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August 1983



STUDY ON
ADULT EDUCATION PROGRAMME
IN ASSAM

EVALUATION AND MONITORING DIVISION
PLANNING AND DEVELOPMENT DEPARTMENT

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P R E F A C E

An evaluation study of the Adult Education Programme was carried out by the Evaluation and Monitoring Division of the Planning and Development Department, Govt. of Assam covering a period upto 1981-82 since inception of the Programme. The aim of the study was to examine the functioning of the programme at different levels, identify the problems and difficulties faced in implementation, and suggest suitable measures for improvement of the programme.

The study consists of 8 chapters. The first chapter gives the background of the programme. In the second chapter, the objectives and methodology of the study has been given. The third chapter deals with the organisational aspects of the programme. The 4th, 5th and 6th chapters deal with the implementation of the programme. The impact of the programme has been discussed in the 7th chapter. The last chapter deals with summary of findings and suggestions.

An analysis of the functioning of the programme in the state does not present a happy picture. The programme is not implemented as per draft plan prepared. What is however most important to note from the point of view of implementation is that necessary pre-conditions were not created in the state for effective implementation, due to which the programme has failed to create the desired impact. The functioning of the programme has to be improved to make it really useful.

The study was completed as scheduled, but the finalisation of the report was delayed due to some unavoidable reasons. It is hoped that this report will enable the department concerned to take up suitable actions for improvement in the functioning of the programme.

The report was prepared by Shri N. M. Gogoi, Deputy Chief of Division. The field ^{work} was mostly carried out by the research staff of this division. I express my thanks to them. Thanks are also due to all the officers and staff of the Adult Education Directorate, who helped us directly or indirectly in carrying out the study.

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CHAPTER - 1

INTRODUCTION

Background of the Programme

1.1. As a part of implementation of the national programme on educational, the programme of adult education was launched in different parts of the state on October 2, 1978. The aim of the programme is to impart non-formal education to adults, who are in the age group of 15-35 years. However, the history of the programme in the state is a little older. The State Government took up programmes of mass literacy as far back as 1939. Later on, stress was given on adult literacy. The mass literacy programme in the state was first introduced in the state in 1964 in the district of Nowgong. This may be said to be the beginning of the campaign for adult literacy in the state.

Objective of the Programme

1.2. The programme is visualised not merely as a programme on mass literacy, but an overall development strategy for a round development of the condition of the poor and illiterate masses. The essential components of the programme cover literacy skill, functionality, and creating a sense of social awareness about rights and responsibilities. Special attention is given to the rural and urban areas, who are below poverty line, such as illiterate women, members of scheduled castes, scheduled tribes etc. The programme will also help in ensuring employment to some unemployed youths in rural areas.

Coverage

1.3. In Assam, there are 25.33 lakh of illiterate people in the age group of 15-35 years of which 9.63 lakhs are male and 15.70 lakhs are female. This constitutes 38.02% and 61.98% respectively. Thus, females outnumber males in adult illiteracy. The district wise population and literacy, number of illiterate adults within the age group of 15-35 is shown in the Annexure I and II respectively.

The programme is a time bound one, and is proposed to be completed by 1983-84 beginning from the year 1979-80. The phasing

of the programme has been done as under :

Table-I

Year wise phasing of targets of adult population to be covered 1979-80 to 1985-84.

Year	Annual coverage	Cumulative coverage
1978-79 (year of preparation)	0.65	0.65
1979-80	4.26	4.91
1980-81	5.25	10.16
1981-82	5.34	15.50
1982-83	5.55	21.05
1983-84	4.28	25.33

1.5. In addition to this, provision has to be made to meet the ~~entry~~ educational needs of another 50 thousand adult illiterates due to entry from lower age groups, flow of persons from outside the age group, and also repeaters. This can be achieved by increasing the intake capacity of the centres without going for increasing the number of centres.

1.6. The financial phasing of the programme has been made as under :

Table-II

Table showing financial phasing of expenditure on the Programme 1979-80 to 1985-84.

Year	Cost (Rs. in lakhs)	Remarks
1978-79 (year of preparation)	57.38 *	* Includes 4.20 lakhs for vehicles ; 8.72 lakhs for surveys , 3.10 lakhs for district level administration.
1979-80	294.51	
1980-81	328.25	
1981-82	322.37	
1982-83	335.63	
1985-84	269.20	
Total	1605.39	

1.7. The objective of providing adult education to illiterate learners is going to be achieved by setting up a network of adult education centres. The yearwise phasing of centres to be set up is made as under :

Table-III

Table showing year-wise phasing of centres.

Year	Annual coverage of centres	Cumulative coverage
1978-79 (year of preparation)	2165	2165
1979-80	14200	16365
1980-81	17500	33865
1981-82	17800	51665
1982-83	18500	70165
1983-84	14266	84431

1.8. Voluntary and other agencies will also be involved under the programme. 80% of the adults will be covered by Govt. agencies, 12% by voluntary agencies, and the remaining 8% by other agencies.

1.9. The State Government have spent an amount of Rs. 167.14 Lakhs (61.79%) under the programme as against an allotment of Rs. 270.50 lakhs in the four years of implementation of the programme i.e. from 1979-80 to 1982-83. The amounts provided are therefore, a fraction of what was earmarked for expenditure in the draft plan. Adult Education is included under the 20-Point Programme of the state. It is indicated in the 20-Point Programme that the task of removing adult illiteracy will be completed by 1990.

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CHAPTER - II

Objectives, scope and Methodology

- 2.1. The main objectives of the study of the programme are :
- (a) to study the administrative structure of the programme.
 - (2) to study the functioning of the programme.
 - (3) to study the problems and bottlenecks faced in the implementation of the programme.
 - (4) to study the reaction and views of the adult learners on the programme.
 - (5) to offer suggestion for improvement of the programme.

Scope and Methodology of the study

2.2. The study was carried out with limited spatial coverage. The method of selection of units and samples for the study is explained below.

2.3. Out of 10 districts, 3 districts had been selected for the study. The districts having the highest number of projects were selected in descending order. From each selected district, one project was selected roughly on the basis of performance as indicated by the Directorate of Adult Education. From each selected project 6 centres were selected at random. Thus, in all, 18 centres were selected from the three projects.

2.4. As regards selection of adults, who were to be personally contacted, to study their views and reactions on the programme, 10 adults from each centre were selected at random. In all, thus 180 adults were selected from 18 centres. Of them, 50 were non-beneficiaries i.e. they were not attending any centre. Non-beneficiaries were selected in consultation with the knowledgeable persons in the project area as there was no list of non-beneficiary adults.

2.5. In selection of centres, care was taken to see that, different categories of centres i.e., male, female and mixed centres were proportionately selected. The details of selection of districts projects, centres, and beneficiaries are shown below :-

Table-IV

Table showing districts, projects, centres and selected beneficiaries/non-beneficiaries

District	Project	Details of centres				Adults selected		
		Male	Female	Mixed	Total	Beneficiary	Non-Beneficiary	Total
Sibsagar	Denow	3	2	1	6	50	10	60
Kamrup	Jalah	4	2	-	6	50	10	60
Goalpara	Balijana	4	2	-	6	50	10	60

Tools of study used

2.6. Information for the study was collected at different levels, namely 1) State 2) Project 3) Centre and 4) Beneficiary/ Non-beneficiary levels. For use at each level, following schedules/questionnaires were used.

- 1) State level schedule.
- 2) Project level schedule.
- 3) Centre level schedule.
- 4) Beneficiary/non-beneficiary level schedule.

Apart from collection of information through the above tools from various levels, discussions were held with the officers at the headquarters, selected projects, and instructors of the selected centres. Besides, the District Adult Education Officers were also contacted where available. Qualitative information was collected from them through discussion. These are incorporated in the appropriate places of the report.

Reference period

3.7. Data for the study were collected from the official level for a period from '79-80 to '81-82. However for 1981-82, complete figures were not available as the study was in progress during '81-82. At the centre level however figures were collected for 1981 only, as only the centres functioning during this year were taken up for the purpose of the study.

CHAPTER - III

ADMINISTRATIVE STRUCTURE OF THE PROGRAMME

3.1. The programme of adult education as envisaged by the Govt. of India for implementation by the various states consists of a three tier administrative structure at three different levels namely 1) State 2) District 3) Project level. For each level, a uniform staffing pattern has also been prescribed. The Govt. of India's norm of the staffing pattern, and the staffing pattern as implemented in the state is shown below :-

Table - V

Staffing pattern for the programme at the state level

Designation of Post	No. of posts to be created as per Govt. norm	No. of posts sanctioned for the state	Remarks
1. Additional Director/ Joint Director	1	1 *	* Joint Director
2. Deputy Director	1	1	
3. Assistant Director	2	1	
4. Accountant	1	1	
5. Statistical Asstt.	1	1	
6. Office Assistant	2	2 *	* U.D. Asstt.
7. Stenographer	2	2	
8. L.D. cum Typist	2	2	
9. Peon	2	2	
10. Driver	1		
	15	13	

3.2. There is a slight departure in the implementation of the Govt. of India's pattern at the state level. One post of Assistant Director was created in stead of two as per Govt. of India's norm. Otherwise, the pattern remains unchanged.

3.3. At the district level, the staffing pattern has been envisaged keeping in view the size and complexity of the adult education activities. The staffing pattern in the district level is shown below. (Except in the N.C. Hills).

1. District Adult Education Officer	1
2. Statistical Assistant	1
3. Office Assistant	1
4. Lower Division Assistant	1
5. Stenographer	1
6. Driver	1
7. Peon	7

3.4. The staffing pattern at the district level remains unchanged. In the N.C. Hills district, a smaller staffing pattern is prescribed, namely 1) District Adult Education Officer-1 2) Statistical Assistant-1 3) L.D.A.-1 4) Peon-1 Total-4.

3.5 Usually, a project is co-terminus with two or more development blocks. The project staff has been prescribed as below:

1. Project Officer	1
2. Assistant Project Officer	1
3. Office Assistant	1
4. Accounts Clerk	1
5. Driver	1
6. Peon	1
7. Supervisor	
(10 Supervisors in a project with 50 centres)	10

3.6 At the project level, a slight modification of the prescribed norm was made in the state. The post of Assistant Project Officer was not created. The post of driver was also not created as no vehicle was provided at the project level.

3.7 As regards supervisors, it may be noted that, in our state a project is to consist of 100 adult education centres, and not 300 centres as per norm. Accordingly, for a project with 100 centres, as exists in the state, 7 supervisors should be provided for. But in practice, only one supervisor was sanctioned and appointed.

3.8 The staffing pattern at the different levels thus broadly conforms to the norm laid down by the Govt. of India. It is however felt that, for a time bound programme of a massive nature as the adult education programme is, a well equipped administrative structure is indispensable, if the objectives of the programme are to be achieved. The existing staffing pattern seems to be not quite adequate. This needs strengthening specially at the field level. One of the greatest drawbacks noticed in the implementation of the programme is the inadequacy of supervisors at the field level, who are to supervise the centres. At present, there is only one supervisor over 100 centres. This has made it impossible for a supervisor to make effective supervision over these centres. As a result the functioning of some of the centres has not been found to be not quite satisfactory.

3.9 The existing organisation for Adult Education is attached to the Directorate of Public Instruction as its wing. However, in respect of the programme, the Joint Director of Adult Education is reported to be solely responsible for initiation and implementation of the programme. To give greater momentum to the activities of the organisation, and also for effective implementation of the programme, the Govt. of has been moved by the Directorate to create a separate Directorate with marginal increase of staff specially at the field level.

3.10 For successful implementation of the programme, training to the functionaries of the programme is considered very essential. There is a provision of giving training to different levels of persons for varying periods. It may be noted that, the senior officers appointed under the programme are all experienced people, who are drawn from the former social education wing of the Education department. For them, special training is not considered necessary. However, the district level officers can undergo one-week orientation course at Delhi organised by the National Council of Educational Research. They can also take part in the seminars held within the state from time to time.

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3.11. The project level officers appointed under the programme are also all experienced persons, who have a long period of service to their credit. They are considered to have adequate experience for guiding the programme effectively. For them also however, occasionally seminar cum training programmes are arranged running usually for 4-5 days at a stretch.

3.12. At the field level, training for instructors is considered very essential. Their duty is to supervise the centres set up under the Project. For them, there is a training programme of 14 days duration comprising two phases of 7 days each i.e. 7 days for pre-service training and 7 days for inservice training. It is reported that according to Govt. of India's instruction, training for instructors should be of 21 days' duration. The department suggests that, this time period of 21 days should be retained.

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CHAPTER-IV

IMPLEMENTATION OF THE PROGRAMME

4.1. Although the National Adult Education Programme was formally inaugurated on October 2, 1978, yet for all practical purposes, the period until the end of March/79 was treated as a period of intensive preparation for implementation of the programme with effect from 1979-80 to 1983-84.

Progress of Expenditure

4.2. As per draft plan ^{of} adult Education prepared by the State Govt, the total cost of the scheme which was worked out for the entire 5 year period for implementation in the state, was estimated at Rs. 16.05 crores. Annual phasing of expenditure (Table-II) to be incurred annually was done accordingly. However, as reported by the Directorate, requisite finance was not available from the Govt. for implementation of the programme, and therefore, annual phasing of expenditure to be incurred lost its significance. The scheme also could not be implemented in the way as envisaged in the draft plan.

4.3. The entire scheme of adult education is financed from the state budget, while expenditure for the other centrally sponsored scheme i.e. Rural Functional Literacy Programme is borne by the Govt. of India.

4.4. The budget provision made in the state plan and expenditure incurred for the programme during the 4 years since implementation of the programme is shown below :-

Table-VI

Table showing financial allotment and expenditure made on the programme

(Rs. in lakh)

Source of Fund	1979-80		1980-81		1981-82		1982-83	
	Provi- sion	Expen- diture	Provi- sion	Expen- diture	Provi- sion	Expen- diture	Provi- sion	Expen- diture
State Govt.	95.00	26.29 (27.67%)	68.00	36.70 (53.97%)	63.00	55.59 (88.24%)	44.50	48.56 (109.21%)

4.5. It is seen that, the amount of money released and the amount of money spent in the first 4 years of operation of the Project is nominal compared to the need as shown in the draft plan. Even of the sanctioned amount, about 38% remains unspent in these 4 years.

The percentage of expenditure made in the first 2 years is only 26.67% and 53.97% respectively, although it is 88.24% in 1981-82 and it even exceeded the allotted amount in 1982-83. The reason for this overall poor expenditure, as stated by the Department is that, during the first year, the work could not be done in right earnest as no staff was appointed for the programme. During 1980-81, many schemes proposed to be taken up could not be implemented. Out of 63 projects proposed, only 47 were sanctioned. The Resource centre, which was assigned a great role in the programme specially in matters of training, research and evaluation, could not be set up. The staff meant for implementation of the programme was also could not be appointed in full.

Physical Progress

4.6. For implementation of the project, the state was proposed to be divided into 63 project areas, each project area covering two or more development blocks. In all, 131 blocks were to be covered. Town areas, which were not covered by development blocks, were excluded from the project areas. An independent project was proposed to be set up in Gauhati area to cater to the needs of industrial workers, slum area dwellers etc. In all, 72 towns were proposed to be covered under the programme.

4.7. Progress made under various activities has been shown below. The following table will show the implementation of the project as against what was proposed.

Table-VII

Table showing progress of implementation of the programme.

District	No. of blocks		No. of towns		No. of projects	
	Proposed	Covered	Proposed	Covered	Proposed	Covered
Goalpara	20	16	12	--	10	8
Kamrup	25	20	17	--	12	10
Darrang	13	3	7	--	6	4
Nowgong	13	8	4	--	6	4
Sibsagar	17	12	9	--	8	6
Dibrugarh	10	6	11	--	5	3
Lakhimpur	8	6	2	--	4	3
Cachar	15	10	8	--	7	5
Karbi Anglong	7	6	1	--	3	3
N.E. Hills	3	2	1	--	1	1
Greater Gauhati	-	-	-	--	1	-
Total	131	93 (70.99%)	72	--	63	47 (74.60%)

4.8. It is seen that, upto 1982 out of 63 projects proposed only 47 were set up. Accordingly, the number of blocks covered was also reduced from 131 to 93. This is because, as stated by the Directorate of the non-availability of sanction for setting up the proposed projects.

4.9. It may also be mentioned that, although proposed in the draft plan, at the time of implementation, town areas, as well as the greater Gauhati area was excluded from the purview of the programme. Later on, some town areas were also covered, but the implementation was confined almost solely in rural areas.

4.10. The average number of Adult Education Centres as per original plan was 300 per project except in the N.E. Hills. However, later on it was decided with the approval of the Govt. that, one project was to cover 100 centres only. Details of centres proposed and set up district wise in the 3 years from 1979-80 to 1982-83 have been shown in the Annexure-III.

A brief picture is given below :

Table - VIII

Table showing centres proposed and set up (79-80 to 81-82)

No. of Projects set up	No. of projects proposed and set up							
	79-80		80-81		81-82		82-83	
	Proposed	Setup	Proposed	Setup	Proposed	Set-up	Propo- sed	Set up
47	4700	3605	4700	4232	4700	4048	7100	7075

4.11. The number of centres established against target is by and large satisfactory in the 4 years from 1979-80 1982-83. Some of the ~~xxx~~ proposed centres could not be established due to non-availability of instructors to work in remote areas, lack of suitable instructors etc. Sometimes, vested interest also created problem in the establishment of centres-

4.12. The programme lays stress on the removal of adult illiteracy among women adults, who out number male adults. Female centres are therefore setup separately. Where possible, mixed centres meant for both males and females together have also been set up. The number of male and female and mixed centres set up from 1979-80 to 1982-83 year-wise is shown below :-

Table-IX

Table showing centres according to whether they are male, female or mixed.

Category of centres	No. of centres functioning			
	79-80	80-81	81-82	82-83
Men	1889 (52.39%)	2058 (43.57%)	1850 (45.70%)	3106 (43.90%)
Women	1484 (41.16%)	1541 (36.37%)	1467 (36.24%)	2656 (37.54%)
Mixed	232 (6.45%)	638 (15.06%)	731 (18.06%)	1313 (18.56%)
Total	3605 (100%)	4237 (100%)	4048 (100%)	7075 (100%)

4.13. All these centres shown above are set up in rural areas except a few set up in urban areas. The number of such centres is 30 (80-81) and 33 (81-82) respectively. These are however not shown in the table above. No centre in urban areas was set up in 1979-80.

Table-X

Table showing enrolment and achievement according to male/female

Category	1979-80		1980-81		1981-82	
	Enrolment	Achievement	Enrolment	Achievement	Enrolment	Achievement
Male	63942	NA	72836	48264 (66.26%)	71802	NA
Female	50998	NA	49927	33191 (66.38%)	56250	NA
Total	114940	-	122833	81455 (66.31%)	128052	NA

4.14. It is seen that, overall enrolment in the 3 years of '79-80, '80-81 and '81-82 is on the increase. Sexwise however, the increase is not uniform in these years. Variation of increase or decrease in case of male/female is however not very high.

4.15. Achievement figures are available only for one year i.e 80-81. It was reported that, achievement figures for the first year of '79-80 are not maintained. Achievement figures for '81-82 were not available at the time of collection of information for the study.

4.16. Achievement figures available '80-81 shows that, overall achievement is 66.31%. The achievement rate is more or less equal both among males and females. Full achievement was not possible due to large number of drop outs among the adults. This is seen to be as high as 53%.

4.17. The programme also lays stress on the spread of adult education among the socially backward population like the S/C and S/T. Adult education centres were setup in areas, where these people predominated, and also in tea garden areas. Enrolment and achievement position of these people in the 3 years from '79- 80 to '81-82 is shown below :-

Table-XI

Enrolment and achievement among S/O and B/F population.

Item	1979-80		1980-81		1981-82	
	Enrolment	Achievement	Enrolment	Achievement	Enrolment	Achievement
Scheduled Caste	9566	-	12,782	8795 (71.95%)	11242	NA
Scheduled Tribe	19957	-	26,823	17221 (64.94%)	38586	NA
	29523	-	39605	26216 (67.13%)	49828	--

4.18. Overall achievement figures for scheduled castes and

under the existing socio-economic set up.

4.23. Apart from the problem of dropout, there is also the problem of attendance in the centres. On average, it is stated that, the attendance is about 60%, although it varies from place to place. Attendance also varies with the arrival of the agricultural season. It is usually low in sowing and harvesting seasons. Floods, rainy weather also affect attendance. The most important reason is of course, the poor economic condition of the masses. A great number of wage earners often go to distant places in search of work. Other common factors are stated as sickness, observation of social rituals marriage etc. in case of females and lack of functional and recreational facilities at the centres.

Role of voluntary agencies.

4.24. Before implementation of the programme, a total number of 32 voluntary agencies were identified for associating with the programme. They were expected to work in centres allotted to them. Accordingly, these agencies submitted schemes for working under the programme, and their names were submitted to the Govt. of India for award of grants. It was understood that, 9 such organisations were receiving grants from the Govt. but subsequently the grants were perhaps not received (according to the Directorate) and they had to fall back from the task assigned to them.

4.25. It is learnt from some of the district officers that, voluntary agencies have been extending some help in the programme in some cases, but their activities could not be assessed as they did not submit any report of their activities to the district officer. By and large, however, the role of voluntary agencies under the programme was found to be far from adequate and satisfactory.

4.26. It may be mentioned that, colleges were sought to be involved in the implementation of the programme. But financial difficulties stood in the way of making the colleges participants in the programme. However, the colleges having N.S.S. programme have been taking adult education programmes under grants from U.G.C. But as reported by the Directorate, the participation of the colleges under the programme is not at all encouraging and so, their contribution to the programme is almost nil.

State Resource Centre

4.27. As indicated in the draft plan on adult education, as an integral part of the programme, a State Resource Centre is to be set up. The function of the centre among others is 1) preparation of curriculum and production of teaching/learning materials. 2) arrangement of seminar/training and 3) evaluation and research. Till it is set up, it was envisaged that, the work expected to be done by the State Resource centre should be done by the state Institute of Education. In the absence of the S.R.C. its works are being done by the departmental officers. The reason for not establishing the centre is stated to be the non-approval of fund from the Govt. for starting it. This has therefore greatly handicapped the performance of the programme.

Linkage with development agencies

4.28. It is recognised that, to make the programme functionally successful, establishment of a close, dynamic and workable linkage between the project and other development departments is absolutely necessary. In fact, the success of the programme depends in a large measure on the active co-operation and participation of the development departments. The importance of such participation may be observed specially at the time of training of instructors. Technical inputs in the form of subject matter specialists available in various departments may help in an effective way in providing the necessary background knowledge in various fields of

4.29. There is already an instruction from the Govt. to various development departments to ensure co-operation and co-ordination with the various levels of functionaries associated with the programmes. It is however learnt that, the desired co-operation and help had not been forthcoming towards the programme. It may be due to the fact that, no responsibility had been imposed upon these agencies for extending co-operation under the programme. Co-operation from other departments upto now is only voluntary.

Evaluation and Monitoring

4.30. Adult education programme is a vast programme with enormous coverage. A proper evaluation and monitoring system will help in keeping the programme in its true perspective by providing timely and adequate feed back to the authorities in order that, correctives and remedial measures may be adopted whenever needed.

4.31. In the draft plan on Adult Education, provision was made for such evaluation and monitoring of the programme. Accordingly a monitoring wing was created in the Directorate under the charge of an Assistant Director. At the district and lower levels, however, no such wing was set up. The district and project officers are to do this work in addition to their own duties. It was observed however that, in practice, no such evaluation and monitoring is done at the district or project level. Only progress reports are prepared and sent to the head office in a routine way. But this cannot take the place of a regular evaluation & monitoring system. Without such a system, the drawbacks and deficiencies of the programme, problems etc faced in implementation will not be known timely & quickly. The performance of the programme is therefore bound to suffer.

Extension and Demonstration

4.32. For a programme of ^{this} nature, in which virtually the entire community is involved, it is absolutely necessary that the programme is given wide publicity and propaganda for acceptance by the community. Modern mass communication media such as film show and radio are a powerful medium for educating the adult learners. Meetings, discussions, personal contacts etc. are the chapter methods that are adopted to serve useful purpose. Distribution of pamphlets, leaflets on important day to day topics will help to disseminate knowledge of the adults.

4.33. It was however observed that, the extension measures so far adopted are neither adequate nor are adopted in any significant scale among the adult masses to popularise the programme. Modern mass media (such as film show etc.) are rarely adopted. Present extension measures have failed to adequately motivate the adult people for acceptance of the programme. In many cases, lack of popular interest and enthusiasm among the people, and lack of association with the programme have reduced the utility of the programme.

An assessment of the programme.

4.34. The adult education programme as implemented in the state differs considerably from the draft plan of action, 1979-80 - 83-84 as prepared by the Govt. of Assam. For a massive programme of this nature, it is absolutely necessary that to achieve the targets set in the plan of action, the desired infrastructure is built up,

and the work started in right earnest, ~~the desired~~ It is observed that, out of 63 projects proposed, only 47 were setup. This implies that, the number of centres were also reduced, which in turn results in a much restricted coverage, making the fulfilment of targets out of question. The Resource centre, which was assigned a very important place in the programme is yet to be setup. The role of the voluntary agencies in furtherance of the programme is deplorably poor. The extension measures adopted to popularise the programme among the adult masses are almost totally inadequate and ineffective. At the grass root level, the desired infrastructure is not there to make the programme really a people's programme. At the present rate of progress of work, the programme is bound to continue long after 1983-84 the deadline fixed under the plan of action. Under the 20-Point economic programme, however, the revised target was already fixed as 1990.

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CHAPTER-V

FUNCTIONING OF THE PROGRAMME
SELECTED PROJECTS

5.1. An overall view of the programme of adult education in the state is given in the last chapter on the basis of information received from department. An idea of the functioning of the selected projects will be given in this chapter followed by the functioning of the selected centres in the next chapter. The two chapters may be taken as complementary.

5.2. In all, 3 projects were selected for the study from the districts, where the number of projects is high in descending order. Accordingly, the following projects were selected.

<u>District</u>	<u>Project</u>	<u>No. of Development Blocks covered by each project</u>
Goalpara	Balijana Adult Education Project	1) Lekhipur Block 2) Balijana ,,
	Kamrup	Jalah Adult Education Project
Sibsagar		Demow Adult Education Project

5.3. As per norms laid down by the Govt., each project will have a uniform staffing pattern as indicated below.

1. Project Officer	1
2. U.D.A.	1
3. L.D.A./Typist	1
4. Supervisor	3
5. 4th grade staff	2

Total	8

5.4. As against the above pattern, the 3 projects taken up for the study have the following staff as shown in the table below. All the sanctioned posts except the post of supervisor in the Jalah Project were filled up at the time of our visit to these projects

Table-XIII

Table showing the staff position in the selected projects (80-81)

Category of staff	Name of the Project			Remarks
	Jalah	Balijana	Demow	
1. Project Officer	1	1	1	
2. L.D.A. cum Typist	1	1	1	
3. Supervisor	*	1	1	* vacant
4. 4th grade staff	1	1	2	

	3	4	5	

5.5. It is seen from above that, prescribed number of staff has not been provided in any of the projects. The post of U.D.A. has not been sanctioned. The prescribed number of supervisors were also not appointed.

5.6. It was also observed that, except the project officer, the rest of the staff was not appointed in time in any of the projects. For example, the post of L.D.A. in the Jalah project was filled up in

the centre started functioning since February/82. Similarly, the post of supervisor in the Balijana project was also filled up only in the middle of the year/82 while the project started functioning in March/82. Thus, little attention was paid for timely appointment of staff in these projects.

5.7. Apart from the staff prescribed for the project, each project is to have under it 100 centres, all of which are to be manned by instructors. For each centre, there is one instructor. In all, therefore, there are 100 instructors under each project.

5.8. It may however be noted that, instructors were appointed in all the adult education centres just at the time of starting the centres, and no delay was noticed.

5.8. All instructors are given training under the programme. This consists of both ~~primary~~ preservice and inservice training covering a total period of 14 days of which 7 days are meant for inservice and 7 days for pre-service training. At the start of the programme, the training period was of 21 days duration. The project officers who were contacted during the course of study were of the opinion that, for a training of this nature, the training period should be of 21 days' duration. Of this, 15 days should be for pre-service and 7 days for inservice training.

5.9. The timing of classes is usually of 2 hours. However, the timing varies from place to place. These are usually arranged as per convenience of the instructors as well as the learners concerned. Usually, it is held in the evening.

5.10. Teaching and learning aids are provided in all adult education centres under a project. These are supplied by the District Officer of the district concerned through the project officers. D.A.O. in turn receives these materials from the Head office. These are centrally purchased at the head office.

5.11. As per norms, the learning materials to be distributed to each learner consist of 1) Primer-1, 2) Word book-1, 3) Slate-1 4) Exercise book, 5) Pencil, and 6) Supplementary materials (2 books). The teaching materials consist of 1) Teacher's guide, 2) Teaching chart for primer, 3) supplementary learning chart, 4) Roll up Board and 5) lighting equipment.

5.12. Although all the materials are supplied to the projects for distribution in the centre, the project officers, who were contacted stated that, the materials were not supplied adequately, nor were they available in time. The project officer of the Balijana project stated that, the hurricane lamps were not provided adequately at the centres. Sometimes, old lamps are also provided. The quality of the materials supplied to the project offices was also reported to be not upto the mark. Slates and pencils were of low quality, chalk pencils were very inferior. They feel that, the materials supplied to the centres should be of good quality, and should be supplied at the ~~time~~ right time at the start of the functioning of the centres.

5.13. It was stated that, a project is to have under it 100 adult education centres. It was reported by the project officers of the three projects that, the required number of centres were setup in all the projects.

5.14. The enrolment and achievement position in the three selected projects are shown below :-

Table-XIV

Table showing enrolment and achievement position in the selected projects.

Project	1980-81			1981-82		
	Male	Female	Total	Male	Female	Total
<u>Balijana</u>						
Enrolment	1890	893	2729	2225	1180	3405
Achievement	979 (52%)	396 (44%)	1376 (50%)	Course	not comp- lete	
<u>Sibsagar</u>						
Enrolment	1860	900	3000	1200	1440	2640
Achievement	1600 (85%)	800 (88.9%)	2600 (86.6%)	Course not complete		
<u>Jalah</u>						
Enrolment	1908	1534	3442	1821	1616	3607
Achievement	1180 (61.8)	902 (58.8%)	2082 (60.5%)	Course not complete		

5.15. Apart from male and female centres, there were some mixed centres under the Sibsagar project meant for both males and females together. Out of 240 enrolments in 1980-81 in these centres, the achievement was 200 (83.1%). Enrolment in these centres during 1981-82 was 350 which was higher than the previous year. In none of the projects, the training period was completed at the time of visit and so, achievement figures were not available for 1981-82.

5.16. The table above shows that, achievement as against enrolment i.e. those who completed the programme is the highest in Sibsagar project (86.6%) followed by Jalah project (60.5%). Achievement in respect of the Balijana project is the lowest (50%).

Table showing enrolment and achievement among the S/C and S/T learners.

Project	S/C or S/T	1980-81			1981-82		
		Male	Female	Total	Male	Female	Total
<u>Balijana</u>							
Enrolment	S/C	290	180	470	120	195	315
Achievement	S/C	137 (47.2%)	81 (45%)	218 (46.4%)	---	---	---
Enrolment	S/T	370	138	508	35	-	35
Achievement	S/T	170 (63%)	109 (50%)	279 (61%)	---	---	---
<u>Sibsagar</u>							
Enrolment	S/C	120	195	315	240	360	600
Achievement	S/C	109 (91%)	81 (41.53%)	190 (90.5%)	---	---	---
Enrolment	S/T	150	120	270	240	180	390
Achievement	S/T	135 (90%)	110 (91.6%)	245 (90.7%)	---	---	---
<u>Jalah</u>							
Enrolment	S/C	86	54	140	230	200	430
Achievement	S/C	74 (85%)	45 (45.3%)	119 (85%)	---	---	---
Enrolment	S/T	436	319	755	588	254	842
Achievement	S/T	328 (75.23%)	231 (42.41%)	559 (74.04%)	---	---	---

5.17. It is seen from above that, in the year 1980-81 for which complete figures of achievement are available, achievement among the S/T learners is higher than by the S/C learners in Balijana project, while in the case of Jalah project, it is just the reverse. Achievement among S/C and S/T learners in the Demow project is almost same. Achievement for the year 1981-82 was not available as the duration of the training period was not completed in any project at the time of our visit to the projects.

Table-XVI

The following table shows enrolment and achievement by age-groups (1980-81)

Project	Item	Enrolment			Achievement		
		Male	Female	Total	Male	Female	Total
Balijana	Below 15 yrs.	190	135	325	104 (54.73%)	69 (51.1%)	173 (53.2%)
	15-35 yrs	1420	625	2045	728 (51.3%)	299 (47.8%)	1027 (50.2%)
	36 & above	280	79	359	147 (50.5%)	28 (35.4%)	175 (48.7%)
	Total			2729			1375 (49.2%)
Jalah	Below 15 yrs.	78	64	142	42 (53.85%)	36 (46.15%)	78 (55%)
	15-35 yrs	1731	1544	3275	1135 (65.57%)	864 (55.96%)	1999 (61.04%)
	36 & above	12	8	20	3 (25%)	2 (25%)	5 (25%)
	Total			3437			2082 (60.58%)
Demow	Below 15 yrs.						
	15-35 yrs	660	540	1200	--	--	--
	36 & above	1460	340	1800	--	--	--
Total		2120	880	3000	1720 (81.13%)	880 (100%)	2600 (86.67%)

5.18. Achievement by different groups for the year for which complete data are available shows that it is quite low in Balijana and Jalah projects, while in the Demow project, it is high and satisfactory. However, we have taken the figures as supplied by the project officer of Demow project and we could not immediately check their correctness. For the year 1981-82, achievement figures were not available at the time of visit to the projects.

5.19. It may be noted that, except in Sibsagar project, in the other two projects, enrolment was given to learners below 15 years of age, although as per norm, learners of one age group of 15-35 years alone are to be admitted. Achievement by learners below age group of 15 is however not quite insignificant in these projects.

Table-XVII

The following table shows the centres according to attendance.

Centre with average daily attendance	No. of centres		Remarks
	1980-81	1981-82	
<u>Demow Project</u>			
Below 10	-	-	
10-20	-	-	
20-30	42	49*	* Upto Oct./81
30 & above	58	51	
<u>Belijant Project</u>			
Below 10	-	7*	* Upto Oct./81
10-20	30	25*	
20-30 above	70	75	
30 & above	-	-	
<u>Jalah Project</u>			
Below 10	-	-	
10-20	35	25*	* Upto middle of Dec./81
20-30	55	70	
30 & above	10	5	

5.20 It is seen that in majority of the centres in these 3 projects, average daily attendance varies from 20 to 30 . In the Demow Project, in half of the centres (out of a total of 100 centres) attendance is 30 & above. In none of the projects, however, the attendance is shown as below 20. Except in the Jalah project, in the other two projects, there are centres, where attendance is above 30, which implies that the number of learners admitted in these centres is above the prescribed capacity of 30.

5.21 The project officers who were contacted in the course of the study felt that the course content meant for the training is generally adequate and satisfactory, but there is scope to make it more interesting. This may be done by adding cultural, vocational and recreational items to the programme, and make it more attractive to learners.

5.22 For popularisation of the programme, mass communication media such as film show, radio etc. can play a vital role. But these are yet to be adopted in any of the projects we visited. In some cases, where the centres are running in libraries, they can take the help of radio, if available in these libraries, but such cases are very rare. Other cheaper means of mass media such as cultural show, bhona etc. may greatly help in ensuring popular support and participation in the programme.

5.23 Some of the main difficulties faced by the project officers as reported by them in implementation of the programme are :-

- 1) Poverty/poor economic condition of the rural people.
- 2) Local superstition, prejudice etc.
- 3) Difficulties of selection of centres due to existence of vested interests.
- 4) Non receipt of reading and writing materials in time.
- 5) Scarcity of Kerosine oil.
- 6) Inadequate field staff, mainly supervisors.
- 7) Communication and coordination gap among the development departments.
- 8) Inadequacy of contingency amount.
- 9) Poor accommodation, lighting facilities, congestion.
- 10) Lack of recreational facilities in the centres.
- 11) Lack of quality instructors.
- 12) Lack of proper motivation due to inadequate extension efforts.

5.24 Most of the difficulties as mentioned above do not appear to be insurmountable, and with some initiative and efforts on the part of those who are implementing the programme, it may be possible to remove them.

5.25 To sum up, at the project level, the programme has been functioning with some limitations. The mass poverty of the people, their age-old superstition and tradition, lack of proper motivation, inadequate involvement of the development departments in the programme specially at the field level, inadequate flow of inputs and non availability of adequate facilities etc. have hampered the smooth implementation of the programme. The course content of the programme needs to be improved to make it more interesting and acceptable to learners. The quality of the instructors also need to be improved by making the training more intensive. A lot of work also needs to be done to gear up the extension machinery at the field level for arousing more consciousness among the people about the programme.

CHAPTER VI

FUNCTIONING OF THE CENTRES

6.1 Adult education centres setup under the programme are the most important agencies through which, the programme is implemented at the field level. It is therefore very necessary that the functioning of the centres are properly assessed.

6.2 With this objective, under the three selected projects, a few centres were selected for the study. The number centres from each project selected is shown below:-

Table -XVIII

Selection of centres under the programme

Name of the project	No. of centres selected			Total
	Male	Female	Mixed	
1. Belijana	4	2	-	6
2. Demow	3	2	1	6
3. Jelsh	4	2	-	6
	11(61%)	6(33%)	1(6%)	18

6.3 It may be noted that the number of mixed centres are few in number compared to the other two categories. So male and female centres predominate in the selection of centres.

6.4 All the centres selected for the study were functioning during 1981 . However , the functioning of the centres started in different periods of time of the year. In Demow project, the selected centres functioned from February/81 to Nov./81 . In the Belijana project from March/81 to Dec./81 and in Jelsh project from June/81 to March/82.

6.5 Of the centres selected,9(50%) were located within 5 Kms of the nearest development block, 5(27.8%) between 5-10 Kms and 4 (22.2%) beyond 10 Kms. All the 4 centres beyond 10 Kms of the development block were located in the Belijana project area.

6.6 Some of the centres were not connected by motorable roads from the nearest bus stop. Of these, 7(38.9%) were located within less than 3 Kms, 8(44.4%) between 3-5 Kms and 1(5.6%) between 6-10 Kms. The rest 2(11.1%) were connected by good roads.

6.7 The adult education centres have no permanent arrangement for holding classes. They are arranged temporarily in various institutions existing in rural areas as per convenience. Out of 18 centres selected, most of them (55.6%) were located in local L.P. schools. The rests were setup in instructor's house or other private residences, village level institutions like clubs and NGOs.

6.8 In 11(61.1%) of the 18 centres selected, it was reported by the instructors concerned that, seating arrangements were adequate. In 7 centres (38.9%) such arrangements were not adequate. Sitting arrangements were generally adequate, where a centre was started at a local L.P. School.

6.9 In 7(38.9%) out of 18 centres selected, seating arrangements were not available at all. The instructors/learners themselves had to make the necessary arrangements for sitting.

6.10 A centre is run by an instructor. For each centre, there is one instructor. At the time of field investigation, instructors were in position in all the 18 centres, which we visited.

6.11 All the instructors appointed in the adult education centres are given training under the programme. It consists of both the inservice and preservice training. The duration of both these types of training is 7 days each. However, it was observed that, in the Domow project, the instructors of the centres, which we visited, were trained for a period of 10 days only.

6.12 An examination of the educational background of the instructors shows that, out of 18, majority i.e. 55.6% were matriculates followed by under-graduates (27.8%) 3(16.6%) were found to be graduates. Under the programme, non matriculates with a minimum educational standard of class VIII were also eligible for appointment as instructor.

6.13 In the centres selected, total enrolment was found to be 362 consisting of both males and females. 85(23.48%) were found to be below the prescribed group of 15-35 years; and 142 (39.23%) were outside the age group of 35. Of the 85 learners below the age of 15, 40 (11.05%) were male and 45(12.43%) female while of the 142 learners, 109(30.10%) were male and 33(9.12%) were female. This shows that, strictly speaking, no hard and fast rule was followed in admitting learners at the centres.

6.14. Instructors are paid a monthly remuneration of Rs. 50/- for the period of training. Besides, a sum of Rs. 20/- is paid as contingency to purchase Kerosine oil etc. As reported by the instructors however, the amount paid as honorarium is nominal, considering the responsibility given to them. The contingency amount is also considered to be small.

6.15 The enrolment position of trainees ^{was} found to be satisfactory in all the 18 centres. In none of the centres, enrolment was found to be below the prescribed capacity of 30 learners in each centre. It was observed that, in some centres, i.e. Swahid Anil Pora Smriti Sangha (Aliguri) and Khagrabari Gosain Chup under Jalah Project, and Athabari under Demow project, enrolment was found to be above the prescribed capacity. It was also learnt that, sometimes, on a few occasion, enrolment could not be made although there was demand as the capacity was limited to 30 in each centre.

6.16 We wanted to find out the drop out position in the centres which we visited. However, at the time of field visit, the centres under the Jalah project were functioning for a few months only, and so, the question of drop out did not arise. In the other two projects also, the centres were not completing the prescribed period of 10 months. Therefore, to know the correct drop out position in any centre was not possible. On a rough calculation of the drop out position in the selected centres in the two projects namely Demow and B.lifana, it was however, found that it was very low in Demow project compared to the project, where it was found to be 13.3%.

6.17 The rate of attendance was reported to be not uniform in the centres which we visited. As stated already, in some months, specially in the cultivation and harvesting season attendance ^{was} found to be low in all centres. Natural calamities like floods, etc. also affect attendance. Preoccupation with domestic works also affect the rate of attendance.

6.18 Teaching and learning materials were supplied to all the centres under the programme. Majority of the instructors stated that although these were supplied to them, they were not adequate to meet the needs, nor were they supplied timely. In the centres under the Demow project, these materials were not supplied timely for which learners had to face difficulties. In the centre under the other two projects i.e. Belijani and Jalsh, the materials which were supplied were not adequate. In one of the project (Belijani) political map of Assam was supplied after 7 months of starting of the programme. Non availability of maps and globes, white paper, writing ink, blotting paper etc. were reported in the centre under the Jalsh project. Out of 18 centres selected, only 3 centres reported that, they got the materials fully. However, insufficient lighting was reported in all centres which we visited.

6.19 It was reported by a few instructors that, they reported about the inadequacy of the materials to the authority, but usually, no action was taken up. A few of them also stated that, they usually did not report about it as they had to accept, whatever materials were supplied to them.

6.20 The instructors of those centres which we visited stated about a number of difficulties they faced in the operation of the programme. Some of them difficulties as expressed by them are:-

1. Inadequacy of accommodation.
2. Inadequacy of seating arrangement.
3. Insufficient lighting in the centres.
4. Inadequacy of teaching aids.
5. Inadequacy of learning materials like slates, word-books, chalk pencils, writing papers etc.
6. Non-availability/inadequacy of desks, benches etc.
7. Delay in getting the learning materials/teaching aids.
8. Poor quality of materials supplied to them such as chalk pencils, slates etc.
9. Non-availability of Kerosine.
10. Inadequacy of supervision over the centres due to lack of supervisors.

6.21 All the instructors stated that, the extension measures were rarely adopted in any of the centres for popularisation of the programme among the masses. Modern mass communication media such as film show radio etc. are yet to be used. Even cheaper means of mass communication such as meetings, discussions, publicity and prop-aganda etc. on the programme were not adequately organised. This has definitely restricted the utility of the programme.

6.22 As regards inspection in these centres, it was found that, in only 12 out of 18 centres, inspection was made till the date of visit to these centres. In the selected centres under the Jalah project, not a single centre was found to have been visited. One centre reported that, it was visited by project officer, but no record was available. All the selected centres under the Blijang project were reported to have been visited by departmental officials. A few of them were visited more than once, as reported. Some of the centres under the Demow project were reported to have been visited by the project officer but no record was available.

6.23 Some of the instructors whom we had contacted reported that it was not possible for them to explain to the learners the significance of the 3 components of the programme i.e. literacy, functional literacy and social awareness. This is due to inadequate receptivity of the learners who consist of different age-groups. A common syllabus for all the learners of different age groups, which consist of male and female is not considered suitable to

meet the needs of all groups of learners. Some of the instructors also seem to be not well acquainted with the basic concepts of the programme to enable them to effectively transmit their ideas to the learners.

6.24 The programme is, according to the instructors, is quite useful as it will help the illiterate adults in learning, reading, writing and simple arithmetic. They will be able to read newspapers in order to know about day to day affairs of the state, and thus, increase their knowledge and social awareness. A great benefit of the programme to some of the adult learners is that, it will help them to read by themselves books on religion and scriptures, in which they may be more interested.

6.25 Some of the instructors, whom we met stated that, although functional literacy ^{was} provided to learners under the programme, there was a scope to improve it. Knowledge of local trade is necessary, if the programme is to be functionally more useful to learners. Adequate number of lectures on different agricultural topics specially by agricultural experts is necessary for the benefit of learners. Besides, some practical demonstration is considered necessary. Provision of inputs like agricultural inputs to male adults and power looms etc. for females may help them to learn things from practical experience. This will also make the programme more practical oriented.

6.26 Regarding solution of practical problems by the adult learners, the instructors felt that, it depended mainly on the learners themselves. They however felt that, the programme would to a great extent help them to solve practical problems by increasing their knowledge and social awareness.

6.27 To sum up, the functioning of the centres show that, no hard and fast rule has been followed in admitting learners to these centres. Learners outside the prescribed age group of 15-35 were also admitted. Enrolment in the centres was found to be generally satisfactory. Attendance in the centres varied depending on the seasons. It was high in some months, and low in some other months. The instructors had to face a lot of difficulties in running the centres. Extension measures were found to be not at all adequate in the rural areas for popularisation of the programme. Adequate inspection and supervision was also not there to ensure proper functioning of these centres. A lot therefore has to be done in order to improve their functioning.

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CHAPTER VII
IMPACT OF THE PROGRAMME

7.1 No evaluation study will be complete unless a study of the impact of the programme on those people, for whom it is meant, is made. In this chapter, an analysis of the impact of the programme on the illiterate adults of the countryside is made on the basis of the field survey made around 3 project areas, where the survey is confined.

7.2 In all, 150 beneficiary adults and 30 non-beneficiary adults were selected for the study. The process of selection of the centres, beneficiary and non-beneficiary adults from the centres has been indicated in chapter II. The details of these centres and adults selected, both male and female are shown below:-

Table XIX
Details of centres and adults selected for the study.

Name of the centre	No. of adults selected					
	Beneficiary adults			Non-beneficiary adults		
	Male	Female	Total	Male	Female	Total
Demow Project						
1. Athabari Bagan	8	-	8	2	-	2
2. Deraihaba	4	5	9	-	2	2
3. Luthurichetia	5	3	8	2	-	2
4. Konwar Dihingia Gaon	-	8	8	1	1	2
5. Gorkosh Chhain Gaon	-	9	9	-	-	-
6. Cherkapur Chetia Gaon	8	-	8	1	1	2
Total	25	25	50	6	4	10

1	2	3	4	5	6	7
<u>Brijani Project</u>						
Krisila	8	-	8	2	-	2
Jonkipara	10	-	10	-	-	-
Borpoitra	8	-	8	2	-	2
Nethungthung	8	-	8	2	-	2
Silapani	-	8	8	-	2	2
Sinbari	-	8	8	-	2	2
Total	34	16	50	6	4	10
<u>Jalsh Project</u>						
1. Khograberi Gosaisupa	-	8	8	-	2	2
2. Jalsh Aliguri	5	5	10	-	-	-
3. Radhar Birkila	8	-	8	2	-	2
4. Puh-Majipara	-	8	8	-	2	2
5. Binai Pathi- bharal	8	-	8	2	-	2
6. Pathimari Eharaibhila	8	-	8	2	-	2
Total	29	21	50	6	4	10
All total	88	62	150	18	12	30

7.3 It will be convenient to examine the impact of the programme under separate headings for beneficiary and non-beneficiary adults.

Beneficiary adults

Background information of the adults selected.

7.4 It was observed that, all the beneficiary adults selected under the programme were residing ^{within} 2 km of the centre, which they attended. No body came to attend a centre which was situated beyond 1 km of his household.

Table-XX

Table showing adults according to Caste/Tribe

Project	Caste / Tribe				TOTAL
	S/C	S/T	OBC	Others	
Demow	22	-	28	-	50
Brijani	-	-	14	36	50
Jalsh	12	3	25	5	50
	34	3	67	41	150

7.5 It is seen from above that, out of 150 adults, 34(22.67%) belonged to unscheduled castes; 8(5.33%) belonged to scheduled tribes and 66(44.67%) belonged to other backwards classes. They constitute together 72.67% of the total. Thus, majority of the beneficiary adults selected belonged to S/C, S/T and OBC.

Table-XXI

Table showing the adult beneficiaries according to whether they belonged to small farmers, marginal farmers and agricultural labourers (Worker section of society)

Project	Category of farmers				Total
	SF	MF	AL	Other	
Demow	10	27	7	6	50
Jalsh	12	18	15	5	50
Belijane	11	12	16	11	50
	33	57	38	22	150

7.6 The table above shows that, out of 150 beneficiary adults, small farmers, marginal farmers and agricultural labourers constituted 33(22%) , 57(38%) and 38(25.3%) respectively. In all, they constituted 88.33%. Thus, majority of the adults selected belonged to the worker section of the society.

7.7 Under the programme, adults, who are within the age group of 15-35 years are covered. However, adults outside the age group was also covered. This may be seen below:-

Table XXII

Table showing adults according to agegroup

Project	Age group					Total
	Below 15 yrs	16-25	26-35	36-45	45 Yrs & above	
Demow	-	21	17	12	-	50
Belijane	1	27	21	-	1	50
Jalsh	14	27	3	5	1	50
Total	15	75	41	17	2	150
		(50%)	(27.33)	(11.33%)	(1.33%)	

7.8 It is seen that, 15 i.e. 10% of those, who attended the programme were below 10 years of age, and 19 i.e. 12.67% were above 35 years of age. Thus, the number of adults within the specified group of 15-35 years is only 116(77.33%)

Table-XXIII

Table showing the adults according to sex.

Project	Adults according to sex		Total
	Male	Female	
Demow	28	22	50
Belijana	34	16	50
Jalsh	29	21	50
Total	91(60.67%)	59(39.33%)	150

7.9 It is seen that out of 150 adults selected, male constituted 60.67% and female 39.33% from these 3 projects.

7.10 Religionwise, it was observed that, 114 adults selected were Hindus and 36(24%) were Muslims. There was none from other religious groups.

7.11 As regards marital status, out of 150 adult beneficiaries selected, 71(47.33%) were married and 79(52.67%) unmarried. But of them, 34,(22.67%) were outside the prescribed age group of 15-35 years. Considering that 15(10%) are below the age of group of 15-35 years, it may be said that, majority of the adults were unmarried.

Table- XXIV

Table showing the occupational pattern of the selected households

Project	No. of households selected	Main occupation		Subsidiary occupation	
		cultivation	other than cultivation	cultivation	Other than cultivation
Demow	50	34	16	11	21
Belijana	50	36	14	-	8
Jalsh	50	28	22	-	12
	150	98	52		41
		(65.33%)	(34.67%)		(78.85%)

7.12 The table above shows that, out of 150 beneficiary adults selected, 98(65.3%) have cultivation as their main occupation, and 52(34.67%) have subsidiary occupation. Of those people, who have subsidiary occupation, majority, (41 i.e. 78.85%) have occupation other than cultivation.

7.13 The respondents were asked about their knowledge of the programme before they joined the centres. It is however difficult to categorise their answers as they learned about the programme from more than one source. They usually knew it from the villagers, local people, personal contact with different people of the locality, through meetings, instructors of the centres, and also by seeing other people attending a centre. Majority of them, (66.67%) however stated that, they know about the programme from the instructors.

7.14 The adults were asked, as to who advised them to attend the programme. In this case also, it was observed that, the majority (90 i.e.60%) replied that, the instructor of the centre/ In case of females, it is also usually the husband or their guardians who advised them to attend the centre.

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centre.

7.15 It is learnt from the adults, who were contacted that, classes were usually held regularly in the centres, and continued for the full allotted period of time. However a large number of them replied that, they could not attend classes regularly due to some reason or other. This is shown below:-

Table-XXV

Table showing regularity of attendance by the adult beneficiaries

Project	No. of adults contacted	Attended regularly	
		Yes	No
Demow	50	11	59
Balijsna	50	19	51
Jalsh	50	47	3
Total	150	77 (51.33%)	73 (48.67%)

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7.16 It is seen that, out of 150 adults contacted, only 77 (51.33%) attended classes regularly while the rest 73 i.e. 48.67% did not attend regularly. Such high irregularity in attendance is likely to reduce the effectiveness of the programme severely than cultivation.

7.17 The major reasons for irregularity of attendance are already indicated in chapter VI. The adults, who were contacted also expressed by and answers the same reasons. Domestic affairs, preoccupation with other works, non-availability of time generally prevents them to attend the classes regularly.

7.18 The adults were asked, whether the programme of 10 months duration was long, short or just sufficient for them. Majority (85 i.e. 56.67%) replied that, the period was sufficient, while the rest 65. i.e. 43.33% replied that, the period was short, and should be extended beyond 10 months.

7.19 All the learners of the locality advised them to attend the centre supplied with a set of reading materials for their use. It was observed that, not a single adult received these materials fully, although all of them received them. Usually, it was found that, word books, exercise books, and supplementary materials as prescribed for them were not received. Most of the materials were also not received timely, as a result of which, learners were finding it difficult to follow, what was taught in the class.

7.20 The beneficiary adults were asked, whether they have so far acquired knowledge on various matters such as, health education/hygiene, improved food and nutrition, production of crops, social and community affairs etc. Their replies are shown below:-

Table-XXVI

Table showing knowledge of the adults on various matters such as health, hygiene, food, nutrition etc.

Name of the project	Knowledge achieved								TOTAL
	Health Education		Food/nutrition		Participation in social affairs		Others (knowledge of improved cultivation etc.)		
	Yes	No	Yes	No	Yes	No	Yes	No	
Demow	35	18	30	20	47	3	28	24	50
Belijane	33	17	28	22	19	31	18	32	50
Jalsh	27	23	25	25	30	20	24	26	50
Total	95	58	83	67	96	54	68	82	150
	(63.33%)	(38.67%)	(55.33%)	(44.67%)	(64%)	(36%)	(43.3%)	(34.67%)	

7. 21 The table above shows that, a large section of adult learners were able to acquire knowledge on various important matters such as health education, food and nutrition, participation in social life etc. It is however, equally true that, another large section of adults have failed to acquire adequate knowledge on these matters. This shows that, the programme has not been able to create sufficient awareness among the adults about the importance of these matters.

7.22 The beneficiaries were asked, whether the programme would help them in solving their community and domestic problems. Of these, 104(69.33%) stated that, it would help them while 46(30.67%) stated that, it would not help them to solve their problems. Of course, they stated that, it would help them to learn the alphabets, and thereby read or write to some extent, which is, definitely a major gain due to the programme.

7. 23 As regards increase in functional skill of the adults due to the programme, question was asked. It may be mentioned that, in one project, namely Jalsh, the programme was started in July/81 and at the time of field visit, it completed barely 6 months of existence. So, the beneficiary adults (numbering 50) of this project were not sure, whether it would help them in increasing,

functional skill. In case of the adults of the two other projects also, i.e. Demow and Belijana, most of them had some reservations. They generally stated that, the programme ^{would} definitely help them in improving the performance of their work provided the programme ^{was} made more practically oriented

7.24 The beneficiary adults were asked about the adequacy of the arrangement ~~are~~ holding the classes. Seating arrangements were usually satisfactory when a programme is held at the local L.P. school or in established centres. But in other places, it is usually insufficient and unsatisfactory. This can be seen from the following table :-

Table - XXVII

Table showing accommodation and seating arrangement in the centres.

Place, where the centre is functioning	Whether accommodation		Whether seating arrangement available	
	Sufficient	Insufficient	Yes	No
1. L.P. School	83	-	67	17
2. Instructor's house	-	17	-	17
3. Other private Residences	-	8	-	8
4. Club/Sangh/ Mahila Samiti	17	-	-	17
5. Library	17	-	-	8
6. Neighbour	8	-	-	16
Total	125(83.3%)	25(16.6%)	67(44.6%)	83(55.3%)

7.25 It is seen that, out of 150 beneficiary adults, 125(83.3%) replied that, accommodation ^{was} sufficient, while 25(16.6%) replied that, it was insufficient. All the beneficiaries who attended the programme in L.P. Schools stated that it ^{was} sufficient. Seating arrangement ^{was} stated to be not available by the majority i.e. 55.3%.

7.26 The adult learners have been facing a lot of difficulties in following the programme. This is broadly indicated in the table below:-

Table -XXVIII

Table showing difficulties faced by the beneficiary adults.

Nature of difficulty	No. of beneficiaries stating the difficulty	Percentage
1. Insufficient lighting	150	100
2. Inadequate accommodation	67	44.6
3. Inadequate seating arrangement	100	66.6
4. Slates, pencils and such other materials not good	75	50
5. Materials not received fully	150	100
6. Reading materials not received in time	65	43.3
7. Others	-	-

7.27 It is seen that, insufficient lighting, and non receipt of materials fully are stated as common difficulties faced by all learners. Lighting difficulties arise because the centres are not provided with electricity or petrolmax. Usually one or two lanterns ^{are} provided which are insufficient to provide adequate light for 30 persons sitting together. Materials are not fully supplied to a learner. They are also not received in time. To give an instance, at the Demow Project, it was reported by all centres that, they had to face difficulties to follow the programme as learning materials were not received timely.

Non-beneficiary adults.

7. 28 In order to know, why some of the adults were not attending the centre, we contacted 30 adults from around the three selected projects (i.e. at the rate of 10 adults from each project) This is shown below:-

Table -XXIX

Table showing selection of non-beneficiary adults.

Name of the centre	Non beneficiary adults		
	Male	Female	Total
<u>Demow Project</u>			
1. Luthuri Chetia	2	-	2
2. Athaberi Begun	2	-	2
3. Konwar Dihingia village	1	1	2
4. Cherekipara	1	1	2
5. Deroihabi	-	2	2
<u>Jalsh Project</u>			
1. Baidhar Bunkala	2	-	2
2. Puthimari Bekaterbhitha	2	-	2
3. Pub-Majipara	-	2	2
4. Khogbari Gossein Chupa	-	2	2
5. Binol Puthibhara	2	-	2
<u>Belijani Project</u>			
1. Borpoitry	2	-	2
2. Chinsari	-	2	2
3. Silapani	-	2	2
4. Karisla	2	-	2
5. Nethungthung	2	-	2
Total	18	12	30

7.29 Of the 30 non-beneficiaries selected, it was found that, all were residing within one k.m of the centre, where it is established.

Majority of the non-beneficiary adults were found to belong to scheduled castes, scheduled tribes and other backward classes. This is shown below

Table -XXX

Table showing non-beneficiaries according to whether they belonged to S/C, S/T, OBC

Name of the project	Caste/Tribe				Total
	S/C	S/T	OBC	Others	
Demow	4	-	6	-	10
Belijana	-	-	3	7	10
Jelah	3	2	5	-	10
	7 (23.33%)	2 (6.67%)	14 (46.67%)	7 (23.33%)	30

Table - XXXI

Table showing adults according to different age-groups

Project	Age group				Total	
	Below 15 yrs	15-25	26-35	36-45		45 & above
Demow	-	2	7	1	-	10
Belijana	-	4	6	-	-	10
Jelah	-	4	2	1	3	10
		10 (33.3%)	15 (50%)	2 (67%)	3 (10%)	30

7.30 It is seen that, non-beneficiaries within the age group of 15-35 constitute 23 (83.3%) and the rest 5 (16.7%) were outside the age-group

Table -XXXII

Table showing non-beneficiary adult according to sex

Project	Adults according to sex		
	Male	Female	Total
Demow	5	5	10
Belijana	6	4	10
Jelah	6	4	10
	17 (56.7%)	13 (43.3%)	30

7.31 It is seen that, males and females were well represented in the selection of non-beneficiaries.

As regards marital status, out of 30 non-beneficiaries selected, 22(73.3%) were married, while the rest 26.7% unmarried.

7.31 It was observed that, all the non-beneficiaries who were contacted were quite aware of the existence of the adult education centres in their locality. About 15 non-beneficiaries(50%) knew about it from the villagers and local people and 14(47%) knew it from the instructors of the centre concerned. The rest 3% knew about it from other sources.

7.33 Non-beneficiaries were asked, whether anybody advised them to attend the centre. 7(23.3%) said that, nobody advised them to attend it. 14(46.3%) replied that, it is the instructors, who advised them to attend. Besides, the local people of the village concerned or those who attended the centre also advised them to attend.

7.34 All the 30 non-beneficiaries replied that, they had seen their fellow people attending the centre of their locality.

7.35 Non-beneficiaries were asked, why they did not attend the centre inspite of the fact that, it is located very near their area. The most important reason, as stated by them ^{was} the lack of time to attend the centre, as they had to be busy mostly with their domestic affairs. Out of 30 non-beneficiaries contacted, 25(83.3%) stated this to be the reason. The rest of them did not attend the centre as the time was inconvenient, or they did not like to attend classes with junior learners in the same centre. Poor eye sight due to age was also stated as the reason for not attending the centre.

CHAPTER-VIII

SUMMARY OF FINDINGS AND SUGGESTIONS

The Programme

8.1 As a part of implementation of the national programme on adult education, the programme was launched in the state in October/78. The aim of the programme is to impart non formal education to illiterate adults who are within the age group of 15-35 years. The dis-advantaged section of the rural population such as illiterate women, members of scheduled castes and scheduled tribes were given special attention under the programme.

8.2 Although the programme was launched in '78, for all practical purposes, the period until March/79 was regarded as a period of intensive preparation for implementation of the programme covering a time bound period from 1979-80 to 1983-84.

8.3 There are 25.33 lakh illiterate people of the age group of 15-35 years of which, 9.63 lakhs are male and 15.70 lakhs female. This constitutes 38.02% and 61.98% respectively.

8.4 The total cost involved in the programme is Rs. 16.05 crores as per plan of action prepared by the Government. Annual phasing of expenditure to be incurred, and adults to be covered in each year under the programme were also worked out. But phasing of the programme lost all significance, as no budget provision was made by the Government for incurring the planned expenditure. Therefore, targets as set out under the programme are bound to remain unfulfilled during the period of operation of the programme.

8.5 Annual budget provision made during the first 4 years of 1979-80, 1980-81 & 1981-82 and 1982-83 are 95 lakhs, 68 lakhs, 63 lakhs and 44.50 lakhs respectively against which expenditure incurred was Rs. 26.29 lakhs 36.70 lakhs, 55.59 lakhs and 43.56 lakhs respectively. The reasons for shortfall of expenditure are stated to be non-appointment of staff (in the first year) non-approval of some schemes for implementation, non-availability of sanction for setting up of resource centre etc.

8.6 It was observed that, upto 1982, out of 63 projects proposed for implementation as per plan of operation, only 47 were set up. The number of development blocks was also reduced from 131 to 93 for coverage under the programme. Besides, no towns were taken up although as per plan, towns were proposed to be covered.

8.7 The number of adult education centres set up against target is found to be by and large satisfactory in the 3 years from 1979-80 to 1981-82. Some of the centres could not be setup due to nonavailability of instructors to work in remote areas, lack of qualified instructors etc. Vested interests also occasionally created problems in the establishment of centres.

8.8 Overall enrolment of learners in the centres was observed to be on the increase in the 3 years of 1979-80, 80-81 and 81-82. Sexwise however, the increase is not uniform in these years. Variation of increase or decrease is however found to be not very high.

8.9 Achievement figures available for the year 1980-81 shows that, it is 66.3%. The achievement rate is more or less equal among both males and females. Full achievement could not be made due to dropouts which was found to be as high as 33.7%.

8.10 Enrolment among scheduled castes and scheduled tribes for the 3 years of '79-80, 80-81 and '81-82 was found to increase. The increase has taken place both for males and females. Thus, the S/C and S/T population have been taking advantage of the programme in increasing numbers.

8.11 Achievement as against enrolment among the scheduled tribes was found to be higher (71.93%) than among scheduled tribes population (64.94%) in 1980-81, for which these figures were available.

8.12 The reasons for drop out among learners as stated by the departmental officials are:-

1. Apathy of learners to learn.
2. Seasonal occupation of the learners
3. Natural calamities like floods, occurrence of diseases etc.
4. Communication bottleneck.
5. Poor accommodation, lighting, and congestion at the centres.
6. Lack of recreational facilities at the centres .
7. Lack of quality instructors.
8. Non-receipt of reading and writing materials in time.
9. Lack of proper motivation.
10. Lack of adequate supervision at the centres .
11. Lack of economic incentives.
12. Inadequate training of instructors.
13. Lack of proper contact, encouragement and persuasion by the instructors to enable the adult learners to continue the programme.

8.13 The rate of attendance in the centres was found to be not very satisfactory. On average, it was about 60%, although it varied from place to place. Various factors affected attendance at the centres. It is usually low in sowing and harvesting season. Floods and rainy weather however is one of the major reasons for low attendance at the centres.

Role of voluntary agencies

8.14 Voluntary agencies were assigned a specific role under the programme. About 32 such agencies were identified at the start of the programme for participation in the programme. However, their role in the programme was found to be not at all significant and encouraging.

State resource centre.

8.15 Establishment of a state resource centre under the programme was considered vital for the success of the programme. The main objective of the centre was 1) Preparation suitable curriculum, production of teaching and learning materials ii) arrangement for training iii) evaluation and research. The reason for non-establishment of the centre is reported to be non-approval of fund. The functioning of the programme has therefore been severely affected due to absence of the centres.

Linkage with development agencies

8.16 To make the programme functionally successful, establishment of a close and dynamic linkage with the other development departments specially at the field level is absolutely necessary. It was however observed that, such linkages were hardly ensured by these departments.

Evaluation and Monitoring

8.17 As per draft plan on adult education, an Evaluation and Monitoring wing was set up at the Headquarters of the Directorate for regular evaluation and monitoring of the programme. At the district and project levels however, no such wing was setup. The district and project officers are to ^{do} this work as a part of their normal duties. It was observed that, at the district and project levels, practically no evaluation or monitoring was done except collection of progress report on the progress of the programme. At the state level also, the monitoring machinery needs to be properly strengthened so that, evaluation and monitoring activities become more effective than at present.

Extension and demonstration

8.18 Extension measures so far adopted among the masses for popularisation of the programme have been found to be not at all adequate nor were these adopted in any significant scale in the project areas which were visited by us. In many cases, lack of popular interest and enthusiasm among the masses were observed. This underlines the need for gearing up the extension machinery in order to ensure more popular support for the programme.

Functioning of the projects.

8.19 Each project set up under the programme has a prescribed staffing strength. It was observed that the prescribed staffing strength has not been maintained in any project. Moreover, except in the case of appointment of project officers, delay has been noted in the appointment of staff in all the projects.

8.20 Each project should have under it 100 centres for which 3 supervisors are to be appointed as per norm. However, it was observed that, for each project (i.e. for 100 centres) only one supervisor was appointed. This has affected proper supervision of the programme at the field level.

8.21 Teaching and learning materials are supplied to the learners as per prescribed norms. These are centrally purchased at the head office, and then distributed to the projects through the district officers. The project officers then distribute the same to the centres as per their requirement.

8.21 Teaching and learning materials are supplied to the learners as per prescribed norms. These are centrally purchased at the head office, and then distributed to the projects through the district officers. The project officers then distribute the same to the centres as per their requirement.

8.22 The materials were found to be not adequately supplied nor were they timely supplied. The quality of the materials were also reported to be inferior in many cases.

8.23 During 1980-81, for which complete enrolment and achievement figures are available, enrolment was found to be generally satisfactory in these projects. In Jalsh project, it exceeded the maximum admissible number of 3000 in the 100 centres under the project. In Sibsagar project, the number of enrolment is within the prescribed limit, while in the Belijant project, it is about 91% of the capacity.

8.24 As regards achievement, it is the highest in the Sibsagar project, (86.6%) followed by Jalah (60.5%) and Belijana projects (50%). General poverty and economic backwardness, communication bottleneck, natural calamities etc. were stated to be the causes of low achievement specially in the Belijana project.

8.25 Achievement among S/C and S/T learners show that in the Belijana project, achievement among S/T learners is higher than S/C learners, while in the case of Jalah project, it is the reverse. In the Demow project, it is found to be identical.

8.26 In the Belijana and Jalah projects, enrolment was found to have been given to learners, who are below the age of 15 years, although, as per norm only adults of the age group of 15-35 years are to be enrolled. In the Sibsagar project, however, enrolment was not given to learners below 15 years of age.

8.28 In the majority of centres in the 3 projects, average daily attendance of learners was found to be between 20-30. In none of the centres, it was found to be below 20. In Belijana project, none of centres was having attendance above 30.

8.23 The project officers felt that the course content of the programme is generally adequate and satisfactory, but there is a scope of make it more attractive and interesting to learners.

8.29 Adequate extension measures have not been found to be adopted in the project areas for popularisation and acceptance of the programme among the masses. Modern mass communication media such as film show, radio etc. have not been used at all. Use of cheaper means of mass communication such as distribution of pamphlets, organisation of meetings, etc. were rare. This has restricted the utility of the programme among the masses.

8.30 The main obstacles as experienced by the project officers in the implementation of the programme are:-

1. General poverty/poor economic condition of the rural masses.
2. Difficulties in the selection of centres due to the existence of vested interests.
3. Local superstition, prejudice etc.
4. Non-receipt of reading & writing materials in time.
5. Scarcity of Kerosine oil.
6. Inadequacy of field staff, namely supervisors.
7. Communication and coordination gap among the development departments.
8. Inadequacy of contingency amount given to supervisors to purchase kerosine etc.
9. Poor accommodation & lighting facilities.
10. Lack of recreational facilities at the centres.
11. Lack of quality instructors.
12. Lack of proper motivation due to inadequate extension efforts.

Functioning of the centres.

8.31 All the 18 centres selected for the study were functioning during 1961. However, the functioning of the centres started at different periods of time in the year. Under Demow project, the centres started functioning from February, in Brijani project from March, and in Jalsh project, from June/61. None of the centres under these projects completed full 10 months period at the time of our field investigation.

8.32 The centres had no permanent arrangements for holding classes. Out of 18 centres selected, most of them (55.6%) were functioning in local L.P. schools. The rest were setup in the instructor's house or other private residences; village level institution like panchayats etc.

8.33 In 11 (61.1%) of the 18 centres selected, it was reported that, sitting arrangements were adequate; . In 7(38.9%) centres, arrangement was not adequate; sitting arrangement was generally adequate, where a centre was started at the local L.P. school.

8.34 All the instructors under the programme were found to have been trained. In Balijana and Jalsh projects, the training period consisted of 14 days, while in Demow project, it was for a period of 10 days only.

8.35 Majority of the instructors (55.6%) were found to be matriculates followed by under-graduates (27.8%) and graduates (16.6%) Non-matriculates are however eligible for appointment as instructors under the programme.

8.36 Out of a total enrolment of 362 learners in all the selected centres, 85(23.48%) were found to be below the age group of 15-35 years, and 142 (39.29%) were above this age group. The prescribed criterion that only adults of the age group of 15-35 years should be enrolled at the centres is not found to be strictly followed.

8.37 The enrolment position in the selected centres was generally found to be satisfactory. In none of the centres, it was found to be below the prescribed capacity of 30 learners per centre.

8.39 The dropout position among learners was not possible to work out as none of the centres which were visited by us, completed the full 10 month period of functioning. In two of the three projects however, it was found to be low.

8.39 Attendance of learners in the centres was found to be not uniform. In some months, specially in the cultivation and harvesting seasons it is low. Natural calamities like floods etc. and domestic affairs also contributed to low rate of attendance.

8.40 Teaching and learning materials were supplied to the centres under the programme. However, they were reported to be neither adequate nor usually received timely.

8.41. The main difficulties experienced by the instructors of the centres, as expressed by them are:-

1. Inadequacy of accommodation.
2. " seating arrangements
3. " lighting.
4. " teaching aids.
5. " learning materials.
6. Delay in getting the learning materials/teaching aids.
7. Poor quality of materials supplied.
8. Non-availability of kerosine.
9. Inadequacy of supervision over the centres due to lack of supervisors.

8.42 As in the case of project officers, all the instructors whom we contacted reported about the non-adoption or the inadequacy of extension measures at the field level. This has restricted the utility of the programme

8.43 Inspection over the centres was found to be inadequate. Out of 18 centres visited, it was observed that, in only 12 centres (out of 18) inspection was made. In these centres also, inspection was generally found to be casual and infrequent.

8.44 After discussion with the instructors of the selected centres, it was observed that, it ^{was} not very easy to transmit to some of the learners the ^{significance} of the three components of the programme i.e. literacy, functional literacy and social awareness due to their poor receptivity. Some of the instructors were also observed to be not very well equipped to effectively communicate the ideals of the programme to the learners.

8.45 The instructors, whom we contacted during field visit felt that, although the programme is a good one, there is a scope to improve it by making it functionally more useful to learners. Apart from theoretical lectures, practical demonstrations may also be given to learners, where necessary.

8.46 Regarding solution of practical problems by learners, the instructors felt that, it mainly depended ^{on} the learners themselves. However, the programme is likely to help them to solve their problems by increasing their knowledge and social awareness.

IMPACT OF THE PROGRAMME.

8.47 Out of 180 beneficiary adults selected for the study 34(22.67%) belonged to scheduled castes, 8(5.33%) belonged to scheduled tribes and 66(44.67%) to other backward classes. They together constituted 72.67% of the total. The majority of the beneficiary adults belonged to scheduled castes, scheduled tribes and backward classes.

8.48 It was observed that, although persons above the age group of 15-35 years were eligible for attending the programme, persons, below this age group were also enrolled. The number of persons within the age group of 15-35 years was found to be only 116(77.33%).

8.49 As regards marital status, 71(47.73%) adults were found to be married and 79(52.67%) unmarried. Majority of the adults were therefore found to be unmarried.

8.50 Majority of the adults(66.67%) stated that, they knew about the programme from the instructors. The rest of them knew about it from the villagers, local people of the area through personal contact etc.

8.51 Of the 150 adults who attended the programme 77(51.33%) reported to have attended classes regularly, 73(48.67%) did not attend regularly. Domestic affairs, preoccupation with other works, non-availability of time etc. were the reasons generally stated for not attending the centres regularly.

8.52 Out of 150 learners, majority (56.67%) were of the opinion that the duration of the training programme ^{was} sufficient; 43.3% reported that, the training period ^{was} insufficient and should be extended beyond 10 months.

8.53 It was observed that, although learning materials were supplied to the learners, they were reported to be not supplied adequately and fully, Most of the materials were also reported to be not received timely.

8.54 The adult learners were asked about their knowledge acquired under the programme on matters like health education, food/nutrition, participation in social affairs etc. Their replies show that the programme has been only partially successful in creating sufficient awareness among the adults about the importance of these matters.

8.55 104(69.3%) beneficiary adults stated that, the programme would help them to solve their domestic and community problems while 46(30.7%) stated that, it would not help them; It will however help them to learn alphabets and thereby help in reading and writing to some extent.

8.56 The adults were asked whether the programme will help them to improve their functional skill. 50 adults of one project could not say anything as the centres completed barely 6 months of existence during the time of our visit to that project. The rest of the adults from the other two projects also could not say definitely although they generally stated that, it will help them; provided the programme is made more practically oriented.

8.57 The adult learners were facing a lot of difficulties in following the programmes. The main difficulties, as expressed by them are:
1) insufficient lighting 2) inadequate sitting arrangement 3) poor quality of materials supplied 4) Non-receipt of materials fully 5) reading materials not received in time etc.

Non-beneficiary adults.

8.58 Out of 30 non-beneficiary adults selected for the study, 23(76.7%) belonged to the socially disadvantaged section of the society such as scheduled castes, scheduled tribes and backward classes.

8.59 It was observed that, non-beneficiaries within the age group of 15-35 years constituted 83.3% of the total, and the rest 16.7% were outside this age group.

8.60 Out of 30 non-beneficiaries selected, 15(50%) came to know about the existence of adult education centres from the villagers and local people and 14(46.6%) knew about it from the instructors of the centre concerned. The rest 3% knew about it from other sources.

8.61 7(23.3%) non-beneficiary adults stated that, nobody advised them to attend a centre. 14(46.6%) attended the centres on the advice of the instructors. Local people of the village also advised them to attend these centres.

8.62 All the 30 non-beneficiary adults stated that, they happened to see their fellow people attending a centre of their locality.

8.63 One of the main reasons for not attending a centre as stated by the non-beneficiary adults is the lack of time to attend it because of their preoccupation with domestic works. 25(83.3%) stated this to be the reason. The rest stated inconvenience of time, shyness to attend the centre along with junior learners etc. as the reasons.

Suggestion

The draft plan on adult education was implemented in the state in a modified form and with restricted coverage and targets for achievements. There are two aspects in implementation, which need attention: 1) to implement a revised plan of action on the basis of the already existing plan in order to achieve its goals, 2) to improve the performance of the programme as it is functioning now. We are however concerned mostly with the latter aspect.

The programme is bound to continue long after the projected period of 5 years, if the targets set in the draft plan are to be achieved. (Already, under the new 20 point economic programme the revised target year is fixed as 1990). To gear up the programme and to improve it, following suggestions are offered.

1) It should be the policy of the Department to try to achieve the goal as set out in the plan of action in the shortest possible time although the task is a big one. Out of 63 projects proposed, till 1982, only 47 were approved by the Govt. for implementation. It is suggested the rest of the projects be immediately approved for implementation in order to achieve the targets.

2) The existing administrative structure needs to be strengthened at all levels i.e state, district, project and centre level. For the time being, the administrative machinery may be strengthened on the line as indicated in the plan of action. This will help in infusing greater speed and efficiency in work for achievement of objectives.

i) At the state level, one of the two posts of Assistant Directors, which is yet to be created should be created as per plan of action. In that case, evaluation and monitoring of the programme may be exclusively done by one of them, while follow up action may be done by the other. This will enable the authority to bring about the desired improvement in the functioning of the programme quickly and effectively.

ii) At the district level, the District Adult Education officers are not given adequate power and responsibility as per plan of action to deal with the programme. The drawing and disbursing power has not so far been given to them. Besides, the power of supervision and inspection at the field level is restricted. Adequate power and responsibility may be given to them so that they can deal with the programme effectively.

iii) At the project level, the project officer is the key man on whom the success of the programme depends to a great extent. It is therefore necessary that, people with rural orientation and background, who are interested to work in rural areas are posted at the projects. They should also be provided with accommodation facilities at the project areas in order that they may look after the programme properly.

iv) As per norm of the Govt., in a project, there should be 3 supervisors to supervise 100 adult education centres under it. It is observed that at present, only one supervisor is posted at the project. As a result, regular inspection and supervision could not be made over the centres to check up their functioning. It is therefore suggested, that required number of supervisors be appointed without delay.

3. At present, all the reading and learning materials are centrally purchased at the headquarters for distribution to adult education centres through the district and project officer concerned. It may be entrusted to a purchase board at the district level, which will purchase the requirement of a district on the basis of indent given by a district officer. In that case, it may be possible to supply the materials quickly and efficiently at the centres. Besides, shortages in the supply of materials at the centres, if any, can be removed quickly by taking advance action.

4. Establishment of a resource centre specially for production of suitable teaching and learning materials suited to the adults and organisation of training and research is an integral part of the implementation of the programme. At present all works, which were supposed to be done by the centre are being done by the departmental officers. But this arrangement cannot be a substitute for a well organised agency assigned with specific works. It is therefore suggested that, the centre be setup without further delay.

5. 1) The quality of teaching depends on the quality of training given to different functionaries. There is a scope for improving the quality of training specially at the instructor's level, where it should be made more intensive. The present training period of 14 days duration should be extended to 21 days as per norm of the Govt. of India.

ii) As compared to the responsibility given to the instructors under the programme, the honorarium paid to them is considered to be very nominal i.e. only Rs. 50/-p.m. This should be increased to at least 100/- and contingency paid to instructors should be raised to 30/- instead of Rs. 20/- as at present.

7. There is a scope for improvement in the content of the syllabus. To make it interesting and attractive, it is suggested that cultural, recreational, and vocational items be added. Local needs, aspirations and customs should also be taken into consideration while improving the syllabus. One or two days may be allowed in a month just to encourage local culture by the learners themselves.

8. To assess the performance of learners at the end of the programme, usually a simple written examination test or departmental assessment is made. In certain projects, grade system is also introduced. It is suggested, that, examination system, specially grading system need not be encouraged, as it will serve no purpose. Departmental assessment alone may be considered sufficient.

9. For success of the programme, adequate cooperation from different development departments is a must. At present cooperation and involvement by these departments is not at all adequate. It is only voluntary and casual. It is therefore suggested that suitable ways be devised to ensure regular, timely and adequate participation of these departments in the programme.

10. i) The adult education programme is a peoples' programme, where the entire community is involved. It is therefore necessary that modern mass communication media such as film show, cinema, radio are used extensively for the benefit of the masses. Besides cheaper means of mass media such as publicity, propaganda, organisation of meetings, discussions, distribution of pamphlets etc. will be very helpful. But in the project areas, such measures were found to be very much inadequate and ineffective. It is therefore suggested, that proper extension machinery be developed to undertake these measures effectively among the masses.

ii) It is suggested that, books, bulletins, including posters be published adequately on matters of day to day importance, suiting to the tastes, needs and interest of the learners, and be made available in rural areas for the benefit of the adult learners.

iii) For publicity purpose, it is suggested that, one cinema unit may be attached to each district. It was observed that, a number of cinema equipments belonging to Social Education Department ^{were} lying unattended in the C.D.blocks in Coalpara District. Such equipments may be advantageously used for the benefit of the masses after getting them repaired.

iv) Field level functionaries of various development department may also be instructed to visit adult education centres, and deliver talks on various aspects and also to organise practical demonstrations.

13. To develop and improve functionality, some of the adult education centres may be selected by each department by making the neo-literates beneficiaries under the programme. This will provide immediate practical training and financial benefits to them and will be a great impetus to the programme, as the progress of these neo-literates will be watched, if not by the whole village, at least by the 30 persons attending the centres.

14. Taking into consideration the vast areas of the project, and undeveloped means of communication, it is suggested that the project officers may be provided with some cheaper means of transport or financial assistance in the form of loan etc. to enable them to purchase their own transport.

15. To improve the lighting arrangement at the centres, it is suggested that, instead of two or three hurricane lamps, one petrolmax be provided for the benefit of learners. At present, difficulties are usually faced by the centres due to inadequate supply of lamps. Even if the full quota of lamps are supplied to a centre, the light will be considered insufficient.

16. A number of adult education centres are functioning in private houses due to non-availability of institutional buildings like schools, clubs etc. In most of them, space is not sufficient to accommodate 30 learners. Moreover, there is ^{no} seating arrangements. It is therefore

suggested that, in centres, which function in private houses, some arrangements for providing mats etc. be made for use of the learners.

17. Post literacy and followup measures have been envisaged under the programme to ensure that, what an adult learns at the centres is retained and developed further. Such measures are hardly taken up now. Without such measures, it is apprehended that, literacy will again lapse into illiteracy. The district and project officers may be entrusted to take up these measures for which guidelines may be worked out accordingly.

Annexure -I

Districtwise population and literacy.

(in lakhs)

District	Population			percentage of literacy		
	Total	Male	Female	Total	Male	Female
1	2	3	4	5	6	7
1. Goalpara	22.25	11.54	10.70	22.9	30.6	12.7
2. Kamrup	28.54	15.10	13.44	28.8	38.8	18.0
3. Darrang	17.36	9.20	8.16	22.8	31.0	14.1
4. Nowgong	16.81	8.85	7.96	28.9	37.5	19.6
5. Sibsagar	18.37	9.75	8.63	36.6	45.0	27.2
6. Lakhimpur	7.12	3.77	3.35	28.9	39.0	17.5
7. Dibrugarh	14.11	7.59	6.52	30.5	38.1	21.6
8. Cachar	17.14	8.91	8.22	30.6	40.4	19.4
9. Karbi Anglong	3.79	2.02	1.77	19.2	27.6	9.5
10. N.C. Hills	0.76	0.41	0.35	27.3	34.6	16.3
Total	146.25	77.14	69.10	28.1	36.7	18.6

Annexure -II

Districtwise Adult Population and illiterate adults to be covered under the programme.

District	(population in lakh)				
	Total population	No. of Adults in the age group of 15-35		No. of adults to be covered under the programme	
		No.	% total population	No	% (col 3)
1	2	3	4	5	6
Goalpara	22.25	6.83	30.69	5.40	79.06
Kamrup	28.54	8.58	30.06	4.88	56.87
Darrang	17.36	5.20	29.95	3.00	57.69
Nowgong	16.81	5.04	29.98	2.87	56.94
Sibsagar	18.37	5.51	29.99	1.98	34.30
Lakhimpur	7.12	2.13	29.91	1.19	55.86
Dibrugarh	14.11	4.41	31.25	2.37	53.74
Cochar	17.14	5.15	30.04	2.95	57.28
Karbi Anglong	3.79	1.14	30.07	0.65	57.01
N.C. Hills	0.76	0.23	30.26	0.13	56.52
Total	146.25	44.22	30.25	25.33	57.28

Annexure -III

Projectwise coverage of centres.

District	Project set up	No. of centres proposed & setup					
		1979-80		1980-81		1981-82	
		Proposed	setup	proposed	setup	proposed	setup
1	2	3	4	5	6	7	8
1. Kamrup	10	1000	1000	1000	996	1000	972
2. Goalpara	8	800	600	800	600	800	798
3. Sibsagar	6	600	205	600	600	600	600
4. Nowgong	4	400	400	400	400	400	393
5. Dibrugarh	3	300	200	300	100	300	296
6. Lakhimpur	3	300	100	300	300	300	200
7. Darrang	4	400	400	400	300	400	390
8. Cachar	5	500	500	500	453	500	4
9. Karbi Anglong	3	300	100	300	300	300	299
10. N.G. Hills	1	100	100	100	88	100	89
Total	47	4700	3605	4700	4237	4700	4048
			(76.70%)		(90.14%)		(83.12%)

NIEPA DC



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