehru Yuvak Kendras; (d) Universities and Colleges; etc. The sample size of the projects to be drawn will be more or less proportionately allocated to the each of these categories. Within each project 5 per cent of the centres will be randomly selected for the purpose of canvassing the schedules among the registered beneficiaries, dropouts and instructors. The team however, may resort to purposive selection of the projects and centres, on justifiable grounds.

4. Time duration, etc.

Quick Appraisal should begin after the completion of approximately 150 instruction hours. The investigation, processing of data, analysis, and reporting should be completed in 4 to 6 weeks for one round of operation.

A highly rigorous, controlled comparison of the projects is not envisaged. However, the processing and analysis of data should be rigorous enough to yield generally valid conclusions regarding the betterment of the projects. It may be repeated that it is advisable to get the processing and analysis done at the district level.

5. Respondents

The strategy for sampling has already been indicated. The sources of information have been spelled out at the beginning of each proforma.

REPORT OF THE WORKING GROUP IV

MANAGEMENT INFORMATION SYSTEM

The group identified the following major objectives to be served by MIS.

Objectives

1. To provide information that would help management set norms for performance and achievement.
2. To set objective criteria for success or failure.
3. To collate all the various sources of information and organize them into a system.
4. To prepare aggregate statistics for public information.
5. To feed-back information to state, district and project levels to improve the quality of the programme.

Levels

There was a great deal of discussion but the levels at which the Management Information System (MIS) should be created, in order to be most functional to the monitoring of the NAEP. It was agreed that there were four levels at which aggregation was possible: (1) the National level; (2) the State level; (3) the District level; and (4) the Project level. It was decided that the *two* most effective levels for the management of NAEP would be at the *National* level and the *Project* level. The MIS at the National level could be disaggregated quite conveniently for the State level without any substantial changes. The purpose of the District level aggregation would be mainly with respect to the coordination of the NAEP with other programme inputs from other departments like agriculture, health, industries, information and broadcasting. It was felt that the question of disaggregating data for the district level could be postponed till the National and Project level MIS was established.

Types of Information

The Working Group then focused its attention on the types of informations which would be needed and the periodicity of reporting. The information was categorised into eight types of data which are presented in the attached Table, 1 With respect to periodicity, it was felt that the Project Proposal would be the first input followed by the Bench Mark survey data. Each project would then send in quarterly report on various proforma prescribed in the concurrent monitoring.

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In addition to these project level reports, obtained from the Formative Research and Concurrent Monitoring, three other types of informations should be generated by the MIS: (1) On specific national annual dates like October 2, January 26 and August 15, a simple post-card with prescribed information may be sent from every project, to the Directorate; (2) a sample survey conducted by state or regional research institutions of about 2-10 per cent of the Centres operating in the State (or 5-10 Centres per Project) would be collected annually; and (3) in-depth case studies and analyses of diaries would form a separate qualitative source of information about a purposively selected number of projects.

These three supplementary streams of data coupled with the Quick Appraisals, which will also be conducted with the assistance of an outside agency, would provide the basic data for the MIS (See Tables 2 and 3). The Management Information System would then attempt to collate and calibrate a systems approach to most logically explain all the various data inputs, collected from different sources and at different periodic intervals. The MIS at the *national* level and the MIS at the *project* level would use very different types of information as inputs and outputs. Whereas the national (or state) level MIS would have to rely on retrieval of data at the project level using a high-speed computer to evolve a system, the Project level MIS may eventually use a primarily hand-tabulated feed-back system and rely on a large number of face-to-face periodic meetings for problem solving. It should, however, be emphasised that both systems rely on selected information which are reliable and valid and the amount of information can be progressively reduced by successive iterations while the MIS is being calibrated.

SUMMARY

The Adult Education Programme hitherto has suffered from a lack of credibility on account of the fact that the routinized administrative intelligence were substantially falsified to fit into the project proposal objectives. These routine and consistent repetitions of project objective data were not credible to any State Government or the National Directorate.

The NAEP is beginning its career with this burden of incredibility. Therefore, a revitalised monitoring system based on various checks of reliability and validity will be needed to reinstate the credibility of the programme in the eyes of public. It is hoped that if in the first year or two a monitoring system can be created, which can correct the major flaws in the information system, then the Project, State Governments and the National

Management will begin to utilise the MIS for making administrative decisions to improve the quality of the NAEP.

Under the Directorate of Adult Education, a Management Information System Cell will be created consisting of a group of experts with the Director as its Member-Secretary. This Cell may draw experts from various regional institutions who would assist in the jobs assigned to MIS and the initial trial and error processing of data regionally and by State. The MIS Cell would meet as often as necessary and would report to the Directorate.

Table 1

SCHEME FOR THE INFORMATION GENERATION AT THE PROJECT LEVEL

S. No.	Informational Aspect	TIME SCALE					
		Productive		First Quarterly	Second Quarterly	Third Quarterly	Fourth Quarterly
		Project Proposal	Bench Mark Survey				
1.	Physical Resources	Building Equipment					
2.	Human Resources	Personnel					
3.	Costs	Budget					
4.	Coverage	Geographical spread Population					
5.	Priorlty for Target Groups	Women SC/ST Occupational Group					
6.	Instructional methods	Synthetic Analytic Electic					
7.	Task & Activities	Flow Chart [1]					
8.	Appraisal of the Achievements	Literacy Functionality Awareness					

[1]. From the Functional Chart IV, Appendix V, p. 29 of *Summary Report*.

FOOT NOTE.—When the state programme does not follow a compact area project design, it may attempt to disaggregate its mass programmes into city, district or block units which can be reported under the same proforma.

Table 2

LIST OF PROFORMAS

Group	Description	Interviewer	Source/Respondent
Group I Formative	I-1. Village Information Schedule	Instructors	Leaders
REsearch	I-2. Problem Survey	Instructors	Learners
FORE	I-3. Availability of Reading materials	Instructors/Supervisors	Learners
	I-4. Suitability of Written Materials and visuals	Instructors/Supervisors	Learners
	I-5. Suitability of Curriculum	Instructors/Supervisors	Learners
	I-6. Suitability of Materials for Training	Instructors/Supervisors	Learners
Group II	II-1. Learner Information Schedule	Instructor/Supervisors	Learners
COncurrent MOnitoring	II-2. Monthly Progress Report.	Instructors	Records
COMO	II-3. Quarterly Progress Report	Project Officer	Records
	II-4. Community Assessment	Community	Community
Group III QUick	III-1. Extract from Project Proposal	..	Project Officer
APpraisals	III-2. Centre Schedule	Team	Learners
QUAP	III-3. Instructor Schedule	Team	Instructors
	III-4. Drop-outs' Schedule	Team	Drop-outs
	III-5. Global Appraisal	Team	Learners/Instructors
Group IV	IV-1. Post Cards	..	..
Management INformation System	IV-2. Sample Surveys	Team	Learners/Instructors/Supervisors
MINES	IV-3. In-depth Case Studies/Content Analyses of diaries	Supervisors	Learners/Supervisors

LIST OF PROGRAMME

Group I.	I-1. Problem Survey	Instructor	Learner
FOrmative REsearch	I-2. Village Information Schedule	Instructor	Secondary/Leaders
FORE	I-3. Utility of Teaching/Learning Materials	Instructor/Supervisor	
	I-4. Testing Visuals	Instructor/Supervisor	Learners
	I-5. Suitability of Curriculum	Instructor/Supervisor	

Table 2 —*Contd.*

Group	Description	Interviewer	Source/ Respondent
Group II. *COncurrent*	II-1. Learner Information Schedule	Instructor/ Supervisor	Learner
MOnitoring	II-2. Monthly Progress Report		Instructor
COMO	II-3. Quarterly Progress Report		Instructor
	II-4. Quarterly Progress Report		Project Officer
	II-5. Community Assessment		Community
Group-III *QUick*	III-1 Project Proposal Extract		Project Director
APpraisals	III-2. Centre Schedule	Team	Learner
QUAP	III-3. Instructor Schedule	Team	Instructor
	III-4. Drop-out Schedule	Team	Drop-out
Group IV	IV-1. Post Cards		Community
Management *Information* *System*	IV-2. Sample Surveys	Team	Learner/ Instructor/ Supervisor
MIS	IV-3. In-depth Case Studies/ Content Analyses of diaries.	Supervisor	

Table 3

HIERARCHY OF INFORMATION GENERATORS AND CONTENT OF INFORMATION

INFORMA- TION GENE- RATORS	FORE Group I	COMO Group-II	QUAP Group-III	MINS Group-IV
LEARNERS	Spelling out needs Motive for learning	Socio Economic Data Social Awareness	Taking tests in 1. Numeracy 2. Reading 3. Writing	Post cards should be sent by the community.
Total and sample coverage	Motivation Socio-Economic Status Spelling out suitable teaching/learning materials.	Political Awareness Functional Skills Adequacy of Service		

Table 3—*contd.*

INFORMA-TION GENE-RATIONS	FORE Group I	COMO Group II	QUAP Group III	MINS Group IV
INSTRUC-TORS	Physical facilities Human Resources	Problems of the center frequently	Administering Tests in Numeracy Reading Writing.	Maintaining diary to keep track of events.
	Socio-Econo-mic Status (Data collection) Profiles for programme formulation Spelling out suitable teaching learning materials Reporting suitable curriculum.	Assessing awareness functional skills.	Spelling out instructor difficulties and constraints.	
SUPER-VISORS	Spelling out the suitable teaching/learning materials needed. Spelling out the curri-culum	Taking steps to assess the activities of the centre Collecting in-formation on awareness Functional skills.	Appraising the level of achievement on Numera-cy, Reading Writing	Economic and Development intelligence Parallel machinery for Information generation
PROJECT OFFICERS TOTAL	Spelling out the resource requirements in terms of materials curriculum methods.	Assessing the adequacy of the pro-gramme periodically	ID of Areal agency SES pattern Preparing case studies on good and bad perfor-mance oriented centers, area.	Case studies Analyses Feeding information for project MIS

B. INSTRUMENTS—SCHEDULES AND PROFORMAE

SCHEDULES, QUESTIONNAIRES, ETC. FOR FORMATIVE RESEARCH

PROFORMA 1.1

Village Information Schedule

1. *Objectives*

    To gather information about the village before the start of the programme and to identify the following:

    General information regarding the village.

    Facilities and resources available in the village viz., institutions, programmes and functionaries.

    Economic, social and cultural activities.

    Associated needs and problems of the people.

2. *Data Collecting Agency*

    Supervisor with the help of instructors or village leaders.

    Respondents—Secondary Sources and Block Officials, Bank Officials and Local Leaders.

    Frequency—before the beginning of a programme.

    Analysis—project officer with the help of supervisors within a month of collection of data.

3. *Linkages*

    The Schedule nos. I.2,I.3,I.4 and also proformae for concurrent monitoring will provide linkages. (See full report).

4. *Flexibility*

    Items 7 and 13 allow for flexibility and variations at local/district/state levels.

5. *Logistics*

    As available with Project Officers for movement and collection of data.

I.1 Village Information Schedule

Date of filling the schedule ....

(from Block authorities, Bank Personnel, Panchayats and other authorities and groups of villagers)

1. Name of the Village..
2. Name of the Block...

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3. Name of the District..

4. Location, code number according to 1971 census (to be obtained from Revenue Clerk) ....

5. Language of the region...

6. Language/dialect of the locality...................................

7. Total Population: 1971......... 1978 (estimated)..............

8. Nearest Service Agencies/Facilities available:

| S. No. | Facility/Agency | Location and Distance | | |
| | | Within the village (YES/NO) | Outside the village | |
			Place (WRITE NAME)	Distance from the village (Km.)
(1)	(2)	(3)	(4)	(5)
(a)	Hospital/Dispensary/Primary Health Centre			
(b)	Indigenous medical system-dispensary			
(c)	Panchayat			
(d)	Post Office			
(e)	Block Office			
(f)	Commercial Bank			
(g)	Market/Town			
(h)	Pucca Road			
(i)	Village level workers' office			
(j)	Cooperative Societies			
(k)	Primary School			
(l)	Balwadis/Nursery Schools			
(m)	Madarasas/Pathshalas			
(n)	Middle School			
(o)	High/Higher Secondary School			
(p)	Polytechnic/Industrial Trg. Instt.			
(q)	Adult Edn. Centre			
(r)	Public Library/Reading Room			

9. List of functionaries of different departments (to be completed with the help of Sarpanch/Block Office)

	Residence		
Designation of the Functionary	Within the Village (YES/NO)	Outside the village	
		Place (WRITE NAME)	Distance from the village (Km.)
(a) Village Level Worker			
(b) Community Health Worker . . .			
(c) Primary School Teacher . . .			
(d) Patwari			
(e) Patrol			
(f) Tubewell Operator			
(g) Others (specify)			

10. List of local resource persons who can be mobilized for adult education work, including skilled persons like artisans, folk artists and progressive farmers.

....
....
....
....

11. Main economic activities:

(a) Main occupations of the people in the village

1————2————3————4————

(b) Main crops of the area

1————2————3————4————

(c) Main products of the small scale/cottage industries/artisans.

1————2————3————4————

(d) Main items of daily consumption

1————2————3————4————

12. Main social/cultural activities:

(i) Is there any:

(a) Youth Club ....

(b) Mahila Mandal ....

(c) Sports Organising Association Club ....

- (d) Cultural Activities Association Club ....
- (e) Community Radio ....
- (f) Charcha Mandal ....
- (g) Chetna Sangh ....
- (h) Any other (specify) ....
- (ii) Give names of the main social/cultural activities of the area:
  - (a) Sports ....
  - (b) Dance, drama, music, etc. ....
  - (c) Any other (specify) ....

13. If there is any facility for adult education/nonformal education in your village/mohalla/town, give information:

Name of the programme	Name of the agency organising the programme	Age group for which the programme is meant	No. of Centres	No. of participants	
				Male	Female

14. Is there any facility for starting adult education in your village Yes .... No .... If yes, Describe ....

15. Are the following programmes/benefits available to the village:

	Yes/ No	Problems in receiving these(WRITE)
(a) Small & Marginal Farmers Development Programme (SFDA)		
(b) Integrated Tribal Development Project (ITDP)		
(c) Integrated Child Development Scheme (ICDS)		
(d) Rural Development Project		
(e) Loans for cottage industries/artisans from Govt. or bank		
(f) Benefits from lead bank and the type of clientele benefitted		
(g) Craft training		
(h) Allotment of land to SC/ST		
(i) Exemption of land revenue		
(j) Drought Prone Area Programme (DPAP)		

16. What specific facilities are provided by the Block Development Office for the development of:

   (a) Agriculture   ....

        ....

        ....

        ....

        ....

   (b) Industry   ....

        ....

        ....

        ....

        ....

   (c) Artisans   ....

        ....

        ....

   (d) Health—Drinking
          Water—Communication—   ....
          Electricity, fuel   ....

        ....

   (e) Education   ....

        ....

        ....

   (f) Marketing

        ....

        ....

   (g) Any other (specify)   ....

17. Suggestions for improvement/development of the area

   (a) ....

   (b) ....

   (c) ....

PROFORMA 1.2

Needs and Problems Survey

1. *Objectives*
    (i) To identify the needs and problems of the potential learners and the community.
    (ii) To plan, develop and improve the curriculum.
    (iii) To serve as bench mark information for concurrent evaluation.
    (iv) To identify the interests and preferences regarding form of presentation of the material.

2. *Collective Agency*
    Project officer with the help of the supervisor or the State Resource Centres.
    Respondents—Sampled instructors, potential learners and village leaders—also group of persons available.
    Frequency—Before the beginning of a programme or at bi-annual intervals.
    Responsibility for analyzing the data—S.R.C. with the help of the project officer.
    How soon—1 month after data collection.

3. *Proforma*
    As given.

4. *Linkages with schedules*
    1.3 and 1.4 and also 2.3 and 2.4.

5. *Items that allow flexibility*
    As found in pre-testing.

6. *Logistics*
    Transportation, stationery and personnel to be made available by the Project.

I.2 Needs and Problems Survey Schedule

(From Potential Participants and Local Leaders)

0.1 Village .... 0.2 Block/Project ....

0.3 District .... 0.4 Date of filling
                                                    the schedule ....

1.0 Name of the respondent .... 1.1 Age...............

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1.2 Sex   **1.3 Main Occupation** ....

1.4 Secondary Occupation, if any ....

1.5 If received any schooling earlier: Yes ⬜   No ⬜

1.6 Size of the family, age-group and literacy status:

Sex	*Age groups*					
	below 15		*15—35 years*		*Above 35*	
	Number		Number		Number	
	Literate	Illiterate	Literate	Illiterate	Literate	Illiterate
Male .						
Female .						

1.7 If farmer, size of holding in acres:

         owned   ....

         rented   ....

         share cropped   ....

2.0 Is there an adult education centre in your Village/Mohalla?

                                     Yes ⬜   **No** ⬜

2.1 Would you join the adult education centre, if one is already

      there or is opened now?   **Yes** ⬜   **No** ⬜

2.2 If yes, what would you want to learn about?

....

....

....

2.3 If no, what is your reason or difficulty?

....

....

....

2.4 What are your three most important needs and problems in the spheres of life given below?

	Needs*	Problems**
Economic :		
Income		
Expenditure . . .		
Indebtedness . . .		
Employment . . .		
Occupational . . .		
Social :		
Discrimination . . .		
Marriage and dowery .		
Social hygiene . . .		
Health and Housing :		
Most frequent diseases .		
Adequacy of food . .		
Drinking water . .		
Housing		
Community facilities .		

*Needs refer to a necessity of something whether felt are not.

**Problems refer to a difficulty the solution of which is not readily available.

2.5 How do you enjoy your leisure time or what would you do in your spare time?

....
....

2.6 Which forms of presentation or expression for the materials do you like most? Short Story ⬜ Poems ⬜ One Act

Plays ⬜ Folk Songs ⬜ Essays. ....

PROFORMA 1.3

Availability of Reading Materials

1. *Objectives*

   To ascertain the availability and use of teaching/learning materials

   To identify the main points covered by these materials, and points which need improvement or adaptation

   To find out the support media used and action programmes associated.

2. *Collecting agency*

   Supervisor with the assistance of the instructors

   Respondents—Sampled instructors

   Frequency—At the beginning of every programme and at 6 monthly intervals

   Responsibility for analyzing the data—S. R. C. with the help of the Project Officers

   How soon—Within 1 month of collecting the data.

3. *Proforma*

   As given.

4. *Linkages*

   With proforma in Appendix 1.4, 1.5 and appendices 2.3, 2.4 with curriculum writers.

5. *Items that allow flexibility*

   7.1 and 7.2 of the proforma.

6. *Logistics*

   Transportation, stationery available with the project officer.

1.3 Availability of Reading Materials

(From Instructors and Supervisors)

0.1 Village .... 0.2 Block/Project ....

0.3 District .... 0.4 Date of filling
                                      the schedule ....

1.0 Name of the Respondent .... 1.1 Age ....

1.2 Sex :   M......... F..........   1.3 Main occupation

                                    ....

1.4 Education up to ....

2.0 What is the occupational background of learners in your class?

	Numbers	
	M	F
(a) Small farmers		
(b) Marginal farmers. . . .		
(c) Landless labourers . . .		
(d) Artisans		
(e) Any other, specify . . .		

3.0 What teaching/learning materials have been prepared and are in use?

	Title of the Material	Publisher	Year
(i) Primer Part I . .			
(ii) Primer Part II . .			
(iii) Reader Part I . .			
(iv) Reader Part II . .			
(v) Follow-up books .			
....			
....			
....			
(vi) Periodicals name			

4.1 What are the Main Topics covered by the sets of these materials?

	Title of the material	Main topics covered
(i)		
(ii)		
(iii)		
(iv)		
(v)		
(vi)		

4.2 What other topics should be covered by new materials to be written?

....

....

....

4.3 What Topics should be deleted?

....

....

5.1 Do you think the present coverage is satisfactory?

Yes [　　] No [　　]

5.2 If yes, what are its good points?

....

....

5.3 If no, what are the problems and shortcomings?

Materials	Shortcomings	Suggestions of improvement
(a)		
(b)		
(c)		
(d)		
(e)		
(f)		

6.0 Have you developed some material of your own?

Yes [　　] No [　　]

6.1 If yes, please give details

....

....

7.0 *Illustrated Materials*

What illustrated materials are in use at your centre?

Materials Description	How effective	Its good points	Its defects or deficiencies
(i)			
(ii)			
(iii)			
(iv)			
(v)			
(vi)			

7.1 What are your suggestions to improve these materials?

Materials	Suggesions for improvement

7.2 Please indicate additional topics for preparing such materials.

....

....

....

7.3 Have you perpared some visual material of your own?

If yes, give details   Yes |____| No. |____|

....

....

8.0 Action oriented programmes

Were some demonstrations planned along with lessons?

Yes |____| No. |____|

8.1 If yes, please give details

Topic of demonstration   Details

8.2 Were some on the spot studies or field traps organized?

Yes |____| No. |____|

If yes, please give details

Teaching/learning area	Details of visits
1.	
2.	
3.	

8.3 What Radio or Television programmes were used to support the treatment of lessons or to motivate learners?

Topics of Radio or T.v. Coverage	Radio	T.V.	Remarks regarding usefulness

8.4 What development work was carried on as a programme element?

....

....

PROFORMA 1.4

Suitability of Written Materials and Visuals

1. *Objecives*
   To ascertain the suitability of existing teaching/learning materials

2. *Agency*
   Project Officer with assistance of supervisors
   Respondents—sampled instructors and learners
   Frequency—every six months
   Responsibility for analyzing the data—SRC's and Training Institutions

3. *Proforma No. 1.4*
   Item 3.2 and 3.3

4. *Linkages with other data*
   1.3 and 1.5 and 2.3 and 2.4

5. *Items that allow for flexibility*
   As experienced during data collection

6. *Logistics*
   Transportation and stationery available with the Project.

I.4 Suitability of Written Materials and Visuals

0.1 Village .... 0.2 Block/Project ....

0.3 District .... 0.4 Date of filling
the schedule ....

1.0 Name of the Respondent .... 1.1 Age ....

1.2 Sex M——— F——— 1.3 Occupation...............

1.4 Since when attending employed in adult education centre?

....

Visual Aid

....

2.1 What do you see in this picture (photograph or poster etc.)?

Title	Observation
(a)	....
(b)	....
(c)	....

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2.2. What is this about?

Title

(a) ....

(b) ....

(c) ....

2.3 What does it convey to you?

(a) ....

(b) ....

(c) ....

2.4 Does it help you in understanding your problems?

(a) ....

(b) ....

(c) ....

Written Materials

3.1 What do you find in this lesson?*

....

....

....

3.2 What are its good points in relation to

Subject Matter	Words used	Illustrations	Arithmetic lessons	Others mention which
(1)				
(2)				
(3)				
(4)				
(5)				

3.3 What are its weaknesses from your point of view in respect of

Subject Matter	Words Used	Illustrations	Arithmetic lessons	Others mention which
(1)				
(2)				
(3)				
(4)				
(5)				

*Lessons should be purposively sampled for each participant upto the lesson already covered by him/her.

3.4 Is the material relevant to your needs or problems?

....

....

4. Please give suggestions for the improvement of the following

. ...

....

Name or title   *Suggestions*

Written Materials

....

....

....

Visuals

....

....

Suitability of Curriculum

1. *Objectives*

   To assess and evaluate the nature and quantum of appropriate curriculum materials

   To identify the specific areas where the material is inadequate and inappropriate

2. *Agency collecting the data*

   S.R.C. with the assistance of the relevant organisations e.g. NCERT, State Institutes of Education, etc.

   Respondent—Area of operation from the learners, instructors, supervisors and project officers

   Frequency—Half yearly.

   Time for analysis—Before starting the next course

3. *Profroma*

   As given

   Flow chart—The information should be collected by the SRC for analysis and remediation

4. *Linkage with other data*

   with all other schedules of formative research

5. *Items that allow for flexibility*

   Not applicable

6. *Logistics*

   The SRC should orient first the supervisors, project officers and instructors about the objectives of this instrument and also train them in the methodology of assessment. Then they should entrust the job to the project officers who in turn contact supervisors and the supervisors in turn collect the information from the instructors and from the learners.

I.5 Suitability of the Curriculum

(From Project Officers, Supervisors & Instructors)

0.1 Village .... 0.2 Block/Project ....

0.3 District .... 0.4 Date of filling

the schedule ....

1.0 Name of the Respondent .... 1.1 Age ....

1.2 Sex   M——— F———   1.3 Occupation...............

1.4 Educatinon ....

1.5 Exerience ....

2.1 Is there a written curriculum used as a basis of the teaching learning programme?   Yes   No
How was the curriculum developed?

....

2.2 Is it related to the needs the problems and interests of the people?   Yes   No

2.3 If yes, in what way?...

....

....

2.4 If no, what can be done to improve the situation?............

....

....

2.5 What are your suggestions to modify or improve the curriculum?

Content area   Suggested improvement

....

....

2.6 Does the curriculum permit adaptability? Yes|⎯| No |⎯|

2.7 Does it give you the scope to incorporate new ideas and methods?

PROFORMA I.6

Suitability of Materials for Training

1. *Objectives*
    (i) To identify the learning teaching materials to be used at the centres as used during training;
    (ii) To identify the materials used during Training to provide Fundamentals of NAEP and of adult education and psychology;
    (iii) To ascertain the point of view of the participants regarding their suitablity.

2. *Agency Collecting the Data*
    Project Officers with the help of supervisors and instructors.
    Respondents—Instructors and supervisors.
    Frequency—Immediately after the pre-service training.
    Responsibility for analysing the data—SRC or Project officers.

3. *Proforma*
    Attached

4. *Linkages with other data*
    Linkage with 1.4.

5. *Items that allow flexibility*
    2.3, 2.4, 3 and 4.

6. *Logistics*
    The Project Officer has to provide necessary facilities for the study of suitability of Materials.

I.6 Suitability of Materials for Training

(From Supervisors and Instructors)

0.1 Village .... 0.2 Block/Project ....

0.3 District .... 0.4 Date of filling
                                          the schedule ....

1.0 Name of the respondent .... 1.1. Designation.........

1.2 Age .... 1.3 Sex............ 1.4 Occupation..............

1.5 Education ....

2.0 Was a training programme organised in which you participated?

Yes ⬜ No ⬜

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2.1 For whom was the training specifically meant?..............

2.2 What learning teaching materials were used during training (which is to be used) at the Centre? Please comment on its suitability and quality.

Title of the materials   *Suitable or not*   *Comments and Observations*

....
....
....
....

2.3 Is it available for use during programme implementation?

Title of the Materials   *Available or not*

....
....
....
....

2.4 What other material was used regarding the fundamentals of NAEP and how far it was suitable? Give your views.

Name of the Materials   *Comments*

....
....
....
....

3. How far the training imparted to you was relevant?

....
....
....

4. What were its drawbacks or deficiencies?

....
....
....

5. Give your suggestions for the improvement of the Training Project.

....
....
....
....

PROFORMA II.1

Learner Information Schedule

The entire programme is learner-centred. Unless the changes take place in the learner on the basic elements of social awareness, functionality and achievements in literacy skills, the programme cannot be considered meaningful. For measuring the changes in the learner, it would be essential to have some minimum information that would permit an analysis of the changes at various periods of time by the instructor himself or by anyone intending to evaluate the gains of the programme on the learner. As such, a Learner Information Schedule is designed. The following objectives are expected to be served by this Schedule :

Objectives

(i) The information will serve as a bench mark data for determining the attainments and achievements from the inception, through the course duration and at the termination of the programme.

(ii) It will also help in preparing a small profile of the learners on the basis of which the teacher and the supervisory staff will be able to place the learners' needs and interests in view in organising a suitable programme.

Agency Collecting the Data

The organiser in-charge of the centre will collect this information through personal interview/observation of the learner. Each learner in the class individually will form the category of respondent for the purpose of obtaining information on the items included in the Schedule.

The Schedule : Areas Covered

A. *Socio-economic Background*—This includes the family size, Educational status, literacy level, occupation, etc.

B. *Social Awareness and Attitudes*—Learners awareness and attitudes towards the facilities and institutions available in the area of economic welfare, health and family welfare, his rights and duties as a citizen, his general information level, etc.

C. *Functional Skills*—Suggestive questions on learner as a producer and as a citizen. Areas like learner as a consumer, as a member of the family, etc. could be covered too.

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D. *Instructor's Assessment of the Learner*—Learner's position in the community, leadership, motivation for family and community improvement.

Linkages with other Data

The data collected through this Schedule will form a basis for subsequent comparison of gains and will be needed for knowing learner's progress and for evaluating the impact on them after the conclusion of the course.

Proforma and its Finalization

The Learner Information Schedule prepared by the DAE given at Appendix II formed the basis for elaboration. The revised version is attached. It will be pre-tested before being finalised. The Project Officer at the district level will adapt/adopt it. The portions 'B' and 'C' of the Schedule could be modified depending on local situations.

Logistics

It would be useful if the information is collected after establishing rapport and through informal, personal discussions.

II.1 Learner Information Schedule

(Bench Mark Data)

Batch No .... Village/ .... Name of the ....
                        Locality   centre

Centre started on .... Block ....

Location of the centre .... District.................

....

Name of the   Daughter/

learner Km./Smt./Shri .... wife/son of ....

A. *Socio-Economic Background*

1. Age (in years)   ....
2. Occupation ·   ....
   Main   ....
   Subsidiary   ....
3. Marital status   ....
4. Family size   ....
5. How many members in your family are literate ?
                    Male..................Female ....

6. How many members of your family are illiterate in 15-35 age group?   Male ....Female...........

7. How many children between 6-14 age group are there who are :

    —not going to school

    —studying at home

    —studying at NFE centre

    —not applicable

    —any other (specify)

8. Have you ever attended a school ?

    Yes/No

If yes,

    —For how   long (months/years)?..............

    —How long back ?   ....

    —Reasons for leaving study   ....

9. Have you ever attended an adult education class earlier at any time ?

    Yes/No

If yes,

    —How long back?   . ...

10. What do you expect to gain by joining this centre now?

....

11. Literacy level

    (Score for each learner to be given on the basis of a simple test to be devised in each language).

B. *Social Awareness and Attitudes*

12. Please indicate which of the following facilities are available to you and if ever availed of these

	Facilities for	Are your aware of (answer yes or no)	Have you/your family ever availed (answer yes or no)	If no, why could you not ?
	1	2	3	4
HEALTH	1. Child care			
	2. Nutrition			
	3. Immunization			
	4. Free medical aid			
	. . . .			
	. . . .			
AGRICULTURE	1. Improve seed			
	2. Fertilizer .			
	3. Pesticides .			
	_____			
COOP SOE.	Loans from banks			
	Loans from Coop.			
	Societies			

13. What are the very common diseases with which you or your family members have suffered during the last one year ?

   (a) List the diseases—

   (b) What did you do then ?

      —Treated with indigenous medicines (roots/leaves/seeds, etc.)

      —Went to private hakim/vaid/doctor

      —Went to Govt. Dispensary

      —Treated with 'mantras' (magic words)

      —Did not do anything

      —Any other

14. Whom do you usually call for performing delivery in your family?

      —Village Dai

      —Experienced women

      —Availed hospital facility

      —Any other

15. During pregnancy do the women ever go for medical checkup ?

                    Yes/No

16. In your opinion how many children will constitute a happy family ?

          Male............Female............

17. Have you ever been inoculated ?

                    Yes/No

   If yes, on whose advice

      —self

      —others (specify)

      —Don't remember

18. What is the minimum age for casting vote ?

                    ....years

19 Have you ever cast your vote in the elections ?

                    Yes/No

20. Have you ever been to a big town ?
(other than nearby town)

Yes/No

If yes, name ....

21 How many times you visited the nearby town during the last one year ?

....

22 Are you member of the following :

—Panchayat	Yes/No
—Yuvak Mandal Dal	Yes/No
—Bhajan Mandali	Yes/No
—Mahila Mandal	Yes/No
—Cooperative	Yes/No
—Any other	

23. How much education would you like to provide to your
    —son
    —daughter

24. At what age should a son or a daughter be married ?
    —son
    —daughter

25. What is the minimum age for marriage prescribed under law ?

—or boys	....	years/**D.K.**
—for girls	....	years/**D.K.**

26. In case you have a few hundred rupees saved, where would you like to keep this money ?
    —at a secret place in the house
    —with some reliable person, who has a safe
    —bank
    —any other (specify)

27 Do you have any saving account in Post office/Bank ?

Yes/No

28. If you are in urgent need of some money immediately, from where shall you borrow it ?
    —from relatives and friends
    —neighbour

—village trader
—money lender
—any other

29. Can you recite the first line of our National Anthem?
Yes/No

30. Which colours are there on the National Flag?

31. What is the name
of your District............State/Union Territory..........

32. When did we achieve independence ?........................

33. Name the three
—Our President   ....
—Prime Minister   ....
—Chief Minister   ....

C. *Functional Skills*

34. What are the high yielding varieties common in your region for
—Wheat   ....
—Rice   ....
—Pulses   ....

35. Are you able to get higher or lower or average yield on your lands than the average for the village ?
Higher/lower/average/Don't know

36. If lower, what difficulties do you experience?
   (i) Non-availability of physical inputs
  (ii) Non-availability of technical information
 (iii) Any other (specify)

37. Out of the following choices which one would you prefer while casting your vote in local elections ?
    (i) candidate of own caste
   (ii) candidate of own religion
  (iii) rich candidate
  (iv) educated person
   (v) none of the above

38. If there is a dispute regarding your land, whose immediate assistance would you seek ?
— enquiries from Patwari

—enquiries from Pardhan

—Tehsildar

—Lawyer

39 What wages are given to the landless labourers in the village ?

Rs............... monthly/daily

40. Do you know what is the minimum wage per day fixed for a landless labourer of your village ?

Yes/No

D. *Instructor's Assessment of the Learner*

41. The learner's motivation for self-improvement
    —High
    —Average
    —Low

42. The learner's position in his/her community
    —Leader
    —Respected individual
    —Ordinary person

43. The learner's desire for education of his/her children
    —High
    —Average
    —Low

44. The learner's desire for improving the condition of his/ her community
    —High
    —Average
    —Low

45 Does the learner come from
    —Better off group
    —Middle level group
    —Very poor section of population

Date...........................   Signature of the Instructor

PROFORMA II.2

Monthly Progress Report of Adult Education Centres

Objectives

    (i) To report to the Project Officer on the day-to-day functioning of the centres.

    (ii) To report the content covered.

    (iii) To bring to the notice of the supervisor Project Officer the problems encountered for which immediate solution is needed.

    (iv) To highlight the project support needed for meeting needs expressed by the participants.

Areas covered

    (a) Timing of the class

    (b) Total enrolment

    (c) Number of participants who attended the class

    (d) Lessons taught

    (e) Activities conducted

    (f) Problems encountered in running the centres.

Proforma and its Modification

The attached proforma will be filled in at the end of the class everyday from the Attendance Registers and other records kept in the centre.

The Project Officer/supervisor will be responsible for: —

    (a) modifying the proforma, if necessary, according to the local conditions;

    (b) training the instructors to complete the proforma in the proper manner;

    (c) collating the data received from all the centres;

    (d) ensuring accurate reporting; and

    (e) taking any corrective action, if needed.

    Based on the Bench Mark Survey, assessment of learner's progress may be made twice; the first as mid-term assessment after about 5 months of project operation and the second as the final assessment at the end of the programme. However, the instructor may make assessment of literacy skills achieved periodically so as to enable him to improve his teaching, determine the effectiveness of the teaching/learning materials. Among

the skills which the instructor is expected to acquire during his training is the ability to 'effectively evaluate the progress of individual learners as well as of the group and the extent of community involvement in the process'. (A Handbook on Training of Adult Education Fuctionaries).

II.2. Monthly Progress Report of Adult education centres

1. Name of the village/Locality...............................
2. Name of the block/Mohalla...............................
3. Name of the centre-in-charge...............................
4. Month ....
5. Year ....
6. Total enrolment :

    Male SC/ST.................. Others..................

    Female SC/ST.................. Others..................
7. Day-to-day activities.

(To be Filled in everyday)

Date	Activities* conducted	Local Resource Persons utilized	Lessons taught, if any	No. of learners who attended			
				M		F	
				SC/ST	Others	SC/ST	Others
1							
2							
3							
4							
.							
.							
31							
Total **							
Average **							

NOTE : * Be as elaborate as possible.

** Not to be completed by the instructor.

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(To be completed at the end of the month)

8. Problems in running the centres during the month—
   (a) availability of teaching-learning materials............
   ....

   (b) availability of assistance from other agencies (like
   agriculture, credit banks, etc.)..........................
   ....

   (c) availability of support/cooperation from the com-
   munity ....
   ....

   (d) drop-outs and reasons for dropping out..............
   ....

Date...........................   (Signature of the Instructor)

PROFORMA II.3

Quarterly Progress Report (Project Level)

Objectives

To provide information about the functioning of the project to district, state and central level authorities on items like—

(a) Functioning of the centres

(b) Attendance of the learners

(c) Position of personnel in the project

(d) Teaching Learning Materials available

(e) Training and Orientation Programmes

(f) Expenditure Incurred

(g) Difficulties and Problems Encountered.

2. *Agency collecting the data*

The Project Officer will collect and compile the data for OPR proforma.

Respondents / Data Source

1. Monthly Progress Reports submitted by the teachers

2. Any monitoring reports by Assistant Project Officers / Supervisors

3. Other reports/information available at Project level.

*Frequency—*Once per quarter.

Data Analysis—The data will be studied and reported suitably on the proforma for onward transmission to district, State and Central authorities. The Project Officer will mail one copy of the filled in proforma to Directorate of Adult Education, New Delhi, and other copy to District Adult Education Officer. He will compile the information for all projects and send it to the State level officer in charge. The processing will be done at DAE and other levels for appropriate feedback, comparisons, etc.

3. *Proforma*

The proforma II.3 is suggested.

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4. *Linkages with other Data*

Monthly Progress Report proforma (Appendix II. 2) will furnish most of the data for this proforma.

5. *Items That Allow Flexibility*

The proforma to be finalized after pre-testing.

6. *Logistics*

It may be useful to verify the facts by frequent visits to project centres to lend greater authenticity to the reported data.

II. 3. Quarterly Progress Report (Project Level)

1. *General*

   1.1 Name of the Project Officer ....

   1.2 Complete office address of the Project : ....

   District ....State/Union Territory ....

   1.3 Name of the agency which is implementing the Project : ....

   1.4 Category of the implementing agency :

   | 1 | State/Union Territory Central Govt.

   | 2 | Educational Institution

   | 3 | Nehru Yuvak Kendra

   | 4 | Voluntary Organization

   | 5 | Any other (please specify) ....

	Sanctioned				In operation (at the start of the Quarter)				Discontinued during the Quarter				Added during the Quarter			
	R		U		R		U		R		U		R		U	
	Tr.	O	Tr.	O	Tr.	O	Tr.	O	Tr.	O	Tr.	O	Tr.	O	Tr.	O
A. *Centre*																
(a) Men only																
(b) Women only																
(c) Combined (for both men and women.)																
B. *Learner*																
1. Enrolment																
(a) Total . . . M																
F																
T																
(b) Average per centre . M																
F																
T																
(c) No. of SC/ST (included above). M																
F																
T																
C. *Attendance*																
(a) Total . . . . M																
F																
T																
(b) Average per centre . . M																
F																
T																
(c) No. of SC/ST (included above). M																
F																
T																

N.B. : R = Rural; U = Urban; Tr. = Tribal; O = Others; M = Male; F Female; T = Total.

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3. STAFF

| | Project Officer | | Asstt. Project Officer | | Supervisor | | INSTRUCTORS | | | | | |
| | | | | | | | School Techers | | Unemployed Educated Youth | | Others | |
	Part Time	Full Time	Part Time	Full Time	Part Time	Full Time	Men	Women	Men	Women	Men	Women
No. Spnctioned												
No. In-position												
No. Trained												
No. Untrained												

4. INITIAL TRAINING & ORIENTATION

| Training Organised for | Course duration | | No. of participants | | Assistance received from State/ Resource Centre/Other agency |
	From	To	Men	Women	
Instructors					
Supervisor					
Other (specify) . . .					

5 . IN-SERVICE TRAINING COURSE ORGANISED, IF ANY

	Organised for whom (Instructor/Supervisor)	No. of trainees	How often during the quarter	Content of training
Refresher course . .				
Short duration meeting .				
Any other (specify) . .				

6. MATERIALS AND AIDS -

6.1 Difficulties experienced in the availabity and use of Material/Equipment and requirements of new Material

Sr. No. Type of Material	Name of Item	Requirements for the next quarter	Available	Difficulties	Suggestions
a. Basic . . .					
b. Supplementary . .					
c. Teaching : . .					
d. Equipment . . .					

7. EXPENDITURE

	Annual budgeted amount for the project	Amount received (with date)	Expenditure during the quarter	Total expenses so far
		(IN RUPEES)		
A. *Recurring*				
1. Field cost :				
(a) Salaries of field staff . . .				
(b) Allowances of field staff . . .				
(c) Teaching and learning equipment .				
2. Project administration . . .				
3. Training				
4. Others (specify)				
B. *Non-Recurring*				
C. *Total Expenditure* (A + B)				

8. *Difficulties Encountered*

....

....

....

....

....

9. *Suggestions for Improvement*

....

....

....

....

10. *Any Monitoring/Evaluation Activities Undertaken by the Central Project Staff*

                       Yes.....................No...............

   It yes, please describe/furnish copies of reports

....

Date ....   *Signature of the Project Officer*

PROFORMA II.4
Proforma for assessment of the Adult Education Centre by the Community

1. *Objectives*
   1. to find out the extent to which centres are running effectively.
   2. to suggest correctives whereby the centres could function more effectively.

2. *Data Collection and Analysis*

   Data can be collected either through a single visit to a centre or through periodic visits.

   Single visit
   1. An individual member fills the interview schedule or writes a descriptive account to cover the above-mentioned areas.
   2. The members of the council fill the interview collectively or write a descriptive account to cover the above-mentioned areas.

   Periodic visits—On the basis of their periodic visits, the members of the council write a descriptive account to cover the above-mentoned areas, on the functioning of the centre.

   Respondents—Respondents will be the members of a Literacy Council/Peoples' Council/or a village council consisting of concerned villagers from different strata of the community.

   Data Analysis—The members of the council will themselves analyse the data for better implementation. It can used:

   For group discussions/meetings in the village.
   For wall newspapers in the village
   For periodic reporting to the Project Officer.

3. *Areas Covered*

   Number of participants attending

   Kinds of activities participants engaged in

   Assessment of participant interest in the activities

N.B. :—It is suggested that every village may constitute a committee of 4 to 5 members who should oversee the running of the centre in their area, ward village, and reviewing its progress from time to time. Care would have to be taken to include a few members from learners also. The supervisor may take the initiative in forming such a committee.

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Problems faced by partcipants, if any

Assessment of the teacher in terms of interest. motivation. commitment

Problems faced by the teacher, if any

Inputs/services necessary to make the functioning of the centre more effective

Type of action proposed by the Council to meet the problems. requirements of the centre.

4. *Proforma*

The suggested proforma may be used with suitable adaptations.

II..4 Proforma for use by the Village Literacy Council/Members of the Community

1. Name/location of the village.....................................

2. Date of visit to centre ....

3. Name of the Block ....

4. Name of the teacher ....

5. Number of participants who generally attend the centre.
   ————— Male   ————— Female

6. What kinds of activities were the participants engaged in? (e.g. reading, writing, discussing, etc.) ....

   ....

7. What is your impression about the interest of the participants in the activities involved in? ....

   ....

8. What do you think are some of the problems faced by the participants in attending the centre? ....

   ....

9. What do you think are the problems faced by the teacher?...

   ....

10. What inputs/services are necessary to make the centre function effectively/more effectively? ....

    ....

11. What action has been taken by you/the Council to meet the problems, requirements of the Centre?..........................

    ....

12. What action will be taken by you/the Council to meet the problems, requirements of the centre?..........................

    ....

PROFORMA III.1

Project proposal

Objectives ...

This schedule will be used for the identification of the project-holders, the environmental, institutional and contextual data regarding the project area. The information obtained through this schedule will, along with that obtained through the other schedules, will help us in answering some of the questions of appraisal. This may be filled in by the applicants for the project plans and/or by governmental agencies at the appropriate level.

III.1. Project Proposal

PART I

Location
(a) Urban/Rural
(b) Block
(c) Taluka
(d) Sub-Division
(e) District
(f) State

PART II

1. Government Project/Non-Government
2. If Government, state name and address of controlling Department
3. (a) Name and address of the organization which is applying for the project.
   (b) Basic aims and objectives of the project holder
   (c) Whether registered under the Societies Registration Act or other appropriate Acts.
4. Previous experience in the field of adult education......
   ....
   ....
5. Whether the project-holder is operating
   locally/at state level/more than one state/national level
6. (a) Whether the project-holder is in a position to bear 10 per cent of the project cost

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(b) If the government grant is, for some reasons delayed, how long can the project holder manage to continue?

7. (a) Has the Project Holder resources to train the Supervisor and Instructors? Yes/No

(b) If no, what organisation would provide training?

8. (a) What teaching materials/aids do the project holder propose to use?

(b) are these
prepared by the project holder
or obtained from some other sources; if so, name the source

PART III

1. (a) Population of the project area

(b) Number of families

2. State three main occupations in the project area

(a)

(b)

(c)

3. (a) Percentage of marginal farmer families ....

(b) Percentage of small farmer families ....

(c) Percentage of other landowner families ....

4. Number of cooperative societies in the area ....

5. (a) Number of primary schools in the area ....

(b) Number of secondary schools in the area ....

(c) Number of colleges in the area ....

(d) Number of local organisations for adult education

....

6. Percentages of the illiterate persons in the population

....

7. Information about illiterate population in the 15-35 age group,

(a) Male ....

(b) Female ....

(c) Total ....

8. (a) Percentage of persons belonging to Schedule Castes

....

(b) Percentage of persons belonging to the Scheduled Tribes ....

9. Which section of the society will benefit from the project ? ....

PROFORMA III.2

Centre Schedule

Objectives

This schedule presumes that there has already been a benchmark survey of those learners who have registered for the course. From this survey the socio-economic data and the literacy, etc. status can be ascertained for reference.

III.2. Centre Schedule

PART I

This part consists of simple tests on literacy, numeracy, functionality and awareness. Each test need not be given to all the learners of the class. Separate groups of learners (preferably three in each) will be randomly selected of those present for test questions in each of the four aspects. Their performance may be deemed indicate the general level of the class.

1. Reading passage test. The class will be scored on:
   (a) reading speed
   (b) comprehension
2. Writing of two to three sentences
3. Simple arithmetic tests
4. Functionality test on the basis of what the learners have read and discussed
5. Social awareness test also on the basis of what the learners have read and discussed.

(No specific questions have been phrased, because the material will vary according to the situation. The Appraisers have to keep this in mind while framing the tests.)

PART II

This part deals with the needs and difficulties felt by the learners. This will be administered to a sample of the size of 20 per cent of the learners present in the class on the day of the appraisers' visit to the Centre.

1. Are the class timings convenient to you?
2. Do you have the books, pencils, etc.

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3. How long do you have to Walk from your home to the school?

...................................less than a km.

...................................1-2 km.

...................................2+ km.

4. Do you think the lessons are of any practical use to you?

5. Are you facing any opposition in your family, because of your attending this course?

6. Are you facing any opposition in your neighbourhood, because of your attending this course?

7. Are you facing any opposition from your employer, because of your attending this course?

PART III

Observation Schedule to assess the classroom situation. This will be a record of the observation of the appraisers.

1. Adequacy of light in the class room
2. Adequacy of sitting space
3. Cleanliness
4. Noise disturbance

(We have not envisaged any observational methods and schedules for assessing the rapport, etc. between the learners and the instructor, since this might be an obtrusive measure in this situation. Part I of this schedule may be used for subsequent phases of the appraisal.)

PROFORMA III.3

Schedule Instructor

Objectives

This schedule presumes that at least the socio-economic background and educational qualifications of the instructors have been ascertained (and a record of these maintained) at the time of the appointment. We also presume that the teacher is trained.

III.3 Instructor Schedule

1. Have you been participating in any other social/developmental work in your area?
2. Are you a member of any organisation in your areas?
3. (a) Do you think that the NAEP may also result in upsetting the social harmony?

   .... Yes

   .... No

   (b) If yes, do you like it?
4. What are the reasons that have prompted you to become an instructor in the NAEP?
5. Apart from the teaching aids you may have received, did you on your own prepare any charts, posters, or any other audio-visual materials? If so, what are these?
6. What have you been doing to involve the community in this Centre?
7. What you have been doing to involve the extension workers here in the activities of your Centre?
8. How have you tried to propagate the NAEP ideals outside the classroom?
9. What have you done to persuade the irregular learners to become more regular, and the dropouts to rejoin the class? With what results?
10. Are you receiving full support and cooperation from your supervisors and project officers? If not, give some details.
11. Have you been receiving the teaching and learning materials in time and in adequate quantities.
12. Do you receive your honorarium on time and regularly?
13. Have encountered any opposition in this area in your job?

PROFORMA III.4

Dropout Schedule

This schedule also presumes that the SES data are available for reference from the bench-mark surveys. The stage at which a person dropped out can also be ascertained from the class register.

Only one question is suggested :

1.   Why did you not complete the course?

PROFORMA III.5

Global appraisal form for Centres

Objectives

The appraisal team may like to collect certain core items of information, and organize them in such a way that a global picture emerges quickly about the overall functioning of a centre. The idea is that on the basis of such global pictures for the centres so appraised some sort of ordering among the centres will automatically become possible. Whether any remedial or corrective action is called for, will follow from the appraisal. **The following proforma is suggested which is called.**

III.5 Quick Global appraisal form for Centres

It consists of the following four parts:—

Part I   Information available from Project Office

Part II   Information available from Working Centres.

Part III Information available from the Clientele Groups.

Part IV Information available from key persons in the community.

PART I—Information items to be collected from the Project Officer

(a) Regularity of inflow of information from the centres, in terms of periodic reports.

(b) Time gaps

    (i) Date when project sanctioned

    (ii) Date when centre started functioning

Less than 3 weeks	.	.	.	Good	(circle one)
= 3-5 weeks	.	.	.	.	Average
Above 5 weeks .	.	.	.	Poor

    (iii) Date when maximum enrolment attained

Less than 2 weeks	.	.	.	Good	(circle one)
= 2-3 weeks .	.	.	.	Average
Above 4 weeks .	.	.	Poor

(c) Enrolment fluctuation.

Maximum enrolment attained	.	.	.	No
Enrolment today at the time of appraisal	.	No
Average of one week .	.	.	.	.	No

$\dfrac{(m-n)}{m} \times 100 =$ Percentage drop in enrollment.

85

Less than 25%   .   .   .   Good   (circle)

20% to 35%   .   .   .   .   Average   (one)

Above 35%   .   .   .   .   Poor.

(d) Personnel position (i) Same Instructor continuing from the beginning .... (a)

$a = 5$ (ii) Training in Adult Education Methods   .... (b)

$b = 5$

$c = 5$ (iii) Regularity, punctuality, efficiency, resourcefulness, devotion, involve-

Total 15 points.   ment, etc.   .... (c)

(e) Utilization of resources made available by the District level authority, and by the Agency running the project.

PART II—Information Items to be collected during visit to a Centre.

    (a) Attendance on the day of visit.

    (b) Physical plan type of place, and facilities, location (easy accessibility to the client group)

    (c) Basic instructional equipments—availability and utilization.

    (d) Instructional aids—availability and utilization.

PART III—Opinion to be canvassed from the group of learners.

    (a) Will they like the programme to continue as it is, to be substantially modified, or shut down?

    (b) How do the community view the Centre's functioning, its usefulness, etc. For this purpose opinion of some responsible, key persons in the village or ward, should be sought confidentially.

PART IV—Utilization of funds along approved channels.

    (a) Amount of funds sanctioned

    (b) Amount of funds utilized properly.

$$\frac{b}{a} \times 100 = \text{Proper utilization of funds.}$$

....

PART II
BACKGROUND PAPERS

Background Paper

CONCURRENT MONITORING
by
Dr. T. A. Koshy.
COUNCIL FOR SOCIAL DEVELOPMENT

1. The term 'Monitoring' used in this paper is the process by which those who are implementing the programme would be able to find out :

    (a) Whether the prospective participants have been made aware of the programme and what they could expect from it.

    (b) Whether the physical arrangements for running the programme are satisfactory or not.

    (c) Whether the programme is being implemented according to the pre-determined plan of operation.

    (d) Whether the operation of the programme is in accordance with the stated objectives of the programme,

    (e) Whether the targets are being achieved and if they are not the reasons for non-achievement and what could be done to remedy the situation.

    (f) Whether the learning materials are effective, particularly in conveying the messages intended to be conveyed, and lastly.

    (g) Whether a link has been established between literacy and functionality (development of skills) in respect of occupation, household tasks or organisation of groups for action.

Naturally, such a process can take place only during the course of the programme and therefore, the qualifying term 'concurrent' in the title of the paper, is to serve as a reminder that the instrument for monitoring has to be ready by the time of launching the programme, although the instrument may be defined as monitoring proceeds.

II. Data to be Collected for Monitoring

    A. (1) *Data on Organisation*

        (i) Data on the identification of the prospective participants: age, sex, criteria for selection, previous education, if any, etc.

      (ii) What proportion, if not all, of the prospective participants have been contacted and made aware of the details of the programme to be launched. Whether they had any opportunities to express their difficulties in participating in the programme and whether they gave some suggestions for removing the difficulties so as to enable better enrolment and participation.

      (iii) What activities have been organised to create motivation for participating in the programme.

(2) (i) Data on the location of the centres, criteria used for selection of the locations.

     (ii) Whether any difficulties have cropped up on account of the location of centres. If so, the reasons and how the problems have been solved.

     (iii) Whether alternative locations have been identified in case a change becomes necessary.

B. *Data on Programme Administration*

     (i) Recruitment and Training of functionaries such as, Project Officers, Supervisors, and Instructors.

     (ii) Procurement and distribution of equipment and supplies to the Project Office and Centres.

     (iii) Procurement and distribution of learning materials, teacher's guide, etc.

     (iv) Liaison with other departments and development programmes in the area.

     (v) Payment of honoraria, T.A. & D.A. etc. to workers.

     (vi) Logistics.

C. *Data on Learners and Learning Situation*

     (i) Age, sex, educational background (if any), socio-economic status, etc. of learners.

     (ii) Meeting time of the group; regularity of meeting.

     (iii) Record of attendance of learners.

     (iv) Feed back on daily lessons.

     (v) Feed back on effectiveness of learning materials with suggestions for revision.

D. *Data on Follow-up Activities*

     (i) Procurement and distribution of books and other reading materials for new literates.

     (ii) Organisation of reading groups.

     (iii) Setting up of rural libraries.

III. Sources for Data Collection

    (i) Diaries to be maintained by Project Staff.

    (ii) Weekly or Fortnightly Reports by Instructors and Supervisors.

    (iii) Observations by Project Officer, Supervisors and others during visits.

    (iv) Daily log sheets to be maintained by Instructors.

    (v) Record of attendance to be maintained by Instructors.

    (vi) Members of the Project Implementation Committee.

IV. Tools for Data Collection

The Seminar Group working on Concurrent Monitoring could prepare questionnaire/schedules for the collection of data from different sources.

Background Paper

MONITORING THE NAEP*
by
R. S. MATHUR,
Deputy Director,
Directorate of Adult Education

The Programme Context

The National Adult Education Programme is novel in several ways and offers a great challenge and also an opportunity to the planners, administrators, students of development and social change. In terms of coverage, it is massive; in implementation, it is intended to be flexible; in organisation, a good deal of diversity is visualised; in form and content, it is sharply different from past programmes as the objectives are far beyond the imparting of literacy skills to the illiterates. It aims at enabling the adult illiterates to grow mentally, socially, economically and politically by having greater *awareness* of the causes of social deprivation and how these can be overcome and by raising their *functional capabilities* to improve their life-styles through a process of *literacy* education. Here is an opportunity.

Conceptually, this is very gratifying; in planning it is well-conceived and if it succeeds operationally, the society will surely get quickly transformed. The challenge lies in ensuring that the concept as visualised and the planning as envisaged, really gets executed with desired results. Often, there are gaps between the planning and the implementation of any programme, but the extent to which these gaps get reduced determines the degree to which the programme is successful. An essential pre-requisite for a sound programme planning, therefore, is a provision of a built-in mechanism for Monitoring, Evaluation and Research which will expose gaps wherever they are, help take measures to plug these and introduce modifications in the planning or implementation process. The NAEP provides for MER support, but in order to be effective, some basic issues need to be examined and appropriate mechanisms and methods identified or developed.

General Considerations in MER

Monitoring :

Monitoring is the simplest method of knowing where we are in relation to the programme. It is a process which helps in detection of flaws assists in decision making and in giving *direction* to the programme. Obviously, it will be necessary to identify monitoring features and contents. It could take the form of receipt of status information from operating and implementing levels, status appraisal of financial and physical performance as compared to targets, schedules and standards, identification of shortfalls, bottlenecks, lagging areas, causes for shortfalls, problems and difficulties and impending shortfalls as well as problem areas. Monitoring is thus used to send *feed-back* information *for initiating corrective action* with a view to bringing the lagging areas back on course. Monitoring function may also include *a review of the corrective action* taken in response to feed-back and flow of upto-date information to various levels within the organisation and to outside agencies.

All this would require establishing and developing an organisational frame, monitoring levels, methods and procedures, the information components, determination of information needs (inputs, processing and analysis, storage, outputs, flow and feed-back), quality of information (how timely, accurate, adequate and relevant), at what costs, etc. It means it is the *process* of implementation of a programme that is crucial in monitoring. The most elementary level of reporting also meets the monitoring function in a limited way.

Evaluation :

Evaluation is comparatively new both as a social concern and as an area of technical competence.[1] The term lends itself to different meanings and conjures up all sorts of fears and misgivings. Projects sometime try to avoid being evaluated, particularly on account of the mis-conceptions with which the term is associated. Although there is now a greater appreciation of evaluation serving as a 'diagnostic' tool, many still consider it to be a totally judgemental affairs. It is, therefore, necessary to build up a culture of evaluation, where every functionary would try to examine his own role critically, identify the areas where he can do better, how he can do better and so on. Self-evaluation, all along the process of education, has to be recognized as the best tool for improvement of programme concept, content, methods and results. If such a culture is allowed to grow and develop, it will permit truths to be known boldly and publicly. Presently, the tendency is to hide the problems and facts because

such a culture does not exist. The truths are hidden because the evaluator is regarded as a 'fault finder', not a friend, because evaluator is considered as an intruder into others' business. But when each functionary assumes the role of an evaluator, facts will be shared and revealed and solutions and alternatives thought out and introduced into the system. We must work to have such a culture built into NAEP to make evaluation a real tool of programme improvement. Instances, though rare, exist where some facts came to light in evaluation studies, but the suggestions/recommendations never got implemented. So the decision to evaluate a programme must be worked through where the decision can be implemented.[1] The point is further extended by James Draper who argues that evaluation procedure must be compatible with the developmental goals of educational programmes. He further says "Evaluation is inseparable from the organization and communication aspects of a programme". We must seriously examine our own organizational structures. On one hand we may profess goals for developmental education, but are our organizational structures compatible with these goals? Will our structures permit a variety of evaluative tools to be used, over time, in order to assess all those developmental changes which have occurred? Will our structures and our skills encourage the use of unobtrusive measures in our evaluation procedures, such as observing, listening, and feelings?

If our organisational structures are incompatible with developmental goals then we have two choices. One is to avoid expressing goals which are incompatible with our structures. To do this, I believe, is to retreat from pursuing the primary goal of all education. The alternative is to bring about changes within our organizational structures, and this, I feel, is an educational task worthy of pursuit.[2] This will mean that evaluation will be operationalised to two ends :—

(i) to get truths disclosed; and

(ii) to get the evaluation findings fed into the system or get the conclusions of evaluation executed.

The purpose of evaluation is to make a detailed study of all the aspects of a project or a scheme; hence, it needs a longer period as it involves preparing and testing the programmes, designing the samples, collecting and compiling the data schedules and interpreting them, report writing, and the consequent discussion and revision of the report.

Monitoring, on the other hand, intends to provide the planners and the administrators with much less information, at short intervals. Its objective is to keep the administrators ac-

quainted continuously with the progress made by the construction or operation of the project in relation to the targets spelled out prior to the initiation of the project the cost-expenditure involved and the prospect of employment generation in the project. In case any slackening in the progress of the scheme is indicated in the monitoring study, remedial measures might immediately be taken.

The information available through constant monitoring of the programme will help in identifying projects for independent investigations and closer scrutiny of situations.

However, certain issues figures prominently when we plan an evaluation strategy;

—   What are the general and specific goals attainable in respect of each of the three components of functionality, awareness and development?

—   What norms, standards and indicators are set to quantify a programme's success or otherwise?

—   What forms could evaluation take?

—   Which agency would be best suited to undertake these studies?

The questions may be examined by the appropriate group but are only touched here to stimulate thinking.

Research :

In the context of NAEP, the research support will have to be different from the past tradition. In the past, not very substantial number of research studies were carried out and the limited number also concerned mainly with project performance and only rarely to impact studies. In a non-formal educational endeavour, decisions on alternative strategies, on various approaches and methodological aspects will be most sound if based on empirical evidence gathered through scientific investigations. In order to have real flexibility, experimentation and innovations have to be encouraged and their relative influence or merits can be commented upon through systematic enquiries and research.[4] Norformal approach to education suggests the adoption of 'diagnostic' approach, which puts the role of research in perspective. The main characteristics of NAEP, namely, its relevance to learners' needs, the orientation towards environmental factors, promotes the idea of looking for these and hence the need for 'formative research'. If a proper diagnosis of the field situation in which the programme is to be introduced is made in the earliest stages, it will provide information useful for planning the project, and to have it elaborated. Thus, in preparation of teaching-learning materials, the exercise will help in determining the content,

problems and solutions, which will provide incentives to learners to join the programme. The concept of having 'need-based' curriculum acquires meaning only with adequate support from formative research. How the curriculum content will be best delivered, is another domain for formative research. The research effort would, therefore, be useful only if the thrust is on 'action' rather than on 'pure' research, cutting every stage and phase of the programme system.

MER constitute supplemental activities and not substitutes for each other. In this paper, the focus is on Monitoring, but references to Evaluation and Research occur to underline the basic continuity.

Why Monitoring?

The necesity for monitoring is felt significant because invariably evaluation is considered as the last activity of any programme or a system. In fact, it should not be considered so. There is a late but growing realization that it is not, and that it runs through all stages. At the same time, there is a tendency in all evaluations to emphasize the product more than the process. Here the danger is that if the programme does not make the desired impact on the community which it served as revealed by an evaluation at the end of the programme, there is little that can be done then. It amounts to 'post-mortem' where death has already taken place. Perhaps it could be averted if the diagnosis of the situation was attempted before. 'Evaluation is something like medicine — it's a nuisance to take, it costs money to get, it frequently has bitter taste, and you often suspect you would have got well without it. But like medicine, it can save you time, trouble, and money in the long run. And unlike medicine, you do not have to be sick to need it.'[5] Naturally, the process of programme implementation and its monitoring assumes critical significance.

In the evaluation of adult education programme, both the process and product evaluations are equally important. Some may argue that it is the final outcome that determines efficacy of the programme and unless the objectives are achieved, the efforts cannot be considered successful. But in reaching those outcomes it is the process that should get precedence. Unless the process is effective, the outcomes cannot be very satisfactory. In order to strengthen the process, it will be essential to consider the various inputs that go into it, namely the preparation of the cadre that has to implement the programme; the relevance, flexibility and need-based approach to curriculum and materials used; the actual teaching-learning process that takes place in the class or the centre; the clients or adult learners who participate in the pro-

gramme themselves — with their doubts, their motivations, their backgrounds, interests, problems, etc. If a careful monitoring of all these is done and remedial action wherever needed is forthcoming without delay, there is a greater hope and higher degree of success that can be anticipated than in the absence of it. Obviously, this can be done if the person who has to decide about these issues, himself gets associated with monitoring and evaluation. Without suggesting a detailed system of monitoring and evaluation for each of the above processes, an illustration of how a teacher/ organiser/instructor in a classroom can examine his own work by proper insights into the kinds of assessments he may undertake is given here. This will enable him to judge how successful his own instructional process has been or he can discover ways of searching in an objective manner, how he can improve his own performance and the areas in which he can contribute more as a result of this 'introspection'. This exercise is bound to provide as a stimulus to the process of self-evaluation or continuous monitoring of the process of instruction.

Towards Self-Evaluation — Some Principles

Usually, the instructor looks to persons 'above' him for learning his shortcomings; his most accepted mode of evaluation is external. Now, outside judgment may be very true or, in some cases, biased also, but what can benefit the instructor most is his own analysis of things as they move along, continuously without waiting for some external source to point out the deficiencies. The dependence on external source of evaluation is so deeply entrenched in the instructors that they seldom try to analyse how things can be improved? and what is wrong? and where it is wrong? Hence, the need for instructors to evaluate their own work should get built into the psychology of adult education instructors at least. The principles are based on the view that the instructor : (1) must himself be involved in the process of reviewing and evaluating his own progress; (2) he should check his performance (and that of his learners) to see if they are maintaining the progress that should be achieved in a particular period of time and if they are accomplishing what was set out to be achieved in a particular span of time; (3) he must go on learning and improving his process of instruction by the interaction in the group, by understanding his own limitations and seeking solutions to overcome these.

This is not to suggest that the visits of supervisors and project officers are to be cut down. If he knows his own weaknesses and shortcomings he will himself 'plead' for help rather than 'look' for help and guidance.

There is no set rule for self-evaluation and it is a common sense monitoring of — How I organise the group? What I give to the group and the individuals? How satisfactory are the methods of instruction/education? and How conducive is the environment in which the whole process of education is taking place? A small checklist of the type of questions that could be asked by each instructor at the end of a unit of the curriculum or over a particular period of time, say a month, may be drawn up. The actual questions are relatively not so important but the point is that the instructor must himself get into the habit of examining himself — his expected role in the programme, what he is doing and how he can do better. The list may need recasting in the context of each instructor's placement in the programme.

For judging the progress of learners it would be useful to have a bench mark information about each individual learner on items such as socio-economic background, his level of functionality, including knowledge, attitude and behavioural aspects on small little things to be covered by the curriculum, their level of literacy and awareness of social circumstances in which they are placed. This will permit at a later date to compare the growth and change in them.

Similarly, the existence of a favourable environment for NAEP in the area where it is to operate, is a pre-requisite for success and in generating motivation among the people. In the proposals for consideration by NBAE's Committee on Preparatory Action, a suggestion was made that there was a need to create a national atmosphere regarding illiteracy. Awareness on this subject should permeate at the town and village levels. Students of colleges, higher secondary schools, secondary schools, middle schools, etc. could carry the message of NAEP in a well-defined area. In doing so, they should also collect family-wise information regarding illiteracy. Such information should be tabulated and disseminated for villagers to be able to draw inter-village comparisons. The method of collection of information and the form can be centrally prepared. The District Adult Education Board should be involved in this. It is expected to create a sense of excitement and ferment among the students and teachers. These will serve five major functions :

    (i) the literacy position of a particular area where the centre is likely to be opened. The demographic aspects and the situation of literacy in different age groups will help in making the village as a whole aware of the educational backwardness or its relative superiority over others in the area;

(ii) out of the total illiterate population in the target age group, the motivated group will be identified and those willing to take the advantage of the programme and volunteering to join the centre;

(iii) the survey will expose the major problems in the area and the special requirements of education;

(iv) it will help discover the available resources in the community and facilities available and how to take maximum advantage out of these. The availability of buildings, material, personnel and other resources for organising adult education programme will be known;

(v) the availability of community support to the programme of this nature and the involvement of the community as such will be established.

What will be Monitored? — Information Component

A comprehensive review of the working of the programme and its monitoring would mean a study of the entire system in its totality. As an illustration, one may begin by examining whether selection of a particular area met with the broad norms laid down in this regard? How was the selection made and who did it? Whether any other factors in selection of the area needed consideration? and so on. If a wrong selection was made, how did it affect the programme? After the district was selected, what factors were taken into consideration for locating the centres and for covering particular blocks and villages and whether the decision was based on rational understanding or on any other considerations — political, geographical, etc.? If the decisions were sound, how did these help? If these were wrong, how it affected programme operation?......and so on. How far were the initial survey results utilized for identifying learner groups, for ascertaining their motivational needs and requirements and for linking the problems expressed by them with curriculum and materials? What is the instructional agency, how are the instructors selected and prepared for the tasks? Is the present arrangement with reference to instructors satisfactory? What could be a better alternative?

The list of such questions would be endless to cover various elements of the system starting from one side. The study of organisational, administrative structure for programme implementation and its efficacy, the financial aspects, the utility, relevance, adequacy and relevance of the various programme inputs like the curriculum, the materials, methods and media; the project personnel, their background, aptitude, training and morale; the inter-departmental coordination and its effect on programme goals; the output in terms of giving to the learners necesary skills, know-

ledge, aptitude for changing their life style and work habits and infusing into them a spirit of search for solutions, a desire to know more and take rational decision on their own are some of the major areas that would require a probe. In ultimate analysis, if the programme goals are clear to the functionaries (concept and objectives); the machinery for implementation is suitable (including the organisational, administrative and financial aspects); the programme content and methods correspond to learners' needs, interests and requirements: the staff has requisite competence, the group is well-motivated and the community support is available, there is every expectation that the outcome would be encouraging. To judge the effectiveness or otherwise of the programme, therefore, each item has to be studied and its positive and negative effects identified, analysed and remedied.

In a comprehensive monitoring and evaluation plan, a study of all these elements of the system is desirable. It may sometimes become necessary to restrict the scope of investigation to most critical areas.

Who will do Monitoring and who will be Monitored? — An Organisational Frame

The NAEP is a programme of unparalleled coverage and envisages the involvement of several agencies and numerous functionaries at various levels. The programme would be conducted under the aegis of government departments, voluntary organisations, the employers, the Universities, Nehru Yuvak Kendras, Trade Unions and several types of functionaries. The task of making each and every functionary and agency understand the implications for effective programme implementation is stupendous. Once it becomes operative, it is necessary to relate experiences in terms of quantitative achievements, qualitative performances, problems encountered, the manner in which these are resolved and the help and assistance received for better implementation. Now, this will be the function of monitoring but who should report whom and when? It means a systematic mechanism of monitoring has to be conceived and provided for in the NAEP. Not only should there be heirarchical monitoring, but participatory as well where even the learners should be encouraged to ask how and why the programme is not meeting their needs.

How will Monitoring be done? — Methods, Procedures and Levels

Monitoring the programme will have to take place at various levels of the programme — national, state, district, project and field levels. It should aim at improvement of the manage-

ment of the programme at all levels. Monitoring may help even more if it is encouraged horizontally also to see the programme performance, the process of education so that the ultimate outcome, namely, the gain on the learners is maximised. For this to happen, it will be necessary to give the middle level workers an understanding of the possibilities of making monitoring and related activities fully operational. It will also be desirable to help them to visualise their role in the network or the collaboration necessary in having effective monitoring and related activities established, their minimum obligations and basic contribution. The functionaries will also have to be provided with practical suggestions and simple aids to put the ideas relating to monitoring, evaluation and research to use in improving the educational process and overall project efficiency.

The next question is as to how such a system can be built? In answering this question two more issues require attention — (i) what kind of information will be required and (ii) what forms will be needed to collect this information. This basically will be the concern in a scheme of monitoring. Connected to these are (i) the problems of *data audit* which means whatever is reported is also tried to be checked and the other *physical audit* which means the verification in the field of the things actually happening as reported. This will be necessary to control large scale mis-reporting, exaggerations of attainments and bringing into focus the factual state of affairs. In monitoring, one cannot be content with whatever information is reported and one has to constantly ensure its reliability and validity.[6]

The Report of the Committee on Planning Administrative Structures for Adult Education suggests that the project would also be main level for monitoring of the programme and normally reports will be sent directly to the State Government, with a copy endorsed to the office of the DAEO. The main purpose of monitoring is detection, direction and control over the project. If these goals are to be met, the ideal situation would be to keep the local and state administration informed of *what actually is happening* so that timely assistance is possible to be given. The other reason why it should be the primary responsibility of the State and local project administration is that it permits closer and comparative look at projects within an identified geographical zone and ensures speedier application of correctives. At the Central level also monitoring of the programme will have to be done in terms of its total coverage. With huge investments, men, money and materials being put into the programme, the Central Government would be interested in keeping a close watch on the developments and progress in terms of targets of goals.

Naturally, flow of data from the lowest field unit (the literacy or adult education centre) right upto the National Directorate of Adult Education with the knowledge of the State Government administration is to be ensured. But mere collection of data won't help unless it is used for providing requisite feed-back, suggesting measures for programme improvement through quick information retrieval.

Some implications of developing such a system are :

(i) *Preparation of simple proformae.*—Initially on quantative aspects, eliciting information from each project on items such as coverage (centres) by sex, by rural, urban, tribal groupings; enrolment, attendance, staff position, expenditure pattern, materials and aids required and available, curriculum, training, difficulties encountered etc.

(ii) *Frequency of obtaining information.*—Quarterly reports seem workable from the project level. Sample proforma for Quarterly Progress Report from the project level along with a basic feeder proforma to be used by instructor for reporting to project officer will be required. Introduction of monthly returns could also be considered at the level of the adult education centre. This will have the minimum elements for monitoring the progress at the level of the adult education centre.

(iii) *The mechanism for data flow.*—The arrangement suggested is that this proforma will be filled in by the different projects functioning under various agencies. A copy of the filled in proforma will be supplied to the concerned District Officer and another copy will be sent to the parent implementing voluntary agency, educational institutions etc. by the Project Office. The parent body will take necessary action in respect of meeting the requirements and solving difficulties in respect of materials and aids, curricula, training and other aspects of the programme and take into account suggestions for improvement of the programme made by the Project Office.

The District Office will coordinate the data for the district as a whole and send one copy of the consolidated information to the Directorate of Adult Education and another copy to the State Government. The District Office and the State Government will take necessary action to provide the required inputs for the state projects and consider the suggestions for improving the programme. The Directorate of Adult Education will take necessary action on the points which may need attention at this level. The proforma will be sent to the National Informatic Centre for processing the quantitative data and bringing out national and state-wise administrative reports. These reports

wiil be brought out every quarter. The annual report on the performance of the projects under different types of agencies viz. State Government, voluntary organisation, Nehru Yuvak Kendra, educational institutions, etc., will also be brought out. The qualitative information could be sent directly by the Directorate of Adult Education Office and Project Officer to the State Level Officers incharge of NEAP who could make appropriate use of these data.

All this is based on the assumption that the system of reporting will be greatly improved and streamlined and existing bottlenecks removed because of strengthening of administrative and staffing structures. The idea is that ultimately the State Governments (when they have state level officers for monitoring and State Resource Centres develop the expertise) will take over this function.

(iv) *Data processing and information retrieval.*— Monitoring system would be called effective if it provides quick feedback to administrators and implementors on how things are moving and how they can improve. To be effective, a fast processing device is necessary and use of agencies like National Informatic Centre having facilities of computer will be required at the national level.

An essential pre-requisite for utilising the services of computer centre is proper arrangement for collection and scrutiny of data. It is hoped to improve these arrangements and should be able to utilise the services of computer for processing, storage and retrieval of data on adult education/literacy during 1979-80. The following initial steps will be necessary :

— utilisation of the services of NIC for system analysis and preparation of formats with a view to collecting the data for computerisation

— training one or two persons in data base management under NIC

— improvement of arrangements for collection of data at block, district and state level.

(v) The reliability, as stated above, in monitoring will have to be ensured by having a mechanism of counter-checks introduced. The other departments/agencies, like Agriculture Department, Labour Department, the Programme Evaluation Organisation, Universities, institutions of higher education and research, etc could be involved in making sample checks to relate the facts. Moreover, in the training programmes, this will have to be an issue for elaboration.

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(vi) *Information retrieval and feed-back.*—In order to have a firm data processing and information retrieval policy, it seems necessary to have some self-imposed limit of duration that lapses between the receipt of data and supply of feed-back. A reasonable period between the date of receipt and communication of feed-back to the projects/agencies concerned may be agreed upon so that effective and prompt feed-back is ensured. Strengthening of staffing structure is another consideration in this arrangement.

These guidelines should be followed by all the evaluation organisations. However, within this broad framework, the individual organisations are free to alter the methods, techniques, etc. according to their convenience and also use additional questions, hypotheses and equations to improvise their conclusions. The commonalty in procedures would make possible inter-regional comparison of similar studies to assess the success or failure and help generalise the conclusions to all regions and different situations.

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Background Paper

QUICK APPRAISAL OF PROJECTS UNDER NAEP*

by

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National Adult Education Programme (NAEP)

1.1 A massive National Adult Education Programme covering about 100 million illiterate adults within about 5 years is going to be inaugurated on October 2, 1978. It will involve in the first year of its operation (1979-80) about 4.5 million learners, 1,50,000 Instructors, 5,000 Supervisors and 500 Project Officers. In the final year of the programme (1983-84) it will cover 35 million learners, over 1 million Instructors, 40,000 Supervisors and 4,000 Project Officers. It will be implemented by both official and non-official agencies, the place of precedence being given to voluntary organisations.

1.2 The programme of this magnitude which will cover the entire country, will necessarily have considerable diversity. The Policy Statement on Adult Education makes it clear that adult education, while emphasizing the acquisition of literacy skills, should also be *relevant* to the environment and learners' needs; *flexible* regarding duration, time, location, instructional arrangements, etc., *diversified* in regard to curriculum, teaching and learning materials and methods; and *systematic* in all aspects of organization.

Concept of a project under NAEP

2.1 For realistic and practical programme planning, effective implementation through efficient administration and management, leading to successful completion, a project under NAEP has been conceptualized. It is viewed that a project consisting of 300 adult education centres in a compact area would be economically and administratively the most viable unit for which an independent adult education programme can be designed. Accordingly, a project under NAEP is to be planned for and implemented in a compact area covering one or two Blocks. The project is also to

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be characterized by relatively homogeneous groups; environment with common characteristics; no overlap in administrative jurisdiction; proper communications; and easy accessibility from its headquarters.

2.2 It is visualized that a project under NAEP as an independent unit will be administred by a Project Officer who will work under the overall supervision of the District Collector, and managed through the instrumentality of Supervisors. Each supervisor would supervise 30 adult education centres and provide on the spot technical guidance and administrative support to adult education instructors. An innovative administrative structure has been envisaged in which the functionaries will enjoy optimum autonomy in taking decisions and actions at their own levels. Sufficient freedom is given to the adult education functionaries in practically all aspects of the NAEP project e.g., location, content, materials, methods, etc.

2.3 It is envisaged that a project under NAEP as an autonomous resource unit will meet its requirements with regard to

— selection and training of functionaries;

— development of a curriculum on the basis of identified needs of learners and the environment for preparation of teaching-learning materials.

— creation of a satisfactory system of evaluation and monitoring of the programme in the field, and

— follow-up and continuing education of neo-literates and persons who have acquired literacy through the formal system of education.

2.4 The essential components of the programme are

(a) Literacy skills—

   (i) Reading skills,

   (ii) Writing skills,

   (iii) Arithmetical skills;

(b) Functionality — imparting of occupational skills, functional upgradation, qualitative improvement in occupational skills and proficiencies;

(c) creating social awareness about rights and responsibilities.

The basic idea behind this comprehensive adult education programme is to help the weakest, the poorest and the lowliest sections of the society, who are also illiterate, to enable them, through active participation in the programme, to take optimum benefit from various development programmes for their own

socio-economic and cultural growth and development and for contributing significantly to the growth and development of the Nation as a whole.

2.5 Special technical and academic 'inputs' have to come from other development departments/agencies for the successful implementation of the programme. Therefore, establishment of close, dynamic and workable linkages between the project and other development programmes in the project area (SFDA, DPAP, Integrated Rural Development, Integrated Area Planning, etc.) will have to be effected. A very effective coordination between the developmental programmes and the project activities will have to be maintained.

2.6 In summary, a project to be perceived as an effective unit should have :

— a practical plan guided by the philosophy of the Policy Statement on Adult Education and meeting the basic requirements of NAEP;

— a band of trained and devoted workers (Supervisors and adult education Instructors) having capability of implementing the programme effectively;

— capability to provide a thorough orientation and training to the grass root level functionaries;

— adequate materials and resources to meet its requirements;

— innovative, experimental approach in programme implementation;

— a built-in system of evaluation and feed back for effective programme monitoring; and

— ability to seek cooperation of and coordination with other agencies and departments of development having programmes in the project area.

Need for Quick Appraisal

3.1. Appraisal is a much broader term than measurement since it involves not only the collection and analysis of data but also placing of some value upon it or the reaching of a conclusion regarding its worth.

3.2 A comprehensive system of evaluation, monitoring and research provides necessary information base for the top people at the policy making. It shall have to be ensured that this information is dependable and for this purpose it would be necessary to evolve a system of quick appraisals to facilitate a sort of 'audit' of the information furnished by the field level functionaries.

3.3 Quick appraisals are necessary for certain very specific purposes, e.g. quick appraisal of the environment and people's needs is necesary to make the project plan relevant to the participants, to develop curricula for preparing materials which would be most appropriate and suitable to the programme participants.

3.4 Quick appraisal of a project plan and its scrutiny is needed for arriving at a decision whether the programme is worth supporting. The Ministry of Education and Social Welfare would be interested in knowing whether a proposed project plan is in general conformity with NAEP so that it may take early decision for providing financial support. Such an appraisal obviously will have to be quick. Such appraisals will have to be made in relation to (i) the stated objectives vis-a-vis the objectives of NAEP; (ii) materials (teaching, learning and follow-up) proposed to be prepared, developed or procured — keeping in view their relevance (suitability, quality and quantity); (iv) capabilities and resources; and (v) constraints under which the project will have to function.

3.5 Quick appraisal of a project at some point during the implementation phase is needed for feed-back and effective monitoring of the programme. It is needed also to know whether the resources and funds provided are being appropriately utilized, whether the advantages of the programme are going to the right target groups and also whether the project is likely to be a success at the existing rate of progress, and so on.

3.6 In the end, a quick appraisal of the programme outcomes becomes necessary for taking appropriate decisions about the continuation of the project with necessary improvements in it. Such appraisals, to be useful, must be relevant and systematic but quick.

Phases of Appraisal

4.1 Built-in evaluation for monitoring and research provides a system of feed-back for (i) better management of the project, (ii) identification of deficiencies in the implementation of the programme; and (iii) taking remedial measures. Although evaluation is an integral part of a project and a continuous process, five distinct phases of appraisal are suggested for practical purposes. They are:

4.1.1 *Programme Planning Phase.*—It involves assessment of the environment and needs of potential learners so as to make the plan relevant and practical, and to check whether the project plan is in conformity with the NAEP.

4.1.2 *Initial Phase.*—At the commencement phase, the status of personnel, materials, logistics, participants, their socio-economic background and pre-literacy position are to be known, because no evaluation is meaningful unless the initial situation or starting point is known.

4.1.3 *Operational Phase.*—During this phase appraisal of a programme (known as mid-term appraisal) provides such information or data which are most appropriately utilized for programme monitoring. At this phase it is intended to know whether the programme is proceeding on correct lines, what is the rate of progress and what are the problems encountered or 'blocks' needing immediate remedial measures.

4.1.4 *Final Phase.*—At this stage, it becomes quite necessary to make an honest appraisal of the programme outcomes, examining the immediate results of the project in relation to the stated programme objectives. Such appraisal may comprise of :

(a) Acquired—

    (1) skills of literacy, numeracy and functional skills;

    (2) knowledge of their rights and understanding about their roles and responsibilities;

    (3) social awareness and ability to take benefits from the development programmes for their own progress and for the progress of the Nation as a whole;

    (4) attitudes, interests, values and behaviours.

(b) Applications of acquired skills, knowledge, social awareness and effective behaviours for their all-round development;

(c) Consequences attributable, totally or in part, to the acquisition and application of skills, knowledge, social awareness and affective behaviour on the part of learners, the learners' families and the community.

The final appraisal also takes into account the personnel involved, their background characteristics, educational qualifications, training and other socio-psychological aspects; materials used (teaching, learning and follow-up) and their relevance, quality and quantity; methods and procedures adopted; evaluation, feed-back and monitoring systems adopted and follow-up actions proposed to be undertaken. It should also throw light on the extent of wastage, the rate of drop-outs and the cost per person made able to achieve the standards of literacy fixed for NAEP.

4.1.5 *Follow-up Phase.*—This is a phase when impact studies are undertaken to assess long-range effects of the pro-

gramme on the individual learners, the learners' families and the community.

4.2 Although, in the life of a project, five appraisal points or phases, as enumerated above, do arise and call for data collection, techniques and procedures appropriate for a specific phase; for practical purposes it is suggested that quick appraisals be attempted at least at three specific phases: (a) programme-planning phase for assessment of the plan; (b) plan implementation phase for a quick appraisal of programme's process or operations for feedback; and finally (c) quick appraisal of programme outcomes or performance examined in the light of the stated objectives. The objective of (a) is to decide whether to support the project; the purpose of (b) is to have feedback for effective programme monitoring; and the objective of (c) is to decide whether to continue to support the programme.

4.3 On the basis of the above mentioned appraisals the overall value judgement is to be made as to whether, by and large, the programme has been successful or not, whether the stated objectives could be achieved and to what extent. What were the inadequacies or lacuna in the project? What recommendations and suggestions are to be put forward to make the programme progressively more effective?

Agency for Appraisal

5.1 As explained earlier, appraisal involves data collection and analysis to arrive at certain conclusions in relation to the objectives of the programme being evaluated. To be scientific, appraisal must be as far as possible objective, reliable and valid. In order to ensure this, it is essential that the task of appraisal should be entrusted to a team of experts who are not directly connected with the project under evaluation but who possess the necessary background and training in social sciences such as education, psychology, sociology, social work, anthropology and economics. Accordingly it is suggested that the task of appraisal of a project under NAEP may be entrusted to a team consisting of the District Adult Education Officer (convener), Lecturer in Education/Psychology and Lecturer in some Social Science such as Sociology, Anthropology, Social Work or Economics. Lecturers from Universities, Degree Colleges and Teacher Training Institutions would to this work of appraisal efficiently and dispassionately. For quick data collection, the services of teachers from Higher Secondary Schools could be conveniently utilized. Necessary orientation programmes for this purpose should be organised with the help of Social Sciences Institutes/Departments.

5.2 It may be made clear that external appraisal does not preclude internal evaluation by Instructors, Supervisors and Project Officers. In fact, unless concurrent evaluation is built into the system, the best benefit of the programme may not accrue and appraisal by an outside agency may turn out to be a mere exercise in post-mortem.

Appropriate Methodology

6.1 In order to quicken the process of appraisal, it is necessary to adopt appropriate methodology in regard to sampling, tools of data collection, procedure of data collection, and data processing and analysis.

6.2 *Sampling.*—For effecting quick appraisal of a project with 300 centres and 10 Supervisors, it may suffice to take a small sample of 10 centres, one per Supervisor selected on a purely random basis, and exhaust the population (participants) of the selected centres. Thus, a detailed analysis of 300 random cases (30 participants $\times$ 10 centres) would give a fairly good idea of the project involving 300 centres, 10 Supervisors and 9000 participants

6.3 *Tools.*—The tools of data collection should be precise, short, efficient and dependable. A highly selective approach is needed. Tools should be devised in such a manner that it is possible to record only significant aspects of a project. A suggestive list of tools may be:

(1) *Check list*—for quick appraisal of a proposed project plan

(2) *Literacy Scales*—(several parallel forms) to measure literacy skills:
   (a) Reading Scale,
   (b) Writing Scale,
   (c) Numeracy Scale.

(3) *Interview Guides*—for ascertaining people's :
   (a) Knowledge and social awareness,
   (b) Affective behaviours (attitudes and opinions, interests, values and adoption of innovative practices),
   (c) Reasons for drop-out:

(4) *Other Scales*—to measure the level of satisfaction, to assess peoples' participation, to find out the degree of cooperation of and coordination with other development programmes.

(5) *Inventories and Information Blanks*—to know the material and human 'inputs', to find out the rate of drop-out, to work out cost per person made literate, etc.

For appraisal at any phase, one or more of the above mentioned tools or any other tools evolved for the specific purpose of appraisal may be used. The list is merely suggestive and by no means exhaustive.

6.4 *Procedure of Data Collection.*—Time can also be saved if data collection procedures are simplified. Clear instructions to investigators and some practice and adequate familiarity with the tools, help to make the process easy and quick. It would be desirable to arrange short training courses for investigators and data collectors at the district level.

6.5 *Data Processing and Analysis.*—Manual data processing and analysis would be a time-consuming process and subject to human errors in statistical analyses. Considerable time can be saved and more reliable and accurate results of analysis can be obtained through the use of sorters, electronic calculating machines and computers. For this, appropriate system of coding the data for punching on cards needs to be developed. Considering the magnitude of NAEP, the use of the computer seems absolutely essential for its quick appraisal.

Reporting Appraisal Results

7.1 Usually the report would cover :—

- statement of purpose;
- --- description of the project design;
- — description of the materials and methods used in operationalizing the project;   ,
- — examination of outcomes of the project in relation to the stated objectives;
- — wastage—drop-outs;
- — diagnosis of shortfalls, inadequacies, etc.;
- — overall value judgements, whether the project is going on right lines;
- — suggestions for taking remedial measures and improving upon the project.

7.2 In case of NAEP two types of appraisal reports may be desirable: (1) Non-technical report for general audience which would be largely descriptive, and (2) Technical report addressed to a relatively knowledgeable, technical and academic audience for whom the tables and statistical analysis would be

meaningful and who would be able to critically examine and appreciate the interrelationship between studied variables.

7.3 Circulation of appraisal reports may be restricted or general. Format of the report and its outline of contents may take many different forms depending upon the specific purpose of appraisal, the phase of appraisal (initial, mid-term or final) and the audience for which the report is being prepared.

Need for Research

8.1 For quick appraisals of projects under NAEP appropriate methodologies are yet to be evolved. The approach has, of necessity, to be multi-disciplinary. The experiences and methods of research and appraisals adopted in other sister disciplines and social sciences have to be intensively and extensively applied and field tested in the operational phase of the NAEP. Whatever methodologies are evolved now will undergo a period of trial and will be improved progressively. At their best the methodologies evolved now, the procedures set for adoption or adaptation as well as the forms of reporting, would be tentative and will take clearer and final shape after the initial period of trial. The need for sustained inter-disciplinary research in this area is urgent and should claim the attention of Universities and Institutes of Social Sciences at the highest priority level.

Background Paper

EVALUATION OF NATIONAL ADULT EDUCATION PROGRAMME

by

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The purpose of evaluation of National Adult Education Programme in India is to improve the programme by identifying the strengths and weaknesses of the programme, the difficulties encountered by the workers in implementing the programme and to help the organisers of the programme in taking short-term and long-term decisions about the programme. In no way, the purpose of evaluating the Adult Education Programme is to discourage the workers and the programme. NAEP in India is an Educational Innovation which can be compared to a treatment being given to a patient. It is but natural that the NAEP needs more sympathy, selfless service and much more money and efforts. In short, the Evaluation Programme of NAEP should help the monitoring and research both, to be organised at the Central, State, District, Block and Village Levels. In order to develop a suitable programme for evaluation of NAEP the following questions are to be replied clearly and specifically:

    (1) Why evaluate ?
    (2) What to evaluate?
    (3) How to evaluate?
    (4) When to evaluate?

1. Why Evaluate

The following are the specific objectives of the evaluation programme of NAEP:

    (a) to identify the strengths and weaknesses of NAEP
    (b) to identify the difficulties encountered by the workers involved in the programme at different levels viz., central, state, district, block and village
    (c) to feed-back the programme for improvement
    (d) to grade districts, blocks and villages on the basis of the quality of the programme
    (e) to verify that the funds allocated to different agencies are utilized in an appropriate manner.

In order to fulfil the above mentioned objectives both formative and summative types of evaluation will be conducted. The formative evaluation emphasises on the identification of problems and difficulties of the workers, while the summative evaluation finds their faults. So, it should be noted that the formative evaluation for NAEP is more important than the summative evaluation, as the main purpose of evaluation is the improvement of the programme.

The first three objectives are mainly concerned with the formative evaluation while the achievement of the last two will depend on summative evaluation.

2. What to Evaluate

A. *Levels of Evaluation*

Evaluation will be undertaken at the following levels :

(i) Centre

(ii) State

(iii) District

(iv) Block

(v) Village

B. *Content of evaluation*

The following aspects of the programme will be evaluated :

(i) Organisational Aspect

(ii) Educational Aspect

Both these aspects are intimately related with each other. The quality of one will determine the quality of the other. In addition to the evaluation of these aspects separately, their inter-relationship also is to be evaluated and improved.

(i) *Organisational Aspect.*—The evaluation of the organisational aspect will include the following items:

— Administration at the Centre, State, District, Block and Village level, including the flexibility of system, disbursement of money, recruitment of workers, support of the socio-political will etc.

— Relationship of the administration at the above mentioned levels, including controls and checks over each other, cooperation among them etc.

(ii) *Educational Aspect.*—The Educational Aspect will include the evaluation of the following items :—

— Learners' achievement, including their cognitive, emotive and psyco-motor development

— Evaluation of the learning material

- Evaluation of the teaching strategies
- Other activities organised by the Adult Education Workers
- Usefulness of the programme in terms of the health requirements of the learners
- Usefulness of the programme in terms of the professional requirements of the learners
- Usefulness of the programme in respect of inter-group relations in the village, block or district
- Usefulness of the programme in respect of the social consciousness and development of national character in the learners.

3. How to Evaluate

The answer to this question implies the clarification of the following points.

   (a) Techniques of Evaluation
   (b) Tools of Evaluation
   (c) Categories of Evaluators

   (a) *Techniques of Evaluation.*—The evaluation programme of NAEP will have the provision for both Self Evaluation and Evaluation by Others. The programme will be evaluated by the instructors, supervisors and project officers on the one hand and the learners on the other. But the evaluation should be done keeping in view the limitations of a geographical area and the difficulties encountered by the adult education workers at different levels.

   (b) *Tools of Evaluation.*—Tools of evaluation will be required for the evaluation to be organised at all the levels from centre to village. The tools to be used at the central and state level will be sophisticated, while those to be used at lower levels will be more and more simple. The following tools may be used for evaluation :

   (i) Proformas ; (ii) Observation schedule ; (iii) Interview schedule; (iv) Check-list; (v) Questionnaire; (vi) Report card.

The tools should be such as they may help the evaluators to know the strengths and weaknesses of the programme and the difficulties encountered by the workers so that the evidence collected through the tools may be helpful in evaluating and improving the programme.

All the tools should be prepared keeping in view the requirement of the evidence to be collected at different levels. The tools to be used by the instructor at the village level should include the basic and the most essential information about the

programme run by the centre. The tools to be used at higher levels may be helpful in collecting some additional information. But the information collected by the village level workers will be useful at higher levels also.

The proformas one for each level, will be detailed and will concentrate on collecting the information about the programme being conducted at different levels. The observation schedule will help the evaluator in observing the whole programme systematically. The interview schedule will be helpful in verifying the information collected through the proformas and in collecting some additional information also. The check-list may be helpful for evaluating both the organisational and educational aspect of the programme, but it is more useful for evaluating the organisational aspect as it helps in knowing if certain things are happening or not. A questionnaire will iclude some pertient questions about the programme, which may help in evaluating the achievement of objectives of the programme. The purpose of the report card is to summarise the information and report to the higher level.

One more important point about these tools is that each tool should have at least three progressive forms, each form to be used for three months. These forms will include the items for collecting evidence and reporting the achievement, keeping in view the expected progress to be made by the centres quarterly.

(c) *Categories of Evaluators.*—The categories of evaluators will include two kinds of personnel viz., organisers of the evaluation programme and the actual evaluators. The organiser of the evaluation programme at the centre may be a collective body comprising of Directorate of Adult Education, Council for Social Development, National Council of Educational Research and Training, Indian Council of Social Sciences Research. The responsibility of organising the programme of evaluation at the state level will lie with the State Resource Centre. The evaluation programme at the District and Block levels depending upon the local organisation will be organised by the Project Officer. The supervisors may look after the evaluation programme at the block and village level. At the village level the programme of evaluation will be organised by the instructor and the learners.

The actual evaluators will depend upon the kind of content of evaluation and the tools and techniques to be used for evaluation.

The following table gives an idea of how the programme of evaluation may be organised :

Table 1

TOOLS & TECHNIQUES OF EVALUATION—(A) ORGANIZATIONAL ASPECTS

S. No.	Item	Levels	Techniques	Tools	Evaluators
1.	Execuiton of the Programme	All levels	Visit, Survey & Interview.	Observation schedule check list question-naire.	Workers at the same and the higher level
2.	Administrative procedure	Do.	Visit & Survey	Do.	Do.
3.	Utilisation of funds	Do.	Do.	Do.	Do.
4.	Monitering of the progra-gramme.	Do.	Do.	Do.	Do.

Table 2

TOOLS & TECHNIQUES OF EVALUATION—(B) EDUCATIONAL ASPECTS

S. No.	Item	Levels	Techniques	Tools	Evaluators
1.	Learners Achievement	Village	Test, Observation	Standardised Tests, Observation schedule	Learners, Instructor and Supervisor
2.	Learning Material	District	Rational Evaluation, Empirical Evaluation	Analysis Sheet	Experts
				Observation schedule and questionnaire	Learners, Instructor and Supervisor.
3.	Teaching Strategies	Village	Empirical Evaluation	Do. Check-list	Do.
4.	Other activities	Do.	Do.	Do.	Do.
5.	Usefulness of the programme (see page 3)	Village & Block level	Empirical Evaluation	Interview Schedule	Instructor, Superviser & Project Officer
6.	Usefulness of the Programme (see page 3)	Village & Block Level	Do.	Do.	Do.
7.	Usefulness of the programme (see page 3)	Do.	Do.	Do.	Instructor, Supervisor Project Offier, State Resource Centre and Village people out side the programme.
8.	Training Programme	District & State level	Rational & Empirical Evaluation	Questionnaire Interview	Instructor, Supervisor, State Resource Centre & Central Committee.

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The evidence may be collected and partial evaluation may be conducted aspect-wise, but the complete picture of the quality of programme can't be got only if both the aspects are evaluated with regard to each other, as the quality of one very much depends on the other.

4. When to Evaluate

In respect of time and frequency the evaluation is of two kinds—summative and formative. Summative evaluation is held only after the term of a programme is over, while the formative evaluation is held when the programme is going on. The formative evaluation is more frequent and continuous. The criticism against the summative evaluation is that it hints mainly at finding out the faults of the programme and the workers rather than the problems and difficulties encountered by them. There is not much scope of improvement of the programme through summative evaluation while formative evaluation aims mainly at that. The formative evaluation adopts the approach of 'Diagnosis and Remedy' as in the case of medical science. However, the programme of evaluation of National Adult Education Programme may include both kinds of evaluation.

The frequency of evaluation for formative evaluation at different levels may be as follows : —

Table 3

FREQUENCY OF FORMATIVE EVALUATION

Sl. No.	Level	Frequency	Evaluators
1.	Village	Weekly	Instructor and Learners
2.	Block/Project	Monthly	Supervisor and Project Officer
3.	District	Bi-monthly	Project Officer/District Authori-
4.	State	Quarterly	ties State Resource Centre
5.	Central	Do.	Central Committee

The summative evaluation may be held at all the above mentioned levels at the end of the programme as suggested in the tables 1. 2 & 3. The summative evaluation may be held in grading the centres on the basis of the quality of the programme that they provide to the learners. But while allotting the grade to a centre the local conditions and the difficulties encountered by the workers should also be given due consideration, as the grade should also be based on the quality of efforts made by the workers and not only on the product or achievement. It is possible that a centre facing less problems and difficulties may achieve more than a centre facing more problems

and difficulties which is no way less creditable to the latter. For grading the centres the comparison should be between the real achievement, which is the difference between the point of start and the point of achievement vis-a-vis the difficulties and problems faced by the centres. So, if the centres are to be graded, an assessment of the situation may be made before starting the centre so that the real achievement may be found out. However, it does not seem desirable to grade the centres till a positive and committed atmosphere is created in the country or at least in the state concerned.

Background Paper

EVALUATION OF INSTRUCTION BY THE INSTRUCTOR

by

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Education is a contrived acquisition behaviour. Its importance for any community, nation, or a country is today fully realised by both the developing and developed nations. However, the targets of education for universal education upto 14 years of age, have not been achieved in our country. The non-formal approaches have also not been successful in achieving the targets of adult literacy. Besides the numbers to be reached, the goals of education too have not been attained to any satisfactory level. One of the reasons is the lack of realisation that education's three components TEACHING-LEARNING-EVALUATION form an integral whole and not three separate compartments. This lack of realisation has resulted in treating teaching, learning and evaluation separately. The ill-effects of this lack of realisation have resulted in under achievement, unsatisfactory achievement in formal education: the malpractices used in examinations reached a stage where even conducting of examination became difficult, and most important effect has been the lack of development of desirable attitudes, values, character and personality. Whereas in informal education and programmes of functional literacy for adults, the evaluation has been minimised to the extent that one does not know how far the objectives of these kinds of education have been attained.

It is very well known and nothing new to say that learning is individual — that the individual, whether teacher or learner, is goal-oriented. Secondly, it has also been said that teaching-learning process is facilitating if the teacher knows what he wants the learners to learn, and the learner is aware of precisely what is expected of him or what he expects of himself. Precise knowledge of results also enhances learning. Thirdly, it is said that the teacher or learner know that he is most likely to do what is expected of him and what he expects of himself, if he is accountable for doing what he undertakes.

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Therefore, evaluation of both teaching and learning by both the teacher and the learner is essential after each unit/module of learning. In other words, it can be stated that the instruction should be performance based (PBI). Such performance based instruction has four essential elements: (a) Precise statement of objectives in behavioural terms, (b) performance criteria, indicators of performance, mode of assessment and criterion levels satisfied and made public along with objectives, (c) instruction partinent to the criterion, (d) learned accountability in terms of criterion.

Use of PBI in adult literacy programmes would demand (a) the instructor first analyse the textual material in terms of concept to be learnt, skills to be developed, applications to be made of the learning; secondly they develop the instruction methodology appropriate for the above three learning goals; thirdly they develop a scheme of evaluation to know how far the goals have been achieved.

The evaluation process should be quick and accurate but should keep in view the condition under which the adult literacy programmes/classes are held. The learners may belong to different functional groups. Some of them may be needing information on health services, some of them may be needing information on legal rights, some of them may be seeking information on credit facilities, some of them may be directly concerned with the improvement of occupational skills and so on. There may be lack of teaching aids and even lack of proper facilities of classroom and seating furniture and the like. The adult learners will not be able to respond to written questions or to respond to questionnaires through written answers. Therefore the evaluation may, for such reasons as mentioned above, will have to be conversational; but guided by a prepared questionnaire or schedule. The responses may be recorded by the instructor.

The checklist of appraisal schedule may be divided into 5 parts: (a) testing of useful knowledge acquired, (b) testing of vocabulary gained, (c) testing of skills gained, (d) testing of applications to be made, (e) testing of extension of knowledge, skills and application.

MONITORING & EVALUATION IN NAEP
by
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The National Adult Education Programme is to be implemented as a series of projects and sub-programmes. The purpose of this note is to suggest a frame-work for monitoring the national programme and the individual projects/sub-programmes.

With this programme, as with any other, what we need to monitor are the inputs that are to go into the programme, the results that are expected to be achieved and the processes connecting the inputs with the results. However, to be useful, this rather obvious statement must be spelt out in greater detail. What follows is an attempt at this.

As a first step the output-process-in-put scheme will have to be modified for the NAEP for which the following schemes could be considered :

1. Effects
2. Objectives
3. Mediating factors
4 Activities
5. Requirements

The first two correspond to the 'output' part of the simple scheme, the third to the 'process' part and the last two to the 'input' part. In the discussion that follows I deal first with effects and objectives, then with activities and requirements and finally with mediating variables.

Effects and Objectives

Why do we need to draw this distinction between 'effects' and 'objectives'? As I see it 'objectives' relate to those results that follow reasonably directly from programme activities, e.g. the level of literacy or technical knowledge. 'Effects' refers to those results that may follow from the objectives but where a large number of other factors well outside the programme framework will also be at work e.g. reading habits, adoption of improved agricultural practices.

There is one important difficulty with this distinction between 'objectives' and 'effects'. How should one treat the com-

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*These are my views and not necessarily those of the organisation I work for.

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plex of results relating to 'conscientisation'? Since unlike say reading habits it is quite explicitly a stated purposes of the NAEP it needs to be covered under 'objectives'. Yet to a very large extent the results under 'conscientisation' will be influenced by factors outside the NAEP framework so that these results are better thought of as 'effects'. Perhaps one approach would be to include under 'objectives' specific elements of knowledge and social consciousness e.g. about land relations, labour legislation, rights to credit and input supplies. The results that may flow from this knowledge and consciousness could be subsumed under 'effects'.

A second difficulty relates to the suggestion made earlier that the results subsumed under 'objective' could reasonably be attributed to the programme. Some of these, particularly those related to levels of technical knowledge, may arise from other programmes like the agricultural extension programmes, the applied nutrition programmes, etc. In so far as any specific NAEP project is integrated with other development programmes in the project area, this difficulty is not of much consequence. However, in other cases the monitoring and evaluation schedules should try and establish the source from which any gain in knowledge emanated.

The results subsumed under 'effects' and 'objectives' will have to be specified in detail in order to develop appropriate questionnaires/tests. The paper on 'Outcomes of Literacy' by Drs. Dighe, Chaterjee, Jesudason and Roy deals at length with this. In terms of the 9 clusters listed by them on pages 5-7 of the paper. Clusters 1 and 2 refer to 'objectives' as described here in this paper and 3-9 with 'effects'.

Activities and Requirements

Both these categories refer to the inputs that will go into the programme The distinction that is sought to be drawn is between activities e.g. running a class and the requirements for undertaking these activities (rooms, instructors, primers). The need for this arises from the fact that the link between activities and requirements is not rigid—in one project rooms may be necessary to run classes, in another open-air classes may be planned. If this is the case it is clearly insufficient to monitor the physical provision made by way of rooms, vehicles etc. and the level of activity will have to be directly monitored in addition.

Activities and requirements will have to be specified in some detail. An illustrative listing of activities and physical require-ments is placed below:

Activities

1. Conducting classes
2. Running libraries
3. Holding motivational meetings
4. Industrial visits
5. Preparation of course material
6. Recruitment and training of instructors
7. Coordination with other projects
8. Project planning, supervision, monitoring and evaluation.

Requirements

1. Staff : Supervisory, instructors, others
2. Training facilities
3. Rooms/places
4. Primers and other literature
5. Media packages
6. Equipment
7. Vehicles

The listing given above only relates to broad heads and under each of these there will be detailed sub-heads e.g. under activity 1, it will be necessary to distinguish between different methods of instruction. The important thing is to ensure that the specification of activities is sufficiently detailed to allow us to correlate results with inputs and learn from the evaluation. For some items like 'staff' norms could be established to link activities and requirements. Expenditure in any project will be a function of 'requirements'.

Mediating factors

The results that will flow from the activities under the NAEP will depend on a host of mediating factors like success in enrolment, quality of course material, the degree of community support, the degree of coordination with other programmes, etc. Most of these mediating factors are within the control of the project authorities. However, they differ from 'activities' in that they refer to how a thing is done rather than what is done.

Success in enrolment is obviously one of the key mediating factors and is fortunately capable of precise measurement. The other mediating variables however are less amenable to measurement. Some, like the quality of course content can probably only be evaluated with reference to results. However some

independent tests in terms of relevance and comprehensibility may be possible.

A System for Monitoring and Evaluation

The M&E system both at a national level and at a project level will be used for assessing (a) whether the programme is proceeding on schedule and (b) deriving lessons from experience about the structure of the programme and the need to change it. Of these the first is easier; the second must involve, not merely some mechanical process of information collection and dissemination, but a careful analysis and the exercise of judgement. I deal first with the narrower monitoring.

The NAEP is a time-bound programme and it is presumed that the project and sub-programmes that constitute it will also be time bound. Given the time phased coverage targets one can work back to the required time phasing for different activities and for enrolment. There will be some uncertainty in this exercise since the timing of all activities cannot be rigidly linked to the time phased targets. For example, the timing of motivational meetings cannot be rigidly linked with when classes are to start. Moreover 'gestation lags' may differ substantially from project to project requiring at least some flexibility in the planned time phasing at the aggregated level. Nevertheless the time bound coverage targets will have to be translated into time bound targets for other elements in the programme. This exercise will provide the time frame for monitoring.

The monitoring system for activities requirements and enrolment will have to be oriented to collect information mainly for assessing whether the project is on schedule and providing an early warning of any logistical problems. For this limited purpose of keeping track of the pace of implementation, monitoring of variables subsumed under 'effects' and 'objectives' may not be necessary. In any case, except for literary, time-bound quantified targets have not been specified for the other variables in these categories.

Much of the data required for monitoring the pace of implementation will be maintained by project authorities. Some of these data, say on enrolment, may have to be verified by some independent survey agency. It would clearly be impossible for such an agency to verify all the data for every project. However an independent survey would provide state and central government authorities with a second estimate for key variables like number of classes being run, enrolment, number of villages

covered, socio-economic status of beneficiaries, etc. This could be used to check the estimates compiled from the data suppiled by project auhorities.

As regards the frequency of monitoring, to start with project authorities may submit monthly progress reports. These would be compiled into quarterly reports at the state and central government level. The independent survey should work on a quarterly reporting basis; but if this is impractical at least a half-yearly basis should be used to start with. The formats for the presentation of progress reports can be made uniform. The same format should underlie the questionnaire used by the survey agency.

Monitoring the pace of implementation will only serve as an early warning system. It will not provide sufficient information on the impact of the programme, its successes and failures and lessons for restructuring it. For this systematic evaluation through surveys, field visits and structured interviews with beneficiaries/local leaders/instructors/project coordinators will be necessary. In the evaluation surveys the focus should be in the mediating variables and on the 'objectives' and 'effects'. The purpose of these surveys must not be merely a collection of data on results. They must be designed so that they are diagnostic and can elicit information on how and why successes or facilities have come about. This is why they cannot be restricted to questionnaire based surveys but must involve other less formal processes of feedback. However an attempt should be made to structure even the less formal processes say by a check list for interviews, a few standard lists for assessing the quality of course content, etc. This will be necessary if some general lessons are to be derived from several projects.

Project authorities, who are directly in touch, will of course get some feedback in the normal course of work. Because of this they may not recognise the value of a formal system of evaluation, whose principal objective is to derive general lessons relevant for other projects as well. Hence, here too, the data received from project authorities may have to be supplemented bv independent survey.

As for periodicity, project authorities could file quarterly evaluation reports, at least part of which would be in a standardised format to permit aggregation over projects. These could be compiled into half-yearly evaluation reports at the State and Central Government level, with an annual meeting to identifv if anv maior reorientation is reauired.

If the evaluation is to surve a useful purpose, the report received from project authorities should be circulated amongst them. Since it would be impractical to circulate all of them to everybody, a small 'editorial' committee may select a few for circulation every quarter. Without such an exchange of information, the elaborate system of evaluation may not serve any purpose other than keeping a few people in the state and central governments informed of what is happening and thereby ensuring that any reorientation would have to emanate from these august levels. This is the essence of centralisation and if the NAEP is to be decentralised the exchange of information will also have to be democratised.

This note has merely sketched an approach to monitoring and evaluation for the NAEP. The specific points on which further work needs to be done are:

   (i) preparation of questionnaires/tests (q/t)

  (ii) preparation of formats for compilation of data from q/t

 (iii) format of monitoring and evaluation reports from project authorities

 (iv) reporting systems at different levels for data

  (v) formulation of proposal for survey organisation

 (vi) organisational issues.

OUTCOMES OF LITERACY

Dr. Anita Dighe (CSD)   Dr. B. B. Chatterjee (Utkal
                               University)
Dr. Victor Jesudason (CSD)   Dr. Prodipto Roy (CSD)

Introduction

Democracy can function most effectively only when there is the support and the cooperation of an enlightened citizenry. In India, Gandhi was one of the first to realize "the urgency of awakening the consciousness of the ordinary citizens and harnessing the collective will of the people through a broad-based programme of people's education".[1]

It will not need much argument to show that "awakening of the consciousness and harnessing the collective will of the people" belongs to the domain of cognitive functions of individuals. These are built upon, but go beyond the base provided by any type of acceptable functional education, acquired either through the formal or the non-formal system of education. With the publication of Edgar Faure's *Learning to be* in 1972, much of the confusion about the raison d'etre for the humanist component in any national system of education has been cleared.

Literacy as a Concept in Adult Education Programmes

It is evident that the design and development of literacy programme is determined in large measure, by the meaning assigned to "literacy" and the purposes which are served through such programmes. Until the early 1950s most governments considered training in the rudiments of reading, writing, and usually, arithmetic, as the objective of a literacy programme. UNESCO's Expert Committee on the standardization of Educational Statistics (1951) proposed that "a person is literate who can, with understanding, both read and write a short simple statement on his everyday life".[2]

With the proclamation of the first Development Decade (1960-1970) by the United Nations, the meaning of literacy became inextricably woven with development. The 1965 Tehran Congress of Ministers of Education declared that literacy was not an end but a means for "preparing man for a social, civic

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[1] *Vigil*, 1978, 1 (1), July 14, 1978, p. 3.

[2] Literacy as a Factor in Development (Paris, UNESCO, Minedlit (3, 1965), p. 7.

and economic role. ————"[1]. The Congress recommended that literacy be closely geared to development policies and objectives. The 'functional' literacy projects of the UNESCO/UNDP Experimental World Literacy Programme were especially designed to demonstrate the economic and social returns of literacy and more generally, to study the mutual influences which exist or may be established between literacy training and development. Functional or Work-oriented literacy, as it was frequently termed, combined literacy instruction with technical or occupational training. The main objective of this programme was to equip those who participated in it, with knowledge and skills that are necessary to increase their productivity. In these programmes, literacy was viewed not as an end in itself but as a means for serving economic objectives.

Paulo Freire the well-known Brazilian educator, on the other hand, views the function of literacy very differently. For him, its goal is to lead learners towards a better understanding of themselves and of their surroundings and to provide them with the requisite skills and abilities to act in order to improve their situation. The ultimate goal of teaching illiterates to read is to enable them "to hold history in their hands". Cultural literacy differs from functional literacy in that "the former places primary emphasis upon imparting new visions of social and political realities, whereas the latter seeks to provde the learner with a set of occupation or life skills. Literacy is not an end in itself, but a means, in one case for economic development and in the other, for, social and cultural transformation."[2]

Literacy in the context of National Adult Education Programme

It has been necessary to review these changing concepts of 'literacy' because they have influenced the design of the National Adult Education Programme (NAEP) which is about to be launched shortly. The objective of NAEP is to organize adult education programmes, with literacy as an indispensable component, for approximately 100 million illiterate persons in the age-group 15-35 with a view "to providing to them skills for self-directed learning leading to self-reliant and active role in their own development and in the development of their environment "[3]

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[1]. World Conference of Ministers of Education on the Eradication of Illiteracy, Tehran, 1965. Final Report (Paris) UNESCO, 89p.

[2]. John W. Ryan "Design and development of Literacy Programmes. Some recent examples" (unpublished paper).

[3] National Adult Education Programme : an outline. Ministry of Education and Social Welfare, Government of India, New Delhi, 1978, p. 7.

The main thrust of NAEP is directed towards the rural poor. The adult education programme is envisaged as a means for bringing about a fundamental change in the process of socio-economic development whereby the poor and the illiterate can become active participants in the developmental activities. The learning process would place emphasis on literacy but would also stress the importance of functional upgradation and of raising the level of consciousness among the poor and the illiterate. Among the various types of programmes that will be organized are:[1]

— Literacy with assured follow-up
— Conventional functional literacy
— Functional literacy supportive of a dominant development programme
— Literacy with learning-cum-action groups
— Literacy for conscientization and formation of organizations of the poor.

Outcomes of Literacy

The *purpose* of the present paper is to focus on the outcomes of such a literacy programme. The discussion relates to the various ways in which the outcomes of a literacy programme are conceptualized and the manner in which some of these outcomes are measured. However, the NAEP envisages different types of programmes that will be implemented by various "institutional" agencies and "implementation" agencies. Hence the construction of any universally applicable measurements will be fraught with all kinds of dangers whereas the construction of specific tests of each of the categories of programmes, instructional and implementing agencies would result in an eternal exercise in test construction. This paper is therefore directed at some kind of common denominators of literacy outcomes.

What are the outcomes of a literacy programme? Is it acquisition of literacy skills? Is it critical consciousness of oneself and one's environment? Is it awareness of better farming techniques and of innovative practices? In order to evaluate the outcomes of literacy, however, it is necessary to relate these to a broader conceptual framework for evaluating literacy programmes. A systems approach is proposed here. A system simply is a whole with interdependent parts. Thus any change situation could be defined in terms of four system parameters: context, input, process, output. Context, simply, is what surrounds the system, its

[1] ibid, p. 7.

environment. Input is what is put into the programme system—men, materials, tools etc. This parameter of the system helps to identify what is going into the system for bringing about the change. Process deals with the procedures that are actually being employed. Output is concerned with determining the quantity and quality of the product of the programme and whether there were any unintended social or economic by-products of the programme.

In addition, in the context of the National Adult Education programme, or of any other broad-aimed educational programme that envisages a variety of programme efforts, it would be necessary to develop a situation—specific strategy for evaluation of outcomes.* Besides the CIPP (Context-Input-Process-Product) model, the situation—specific strategy would allow for various methodologies and differing, flexible programme content that would lead to varying literacy outcomes.

Functional Literacy Outcomes and their Measurement

The traditional literacy training has only one intrinsic objective, that of teaching, reading and writing, accompanied by elementary arithmetic. Functional literacy training on the other hand lays emphasis on content. It is a method for improving the productive capacities of a man as a worker by enabling him to acquire, through the skills of reading and writing, the requisite knowledge that is needed for his effective participation in a developmental activity. In simple terms, functional literacy is literacy integrated with specialized training, usually technical in nature. Directly linked with development, a functional literacy programme is planned and implemented as an integral part of a development programme or project. Its goal is to accelerate specific socioeconomic development by enabling those who participate in the programme to be receptive to change and innovation by helping them to acquire new skills and new attitudes. Functional literacy aims at a more comprehensive training of the illiterate adult which is related to his role both as producer and as citizen.

One of the evaluation questions that is persistently asked of any functional literacy programme is "were there any changes?" Other related questions are "changes in whom?" "in what direction?" "by how much?" Bhola argues that there are four entities that change in any functional literacy programme. These are individuals, groups, institutions and communities.[1] In determining changes in these entities, however, there is need to use indicators.

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*See H. S. Bhol'as *Evaluation of Functional Literacy Programmes*, Indiana University, 1977 (draft document).

[1] Bhola, *ibid*, p. 74.

Physical inputs and outputs are easy to measure but in the case of human and social changes that are not observable, there is need to use indicators. The specific indicators to be measured will vary from programme to programme.

The UNESCO Functional Literacy Programme worked out a set of indicators that could be examined and suitably adapted in measuring outcomes of a literacy programme. The Panel for the Evaluation of Experimental Literacy Projects set up by UNESCO suggested a list of 11 minimum and 19 recommended indicators for use in the various experimental projects.

Individual Participant

The main concern of any literacy programme is to bring about a change in the individual. The performance of an individual has to be judged, however, not only in terms of reading, writing and arithmetic skills but also in attitudes learnt and new occupational and economic skills acquired. In addition, Bhola suggests that data on an individual's use of new attitudes and skills may be collected as exemplified in the following clusters.

Cluster 1—Literacy skills

Oracy
Reading
Writing
Computing
Picture literacy

Cluster 2—Knowledge in relevant functional areas

Economic knowledge (Vocational)
Health knowledge (Scientific)
Family life knowledge (Scientific)
Civics knowledge (Special scientific)

Cluster 3—Use of literacy

Use of reading
Use of writing/expression
Use of arithmetic
Use of graphic/pictorial skills.

Cluster 4—Adoption

Adoption of recommended economic practices
Adoption of recommended health practices
Adoption of recommended family life practices.

Cluster 5—Social participation
    Participation in economic institutions
    Participation in social institutions
    Participation in political institutions
    Participation in traditional institutions.

Cluster 6—Mass media behaviour
    Information consumption behaviour
    Radio listening behaviour
    Written materials
    Scholarization of children.

Cluster 7—Modernization
    Modernity scale
    Empathy
    Motivational scores
    N—achievement
    Localite/cosmopolite scores

Cluster 8—Cognitive structures
    Cognitive skills
    Reality vs. ceremonial orientation
    Cause/effect stance

Cluster 9—Standard of living

    Acquisitions :   radio, bicycle, sewing machine etc.

One of the most commonly examined outcomes of a functional literacy programme involves the participants, the length of their attendance and the reasons for it. The assumption is that regularity with which the adults attend classes is an indicator of their motivation to learn. Information pertaining to the following questions would be particularly relevant to the administrator :

1. How many people attend functional literacy classes? Where do they come from?
2. What is the attendance pattern of individuals? How often do they come ? How often do they miss ?
3. Who drops out ? How many drop out ? Why do they drop out ?
4. How many people could be coming? That is what is the potential attendance for the programme?

Finally, it should be recognised that most adult literacy endeavours do not succeed in making all the participants literate. So, the purpose of the literacy test should be not only to measure the impact of the programme, but also to sort out people into groups that should attend the same class again and those who should progress to the next level. Consequently, the literacy test should be so structured as to differentiate finely at the lower end of the continuum of literacy skill.

Positioning of the Literacy Test

Perhaps some consideration should be given to the positioning of the literacy test in the evaluation instrument (questionnaire or schedule). As stated earlier, the major purpose of measuring literacy output should deal with measuring literacy achievement. Towards this end, the test should be administered right after the first few "warm-up" questions or soon after establishing rapport with the participant. In other words, the measure of literacy skill should be treated as the major dependent variable and so should be given a prime position in the sequence of items in the evaluation schedule. It should not be treated as a mere appendage.

Gradation of Items in the Test

For easy administration of the test, the items should be arranged in ascending order of difficulty in each area. To illustrate : the reading test may begin with vowels, then proceed to simple consonants, complex consonants, two letter words, three letter words with double consonants etc. Similarly, the section on arithmetic may start with recognition of one digit numbers, and then proceed to two digits, three digits, simple additions, additions with carry-over etc. If a participant cannot respond correctly to one item, the next more difficult item need not be administered. For example, if a participant cannot read two letter words, the next item with three letter words need not be administered to that participant. Such a procedure cannot only save time but can also save possible embarrassment to the individual.

Measurement at two points in time

Very often the evaluation design adopted for documenting the impact of literacy effort calls for measurement at two points in time, namely before and after the programme. In many cases, the literacy test is not administered before the start of the programme (or bench-mark survey) on the assumption that all the participants are illiterates. It may be possible that a few

of the participants may have hand one or two years of formal schooling. Such people, although functionally illiterate, may have some rudimentary literacy skills. The evaluation/monitoring design which is adopted should be able to document the *gain* in literacy skill due to participation in the current programme. In order to do so, the literacy test should be administered *before* the start of the programme also. This implies that the final version of the literacy test should be prepared and administered before the start of the programme and the *same* test should be administered after the programme also.

Norms of the Test

When results of a literacy endeavour are presented, a reader should be able to understand and evaluate the achievement of the participants as well as of the endeavour. To achieve this, some typical level of educational achievement is presented and the level attained by the participants is compared with that level. In this connection, some researchers present the number of words read per minute. Very often the readers are not able to fully comprehend this as standards of speed of reading are not available. As a result, such reports fail to help the reader very often to comprehend the levels achieved by the participants. It is suggested here that the norms should be presented as levels of achievement in the formal school system. Although the achievement in the formal school system cannot be compared with that of adults, such a procedure would simply facilitate a reader to comprehend the result of literacy effort. An appropriate procedure will be to administer the same literacy test to the children in the school in the same area/locality. Mean scores can be computed for each of the grades and the achievements of the participants can be compared against the mean scores of children.

Presentation of Literacy Achievement Scores

Very often when literacy achievement scores are presented in reports, it appears that not much attention has been given to the form of presentation of scores. The reader sometimes feels that more interpretable data should have been presented so as to comprehend the results of literacy endeavour. Further, each report follows its own format for presentation of scores. Because of this, very rarely is one able to compare the results of several endeavours. In order that the data may be easily comprehended and also to provide some comparison, the following format for presentation of results is suggested.

Measures of ability in literacy skill	Age group of women	
	24 years or less	25 years and above

A. Reading ability :
  1. Mean
  2. Standard Deviation
  3. % with zero scores
  4. % with 25% and above
  5. % with 50% and above
  6. % with 75% and above
  7. % with 90% and above
  8. % at or above mean for class I
  9. % at or obove mean for class II
  10. % at or above mean for class III

Measuring Knowledge in Functional Areas

Besides the special achievement tests designed to test reading, writing and numeracy skills, other achievement tests have to be designed to test subject matter learning. Functional literacy programmes are in most cases designed to meet the needs of specific target groups (eg. big farmers, fishermen, pregnant and lactating mothers etc.). Participants have to be tested for their learning of the content of the programme—high-yielding varieties of paddy or wheat, fishing, mother and child care, health and nutrition or whatever else was the main thrust of the programme. In testing for subject matter learning, however, a distinction has to be made between acquisition of information and application of that information. For example, a mother might know that it is necessary to cook special weaning food for the infant but may not put this knowledge to actual practice. In such a case, learning has not been of any use. On the other hand, her reasons for not using her knowledge might be that due to her meagre income, she is not able to cook special food for her child. Such a predicament is particularly true of a small or marginal farmer who is fairly knowledgeable about various high-yielding varieties but is not able to actually use any of the varieties himself because either such inputs are unavailable and if they are available, he lacks adequate finances to procure them. This underscores the importance of the 'Context' variables and of the need to take into consideration all the constraining factors.

The main types of cognitive learning resulting from a functional literacy project are gains in knowledge (ability to recall information from memory), comprehension (understanding) and

application (the use of knowledge and comprehension in problem-solving). Cognitive learning includes not only literacy skills (reading, writing and numeracy) but also knowledge, comprehension and application of functional concepts (earning a living, coping with health problems, improving dietary habits, adopting family planning practices, participating in various social, political organizations etc.).

A functional literacy programme is intended to bring about attitudinal changes in the adult learners who participate in the programme. Some of these attitudes might be specific to the programme. For example, a farmer would be expected to develop a favourable attitude towards growing high-yielding varieties of paddy or wheat or a young mother might be expected to feel favourably disposed towards various family planning methods. The categories used by Bloom and Krathwohl dealing with affective domain permit measurement of the learner's behaviour relating to

    (a) attending

    (b) involvement and participation

    (c) valuing

    (d) organization

    (e) characterization by a value or value complex.

To give an example, a young mother might initially sit and listen (a type of attending) to what was said about family planning practices. Gradually, she might get interested and participate in a lively discussion on the advantages of limiting family size (a type of responding). Then, she might comment to her neighbour that it would be advantageous to her and to her family if she underwent sterilization (a type of valuing). Later, she might follow through this intention by discussing it with her husband and arriving at a decision to undergo sterilization. The ultimate outcome of such a decision would be that a small family size would lead to the general well-being of the entire family.

"It has often been suggested that literacy also leads to changes in general attitudes even when these general attitudes are not deliberately taught as part of the curriculum."[1] According to Alex Inkeles and associates, literacy contributes to overall individual modernity. A modern man is characterised as an informed participant citizen, has a sense of personal efficacy, is highly independent of traditional sources of influence and is open to new experiences and ideas. Daniel Lerner has postulated that

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[1]. Bhola, *ibid*, p., 190.

modernity is characterized by better 'empathic' abilities. Other researchers have shown that the literates differ from the illiterates on cosmopolitism and achievement motivation.

Other Outcomes

Bhola mentions three other settings that need to be studied in order to assess the impact of a functional literacy programme. One of them is the family. Since a functional literacy programme is meant to be a programme for socio-economic change the adult learner's performance in the family would undergo some changes. Every individual programme would need to define the changes it would seek to bring about in the family. They may be changes with regard to (a) general cleanliness, (b) family diet, (c) child rearing, (d) health practices, and (e) scholarization of children etc.

In some functional literacy programmes, the establishment of new institutions or energizing the existing ones might be an important objective. For example, the creation of a Farmers Service Society might be an essential feature of an integral rural development project. It is important to generate and keep sufficient information on the creation and the growth of such institutions.

Finally, the community in which the functional literacy programme is carried out, is likely to change. Even though a social change programme is intended for some individuals it rarely only helps those individuals. A generative spread effect is almost always implicit in the design and the implementation of such programmes. "Were there any effects of the functional literacy programme on other than those who actually participated?" "Did the community and its institutions change?" These are the types of questions that a community survey at the end of a functional literacy programme can help answer. However, unless a good base-line survey exists, it would be difficult to draw valid conclusions about the impact of the programme.

Measuring Conscientization

Conscientization or the theory of the psycho-social method, has over the last two decades acquired a special place in adult literacy programmes. Conscientization is the English for the Portugese word *conscientizacao* and the Spanish word *consciencia*, an amalgam of consciousness, conscience, conscientiousness and committment. Much of the early existential experience from which this word emanated into literature took place in Latin America—Northeastern Brazil, Cuba, Bolivia and Chile.

Paulo Freire wrote his *Pedagogy of the oppressed* after a great deal of experimenting with the method. Much of the literature is in Spanish and Portugese. Several institutions besides the centres in Mexico and Paris have sprung up which teach the Freire method of conscientization. Even in India the Indian Social Institute in Bangalore trains teachers in this method.

Words have a very deep meaning for Freire who was basically a humanist and an educator and not a Marxist revolutionary. Other key words to his lexicon are, that liberation education takes place in *praxis*—action and reffection. The teacher and the learner both take part in the liberation. The purpose of education is to stimulate *awareness* of a man's capability to guide his own destiny or to achieve a *critical consciousness*. To Freire each word has two dimensions which cannot be dichotomized *reflection and action*: words which do not propose action fall prey to verbalism or without reflection on the action, lead to irrelevant activism. Thus the key to the pedagogy is the *praxis* of sequential actions and reflections which liberates the teacher and the learner to a critical consciousness.

There is one further basic element to the Freire pedagogy which manifests its basic humanism in almost a Gandhian non-violent dogma. The great humanistic and historical task of the oppressed is to liberate themselves and their oppressors at once. It is only when the oppressed have been raised to a critical consciousness of their own liberation that the oppressor loses the object and the guilt of his oppression and is also liberated. One must recall that even the writings of Che Guevara were historically after the successful political victory in order to stabilize the Cuban revolution:

> (He)... "will begin to see himself mirrored in his work and to realize his full status as a human being ... through the work accomplished. Work no longer entails surrendering a part of his being in the form of labour power sold ... but will represent an emanation of himself, reflecting his contribution to the common life, the fulfilment of his social duty."[1]

Oppression is not simply the situation itself, it is also the perception of the situation by the oppressed. This perception, like other human perceptions, is learned, and consequently it can be moulded for both humanizing and dehumanizing purposes.

> "Thus it is not the limit-situations in and of themselves which create a climate of hopelessness but rather how they

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[1]. Che Guevara, *Socialism and Man*, Young Socialist Alliance, 1969, p.113

are perceived by men at a given historical moment; whether they appear as fetters or as insurmountable barriers".[1]

These insurmountable barriers are carefully built into the socializing process in any complex stratified society; a child has to be carefully taught his 'station' in life. Freire describes this as "playing host to the oppressor", and he describes eight ways in which the oppressed play their role of "host".

"1. They accept rather than reject their role as oppressed.

2. They identify with the values and aspirations of the oppressor.

3. They accept the opinions which the oppressor holds of the oppressed.

4. They deify the oppressor, endowing him with magical powers beyond their own reach.

5. They see themselves as a "thing" owned by the oppressor.

6. They express aggression against their own kind, denying their ability to strike out against the oppressor.

7. Having established a world order in which they are helpless and dependent upon the oppressor, they oppose any changes which might threaten his ability to protect them.

8. They sanctify the entire relationship by making God responsible for the world, and men mere instruments of his will".[2]

Indian readers can easily read into the above role of "host", a close parallel in the socializing process of every caste with its carefully graded ritual status. The Latin American context is not nearly as carefully ingrained as India's caste and class structure. Entire philosophies from Sankhya to Karma have religiously sanctified and rationalized the system and any transgressions are fraught with ruthless social sanctions. Hence the process of liberation of the oppressed in the Indian context is going to be very different from Latin America.

Studies have been done in the Latin American context and tests constructed to measure levels of critical consciousness. These will have limited application. A great deal of work is

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[1].Paulo Freire The *Pedagogy of the Oppressed*, Harper and Row, New York, 1970, p. 89.

[2].Freire, *ibid*, p. 49

being done in India by a number of groups particularly in the South but tests are not available and hence these tests will need to be reconstructed and calibrated for the Indian context.

Beverly C. Chain has done an examination of three Paulo Freire inspired programmes in Guatemala, Honduras and Bolivia. She used three basic tests.

Test 1—Q. 1. What are the three most important problems of your community?

Q. 2. Are you doing anything to help the community?

Q. 3. If so. What?

Test 2—What perceived change has occurred as a result of participation in the literacy programme in these areas of life?

1. Religion
2. Relation with neighbours
3. Participation in community groups
4. Employment
5. Income
6. Health
7. Condition of home

Test 3—A test could be constructed on the eight ways to oppressed play "host" to the oppressor listed above.

The coding and decoding of these answers will need a series of tests and retests before an effective and simple instrument can be calibrated. Initially, only those selective programmes having the specific objective of the conscientization method should be used to standardize the test. William A. Smith has attempted a two-way classificatory system of being able to code conscientization so that some ordinal system of ranking can be developed. A graphic presentation of the scheme is given below. The detailed code categories under each cell are presented as an appendix.

CONSCIENTIZATION CODING CATEGORIES OUTLINE

		M. Magical Consciousness	N. Naive Consciousness	C. Critical Consciousness
I.	Naming .			
II.	Reflecting .			
III.	Acting .			

Measuring Changes in Cognitive Structures

One of the functions of the educational process is to teach people not so much as what to think but "how to think".[1] Any programme of adult education has to consciously strive for maximal, purposeful and meaningful participation of the largest body of the learners in the on-going affairs of the nation. And that requires a certain level of cognitive abilities of the participants. This is an outcome which is possible of attainment if the programme of adult education deliberately makes provision for the same in the curriculum. In other words, in any national plan for adult education, one of the major components will be those teaching-learning activities that are geared for enhancing the level of cognitive functions of the learners. And if this is accepted, the need for evaluation of the cognitive outcomes of the teaching-learning activities, and their proper monitoring, becomes axiomatic.

All human abilities are learned, and are classified under three broad heads: cognitive, psychomotor, and affective. The credit goes to the American educationist, Benjamin S. Bloom, for making a systematic formulation of the ingredients of the cognitive domain, in his pioneering work, entitled "Taxonomy of Educational Objectives". The domain is divided into two broad sections: (1) knowledge, and (2) intellectual abilities and skills. The former comprises knowledge, knowledge of specifics, knowledge of ways and means of dealing with specifics, knowledge of the universals.

The latter consists of comprehension, application, analysis, synthesis and evaluation.

J. P. Guilford, an American psychometrician, on the basis of his prolonged studies in the cognitive phenomena, has provided a more elaborate list of processes that comprise the cognitive domain:

1. Perceiving
2. Remembering
3. Discriminating
4. Integrating
5. Generalising
6. Evaluating
7. Imagining
8. Thinking
9. Problem solving
10. Inventing
11. Creating

With the advent of Jean Piaget on the scene of psychology and education, interest in understanding the deeper mechanisms of the cognitive processes took a new turn. The basic assumption

[1] A. S. M. Hely, *New Trends in Adult Education : From Elsinore to Montreal*. Unesco, Paris, 1962, p. 20.

that flows from Piagetian theory is that cognitive development occurs through certain transformations of *cognitive structures,* which are related to 'organisational wholes or systems of internal relations'.[1] A cognitive structure results from an interaction between the structure of the organism and the structure of the environment, and not as a direct result of maturation or learning. According to Piaget, cognitive structures develop through the action of the person on the environment. Further, the direction of the development is towards greater order, greater stability, greater balance, ensuring greater reciprocity of the person with his environment.

For any evaluation that is conducted after the completion of a distinct phase of a project, or on-going programme, the first requirement is a set of base line data. Appropriate instruments will have to be developed, on a pilot basis, for making this base line survey, in some selected project sites, which should be strictly delimited, such as a ward of a municipality, a village, or a cluster of hamlets. Objective tests of achievement in cognitive abilities should be constructed, and standardised, following approved psychometric principles. Semi-projective performance type of tests, situational tests, group-participation tests, will be considered for the 'mix' of tests to be used for the assessment of the level of cognitive functioning. The areas that will be covered in the battery of tests for cognitive abilities, and the aspects that will be sought to be assessed, may be as follows: —

Area of Cognitive Ability	*Aspects to be Assessed*
I. Facts, Conecpts, Knowledge, Information.	(a) Organisation of concepts into simpler, smaller, units.
	(b) Encouragement for searching, self-directed behaviour.
	(c) Ease in relating with realistic experiences of the learner.
	(d) Precision and clarity of meanings of concepts.
	(e) Ease of application to real life situations
II. Thinking, Problem Solving, Decision Making, Resolution of conflicts dialectical Polemics.	(a) Principles like 'simple to complex', 'part to whole' 'easy to difficult', etc. followed or not.
	(b) Solvability of problems, that may give reinforcement to learners.
	(c) Stating, defining, analysing problems.
	(d) Encouragement for search behavior for information, know-how, methods.

[1]Hunt and Sullivan, 1974, p. 130.

(e) Encouragement for optimal use of information available.
(f) Encouragement for recognizing variables, formulating hunches, predicting results.
(g) Encouragement for undertaking trial and error tasks.

III. Creativity, Productivity, Originality, Innovation, Improvisation.

(a) Encouragement for free expression, in many modes, media, and manner.
(b) Encouragement for flexibility, adaptability, new use of old methods and materials, leave the beaten track.
(c) Patience, consistence, stability.
(d) Creation of the new, original, out of the way.

To devise tests and items that will tap the aspects of cognitive functions that are likely to undergo change due to learning, is not an easy task, and may prove to be taxing even to acknowledged experts.

Another step in the evaluation strategy will be to construct, simultaneously, a shorter, or 'mini' version of the larger test, by suitable sampling method for selecting the items. During the base line survey, both the full-scale test, and the short-form test, will be used, for an experimental group, and an equivalent control group. The experimental group will undergo a regular session of the adult education programme. The control group will be left to itself.

After the educational session is over, the full-scale test, and the short-form test will be administered to both the groups. Statistical analysis of the results will lead to finalised versions of both the full scale test and also the short form test. More importantly, the 'weighting formula' that can be used for estimating full scale scores from obtained short form tests scores, will be developed. After establishing the validity of the two instruments through replication in one or more pilot project areas, they will be ready for use. Of course, it is the short form of the instrument that will be used far more extensively as an instrument for evaluation. The full scale instrument can be used for specific studies. The feasibility of this approach towards evaluation has been indicated in the Report entitled "Voluntary Education for Adult Literacy" by Chatterjee et. al. (1969), based upon action research carried out in Darbhanga and Mirzapur.

A Specimen List of Core Tests for Measuring Cognitive Growth

For measuring changes in cognitive functioning, to start with we can have a core list of tools which will be workable in any project area where adult education work is taken up. Corresponding to these major areas of cognitive functioning, the tests or tools that are feasible may be as follows:

Broad Area of Cognitive Functioning	Possible Tool/Test
(i) Facts, Information, Know-ledge.	(a) A General Information Test, such as that prepared by Chatterjee and Oad, (1955) : with some modifications.
(ii)	(b) A non-verbal General intelligence Test, such as the Portens Maze Test or The Bhatia Battery of Performance Tests for General Intelligence.
(iii) Discrimination, Imagination Perceptual Organisation.	(c) A test like the Indian [Adaptation of the Lowenfeld Mosaic Test.

All the four tests/tools suggested above are fairly standardized and some sort of norms obtained from Indian samples are also available. The only drawback is that each of the tests is an individual test, and is necessarily time consuming. Besides, trained psychologists alone can administer the above tests, except the test on General Information. Results obtained from a few pilot projects can establish the usefulness or otherwise of the above tools, and more importantly, indicate if and how, the list of tests can be reduced still further.

Summary and Conclusion

The foregoing discussion dealt with four separate categories of outcomes of literacy programmes. Although for the sake of analytical clarity they were treated as separate outcomes, the inter-relationships among them should not be lost sight of. The following diagram specifies the inter-relationships.
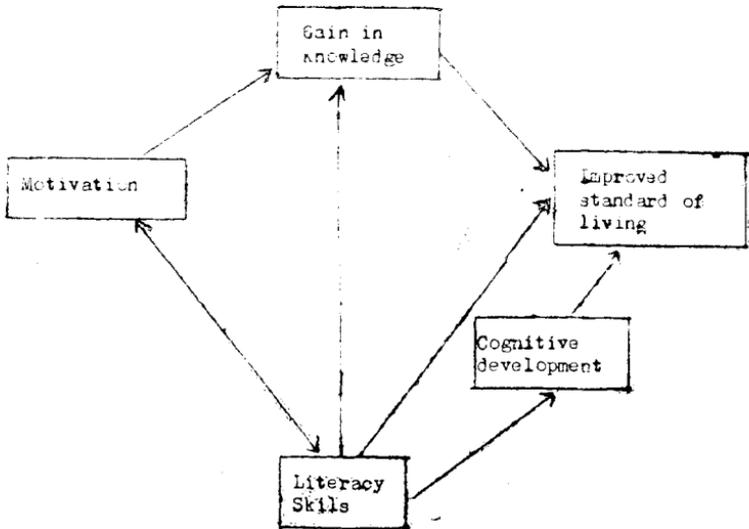
Fig. 1 : Inter-relationships between various outcomes of literacy.

Before describing the figure, it should be pointed out that a comprehensive model is not attempted here. The model is restricted to the outcomes taken up for consideration in this paper and also the present context in India with regard to monitoring of national adult education projects. (For an attempt at a more comprehensive model, see: Villaume, 1974).

Further the model is also applicable for a narrow geographical area i.e. for a project as defined in the NAEP. As such, factors like context, input etc. are not considered. They are assumed to be constant for all the participants.

On the time-dimension under the class of immediate outcome two types of outcomes are delineated. The first and perhaps the foremost is awareness, conscientization or motivation. This may be regarded as a necessary condition as well as an outcome of any literacy effort. (This is indicated by double headed arrows.) The conceptual entity variously termed as awareness, conscientization or motivation may be internal (some sub-groups of any population have it more than others), internalized (through socialization practices), induced (through conscientization process) or imposed (by linking literacy level to promotions in job as in Army literacy programmes). A sufficient level of this motivation is necessary to acquire literacy skills. Of course it should be pointed out that the process of acquiring literacy skills would also lead to increased level of awareness.

These two outcomes lead to gain in knowledge in relevant functional areas and also development of appropriate attitudes. This factor or concept encompasses clusters 2-7 of the classification provided earlier. This outcome, perhaps, is the unique feature of functional literacy when compared to earlier, traditional literacy endeavours.

Acquisition of literacy skills leads to cognitive development of an individual (cluster 8). The terms 'cognitive development' is used here not in the technical sense but to indicate an expansion and elaboration of the cognitive structure of an adult.

All these factors ultimately result in improved standard of living. In addition to the indicators specified in cluster 9 of earlier classification, this concept also includes improved health and nutrition and increased control over environment. This is the ultimate output of any adult literacy effort.

APPENDIX

Magical Consciousness

A. Naming
  1. Problem Denial
    (a) Overt denial
    (b) Problem avoidance
  2. Survival Problems
    (a) Poor Physical state/health
    (b) Poverty
    (c) Lack of work
    (d) Insufficient work
    (e) Money as end in itself.

B. Reflecting
  1. Simplistic Casual Relationships
    (a) Blames physical state/health
    (b) Blames objects over people
  2. Facts Attributed to Superior Powers
    (a) Uncontrollable factors: God/Fate/Luck/Age/etc.
    (b) Fear of oppressor
    (c) Oppressor as inevitable winner
    (d) Empathy for oppressor

C. Acting
  1. Fatalism
    (a) Resignation
    (b) Acceptance
  2. Passively Playing Host to Oppressor
    (a) Waiting for "good:" luck/*patron*
    (b) Dependence on oppressor

Naive Consciousness

A. Naming
  1. Oppressed Deviates from Ideal Expectations
    (a) Oppressed not like oppressor/oppressed not meet oppressor's expectations
    (b) Horizontal aggressiveness/intrapunitiveness

B. Reflecting
  1. Blames Oppressed
    (a) Accepts oppressor's expectations (education as end in itself)
    (b) Self-peer deprecations
    (c) Blames ancestors
    (d) Self-pity

    2. Understands How Individual Oppressor Violates Norms
- (a) Sees intentionality by oppressor
- (b) Sees relationships between oppressor/oppressor's agent
- (c) Generalizes from one individual oppressor to another

C. Acting

    1. Actively Playing Host to Oppressor (Collusion)
- (a) Models oppressor's behaviour (education, dress, habits)
- (b) Misdirected aggression (horizontal aggression/intrapunitiveness)
- (c) Paternalistic towards peers
- (d) Meets oppressor's expectations

    2. Defending
- (a) Gregariousness
- (b) Makes system work
- (c) Avoids oppressor
- (d) Opposes individual oppressor
- (e) Change environment

Critical Consciousness

A. Naming

    1. Rejection of Oppressor Groups/Self-Peer Affirmation
- (a) Rejects oppressor groups
- (b) Seeks to maintain ethnicity
- (c) Seeks to affirm uniqueness

    2. Transform System
- (a) Procedures—people
- (b) Rejects oppressive system

B. Reflecting

    1. Understands/Rejects Oppressors' Ideology and Their Collusion
- (a) Sympathy/understanding of peers
- (b) Self-critical/sees contradictions between actions and critical goals
- (c) Rejects horizontal aggression/affirms self
- (d) Sees oppressor as weak/victim of system
- (e) Rejects oppressor/oppressor's Ideology
- (f) Generalizes from one oppressive group to another

    2. Understands How System Works
- (a) Sees system as cause
- (b) Sees contradictions between rhetoric/results
- (c) Macre-socio-economic analysis
- (d) Generalizes from one oppressive system to another

C. Acting
   1. Self-Actualizing
      (a) Seeks appropriate role models
      (b) Personal/ethnic self-esteem
      (c) Self-growth/transforming learning
      (d) Subject/actor
      (e) Faith in peers/peer learning
      (f) Boldness/risk-taking/unorthodox solutions
      (g) Reliance on community resources/participation
      (h) Opposes oppressor groups
   2. Transforming the System
      (a) Dialogue-polemics
      (b) Comradeship
      (c) Scientific approach
      (d) Change norms/laws/procedures

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PART III
APPENDICES

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A NATIONAL SEMINAR ON MONITORING THE N A E P — AN INFORMATION NOTE TO THE PARTICIPANTS

Objectives

The objective of the Seminar is to prepare specific guidelines for monitoring and appraising the progress of National Adult Education Programme. As a corollary to this, model proformas schedules and questionnaires will be prepared which can be used by various functionaries at different levels.

The Need for Monitoring in National Adult Education Programme

In order to make NAEP meaningful and successful, considerable attention should be given to monitoring of the programme. To the extent the component of monitoring is built into the programme effectively, positive results can be expected.

In order to examine the various aspects of monitoring in NAEP and to prepare detailed guidelines for the same, a National Seminar is proposed to be held at New Delhi.

As stated in the Policy Statement on Adult Education issued by the Ministry of Education & Social Welfare, Government of India, the government has resolved to wage a relentless struggle against illiteracy. Eradication of illiteracy forms an important component of the National Adult Education Programme (NAEP). Adult education, while emphasising the acquisition of literacy skills, should also be relevant to the environment and learner's needs.

Nature of Monitoring and its Implications

First, some of the projects will be "mass programmes", in that, the coverage will be on a wider geographical area and may be more extensive in nature. Some other projects may cover narrow geographical area only and may be more intensive. Appropriate monitoring strategies and techniques may be different for these two types of projects.

Second, the monitoring inputs and findings are relevant and necessary at all levels of NAEP—village or centre, block, district, state and national. Monitoring requirements and quantum may vary for all these levels.

It is envisaged that the above mentioned considerations will be kept in focus in all discussions and deliberations of the Seminar.

Seminar Working Groups

It is proposed to have four working groups in the Seminar. They are :—

(1) *Formative Research.* This group will deal with monitoring the process of forming the programme at the local level. Such process includes, organizational strategies and set-ups, curriculum development, motivational techniques, instructional materials, etc.

(2) *Concurrent Monitoring.* This group will examine the process of feed back system and measurement of the effect of the programme at regular intervals.

(3) *Quick Appraisals.* For certain specific purposes, a quick appraisal of a project may be needed. The duration of such appraisals may be 1-2 months only. This group will go into details with regard to the need for such appraisals, the appropriate methodology, the *modus operandi*, the form of reporting etc.

(4) *Management Information System.* This group will go into the need for, and the composition and functions of a Management Information System at the National/State levels to analyse data furnished by various projects. The aim of such activity is to provide upto date and accurate "status reports" about NAEP at any one time so that necessary corrective measures may be taken to strengthen sectors and areas that are lagging behind.

It is envisaged that each of the working groups will prepare detailed guidelines for the specified monitoring activity and lay down appropriate model proformas.

Expected Outcome

The guidelines and proformas prepared and discussed by each of the working groups will be presented at the last session and finalized. They will be printed and will be available for use.

OFFICE BEARERS OF THE SEMINAR

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Shri R.S. Mathur	. .	Seminar Secretary

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G. L. Jambhulkar	
P. S. Meena	
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Balwant Reddy	
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Victor Jesudason	
R. S. Mathur	
Jagat Prakash	
Ram Shankar	
L. S. U. P. B. Singh	
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Group III—Quick Appraisal

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N. A. Ansari	
V. K. Asthana	
J.Basu Roy Chowdhary	
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Group IV—Management Information system

Pradipto Roy . . . . Chairman
V. Nagarajan . . . . . Rapporteur
Utpal K. Banerji
Pradip Kr. Basu
Prem Chand
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A. K. Jalaluddin
V.G. Kane
Vijaya Mule
B. C. Rokadiya
Bina Roy
Vimal P. Shah
S. C. Varma
S. K. Wahal

APPENDIX VI
PROGRAMME SCHEDULE

Monday, August 28, 1978

9.00—9.30 a.m. . . REGISTRATION

9.30—11.30 a.m. . . INTRODUCTION TO THE SEMINAR AND INAUGURATION

Chairman : Dr. S. K. Mitra
—Welcome
—Introduction of the Seminar Participants
—Introduction to the Objectives of the
—Programmes
—Inaugural Address by Prof. Raj Krishn

11.45 a.m.—1.00. p.m. . PLENARY SESSON I

Chairman : Dr. Prodipto Roy
—Presentation of the background papers and Seminar issues.

1.00—2.00 p.m.. . . LUNCH

2.30—6.00 p.m.. . . PLENARY SESSION III

Chairman : Prof. A.K. Jalaluddin
—Reactions and Remarks of the parti⁻ cipants.
—Clarifications of Seminar goals and methods.
—Formation of Working Groups

6.30—7.30 p.m.. . .

—Film Show (i) Shramik Vidyapeeth (ii) Mehboobnagar Experiment.

Tuesday, August 29, 1978

9.00—11.00 a.m. . . MEETINGS OF THE WORKING GROUPS

1.00—2.00 p.m.. . . LUNCH

2.30—6.00 p.m.. . . WORKING GROUPS (Contd.)
—Preparation of Interim Reports

Wednesday August 30, 1978

9.00 a.m. —1.00 p.m. . PLENARY SESSION—III
Chairman Dr. Vimal P. Shah
—Presentation of Group Reports

1.00—2.00 p.m.. . . LUNCH

2.30—6.00 p.m. . . PLENARY SESSION—III (Contd.)
—Presentation of Group Reports (Contd.)
—Drafting of Recommendations
—Meeting of Steering Committee

Thursday, August 31, 1978

9.00—10.00 p.m.　.　.　GROUP　MEETINGS
　　　　　　　　　　　　　　—Finalising Group Reports.

11.00. a.m. —1.00. 0.m.　.　PLENARY SESSION—IV
　　　　　　　　　　　　　Chairman　Shri Anil Bordia
　　　　　　　　　　　　　　　　　　Joint Secretary, Ministry o
　　　　　　　　　　　　　　　　　　Educotion & S. W.
　　　　　　　　　　　　　—Presentation and discussion of Final
　　　　　　　　　　　　　　Reports and Recommendations.

1.00—2.00 p.m.,　．　．　LUNCH

2.30—6.00 ap.m.　．　．　CONCLUDING SESSION
　　　　　　　　　　　　　Chairman　Dr. J. D. Sethi,
　　　　　　　　　　　　　—Member, Planning Commission.
　　　　　　　　　　　　　—Report by Chief Rapporteur
　　　　　　　　　　　　　　　Dr. T.A. Koshy
　　　　　　　　　　　　　—Address by Shri P. Sabanayagam, Secre-
　　　　　　　　　　　　　—tary to the Govt. of India, Ministry of
　　　　　　　　　　　　　—Education and S.W.
　　　　　　　　　　　　　—Valedictory Address by
　　　　　　　　　　　　　—Dr. P.C. Chunder,
　　　　　　　　　　　　　—Ministry of Education and S.W.
　　　　　　　　　　　　　—Vote of Thanks.

1. All the proforma should be pre-tested in the field before being finalised.

2. Analysis schedules for the data to be collected through the proforma prepared by the groups are to be finalised by the Directorate of Adult Education in consultation with CSD.

3. A cell for Management Information System should be set up in the Directorate of Adult Education.

4. Performance of programmes run both by Government and non-government agencies should be assessed by the same agency for quick appraisal whenever and wherever necessary.

5. Village Adult Education Committees should be formed. The Supervisor may take initiative for this. These Committees may be agencies for assessment.

6. Facilities for data storage already available should be utilised but expanded and supplemented wherever necessary, so that the data can be conveniently retrieved.

7. The Ministry of Education may explore the possibility of obtaining equipment for quick duplication of materials for pre-testing. The equipment should be distributed to the State Resources Centres (SRCs).

LIST OF SCHEDULES/PROFORMAE PREPARED IN THE ALL INDIA SEMINAR ON MONITORING THE NAEP

Group 1	Title/Purpose of the Instrument	Information Content	Instrument	Source of Information
1	2	3	4	5
Formative Research				
I.1	Village information Schedule	Resources, facilities, Socio-economic profiles, Basic problems etc.	Schedules	Supervissors
I.2	Needs and Problems Survey Schedule	Needs and problems of motivation, SES of Potential Participants	Schedules	Instructorrs/ Supervisorrs
I.3	Availability of Reading materials	Teaching, learning materials	Schedules	Instructoors/ Supervisorrs
I.4	Suitability of written Materials and Visuals	Evaluation of Instructional materials	Schedules	Instructoors/ Learners
I.5	Suitability of Curriculum	Existence of curriculum in relation to problems	Schedules	Project Ofbfficers Superviscors/ Instructorrs
I.6	Suitability of Materials for Training	To examine suitability of training prorgamme	Schedules	Supervistsors/ Instructorrs.

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Group II

CONCURRENT MONITORING

1	2	3	4	5
II.1	Learner Infor-mation Sche-dule	SES Background of Learners, Social awar-renss, attitudes.	Schedule	Learners
II.2	Monthly pro-gress Report of the Centre	Monthly progress	Proforma	Instructors
II.3	Quarterly Pro-gress Report of project	Progress of the project	Proforma	Project Officer
II.4	Assessment by the Commu-nity	Progress, activities, interst, impact	Interview Schedule	Community

Group III

QUICK APPRAISAL

IIII.1	Project Pro-posal proforma	Project Identification, Nature and Form capabilities of agencies contextual background	Application	Appying Agency
III.2	Centre Schedule	Learners Progress, difficulties, Physical conditions	Interview/ Observation Schedule	Learners/ Instructors
III.3	Centre Schedule for Instructors	Instructors' Comments, difficulties, motivation	Schedule	Instructors
III.4	Centre Schedule for Dropouts	Reasons for dropout	Schedule	Learners/ Instructors

Group IV

MANAGEMENT INFORMATION SYSTEM

IV.I	Post Card	⎫	
IV.2	Sample Surveys	⎬	To be Worked Out
IV.3	Indepth Studies	⎭	

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