

ADULT EDUCATION PROGRAMME

**EVALUATION STUDIES
IN THE STATES OF
BIHAR, GUJARAT, MAHARASHTRA
ORISSA, RAJASTHAN & TAMILNADU**

VOLUME II

SUMMARIES PREPARED BY

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A.N. Institute of Social Studies:
Evaluation of Adult Education Programme in Bihar: A report
on Guruva Rural Functional Literacy Project, Patna,
The Institute, 1981;

Background and Methodology:

This is the report of an appraisal study of one of the Rural Functional Literacy Projects in operation in Bihar. The study was conducted to examine the working of this project in relation to programme objectives. The evaluation has been done through field survey method involving interviews with selected learners, drop-outs, instructors, supervisors and the Project Officer. Responses recorded on interview schedules supplemented by observations during the survey, helped the drawing the inferences. Sampling was done in two stages - selection of centres and selection of learners from the selected centres. Twenty per cent of the centres, which had been in operation for at least six months before the investigation, were selected. Thus, of 43 such centres, 8 got included in the sample and from each of these centres five learners per centre were selected randomly. Eight instructors, two supervisors, the Project Officer and 40 learners provided the information for appraising the Project.

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The Project Profile:



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Sanctioned in 1979-80, the Project started functioning from April 1980, with 44 centres beginning their work in December 1980 after completing necessary placement and training of staff. The second and third group of AECs having 57 and 66 centres were opened later in April and August, 1981, respectively. Thus upto the time of evaluation in September/October, 1981, 165 centres were opened and all, except two,

were continuing. An analysis of targets and achievements of the project in relation to number of centres sanctioned (300) causes disappointment. The proportion of shortfall in achievement of physical targets increases if the number of sanctioned centres for 1980-81 is also added. 'Such a situation demands rethinking of annual targets in terms of number of AECs, completing 10 months duration, the material and manpower resources needed and the preparatory work required to be done in opening and operating the desired number of AECs'.

Staff Position:

The staffing arrangements appeared inadequate, particularly with respect to supervisory personnel. The number of supervisors varied over time - from initial seven, the number in position was only two at the time of survey, instead of at least 5-6 required to look after 165 centres. However, both were post graduates and were trained for Adult Education. Majority of the instructors (109 men and 56 women) were below matriculation. The selection of instructors was done mostly on the recommendation of the Supervisors and village Muchiya and written tests conducted at times. In a few cases, the local pressure made the selection of right type of personnel difficult. In case of women instructors ladies having education upto 5th-6th standard had to be appointed. Eleven day training was conducted during the period of investigation and the project officer, 2 supervisors, Medical Officer, the BDO Agricultural Officer, Veterinary Doctor, etc, acted as resource persons. Usually, the group with 75 persons appeared large. The trainee-instructors were mostly non-matrices. Among the 17 women instructors, one was educated upto lower primary standard, two upto 5th-6th standard and all others were middle or above. The men instructors were between 18 and 40 years of age and the women instructors were of 13 to 25 years. Since lecture method was generally used in the training sessions, the trainees did not remember much of what was given on the previous day.

Functioning of AECs

While opening the adult education centres in different Panchayats of Guruva Block, due representation was given to the characteristics of the adult population -- 35% of the centres were exclusively for women and 44% for Scheduled Castes. Almost half of the women centres were for Scheduled Caste women. Some centres were opened exclusively for Muslims. Instructors for Scheduled Caste Centres were recruited from the same communities. Participation of Scheduled Caste in adult education centres appeared encouraging, proportion being 48% of the total learners (4938). Most of the centres were located in the houses of the instructors. In one centre for Scheduled Caste and one general centre, the learners and the instructor found it difficult to continue the centre because of non-availability of any suitable place to run it. In one of the villages the Panchayat Pradhan threatened the instructor for running the centre in the village. In all the villages except one, Kerosene lamps were used which were found to be inadequate for proper lighting. The reasons for inadequate lighting varied. The supply of teaching/learning materials remained smooth. However, instructors did not show any initiative in preparing the charts, posters, etc. It was realised by the women centres that the facilities for handicrafts could make them more popular. Usually the lecture method dominated and no dialogues with the learners were possible. In the initial phase, literacy component was emphasised and numeracy was taken up after six months. Social awareness and functionality aspects were not covered. The curriculum was more bookish and imaginative, innovative or practical aspects were lacking in it. Only in one of the centres the problem of pure drinking water and importance of cleanliness and sanitation was discussed; but the well near the centre remained in bad shape and no effort was made to see that dirty

water was stopped from seeping into the well. The records relating to enrolment attendance and number of classes held per month appeared to be on a higher side. However, the average monthly attendance calculated from the record was 24 per day and number of classes per month ranged between 23 to 24. Out of 7 centres visited, 2 were found closed; in others the attendance was below 15; in one of the centres were just 5 adults and about 6 children sitting around two lanterns.

The children were doing home-work and the instructor was reading a book in English.

The estimation of drop-outs was difficult because those who discontinued were replaced by new additions, thus maintaining the strength of 30 throughout the session.

The receipt of the monthly reports has been linked with payment of honorarium and supply of Kerosene Oil to the Instructors. A study of these reports revealed that the Instructors did not have full understanding of the manner in which these had to be filled correctly and completely. Supervision remained a weak element in the programme because one of the Supervisors had recently joined the programme and the other had a vast area to cover. As against the number of 10 sanctioned posts, only two were filled.

In order to monitor the functioning of the centres properly, any centre found in-operative was suspended for the time being and was re-opened after the Mukhia and other responsible villagers promised in writing a vigilant eye on the instructor. The Block Development Committee expects each Mukhia to supervise at least 5 centres and send his comments to the Project Officer every month. It was noted that neither this Committee nor the Mukhia took adequate interest in the programme. The Instructor who did not run the centre regularly was reportedly denied payment of honorarium for those days on which

he/she did not conduct the classes. It was observed that this procedure did not affect the erring Instructors from holding the classes irregularly because they obliged the Supervisors by showing their false visits to the centres and getting necessary entries from them in the registers, in exchange. Out of the 10 centres visited for observations purposes, Instructors at three centres reported just one visit by the Project Officer during the last 10 months even though he had a Jeep with him, Generally, the centres located near the project headquarters were visited more frequently than those in the interior. The Director and other Officers from the State Directorate had hardly visited Guruva Project. Difference of opinion between the Project Officer and the District Adult Education Officer, Gaya caused a stalemate and some of the problems of management of the project which could have been resolved in case of unanimity remained unsolved.

Learners' Achievements

Of the 40 learners (28 men and 12 women) interviewed, most of them were young between 15 to 25 years of age and only one female learner was below 15 years of age. More than half of them were agricultural labourers, 25 were SCs and 15 belonged to other castes. Five of the learners had previous schooling (upto lower Primary Stage). Most of them (27) were motivated to join the programme with the desire to acquire literacy. // Instructor was the main person who influenced their decision to join the programme. The learners's interests in the programme, as evident from their attendance in the week preceding the survey, appeared quite encouraging and they were of the opinion that the classes were held regularly and the present conditions appeared satisfactory.

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Three-fourth of the sample learners could write their names, age, occupation, caste and religion. It was assumed that they could read whatever they wrote. Only three of them could not write anything. All the learners could read letters from the Primers; 32 could read words and 25 could read with understanding simple passage of about 5 to 6 sentences from the reading material used at the centre. In numeracy all could count upto 100, 32 could do additions of 1-digit number, 29 could add 2-digit figures and 21 could do 3-digit additions. Thirty three learners could do subtraction of 1-digit and 2-digit numbers respectively, while only 18 could do 3-digit subtraction. Twenty persons could solve sums involving multiplications and divisions where the divisor/multiplier was of 1-digit figures. On the basis of summated scores learners' performance was rated 'good' in reading and writing and 'poor' in numeracy.

In a large number of cases, the learners had prior knowledge about the facilities provided by different institutions like Primary Health centre, Cooperative Society, Rural Banks, CD Blocks and they knew the role of the key functionaries in these departments. Almost all the learners were aware of the legal age of marriage and Anti-Dowry Act, Minimum Wage Act and privileges granted to weaker sections under different schemes. No doubt correctness of their knowledge was questionable. The answer revealed that they expressed their own opinions more than their knowledge of the provisions. However, the source of information was invariably the adult education centre. Similar observations are made in their Report about the issues relating to voting and elections. With regard to their attitude towards savings, almost all of them were prepared to keep their savings in the Banks or Post Offices, if they had anything to save.

Fifteen learners stated that the information received by them at the centres was useful and eight of them considered that this helped them in augmenting their family income. Most of these learners (15) were SCs and men.

It has been noted in the study that Chetna Sanghas (awareness groups of the learners) were conspicuous by their absence. The Project Officer was found to show no interest in this aspect as he felt that imparting of knowledge was the major goal of the programme and action groups were not necessary. Learners were, however, asked to indicate their reactions to hypothetical situations like partisan behaviour of block, hospital, bank cooperative personnel. Half of the learners mentioned that they will complain to the senior officers of these organisations, others were of the opinion that they would take the matter to Mukhiya, MLA, etc. eight learners felt that they would have the redressal of their grievances by bribing the persons and nine mentioned that they would do nothing about the matter. At least 1/5th of the learners believed that many problems could be tackled if one could give bribe and collective or organised effort did not appeal to most of them.

Still there were some examples which indicate that the consciousness of some learners about their rights had developed though not on a very deep scale. In one of the centres in Sherpur, the learners succeeded through 'hartal' in getting minimum wages raised and in preventing the landless from exploiting their labour. In another centre (Chillaur), with the help of the project staff two learners got diesel pumps installed through the bank. Better sanitation and appreciation for cleanliness was demonstrated by some learners through Shramdan at the centres in Kasla and Ramnagar Villages. Instances of construction of an irrigation dam through group effort, lowering of liquor consumption, construction of school building, etc. are some of the other activities which have been reported in the study to show that a few of the adult learners exposed to the programme showed greater sense of social responsibility. It is concluded in the study that though the project was moving ahead, the pace was low; its achievements were moderate and problems were many. If the achievements are consolidated, the project can become a very potent means of social change.

A.N. Sinha, Institute of Social Studies, Patna
Adult Education and Social Awareness (Two Case Studies)
Patna, The Institute, 1981, 23p

The two case studies are the result of a probing of the case events reported in the second comprehensive appraisal report. 'Adult Education for Development'. The cases are examined in an anthropological perspective. The studies show how the participation of disadvantaged sections of the society in the programme and the formation of 'Chetana Sanghs' helped them in overcoming their feelings of powerlessness. The studies indicate how the programme infused in the people a sense of solidarity for collective bargaining. The studies help in understanding the process of social change (which got started as a result of the programme) and show how some learners took action to face crucial issues that effected them.

The first study conducted in Kurmitola in West Champaran district of Bihar described how the group, on becoming conscious of its rights and getting to know the safeguards under the Constitution for abolishing untouchability and checking discrimination on the basis of caste feelings, makes a concerted effort to get entry into the temple where Harijans were treated as out-castes. First of all, an illiterate youth of the village, who was a participant of the AEC in Harijan-toli, secured for the Harijans the right to wear shoes while passing along the households of Kurmis and later on with the association of the instructor in the centre he developed a spirit of serving the society. Subsequently, he took upon himself the cause of securing entry of the Harijans into the temple which was considered an exclusive possession of the caste Hindus. Starting with worshipping in the temple in the early hours of the morning when nobody will notice him and later on causing the wrath of some caste

Hindus who saw him once coming out of the temple, this youth questioned the very basis and validity of preventing others from worshipping in the temple. Finally, he succeeded in securing the right of entry to all, including the Harijans, in the same temple. Thus the courage shown by a youth and the group's awareness of equality before the Constitution in matters of worship, etc., the threat from the caste Hindus got converted into their acceptance. The study shows how a group, determined to fight oppression and injustice can organise itself and get the grievance redressed through organised effort. After participating in the programme, they got the confidence to face such situation and the feeling of powerlessness got reduced and they made efforts to see that the Harijans were considered equals in matters of religion and worship in the temple earlier owned by the caste Hindus exclusively.

The second study narrates how a peaceful and united action taken by the villagers of Saphuatola brought round a rich landlord to compensate for the loss and damage caused to the victims of a tractor accident, the tractor belonging to the rich landlord. The accident occurred due to the callousness of the tractor driver and the helper employed by the landlord to run the tractor. The study illustrates that adult education can become powerful instrument of mobilising the rural poor in their emancipation from the present state of social, economic psychological and political deprivation.

Both the studies bear striking testimony to the gains of the spread of awareness to the learners imparted through the adult education centres and the activities of the Chetana Sangh.

A.N. Sinha Institute of Social Studies:
Evaluation of Adult Education Programme in Bihar:
A report on Dhanwar Rural Functional Literacy
Project, The Institute, 1981, 2+24p

1. Introduction

After the completion of the second appraisal study by the ANS Institute it was felt that the Institute should take up some case studies to find out the strengths and weaknesses of the programme. The present report is based on an indepth study of RFLP project, Dhanwar, Girāih carried out in September - October, 1981. Besides collection of data through schedule the report is based on informal interviews with learners, instructors, officials of the project and people from other walks of life. It is basically a fact-finding study and reveals some of the qualitative aspects of the programme.

2. The Project: Dhanwar is a small town and a block headquarter about 60 kms from district headquarter of Giridiñ in the plateau of Chotanagpur. The project comprises of 20 Panchayats with a Population of 1,17,777. Scheduled Caste population is 13.2% and scheduled tribe is just 1% and confined to one panchayat only.

The project was sanctioned in 1979-80 with 300 centre. The first set of 53 pentres was started on October 2, 1980 and second set was started from April 15, 1981. The report is based on an evaluation of these 64 centres. Fortyone percent of the centres were meant for Harijans and 39% for backward castes people. There are no Scheduled Tribes in the Panchayat areas covered by these projects. Majority of the centres (87%) were mixed and average enrolment at the centres was 29 learners.

3. Organisational Structure:

The project is headed by a project officer who belongs to scheduled caste community. The project officer was found to be lacking in initiative, dynamism and decision making capacity, so essential for the post held by him. The Project Officer was supported by an Assistant Project Officer. When the present study was undertaken he was on deputation to a nearby project. There are 10 supervisors in the project two of whom belong to backward communities. Three supervisors are females. Two supervisors face serious language problem as they could not communicate in local dialect. It was strange to find all the supervisors living at the project headquarters although all of them claimed to be having a place of residence in the area where they worked. Majority of the supervisors looked indifferent to the programme and had no experience of rural community service. The supervisors were, however, young and were trained for the job. It was felt by the supervisors that there was lack of interest in govt. officials and officers of the Directorate who rarely visited the project.

There were 64 Instructors for manning the 64 centres. Representation of scheduled castes was only marginal amongst the Instructors. Even the centres meant exclusively for the Harijans (Scheduled Castes) were manned by high caste instructors. Instructors were selected by a committee comprising of the civil Sub-Divisional Officer, District Adult Education Officer, Project Officer and an official from the block. Since the Project Officer had joined just when the instructors were selected he had little say in their selections. As a result many of the instructors who felt that they were selected by the Civil Sub-Divisional Officer were creating problems for the

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Project Officer in convenience with some of the supervisors. Instructors who were young college students considered their job an easy way of making pocket money. At the time of the visit of the investigator many of the centres were found to be closed on some pretext or the other. In one case the instructor could manage a few female members from his house and one learner proxied for more than six learners.

4. Inter and Intra departmental co-ordination

The evaluation study reveals that the Directorate was not very much supportive to the Project Officer and the District Adult Education Officer. Instructors from the Directorate were vague and confusing. The District Adult Education Officer was not competent to sanction leave to his own staff which reduced his control over them. District Adult Education Officer was understaffed and sometimes utilised the staff from the Project. This was considered encroachment by the Project Officer and contributed in straining his relations with the District Adult Education Officer. The State relations between the Project Officer and District Adult Education Officer are more Pronouncedly brought to light by an interesting incident which happened at the time of investigation. The District Adult Education Officer had verbally directed the Project Officer to deduct some money from honorarium of instructors who had not returned the materials after completion of the 10 month term. But subsequently the District Adult Education Officer termed these deductions as irregular and seized the payment register. On the first of the next month the District Adult Education Officer neither released the register nor allowed the honorarium to be paid through a separate register or a loose sheet. As the project was closing for holidays and the Project Officer was apprehending trouble from instructors on non-payment of honorarium the Project Officer had to obtain release of payment register with the help of a lady supervisor who, it is said, had links with District Adult Education Officer and could influence him.

Other problems which the Project Officer was facing with the Directorate were that his allotted typewriter did not reach him: he had to hire the driver on daily wages and was not allowed to appoint one on regular basis; there was in-ordinate delay in supply of exercise books, etc.

Regarding co-ordination between different development departments the District Development Commissioner revealed that there were no strong instructions from above to guarantee ² active participation of developmental agencies. The Block Development Officer felt that since he had no control over the Project Officer he did not think it proper to involve himself in the programme. The study reveals that participation of different extension officials was restricted to training programmes only.

It is also revealed by the study that help and support of the community was lacking. The Mukhia of the area was not in good terms with the Project Officer and alleged him to be corrupt although he himself was trying hard to get his nephew appointed as Driver in the Project Office.

5. Physical facilities

Most of the centres covered by the study were located in the houses of instructors. Learners sat on bare floor, supply of kerosene oil was regular but lanterns were found defective and leaking. There was shortage of exercise books which was perhaps, due to the fact that the Project Officer had to start some centres without adequate set of exercise books under threat from instructors who were recruited and trained long ago inspite of clear instructions from Directorate to the contrary.

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6. Instructor's operational skill.

Majority of the instructors were found to be lacking in proper training and drive. They themselves were so ill informed about vital issues of day-to-day life that they could not be expected to do justice with awareness and functionality. All the instructors were using formal method of teaching from alphanets to sentences and had brought the centres into the formal classroom situation.

7. The achievements

Regarding achievements of the project it is revealed by the study that representation of Scheduled Castes, Scheduled Tribes and female learners was satisfactory at the centres but as far as age-factor was concerned most of the centres were attended by a fairly large number of children below the age of 15.- Regarding attendance, the interesting feature was that if the centre was visited with prior information the average attendance was found to be 15 but if it was visited without prior information the centre was found either closed or had 5-8 learners on an average. As against this the minimum recorded attendance at all the centres was found to be 22. This appeared to be a manipulation with the connivance of supervisors and Project Officer.

Achievements of learners interms of reading, writing skills were found to be far from expected levels. Learners could read only from chapters covered at the centre and could not read similar words from other chapters giving an indication of rote learning rather than learning a technique. Achievements in numeracy were also far from satisfactory and it is felt that with the given set of inputs supplied, numerical functionality can not be achieved.

Regarding awareness as an instrument of change the study reveals that it cannot be realised through the instructors who themselves belong to the group of oppressors. Up-gradation of functionality was yet to take shape and the programme remained a literacy programme that too with serious limitations.

8. Summary of findings

- The project area is fit for launching the adult education programme as it has a large target group.
- Number of centres organised by the project was much below the target of 300.
- Representation of Scheduled Castes, Scheduled Tribes and women learners was satisfactory.
- Organizationally the project needed a more dynamic and tactful Project Officer. Supervisors were influenced by their urban background, they followed unrealistic approach and avoided residing in the field. Supervision was of a routine nature and passive.
- Selection of instructors was faulty which reflected upon their performance.
- Relations between officials at project and district levels were not cordial.
- Problems of the project needed to be redressed by the Directorate through strong monitoring system.
- Support of different development departments and of community to the project was seriously lacking.

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- Centres were not supplied complete set of materials before starting in violation of clear instructions from the Directorate.
- Place of centres, sitting arrangements and quality of lanterns was not satisfactory although supply of kerosene was found regular.
- Instructors were not following the method of teaching prescribed to them.
- Centres maintained exaggerated records of attendance.
- Instructors belonging to Scheduled Castes and minority community were more involved and enthusiastic than their counterparts from higher castes.
- Achievements of learners were far from satisfactory and the project failed to come upto the desired expectations.

Recommendations

Tasks at the Directorate level

1. The Directorate should ensure quick redressal of problems faced by the project in the form of shortage of staff, teaching and learning materials and other physical facilities.
2. The directorate should send officials to sort out conflicts amongst members of staff on the spot.
3. A visit by the Director is immediately suggested to guide the project officials and mobilize co-operation of different development departments.

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4. There is need for suitable replacement of the Project Officer.
5. The Project Officer should be given more weightage in the selection of instructors.
6. The District Adult Education Officer should be instructed not to encroach upon the autonomy of the project and interfere with its functioning.

Tasks at the Project levels:

1. Instead of writing official letters to the extension officials, the Project Officer should contact them personally and finalise his visits in consultation with them so that he can take the officials along in his jeep.
2. No centre should be started without ensuring the complete set of teaching-learning materials.
3. Weekly meetings of supervisors and instructors at the project headquarter should be seriously followed up. Problems should be approached with a human touch rather than with rules and regulations in their extreme forms.
4. Exhibition and cultural programme should be organised in the villages themselves and not at the block headquarter. The Project Officer should also organise competitions for innovations.
5. The Project Officer should maintain good relations with district level officials and utilize district resources in a planned manner.

A.N. Sinha Institute of Social Studies,
Adult Education Programme in Bihar - Fourth Appraisal:
Report No.9, Patna, The Institute, 1983, 196+8p

BACKGROUND

The programme planners laid emphasis on balanced reinforcing into the AEP of the three components viz, literacy, functionality and awareness. However, in practice the programme confined largely to literacy only and the other two components were not given equal stress. This was partly due to lack of comprehension of the conceptual clarity on the part of field functionaries. Even the literacy component was not as effective as it should have been. The programme mechanism was also of the desired flexibility element. The study is thus directed to make indepth study of the mechanism of various factors in the implementation process in the 5 projects of Bihar.

Scope of Study

This is basically a qualitative & quantitative study oriented to evaluate the programme implementation status in five Govt. run projects out of which one project was centrally sponsored RFLP scheme. The evaluation thrust was focussed mainly on the three components viz. literacy, functionality and awareness, with an intention to recommend some suggestions for functional improvement of the programme or more specifically to introduce some midcourse corrections in the programme.

3. Methodology

In the present study, due to constraints of cost and time time random method was adopted.

a) Projects

Five projects were identified in consultation with the State Directorate.

b) Centres

In this study the sample was drawn from among the AECs that completed at least six months duration for which purpose a sample of AECs from each project was drawn out of the total number of AECs run by each project during 1981-82. The later information was collected from the concerned projects. These AECs identified after screening formed the population of AECs for a particular project. out of these, a representative sample number of AECs with the criterion of completing 6 months duration was selected as universe for the particular projects: In the second stage 20% of this representative sample of AECs was drawn as the study sample for each of the projects at random.

c) Learners

Five learners per centre were randomly selected. However, in one Project(Korha) at the time of data collection all the AECs were not functioning. Due to some practical difficulties all the learners could not covered. So the sample size of AECs and learners for this project was limited to 16 and 58 respectively.

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d) Instructors

All the instructors of the ATCs formed the universe.

e) Supervisors

Though it was decided to include all the supervisors in the study, some posts of Supervisors were vacant and some were not available. Hence, the final size of the sample of the supervisors was not the same as envisaged in the methodology.

Thirteen drop outs were also covered in the study.

In addition, 4 project Officers, 3 Assistant Project Officers were covered as one post of Project Officers and 2 posts of Assistant Project Officers were vacant at the time of data collection.

e) Procedures of DataCollection

Scientific procedure was followed for collection of qualitative and quantitative data through schedule/questionnaires. Besides, interviews technique was used by the Investigators to collect some relevant data. Five investigators (3 PGs and 2 graduates) duly trained by the Evaluation Cell of the Institute conducted the field survey. The entire field operation was directed and supervised by the core staff of the cell, besides visiting and collecting data in the projects. The core staff was properly oriented for the task. The data was collected during October to December, 1982. In essence, almost the same instruments and the same procedure as applied to third appraisal were adopted for this study also.

Findings

1. 517 Adult Education Centres run by the 5 projects had completed atleast 6 months of duration. The percentages of number of Adult Education Centres run exclusively for males, for females and for both, were 50,40 and 10, respectively. 24.5% of the centres run for Scheduled Castes while 9.6% were for Scheduled Tribes and 43.5% were for other backward States. The projects obviously preferred areas with concentration of weaker sections population. One project in the proximity of headquarters was considered for location of AEC.
2. The selection committees for recruitment of instructors are not effectively functional, political interference in the day to day functioning of supervisors militates against smooth functioning of AECs.
3. Most of the Supervisors and Instructors were trained. On an average the training schedule was for 180 and 160 hours for Supervisors and Instructors respectively. For the training of Instructors, the programme was arranged by the projects at the places convenient to the area concerned, to facilitate convenience of learners especially of some women instructors who were reluctant to attend the programme at the project headquarters. Thus the programme was deprived of the resource guidance of officials of development departments, being conducted outside the project headquarters.
4. 70% of the instructors were in the age group of 20-30 years and a large number of women instructors are also in this age group and were mostly house-wives. About two-thirds of the instructors were matriculates.

and 5% of them were under graduates and 5% post-graduates. However, most of women instructors were non-matriculantes. This is a pointer to the spread of education among younger generation. Most of the male instructors were cultivators and share-croppers. However, the representation of Scheduled Castes (16%) and Scheduled Tribes (5%) was not very encouraging. Though this may be ascribed to the small size of ST population, the position with regard to SC participation was not satisfactory. However, the representation of Backward Castes was better (57%). This indicates the intense need to uplift the lot of SC, ST through education. Many instructors joined AEP effort with service spirit. Majority of instructors urged for enhancement of honorarium.

5. Out of 45 supervisors 16 were women. The supervisors were educationally well qualified. 15 were PGs and the rest were graduates. Majority of them reportedly joined the programme for social service. The experience of supervisors having rural working experience was meagre. The supervisors were not visiting all centres every month as reported by the Instructors. The supervisors were mostly engaged in supply of teaching/learning materials. Their contribution towards raising functionality, awareness components was nominal.
6. Half of the AECs were with sitting space for 30 learners. 85% of AECs were housed in the village houses of community buildings and 15% were in the open. Regarding the lighting arrangements in the AECs, 3 were electrified, 5 had petromax lights and the rest lanterns. However, due to scarcity/bad quality of kerosene oil the lanterns could not be used.

Where departmental arrangements of seating arrangements lacked, the learners/instructors mostly arranged mats/durries themselves. The instructional/resource guidance of functionaries of development departments in the training programmes of Instructors was not available.

7. Use of teaching/learning materials, primers, charts, etc. was made in AEC, but no media means were tried out, though some recreational/educational plays were organised by many instructors.
8. The pattern of attendance was not uniform. It was high in the beginning months with a drop subsequently and in agricultural season. The maintenance of registers was not dependable and the supervisors also did not point out the fallacies in marking attendance by the instructors. Half of the AECs under study functions for 20-25 days in a month.
9. The profile and response of learners was as follows:

Male	Female
15%	20% Younger
10%	5% older than the reference group

Learners strength in 15-24 age group was higher. 23% of learners were drop-outs and rest were fresh entrants. Participation of SC/ST learners was not representative of their population while that of Backward castes was good. In 2 Projects women's participation was not satisfactory. Majority of male learners were farmers. 10% self employed, 5% artisans, 15% of female learners were house wives 10 artisans. Motivation by instructor and self-motivation was and motivation by community was less.

10. Most of the male drop-outs could not be located because of their migration elsewhere. Those that could be located cited ill-health for their dropping out. Moving to in-law's house the main factor for female drop-out.
11. The learner performance from the schedule response indicated intensive dent on literacy and the thrust on the other two components was meagre or minimal. 70% of learners could show proficiency in reading and writing while about one third acquired numeracy skill. On social awareness ~~front~~ the performance was dismal. Even for the little awareness generated, instructor was instrumental and the contribution of the supervisor was minimal.
12. Linkages of the programme with vocational crafts was urged. The assistance by developmental functionaries was least as reported by supervisors/instructors, and this apathy coupled with absence of mass media campaign is a strumbling block in promoting functionality component.
13. Qualitatively acquisition of literacy generated confidence in learners for communication and social interaction; adorning them with dignity of purpose. Some younger learner expressed that this learning is helpful for their progeny too. Thus, the programme created a strong need for non-formal education for children.
14. The programme did have its impact in inculcating awareness among some learners regarding the facilities concessions, arrangements by the Govt- and though the number of beneficiaries is microscopic, a beginning ~~has~~ been holded in the rural sector. The instructor was the king pin even for this little achievement.

Conclusion and Recommendations/Suggestions

1. Location and accommodation for AEC are important. In villages where no regular accommodation is available, the local panchayats should construct a thatched structure housing the AEC and serve as a community centre subsequently.
2. Efforts should be made to run centres for men and women separately to set at naught the traditional reservations in rural women folk.
3. Number of centres for SC,ST communities should be proportional to their population.
4. Some provision should be made in AEC contingency budget for provision of mats.
5. The factor of lighting arrangements in Adult Education Centre is a major one. Adequate, good and timely supply of lanterns/accessories should be ensured. Regular and systematic arrangement of supply of kerosene or alternatively use of carbides as suggested by a Project Officer may be considered.
6. The AECs should be equipped with some basic tools/implements to promote vocational crafts for enhancing the functional skill.
7. The posts of key functionaries of the AEP projects have to be filled without delay to arrest its impact on the project functioning.
8. The paper work given to project officers should be reduced and prompt action should be taken against non-responsive and irresponsible functionaries.

9. The number of AECs per supervisor should be reduced to 15 to 20 centres and should be directed to lay greater emphasis on the other two components viz. functionality and awareness. Incentive/rewards should be instituted for proven efficient supervisors. The supervisor should not be posted in his home district.
10. Credentials and dedication of instructor should be judged before his appointment and he should be methodically trained to be able to cultivate pedagogical skill awareness etc. Objective criteria should be evolved for the selection process.
11. Proper consultation of village mukhia and development functionaries should be made before opening an AEC.
12. To help monitoring the programme, the Project Officer should call meetings of Supervisors and Instructors twice or thrice during the 10 month period.
13. A manual delineating various functions of the programme should be made available to guide the functionaries.
14. The arrangements for timely and adequate supply of teaching, learning materials should be streamlined.

While the above suggestions relate more specifically to the functional side of the programme some general suggestions in the broader perspective of programme dynamics also find mention.

1. The functionaries of developmental departments generally do not spare time to give the educational lectures on the aims and benefits envisaged in the rural reconstruction programme. They turn a deaf ear to the request of the learners for assistance

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made through the supervisors. Clear instructions may be given to these functionaries to be responsive to genuine demands of the functionaries.

2. More "primers" like "Bihan may be introduced to keep with the socio-cultural ethos of different regions.
3. Organisation of group and cultural activities, educational plays may be used to help doing away with social taboos.
4. In the 'in-service' training of supervisors and instructors references of successful and weak supervisors and instructors may be made.
5. Steps may be taken to introduce non-formal education programmes in consort with the AEP, as suggested already by them in their past report.
6. Post-literacy effort should be enlarged.
7. Linkage of the programme with some ongoing schemes like TRYSEM, Antodaya, etc. may be considered.
8. The State Directorate officials may visit different projects and mobilize the involvement of development functionaries, in the programme effort.

A.N. Sinha Institute of Social Studies,
Adult Education in Bihar - Fifth Appraisal
(Dumka District) The Institute, Report No.12
1984, 101p

Background

The present study is the fifth in the series of evaluation studies of the adult education programme carried out by A.N. Sinha Institute of Social Studies and covers two projects in Dumka District pre-dominantly a tribal community.

Objectives and Methodology

The study evaluates the performance of the adult education programme implemented through the State Govt. and accordingly two of the four projects functioning at the time of the study were selected. Of these two projects, one was RFLP (Shikaripara) and the other was SAEP Project (Kathikund). From these projects a sample of 20% adult education centres was drawn randomly; the main consideration being that the centre should have been functioning for at least 6 months at the time of investigation. The total number of centres finally identified for data collection purposes came to 58 (30 in Shikaripara and 28 in Kathikund). For selecting the learners, 5 learners selected randomly one of those present on the data of data collection were interviewed. The total number of such learners selected from the two projects was 290 (150 in Shikaripara and 140 in Kathikund). From each of the selected centres the drop-outs were to be contacted for data collection purposes but it was not

possible to contact all of them and as such only 29 persons could be interviewed (11 in Shikaripara and 18 in Kathikund). As far as the selection of instructors, supervisors and Project Officers is concerned it may be mentioned that all the instructors of the sampled centres and all the supervisors working in two projects were contacted for investigation. The project staff (POs and APOs) were also similarly interviewed. For the collection of data, separate schedules for interviewing the Project Officers, the APOs, Supervisors, Instructors, learners and the drop-outs were used. In addition each Investigator was expected to keep a detailed account in the diary which was to be used later for analysis of information gathered. These instruments were also used in the Fourth Appraisal. The data collection was done during September, October 1983 by four young male Investigators.

Findings

In this study the evaluators have taken a view that the pedagogical network created by the programme to educate the millionsoof illiterate adults is actually dependent on the core functionaries and therefore their contribution has to be analysed and understood. These programme functionaries are referred to as human resources. The contact with the two Project Officers revealed that they were not fully satisfied with the role of the Directorate. However, DAEOs seemed to have given necessary help to the POs. Lack of genuine and desired degree of cooperation from a number of government officials and developmental functionaries was found a discouraging feature.

The Project Officer (Shikaripara) felt that irregular flow of funds from the Directorate was responsible for late payment of honorarium to instructors and follow-up programme also suffered on account of non-receipt of funds from the

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State Directorate, The delay in starting the post-literacy work was of the order of more than one year after the conclusion of the basic phase of adult education. Naturally the learners did not get opportunities to continue their education as part of the post-literacy effort. Even the organisation of second phase of training of instructors could not be done because the Directorate did not convey its approval of funds and any initiative taken by the Project Officer either to supply the kerosene or to make the learners comfortable at the centres by a provision of mats, lighting, etc. was not appreciated, rather he was penalised.

The Project Officer (Shikaripara) also observed that the instructors and the Supervisors were not always well-informed and were also sometimes negligent in performing their duties. When they were asked to perform their duties properly, the supervisors started behaving in a united manner toward the decisions of the project officer by taking resort to union type of activities and they started behaving indifferently when action was taken against them. The APOs felt that on an average the instructors did not possess adequate qualifications and one of the APOs (Kathikund) was also critical of the decisions of his Project Officer. Assistant Project Officers also realised that in the absence of adequate follow-up programme, a number of neo-literates were likely to relapse into illiteracy. The Assistant Project Officers suggested that the honorarium of instructors needed an upward revision from Rs.50 to 100 per month. The APO, Kathikund was particularly critical of the Project Officer and levelled several charges against him, including misuse of Government funds and for occupying the office premises for residential purposes. The Project Officer (Kathikund) has been reported to be depriving the project staff from using normal office facilities and causing them great hardship and inconvenience. It was also mentioned that the office vehicle

was seldom utilised to visit far-flung areas.

The conclusion drawn by the evaluators is that the two adult education projects in Dumka District were having signs of malfunctioning and effective measures were necessary to ensure that the functionaries of the project (right from the Project Officer to the lowest level) develop a better understanding of each other and work with a team spirit. Frequent confrontation among the staff of the project was a feature which required action on the part of the State Administration.

Supervisory Personnel

Of the 19 Supervisors covered in the investigation (9 from Shikaripara and 10 from Kathikund), 7 were women and the proportion was poorer in Kathikund where only 2 supervisors out of 10 were women. Most of the Supervisors were in their twenties or thirties and one-third of them were graduates. All of them were trained. A large number of supervisors stated that they joined the programme with social service motive and some of them felt that since adult literacy was necessary for all-round development in the rural areas, they decided to work for this programme. Regarding the functions which the supervisors had to perform, no uniformity in the quantum of work assigned to the supervisors working for the two projects was seen. There were instances where a Supervisor was responsible for 25 centres in comparison to another supervisor had hardly 10 centres to look after. About the work done by them during their visits, one-third of the Supervisors mentioned that they generally made enquiries about the progress made in learning the lessons, the type of methods used by the instructors to educate the learners and identified the difficulties of the instructors and the learners and tried to solve them. They also mentioned that they discussed with the learners matters concerning health, family welfare and other social issues to raise the level of awareness of the learners.

The Supervisors were also asked to indicate the procedure adopted for selecting the villages for opening the adult education centres. It was pointed out by most of the supervisors that backwardness in terms of literacy level, was the main consideration in the selection of the villages. After the selection of villages it was for the supervisors to identify a place where the centres could be organised. Most supervisors felt that the convenience of the learners and their preference for the place were given due consideration in locating the centres. However, cleanliness of the place and sometimes the villagers choice obtained in a meeting was also taken into account. In the selection of the instructors, the supervisors gave due consideration to the fact that backward classes and other socially dis-advantaged groups were appointed as instructors provided they had the requisite qualifications, a spirit of social service to guide him in their work and if they were willing to serve in rural areas. Most of the supervisors felt that training given to them was quite stereo-typed and they generally covered the same content which they got in their own training.

The supervisors were also asked to indicate the nature and quantum of help and cooperation that they received from the local communities. Fourteen supervisors reported that 'mukhiya' and 'sarpanch' of the villages helped in various ways. The nature of help was by way of helping in conducting the survey of the village, to determine the possible clientele group, providing motivation to learners, selection of instructors, location of centre, etc. There were very few instances where the villagers evinced interest in the regular functioning of the centres. Cooperation received from the Block Medical Officer was specifically mentioned by the supervisors as examples of inter-departmental cooperation and linkages with other agencies.

Among the difficulties pointed out by the Supervisors, problem of transport, problem of accommodation in the villages, particularly for women supervisors were highlighted and which prevented them from having closer contacts with the learners and the community in the villages visited by them. The supervisors also pointed out that at the time of training, lack of boarding and lodging facilities created serious limitations because it became difficult for them to cover long distances from their places of residence to the venue of training and it was suggested by most of them that the block offices should examine the feasibility of providing accommodation where the training can be organised and the training can also be accommodated. This will mean a better concentration on the inputs available during the training programme. Similarly, the supply of teaching learning materials was referred as one of the weak areas by most of the supervisors. Supervisors also felt that unless stronger linkages with developmental schemes were established, the programme of adult education would be considered by the rural folk as programme of formal literacy and the problem of migration that is quite acute will continue as the learners would move out of the villages in search of employment. Among the suggestions made by them to improve the programme one-third of the supervisors considered that the duration of the programme should be increased beyond 10-months and the programme should be linked with definite scheme for rural development.

Instructors

Of the 58 instructors (44 men and 14 women), almost all had qualifications above 8th class and 13% were either metriculates or above. All of them were trained but only for the first phase and the second phase of the training was never organised. Practically all the instructors belonged to the villages where

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where the centres were functioning. Their primary interest in joining the programme was to be of some social service to the community or to educate their illiterate brethren. Majority of the instructors conducted door-to-door campaigns in the villages to enrol the learners. 15% of the instructors faced great difficulty in motivating the learners to join the programme. 80% of the instructors mentioned that they did not face any problem in getting the support of the supervisors. Only 10% of the instructors complained that supervisors never visited their centres. Another 11% were critical of the visits by the supervisors, because they mentioned that during the visits, they just put their signatures in the register. 79% of the instructors revealed that the Project Officer never visited their centres. The instructors mentioned that apart from teaching the skills of literacy, they also covered topics such as civic rights and duties, minimum wages, untouchability, problems connected with child marriage and importance of family planning. However, when asked about the extent to which they were satisfied with the learners' achievements in literacy, 43% of the instructors considered the performance as unsatisfactory. Similarly in numeracy 45% rated the achievements as unsatisfactory and for awareness building, 38% considered the level of attainment as unsatisfactory. Apart from the assessment by the instructors, the evaluators have also assessed the performance of the learners.

The overall impression that the evaluators got from the responses of the Project Officers, the APOs, the Supervisors and the Instructors is that there is a need for a better, cohesive approach to the programme and team work on the part of the project staff. Sometimes the project functionaries did not eye-to-eye with the result that the programme suffered with respect to linkages of adult education programme with other developmental schemes and functionaries, the evaluators

felt that there is no spontaneous interaction between the two programme and different functionaries at any level. Whenever some element of cooperation was seen, it was very superficial.

As mentioned before, 58 centres in all formed the sample of which 21 were for men and 16 for women and another 21 were of mixed type. The distribution of centres between shikari-para and Kathikund was 30 and 20, respectively. Majority of the centres were exclusively for scheduled tribes. Only 6 centres were for scheduled castes groups in Kathikund. Location of the centres showed that most of these were organised either at the instructors' house or in some learners' house. It is interesting to note that two women centres and one mixed centres were held at Mukhiya's house also. At most of the centres, the space for accommodating 30 learners was insufficient. None of the centres were electrified and the lighting arrangements were generally poor. Kathikund project needed more attention with respect to the arrangements for lighting and seating.

Learners responses

The sample of respondents included 32% of women but in Kathikund project the percentage was much less (18%). Being a tribal area (Kathikund), it needed still more attention in the direction of women's enrolment. In both the blocks, majority of the learners were from scheduled tribe communities. In Shikaripara, 21% of the learners were Christians and 10% Mu Muslims. Here all the Muslim learners were women. In Kathikund, the percentage of Christian learner was 8. Most of the learners did not have previous schooling. The attendance of the learners in the week preceeding the investigation was found to be not very satisfactory as only 15% of the learners

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in Shikaripara and 10% in Kathikund attended the programme for all the six days. The project in Kathikund was also found to be irregular in organising the centres and also in matters of supply of teaching-learning materials. The situation was not so bad in Shikaripara as revealed by the responses of the learners. The learners joined the programme basically to acquire the skills of reading and writing, and the main source of motivation in both the projects was the instructor, but in Shikaripara, family members also contributed to this. On the contrary in Kathikund, the 'mukhiya' of the village, the supervisors, village leaders, etc. also helped the learners in joining the programme. Perhaps this increased community involvement in Kathikund was responsible for their dis-satisfaction with the functioning of the programme there and their own suggestions to improve it have been provided. This is evident from the responses of the learners who were not very enthusiastic in Kathikund, because only 24% replied the question in negative when asked if they would advise their friends to join the centres. Thus, unlike the favourable attitude displayed by the learners of Shikaripara, the Kathikund learners were not sure of the utility of the programme. The learners from Kathikund were vocal in demanding separate building for the adult education centres where better learning could take place.

Drop-Outs

From all the 29 drop-out interviewed, it was found that most of them had left the centres after two months. The drop-out was higher among men as compared to women. Again it was higher in Kathikund as compared to Shikaripara. It is difficult to mention that learners from a particular community has a higher drop-out rate. Since the coverage of Hindu learners was higher in the programme, naturally the drop-out rate was also higher in this community. Most of the drop-outs were however from the relatively younger group (15-24). The main reasons indicated by

the drop-outs showed that family problems came in the way of learning. An indirect suggestion of some of the drop-outs that the instructors should not come drunk in the centres shows that this might also be a valid reason for some learners to leave the programme and infact this should be investigated as to how the instructors go to the centre when they are not in a fit condition to teach. Action should be taken by the State Govt. against such instructors.

Learner Performance

It was found that 91% of the learners had acquired proficiency in reading the alphabets, but only 59% learners could read simple sentences. The performance of the male learners in Kathikund block appeared better as compared to Shikaripara, but in Shikaripara women learners seemed to do better. Practically similar findings came when writing tests results were analysed. 80% of the learners from Shikaripara block mentioned that they could write letters also and at Kathikund all the learners felt that they write letters to their relatives. However, when they were asked to write letters and application, majority of them (33% in Shikaripara and 96% in Kathikund) failed to write. Compared to reading and writing ability, the achievements of the learners in numeracy appeared poor. Only 50% of the learners had an ability to do some counting. The overall picture relating to achievements in literacy and numeracy was not discouraging but the local people felt that acquisition of 3-Rs had very little practical value in actual life. It was also pointed out by them that arrangements for continuing education were necessary so that the newly acquired literacy skills were not lost by the learners. In tribal areas, it is commonly felt that education does not help him in improving their livelihood and time lost in education

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means money lost for gainful employment at home or in fields. The habit of the tribals to continue to practise old traditional methods of work and of spending their leisure time in free manner continues. It is necessary to make them feel that adult education not only promotes literacy but also slowly weans them away from such practices. The poverty in its extreme form and sometimes verging on starvation would therefore have to be fought and it would be most necessary to link adult education with income-generating activities so that by raising the living standards of the people, the people could realise the importance of education and benefit from developmental schemes also. Under awareness and functionality also the achievements were tried to be measured. Learners were asked to indicate their awareness about different institutional benefits and also the sources from where they came to know about them. It was noted that some of the facilities about which the learners should be aware were still not known to them. Whatever information about institutions and facilities and functionaries was available, it was generally through the instructor. The knowledge of the learners about most of the developmental institutions and functionaries in general, was not very satisfactory and the level of awareness shown was of a very superficial nature. Learners were also asked to indicate their awareness about certain social legislations relating to the legal age of marriage for men and women, provisions of Anti-dowry Act, Minimum Wages Act, Mutation of land and patta for land. About all these items, the level of awareness was found to be quite low which is a clear reflection on the performance of the project in promoting awareness among the tribal learners. Obviously the instructors did not cover these topics in adequate details. Learners' awareness about democratic institutions and participation in democratic processes was also assessed by asking from them about the actual act of voting and whether

they voted in Panchayat elections or in Assembly elections or Parliamentary elections at any time. It was noted that the level of awareness in the two projects differed considerably and as such it is not appropriate to give in an average form the impressions based on learners' responses. For example while 90% of the learners from Shikaripara block voted in panchayat elections, only 25% in Kathikund did this. There was marginal difference in their participation rate for Assembly or Parliamentary elections. Never-the-less, the data indicates that there is a considerable degree of awareness of the learners about the need to participate in elections and they have also evinced interest in the same. While the evaluators did not make any specific attempts to measure the gains in functionality, they have based their observations on the actual responses of the learners about the manner in which the programme helped them in improving their functional skills. 21% of the learners felt that there was definitely an improvement in their skills and 17% mentioned that such an improvement brought an addition in incomes also. The learners were also conscious of their rights and responsibilities and have started developing favourable attitudes towards saving and towards agencies of social control.

Sardar Patel Institute of Economic and Social Research
Adult Education Programme in Gujarat: Third Evaluation
Ahmedabad. The Institute

Introduction

The Sardar Patel Institute of Economic and Social Research, Ahmedabad was assigned the responsibility by the Ministry of Education & Culture, Govt. of India to conduct evaluation of AEP in Gujarat and the Institute has completed two evaluation studies before this third evaluation in the State. This study differs quantitatively as well as qualitatively from the previous two studies. The study covers RFLP in 12 out of 19 districts of the State and apart from examining the various facts of the functioning of the Centres, it also examines the impact of the programme by contacting a sample of ex-learners. It also gathered information from potential, eligible learners to find out the phenomenon of non-participation.

II. Objectives

The study tries to find out the characteristics of the two crucial inputs into the programme - the instructors and the learners and tries to assess the impact of one upon the other. The hypothesis in the study is that if these two living human inputs get properly motivated and there is an efficient organisational structure to support the programme, the out-put will be qualitatively superior. The effect of Lack of motivation may result in several deficiencies in the programme such as irregularity in conducting the classes, irregularity of attendance, high drop-out rates etc.

Therefore, the study has tried to assess both these inputs qualitatively. It also examines questions such as - How do the learners perform?; Do they attend the classes regularly?; Do they develop apathy towards the programme?; What factors motivated the instructors to take up AE work?; Do they have the required zeal to carry on the work till the completion of the Course; Has any laxity developed in them towards the programme? What is the image of the programme with the potential learners? Why did they not join the programme, although they were eligible to join?; Were they approached to enrol?; How is the physical environment conducive for adult education work?; Where are the centres running?; Are the location well-equipped?; Do the instructors know the choices for locating the centres?; Does the physical environment influence the organisation of Centres? etc...

To find out the awareness to the above questions, three factors have dominated the study - the provision of human living inputs and the contribution of the organisational structure towards its success.

III. Methodology

a) Selection of Centres:

Out of 12 districts where the RFLP was expected to run, in four districts (Amreli, Gandhi Nagar, Junagarh and Rakjot) no centres were found functioning at the time of the study. Of the remaining 8 districts, the universe for selection of sample consisted of those centres which has completed four months at the time of investigation. 10% of the centres were selected randomly in these 8 districts covered by RFLP. Out of 2260 centres 221 were selected, but actual investigation work could be carried out at 191 centres.

b) Selection of Learners

From each of the selected centres, three present learners, one potential learner and one drop-out were to be contacted. For impact study, 2% of the past or ex-learners from the first two evaluations were to be contacted.

c) Methods of Investigation

Specially prepared questionnaires/scheduled (7) were administered by the investigators in interview situation. In the preparation of tools for data collection, the SPIESR consulted the SRC and Sociology Department of Gujarat University. The Investigators were graduates in social science and some of them had experience of data collection work earlier also, most of them were school/college teachers. Before sending the investigators into the field, they were given an orientation for two days at the Institute in which the DAEOs, the State Officials, the SRC staff cooperated. Each investigator was expected to do data collection work at three centres.

d) Response Rate:

Out of the 221 Centres which fell in the sample, 191 (86%) could be covered by the Investigators. Of the remaining 30, 18 were closed, 8 could not be located and the other four were inaccessible. The response rate when calculated against the actual sample size decided earlier differed from category to category and it was 82.65% for the present learners, 50% for drop-outs, 74% for potential learners and 58% for ex-learners.

IV. Findings

The findings are summarised in the following sections:

a) Profile of AECs

All the centres are located in rural areas, 90% of them cater to weaker sections and 66% serve both the backward community as well as others. Three-tenth of the centres were for women and another one-sixth were of mixed type where both men and women attended. Roughly 36% of the centres were located in primary school building and almost an equal number of the centres were found running in open places. A little more than one-fifth of the centres were organised at instructors' houses or learners' houses. It was assumed that the centres located in school buildings, panchayats, temples, instructor's houses would show a better performance than those which were run in open places. It was noted that between 32% to 51% of the present learners in open places could not be contacted and it shows that the functioning of such centres could be suspected and centres organised in open places would be considered as more irregular than others, the learners were asked to indicate which of the above locations appeared more appropriate with regard to physical facilities like seating arrangements, drinking water and lighting arrangements. According to them, school building (98%) got their first preference.

b) Present Learners' Profile

The profile of learners is based on record of learners maintained at AECs and analysis of factors like caste, age, sex, occupation, income, former exposure to education, etc. These factors have also been studied for the sample of learners actually contacted.

The analysis of registered learners reveals that more than 90% of the learners belong to 15-35 age group, 96% are from SC, ST and OBC groups and 63% are women. Occupation-wise, 65% are engaged in agriculture (38% as landless labourers and 27% as farmers). 77% of the present learners have an income upto Rs. 200/- p.m. Their average family size is 5.6. 86% had no previous schooling - males remained on an average for 1.7 years, whereas women spent 2.5 years. Repeated failure, economic difficulties, parents' indifference led them to discontinue from the school. 5% of the present learners seemed to be specially aware of certain issues. According to relative importance, literacy has always occupied a higher place with learners than awareness and functionality.

c) Potential Learners' profile

The gap between the enrolment target and the coverage is widening. The profile is based on information collected from 164 potential learners contacted by the investigators. They also come very close to the socio-economic level of the present learners. About 90% of them were persuaded to join the centre. Most of them were willing and still they did not enrol. This question could not be answered by the study.

d) Instructor's Profile

Majority (71%) of the instructors are in 15-35 age group, 26% being women and 54% belonging to underprivileged groups. In terms of occupation, 25% of them are engaged in agricultural pursuits as against 65% of learners. Thus, this is a striking difference between Instructors and learners. Forty five percent instructors come from service class against 1% among learners. 43% of them

Regarding receipt and distribution of reading and writing materials, it has been found that of those who joined the programme in the first month, only 23% could get the primer (text book), 15% got the writing (exercise) book. Thus, on an average, 18% of the learners only had received all the items in the first month. The situation regarding supply of materials on time and in requisite quantity was therefore, highly unsatisfactory.

Against an expectation of one supervisory visit to each centre in a month it was found that only 37% had done so.

Regarding functionality and social awareness aspects, 34% to the learners stated that the instructors gave them knowledge about minimum wages, debt relief to farmers loans from cooperative, abolition of bonded labour, improved agricultural methods, supply of articles on fair price shops, etc. Similarly, 31% of the learners stated that they came to know about the provisions of safe-guarding the interests of women and other weaker sections under the Dowry Act, Child marriage, untouchability, code of conduct in elections, etc. 84% of the learners even confirmed that they visited some of the institutions to familiarise themselves with their activities. Such visits were organised to cooperative dairies, post offices, handicrafts boards, primary health centres, family welfare centre etc..

Instructors' views on the functioning of AECs did not differ from those expressed by the learners. The instructors also felt that supply of equipment, teaching and learning materials needed to be improved substantially so that these were available at the required time and in required number. The instructors felt that the content of the primer was quite relevant and useful for the learners. The instructors did not

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were recruited through Supervisors, School Principals, 36% through applications/interview; 16% directly and 5% Zila Pa Panchayats. The evaluators recommend streamlining of the recruitment procedures. Two-thirds of the instructors took up this work out of sheer interest, one-fifth joined to supplement monthly income and another one-sixth because they were jobless. One-third of the instructors had prior experience of some social service/welfare schemes like family welfare, NSS, etc. Eighty-nin percent of them had undergone 2-3 weeks training of SRC.

e) Functioning of Adult Education Centres:

The present learners were asked to give their impressions about the manner in which AECs function. They were also to indicate how they came to know about the centre and what prompted them to join the Centre. 35% of the learners stated they were motivated by the instructors; 17% by school teachers, 13% by the village leaders and so on. 93% of them were of the view that the centres in which they were enrolled were functioning regularly and most of them felt that the classes were held on an average for 6 days in a week. The class duration remained for two hours daily in the evenings and they found the present timings convenient. 82% of the learners stated that they attended the classes regularly and they they could go to the centres atleast four days per week or 17 days a month. The learners' response and attendance record indicates an average attendance of 17 per month. The evaluators have concluded that taking 10 months duration of the course, the AECs seem to have worked for 7 months. On the basis of average attendance of 18 days per month, the centres might have functioned for 6 months or so. It is concluded that the average effective working of AECs was in the range of 47 to 57% of the total sanctioned duration. By cross checking the attendance figures in the registers, and examining the internal consistency of the responses of the learners, it is the opinion of the evaluators that the concept of regularity has lost its sanctity.

prepare any charts, pictures, posters, etc. because they had no time and no money to engage themselves in such tasks.. According to 84% of the instructors, the Project Officers paid only one visit to the AECs whereas two-thirds of them reported that the supervisors visited the centres at least twice a month. 41% of them considered low honorarium irregular attendance, inadequate physical facility, lack of community support and delays in supplies of reading and teaching materials as the main causes of their dis-satisfaction with the programme and its organisation. Still more than four-fifths of the instructors expressed their desire to continue after their first year's assignment was over.

Unannounced visits of the investigators team show that no centre was in session at the time of their visit. They could, however, contact some instructors and learners. The observations of such visits are:-

- Attendance registers were generally not available.
- Visit books could also not be produced except at one centre. The remarks appeared stereotyped.
- The remarks for all the 10 months separately were written in one month by the supervisor as reported by the instructors.
- No centre had run for full 10 months duration. Average functioning of the centre could be placed at 6 to 7 months, or even less. The classes were suspended without knowledge of the learners. The instructors said that the learners were absent and the instructors had to collect them to start the centre.
- The training was given to them as late as 5 to 6 months after the centres started working.

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- The average daily attendance at the centre was reported to be between 15 and 20 and every month about 5,6 learners dropped out. Reading, teaching and learning materials were supplied to the centres very late and in inadequate quantity.
- The mean literacy achievement works out to one-third. This is based on the spot assessment of the learners' capability to solve 2 to 3 digit sums, reading a passage from the primer, ability to read letters, sign boards, putting loan applications, etc.
- The AECs for women ran more regularly than that of men. The lady instructors seemed more devoted and enthusiastic. The performance of women learners was found higher than that of men. Harijans and low caste learners and deprived lot fared better. On the bias of instructors' responses, it can be said that they discussed aspects relating to social awareness etc. ...
- The overall assessment is that the running of AEC was in a sub-optimal state. It is unfortunate that virtually similar irregularities and deficiencies as noted by previous evaluations have been allowed to perpetuate.

f) Impact Analysis of the Adult Education Programme

As mentioned in the introduction of this summary, the learners covered during the investigation for the first and second appraisal studies were again contacted to determine the impact of the programme on them. Since they were contacted after a gap of about 2 to 3 years, it was obviously difficult to locate them and the response rate, therefore, was very poor.

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The learners performance in 3 R's was tried to be compared with their achievements in the first and second appraisals. It has been inferred that in arithmetic ability test, one-third of the ex-learners were still at good/satisfactory levels as per definition given in the previous evaluation reports. Comparing the achievements of the learners in the first evaluation with their present performance there is a lowering of achievement by 8% but the learners of the second evaluation have shown better performance as the number has gone up from 15% at that time to 40% now.

Regarding the writing ability they were asked to write their names, age, sex, religion, caste, occupation, income, name of AEC on the schedules provided to them. There has been a marked decline in their writing ability during the past two or three years. This is despite the fact that about 40% of them reported that they had written letters to their relatives. On the basis of their own statement, 17% of the ex-learners mentioned that they could fill up application forms for loans themselves.

Regarding the reading ability it appears that no test was given to them but the statement of the ex-learners was accepted by the evaluators. According to the evaluators, two-thirds of the ex-learners stated that they could write names of railway stations, sign boards of buses etc. The evaluators on this basis concluded that the ability in arithmetic and reading was higher than that in writing.

In social awareness, the findings is that there is an improvement in the level of social awareness, there is a change in the behavioural practices also. The evaluators identified 15 items grouped under five categories of awareness relating to development and environment, social and political awareness

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relating to development and environment, social and political health, education and institutional reforms in agriculture. In all these areas before and after information from the learners was compared and with the exception of the topics related to adult franchise (elections), pure drinking water and alcoholism where the differences are either marginal or have shown some decline, there is general upward trend which has been attributed to the programme.

With respect to achievements in occupational skills (masonry, carpentry, tailoring, weaving, knitting, pottery, shoe mending, repair works, shoe and toy-making etc....), the evaluators feel that in the absence of adequate facilities for skill improvement, there has been substantial lowering of positive responses. It clearly points out to the need for establishing proper linkages so that such skills are improved and the learners who have completed the courses get opportunity to do better in these trades. However, there is a mention in the report that increased competency in literacy and occupational skills appears to have resulted in the increase both in employment and income. These limited achievements of the programme need to be highlighted to motivate the prospective learners and thereby strengthen the programme because learners who fared better in literacy were found using improved inputs to raise agricultural output. Seventeen per cent of them reported increases in employment opportunities and income.

g) Programme Appraisal

The performance of the programme has been evaluated in relation to the aspects mentioned above and the achievement of learners in literacy, social awareness and functionality and the magnitude of drop out. As far as the achievements of learners are concerned, they were asked to cite two examples of usefulness

of what was taught to them. Sixty-two and forty per cent of male and female learners cited the examples of literacy in terms of SRCs. Next in importance was social awareness. Sixteen and thirteen per cent of men and women learners felt that by becoming educated, they knew how to take care of children's education and health in more effective manner. The evaluators have given to these components the term "human capital" because this does not have any market return in the form of higher earnings. The lowest position was given to functionality.

In the test administered to the learners, 22% could not attempt any of the sums in arithmetic. Forty per cent could do all the four questions correctly. The performance in addition, subtraction, multiplication and division was satisfactory of 78, 74, 65 and 45% learners. The performance of the learners in arithmetic test did not vary by the location of the centre. Similarly 50% of the present learners filled in their names, sex, caste, religion, occupation, income and address correctly. Thirty-four per cent had even written letter to their relatives. It is noted that on an average the present learners performance in 3 R's was around 4%. It is further concluded on the basis of information gathered that around 10 to 51 learners who attended the classes more or less regularly were made literate.

Regarding awareness about (i) efforts that should be made to check air and water pollution, (ii) advantage of Narmada Irrigation Project, manner in which they would deal with injustice in getting loans from a nationalised bank. On an average one-third of the learners could be said to have become socially aware.

h) Drop Outs

For the purposes of the study, a drop out is a person who leaves the centre before completing the course i.e. when the AEC is in session. Thus the definition covers even those learners who have learnt nothing and are not likely to return to the programme. The estimate of drop out, was made by the evaluators on the basis of information contained in the register, information supplied by the instructor, by the respondent drop out and on the basis of unannounced visits. Forty two per cent of the centres reported the magnitude of drop outs ranging from one per cent to more than 7 per cent. More than one-third AECs, instructors and respondent dropouts reported only one dropout per centre (3.3%). This is the minimum. One-sixth of the centres instructors and drop outs reported seven or more drop outs per centre (23%). This can be considered as a maximum. The unannounced visits give a higher range of drop out (between 17 to 25%) and this phenomenon tallies with some of the studies done in Rajasthan, Maharashtra and Tamilnadu.

Sardar Patel Institute of Economic and Social Research,
Ahmedabad. Adult Education Programme in Gujarat. -
- Fourth Evaluation.

Introduction

The present study is the fourth in the series of yearly appraisals initiated in 1978-79 by Sardar Patel Institute of Economics and Social Research (SPIESR), Ahmedabad. The study covers 14 out of 19 districts and examines the 1982-83 programme. The operational part of the programme has been studied on the basis of which the areas of the success and weaknesses have been identified. Based on this identification, the study suggest point of action.

Objectives

The objectives of this evaluation are broadly similar to those of earlier studies carried out by SPIESR. They are:-

- to examine closely the attendance and other data available on the Adult Education Centres.
- to examine the actual functioning of the centres on the days of the visits of the research team;
- to identify the areas of successes and weaknesses of the programme from the field level to that of the supervisory level; and
- to suggest areas for polity intervention as also for in-depth studies which would enable a better understanding of the programme as well as the socio-economic

milieu in which the programme has to be operated.

Methodology

A) Sampling procedures

The study, is based on a sample drawn from the schemes of Rural Functional Literacy Programme and State Adult Education Programme as both these schemes were being implemented by the same agency at the field level.

a) Selection of Centres

At the time of the study the RFLP scheme was in operation in one or two Talukas in each district but the SAEP Scheme was spread over to more than two Talukas in five districts (Jamnagar, panch Mahals, Rajkot, Surendranagar, Banaskantha) out of the 12 districts where it was operative. In all, 33 Talukas - 20 under RFLP and 13 under SAEP were selected. From each of these 33 Talukas four centres one each from the categories of Male, Female, SC/ST(Male) and SC/ST (Female) were randomly selected for the study, but actual investigation could be carried out at 131 centres as one centre of the sample belonged to the Sirohi district of Rajasthan and it was dropped.

b) Selection of Instructors:

Out of 131 adult education centres included in the sample 23 centres were found completely closed and thus only 112, Instructors (67 men and 45 women) were able to complete the Instructors' schedules. About one-fifth of the Instructors belonged to Scheduled Castes and one-fourth to backward classes.

c) Selection of Learners

A sample of six learners was selected from each sampled centres out of which four were selected randomly by the investigators from the list and the two nominated by the instructors. Thus according to the sampling procedure, 786 learners were to be interviewed (524 through random selection and 262 suggested by the instructors) but the actual number of learners interviewed was 564 or 71.8 per cent of the planned sample.

B. Mode of Investigation

As in the earlier studies, three schedules specifically prepared for the purpose were used for class room situation, a schedule for Instructors; and a schedule for learners. In addition, a check list for observations during field visit by Investigators was also used during survey work. Two-day orientation programme was organised for the field investigators at the Institute in which the issues for filling up the schedules were discussed at length. In preparation of tools, cooperation was sought from the State Directorate of Adult Education and of the District Adult Education Officers from time to time. To evaluate the functioning of the adult education centres, greater attention was devoted to the view of Instructors, the learners, the Supervisors, the Project Officers and the class-room situation.

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C. Response Rate

Out of 131 centres, included in the study, data was collected from 108, centres (82 percent). Remaining 23 centres were found completely closed at the time of the visit. The situation of Mehsana district was worst where out of 8 centres only two were operating. The situation in the Panch Mahals and Kheda districts was also quite unsatisfactory. Out of the 23 closed centres more than half (13 centres) were situated in these three districts.

Almost all the enrolled learners, even of the closed centres, lived in the villages and were available for interviews. The overall response rate was 71 per cent. This response rate compares quite favourably with that of the previous evaluations.

FINDINGS

The findings are summarised in the following sections:-

A. Class-room Situation

More than half of the instructors (57%) preferred to hold classes either in their own houses or in the houses of learners. Around 24 per cent of the centres were located in school buildings and rest (19 per cent) of them were located either in temples or other public buildings like panchayat or were held in open spaces. To most of the learners (96.3 percent) the location was acceptable. School buildings were found much less convenient than the houses for holding the adult education centres because the school buildings were located at same distance from the village proper and women learners particularly did not favour them. The non-availability of proper lighting

arrangements was experienced as a major problem at a number of centres because there was no electricity and quality of lanterns issued was very poor and provision of replacement of broken lanterns and bulbs was not very prompt. At many of the centres the learners were required to sit on the floor without any mats. The physical facilities at the adult education centres therefore require provision of better facilities for lighting and seating mattresses.

A study of records maintained at the adult education centres revealed that about 24 per cent of the learners were outside the age group of 15-35. Between 70 to 75 percent of the learners belonged to either scheduled castes or scheduled tribes or other backward classes.

B. Instructors Profile

Nearly 60 per cent of 112 instructors interviewed were less than 30 years of age. The proportion of instructors below 20 years of age was greater among women than among men. More than 54 per cent of the instructors belonged to SC, ST and other backward communities. About one-third of them had an educational level below high school or SSC. About 37 per cent of them had also received some training in education. The background of 31 per cent of the instructors showed that they were primary school teachers. 17 per cent of them had agriculture as their main occupation and another 17 per cent were engaged in house-hold work and they had no other source of income than the honorarium received under the adult education programme. There were other instructors who were self-employed, worked as Artisan and were employed elsewhere and their percentage was 24. Half of the instructors mentioned that they were interested in educating their own people. Twenty per cent of the instructors

undertook this work because they had no other opportunities of work, another 22 per cent of them accepted this work because they wanted to supplement that income. Instructors mentioned that they tries to see that the learners at the adult education centres were regular and the drop-out problem was not acute. Forty four per cent of the instructors said that they could make five or more adults regular in attending the centres and 35 per cent of them could persuad between 1 to 5 learners to become regular. The methods adopted by them were mostly personal touch with the learners and frequent contact with them. Regarding the satisfaction that the instructors derived from work in the adult education centres, 33 per cent expressed full satisfaction whereas 64 per cent mentioned they were satisfied to 'some extent'. Ninety per cent of the instructors stated that they received the support from the supervisors and other immediate officers; but the experience of others was that their contacts with Project Officers were either nil or marginal. About the utility of the programme to the learners, there was a unanimity of views among the instructors that the programme was useful.

C. Learners Profile

Majority of the learners (85 per cent) belonged to the 15-35 age group. There was an equal representation of backward and higher castes but 57 per cent could actually be interviewed. The study assessed the keenness and commitment of the learners to learn 3 Rs, and most of the learners stated that they wanted to learn how to read and write. The records indicate that 75% of the learners attended the centres regularly. About the content covered in the programme under awareness, 74 per cent of the learners mentioned that issues connected with health, untouchability dowry were covered at the centres. As far as reading is concerned 59 per cent of the men and 57 per cent of the women learners

were able to read without pauses. About 10 per cent men and 20 per cent women could not read at all and the remaining could read very little and with great difficulty. In writing skills the performance of men was better than that of women. About 73 per cent men and 59 per cent of women learners could write. In numeracy 70 per cent of women learners could write. In numeracy 70 per cent men and 63 per cent women could do simple sums and other exercises without any mistakes. Others had not done any exercises or they could not complete them.

The learners suggested that if films and documentary shows could be organised periodically this would be more educative and also provide some entertainment to them. The use of Bhajans, musical programmes, story telling and other such activities were expected to raise the motivation of the learners to come to the centres and continue their education at the centres. The women learners desired that provision of sewing machines, arrangements to teach them embroidery at the centres should form part of the main curriculum of the adult education programme.

D. Supervisors and Project Officers - A Profile

Twenty five supervisors from 12 districts (our of 14) and 11 project officers from 10 districts were interviewed out of 28 supervisors and 14 project officers which was the sample size. The study found that some supervisors were involved in malpractices relating to disbursement of honorarium to instructors improper use of contingency money. Some of them did not even visit the centres under their charge and even fudged with attendance data or helped in tampering the attendance records. Younger supervisors were found to indulge in these practices more than the older ones and the college graduates did indulge

in these activities on a larger scale compared to less qualified persons. The study therefore recommended that instead of recruiting young college graduates as supervisors, school teachers who have recently retired and have a desire and capability to perform the duties and are otherwise healthy may be recruited as supervisors. The problem of ad-hoc appointment of supervisors always created in them a feeling of insecurity, practically with young supervisors. This problem will not be with the retired teachers if they were to function as supervisors. Even the honorarium that the supervisors get will be in addition to their pension, gratuity etc. and would be an added incentive to the retired teachers who are willing to work for the programme.

E. Attendance Data

An analysis of the attendance registers maintained by the instructors showed that the classes were held regularly at 67 to 76 per cent centres. The activities were organised for atleast 22 days in a month. It has been suggested in the study that the categorisation of the centres on the basis of attendance as 'good', 'average', and poor requires re-examination at the national level.

F. District Level Analysis

The District wise analysis reveals that about 17 per cent (five learners) of the enrolled learners attend the adult education centres. About 11 per cent of the learners become literate. However, it is felt by the evaluators that 10 months duration for the programme too long and the enthusiasm of neither the instructor nor the learners is possible to be sustained. The suggestion, therefore, is to reduce the duration so that the basis literacy is possible to be given in about 3 months time. The feasibility of this suggestion needs to be examined.

MAHARASHTRA

Tata Institute of Social Sciences, Bombay
Achievement of the Adult Education Programme:
A Triple Stage Study of Adult Education
Learners in Maharashtra, Bombay, Institute 1983

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Introduction

The present study was started in 1981 by Tata Institute of Social Sciences, Bombay. It seeks to find out the extent to which the adult learners were benefitted from the programme. Since the study was initiated when the second appraisal of the Adult Education Programme in Maharashtra was in progress, the eight districts selected for the purpose earlier were retained for this study.

Objectives

The specific objectives of this study were:-

- to assess the role of adult education centres in imparting literacy, functionality and social awareness; and
- to find out the progress of the adult learners at different stages in acquiring literacy, functionality and social awareness.

Methodology

a) Procedures: Two groups of learners were selected for this study. One of the groups was contacted three times: once in the beginning at the first or second month of the starting of the centres to ascertain the initial level of the learners in literacy, functionality and finally on completion (after 10 months) to ascertain the progress in learning at different stages. The adult learners of the second group were contacted only once; namely on completion of the programme. A comparison of the two, was expected to indicate the effect of the visits

paid by investigators at different stages had any influence on their outcomes of learning. Separate tests were given for reading, and arithmetic to measure the literacy level of the adult learners. Performance in these tests was scored 1, scores 3, 2 and 1 were given to reading the passage within 2 minutes, 3 minutes and beyond 3 minutes, respectively. The number of words correctly read was multiplied by the score in speed in order to obtain the individual reading score.

Similarly, for testing the writing ability of the learners, passage in simple language having 16 words was dictated to the adults. Each word correctly written was scored. Scores 3, 2 and 1 were given to taking down the passage within 3 minutes, 4 minutes and beyond 4 minutes, respectively. As done earlier, the individual score was calculated.

There were four arithmetic tests consisting of simple addition, subtraction, multiplication and division. Speed was scored separately for the test of division. Scores 3, 2 and 1 were given to division correctly done within 2 minutes, 3 minutes and beyond 3 minutes, respectively. For addition, subtraction and multiplication (i) scores 3, 2 and 1 were given for doing correctly anyone of these three within 1 minute, 2 minutes and a time beyond 2 minutes, respectively. (ii) Scores 6, 4 and 2 were given for doing any two of them correctly within 2 minutes, 3 minutes and a time beyond 3 minutes respectively and (iii) scores 9, 6 and 3 were given for doing correctly all the three of them within 3, 4 and a time beyond 4 minutes, respectively. The total of the score in all the four tests constituted individual arithmetic score. The average of the percentages of the scores in reading, writing and arithmetic constituted an individual's literacy score.

Functionality was taken to be the knowledge of 11 items: three in the area of cooperatives/banks, four in the area of post and telegraph and four in the area of general facilities viz. free medical care, vaccination/innoculation agricultural facilities/licences and ration cards. For the measurement of social awareness a scale based on the knowledge about six legislations (dowry/bride price, untouchability, minimum age for marriage, minimum wages, land reforms and money lending) minimum age for voting and constitutional rights including an item on superstition. Score 1 was given to knowledge about dowry/bride price as unethical and an additional score, in the case of awareness of the legislation against the practice, knowledge about it as practice that was not wrong was scored 0. Untouchability too was scored in the same way. Scores 2 and 1 were given to knowledge of correct and incorrect minimum age for marriage, respectively. Score 1 each was given to awareness of the existence of any legislation regarding minimum wage, land reforms and money lending. Knowledge of the correct minimum age for voting was scored 1. Knowledge of at least one of the constitutional rights was scored 1. The maximum social awareness score was 12.

b) Sample Size: In all, 35 Adult Education Centres (20 for the three-stage group and 15 for the single stage study) were selected for the second appraisal. They were randomly chosen from the list of the Adult Education Centres started in these districts. Ten adult learners were randomly selected from each of the 20 centres for the three stage study. Out of 200 adult learners in the beginning, thus selected, only 188 could be contacted at the second stage i.e. after the sixth month and/or at the final stage. The districts were not chosen randomly. Thus the findings should be regarded as tentative, rather than as conclusive. Sample constants at all three stages for the analysis of data were not taken into account though there was high rate of "sample attrition".

c) Sample Characteristics: 81% of the learners belonged to the age-group of 15-35 years, 43% of them consisted of agricultural labourers and domestic servants, SCs and STs accounted for 38% of the sample, 78% of the sampled adults were married, women constituted 54%. As many as 80% of the adults in the sample reported their annual family income to be upto Rs.3000/- The vast majority of the adults in the sample (79%) had never gone to school.

Major Findings

1. The programme seemed to be covering the target group.
2. As far as literacy was concerned, a large number of adults did not benefit from the programme. This may be attributed to the chronic absenteeism prevalent among adult learners, but the programme is capable of making the illiterates, literate.
3. The adult learners performed better during the first six months than during the latter period though the difference in the rate of improvement was not very significant.
4. The gains in functionality were much more than those in literacy. Here also, the improvement was greater during the first six months than during the latter period. the gains in social awareness were more or less the same as those in literacy.
5. As the level of literacy possessed by the adults at the end of the centre was much lower than that of functionality and social awareness, this indicates that it is easier for the adults to acquire knowledge in the area of functionality and social awareness than to learn the skills in literacy.

6. If the programme has not produced the expected results it should not discourage one, on the contrary, it should **only** result in augmenting the efforts in implementing the programme.

7. Comparison between the two groups indicates that the groups did not differ much as regards the learning outcomes. With regard to literacy and social awareness it can be said with certain amount of confidence that the investigation conducted in the beginning and in the middle did not influence the learners in their learning process. The adults of the original group were to some extent influenced by the visits in acquiring knowledge about the items in the area of functionality.

Adult Education Centres in its endeavour to educate the illiterate adults should integrate literacy with functionality and social awareness.

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Tata Institute of Social Sciences, Bombay
Adult Education Programme in Maharashtra: An Appraisal
Bombay Institute, 1984

Introduction

The study was undertaken by the Tata Institute of Social Sciences, Bombay, at the request of the Ministry of Education, Government of India, and in cooperation with the Directorate of Adult Education in Maharashtra State.

Objectives

The main objectives of the appraisal study were:

- i) to evaluate the implementation of the Adult Education Programme;
- ii) to find out the extent to which the target groups are covered by the programme;
- iii) to find out the characteristics of the teachers of the AEP and the nature of the training given to them;
- iv) to know the extent to which functionality and social awareness have been taught to the adult learners;
- v) to assess the nature and extent of the various inputs into the programme;
- vi) to find out the actual working of the adult education centres in the various stages together with the problems faced; and
- vii) to assess the output or achievement of the programme.

Methodology

(a) Sampling Design: A sample survey was designed. The universe for the sample consisted of all adult education centres which had been in operation for at least 6 months

at the time of contact. Thus 4444 AECs distributed in 26 districts formed the universe. 300 AECs and 12 districts were randomly chosen for the study, district wise and region-wise. All the AECs were run by the Government.

For comparison with formal school system, a sample of 150 schools was taken and 3 students were randomly chosen from both Standard III and Standard IV of each school.

(b) Sources of data collection

- (i) Learners (if more than 21 learners on the roll of an AECs at the time of data collection, 4 were selected and if less than 21 only 3 were selected)
- (ii) Dropouts (if more than 10 dropouts from an AEC, 2 were selected and less than 10, only 1 was selected)
- (iii) Supervisors (1 for every 4 sampled AEC from each district randomly)
- (iv) Instructors (all from the sampled AECs)
- (v) All sampled AECs

(c) Instruments for data collection

The following instruments were used:

(i) Interview Schedule for Instructors:

Information on instructors' socio-economic and demographic characterisation, educational level, training, motivation, organisation of AECs, enrolment of learners, community help, views on inputs into the AECs, difficulties encountered, was included.

(ii) Interview schedules for adult learners

Information on learners' achievement in literacy skills (reading, writing and arithmetic), functionality and social awareness and other factors affecting the effective functioning of an AEC was included.

(iii) Interview schedule for dropouts

Used mainly to ascertain the reasons for leaving an AEC.

(iv) Interview schedule for potential learners

Potential learners are adults eligible to be enrolled in the AEC, but have not enrolled. To ascertain the effectiveness of mobilization and learner recruitment procedures was the aim in interviewing potential learners.

(v) Interview schedule for supervisors

Information on supervisors' socio-economic and demographic background, educational level, training for organising AECs, selecting the locality for the AEC, recruitment of instructors, supervision, attendance, training of instructors was included.

(vi) Investigators' Diary

This was used for recording information gathered from the informal discussions and noting observations regarding physical facilities and environment of the AECs.

(vii) Schedule for AECs

AEC's

This involved examination of records for purposes of collecting details of the learners enrolled, their date of joining the centre, attendance, dropouts number, items taught for promoting social awareness, talk by others, closure, etc.

(d) The Survey

Data collection was conducted during the months of November 1982 - March 1983. 16 investigators made up the survey team. These investigators were given adequate training for a week. In all 274, AECs, 274 instructors, 1012 learners, 254 potential learners, 65 dropouts and 67 supervisors were contacted for purpose of investigation. 389 students of standard III and 388 students of standard IV took Literacy tests.

Main Findings

Target Groups covered

The Adult Education Programme in Maharashtra continues its penetration into relatively less developed areas. Its efforts at enrolling target groups (women, scheduled castes and scheduled tribes) are fairly successful, although the Government target of 50 per cent has not yet been achieved. About 92 per cent of those enrolled in AECs belonged to the General target group of illiterate adults (age group of 15-35 years). Thus, by and large, the target group is being covered.

Selection of Locality

The selection of locality for setting up the AEC is in accordance with the principle of programme, viz., consideration for illiterate adults and for special target groups. The supervisor is the main person involved in the starting of an AEC.

Instructor

Instructors are recruited on the basis of the educational qualification and his/her acceptability within the local community. As far as the latter case the search for persons who are from, and acceptable to, the local community should be continued. In the former case, the level of educational qualification for the instructors over the years has dropped i.e. a large number of elementary school educated persons have been recruited as instructors. It may be noted that considering the content of teaching in the AEC, persons with high school education may be looked for to function as instructors. In case of elementary educated instructors, special attention must be paid to them during training.

As encouraging trend which must be maintained has been observed in the programme. There has been an increase in the recruiting of women as instructors in almost all the AECs for women and also a rise in the percentage of instructors recruited from scheduled castes and scheduled tribes. The agency personnel took the initiative in the recruitment of instructors.

As far as occupation is concerned most of the instructors were engaged in agriculture. Only few school teachers (12 percent of sampled instructors) were available as instructors. Another observation drawn from the study is that almost all instructors expressed the desire to continue as instructors in the programme but in most cases fresh persons have been recruited as instructors. Efforts must be made to continue utilizing existing resources and infrastructures.

Location

In selecting the site, the supervisor/instructor has to consider the advantages and disadvantages before making the final decision. Public infrastructures must be adequately exploited. The problem of finding out a place for running the classes was solved by deciding to hold them in private houses- especially instructors' houses.

Enrolment

The door to door contact was mostly the method used in enrolling adults in the AEC. Enrolment depended very much on mobilization and persuasion. This must be strengthened. Participation of the local community in mobilization of the adults for the programme is a necessity although it has not fully been utilized. It may be noted that addition to the class after it has started functioning has more problems which outweighs its advantages.

Local Community

In many cases the local community was found to be apathetic to AEC. It may be noted that involvement of the local community is very important for the success of the programme. Community leaders, supervisors and instructors should try their best to get the maximum cooperation and involvement of the local community.

Physical facilities

These were moderate at the AECs. For improvement, greater involvement of the local community in the Programme is required.

Teaching: learning materials

The distribution of these materials has improved. As a result most AECs received them in time. However, the administration may take note of the fact that there were still a few AECs which did not receive some of the materials in time.

Content of teaching

Literacy is well taught at the AEC, functionality is fairly taught in some AECs and social awareness is worse than that of functionality - it is the most neglected of the three components. Thus, there is **yet** lot to be done to improve the teaching in-put in the AEC.

Outside visits

Instructors of a few AECs organised outside, visits. The visits were of the two kinds: recreational and educational and i.e. increasing the level of functionality of adult learners. It may be suggested that outside visits, could be organised for the purpose of recreation-cum-education. Such visits might work as an incentive to the adults to attend the AEC.

Talk by others

In most of the AECs outside persons were called to speak to the adult learners. Composition of these outside speakers shows that very few persons from development agencies (e.g. BDO, banks, cooperative, etc.) were called. This is an indication of inadequate cooperation between the AEP and the other development programmes. The AEP needs to be linked with the other developmental programmes so that it can benefit from them.

Attendance

Almost all instructors had problems in securing regular attendance of adults in the AECs. Just as in the case of enrolment, the involvement of the local community could be sought. Although the registers showed an average attendance of 19, which is in fact an encouraging figure, other sources indicated that it was much less than presented. Thus two things are relevant here: efforts by way of mobilization, persuasion and motivation should be done to obtain a fairly good rate of attendance and that attendance registers should be properly maintained.

Dropout

Dropout rate was of the rate of adult learners per AEC - indicating that dropout is not a problem at all in the AEP. However, one has to take into account chronic absenteeism which in effect is as good as dropout.

Temporary closure

These were caused mainly by absence of the instructor who had gone to attend a training programme and by agricultural operations. Several AECs experienced this problem sometimes exceeding one week. One way of controlling this is to have the training of instructors before starting the AECs and to have the regular 10 months of the AEC outside the seasons of important agricultural operations.

Supervision

While most of the supervisors reported that they visited their AECs monthly, a few could not make it. With about 20 effective working days in a month, some supervisors having over 90 AECs for supervision, inadequate transport facilities, and the fact that AECs are located in a wider geographical area - it becomes extremely difficult for supervisors to make

monthly visits to each of the AECs. Remote supervision of AECs which some supervisors favoured, falls to give a clear idea about the actual functioning of the AEC. It is, therefore, worth noting that while allotting the AECs to the supervisors, the district offices must be convinced that the number of the AECs is small enough and the geographical area to be covered is sufficiently small and has enough transport facilities to enable a supervisor to make a reasonably meaningful visit at least once a month to each of the AECs entrusted to him.

Achievement in Literacy

The average scores in literacy consisting of reading, writing and arithmetic were 37, 58 and 70 for the adult learners, Standard III students and Standard IV students respectively. If 58 and 70 are considered as literacy levels of Standard III and Standard IV respectively, 30 per cent of the adult learners achieved the Literacy Level of Standard III and 21 per cent, that of Standard IV. On the whole the adult learners could not achieve the level of Standard III in Literacy.

Achievement of functionality and social awareness

Adult learners had a higher achievement level in functionality than potential learners. In social awareness adult learners acquired a higher level of knowledge than potential learners. This shows that the AEC might have been of some help to the adult learners in the acquisition of functionality and social awareness. It may also be noted that the level of social awareness acquired by adult learners was lower than that of functionality. In social awareness they scored 4 out of the total of 12 and in functionality they scored 7 out of a total of 11.

Factors related to achievement

Data on the Learning Outcomes of AEP show that the adult learners have not achieved the levels of literacy, functionality and social awareness expected of them. There are a number of factors related to achievement:

- Chronic absenteeism of large number of learners their performance in the tests might have pulled down the average scores of the sample of adult learners.
- Individual factors of sex, age, prior schooling and exposure will show who the poor, achievers in the AEP are. When these factors are associated with learning outcomes, the implementing agency can identify categories of individuals, which require special attention. It may be noted that from this study women, less exposed adults, those having no prior schooling and older persons require greater attention in the AEC and also efforts in imparting literacy.
- The AEC factors of timely supply of learning materials, better physical facilities at the AEC, instructors education and exposure and involvement of the local community in the programme - will give some clues as to what inputs in the AEC are likely to produce desired, results, instructors with lower education must have effective training in order to increase the level of exposure and general competence for effective performance in the AEC.

Training of Instructors

This is an important part of the AEP. Almost all the instructors covered in the study had their training at some time or other.

Time of training

According to the study, a very few instructors received their training before they started teaching in the AEC. Due to instructor's incompetence and temporary closure of the AEC associated with the system of giving training after the AEC has started, it is recommended that as far as possible, training of instructors should take place before the starting of the AEC.

Duration of training

It varied from 3 days to over two weeks - no uniformity in the duration of the training programme. It is difficult to give an explanation to such variation if the content of the training is the same and the trainees are drawn from more or less the same categories of people.

Location of training

Most of the training programmes are conducted in taluka or small places. This trend is encouraging as the programme is brought near to the trainees. However, it may be more difficult to get resource persons in small localities. As such, the district officers should give greater attention to the training programmes conducted in small places so that they do not suffer from facilities or absence of resource persons.

Number of trainees

In many of the programmes the number of trainees was found to be too large to have an effective training. Spacing commencement of the AECs and training programmes for the instructors must be well planned and organised to avoid too large a number of trainees in one programme.

Resource Persons for training

Since the instructors are to be trained to manage the AECs and to reach literacy, functionality and social awareness, it is highly desirable, at times even necessary, to call competent persons as resource personnel to train the instructors. The person invited to deal with a topic or area that forms part of the training programme must be competent in it. This organizers of the training programme should select persons on the basis of the subject they can handle.

Cultural programmes during training

Cultural programmes, apart from providing more entertainment during training should be combined with the content of teaching on topics of functionality and social awareness.

Other activities during training

It is necessary that introduction of the book and demonstration of teaching are done in the training programmes and not selectively as the case. Whenever trainees are taken out to places connected with functionality, it should form part of the training programme.

Knowledge gained through training

Most of the instructors stressed that they gained little new knowledge from the training programme. Thus content of the training programme needs improvement and this can probably be done by inviting competent persons to deal with the contents that are relevant to a person to function as an instructor,

Role of supervisor in training

As the supervisor is the main person connected with the training programme, his competence must be improved. Thus while it is important for the district officers to be closely connected with the training programme, there is need to have greater emphasis on the role of the supervisors during their training at the SRC and the MSIAE.

Other observations

Since the training programme is the same, there is little use for an instructor to attend training for the second time. Elimination of such repeaters could help in reducing the number of trainees.

Some level of discipline has to be observed during the training programmes by both trainees and organizers. Punctual attendance and seriousness in the work are necessary.

Since there are various organizational and educational tasks involved in conducting a training programme, serious thought may be given to setting up a cell at the district level or a few cells at the state level for the exclusive work of conducting training programmes for the instructors.

ORISSA

Xavier Labour Relations Institute,
Evaluation of an Adult Education Project,
Jana Kalyana Samithy, Jaipur, Cuttack, Orissa
Jamshedpur, The Institute, 1980

Background

The Xavier Labour Relations Institute (XLRI), Jamshedpur undertook an evaluation of the adult education programme of a voluntary agency (Jana Kalyan Samiti, Jaipur, Cuttack) receiving assistance from the Ministry of Education for conducting 60 adult education centres during 1977-78. The project was started on May 1, 1978 and the evaluation study was organised towards the later half of 1979. This is summary of that report.

Objectives

The main objective of the study was to evaluate the performance of the adult education project taken up by this voluntary agency. In the evaluation study the learners, drop-outs, instructors, supervisors, the project officers, members of the local community and government officials were interviewed. Data was collected from 31 sampled centres, where 155 learners (5 per centre), 30 drop-outs (one per centre) and 27 instructors were interviewed. The selected centres included 21 centres for Harijans, 8 of Harijans and others and 23 Adivasi centres. The sample of centres represented 21 out of the 31 panchayats where the programme was organised.

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Salient Findings

a) Learners' background

The analysis of the learners background showed that 88 per cent of the learners belonged to agricultural class, their median age was 28.9 and none of them was below 15 years of age, 77 per cent were married, their median monthly income worked out at Rs. 131.40 and 69 per cent of the families had a monthly income of Rs. 150 or less. Their median family size was five. The educational background of the learners' families was also studied and it was found that women in the age group 15-35 formed a substantial section of illiterates. Eight per cent of the learners had been to school before joining the adult education programme and they had spent between 2 to 5 years in schools. They had to discontinue their studies on account of family pressures.

b) Physical facilities

With respect to physical facilities at the centres most of them appear to be satisfied with the type of facilities available at AECs..

c) Motivation to join/perception of benefits/ experiences at AECs

89 per cent of the learners joined the adult education centre only to learn to read and write. Most of the learners did not know that the scope of the programme was not confined only to literacy and they were persuaded by the Jana Kalyan Samiti to get themselves enrolled in the programme. The learners were almost

equally divided in their responses regarding their experiences at the adult education centres; 53 per cent felt that the instructors were quite helpful in organising the centres whereas 47 per cent found that they experienced difficulties in the classes. An indication of the satisfaction of the learners with the work done at the AEC can be had from the fact that 91 per cent of them stated that they would encourage their friends and relatives to join the programme. 96 per cent of learners in future they would be willing to come for further education.

d) Programme results

The average daily attendance was calculated as 24 learners per centre. The achievements of learners in reading were rated as 'good' (48 per cent) and 'satisfactory' (41 per cent). In writing ability (62 per cent) were judged to be having a 'satisfactory' level and 20 per cent 'good'. In sample calculations, 50 per cent were rated as 'satisfactory' and 24 per cent as 'good'. The overall performance in literacy has been described as fairly satisfactory in reading, but in writing and simple calculations the learners had yet to show substantial improvements. In functionality, 33.5 per cent of the respondents considered that participation in adult education programme 'greatly benefited' them in their everyday life. However, some of them mentioned that it prepared them better for their present occupation. Nearly 71 per cent reported no increase in their earnings. 29 per cent of the respondents also felt that as

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a result of their participation in this programme there was an increase in their earnings. It is concluded in the report that functionality component needed better attention of the project authorities. In the domain of awareness, it was found that learners were conscious of the futility of caste rigidities, that dowry acceptance/demand was illegal, and favourable reactions to family planning/welfare programmes, were aware of the benefits of programmes, were aware of the benefits savings, etc. But information about minimum legal age for marriage was not known to many. Information about minimum wages was correct for most learners but they made a distinction between the rates which should be paid to men and women. Similarly, awareness about type of facilities available from Family Welfare Centres, Rural Banks needed to be raised. Utilisation-awareness ratio of facilities offered was found to be quite low for many of the services. Awareness about local problems such as drinking water, food, irrigation appeared high but capacity to deal with them was rated low. Main difficulties pointed out by the learners in getting better awareness and functional development were lack of suitable materials, trained instructors and short duration of the programme. A strong follow-up programme with greater emphasis on functionality and supply of useful teaching materials, were desired by them.

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e) Drop-out

The drop-outs had attended AECs for an average of 10.4 weeks before giving up the programme. Majority had to discontinue because of family problems. They felt that inclusion of cultural and entertainment programmes, further continuation of the programme, provision of monetary incentive to them, availability of learning materials in time and, would raise the participation of learners.

f) Project personnel

i) Instructors

Most of the instructors were from farming communities. Their median age was marginally higher than that of learners. Fifty-two per cent of the instructors were Harijans (SCs) and 96 per cent were from the villages where AECs were organised and 93 per cent had no previous teaching experience and 48 per cent were trained for adult education work.

- ii) Project Officer felt that greater involvement of different government departments was essential in raising awareness and functional capabilities. The learners showed more interest when addressed by other departmental personnel and they were also more suitable in handling these components. Supervisors' reactions tallied with those of Project Officers' mentioned that few learners' showed a rise in standard of living, as a result of their increased awareness of facilities available and their utilisation.

g) Some weaknesses

- i) It was found that the programme did not fully meet the requirements of the learners by giving them the needed inputs in the areas preferred by them, viz., weaving, carpentry and sewing. The programme, therefore, could be made more useful if it was made need-based.
- ii) The level of awareness of the learners with respect to the schemes operating in the area for provision of agricultural requirements like seed, fertilizers, insecticides was not adequate. Similarly, their awareness about the types of benefits from Family Welfare centre and Rural Banks was not adequate. There are numerous other examples to show that the programme could be enriched further in the light of the responses available from the instructors.
- iii) Among the major weaknesses pointed out by the learners are lack of suitable study materials (33.5 per cent), lack of trained instructors (26.5 per cent) and short duration of the programme (23 per cent).

h) Recommendations

In view of the findings of the study, some of the recommendations are:

1. More female centres should be organised.
2. Different communities in the area should be represented in the choice of centres. Harijan centres were adequately represented whereas the Adivasi got lesser representation.

- Functionality component of the programme needed improvement. In devising the curriculum for the adult education centres, the need of the learners should be properly reflected.
- Training of instructors should receive better attention.
- Post-literacy and follow-up measures should be taken to coordinate continuing education to the neo-literates. Simple booklets on seeds, fertilizers, insecticides should be available and literature on awareness relating to rights and duties of citizen, national integration may be provided.

Indian Institute of Management, Ahmedabad.
Adult Education Programme in Rajasthan - Third Appraisal
Jhunjhunu District), Ahmedabad, The Institute

Introduction

This is the second report of the third appraisal of Adult Education Programme done in Rajasthan and presents the findings in respect of Jhunjhunu District. The study team worked with the same objectives and followed the same methodology which it did for Jaipur District and is, therefore, not repeated here. The selection of the District was done in consultation with the State Director of Adult Education, State Resource Centre and other persons connected with the implementation of the programme in Rajasthan. Jhunjhunu District ranks fifth in terms of literacy in the State and the programme in the District was conducted in three Panchayat Samitis where 300 centres (217 for men and 83 for women) were started during 1981-82 with an enrolment of 7,850.

Methodology

The study is based on indepth investigation carried out in selected adult education centres and based on the interviews with the learners, instructors and supervisors and observations of field situation. The study was organised during May-June 1982 and each village was visited by a team of 2 investigators to stay in a village for a day. Thirty-one adult education centres formed the sample. The selection of the centres was done from out of 10 supervisory zones distributed in the three Panchayat Samitis. Proportionate selection of centres was done out of those for men, women and mixed centres for men and women. Number of respondents included 31 instructors (21 men and 10 women) 129 learners (64 men, 65 women) 7 out of 10 supervisors and the findings are presented in the following section separately (a) instructors (b) Learners and (c) Supervisors.

Findings

(a) Instructors

1. The agewise distribution of the instructors showed that they were between 21 to 25 years the youngest being 18 years of age and the eldest 35 years.
2. Sixty-four per cent of the instructors had education upto Matric/Higher Secondary stage. Most of the women instructors had qualifications of Higher Secondary level. Still the difficulty of finding women instructors with these qualifications was mentioned as a serious handicap in running the programme. There were four instructors who were graduates and others had middle school qualifications.
3. Six per cent of the instructors had not received any training. The recruitment of the instructors was generally done by inviting applications from them and in the case of some women instructors the Sarpanch of the village also recommended their appointment. No major political influence was reported in the selection of instructors. Social service/promotion of literacy was mentioned as the motivating factor for the instructors to join the adult education programme.
4. The instructors were asked to rate their work in the programme and responses of 48 per cent instructors indicated that they felt very satisfied with their work and 29 per cent of them felt that they achieved success of the level of 60 per cent. Eighty three per cent of the instructors stated that they would be willing to work for the programme even if the Government stopped their payment and monthly honorarium. Eight-seven per cent of them desired higher monthly honorarium.

5. Supply of reading and other materials has not mentioned as a problem as all the instructors got them regularly and on time. However, no teaching material was distributed to them.
6. The training imparted was found to be generally useful. Longer duration (than the present 3 days) and more frequent contacts were desired. Regarding the ways in which training could be made more effective, 39 per cent instructors gave no concrete suggestions but 29 per cent of them thought that training sessions afforded opportunities to interchanging views and solving their problems.
7. 'Good' to very good relations with supervisors were reported by the instructors. They visited the centres twice a month. Assistance in teaching, encouragement to instructors and ensuring proper supplies of materials to AECs were mentioned as some of the typical benefits which the supervisors provided in running the centres.
8. Around one-third of the centres were visited by the Project Officer and APO and except one-fourth centres, the other were visited by one or the other functionary of the development departments.
9. The enrolment at the centres ranged between 20 to 30 with an average of 26. The average during attendance worked out to 17 and generally the learners did not require to be called at the centres, which were generally held at Instructors' own house. Games and Bhajans were organised by all the instructors 2-3 times a month which presumably is responsible for greater involvement of learners.

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10. A large proportion of instructors used the conventional lecture/blackboard method and only one-fifth of them organised group discussions. The learners, however, preferred ~~to learn through~~ narration of stories and listening to functional-knowledge related talks/discussions which added to their information/knowledge.
11. Majority of the instructors stated that they taught the learners how to read and write, but 25 per cent of them admitted that they could not get success in this. Regarding numeracy skills, the instructors opinion was that 99 per cent of the learners could count upto 100 and about 16 per cent were conversant with multiplication tables.
12. The instructors own grasp of functional information on selected topics relating to helth, family planning, agriculture, dairying, cooperative, loans etc. was studies and it was noted that whereas they could ~~cover~~ other information to a great extent, their own understanding of loan facilities was inadequate, which ought to be raised. The instructors generally gave information to the learners on matters connected with safe drinking water, health check up, family planning, cooperative societies, dairy farming, etc. However, in terms of time allocation to different components in the AECs, the literacy component got lion's share. The usual pattern reported was 4 to 7 months of literacy followed by 2 to 4 months for social awareness and functional knowledge.

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13. Under awareness, information was given nā panchayats, and the duties and responsibilities of the members, the election system, etc. and the necessity of casting votes independently and fearlessly to deserving persons. the femal instructors outnumbered men in giving this information. For the benefit of lady learners, special topics like sewing, cleanliness of house, food, eradication of social evils were also covered.
14. Doctors, veterinary doctors, school headmasters, etc. visited over 60 per cent of the AECs and offered encouragement and advice to the Instructors.
15. Instructors were generally satisfied with the programme and felt that it had proved useful to the illiterates. They, however, desired more amenities at the centres for organising functional and cultural activities like sewing machines, musical instruments, radio, newspapers, patromax lamp, and demanded higher monthly honorarium.

b) The Learners

16. In terms of their age, the learners were largely in the age group 21-30. A large portion of the learners was found to be of children. A sizeable number of female learners (43 per cent) were in 10-15 age group; 63 per cent were below the age of 20 years. Sixty nine per cent of the learners were from upper castes and 23 and 8 per cent were from SC and ST categories respectively. Agriculture (67 per cent) and household work (23 per cent) constituted the main occupation of the learners. The total family size of the respondents ranged between 5 and 10 the average number per family being 9. Eighty-one per cent of the learners had one or the other member in the family, educated. An inference is drawn that

that relatives of female learners are comparatively more educated and also outnumber the relatives of male learners. However, among the relatives of both male and female learners, the proportion of educated male relatives is higher than educated female relatives.

17. Regarding knowledge about the duration of the programme, more women than men learners, gave the correct information. This has been considered as an indicator of better interest in the programme by women. Even the duration for which men and women learners attend the programme, shows a higher regularity on the part of women. Whereas, 23 per cent of male learners attended for less than five months, the corresponding figure for women was 14. Again, while 76 per cent men had attended AECs for 5-10 months, over 86 per cent of women attended the programme for this period.
18. Encouragement provided by the Instructors, the urge to learn literacy, the need to learn letter writing and urge to learn writing ones own name emerged the major reasons for joining the centre. Among a good number of women learners, the prime motive in joining the programme lay in learning sewing. For majority of the learners, it is pure literacy that inspires them to attend the centres. A vast majority of the learners named Instructor as the motivating factor.
19. The performance of learners in the informal tests administered to them has been found to be satisfactory. It is also noted that as the ability rating increased and the tasks became harder, the percentage of learners in the latter category decreased. For example those who "could do well" in reading (a) alphabet (b) words and (c) sentences formed 34 per cent, 29 per cent

and 20 per cent respectively. Similarly, in writing the alphabet, words and sentences the percentage was 34, 23 and 11, respectively. In numeracy, those who could merely count upto 100, do simple additions and subtraction, multiply and divide were 46 per cent, 40 per cent, 26 per cent and 32 per cent respectively.

20. Regarding the use of literacy skills, the learners were asked to recall what types of slogans they had read in the recent past. It was noted that 60 per cent of the learners had read the slogans but they could not recall any. Twenty-six per cent had not read any slogan at all. Just 6 per cent could recall what they had read.
21. The awareness of the learners was tested about the knowledge that they had about different institutions offering services such as post offices, banks, dispensaries, cooperatives. Regarding the facilities available from post-offices, most of them cited only sending and receiving of mail and money orders. Awareness regarding postal insurance, savings and other services offered by post-offices was not upto the mark. Surprisingly, the awareness of women learners about the services available from the post offices was higher than that of men. Regarding the services that the banks offered, most of them could indicate interest and security on money deposits as the major service. Women learners mentioned an additional benefit of getting loans from the banks. However, very few of the learners had met some officials of the bank. Regarding the medical facilities, the awareness of the respondents appeared not very poor, yet very few of them had availed of preventive facilities available there. While a majority of the learners stated that one need not go to doctor, if he was not sick, a small percentage felt that periodic medical check-ups,

innoculations and family planning advice could be sought from them. A majority of the learners were not members of the cooperative societies but one-fourth of the female learners were its members. Commenting on the need for cooperative societies in the village, learners mentioned that they could get loans, fertilizers, seeds, etc. in case of need. Fifty-eight per cent of the male learners and 72 per cent female learners were not aware about the special privileges provided to members of the SC/ST communities if they wanted to become members of cooperatives. The learners' knowledge about market price for different agricultural products was not very good in respect of certain commodities. On the whole, the learners were found to be quite aware of Rural Development Agencies and its functionaries in particular the health agencies. The source of awareness included the instructor social contact and in some cases both. This was in order of frequency of responses.

22. The responses of half of the learners with respect to the minimum age at marriage as provided under law were not correct. Most of the men learners wanted males to be married when they were in the age range of 11 to 20. Most of the learners (71 per cent) felt that dowry is not necessary in our society. More women learners, than men were of this opinion. However, 74 per cent of them were not knowing that there is a law against the giving and taking of dowry. The learners' knowledge about minimum wages fixed for agricultural labourers was found to be satisfactory because 81 per cent of them knew the provisions made by the Government.

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23. The learners were asked to mention how would they deal with the corrupt government officials. At least 21 per cent of learners stated that they would report to higher authorities. When very high officials were involved in such cases of injustice to society, no clear answer came from the respondents and obviously they did not know how to deal with such matters. Fifty-two per cent of the respondents did not give any response whatsoever. Learners consciousness about the value of vote in the elections was found to be high and in response to a hypothetical question whether they would vote for a person of their own caste or a more qualified person, 74 per cent indicated their preference for the latter. Views on corrupt practices in elections such as giving and taking of bribes was not highlighted by most of the learners. Most of them did not even respond to this question. Majority of them had not exercised the right of franchise in the elections and others had caste their votes in the elections and others had caste their votes in the elections to the Panchayat Samity and State Assembly elections only. A majority of the learners, among them, a large proportion being women, stated that they considered vote as a big weapon in their hands to be used in setting up the government. Most of the learners were not aware of the minimum age of voting.
24. About the shemes of insurance and provisions of loans, 64 per cent of the learners indicated ignorance and the others who knew about it, only 8 per cent had insured their belongings. Regarding loans available from the banks, 60 per cent of the learners were aware of this facility.

25. Sixty-eight per cent of the learners, a large proportion being women, emphasised the need for sending children to schools and 68 per cent of the learners were actually sending their children to schools. The major benefit seen by the learners in educating their children was that they will get gainful employment and it will increase their knowledge.
26. Regarding the evil practice of early child marriage, 90 per cent of the learners enumerated various ill effects. However, the existence of the practice was accepted by 47 per cent learners.
27. Most of the learners stated that they learnt different methods of improving their crop yield and only 18 per cent stated that they did not know how to increase the productivity. They admitted that they learnt about different methods of farming, use of fertilizers and other agricultural practices, because of which they can have better results in agriculture.

(c) Supervisors

As in Jaipur District, the supervisors here also stated almost identical problems involved in supervision. They found it difficult to cover all the 30 centres twice a month. More responsibilities was given to them in organising training camps for the instructors. The initial training is given to them by the instructors when the materials are distributed. This is followed by a four-day training at his/her camp headquarters. Different development department personnel were invited to the training programmes and supervisors had maintained with them their own observations about the training attended by them. They felt that the training duration should be increased to 10 days with two day discussions every month between the instructors and supervisors. Among the problems mentioned by the Supervisors, one relates to the lack of suitable lady instructor. Those who possess requisite qualifications sometime decline to go to the AE Centre

Madras Institute of Development Studies,
Adult Education Programme in Tamilnadu - an appraisal
of the programme for training the Functionaries,
Madras. (September, 1982)

Introduction

The programme planners have emphasized the importance of effective training to the field functionaries of adult education programme so that they acquire the needed competencies and attitudes so necessary for organising the work at the grass-root level. Whether the process of training in vogue in the Adult Education Programme in Tamilnadu conformed to the expectations of the programme planners and if so with what consequences are the two major aspects covered in this study which was undertaken by the Madras Institute of Development Studies in October, 1981. The study examines in depth, the training programme for supervisors and animators just prior to the beginning of the third phase of RFLP in Tamilnadu

Scope of the Study

As stated above, the study is directed to examine how far the training programmes in the field have followed the Guidelines available on training and with what consequences. The answer to this major question was obtained by gathering the evidence on

- the relative emphasis given to the components relevant for awareness generation, upgradation of functional skills and imparting of literacy skills;
- the variety of methods followed to impart training;
- the atmosphere prevalent during the training programme;
- the perception of the trainees regarding the programme.

The study is confined to a study of the training programmes conducted for the supervisors and animators and does not cover the programmes meant for Project Officers, District Adult Education Officers and others at that level.

Methodology

The personal observations of the training process by the evaluators and feedback obtained from those trained, helped in making an assessment of the training process. The changes in the values and attitudes of the animators trained through the programme were analysed by making a comparison of two sets of information collected before and after their exposure to the training programme and this was regarded as an indicator of effectiveness of the training programme. Self administered questionnaires completed at the end of the training programme provided feedback data on the usefulness of the training programmes. The questionnaire had 4 major elements. The first was a set of 19 questions eliciting the trainee's opinion on the various aspects of the programme such as relevance of the content; adequacy of duration; effectiveness of resource persons nature of interactions between trainers and trainees. The second as an open-ended question seeking the trainee's overall assessment of the programme and his suggestion for future programmes. Thirdly the trainee's assessment of each topic that found a slot in the programme was elicited. Finally the participants were asked to give their own model of a desirable training programme. This questionnaire was administered to all the supervisors of the 12 projects and to the animators in 4 training locations. In all 155 animators completed the schedule both before and after the training and their responses analysed.

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Participants observation method has been used in the study. Two training programmes - one for the supervisors and the other ^{for} animators - were attended in their entirety by an evaluator. In addition, 2 other programmes for supervisors and two for animators were attended by one evaluator each at the two places for two days. The evaluator, during the course of observation, noted the nature of interaction between the trainers and the trainees, types of questions raised and responses given, comments of trainees outside the training sessions atmosphere of the training camps etc. The evaluator also recorded his own opinion about the effectiveness of the communication of the trainees, relevance of contents discussed, etc.

Limitations of the Methodology

The main limitations in the methodology indicated by the evaluators are :

1. While large enough in size, the sample has not been selected based on any statistical considerations, but was chosen from the point of view of convenience in reaching the training locations.
2. The respondents ideally should not consult each other while completing the schedule. But it was not always possible to exercise such control.
3. On account of constraints of time no pre-testing of the tools of investigations was possible.

It is claimed that these limitations should not seriously affect the broad understanding to be gained through the study. The findings of the study are to be treated more as early indicators for visualising improvements of the training activity, than as final judgements about the training process.

Findings

A. Training Programmes for the Supervisors

The findings of the study are based on the training programme organised for the supervisors in October 1981 and for which a training guide was already available duly prepared in September, 1980. The main findings are presented below:-

i) Participants and Resource Persons

120 supervisors of RFLP constituted the group of participants. They attended three concurrently run programmes. The Project Officers, the DAEOs and one District Officer, an official of Directorate of Nonformal and Adult Education constituted the Core Group of resource persons for each programme. In some cases the Project Officers under SAEP, personnel from State Resource Centre also helped in the training programme.

ii) Objectives of the Training Programme

The study of the three training programmes shows that generally the objectives of the training programmes were not clearly stated, except in one programme where some details were available.

iii) Profile of trainees

Most of the supervisors were between the age group of 25-35, they had obtained Bachelor Degree in Education after Graduation, they already had two years of experience of Adult Education Programme. The women supervisors were only two in the entire State.

iv) Schedule of Activities

The three training programmes were independently organised for four days, each having 6-8 working hours. No hand outs or other training material was given prior to or during the training. About one-sixth to one-fourth of the training time

of four days was usually spent on inauguration/ valedictory functions. Lectures by resource persons constituted the major component of the training programme for supervisors who had already been working for two years in the programme. Discussion on essential issues like importance of small savings, small family norms, personal Hygiene/Preventive health care, national integration, evils of Alcoholism, the dowry menace, eradicating untouchability, etc. and inputs on development programmes or lectures by development officials accounted for 14% of the total training time.

v) Programme Effectiveness : Feed-back from the Trainees

This was assessed by getting the responses of the trainees on structured and open-ended question. Some inconsistencies were noted in the two types of responses. Generally satisfaction was expressed about the training programme. Ninety-eight per cent of the respondents thought the topics covered as essential (33%). or very essential (65%). While giving their assessment of the individual topics covered during the training programme more than 95% of the supervisors indicated that the relevant sessions were 'good' or 'very good'. 90% of the supervisors considered the resource persons as very well informed or well informed. The responses to the open ended questions that the present programme of training did not meet the expectations of the participants and their responses in fact come out on the present programme. About 50% of the respondents recorded positive feelings in very general terms about the usefulness and effectiveness of the training programmes. About one-fourth of them expressed their dissatisfaction in general terms without reference

to any particular aspect. Overall 138 favourable and 155 unfavourable comments were given by them. The inadequate duration of the training programme seemed to be a common complaint. Favourable and unfavourable comments were also available on the content of training programme. While about a fourth of the respondents had commented on the usefulness of the topics covered, mostly in general terms, about 35% of the respondents had complained on the inadequate coverage of some specific topics such as (a) methods of motivating adult learners, b) awareness creating methods; c) techniques for evaluation of learners and the centres, etc. A significant proportion of those who had expressed unfavourable opinions on the content of the training programme indicated that the training was theoretical and would not help them solve problems in the field effectively. About a fourth of the respondents had reinforced their structured responses by making positive comments on the effectiveness of the resource persons about 35% of the respondents comments indicate that the resource persons were not very constructive and helpful during the programme.

The following suggestions were given by supervisors to improve the training programme:-

- the programme should be more practice-oriented to help supervisors tackle problems in the field.
- the duration of the training programme should be longer and the resource persons should take more time to explain issues.
- Competent knowledgeable and effective communicators should be resource persons for training programme.

- Varieties of methods such as group discussions, field visits and debates must be utilised during the conduct of the programme.
- Appropriate hand-outs and other resource materials must be provided.
- The trainees must be encouraged to relate their field experience and their views must be constructively utilised.
- More information on preparation of teaching/learning materials is necessary.
- 9 Techniques of motivating learners and animators must be discussed.
- Development officials' participation to explain how the rural poor can avail of the benefits of the development programmes must be ~~im~~increased.
- Training programmes must be conducted more frequently and with good facilities.

vii) Analysis of the Model Programmes Suggested by Trainees

Over 70% of the model training programmes suggested by the trainees require that the duration should be between 10 and 30 hours, about 40% suggested a duration to be in the region of 15 to 25 hours. 18% of the supervisors desired the programme to be for 10 days or more. All the model programmes suggested practically the same topics as covered in the present programmes and very few omissions were mentioned.

viii) Topics Suggested by Supervisors

Nearly 3/4th of the respondents expressed the need to provide inputs with respect to social issues such as family planning and consequences of casteism for a period ranging from a low of 1 hour to a high of 10 hours the average being 7 hours. The largest proportion (82% of respondents have found it necessary to include inputs related to curriculum preparation. The examination of the model programme seems to suggest that the supervisors have confined themselves to suggesting minor modifications to the existing pattern of the programme. No new topics or new methods find a place in the suggested models of the programme inspite of the fact that the questionnaire format provided complete freedom to make new suggestions. The evaluators feel that effectiveness of the training programme should not be judged purely from the feedback available from the participants but should also be based on how they performed their tasks after receiving the training. The evaluation of the programme so far, the evaluation of the way in which supervisors seem to conduct the training for the animators and the evaluation of the manner in which supervisors' role is carried out in the field do not however indicate that the training programmes have achieved their objectives. ✓

B. Training Programme for the Animators

The findings in this section are based on information collected from 155 animators in 3 projects whose training was observed by the evaluators.

i) Animator's Profile

Nearly 60% of the animators were youngmen and women below the age of 25. More than 80% of the animators had passed SSLC (or atleast studied upto that level). Only 31% of the animators belonged to the SC/ST groups. Just 11 of the trainees

were employed as school teachers. Large proportion of the animators indicated that they were not gainfully employed. Besides the 11% who were serving as school teachers, another 20% had some experience in adult education while the rest did not have any experience in educational activities. Thus it can be seen that the training programme had to be oriented towards a predominantly female, adolescent, inexperienced group, in order to equip them to play the role of a change agent among illiterate adults.

ii) Training content

The content of the training programme was evolved during the three training programmes for the three batches of the supervisors. But for marginal variations with respect to allotment of time for various topics and the sequencing of topics, all three groups had designed more or less similar schedules for the training of animators. However, the manner in which these models were followed varied from supervisors to supervisors. Almost a third of the 50 hours scheduled over the 10-day period was devoted to inputs regarding teaching methods and preparation of teaching/learning materials, essentially for literacy training. As much as 15% of the time was reserved for the formalities such as registration, inaugural/valedictory functions, etc... About 10% of the time was allotted for inputs on issues such as small savings, personal hygiene, etc., in the name of 'awareness-creation'.

iii) Programme Effectiveness Participant's Feed-back

The self administered questionnaire referred to in the methodology section was used to assess the effectiveness of the training on the participants. No comparison has been done here with the responses of the trainees on the structured and open-ended questions, mainly for two reasons.

- the animators were very young, inexperienced and inarticulate and they could not provide much information on open-ended questions.
- a separate schedule to determine gains in knowledge and changes in attitudes was used before and after the training programmes.

The overall assessment of the programme by the animators-trainees indicates that they were over-whelmingly satisfied with the programme. More than 90% of the respondents expressed satisfaction with the relevance of the content of the training, effectiveness of resource persons, appropriateness of hand-outs (even when these were not distributed). The only suggestions given by them were with respect to inadequacy of the honorarium and inadequacy of the duration of the training programme.

iv. Changes in Attitudes

The impact of the training on the attitudes of the animators was determined through an analysis of their responses obtained on the selected statements to which they had to indicate their agreement or disagreement. The rationale for agreeing or disagreeing and why the particular response was treated as favourable or unfavourable has been explained by the evaluators. The analysis of these responses before and after the training was over shows that the training did not help significantly in changing the situation or in inculcating desirable attitudes on the items studied. ✓

Another component of the schedule assessing the pre and post-training attitudes of animators, required the respondents to indicate their opinion on the appropriateness or otherwise of some topics/activities for discussion in adult education sessions. It was found that learners on the importance of

of personal cleanliness; polite behaviour; small savings; family planning; nutritive foods, and such other 'individual-oriented' topics were considered appropriate for inclusion by more than 85% of the respondents. On the other hand only about half of the animators thought it appropriate to discuss the philosophies of political parties; trade unionism; asset/income distribution etc.. Fortunately in this area the training programme seems to have had some effect in that the proportion of respondents who thought topics such as trade unionism and basics of panchayat-raj were appropriate was slightly larger after the training than before the training. Similarly, the training programme also seems to have inculcated some desirable attitudes in some animators regarding the manner in which animators should treat adult learners.

v) Perception Regarding Literacy Norms

Another section of the questionnaire required the animator-trainees to indicate the level which illiterate adults should have acquired in reading/writing skills, through the 10-months programme. An attempt was made to understand how the training programme changed the animator-trainees' expectations of the learners' attainment in literacy skills. Such an analysis revealed that a little more than 50% of the animator-trainees retained their original expectations. The remaining modified their expectations, about half of them in a 'desirable' direction.

vi) Observations by the Evaluators

- the period schedule for the training programme was hardly ever followed. The reasons for the changes in the programme were never explained either.
- the supervisors were engaged in spending the time somehow without any interest in or commitment to the training process.

- the supervisors conducting the training not only failed to encourage participation by the animator-trainees, but very often discouraged such participation by being indifferent in responses.
- although a few development officials were invited to speak to the animator-trainees, these officials failed to utilise their time effectively,
- most of the sessions were conducted without the complete involvement and attention of the animator-trainees.

Conclusion

The idea of organising training programmes for field functionaries has been appreciated by the trainees and the training programme resulted in some desirable changes in the attitudes a few animators. Still there is enormous scope for strengthening the training system. The following points appear relevant in strengthening the training:

- i) The objectives of the training programmes should be clearly stated so that the design development and conduct of the training process can be properly done. It is felt by the evaluators that the training should ultimately help in modifying the behaviour of the trainee more than simply giving them information. Instead of giving information, the methods that can be used to disseminate information, should be given prominence.

- ii) The supervisors training programmes gave an impression that the training was meant to equip them to perform those vary functions which had to be performed by the animators.
- iii) The inadequacy of the duration of the training programmes has been considered another weakness. Further, the supervisors who had already been in service for 2 years and who had been exposed to similar training programmes earlier, got virtually nothing new and the subsequent training were not designed to build on the experiences gained. Therefore, it is necessary to give attention to both the duration of the training programmes as well as the manner in which subsequent training programmes should be organised for those already in-service/trained.
- iv) Merely extending the duration of the training without concurrently improving the training curriculum and ability of the resource persons to organise such an extended training programme may be counter-productive. The detailed observations indicate that most resource persons were not competent enough to conduct the training session in a constructive manner. This should be avoided.

Finally, it is pointed out that the existing training process is far from being adequate or effective.

Madras Institute of Development Studies, Madras
Adult Education Programme in Tamilnadu - An Assessment
of the Internal Evaluation Practices, Institute
Madras, the (December, 1982)

Background

The Madras Institute of Development Studies is an agency identified for undertaking appraisal evaluation of the Adult Education Programme in the State of Tamilnadu. Apart from conducting appraisal studies of the programme as a whole, the Institute also undertook for study specific programme aspects such as the selection of animators location of centres, training evaluation practices, etc. The current report is based on an assessment of the Internal Evaluation Practices in vogue in the RFLP.

Objectives

The study was directed to answer the following questions:

- What are the major components of the internal evaluation by the functionaries and how frequent are the evaluations?
- How systematic are the methods of evaluation and how is the feed back from continuous evaluation, if any, utilised?
- How effectively are the formal evaluation procedures carried out in the field and what are the associated difficulties?
- How reliable are the results of the internal evaluation especially from the point of view of planning further strategies?

Methodology

Since the evaluation practices include informal assessment made by the function aries and also the final evaluation at the end of the 10-month period, the study describes the process of evaluation as practised and analyses some of **its** salient features. The study is based on

- the collection of information from Project Officers and Supervisors on a questionnaire, classifying the centres into excellent, good, average and below average categories and the basis of classification. They were also asked to indicate the evaluation practices used. This was followed up through interviews with the Supervisors, the Project Officers and others to know their perception of the norms of evaluation and the methods used to evaluate. The Annual Reports published by the projects were also referred to for analysis purposes.
- an analysis of the evaluation tools designed at the state level and statistical analysis of that scores.
- Observations of the actual administration of the final evaluation tool at selected centres. The observations took three forms (i) learners' responding to the evaluation tool in the presence of the investigating team (ii) study of the completed answer sheets of the learners of a few other centres where the evaluation had completed and (iii) comparison of the learners' performance in the presence of the investigating team with their earlier performance on the same test (as reported by the animators).

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Findings

An Overview of the evaluation practices

The overview of evaluation practices shows that all the functionaries conducted periodic evaluation though none of them could indicate the outcomes very precisely. Even the stage at which the learner progress is also not indicated. Further no record of results of evaluation was done. In the mid-term evaluation, the DAEOs and Project Officers from the neighbouring projects were associated at 10-12 centres for about 3 to 5 days. These evaluations merely indicated if the performance of the project was satisfactory. It was noted that apart from the animators, no other project functionaries conducted any evaluation of the learners. In very few cases, actual observation of the centres was done and the behaviour of the learners was studied to make their assessment. Generally the animators' own assessment was accepted as correct by other functionaries as well. At some centres, the rate of attendance was taken as a criteria to judge the success of the programme. With respect to the visits by different personnel engaged in the programme, the report states that most Supervisors were able to visit each centre under their jurisdiction only once a month and the Project Officers were able to visit 60 to 70 per cent of the centres once during the entire period of 10 months. Roughly, about 45 minutes to one hour was spent per visit and observations recorded were often of a very routine nature.

Final evaluation procedures

The final evaluation procedures have been studied for the first and second phases of RFLP. Regarding the first phase, the report concludes that the basis of declaring the persons successful has not been clearly defined in terms of the

capabilities that the learners acquire on completion of the programme. The evaluation was generally done by the animators and the role of the Supervisors and the Project Officer in this work could not be properly assessed. In the specially designed evaluation tool prepared in a workshop attended by all the 12 project officers of RFLP. It is mentioned that the Supervisors and the animators who had to administer this test were not associated in the workshop. In this tool, 60% of the scores are given for literacy and 40% for functionality/awareness. The animators are required to follow an instruction sheet on the basis of which they ask learners certain questions and get oral answers from them specially for functionality and awareness.

The application of these tools was observed at 11 centres (in 5 project). Only in one project a detailed scheme of evaluation was available. In the other four projects, the authorities had no idea as to which centres the evaluation had yet to be done and in which of the centres, it had already been completed. Thus, it is evident that it was not necessary for the Supervisors and others to be associated with the evaluation process and it was purely the wish of the animator which determined the time when evaluation should be done. Out of the 11 Centres visited, at one centre where the evaluation was actually over, the animator gave wrong information to the investigators, making them believe that evaluation had yet to be done there. At another centre, the evaluation was done properly with 22 persons present. In the remaining nine centres, no systematic method of evaluating the Learners' performance was followed and 2 to 12 Learners gathered after the arrival of the investigating team. The observations given in the report are therefore based primarily on the information of one centre and are highlighted not for the purpose of generalisation but to illustrate what is possible. The Report describes the mode of application of the tool, the manner in which the animators got the answers from the respondents, time taken, etc. The Report

concludes that proper evaluation is possible provided the animator is committed and has sufficient time with him to carry it out. In view of the experience of administrating this tool at a particular centre, it is necessary to examine whether such a lengthy and time-consuming evaluation tool is possible to be administered by all animators whether the learners would have so much patience as to sit for long hours and answer the questions raised by the animator or the supervisor etc. The observations of the evaluators at other centres also showed that completing all the learners in a centre through evaluation needed at least 3 to 4 days.

Effectiveness of the evaluation process

The evidence collected showed that no systematic procedures in continuous evaluation were followed. Even in places where mid-term evaluation was reportedly carried out, the progress of the learners was not recorded and the use of this mid-term evaluation results in the final evaluation could not be known.

The supervisors generally visited each centre for 45 minutes or so. If proper evaluation had to be done, this much of time definitely appeared too short for any real assessment to be done.

Regarding the validity and reliability of the evaluation tool itself, the following observations have been made:

- the efforts to systemise the final evaluation through the preparation of a tool appears noteworthy. Within an overall standardised approach, some flexibility has been provided still it raised a few questions.
- The procedures do not take into account the method of testing comprehension. A system of cutt-off points in scoring the learners is followed to classify thier performance. This does not appear very appropriate.

- The reliability was affected because the correct responses to ~~the~~ questions on awareness and functionality were not provided for use of animators. In the absence of such information, even wrong responses could be treated as right by the animators and the score would become unreliable.
- In the preparation of the tool the supervisors and animators were not consulted and, therefore, the amount of time required for administering the test and the effort that would be needed were not properly understood. If the time is not available and the animators rushed through the tests, the reliability was bound to get affected.
- The learners did not see any benefit from the testing procedures. They could not understand why should they participate in evaluation. In the absence of such an understanding, how could they be expected to undergo a lengthy evaluation tool.
- The tests on awareness and functionality had such questions (with the exception of a few) answers to which could be considered as a matter of common knowledge in the village. The responses to such questions would first of all not indicate the gains because of lack of base-line information and secondly the depth of awareness would not be possible to be measured. Similarly, the situational context in most of the questions was found missing. Further the evaluation tool did not attempt to find out if as a result of their exposure to certain legal provisions safeguarding their rights, did they initiate any action to correct and injustice.

- The evaluators feel that the test on awareness and functionality which consist of 45 questions, doesnot throw much light on the achievements through the programme. It is argued that answers to these questions could be regarded as matters of common knowledge in the village.
- Since one of the objectives of the programme was to enable the participants to understand their rights and take action if any infringement of these rights was done. The evaluation tool did not provide for measurement of such answers. The evaluators feel that any quantitative cut off score point for declaring the learners as having successfully completed the programme would be inimical to a proper assessment of the achievements.

The suggestion is that testing, through such structured questions which try to get the responses of the learners on its face value cannot indicate the true feelings or behavior of a person. It would have been better if some possible alternative examples were given and situations presented and their responses against those obtained. With such limitations in the tool, it is not possible to assess correctly the achievements of the learners through the programme.

Reliability of the final evaluation

The evaluators examined nearly 50% of over 500 evaluation sheets. They feel that the hand-writing of the persons tested differed in different sections of the tool. For example, in the elementary section and in the subsequent difficult portion, of the evaluation sheet the hand-writing did not tally. Again even the language used did not appear to be of the neo-literates level. It has also been observed that identical mistakes were committed in grammar on spelling and even the

positioning of the words did not change in several of the answer sheets. The evaluators therefore suspected use of unfair practices. Master answer sheets might have been used to copy on the answer sheets. Even the name of the person in the writing exercise was copied/erased and learners' name written on it. The re-evaluated learners could not reproduce the answers that they had reportedly written a week earlier. The informal conversation with the learners, animators and supervisors revealed that special preparation was done to enable the learners to give proper answers in the evaluation booklets. They were encouraged to utilise the help of more competent friends to write on the booklet. Some-times even the correct answers were written on the black-board, which the new-literates copied at the time of evaluation. Some of the Project Officers reported that their supervisors wanted the evaluation sheets of all the learners scored.

12. The Project Officers reported that 10% of the learners were re-evaluated independently by them to verify the animators evaluations. The evaluators point out that in a project where 9000 learners were initially evaluated, expected the Project Officers to re-evaluate about 900 learners, within two weeks, appears unrealistic and raised questions of feasibility.

Performance of 'best' and 'other' centres

13. To ascertain if the evaluation procedures adopted were capable of discriminating between the 'best' and the 'average' centres, a deeper analysis was undertaken. A comparison was made in four project between the scores of learners obtained at two best centres, one week centre and another randomly selected centre. It was expected that the average attendance in the evaluation and the average score of the learners in the 'best' centre would be significantly different from and may be better than the 'average' attendance for evaluation and

average score of the group of learners in other centres. It was assumed that if the difference is not found significant, one could conclude that the evaluation process was not necessarily uniform at all the centres or the informal classification into best and 'average' was not correct or the performance of the learners itself was not very different in the two types of centres. A conclusion has been drawn that the last two alternatives do not appear likely and the only inference is that the evaluation process followed in different centres was **not uniform**. The animators might have been over-strict or over-lenient in administering the tools, with the result that the performance at the best and other centres did not significantly differ and either under-estimation or over-estimation of achievements might have been done.

14. Since the evaluation procedures have not been uniform at the adult education centres in the final internal evaluation, it follows that the information regarding the outcome of the programme may not be reliable. Moreover, it has been observed that at least 40% of the evaluation booklets examined for the study had wrong totals. Surprisingly, the percentage of booklets with such wrong totals was higher (60%) among the 5 'best' centres than in case of other centres. The analysis revealed that there was not enough evidence to believe that the performance of the learners in the 'best' centres was different from the performance of learners in 'other' centres. The inference as confirmed that the evaluation process lacked uniformity and cannot be regarded as reliable enough.

15 The evaluators have given suggestion about the manner in which the internal evaluation practices can be improved. While making the suggestions, they have appreciated the existence

of the evaluation procedures and have complimented the efforts to bring about some uniformity in the procedures and allowing for some flexibility in practice. This aspect needs to be strengthened so that the reliability and validity of the process is also maintained. The process can be made more effective within the constraints of the suggested framework, provided the functionaries take their task seriously and this will have to be developed among them through suitably designed training programmes. Suggestions about the need to have continuous evaluation of adult learners on an individual basis have been emphasized. The suggestion is that the tool should be such as may take into account the varying capabilities of the learners, their differing interests and conveniences and, therefore, too much emphasis on standardisation may not be very meaningful. Such learner-oriented continuous evaluation process demands that in the construction of the tool and design of evaluation, the participation of learners and animators is secured and the animators and other functionaries properly trained to use the evaluation. More classification of the learners into two categories of 'passes' or 'fails' might not be very helpful. What is desired is that the process of evaluation should be used to identify further help needed by the learners to consolidate their skills. It is also suggested in the concluding part of the report that the resources need to be augmented so that properly qualified and suitably oriented persons are available for the programme.

Madras Institute of Development Studies, Madras
Adult Education Programme in Tamilnadu - an appraisal of the role
of the State Government, Madras, the Institute

December, 1982

INTRODUCTION

During 1980 the Madras Institute of Development Studies (MIDS) undertook an appraisal of the adult education programme implemented by the Voluntary Agencies in Tamilnadu. This is the second appraisal report on the functioning of the programme under the governmental set-up. Like the previous appraisal, this study also serves the formative function and is not conducted as a summative evaluation of the programme.

OBJECTIVES :

- The study is directed to answer the following question -
- Who are the beneficiaries of the programme and to what extent do they benefit?
 - What seems to be the expectations of people who join the programme and how far do they perceive these expectations to have been fulfilled?
 - Are the majority of the target population motivated to participate in the programme? What are the reasons for the motivation or lack of it?
 - Why do people drop-out of the programme?
 - What are the perception by the functionaries who deliver the programme, regarding the strengths and weaknesses of the programme?
 - How congruent are the goals of the programme as perceived by the programme planners at the top, the functionaries at the different levels downstream and the people who are supposed to benefit from the programme?
 - What aspects of the programme need further detailed study before major decisions concerning the implementation of the programme in future can be taken?

METHODOLOGY

It was realised during the first appraisal that an assessment of the achievements of the programme can be properly done if some baseline information is available. Accordingly, in this study a few communities were identified for collecting the baseline data. About 50 per cent of the enrolled learners in these few communities were randomly chosen and information about their socio-economic background, their present level of competencies in the areas of literacy, functionality and awareness were collected through appropriate instruments. These learners were again contacted, once during the 3rd month and again during the 7th month of the programme to assess the changes in their attitudes, progress in competency with 3 Rs. and such other relevant factors. They will be contacted again two or three months after the termination of the programme (sometime during November-December, 1983) to assess the lasting effects of the 10 month programme. This baseline-cum-longitudinal study when completed will indicate the long range effects of the programme.

The methodology for this appraisal is very similar to the one followed during the first appraisal. However, the experience gained during earlier/ enabled the methodology to be strengthened, particularly in techniques of personal interviews with the respondents. The major difference between the two studies is that the earlier study covered non-participants whereas in this study this group has not been contacted for data collection.

Procedures for Data Collection

The following sources provided the data for the study :

- Information about each project was collected through a questionnaire.
- Personal interviews were held with officials of the Directorate, DAEOs, POs and Supervisors.
- Visits to AECs to observe their functioning and interview the animators, learners and drop-outs.

Twelve Project Officers of RFLP and 61 Project Officers of SAEP were addressed a questionnaire in April, 1981 to provide basic information regarding the distribution of centres by sex and by SC and ST categories, vocational training given to learners, methods of evaluation followed in the centre/learners, work load of PCs and suggestions for programme improvement. In addition to the information collected through the questionnaires, POs were interviewed to obtain clarification on information already provided by them so as to understand more thoroughly the role of POs. DAEOs and a sample of supervisors were also personally interviewed. The sample of AEOs was drawn keeping in view the following considerations :

- i) the sample had to include centres from both RFLP and SAEP.
- ii) the sample had to include centres which had completed the 10 month programme as well as those which were currently functioning.
- iii) the sample had to be large enough to provide some degree of confidence in the results obtained.

It was decided to take four centres per district for all the districts in which RFLP and SAEP were organised. Thus, 48 RFLP centres (in 12 districts) and 60 SAEP centres (in 15 district) got selected for study. Four centres per district and one block in each district were randomly chosen from among the blocks where the programme was continuing. Two learners per centre were interviewed and it was decided that 50 completed centres contributing to about 100 completed learners would be visited also. In selecting the 50 centres between RFLP and SAEP the proximity was one of the main factors.

Thus two centres per district from 15 districts where SAEP was continuing were selected. In the case of RFLP, visits to completed centres were restricted to 6 blocks - one block per district chosen from 6 districts. Four centres per block were selected randomly to make up a sample of 24 completed centres under RFLP. In the absence of complete information regarding the break-up of the centres exclusively for women, SC and ST categories, no stratification on these attributes was done.

Thus with an attrition rate of about 10% of the scheduled number of centres, and on account of problems of logistics, time and expenditure involved, a total of 145 centres (48 completed and 97 running) was selected for RFLP and SAEP. In addition, observations at 36 centres which were considered to be better organised were also made. The actual sample of centres that was chosen shows that the sex wise distribution is more or less representative of the distribution of centres in the universe. Thus the centres were drawn in two stages - random selection of one block per district at the first stage; and the random selection of 4 centres per block at the second stage - have contributed to the deviations between sample proportions and proportions as reported by the Directorate of Non-formal Education.

Interview guides used in the earlier appraisal were modified for conducting the interviews in an informal manner. The information gathered from each respondent included factual data regarding his/her socio-economic background, his perception of the salient factors of the programme and suggestions to improve the programme. Those respondents who had been the learners in the completed centres and respondents who were currently in the programme for more than 6 months, were assessed to compare the achievements of learners, with the norms suggested by the Directorate of Adult Education, New Delhi, were used for the literacy assessment. A set of ten questions on issues such as preventive healthcare, land reform, minimum wages etc. were used to assess the respondents degree of "awareness".

The learners, the drop-outs, the instructors were contacted for interview through these guides. In addition, verbatim statements of the respondents were also recorded. The investigator also wrote write-ups on the functioning of the programme and maintained observation notes. This study is based on observations of centres (100) in operation at the time of the survey (unlike the first study where the centres had already closed). The study has identified major areas where reformulation of the programme may be desirable for gearing up the implementation process. The report also refers

to specific aspects of the programme studied and reported separately such as these relating to training of the functionaries, internal evaluation practices and programme structure.

During July, 1979 and March 1982 the Directorate of Non-formal and Adult Education conducted about 20,000 centres in 137 blocks. The third phase of the programme and another 9,700 centres was in operation at the time of the study and by September, 1982, the third phase of RFLP was to complete. The surveyed sample of AECs covered the programme under RFLP and SAEP. Under RFLP (20) and under SAEP (28) centres where the programme had completed and 42 under RFLP and 55 under SAEP where the programme was currently in operation were selected as the sample for the study. Thus in all, 62 RFLP centres and 83 SAEP centres giving a total of 145 centres were studied. The sample of respondents included 286 learners (146 men and 140 women), 58 drop-outs and 93 animators.

Findings of the Study

(i) Centres' Location

Altogether 97 current centres under the Government programme were visited by the investigators to observe the facilities available and to see the way the centres functioned. About a third of the sample centres were accommodated in the village schools, nearly 40% had to depend on private property (usually the house of the learner/ animator). Nearly one-fourth of women centres were organised at the animators' house. A little more than three-fourth of the sampled centres had some sort of enclosed space for running the centres and about one-third centres were electrified.

ii) Enrolment and Attendance

Out of 97 centres, 88 were observed, others were found closed. The enrolment pattern shows that 89% of the centres had an enrolment of 30 learners or more. The minimum enrolment in a few of the centres was 60. Of the 11% where the enrolment was below 30, the minimum at a centre was 10. The median enrolment for 83 centres was 31. In spite of the best efforts of the investigating team, the real field situation could not be observed on account of several factors and the figures given are based on a study of the records. The evaluators feel that unless large number of centres are visited repeatedly over a period of time and the mid-session timing, it will be difficult to find how many days the centre really functions and how many learners regularly attend. Even though the visits to centres were organised without notice, they virtually became more or less known to the animators and the centres were organised after the teams reached the villages. Of the 88 centres found functioning on the day of the visit, the maximum attendance observed was 48, the minimum 4 and the median worked out 18. In 20% of the centres, the attendance ranged between 19 and 31 and 16% centres had an attendance of over 25 learners.

iii) Activities at the Centres

The activities at the AECs observed by investigators during the visits showed that there was a dominance of literacy work. This was found at 91% of the centres. Discussions on kitchen gardening, small savings, health and environmental education, agriculture, radio-programme and local songs/dances, crafts was also carried out at some places. The developmental functionaries visited the centres very infrequently. Of the 39 RFLP centres which had been functioning for a period of

seven months at the time of the study, just 10 had been visited by development officials. Of the 54 SAEP Centres which had been functioning for a period of three months, just six had been visited by officials from the development department. The inadequacy of visits is obvious. The effectiveness of such visits was not studied.

iv) The animators

A majority of the animators interviewed were youngmen and women below the age of 25. Among the female animators, more than 70% were only upto 25 years, of age as compared to 39% being of that age among the male animators. Almost all of them were educated upto SSLC or above; a third of them had post-secondary education as well. Forty two per cent of them were unemployed but one-fourth were school teachers. About one-half of them were not prepared to work for the programme if honorarium was not given. Most of them belonged to the communities in which they were organising the centres and they had received some training for the work. The methods adopted by them to enrol the learners included (a) door-to-door canvassing (87%), (b) organising meetings in villages (32%) and (c) mobilising separate village literates (17%). Nearly 50% of them claimed that they spent between 4 to 8 hours a week on activities relating to adult education besides the work in the AECs. Many of them felt that more than one year was required for the learners to acquire literacy skills. Suggestions by the animators to improve the programme included organisation of more cultural and recreational activities, use of novel alternative teaching methods, inclusion of craft teaching and provision of economic activities at AECs, better space/location for centres, increase in honorarium, etc. They also felt that provision of certificates to learners increased interaction between learners and supervisors and greater publicity of the programme would add to the publicity of the programme.

v) Adult learners

Fifty per cent of the learners in the sample were below 20 years of age, almost 70% under 25 majority of them was unskilled and a little more than one-fourth were agriculturist 40% of the learners were school drop-outs and most of the learners joined the programme on account of somebody's persuasion. To almost all the learners the major benefit from the programme was to learn the skill of reading, writing and numeracy. The evaluators have not examined whether these expectations were intrinsic or they were the result of the wrong perception of the programme benefits namely, literacy alone. The possibility exists that such responses of the learners might have been conditioned by the interaction they had with the project functionaries. It appears that the programme was largely projected by the functionaries as a literacy programme. One third of the respondents felt that their expectations were met atleast 32% of the respondents were not confident to their ability to read newspapers. The literacy assessment showed that most of the learners interviewed could not read and write well, even after the 10-month phase. In fact, even among those who claimed that their expectations were fulfilled. Only 6 per cent could read fluently and almost two-third of them could hardly read any words. Thus those who claimed that their expectations were fulfilled appeared more polite, than true. Even the learners felt that the 10-month period was inadequate to realise the expected benefits from the centre. Other 60% of the learners expressed one or the other difficulty regarding the facilities at the AECs, but inadequate lighting was the major problem expressed. Learners were requested to read a short passage intended for neo-literates and printed in bold types. Only 14% of the completed learners were able to read fluently. With respect to skills in writing, the learners who had completed the course were asked to write dictated words. Only 29% of

the respondents could not perform any operations (addition, subtraction, multiplication or division) even of single-digit numbers. Only 1% of the respondents could do divisions upto three-digit figures and this is the largest number of respondents who could perform this operation.

The current learners who had completed 7 months in the programme were also tested for their achievements in literacy. It was noted that they performed better in reading and writing, than the learners who had completed the programme earlier. However, the difference was statistically not significant. The reading performance of the learners appeared to be correlated with their previous educational background. The learners who had joined the programme earlier did better as the group than those who were totally illiterate when they joined the programme.

vi) Drop-outs

Very few centres reported drop-outs. It appears that they were retaining the names of the learners who were included on the roll one time or the other. Instances came to the notice of the evaluators where the learners who had migrated out of the villages were still continuing on the rolls. Thus the estimation of drop-outs was practically impossible. The investigators during their visit to the centres tried to contact the absent learners and 58 such persons were interviewed. The sample, therefore, is based more or less on hearsay and convenience rather than on any scientific principles. The reasons indicated by the drop outs seem to suggest the need to make the programme more relevant (profitable) from the point of view of rural people and make it flexible enough to meet individual convenience in terms of duration and time. It was noted that the 'mean' level of attendance before drop-out from the centres was eight weeks and the 'median' level of attendance was six weeks.

Regarding awareness of the adults, the report mentions that a large proportion of adults were not aware of relevant issues such as Minimum Wages Act, the minimum age for marriage, implications of land reforms, etc. Those who continued in the programme fared better than the drop-outs only in one respect (knowledge about preventive shots for different diseases).

vii) Project Supervision and Administration

The report mentions that a fairly stable infrastructure existed which helped in programme implementation without any appreciable delay. The presence of officials at the district and project levels and contributed to the publicity that the programme received. The entire organisation for adult education was created out of the personnel from the education department and none were taken from departments such as Social Welfare, Agriculture, Rural Development, Health, etc. Many of the functionaries were in adult education because of promotions or because they were in the 'loop line' waiting to get into the 'main line' (school system). Not even a small proportion of the adult education staff was recruited direct. The evaluators have suggested that atleast 50% of the posts should have been filled by personnel recruited from other extension/development departments.

(viii) DAEO and his role

Almost all the DAEOs interviewed gave the impression that there was no significant role being played by them. Usually administrative and financial matters were under their charge. The coordinating role of the DAEO was usually not very prominently expressed and difficulty in getting the guidance of the collector was often expressed. The evaluators feel that the very function of DAEO seems to be ritualistic and they get involved with RFLP only marginally. Their association with the programme

under the university sector, VAs is practically nil. The officers were not even sufficiently informed of their potentialities in the programme. They did not suggest any changes in the structure or policy of the programme. Almost all the DAEOs expressed apprehensions about awareness generation through the programme and they believed that the programme would suffer by conflict created by the discussions on sensitive topics. Many of the officers lacked appropriate orientation or aptitude.

ix) Project Officer's role

By their own reckoning, most project officers had very minimal office work was carried out mostly by the administrative staff. In certain cases administrative staff provided better clarifications than the officers about the work load pattern that they were expected to handle. It was noted that the project officers remain most active during the first few months of towards the fag end of the programme; during the rest of the year they have usually to furnish periodical returns, disburse honorarium to animators through supervisors and visit the centres. They spent more time on travel, than at the centres (around one-third to one-half time on travel alone). Surprisingly, the project officers under RFLP (who own jeep) and SAEP spent the same time on travel. The RFLP Officers on an average claimed to cover about 360 kms. every week for visiting about 14 centres whereas SAEP officers travel around 120 kms. to visit about 8 centres on an average. At the rate of 14 visits per week (by RFLP Officers) during the 40 weeks that a phase lasts, about 560 visits should be made. Similarly 320 visits by SAEP Officers should be possible. This will mean that RFLP Officers could have visited almost all the 300 centres approximately twice during the 10-month programmes and SAEP officers could have visited their centres about thrice. In any case, one should expect that atleast most of the centres would have been visited

by the project officer at least once during the programme if the estimate of the project officers regarding the average number of visits per week was correct. However, the sample information reveals a different picture. Of the 39 centres of the RFLP programme which had completed at least 7 months of the ten months programme by the time the information was collected, 22 centres had not been visited by the project officer even once. 13 centres had been visited by the project officer once; and 4 centres had been visited twice, making up a total of 21 centre-visits during a period of nearly 30 weeks or three-fourths of the programme period. A crude extrapolation will indicate that at this rate, only one in two centres on an average would be visited by a project officer during the programme. A similar calculation in the case of SAEP Officers' visits reveals that the picture is not very different from that obtained for RFLP. Thus it seems that the claims made by the project officers regarding the number of centres they visited in a week seems highly inflated, as evidenced by the sample information.

As in the case of DAEOs centre-visits, the project officers' centre-visits too are not likely to be productive considering that the time spent at the centre is too short. Moreover, one visit by a project officer during the entire programme is highly unlikely to be of any great significance to those involved in the centre.

x) Supervisors' Role

The evaluators have examined the supervisory and administrative structure created for the programme. It is felt by the evaluators that the structure as is functioning now contributes only marginally to the effectiveness of the programme. There is scope to explore alternative structures and to strengthen the existing one in order that the results

are optimised. Of the 35 supervisors contacted, all except three were graduates and had degree in Education. They had received training for the programme. Their job did not require daily attendance at the project office. The supervisors by their own reckoning had minimal office work as their major activities consisted of visits to AECs. During these visits they checked the attendance, noted the current enrolment and number present and usually chatted with the animators and learners regarding the progress made and problems faced. They spent roughly about 15 minutes to an hour, depending on the mode of transport available, locational features of the centre, etc. Information regarding the number of centres visited during the preceding week was collected. It was learnt that they visited eight centres per week on an average. It seems that the supervisors managed to visit all the centres under their charge atleast once every month, during the 10 month programme. Only 10% of the supervisors considered their work load to be too high. Very little time was spent by them in understanding the community problems and helping the animators in their work.

The temporary nature of their work and consequent loss of benefit, inadequacy of the travelling allowance paid; the difficulty in reaching the centres through public transport; and the difficulty in influencing the animators on account of the supervisor's helplessness in reducing the grievances of the animators and learners.

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