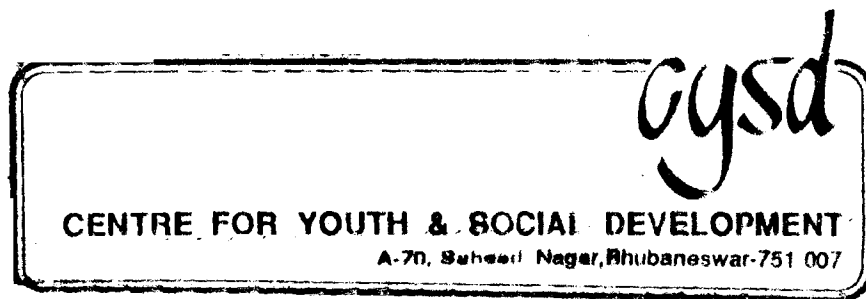


EVALUATION OF ADULT EDUCATION PROGRAMME IN ORISSA

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EVALUATION OF
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THE STUDY SPONSORED BY:
MINISTRY OF HUMAN RESOURCE DEVELOPMENT
GOVERNMENT OF INDIA
NEW DELHI

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P R E F A C E

After 49 years of independence, when we claim to have made a significant achievement in the field of creating trained manpower to handle massive computerisation and feel proud to be competent to cope up with 21st century we forget that more than 437 million illiterates adorn our country which is the single largest number of illiterates of the world. According to a World Bank study if the efforts of eradicating illiteracy are frozen, India will soon account for more than half of the world's illiterates.

Literacy is an indispensable component of HRD. It is an essential tool for communication and learning as well as for acquiring and sharing of knowledge. A nation's socio-economic development remains illusory until efforts are made to wipe out illiteracy. Against this reality, National Adult Education programme was launched in 1972-79 as one of the alternative instruments to wipe out illiteracy. In recognition of its vital role adult education particularly in the age group of 15-35 years, was included as a part of the Minimum Needs Programme launched since 1978. The programme was intended to serve as a powerful vehicle for covering the country's illiterate from being a drag on development into an engine of development.

In the Indian context the meaning and adoption of AE have appeared in different forms in different times and have been designed in different names such as Night Education (1948), Social Education (1951), Farmer's Functional Literacy Programme (1966), etc.

It is for the first time that the rising tide of illiterates in all age groups and especially in the adult age group has

become a matter of national anxiety and concern. It was also rightly conceived that the war against illiteracy cannot be fought by the individual efforts of one Ministry or one Department or one Agency alone but has to be the concern of the whole nation. It is with this concern that a National Literacy Mission was launched by the Government of India on 5th May, 1988.

While the objectives of the NLM are laudable, constraints are likely to arise which may hinder the constant monitoring and evaluation of the Mission for efficiency and effectiveness of its management. The NLM strategy also highlights the importance of concurrent evaluation for remedial action and effective implementation of the programme. A proper evaluation can trace out the pros and cons of the programme. The present study was accordingly carried out at the instance of the National Literacy Mission Authority, Ministry of HRD, Government of India with a view to identifying the problems and suggesting suitable remedial measures for better implementation of the programme, in Orissa.

First of all, we express our deep gratitude to National Literacy Mission Authority (NLM) for having entrusted CYSD to undertake the evaluation project in the State of Orissa.

We are also immensely grateful to Directorate of Adult Education, Director of State Resource Centre, Zonal-Director NYK and their staff for their timely cooperation and valuable suggestions at the time of data collection and towards the completion of the study.

We also extend our sincere thanks to the District Collectors, District Adult Education Officer, Project Officers, Youth Coordinators, Voluntary Organisations and their staff for

their estimable cooperation which they extended to our Research team during the primary data collection.

To add to the list of those to whom we are immensely indebted ~~to~~ in this regard include Prof. P C Mohapatra, Prof. Satrughna Nath, Mr Indubhusan Mishra, Dr D C Mishra and Mr G C Mohapatra, Director, Adult Education. We deeply value and acknowledge for their constant encouragement and guidance. We must thank our project staff and computer staff for their ungrudging support and help to complete the evaluation in time

Lastly we express our sincere gratitude to Dr M Seetharam and Dr Anup Kumar Dash, who were instrumental in planning and organising the study in a scientific manner.

We sincerely hope that the findings of the study will be useful to all concerned who are involved in the formulation and implementation of policies and programmes related to Adult Education. We also ardently hope that the specific suggestions and recommendations made in the report will be helpful in the efforts being mad to improve the overall functioning of the Adult Education Programae.

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AUGUST 1990
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A P P E N D I X

YEAR-WISE ENROIMENT OF ADULT LEARNERS

(Through RFLP and SAEP)

YEAR-WISE ACHIEVEMENT OF LEARNERS IN
ADULT EDUCATION PROGRAMME

(Through RFLP and SAEP)

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LINE GRAPH OF YEAR-WISE ACHIEVEMENT OF
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EXECUTIVE SUMMARY

BACKGROUND INFORMATION

The NLM, which began in the wake of the declaration of the National Policy on Education (1986) has a special significance for the State of Orissa. Orissa is a relatively backward State of India; and with a population of 26.27 millions (1981 census), which works out to 4.01 per cent of the total population of India. The state is overwhelmingly rural and has a sizeable tribal population (24 Per cent). Above all, it is characterised by a high rate of illiteracy.

The literacy rate of Orissa is 34.12 per cent which is lower than the national rate of 36.12 per cent. Within the state there is a wide disparity between the male and female literacy which is 47.29 and 21.11 per cent respectively. The difference between urban and rural literacy is also striking. The rate of urban literacy is 54.77 per cent whereas it is only 31.49 per cent for rural areas. The literacy rate among backward communities is lower than the state average. Thus the literacy rate among the scheduled castes is 22.41 per cent whereas it is only 13.98 among the scheduled tribes. Geographically speaking the coastal plains registered a much higher rate of literacy (with the district of Puri recording the highest, i.e. 45.50 per cent) compared with the in-land districts of the state (with Koraput having only 16.13 per cent literacy, the lowest in the state). The number of illiterates in the 15-35 age group was 5.3 million in 1981. Against this background, the NLM was launched in the state to cover 5.3 million illiterates in the 15-35 age group by the year 1995. Apart from the kit-based programmes through MPFL, multipronged actions have been taken to implement the NLM

through the central based programme by the five agencies in the state: RFLP, SARP, VA, NYK, and UGC

This study, Commissioned by the National Literacy Mission Authority, Ministry of HRD, Government of India, attempts an evaluation of the programme in the State of Orissa. This report is based on the information which we obtained both through the primary and secondary sources. The primary data were collected through observation and interviews held with the learners as well as different categories of functionaries of the programme besides group discussions. Our major findings and suggestions are summed up below.

OUR FINDINGS

- The strategy for AEP follows an area-based approach in the state. Seventy blocks (out of 314 in the state) were originally identified for full literacy by 1990. Out of these, Action Plans for 30 blocks have already been prepared and rest are under preparation.
- The erst-while adult education projects already in operation at the time of introduction of NLM were brought under the coverage of NLM. This was necessitated by (i) availability of infrastructural facilities and (ii) a favourable social climate in the village to run the programme. Thus in Orissa a contiguous approach has been followed in selective centres with an approach to complete the ongoing programmes undertaken by the various agencies in different areas to the NLM.
- The ARP is handicapped by untimely flow of funds. The delays and irregularities in terms of payment of salaries, provision of equipment and other inputs often

tend to adversely affect the performance of the programme.

The DAE officials are conducting regular inspections of the programme. Schedules of inspection are usually drawn up one month in advance. Normally, every officer from the Directorate goes out to the field for supervision 5 days a month. The DAE officials also often attend the DLM meetings.

The DAE is anxious about the success of the performance. It tries to control the situation of poor performance (wherever it is below 60 per cent) by administrative measures and by repeatedly stressing the accountability of the concerned officials.

The State Literacy Mission Authority was formed in Orissa in 1989 as per the guidelines of the NLM. While the general council of the SLMA met only once, its executive council met thrice. The SLMA was formed with an intention to give an impetus and autonomy to the programme while saving it from the routine bureaucratic bottlenecks. In the absence of adequate powers and decentralisation of authority and requisite political will, the SLMA has not been able to play a very active role in monitoring the programme and functioning as a forum for the redressal of the problems for smooth implementation of the programme.

Coordination of the AE programme with other developmental agencies especially at the grassroot level is poor. Partly on account of being a worker with low qualification compared to the functionaries of other departments, and partly due to the non-recognition of the vital role of adult education by other agencies, and also

'because of his/her lack of interest, commitment to the programme the grassroot functionary is often unable to bring the various other developmental agencies together on the platform of the AE centre. As a result the participation of various development functionaries in the AEP has been far from satisfactory.

The evaluation of learning outcomes has been usually summative in nature, conducted at the end of the programme. Though the guidelines specified that evaluation be taken up at the end of 4 months, this was not being done in most cases. Realising the need for a participatory, non-threatening and confidence arousing evaluation of learning outcome, the SRC has recently evolved a new objective method of evaluation to be conducted by the local high school headmaster/teacher. This new system, already experimented upon by the DAK twice, is found to be rather more credible.

Instructors are usually drawn from the local communities. The educational qualification had to be relaxed in the case of a large number of instructors because persons having the requisite qualification are not locally available, particularly in interior areas, and the problem is more acute in case of women and in backward areas. None of the instructors and preraks received any pre-service training. However, two thirds of instructors have undergone inservice training in the state. The JSN Preraks, on the other hand, were not trained until recently, when the SRC completed its first training programme in April 1990 in which Preraks of all the JSNs (except those of the JSNs which were operating without AE Centres) were given a 10-days training.

The present system is a system of a two-step flow of training: the first step being a training for master trainers who, in turn, train the instructors and preraks in the second step. One of the serious problems in this two-step flow of training is the loss of transmission in the training input at the second step. Again, while the methodology of training for each step is designed to be participatory, it is hardly made participatory at the second step.

During its short existence the SRC has done commendable work in providing training and technical resource support to the AK programme; it has brought out valuable reading materials, training aids/documents, for the learners. The pedagogical inputs/components in the learning materials, as envisaged by the NLM, should be enriched further.

As a part of the pre-literacy motivational drive, the SRC has brought out posters/slogan pamphlets/banners, stencils, etc. It has also come out with a guide book for organising Jatthas. All these materials are used for a pre-literacy motivational drive at the project level. However, they have not made the expected dent upon the rural mind.

In the teaching-learning process literacy (in the sense of the 3R's) assumes primacy to the neglect of functionality and awareness. The learners hardly develop along the dimensions of functionality and awareness. Moreover, the instructors are neither trained nor equipped with the requisite skills to impart functionality to the adult learners. The NLM also does not provide any inbuilt support in this regard. Functionaries of other development agencies seldom visit

The AE centres as a result, there is no integration, between adult literacy and vocational inputs.

Due to several reasons the drop-out rate is high. Especially in the tribal areas, there is a pattern of seasonal migration among the people due to economic reasons. For example, in Koraput and Phulbani, learners usually out-migrate during the period from February to September. This tends to completely disrupt the conduct of the AE programme as per the prescribed pattern.

Enrolment of the scheduled castes and scheduled tribes in the programme during 1988-89 was 35.1 per cent of the total learners enrolled, though they constitute an overwhelming majority of the illiterates. Comparatively speaking, womens' enrolment ratio in the programme was marginally better (51.9%) than males in 1988-89.

The involvement of the Panchayats was found to be largely limited to: (i) the Sarpanchas were involved in the selection of instructors and preraks for the AE centres and the JSNs; (ii) Sarpanchas were associated in the selection of the places where AE centres and JSNs were to be opened. The VECs are not active except for participating in the selection of the instructor for the centre. Many of the members of VEC are ignorant about their role in AEP.

The centres managed by the NYK and the VAs are able to capitalise on the local animators operating in the area better, who, in turn, also evince keen interest in the supervision and operation of the AE centres with the support from the local community. The NYKs particularly used the services of the NSVs also in this direction.

However, this advantage was not available for the RFLP and SARP centres. It is noticed that the Mahila Mandals and Youth Clubs are not either formally or informally associated with the VEC or the management of the AE centres in many places. The experience of the NYK managed centres amply brings out the vital role of these associations/organisations of the people, particularly of the youth, in motivating the learners and in fulfilling the ideals set by the NLM.

Our data suggest that about fourteen percent of the ex-learners have completely relapsed into illiteracy already while approximately half of the ex-learners appear to be in the process of quickly relapsing into illiteracy and would join the rank of the illiterates soon unless steps are taken immediately for a post-literacy support for them

- The involvement of the neo-literates, and especially the women, in the JSN is found to be marginal. Further the benefits of a JSN are limited to the village in which it is located. Non-availability of the minimum facilities is a factor for which JSNs fail to attract the neo-literates.

OUR SUGGESTIONS

- Since the wider prospective in which the NLM has been launched is not yet widely understood, there is the danger of the untrained Preraks/Instructors initiating traditional methods of instruction to the learners making it almost impossible to incorporate the new ideas and inputs that they may pick up during a subsequent training. It is therefore, necessary that no

'Instructor/prerak should be appointed without prior orientation and regular training to be incharge of any programme.

Short-term orientation training workshops need to be offered by the SRC for functionaries of other development agencies closely allied to the AEP. Currently it is also required to evolve a mechanism by which the SRC will be in a position to communicate with other established training institutions such as the SIRD, Extension Training Centre, the Academy of Administration etc. to introduce inputs related to AEP as part of the refresher programmes offered by these agencies to functionaries of development departments at lower, middle, and higher levels. This would assist to a large extent in bridging the gap as far as inter-agency coordination is concerned for imparting functional and awareness inputs.

The selection of grassroot level functionaries could be done in an unconventional manner, preferably in a camp situation, to tap the energies of enthusiastic, dynamic and committed local individuals as instructors. Wherever necessary if the persons identified do not possess the required literacy and other skills specially in backward areas, crash courses to train the instructors and to bring them to the required proficiency level should be organised.

The honoraria of the instructors and the preraks should be increased. At the same time, regular and timely payment of the honorarium should be made to the concerned functionaries. Apart from the honorarium, it should also be ensured that supply of other materials and funds are made regularly. The bureaucratic channel through which

the money flows should be made short and flexible. The central government should release part of the money in advance in the form of bloc grants to the DAE directly to avoid the delay in the receipt of money on the part of the DAE.

The norm for assigning the number of centres to every prerak needs to be modified. The density of population and the inter centre distance should be kept in mind while fixing norms for the number of centres under a prerak in the urban, rural and tribal areas. Generally, we feel that the number of centres to be supervised by a prerak should be reduced in case of rural areas and especially so in tribal areas. What is desirable in tune with the spirit of the NLM is to make the work norms more realistic to avoid fake reporting of achievements.

The Village Education Committees do not serve the purpose for which they were created. It is extremely important to reactivate the VECs by reorganising and restructuring them. The norms in this regard have to be carefully redesigned. It is also advisable to start with a training-cum-orientation programme for the members of the VEC.

Supervision of the AE centres should be made a joint responsibility of the VEC and the prerak. While the VEC should ensure the regular conduct of the classes and attendance of the instructor (it may be possible for the members of the VEC to visit the centre regularly by sharing responsibilities among themselves), the prerak should focus more upon the completion of the monthly reports, guidance to the instructors, supply of teaching-learning materials, etc. This involves a reorganisation

' ' of the structure of responsibilities for improved field level implementation of the programme.

A sub-committee of DLM on coordination with representatives of various agencies engaged in implementation of AEP in the district is required. This would help pool the resources and experience of VA, RFLP, SAEP and NYK together to realise full literacy goal better.

The State Government should evolve viable mechanisms of linking the programme with vocational training and skill development programmes of the different departments and agencies, such as, industries, DRDA, TRYSEM, DWACRA, Shramik Vidyapiths, etc. and the AEP should incorporate functional component into the scheme itself.

While emphasizing a greater involvement of the NGOs in this programme and transfer of responsibilities to the village level associations, it is very important to redesign the criteria for selection of agencies for implementing this. For example, at the local level all the voluntary agencies are not equally competent to run this programme successfully due to lack of ideological perspective, value commitment, and techno-managerial ability to undertake such a massive and important programme on a sustained basis. Therefore, the managerial capabilities of the agency, past performance of the agency in similar programmes, the trust it enjoys from different groups/factions in the community and its ability to pull together different other similar bodies/clubs as well as the government departments should be taken into consideration rather than arbitrarily selecting voluntary agencies to run this programme.

Agencies which are already doing some other development programmes, should be given this responsibility so that they can have the advantage of linking this programme with other development programmes they are running.

The SRC should collaborate with potential and capable voluntary organisations for training the various personnel engaged in supervision and implementation of the AE programme in the state. This would considerably reduce the pressure on the SRC for meeting the training requirements of a large number of personnel during a regular calendar year. While apportioning the training load to the voluntary agencies will eliminate the problem of training backlogs, the VAs may also provide innovative inputs in the content and method of training

Use of computers could help in providing quick and authentic information of the AK programme at all levels in the state for a more efficient monitoring and also in providing a feedback for corrective action. The experiment of the DAE in this regard in Kalahandi district should be extended to other districts as well. As a corollary to the introduction of computers, the State Government could constitute a working group to identify and formulate a set of simple, reliable and meaningful indicators to assess the performance of AEP in terms of functionality, awareness, literacy, personnel, training, etc.

While providing more facilities at the JSN, it is also necessary that the programme content of the JSN should focus on problems/issues related to the life situation of the people. The JSN as well as the AEC should become the focal point of all developmental activities in the

.....
village. The JSN should become a forum where the villagers and the change agents/development functionaries meet regularly to discuss various issues and problems facing the villagers. Such exchange of ideas and experiences would eventually throw up alternative agricultural practices, alternative health care, alternative sources of energy etc. appropriate to the locality. The area of operation of a JSN should be reduced.

A comprehensive strategy in a mission oriented spirit has to be evolved with time bound goals, sub-goals, resource flow, distribution of responsibilities, etc. to make all the illiterates in the state literate by the turn of the century. A beginning has already been made by the state by launching a frontal attack through a movement to make the entire population literate in the backward districts of Kalahandi and Bolangir by 1995.

Environment building is a pre-requisite to the success of the NLM. Mass mobilisation and voluntarism are the cardinal principles around which the entire NLM has been structured. Some effort has been mounted to that purpose. Yet the environment does not appear to be sufficiently surcharged to give the needed fillip to the AE programme. Thus, there is still a great need for further building up the environment so that the AE programme becomes auto-catalytic and self-sustaining.

CHAPTER I

INTRODUCTION & METHODOLOGY

Literacy, as a qualitative attribute of the population, is one of the most important indices of the socio-economic development of a society. It is a major component of the human resource development and is thus basic to any programme of social and economic development. In recent years, there has been a growing realisation among policy makers and planners that development would never become self-sustaining unless it is accompanied by corresponding changes in the attitudes, values, knowledge, and skills of the people as a whole and that the only way this change can be accomplished on a grand scale is through education.

In the context of India, it is a tragic situation that illiteracy, as a mass phenomenon, blocks social progress, economic growth and all other components of development. Economic Growth with Social Justice, as envisaged in the Constitution of India, remains a distant goal. It is therefore, very strongly felt that the liquidation of mass illiteracy is necessary not only for promoting popular participation in the working of democratic institutions but also for accelerating the process of a self-sustaining development.

India was more non-literate in 1981 than in 1951 with the addition of about 137 million more illiterates. This happened despite the unprecedented expansion of the rate of literacy and despite many literacy drives and programmes. Though the percentage of literacy has risen from only 18.67 to 38.23 in the span of 30 years from 1951 to 1981, a faster growth of population has pushed the country further behind in its attempt to reach the goal of "literacy for all".

stitutions and individuals working more in isolation than in active collaboration with other agencies. They were often launched hastily, without the careful assessment of the needs and interests of adults, without awakening public interest or stimulating the desire to learn and without adequate provision for the follow-up work in the absence of which no lasting results could be obtained. It is, therefore, not surprising that they failed". Even some of the more recent programmes such as the Farmers' Functional Literacy Programme (FFLP) and the National Adult Education Programme (NAEP) suffered from some of the same weaknesses despite the fact that they had some degree of positive impact.

Thus, the attack on illiteracy is nothing new; but the magnitude, gravity and the urgency have increased immensely. Therefore it has been sought to reverse this trend of illiteracy through a massive national effort. Against this backdrop, the National Literacy Mission (NLM) has been launched.

THE NATIONAL LITERACY MISSION

The NLM was launched in May 1988 after the National Policy on Education was enunciated in 1986 with an emphasis on universalisation of elementary education. Whereas the earlier programme of NAEP was only a part of the government being administered through the existing formal structure, the NLM is a mission prodded by a political will, and thus, is a high priority programme with a more specific approach and goal. It aims at imparting functional literacy to 80 million illiterate persons within the 15-35 age group, 30 millions by 1990 and an additional 50 millions by 1995. The number of illiterates in this economically productive age group (from 15 to 35 years) increased from 91 million in 1951 to 110

' million in 1981.' On the basis of the trend analysis, the number is likely to go up to 116 million by 1991 and would decline to 110 million by 2001 A.D. It is expected to bring this number sharply down to only 12 million by the year 2001 with the intervention of NLM.

STRATEGY OF MISSION

- i) The key stone in literacy programme being motivation, NLM has been structured and oriented accordingly. Motivation would be systematically cultivated with the help of the Folk as well as the mass media of communication, the creation of local level participatory structure, taking out cultural caravans (Jatthas) etc.
- ii) Appropriate voluntary agencies are to be identified and more and more of them be involved.
- iii) Continuing programmes are to be qualitatively improved by application of proven S & T inputs, better supervision, suitable training and pedagogical innovations etc.
- iv) MPFL will be expanded and mass movement for literacy launched by involving educational institutions, teachers, students, youth, military and paramilitary personnel, employers, trade unions, etc.
- v) Mechanisms for post literacy and continuing education, particularly through establishment of Jana Shikshan Nilayams and better use of existing institutional facilities will be developed throughout the country.
- vi) Improving availability of standard teaching-learning materials through the structure of technical resource development at the macro and micro levels.
- vii) Extension of facilities for literacy learning, continuing education and vocational training to all parts of the country by 1990.



- viii) Undertaking technology demonstration in 40 districts for development, transfer and application of techno-pedagogic inputs.
- ix) Establishment of an effective mission management system to ensure the achievement of mission objectives.

The NLM, with the above objectives and strategies so clearly defined, is now being vigorously implemented throughout the country. As a mission to eliminate illiteracy within a definite time span, it has become a high priority programme in all the states of the country.

NLM IN ORISSA

The NLM has a special significance for the state of Orissa. Orissa is a relatively backward state in the Eastern Zone of India and has a population of 26.27 millions (1981 Census), which works out to 4.01 per cent of the total population of India. The state is overwhelmingly rural and has a sizeable tribal population (24% of the total population). Moreover, it is characterised by a high rate of illiteracy.

According to 1981 census, the literacy rate in Orissa is 34.12 per cent which is slightly lower than the national figure which stand at 36.12 per cent. And again, within the state, there is a wide variation between the male and female literacy which are 47.29 and 21.11 per cent respectively. The table shows the sex wise growth of literacy rates during the period of 1961 to 1981.

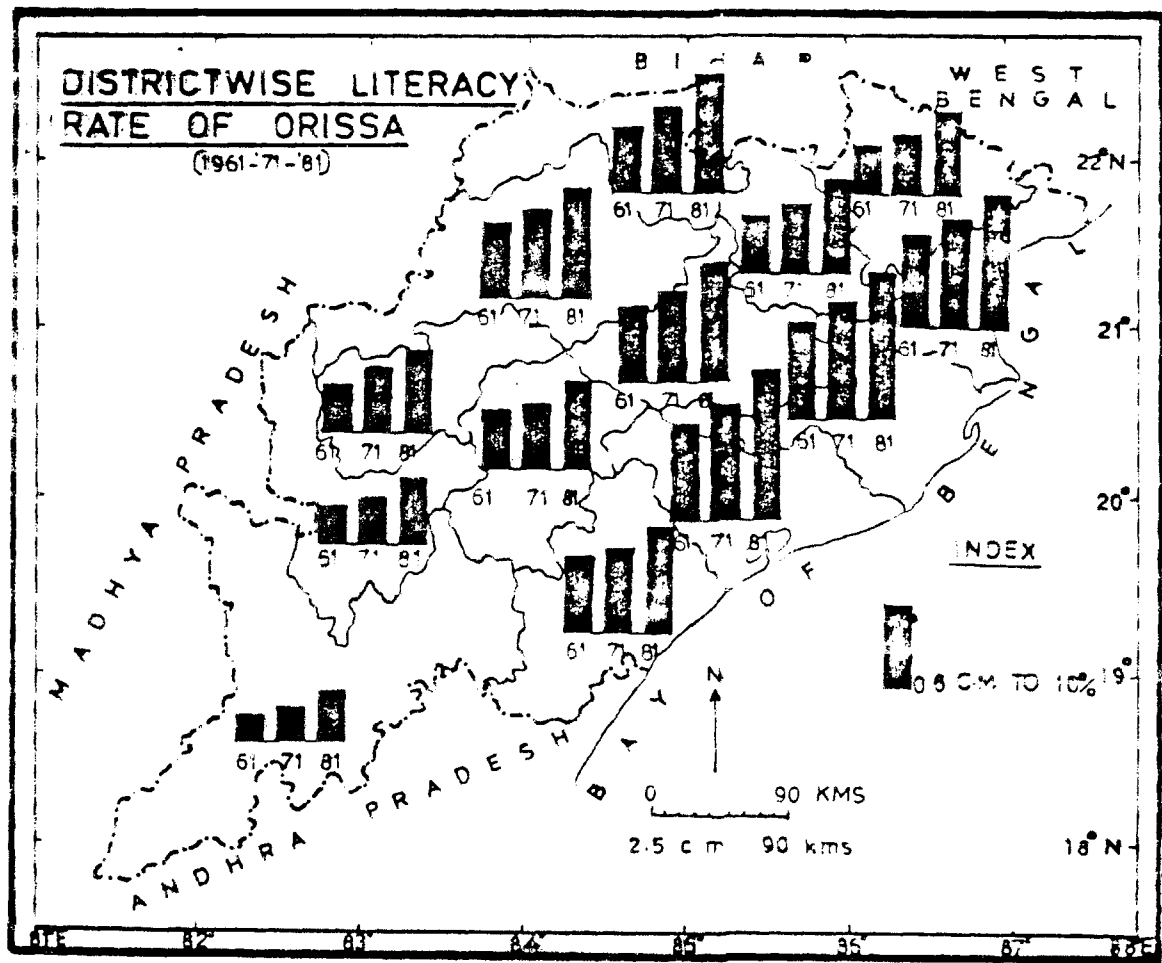


Table 1.2 : Growth of literacy in Orissa.

Period	Total	Male	Female
1961	21.66%	34.68%	6.64%
1971	28.10%	38.29%	13.92%
1981	34.12%	47.29%	21.11%

(Source : Census Report)

The literacy rate has considerably increased from 21.66 per cent to 34.12 per cent over the years between 1961 and 1981. The growth of literacy in the 70s has been better compared to that of the previous decade (1961-71). The gap between the male and female literacy was much bigger in 1961 compared to 1981. Although this gap is gradually getting reduced, it is still very considerable.

Table 1.3 : District-wise Literacy in Orissa (1981)

SL.NO.	DISTRICT	MALE	FEMALE	TOTAL
1.	Balasore	55.07	28.32	41.84
2.	Bolangir	39.92	11.54	25.76
3.	Cuttack	58.0	32.3	45.33
4.	Dhenkanal	51.4	21.39	36.7
5.	Ganjam	45.15	18.87	30.78
6.	Kalahandi	31.18	7.85	19.35
7.	Keonjhar	42.61	18.95	29.89
8.	Koraput	23.17	8.44	15.82
9.	Mayurbhanj	37.01	13.82	25.47
10.	Phulbani	41.98	11.28	28.61
11.	Puri	59.46	31.38	45.71
12.	Sambalpur	47.98	19.87	34.02
13.	Sundergarh	47.34	24.19	38.17

STUDY AREA

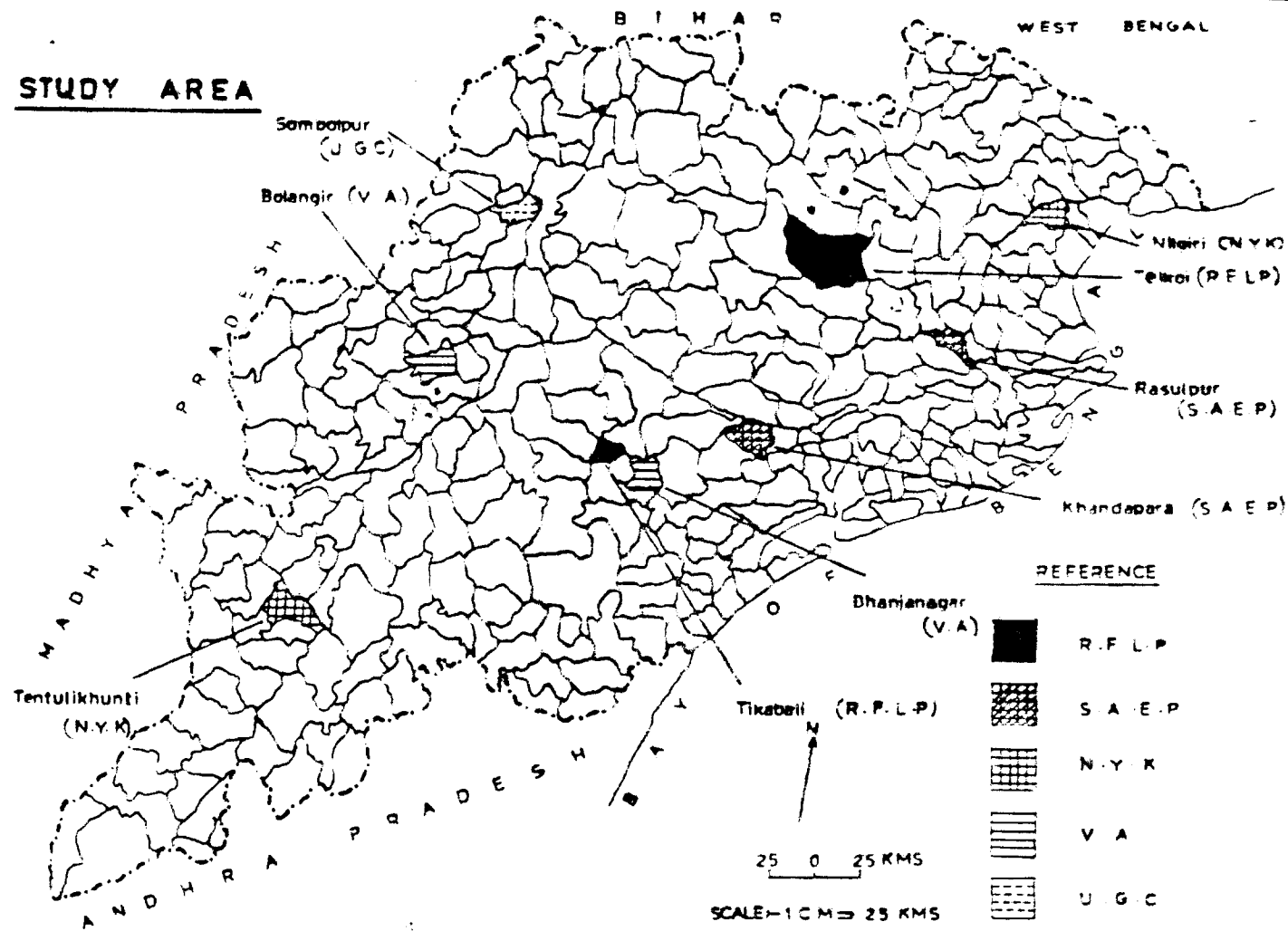


Table 4.4 : District wise Literacy Rate

Literacy Rate	Male		Female	
	No. of Districts		No. of Districts	
	1971	1981	1971	1981
Above 41%	4	9	-	-
40% to 31%	8	3	-	2
30% to 21%	2	1	2	3
20% to 11%	1	-	5	8
Below 10%	-	-	8	2

(Source : Census Report, 1981, Govt. of India)

There were only 4 districts in 1971 where the literacy among male was more than 41 per cent, but during the decade 1971-81 the number of districts increased to 9. Whereas, regarding female literacy, in 1971 there were 8 districts where the literacy rate was less than 10 per cent but during the last decade it decreased to 2 only (Kalahandi, Koraput). The coastal plains registered higher growth rate of literacy than the inner areas of the state.

In Orissa the number of illiterates in 1971 stood at 18.2 millions and this figure increased to 17.3 millions by 1981. Correspondingly, number of illiterates in the age group 15-35 shot up from 4.8 millions to 5.3 millions. The programme of Adult Education has, virtually, not been able to stem the tide of illiteracy. The achievement for the year 1978-88 has not been very encouraging, while relapse into illiteracy made the situation more difficult.

Prior to the NLM, the Adult Education Programme chiefly concentrated on basic literacy only. Project Officers of the

different schemes were operating in an independent manner and according to their own convenience. Though some voluntary agencies did come forward to participate in the programme, no central coordination was available for them. Supervision and evaluation were not systematic. Continuing education scheme spanned a short follow-up period, that could not check the enormous relapse into illiteracy of the neo-literates. The training of the field functionaries was more theoretical and traditional. Against this backdrop the new pattern of AE under the name NLM has been implemented in Orissa. The NLM programme has a time-bound objective to make literate 5.3 millions of illiterates in the target age group by 1995 in Orissa. To achieve the target, multipronged actions have been taken by the following agencies:

- i) Rural Functional Literacy Project
- ii) State Adult Education Programme
- iii) Voluntary Agencies
- iv) Nehru Yubak Kendras
- v) UGC assisted projects implemented through universities and colleges.
- vi) Mass Programme for Functional Literacy through other agencies like NSS, Trade Unions, Teachers' Organisation etc.

To cope with the problem two different types of approaches have been adopted for imparting literacy to the adults. One is the centre-based approach and the other is the kit-based approach. In Orissa, for the year 1988-89, all the agencies taken together, the target for enrolment has been fixed at 4.5 lakhs. The RFLP has the maximum coverage with 19 projects operating through 5700 centres with a target enrolment of 1,71,000 adults. It is intended to cover another 81,000 illiterate adults, through the SARP. 26 projects have been sanctioned for the voluntary agencies with a target enrolment

of 5400. The NYK and UGC, respectively have set their targets at enrolling 39,000 and 41,000 adult illiterates during this year while it is expected to cover 65,000 adult illiterates during this year through the MPFL. Thus the NLM has been implemented in the state of Orissa with high hopes and promise for eradication of illiteracy.

METHODOLOGY OF THE STUDY

The present study was undertaken with an intention to evaluate the NLM programmes in Orissa implemented by the various agencies. In Orissa, the programme of the National Literacy Mission (centre-based) is carried out through RFLP, SARP, VA, NYK and UGC. This evaluation study of the Adult Education Programme was done in accordance with the guidelines issued by the Government of India. The main objectives of the study were to evaluate the system of management and administration of the programme, its process of implementation, the achievement of learners through this programme, its impact on the neo-literates, and the follow-up and continuing educational programme. Keeping these broad objectives in mind, relevant data were collected from both primary and secondary sources. The main sources of the primary data were observation, interviews as well as group discussions. Interviews were held with different categories of functionaries and learners of the programme with the help of interview schedules. Separate sets of interview schedules were prepared for each of these categories of people and were administered to the sample population.

For the purpose of this study it was necessary to draw a sample of the projects, adult education centres, instructors and preraks, and learners. For this a multi-stage sampling technique was adopted in the following order:

- i) Selection of projects
- ii) Selection of centres

iii) Selection of beneficiaries

Besides a sample of the following categories of AE functionaries was also drawn:

- a) Instructors
- b) Supervisors (Preraks)
- c) Project Officers
- d) District Adult Education Officers

i) Selection of the Projects

As per the prescribed guidelines of the Ministry of Human Resources Development, the study was required to evaluate all the five types of agencies taking at least one project from each agency. For greater representativeness, more than one project from each category has been covered in the present study. Information was collected from the Directorate regarding the number of projects implemented by different agencies in the year of 1988-89. And from each category two current projects were selected for study. At the time of the selection of the projects, due attention was given to the tribal zones as well as the backward districts of the state (in terms of educational backwardness & rate of literacy).

Out of a total of 66 projects in operation in the state of Orissa, 11 projects were selected for the purpose of this study in consultation with the Directorate of Adult Education. These projects, which were selected for the present study included all the agencies implementing the programme (such as RFLP, SAEP, NYK, VA & UGC) covering 9 districts out of 13 in Orissa. It is to be noted that only one agency was selected from each district although there may be other agencies implementing the NLM programme there. However, in the district of Bolangir

... 3 projects run by the Voluntary Agencies were covered, thus raising the number of projects studied to 11 covering 9 districts.

ii) Selection of Adult Education Centres

After the selection of the projects, the second stage was to draw a sample of AK Centres from those selected projects for the purpose this study. We followed a broad pattern of covering 10 per cent of the Centres running under each of these projects on the basis of a random sample. Besides, for further information and for a comparative picture to emerge, we broadened the scope of enquiry by including 5 per cent of the centres that have already completed their 10 months tenure (Ex-Centres) under these projects in our coverage. However, depending on the exigencies of the field situation slight variations were made occasionally from the above scheme of coverage.

In the above process we covered 252 centres. The districtwise coverage of agencies and the number of centres covered from each of these agencies for the purpose of our study is presented in the following table.

Table 1.5 : District wise Coverage of Agencies and Centres.

Name of the Districts	Agency Selected for study	No. of Centres covered (Both Current & Ex-Centres)
Keonjhar	RFLP	43
Phulbani	RFLP	51
Puri	SAEP	48
Cuttack	SAEP	47
Ganjam	VA	10
Koraput	NYK	10
Balasore	NYK	9
Bolangir	VA	20
Sambalpur	UGC	14
TOTAL		252

iii) Selection of Learners

After the selection of the Adult Education Centres, the next step was to select a sample of the learners of the centres already selected for our study. It was thought appropriate to select, on the basis of random sampling, 10 per cent of the current learners from each running centre. This works out to 3 current learners from one centre. Besides, we thought it necessary also to contact one dropout from each running centre for the purpose of this study. Apart from that, we sought to cover the Ex-learners category by contacting one ex-learner from each of the centres selected in our sample. There was, of course, some deviation from this sample design due mainly to the problem of availability of the respondents. The agency-wise distribution of the actual coverage of the

'beneficiaries' that we could 'successfully interview,' is presented in the following table.

Table 1.6 : Agency-wise classification of the different categories of Learners interviewed.

Agency	Current Learners	Ex-learners	Drop-outs
RPLP	180	81	80
BAEP	184	55	59
NYK	59	-	10
VA	47	18	12
UGC	-	14	-
TOTAL	470	148	141

iv) Selection of Adult Education Functionaries

a) Selection of Instructors and Supervisors

Another important step following directly the selection of Adult Education Centres was to draw a sample of instructors of those centres and supervisors (preraks) incharge of those centres. We took a sample of 5 per cent of the instructors of the selected centres. Similarly, a sample of 25 per cent of the total Preraks under the projects selected were interviewed. Thus we selected a sample of 91 instructors and 40 supervisors (Preraks) for the purpose of this study. In the table given below we present the agency-wise break-up of the coverage of Instructors and Preraks.

**Table 1.7 : Sample of Instructors & Preraks :
Agency-wise breakup**

Agency	Instructors	Preraks
RFLP	30	12
BAEP	34	14
NYK	10	8
VA	12	5
UGC	5	3
TOTAL	91	42

b) Selection of Project Officers and DAEOs

As we moved up the hierarchy, we felt the necessity of covering the entire universe rather than drawing a small sample of the project officers and the District Education Officers (DAEOs). Thus we covered all the Project Officers of the selected projects and their corresponding DAEOs for study

DATA COLLECTION

The principal method of data collection was observation and interview as well as group discussions. Separate sets of interview schedules were designed for different categories of respondents, viz. current and ex-learners, instructors, preraks, project officers and District Adult Education Officers. The items included in the interview schedules were pre-tested and relate primarily to the questions and issues specified in the guidelines. Interview guides were used for guiding the discussion with the officials of State Directorate of Adult Education and the State Resource Centre. Data from secondary sources were also collected with the aid of carefully prepared proforma and programme outlines.

In order to make the data collection effective and scientific an elaborate action plan was prepared. Need based training for the research personnel in the art of interviewing and survey methodology was also arranged and an orientation programme was organised for them before the field work started. The field work began in September and continued until December 1989. Because of the general elections to the Parliament of India, the field work was disrupted for some time in the month of November.

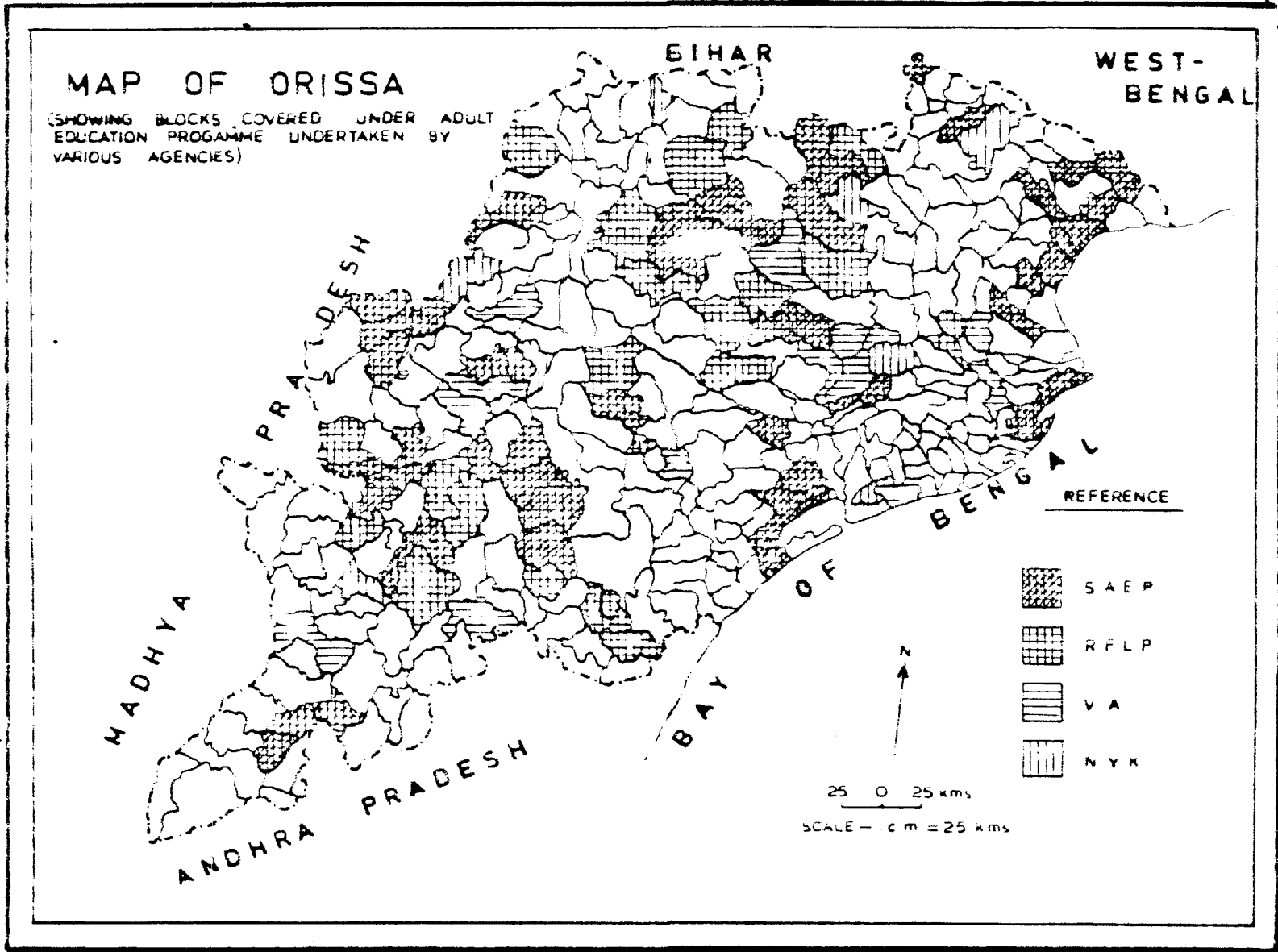
The secondary information was largely collected from the State Directorate of Adult Education and the State Resource Centre. The information was gathered through a painstaking perusal of the files, progress reports, monographs, periodical and notes prepared in these institutions regarding the districtwise progress of literacy, details of the Adult Education Projects including date of initiation, staff position, coverage and achievement, personnel position, etc. Information was also gathered about the periodicity of the meetings of the State Literacy Mission and allied committees which oversee the AEP and the follow-up action taken on their decisions. Information regarding the ongoing system and procedures related to the monitoring of the performance of the learners, the positioning of the personnel, training, supply of materials, etc. was also gathered. Details regarding the various types of learning material prepared for different levels of learners in terms of functionality, awareness, and literacy were obtained from the SRC. The centre also provided information regarding the status of induction and reorientation training of the AE functionaries such as Instructors, Preraks and Project Officers. Information about the production and distribution of audio-visual support materials for the AEP was also elicited from the SRC.

DATA ANALYSIS

The secondary data were collected and compiled in terms of the objectives set for the study. The primary data collected from the various categories of respondents were processed with the aid of personal computers excepting qualitative data. Initially the data were scrutinized for consistency and removal of errors. Using the software packages, simple tabulation and cross tabulations were undertaken. The major parameters for disaggregation of primary data were the type of AE project vis a-vis a selected variable.

LIMITATIONS OF THE STUDY

As per the guidelines of the ministry, only 5 projects in the ratio of one project for each type of agency was supposed to be selected for primary data collection. However, keeping in view the geographical variations and the need for greater representativeness, the present study covered 11 projects instead of 5 as recommended for a stronger empirical base. Nevertheless, limitations did arise in the course of the study. A major obstacle in the data collection exercise was the sudden announcement of the Parliamentary Election. As a result, there were great difficulties in terms of getting the time and cooperation of the concerned officials due to their pre-occupation with other duties related to the Elections. Another damper was a strike by the employees of the State Road Transport Corporation which crippled the public transport system, particularly to reach the interior areas. An enquiry into the level of literacy and functional competency as well as awareness of the learners before enrolment into the AE centre would have shed more light on the precise impact of the programme per se. The absence of such a study is a major limitation which makes it difficult to determine the impact of the programme. Although the study



covers 11 projects, they are all confined to the center-based programmes. Thus, one of the major limitations of the present study is that it does not cover kit-based programmes. The MPFL remains outside the coverage of the present study although significant achievement has been made through MPFL in the state of Orissa. However, we strongly recommend another evaluation study for the MPFL programme before it is expanded further.

AGENCY-WISE COVERAGE

Government Sponsored Projects

Both the Central and State Governments are running projects under this Adult Education Programme. During the year 1988-89, 19 Rural Functional Literacy Projects (RFLP) were managed by the Central Government while 9 State Adult Education Projects (SAEP) were run by the State Government. Later on, three additional projects were sanctioned under the State Sector. One of these three projects was opened at Narla in Kalahandi district and began working on the Gandhi Jayanti Day in 1989. The other two projects are at Soro and Athagarh.

Voluntary Organisations

Emphasis has been laid in NLM to motivate and involve more and more of voluntary organisations to implement adult education programme. Government of India directly releases funds to these agencies. But these VAs are supposed to function within the guidelines issued by the Government of India. Out of the sanctioned 26 projects only 19 were in operation at the time of the study whereas the rest 7 projects were to start soon. Nineteen voluntary organisations were engaged in implementing adult education programme during 1988-89 in Orissa. They organised 1250 centres and 37011 learners were enrolled in them.

Nehru Yuva Kendra

Nehru Yuva Kendra opened 1060 adult education centres in 11 out of the 13 districts of the state during 1988-89. Only two districts, namely, Cuttack and Phulbani have not been covered by the NYK. Funds are released to them directly by the Government of India.

DGC Assisted Projects through Universities and Colleges

Universities have also taken up this programme with the aid of University Grants Commission for adult literacy in different areas. Of the five universities in the State, three universities namely, the Berhampur University, the Utkal University and the Sambalpur University are implementing centre-based programmes from December 1989 through the Departments of Adult, Continuing Education & Extension. Prior to this only one university, i.e. the Sambalpur University was involved in a centre-based programme in the state.

Table 2.2: Agency-wise/District wise Distribution of AK Centres in Orissa(1988-89)

Name of the District	No. of Blocks Covered	RFLP	SARP	VA	NYK	TOTAL
Cuttack	10	300(29.4)	800(58.8)	120(11.8)	-	1020
Puri	8	300(38.0)	300(38.0)	130(18.4)	80(7.8)	790
Balasore	5	300(44.2)	249(38.7)	30(4.5)	100(14.8)	679
Ganjam	5	800(75.8)	-	90(11.4)	100(12.8)	790
Dhenkanal	10	300(31.8)	300(31.8)	250(28.3)	100(10.5)	950
Sambalpur	4	300(42.9)	300(42.9)	-	100(14.3)	700
Mayurbhanj	5	800(85.7)	-	-	100(14.3)	700
Keonjhar	3	800(85.7)	-	-	100(14.3)	700
Bolangir	9	800(48.8)	-	510(42.2)	100(8.2)	1210
Kalahandi	5	800(80.0)	300(30.0)	-	100(10.0)	1000
Sundergash	4	300(42.9)	300(42.9)	-	100(14.3)	700
Koraput	9	300(38.8)	300(38.8)	120(14.8)	100(12.2)	820
Phulbani	2	800(100)	-	-	-	800
TOTAL	78	5700(53.8)	2849(24.8)	1250(11.7)	1080(9.9)	10859

(Figures in parentheses indicate Percentage)

Source : Directorate of Adult Education, Orissa.

PLANNING

During the planning of the Adult Education Programme the policy makers carefully laid out the administrative structure of the programme. As a result of it an elaborate administrative structure exists at the national as well as at the state level. The policy statement and the outline of the *Nasr* have emphasised that suitable administrative structures should be created from the beginning (the preparatory stage of the programme). In fact, this was considered to be a pre-condition for evolving appropriate planning processes and for ensuring that the administrative structures were oriented to the objectives of the programme. In this chapter we have analysed the various aspects of the programme administration which relate to the planning and implementation of the Adult Education Programme. To evaluate the system of administrative procedures (both in the field and office level), we collected information from both primary and secondary sources.

DISTRICT PLAN

Preparation of action plan (both at the macro and the micro levels) is one of the most important strategies. Keeping this in mind, the Orissa Directorate of Adult Education has already prepared the District plans for some of the Districts and has also prepared many block level plans.

It is important to note that 40 districts have been identified all over India as technology demonstration districts. These districts were identified on the basis of their literacy rate and backwardness, twenty of them were to be wellendowed and twenty were to be lessendowed.

The district plans covered all the aspects of the areas, such as origin and historical background of the district, location,

topography, agro-climatic conditions, occupational structure, linkage network of the district inside and outside, post and telegraph facilities, administrative set up, inhabited villages, etc. The demographic features such as decadal growth rate, availability of skilled persons, socio-economic profile of SC, ST and Women, specially vulnerable groups among the SC, literacy, social disability, tribal population in the district, ongoing programme of adult education, the clientele, institutional support to the adult education programme, infrastructural support, environmental support, specific problems, etc. are also included.

Out of these 40 districts in the country, two districts in Orissa (Cuttack and Kalahandi) were identified as the technology demonstration districts. Cuttack is well-endowed with alluvial soil, high rainfall, high water-table, more irrigation, better agriculture, high productivity per acre of land etc, and has a network of educational, cultural, and scientific institutions and yet has a large number of adult illiterates with only 45 per cent literacy. Kalahandi is characterised by red morrum soil or black cotton soil, low rainfall, low watertable, poor irrigational facilities, poor agriculture and low productivity per acre of land, etc. It is one of the educationally most backward districts and has a very low rate of literacy (19 per cent) and a sizeable section of its population belongs to the ST community whose literacy rate is still lower. In view of these sharp contrasts, it was necessary to have two district level action plans prepared basing on the available profiles of these 2 districts.

BLOCK ACTION PLAN

The N.M emphasizes particularly on micro level planning to spread literacy in a systematic manner. In Orissa, in the

first phase, 70 blocks out of 314 were identified for full literacy by December, 1990. Out of these 70 blocks identified, action plans for 30 blocks covering all the districts have already been prepared. It has been decided in the last DAKO meeting to declare these 30 blocks as full literacy (as per NLM norms, full literacy in the 15-35 age group) blocks by the international literacy year. Action plans for the rest 40 blocks are being prepared.

Table 2.3 : Block-wise Literacy rate

Sl.No.	Magnitude	Literacy Percentage	No. of Blocks
01.	Very High	55 and above	03
02.	High	45 to 59	35
03.	Medium	35 to 44	77
04.	State average	34	11
05.	Medium low	23 to 33	100
06.	Low	14 to 22	88
07.	Very low	Less than 13	16

Various regional disparities do exist within a block, in regard to geography-topography, communication problem, cultural differences, etc. All the differences within a block are given importance. The block level plan is prepared through a process beginning with house to house survey. Then the data are aggregated at Gram Panchayat level which then are brought together to formulate the block plan. Plan is made for maximum utilization of infrastructural facilities by different agencies, such as, state project, central project, NYK Project, voluntary agency, and MPFL and universities.

In the planning strategy, the area-based approach has been followed in Orissa. Because of the area-based approach, it has been possible for a block-wise distribution of the programme among the various implementing agencies without any

overlapping. Although the projects often cover low literacy pockets of the district, the major considerations on the selection of the NLM projects were:

- i) Availability of infrastructural facilities for the AE Centre
- ii) Familiarity about the AEP among the local population.
- iii) Access to field support through AE instructors and preraks.
- iv) Rapport with the community.

Since the various agencies were implementing the AE programme in different places several years before the launching of the NLM, it was found that they had already created/developed the infrastructural facilities as well as the social climate in the villages to run the programme. Therefore, it was considered wise to distribute the NLM projects among the agencies in their respective areas of activity.

ORGANISATIONAL SET-UP

The present organisational set-up of NLM is designed for the smooth and effective implementation of the programme. On the recommendation of the Government of India, the Council of State Literacy Mission Authority has been formed under the Chairmanship of the Chief Minister and its executive committee has been formed under the chairmanship of the Secretary to the Government of Orissa in the Department of Education and Youth Services.

In Orissa, in pursuance of the National policy, some steps as mentioned below were taken before this council came into existence:

- i) A separate Directorate of Adult Education was formed with effect from 21.09.88 by the Government and its director was designated as the State Mission Leader.

- ii) State Resource Centre was reconstituted to provide the technological, pedagogic, training and research support to the entire programme.
- iii) 13 posts of District Adult Education Officer were created to strengthen the implementation of the programme.

STATE LITERACY MISSION AUTHORITY (SLMA)

The state literacy mission authority has been formed in Orissa in accordance with the NLM norms. It has a General Council and Executive Committee. It was envisaged by the NLM that the State Literacy Mission Authority would be the apex body of the state in the field of literacy and adult education. Further it was envisaged that the SLMA would enjoy autonomy so that the programme does not suffer from routine bureaucratic bottlenecks and redtapism. The SLM has the overall responsibility to prepare action plan as well as to implement and streamline the programme, procedures and standards keeping the overall objectives in view. But the SLMA does not enjoy autonomy and in the absence of adequate powers and decentralisation of authority and political will, it has not been playing a very effective and active role either in monitoring the programme or in functioning as a forum for the redressal of bottlenecks/problems. The General Council of the SLMA have met only once and Executive Council only thrice. We strongly feel that the SLMA should be made to play a very vital role through providing more powers as well as decentralisation of authority to the SLMA.

STATE RESOURCE CENTRE

The State Resource Centre (SRC) has been created in Orissa with an objective to provide academic and technical resource support to the programme. The SRC practically took off during 1988-89. It is incharge of planning and production of teaching/learning materials. Also, the SRC conducts the

to give clear advice to their subordinates at district and block levels to this effect. A subcommittee of DLM on coordination, with representatives of various agencies engaged in implementation of AEP is required to be formed. This would help pool the resources and experiences of VA, RFLP, SARP, and NYK together to realize the goal of literacy fully.

The District Adult Education Officer has three major responsibilities.

- i) He/She assists the collector in arranging coordination and in the various promotional activities;
- ii) He/She is expected to generally oversee and monitor the programme implemented by various agencies;
- iii) He/She is supposed to be the coordinator of the District Resource Unit (The DRU has not yet come to operation in Orissa). In this capacity, he/she would arrange for the necessary technical support, particularly in regard to training for the various project agencies of the districts.

There are 13 District Adult Education Officers in the State to coordinate planning and implementation of AEP in their respective districts. A peep into the background of the DAEOs in position suggests that they possessed varied experience and were new to the field of adult education. The functionaries have assumed the responsibility only during the recent past and need to be trained. Further, it is suggested that a suitable set of job content and qualifications should be evolved by the State Directorate in order to make the functioning of the AEP more professional.

PROJECT LEVEL

The entire AE programme at the project level is under the control of the Project Officer. So the Project Officer has very important responsibilities. He is at the same time a

planner, an evaluator, a teacher, and disseminator, of information, a generator of awareness, an administrator and a post-literacy worker. Thus, the Project Officer combines these several important roles in one. The efficiency and the smoothness with which he can enact this multi-dimensional role determines the degree of success of the project.

Observation of the organisation and management of the projects in the field has shown considerable variation between those managed by the VAs and the NYK on the one hand and those managed by the government directly on the other. A major difference relates to the average number of AE centres in their respective jurisdictions. While the government run programmes have around 300 centres per project, the average number of centres in a VA project is 60 and 100 in the case of NYK. Close observation and consultation with the learners and the field personnel point to the need for reducing the size of the government run projects, viz, RFLP and SAEP. The reduction of the size of the projects in terms of the number of centres would make them not only more responsive to the needs of the community but would also improve the efficiency of the project leader in terms of control, guidance and supervision. At the project level the RFLP and SAEP are often under great pressure of work due to shortage of manpower. A large number of posts are lying vacant for a long time which affects the project very badly. Besides, the project staff inadequate in respect of supportive staff (especially the class IV staff to run the errand).

While filling up these vacant posts, immediate steps need to be taken to strengthen the projects with more supportive staff so that this problem is solved and these projects run smoothly with full manpower.

VILLAGE LEVEL

Adult Education Centre is the grassroot level unit of the N.M. One centre is organised by an instructor for 30 learners. For setting up an adult education centre, a survey covering all the aspects of the village is conducted by the project functionaries. The number of centres to be opened in a village depends upon the number of illiterate adults therein. Project Officers were also asked during the interview as to how do they choose suitable place for the location of an adult education centre. Majority of them replied that they selected the AEC in consultation with the VEC and the local people. The number of adult education centres in a project varies from agency to agency. For central and state-run projects the number of centres is 300 while in NYK the maximum number of centres is 100. For voluntary agencies the number of centres varies from one agency to another. Usually in a project 50 per cent of the AECs are opened for Harijans/Adivasis and Women.

Unlike the government projects, the centre managed by VA and NYK had the advantage of local initiative and proper planning before the initiation of the centres with a considerable burden of responsibility shared by local associations/organisations.

THE VILLAGE EDUCATION COMMITTEE

In order that a sense of responsibility and some degree of voluntarism is developed within the community (so that the efforts at adult education are not understood as external stimuli only), a village education committee is formed. The Chairman of this Committee is the Sarpanch of the village and the instructor of the centre is the convener. The membership of the committee includes a local farmer, an elderly villager, and a teacher of the school situated in that village.

'The' VEC, 'in' 'addition' 'to' 'the' 'resources' 'provided' 'by' 'the' government would also mobilise its own local resources - human, financial, and physical. This involves systematic micro level planning. Village Education Committees have been formed for most of the centres as per the guidelines of the NLM. But their role was minimal. By and large the VEC do not serve the purpose for which they were created. Sometimes the VECs become politically-oriented, and sometimes members of the VEC developed vested interest. Yet in other instances village factions bear upon the VEC. It was observed that in the 151 current centres surveyed, the principal role of the VECs related only to the selection of instructors. Most of the VEC members are ignorant about their role in AEP.

In the case of some VECs, their role was minimal due to limited coordination between the VEC and the instructors as well as the preraks, thereby limiting community participation. It is, therefore, very important that steps should be taken to re-activate the VEC. As a body, the VEC should be concerned with the larger interests of the village by keeping itself above factions and politics. For this it is necessary to reorganise the composition of the VEC. This has to be kept in mind at the time of selection of members for the VEC. The norms have to be suitably modified for a restructuring of the VEC. It is also advisable to start with a training-cum-orientation for the members of the VEC. This would increase the level of awareness and expertise among the VEC members. Instead of remaining as a ritual body, the VEC could, then, be involved in the day to-day functioning of the AE centres.

With regard to effective supervision of the centres, a reorganisation of the responsibilities between concerned preraks and VEC could be made. Tasks related to ensuring regular conduct of the classes and attendance by the

Instructor could be delegated to the VEC members who could visit the centre regularly by sharing responsibility among themselves. On the otherhand, the preraks should focus more upon the completion of the monthly progress reports, giving guidance and advice to the instructors, supply learning materials, etc. This is also necessitated further by the fact that a number of preraks, especially in the interior areas had great problems of mobility to visit the centres regularly. Their area of operation was also too wide for monitoring of centres.

In a situation like this, the VEC should be vested with the necessary responsibilities to look after the day to day supervision of the AE centres in their concerned villages. This would imply a delegation of responsibility, currently vested with the preraks, to the VEC with local adaptations wherever necessary. Suitable guidelines need to be issued for holding periodic meetings of the VEC to discuss the problems and to take stock of the progress of the concerned centres. It should be mandatory upon the concerned preraks and instructors to attend these meetings.

ADULT EDUCATION CENTRE

The adult education centre is the nucleus, built up on the two cardinal principles of the NLM, namely, mass mobilisation and voluntarism. In the final analysis, it is the AEC where the goals of imparting literacy, functionality, and awareness to the learners are realised. The success of the programme, therefore, largely depends on the proper functioning of the AEC. The AEC, obviously, cannot function smoothly unless the minimum physical, material and social conditions are satisfied.

It was found that the exigencies of the field situation and the convenience of the instructors and the learners often make it imperative to open the centres mostly in suitable private houses. The classes are often held in open spaces. There are many centres without adequate sitting space to accommodate 30 learners. Women learners sometimes feel uncomfortable to come to the centre at night and more so if classes are held in open spaces. Another factor which becomes apparent is the caste dynamics which prevents lower caste people to gain entry into the centres located in the upper caste houses and vice-versa. The learners face special problems during the rainy season.

For the smooth and unhindered working of the AE centre, regular supply of learning materials and kits is extremely important. It was noticed that the learning materials were often supplied to the centres with great irregularity as also they were deficient in quantity. The instructor, who is in charge of the centre, could ensure a timely distribution of the materials to the learners only if he received them on time. As many as 33.3 per cent (nearly one-fourth) of the instructors complained during the interview that they did not receive the kits regularly on time. This problem was relatively less in the IXK and VA centres compared to the centres of the 3712 and 4412. Besides the supply of learning materials another problem noticed, was the non-availability of kerosene oil in fair price shops quite frequently in the villages. More importantly, there was considerable delay and irregularity in the supply of money towards the honorarium of instructors/preraks and purchase of materials such as kerosene. This delay is caused due to the long and elaborate bureaucratic channel through which money flows. The money which comes from the central government goes to the consolidated fund of the state and is channelled through the state government to the Directorate and down below. Thus

there is delay in the receipt of grants at the Directorate itself and this delay accumulates as the money flows down. As a result of this, the programme suffers seriously. Therefore it is very important to make this bureaucratic process short, easy, and flexible. One suggestion in this regard could be that the central government could give part of the money in advance in the form of a bloc grant to the DAK directly.

Timely payment of honorarium to the instructors' is vital for the programme's success. Under the prevailing situation, a low honorarium and that too paid irregularly, dampens their enthusiasm for work. We strongly suggest that the government consider an increase in the honorarium of the instructors and preraks while ensuring that the money and the materials are supplied regularly without any delay.

The NLM, while taking all illiterate adults into account, concentrates on the young illiterate adults in the economically productive age group of 15-35 and puts special emphasis on the relatively more deprived sections, namely the women and such deprived sections as the scheduled castes and scheduled tribes. Thus the NLM is very definite and specific in terms of its target and coverage. It is, therefore, of particular importance that the right people for whom the programme is intended, are enrolled in the AE centre, otherwise the resources and endeavours would be frittered away. It naturally follows that identification of potential learners is a crucial step before the opening of a centre. Although it is envisaged that identification of potential learners should be a collective effort (where the instructor, the village leaders, panchayats, members of the VEC, the local voluntary bodies such as the youth clubs/mahila mandals, each has a role to play), during our survey we found that

'identification' of the learners had become the primary responsibility of the instructors.

Table 2.4 : Identification of Learners by the Instructors.

Learners identified through	RFLP N=30	SASP N=34	VA N=12	NYK N=10	UGC N=5	TOTAL N=91
Personal contact	21(70.0)	24(70.6)	11(91.7)	9(90.0)	4(80.0)	69(75.8)
Panchayat co-operation	4(13.3)	8(17.6)	4(33.3)	2(20.0)	-	16(17.6)
Household survey	7(23.3)	10(29.4)	3(25.0)	4(40.0)	-	24(26.4)
Publicity/campaign meeting	10(33.0)	7(20.6)	3(25.0)	2(20.0)	4(80.0)	26(28.5)

(Total Percentage exceeds 100 due to multiple response pattern)

Although the instructors some times used more than one means of identifying the learners, the most commonly employed means was to identify them through personal contact. As high as 75 per cent of the instructors identified the learners through their personal contact. However, to locate the potential learners they also sometimes conducted household survey (as reported by 26.4 per cent of the instructors) and/or sought the cooperation of the Panchayats (as reported by 17.6 per cent of the instructors). We find that the role of the Panchayats in this matter is not so significant. Another 28.5 per cent of the instructors found the publicity/campaign meetings to be very useful in motivating the learners for enrolment.

Field observation of the centres indicates a deviation from the prescribed norms in terms of enrolling those who were less than 15 years of age. While no wrong motive could be attributed to the instructors for this, it points to the need for a proper synchronisation of the Non-Formal Education and

the Adult Education programmes into a unified pattern. This problem is more acute in places where there are no Non-Formal Education centers.

The high rate of dropout among the learners brings down the level of achievement and retards the pace of the programme. One of the main reasons of the high rate of dropout was seasonal migration. In the tribal areas, especially, in Koraput and Phulbani, learners usually out migrate during the period from February to September owing to economic reasons. This tends to completely disrupt smooth running of the centres. Another important reason was that young women get married and leave their parental villages for their in-laws' villages.

Besides the above factors, some of the other reasons which emerged during our interviews with the dropout learners are presented in the following table.

Table 2.5 : Reasons for Dropout.

Reasons	Male (N=87)	Female (N=74)	Total (N=141)
Inconvenient hours	13(19.4)	24(32.4)	41(29.07)
Irrelevant curricula	12(17.3)	7(9.4)	19(13.4)
Infrastructural problem	9(13.4)	5(6.7)	14(9.9)
Harvest season	17(25.3)	14(19.9)	30(21.2)
No direct Economic benefit	41(81.1)	28(37.8)	69(48.9)
Socio-Economic reasons	19(28.3)	22(29.7)	41(29.07)

(Total exceeds 100% due to multiple response pattern)

Besides, the common reasons like seasonal migration and marriage (and consequent shifting of home) among women, several other factors came to our sight when we analyse the response pattern of the dropout learners. Many of the learners do not see any direct and conspicuous economic benefit in the programme. Many others find it difficult to come to the AEC in the evening after a day-long hard labour and said that the hours are inconvenient to them. Similarly many others faced other social obstacles like casteism. While lower caste learners could not attend the centre running in the house of an upper caste person (and also the vice-versa) very conveniently, women had their own problems. Sometimes adult learners did not feel very comfortable to be taught by people who were much younger in age and/or lower in caste. Similarly, it was also found that learners had to discontinue going to the AEC during the harvest seasons when they go out to work in the field. The AEP failed to generate adequate enthusiasm among illiterates and the functionaries are not able to market the programme.

SUPERVISION AND MONITORING

Supervision and monitoring are very important aspects of the process of the administration of the programme. Through effective supervision and monitoring the programme moves along the expected lines and the deadlocks and bottlenecks are sought to be removed. It involves the whole hierarchy beginning with the Directorate and going down to the level of the AEC through the district and project levels. The methods of supervision of the programme by the Directorate are undergoing change to suit the emerging needs in the state. From 1989, the Directorate designed a format for inspection and review of the programme at project level which covers all aspects of activities and achievement of an AEC such as enrolment, attendance, supply of materials etc.

Schedules of inspection are drawn up in advance for every month. Although there has not been any fixed official rule to this effect, the usual norm developed was that every Directorate Official goes out to the field for supervision five days a month, whereas the District Officials are on field supervision about 15 days a month. The block officials job being more field oriented, they usually go on field supervision about three weeks a month. It is satisfying to note that the DAE Officials often go to the village level instead of confining the job of supervision to the district level only.

Besides, the DAE Officials often make it possible to attend the DLM meetings if they get the communication in advance. The reports and proceedings of DLM are regularly sent to the Directorate and at their level, the DAE Officials take steps to follow them up. They also extend the necessary cooperation, advice and suggestions. The DAE Officials seem to be extremely concerned and enthusiastic about the success of the NLM. They are vigorously streamlining and improving the entire process to tide over the weaknesses and loopholes experienced in the earlier AE programmes. The Directorate faces severe constraints due to its inadequate infrastructural facilities as well as insufficient manpower (especially, in terms of supportive staff). The DAE should be strengthened with larger resources, professionally trained personnel and others infrastructural facilities. This would facilitate the articulation of functions relating to monitoring, evaluation and planning, as also actualisation of micro-level bloc action plans that become difficult on account of these constraints.

The DAE Officials, when in the field, in addition to taking stock of the official situation and examining facts and figures, mix with the community, discuss the problems with

them, get their opinions and suggestions, which help avoid bureaucratic stagnation. The Directorate is also specially keen on getting feedbacks from the field through the reports and appraisals of the field officials. They also get these reports and appraisals from the field. However, sometimes the bureaucratic chain considerably delays the flow of information. The mechanism of monitoring of the programme is such that the DAE officials do not give attention to direct monitoring during their field visit. For monitoring purposes the usual bureaucratic framework prevails in which the DAE is linked with the grassroots only through the district and block levels. As we observed, the existing system of monitoring is largely input oriented and not so much output oriented. Although the programme is conceived to be flexible and unconventional, the steel framework of the bureaucratic structure has made its way in to the whole programme.

In case of the NYK and VA programmes, the delay due to the unwieldy bureaucratic machine is somewhat lessened through the flexibility in their cadres and their operationalisation. Besides, it was observed that they were able to capitalize on the local animators working in the area, who also evince keen interest in the supervision and operation of the AE centres with support from local community. One possible reason for this could be that the Nehru Yuvak Kendras have been in operation since 1972. With their long association with community service, they are better able to utilize their network of services. The NYKs particularly used the services of the NSVs in this direction. However, this advantage was not available for the RFLP and SARP project centres. As such the government programme had to rely exclusively on the network of preraks and instructors for supervision purposes at the local level. Another factor which accounts for a more efficient and effective system of supervision and monitoring

In the NYK and VA projects was the smaller number of centres in a project compared to that of the RFLP and SAEP.

Supervision needs more attention at the field level. As per the NLM guidelines, the preraks are expected to visit the AE centres within their jurisdiction at least twice a week. But it was observed that many of the preraks do not visit the centres as frequently as they are required to; and whenever they do, their visits are for the name of visit only. Little of their attention is focused on such other important aspects as building up motivation and conscientisation among the learners, eliciting greater community participation, involvement of other development functionaries etc. Neither are their visits very useful with regard to providing help and advice to the instructors for better functioning of the centres. Indeed, a majority of them failed to comprehend their role beyond a routine supervision.

In this context, it is suggested that the preraks have to be properly oriented by giving a more intensive training so that they develop the necessary competence for comprehending their role better and playing their part more effectively. Some preraks also expressed their difficulties in reaching the centres spread over a vast geographical area, especially in rural and tribal regions, with poor communication facilities. They wanted to be supplied with a bicycle and a torch in order to facilitate their mobility during night. It is also suggested that the NLM needs to revise its rules regarding the coverage norms for preraks in respect of the urban, rural, and tribal areas keeping in view the inter-centre distance. This would imply assigning less number of centres to the prerak in tribal and rural areas by reducing the area under their jurisdiction.

The DAE in its attempt to improve the achievements in the entire programme seems to be particularly concerned with centres having a very low performance. The DAE tries to control the situation of poor performance (especially where it is below 60 per cent) by stringent administrative measures and by enhancing the accountability of concerned officials. In our opinion while this is a welcome step, the administration, before taking punitive measures against officials, should also ensure that appropriate conditions and adequate infrastructural facilities prevail at all levels in order to register good performance.

The DAE, on its part, in order to assess the inadequacies in the programme caused by motivational bottlenecks, communicational barriers, organisational loopholes etc. is planning an indepth study. The SRC is entrusted to carry out this study. The SRC has just opened its research wing and is expected to come out with the study.

COORDINATION

Coordination means, negatively, the removal of conflicts, working at cross-purposes, and overlapping in administration. Speaking in positive terms, its aim is to secure cooperation and team work among the different sister departments within as well as outside an organisation. Coordination is a basic problem of administration. This problem is more important and complex in development administration as development involves team work among functionaries of different departments of the government as well as between the governmental and non-governmental organisations.

The success of the AE programme largely depends upon the internal as well as external coordination. Integration of the AEP to other developmental programmes is essential in order

to support and reinforce the developmental activities over and above banishing illiteracy. It is therefore, very useful to view this programme not in isolation but in integration with other developmental programmes. Therefore, in the organisational structure of the NLM both internal and external coordination have been sufficiently emphasised.

At the state level, the SLMA assumes the responsibility for coordination among the various agencies. Similarly, in the district level, the DLM is responsible for establishing a coordination of the AE programme with other related agencies as well as coordination among various adult education activities within the district. Thus, there does exist an infrastructure for a better and more effective and fruitful coordination. But in practice these bodies have become more ritualistic than effective agencies with sufficient powers and decentralisation of authority to play an active role. As a result, coordination among the various adult education activities at various levels of implementation (i.e. an internal coordination) was fairly good, whereas inter-agency coordination (i.e. external coordination) among the AE and other development agencies was limited.

This was a problem more seriously found at the grassroot level. It is quite revealing from the responses of the instructors that functionaries of other development agencies seldom visited the AE centres. Though the involvement of other developmental agencies is very important in increasing the functionality and awareness of the learners, in actual exercise, the inter agency coordination in this regard seems to be low. As a result there is no integration between the adult literacy and vocational inputs. Neither the functionaries of the different development departments have involved themselves with the activities of AEP on their own

nor much effort is made in this direction from the side of the AE functionaries.

The NLM guidelines stipulate the coordination with different departments at the centre level through the efforts of the prerak to bring in the expertise and resources of the different development functionaries for the benefit of the learners. Partly, on account of being a worker with low qualification compared to functionaries of other departments, and partly, due to the non-recognition of the vital role of adult education by other agencies, and also because of his/her disinterest the grassroot functionary of the AEP is often unable to bring them together on the platform of the AE centre. Thus, the level of involvement of other agencies in contributing to the functional skills and awareness of the learners and the overall success of the programme has been rather low.

One option in this regard could be the synchronization of Adult Education Programmes with the larger poverty alleviation programmes. The AEC should become the focal point for all developmental activities at the village level. Simultaneously, efforts should be made to offer a common platform for delivery of services with coordinated functioning of AE instructors, health workers, anganwadi workers, gram sevaks, etc.

The authorities of AEP and the DRDA could dovetail their resources to bring a harmonious relationship among them. This may be possible because a large number of those enrolled at the AECs are also drawn from the poverty groups in the community. In a larger sense, affording an opportunity for the learners to participate in poverty alleviation programmes would combine in itself the benefit of managerial knowledge

and asset acquisition as visualised in the strategy of rural development.

EVALUATION

Various committees and workshops have examined different aspects related to evaluation of learning outcomes. A recent effort in this direction has been the report of the group on evaluation of learning outcomes constituted by the Central Directorate of Adult Education (1989). The group made several valuable recommendations and suggestions and it will be apt to recollect some of these suggestions. The report suggested that evaluation of learning outcomes in Adult Education should be characterised by a few principles such as credibility of the instruments and the evaluation process, simplicity of the tools, capability of the instruments to yield qualitative and quantitative achievements of the learner, orienting the instruments to generate confidence rather than nervousness in the learners, maintaining a close relationship between the learning materials and the items in the evaluation tool etc., (Report of the Group on Evaluation of learning outcomes, Directorate of Adult Education, Government of India, New Delhi, June, 1989).

A common guideline along with evaluation tool to assess the achievement of learners has been developed for centre - based evaluation approach. The external agency and the teachers of high schools are in charge of the evaluation of learners in the AE Centres. The system of evaluation by teachers and headmasters of the local schools was introduced in the recent past. Until then the instructors of the AE centres were responsible for carrying out periodic evaluation of the progress of the learners. This system required a periodic evaluation by the instructor himself at the end of the fourth month and the final evaluation of the learner by the prerak

'' 'after' 'the' 'completion' 'of' 'the' 'programme.' 'Contrary, to, the , ,
guidelines of the NLM, it was observed that the evaluation of
learning outcomes is usually summative in nature, conducted
at the end of the programme. Though the guidelines specified
for evaluation at the end of 4-months, this was not done in
several cases. Summative evaluation is basically quantitative
in nature and is done in a highly structured manner. Keeping
in view the spirit of the AEP, the method of evaluation should
combine structured as well as unstructured and semistructured
elements. The method of the summative evaluation also needs
considerable change. In the prevalent practice, the learners
are administered a test within the class room under the
supervision of the preraks more or less similar to the pattern
of the tests conducted in the formal education system. This
should change to a system of progressive evaluation with
greater importance to semi-structured and unstructured tools.

It was also observed during the field investigation that the
conduct of evaluation tests is not being undertaken in a
systematic manner. Perhaps due to a fear of punishment as
well as a concern for achievement, the evaluation is not being
undertaken in an objective manner. Consequently, the results
obtained from such evaluation of the performance of learners
are questionable. This is happening despite the provision of
a built-in check to conduct the evaluation jointly by the
preraks of a different area. This is not to blame the
existing machinery but a reexamination is required insofar as
interpretation of the figures relating to achievement of
learners is concerned.

From the learner's point of view, it was noticed that many of
them are not able to maintain regularity of attendance at the
centres which definitely tends to impede their performance in
any such evaluation. It is therefore suggested that keeping

in view of the field realities, an overriding importance should not be accorded to evaluation to the extent of degenerating the testing process. It was also noticed that an initial evaluation to diagnose the level of the learner at the time of joining the programme was not undertaken. Such initial evaluation would help in measuring the quantum of gains derived from the programme on the part of the learner besides constituting a useful bench mark information. Since it was observed that the composition of the learners in AEP is of two types: (a) School drop-outs, who are definitely better endowed in terms of literacy; and (b) illiterates who had no prior exposure to the education system. Despite the differences in initial literacy of these two types of learners, the system of evaluation is uniform and tends to give a wrong picture of the achievement at the completion of the programme. Monitoring of this system of evaluation also became extremely difficult at the level of the DAE. In order to streamline the process of evaluation, the SRC has recently evolved a new objective method of evaluation to be conducted by the local high school headmaster/teacher. The DAE has already implemented this system of evaluation twice. The DAE officials were present at the first evaluation tests to supervise the conduct of this evaluation. It is found that although this has brought down the level of efficiency to about 54%, it has no doubt increased the credibility of the system of evaluation. Besides, this system of evaluation is done in keeping with the self-esteem of the adult learner, without frightening him. It is done in a manner that the learner does not feel that he is examined.

Realising the need for a participatory, non-threatening and confidence-arousing evaluation of learning outcome, the SRC is now improving upon the present system by evolving

integrated primers with a built-in process of evaluation. This would be implemented soon.

MANAGEMENT INFORMATION SYSTEM

The management information system for the AEP requires additional inputs to make it an effective tool of control and management. In other words, the compliance by the lower level functionaries of the requirements regarding the sending of monthly progress reports and other periodical returns needs to improve to a large extent. There are delays and discrepancies in flow of information from lower to upper levels for consolidation and preparation of state level periodical progress reports on AEP. Further, it was also noticed that the figures mentioned in the official records do not always correspond to the actual enrolment position at the field level. Given the existing infrastructure of district level computer-based information systems created through the network of National Informatics Centre (NIC) facilities in collaboration with the State Government for every district, computerization of the information regarding the AEP should be initiated expeditiously. The rationale for such a move lies in the need for the development of a quick and reliable information system about the status, targets and achievements of the NLM at all levels in the state. Use of computers could help in timely and efficient monitoring of the performance of the various components of AEP at different levels and also in providing a feedback for corrective action. It is commendable that the DAE is already taking steps in this direction. The DAE has started a computer-based monitoring on an experimental basis in collaboration with the NIC in Kalahandi district. This would be extended to other districts if the Kalahandi experiment becomes successful. As a corollary to the introduction of computers, the government could constitute a working group to identify and formulate a set of simple,

reliable, and meaningful indicators to assess the performance of AEP in terms of functionality, awareness, literacy, personnel, training and other allied aspects.

CHAPTER III

FIELD LEVEL FUNCTIONARIES

In the structure of the programme, as envisaged by the NLM, the field level functionaries, especially the instructors and the preraks assume great significance. Because, it is through them that the programme reaches the learners. The successful functioning of the AE centres depends to a great extent on the potentiality, efficiency, and commitment of the instructors. They have a big and multifarious responsibility in the structure of the programme: organising the centre, imparting literacy, providing functional skills, and generating social awareness among the adult learners. Therefore, while assessing the functioning of the programme it is very essential to know the kind of people with whom these centres are manned and entrusted.

The data presented in the table makes it clear that the Instructors belong mostly to the younger age groups. Out of the 91 Instructors interviewed, a total of 31 instructors (34.01%) belonged to the age group of 15-19 years. An equally large number, i.e. 32 belonged to the age group of 20-24 years which works out to 35.16 per cent of the total number of instructors. Thus, taken together, about 70 per cent of the instructors were in the younger age groups between 15 and 24 years. Another 14 out of the 91 instructors (15.38%) were between 25 and 29 years old.

This situation slightly changed among the preraks. Out of a total of 40 preraks interviewed, only 3 (7.5%) were in the 15-19 years age group compared to a high 34.7 per cent of the instructors. A high 40 per cent of the preraks (16 out of a total 40) were between 25 and 29 years old compared to only 15.38 per cent of the instructors. A total of 15 (37.5%) of

TABLE: 3.1

AGE GROUP OF INSTRUCTORS AND PRERAKS

AGE GROUP	RFLP		S A E P		V A		N Y K		U G C	
	STRUCTORS (N=30)	PRERAKS (N=12)	INSTRUCTURES (N=34)	PRERAKS (N=14)	INSTRUCTURES (N=12)	PRERAKS (N=5)	INSTRUCTURES (N=10)	PRERAKS (N=6)	INST. (N=5)	PRERAKS (N=3)
Less than 15 Yrs	...	...	...	...	1(8.33)	...	...	...	...	...
15-19	9(30%)	...	16(47.06)	...	3(25%)	1(20%)	2(20%)	1(16.6%)	1(20%)	1(3.33)
20-24	12(40%)	5(41.67)	6(17.65)	3(21.43)	6(50%)	2(40%)	5(50%)	3(50%)	3(60%)	2(66.67)
25-29	5(16.67)	6(50%)	6(17.65)	7(50%)	...	2(40%)	3(30%)	1(16.67)	...	...
30-34	3(10%)	...	2(5.88)	3(21.43)	...	...	...	...	...	...
35-39	1(33%)	1(8.33)	3(8.82)	1(7.14)	2(16.67)	...	...	...	1(20%)	...
40 & above	...	...	1(2.94)	...	...	...	...	1(16.67)	...	...

the preraks belonged to the 20-24 years age group. Thus, taken together, 77.5 per cent of the preraks were between 20 and 29 years, whereas a big 70 per cent of the instructors were between 15 and 24 years. However, our data established it beyond doubt that both these categories of key functionaries, namely, supervisors and preraks, mostly belonged to the younger age groups.

Sex composition of these key functionaries is also a very important factor. This is especially so in the context of the NLM which lays great emphasis on women's literacy. The gender-wise distribution of the instructors and preraks in study is presented in the table.

Table 3.2 : Sex-wise Classification of Instructors & Preraks.

Agency	Instructors		Preraks	
	Male	Female	Male	Female
RFLP	9	21	12	-
SARP	14	20	13	1
VA	2	10	8	-
NYK	5	5	5	-
UGC	-	5	3	-
TOTAL	30 (12.37%)	81 (87.3%)	39 (97.5%)	1 (2.5%)

The sex-wise distribution of the instructors and preraks, displays an interesting pattern. Among the interviewed instructors, a big majority (two-thirds) are women. On the other hand, in the category of the preraks, it is heavily weighted towards males. Thus though women's involvement in the programme is satisfactory as instructors, but women's involvement as preraks is lacking considerably.

In the literacy programme of the NLM, the scheduled castes, the scheduled tribes and backward classes have been made a focal group. Against this background, the social composition of these functionaries also assume special significance.

Table 3.3 : Caste-wise Classification of Instructors & Preraks.

Agency	Instructors (N = 91)			Preraks (N = 40)		
	BC	ST	OTHERS	SC	ST	OTHERS
RFLP	12	9	9	1	-	11
BAEP	2	2	30	-	-	14
VA	-	1	11	-	-	8
NYK	3	1	6	1	-	4
UGC	-	1	4	-	1	2
	17(18.88%)	14(15.38%)	80(85.93%)	2(5%)	1(2.5%)	37(92.5%)

Among the instructors 18.68 per cent belonged to the category of the scheduled castes and 15.38 per cent to the category of the scheduled tribes. A big majority of the instructors, however, belong to various other castes. But when we come to the preraks this situation changes. The preraks mostly were drawn from the category of general castes with only 5 per cent and 2.5 per cent of the preraks belonging to the scheduled castes and scheduled tribes respectively. Thus, it is evident that participation at the level of the preraks, is low not only among women but also among the scheduled castes and scheduled tribes.

According to the NLM norms, the qualification of the instructors should be preferably standard-X. The distribution of the instructors in terms of their educational qualification is presented in the following table.

Table 3.4 : Educational Qualification of Instructors (N = 91).

Agency	Up to VI	Up to IX	Secondary	Higher	Degree
RFLP	5 (18.87)	13 (80.00)	7 (23.33)	-	-
SAEP (N=34)	1 (2.94)	18 (52.94)	10 (29.41)	3 (8.82)	2 (5.88)
VA (N=12)	3 (25.00)	5 (41.87)	2 (16.67)	2 (16.67)	-
NYC (N=12)	-	10 (100)	-	-	-
UGC (N=5)	1 (20.00)	-	4 (80.00)	-	-
TOTAL	10 (10.99)	51 (56.04)	23 (25.27)	5 (5.49)	2 (2.20)

We noticed that 67 per cent of the instructors interviewed did not possess the required educational qualification. The problem was more or less the same with RFLP, SAEP, VA and NYC. Only in case of UGC the picture was better, since 80 per cent instructors in the UGC programmes had completed secondary schools. The instructors are usually drawn from the local communities and there is the problem of non-availability of qualified instructors in particularly in interior areas and more acute in case of women. Many Project Officers and Supervisors expressed their concern over the non-availability of qualified persons from the same village/locality where a centre is running.

Table 3.5 : Educational Qualifications of Preraks(N = 40).

Agency	Up to IX	Secondary	Higher	Graduate
RFLP (N=12)	1(08.33)	3(25.00)	7(58.33)	1(08.33)
SARP (N=14)	-	2(14.29)	7(50.00)	5(35.71)
VA (N=5)	-	-	3(60.00)	2(40.00)
NYK (N=8)	-	2(33.33)	3(50.00)	1(16.87)
UGC (N=3)	-	3(100)	-	-
TOTAL	1(2.5)	10(25.00)	20(50.00)	9(22.5)

The educational qualification of the preraks as prescribed in the NLM norms is matriculation. We found that only one prerak in the sample of 40 was under qualified. On the other hand, it is important to note that 50 per cent of them have passed higher secondary. Still more striking is the fact that another 22.5 per cent of the preraks in the sample even held university graduate degrees. We, thus, found that the instructors often were under-qualified, while many of the preraks were over qualified for their respective jobs, judging by the requirements prescribed in the NLM.

In a situation like this, it is advisable that the selection of grassroot level functionaries could be done in an unconventional manner, preferably in a camp situation, to tap the energies of enthusiastic, dynamic and committed local individuals as instructors, wherever necessary if the persons identified do not possess the required literacy and other skills especially in the backward areas, Crash Courses to train the instructors and to bring them to the required proficiency level should be organised.

Properly trained personnel are essential for securing a high degree of efficiency in the AE programme. It is, therefore, very important not only to take special care to recruit properly trained persons into these key positions but also to make training a continuous process by giving regular in-service training to them.

None of the instructors in our sample got any pre-service training. The situation was no better among the preraks. None of the preraks either had any pre service training. However, most of the preraks and instructors received inservice training. The tables show the number of instructors and preraks who have been given in-service training.

Table 3.6 : In-service Training of Instructors.

Agency	TRAINING TAKEN		Total
	Male Instructors	female Instructors	
RPLP(N=30)	9	17	28(86.7%)
SAEP(N=34)	14	18	32(94.1%)
VA(N=12)	2	10	12(100%)
NYK(N=10)	5	5	10(100%)
UGC(N=5)	-	5	5(100%)
Total(N=91)	30	55	85(93.00%)

We find from the data presented in the above table that 93 percent of the instructors in our sample received in-service training. Agency-wise, cent percent of the instructors in our sample from the VA, NYK and UGC had received this training, whereas the RPLP and SAEP programmes were found to be running some AE centres without properly trained instructors.

Table 3.7 : Training of Preraks (in-service).

Agency	Trained	Untrained
RFLP (N=12)	12 (100%)	
SARP (N=14)	13 (92.86%)	1 (7.14%)
VA (N=5)	5 (100%)	-
NYK (N=8)	5 (62.5%)	3 (37.5%)
UGC (N=3)	2 (66.67%)	1 (33.33%)
TOTAL	37 (92.5%)	3 (7.5%)

Most of the preraks (92.5%) had received in-service training. Only 3 out of 40 preraks in our sample did not receive any training. The successful implementation of any programme mainly depends on the way the functionaries implementing it perceive the programme as a whole and their own role in it. In the context of the NLM it is thus very important to know how correctly the grassroot level functionaries understand the programme in letter and spirit and how accurately do they perceive their own role in it. In order to determine this we administered relevant questions to the preraks.

Table 3.8 : Major Objective of AEP as Perceived by the Preraks.

Objectives	RFLP	SABP	NYK	VA	UGC	TOTAL
To make the people literate	9(75.0)	11(84.8)	3(50.0)	5(100)	3(100)	31(75.0)
To generate awareness of their right	1(8.3)	6(48.1)	3(50.0)	4(80.0)	3(100)	17(41.0)
To eradicate barriers of casteism/superstition	8(50.0)	-	-	-	-	8(14.8)
To Provide vocational education	1(8.3)	1(7.8)	1(18.8)	-	-	3(7.0)
Health/environment maintenance	-	3(23.2)	-	1(20.0)	2(88.8)	6(14.8)
To save from exploitation	2(18.8)	-	-	1(20.0)	-	3(7.3)

The data in the above table suggest the pattern of understanding on the part of the preraks about the major objectives of AEP. A high 75 per cent understood the programme as primarily one to make the people only literate. Not many of them go beyond that. Thus it seems that the programme is understood by these key functionaries in a very narrow perspective and as one having a very limited objective. Of equal importance, as per the NLM norms, are the objectives of awareness and functionality. But this has not been grasped in its totality. This finding in our research logically explains the fact that AECs are preoccupied, heavily with the literacy component to the neglect of the other dimensions, namely, functionality and awareness. Since the wider prospective in which the NLM has been launched is not yet widely understood, there is the danger of this untrained Preraks/Instructors initiating the traditional methods of

instruction to the learners making it almost impossible to incorporate the new ideas and inputs that they may pick up during a subsequent training. It is therefore, necessary that no instructor/prerak should be appointed without prior orientation and regular training to be in charge of any programme.

Discussions with the instructors and preraks brought out several problems at the field level experienced by them. The main problem related to sustaining the morale and motivation of the instructors to impart literacy in adverse and difficult circumstances. It was observed that the instructors have to expend a considerable amount of energy in mobilising the learners enrolled in the centre daily for conduct of the programme. It happens due to the lack of inherent incentives which motivate learners to enrol and attend the classes with continuity. Observation of the programme in progress at various centres amply brings out the challenge involved in imparting literacy to a heterogeneous mix of learners who have not been attuned to any kind of education in their life time. It is to be seen to be believed how difficult it is to educate the learners who come to the classes after getting over-spent by a day long hard labour with low receptivity and low interest.

The job of the instructor is indeed, enormous and the conditions difficult and unstimulating. One of the major incentives for instructors to take up the assignment is the payment of honorarium, however meager it may be. It is noticeable that even the meager honorarium is not paid in time causing consternation. An additional problem relates to the amount of money supposed to be received by an instructor towards his/her honorarium and the actual amount received. The situation varied from place to place. In this context,

it is heartening to note the decision of the Directorate to pay the honorarium by means of cheques drawn on banks in an attempt to check any possible leakage in payment. Although this process of making the payment of honorarium through bankers' cheques adds further to delays in payment, it nevertheless is a good measure to ensure that instructors receive the exact amount of money towards their honorarium. Thus, although they receive it late, they would not receive less. Though the arrangement is a positive step, difficulties would still arise given the limited banking network, particularly in remote backward villages. We greatly emphasize on an increment in the honorarium of the instructors and preraks while taking steps to ensure that they are able to really get the exact amount and that too, without delay.

CHAPTER IV

TRAINING AND TECHNICAL RESOURCE SUPPORT

A proper training programme is essential for securing a high degree of efficiency among the AE functionaries. Apart from imparting technical information and developing the skills, training programmes can also play an important role in creating a proper orientation in the personnel. Efficiency is the central object of training. Moreover training should be a continuous process, and should not come to an end, half way through a persons' career. There is always the need for freshness of outlook and acquaintance with the latest developments.

Technical resource support and training of adult education functionaries at various levels is very much important for effective organisation of the programme. In order to develop such facilities, a plan has been carried out to establish a State Resource Centre in each state. The SRC was established in Orissa in 1987-88 but began operating in true sense of the term from 1988-89. During this short period, it has made remarkable achievements in the field of training as well as in curricular development.

STATE RESOURCE CENTRE

The State Resource Centre has been created for the development of software and effective training related to the AE programme. The SRC functions in close cooperation with the Directorate of Adult Education, Government of India, New Delhi, on the one hand and the State Government, the State Directorate of Adult Education on the other. It also functions in close cooperation with other development agencies and individuals in the state, who have the interest and the capability to support the programme.

The State Resource Centre is an autonomous body in Orissa. It is managed by a Board of Governors. The Ministry of Human Resource Development formally accorded its recognition to the SRC on 18.07.1988. It was initially attached to the Directorate of Elementary and Adult Education, Orissa and subsequently functioned at the State Council of Educational Research and Training (SCERT). On 21st September, 1988, it acquired an independent and autonomous status under a full time director to manage its activities. The principal functions of the SRC are:

- i) Preparation of teaching and learning materials keeping in view the objectives of functional literacy, as far as possible in spoken language.
- ii) Preparation of training materials, namely, teachers' guide, teaching aids, audio-visual material and organisation of training programmes for adult education functionaries as well as the staff of the District Resource Units.

TRAINING STRATEGY

The training strategy for AEP in the state aims at:

1. Training all types of AE functionaries
2. Organisation of training in a participatory way
3. Development of suitable curriculum for different types of training programme such as-
 - a) Orientation of Youth Coordinators, Project Officers, APOs, DAEOs, NSS Coordinators, etc.
 - b) Master trainers' training
 - c) Preraks of AE centres and JSN
 - d) Instructors of AE centres
4. Preparation and use of training modules for different categories of AE functionaries
5. Development of audio-visual materials for training

6. Development of teaching aids, pictures of nutrition, health, environment, etc. and alphabets and digit cards and charts.
7. Composition and collection of group songs on national integration and
- 8 Preparation of audio cassettes for use during training programmes.

Training Programmes conducted (July 1988-September 1989)

The SRC in the state has, by now, done a commendable work in imparting training to the various AE functionaries and bringing out training materials and aids. It was satisfying that during the short span of time between July 1988 and September 1989 a number of training programmes have been organised for different categories of people. The number of training programmes conducted for different types of people is presented in the following table.

Table 4.1 : Training Programmes Organised.

Trainees	No. of Courses organised	No. of Functionaries covered	No. of Training days
POs, APOs, VCs	3	47	5 days x 3
Master Trainers of Prerak Training	2	72	2 days x 2
Master Trainers of Instructors Training	7	287	3 days x 7
Preraks	26	900	10 days x 26
Instructors	72	7200	10 days x 72

As the above table shows 3 training courses, each of 5 days duration, were organised in which a total number of 47 Project Officers, Assistant Project Officers and Youth Coordinators were trained. Training programme of 2 days duration was organised twice, that imparted training to a total number of

72 Master Trainers for Prerak training. 267 Master Trainers of Instructors' training have been trained in 7 courses, each of 3 days duration and 900 preraks were trained through 28 training programmes, each of 10 days duration. For imparting training to 900 preraks, 27 secondary training schools including 3 DIETs of the state covering 13 districts were selected. Two senior teachers and the Head Master of each of these institutions were given orientation training at the SCERT (State Council of Educational Research and Training) as Master Trainers. They, in turn, conducted training programmes for preraks. In course of 72 training programmes, each continuing for 10 days, a total number of 7200 instructors have been imparted necessary training.

It is not practicable to organise training programmes for instructors beyond project headquarters due to their large number. In Orissa an innovative procedure was followed for the training of instructors. A steering committee consisting of the Director of Adult Education, the Director of the SCERT and the Director of SRC, was formed. This committee devised a new procedure for organising a massive training programme for instructors of the Adult Education Centres in the state. Project Officers under RFLP/SAEP were asked to contact and identify six high schools in their respective areas of operation having facilities in terms of experienced teachers and accommodation for imparting a 10 days' residential training to their 300 instructors in batches of 50. They were also asked to send the names of willing headmasters and one senior teacher of each school for orientation as master trainers. Altogether 129 High School personnel were oriented as master trainers at SCERT in three batches. The Director, SCERT, Orissa conducted the training programme as course Director. These master trainers subsequently conducted

massive training for instructors and preraks in their respective schools.

Thus, the present system is a system of a two-step flow of training : the first step being a training for the master-trainers who, in turn, train the instructors and preraks in the second step. One of the serious problems that we observed in this two-step flow of training is the loss of transmission in the training input at the second step. Again, while the methodology of training for each step is designed to be participatory, it is hardly made participatory at the second step.

The methodology followed in the training of the master trainers is participatory in nature. The trainer and the trainees are equal participants in the process. There is emphasis on group discussion and group participation. But the master trainers are not able to replay it while training the grassroot functionaries. The master trainers (drawn from the school system, as they are) have little prior experience in a participatory training methodology and thus reduce it to a conventional one-way method of teaching. As a result, there is a great discrepancy between what the master trainers receive and what they transmit in terms of the content and method of training.

While it is expected that this problem will get minimized once the District Resource Units are established, the SRC has now evolved a method to prevent this loss in the training at the second step. It is now being decided that the SRC will send one of its expert trainers to each of the training programmes conducted by the master trainers for the grassroot functionaries as observer/supervisor, who will help and facilitate them to conduct the programme in accordance with

the training modules. This will also be an effective step to check any possible discrepancy in terms of adherence to the norms prescribed by the SRC with regard to the content/quality, method, and duration of the training. Besides, steps are being taken to make the headmasters more involved in the training. The entire training programme is gradually being made more systematic by the SRC. While the earlier training programmes were conducted without modules, the SRC is now taking steps so that no training programme is organised in future without modules. The SRC has already developed some beautiful modules for future training programmes.

During the course of the interviews, the different kinds of functionaries came out with some suggestions for further improvement in the quality of the training. The common feeling was that the duration of the training should be extended and the use of audio-visual materials (especially, for training the instructors) be increased. It is important to note that the SRC has been producing more and more slides for use in the training programmes as well as taking steps to increase the duration of the training in its attempt to continuously improve upon the training and the technical resource support of the programme. Infrastructural facilities of the State Resource Centre should be augmented to cope up with the growing work load and together with the regularly appointed professionals, development activists should also be inducted.

Involvement of experts from different other development departments and experience sharing should be increased. Also, vocational inputs in the training programmes are seriously lacking. Due to the lack of familiarity as well as orientation about the requirements for an effective

participatory training programme, the learning acquired by the grassroot level functionaries of AEP was found wanting particularly in the realm of imparting functionality and awareness. Further, it was observed that the infrastructure for training at field level was grossly inadequate undermining the quality. It was also noticed that a 10 days programme was sometimes condensed to 7 days which implies reduction in the course content. The holding of common training for male and female instructors did not facilitate open and frank discussions due to the social taboos prevalent in rural and tribal areas. Hence separate programmes could be thought of for male and female instructors. In case of training for female instructors certain modifications are needed as most of them are unable to be away from their families for a continuous period of 10 days. Keeping this in view, the structure of the programme could be modified by dividing it to two or three parts of lesser duration or by making it a part time training without diluting the emphasis and quality of content.

In the absence of a proper, well laid-out and comprehensive action plan for training of functionaries, the instructors had to attend training programmes after the initiation of the centres. This tends to adversely affect the continuity of the programme, as the centres remain closed during the period when the instructor goes for training. Therefore it is recommended that the training of preraks as well as instructors should precede the introduction of the adult education centres as a part of a pre-service orientation. Also, the existing practice of imparting 3 day orientation training for the Project Officers and APOs needs to be reassessed. Accordingly, the duration of the training for these functionaries need changes to make it more realistic and job oriented. Similarly, vertical integration of programmes

involving the participation of functionaries from the instructor to the DAE level could be experimented with, through short term refresher workshops. This would greatly facilitate mutual appreciation of the problems encountered by the various functionaries in the realm of planning, implementation, monitoring, financing and other aspects of the AE programme.

At present, the training is imparted largely to the instructors, preraks, project officers, APOs - in short, those directly connected with the implementation of the AEP. However, as has been suggested in the minutes of the SLM and also a few DLM meetings, short term orientation training workshops also need to be offered for functionaries of other development agencies closely related to the AEP in general and the functionality and awareness inputs in particular. Concurrently it is also required to evolve a mechanism by which the SRC will be in a position to communicate with the other established training institutions such as the SIRD, Extension Training Centre and the Academy of Administration to introduce inputs related to AEP and NLM as part of the induction and refresher programmes offered by these agencies to functionaries of development departments at lower, middle and higher levels as also to the non-officials. This would indirectly assist to a large extent in bridging the gap in the implementation of AEP insofar as the inter agency coordination is concerned for imparting functional and awareness inputs. It would also help to link up education with development of the socio economic conditions of the current and ex-learners.

The SRC should also collaborate with potential and capable voluntary organisations for training of the various personnel engaged in supervision and implementation of the AE programme

in the state. This would considerably reduce the pressure on the SRC for meeting the training requirements of a large number of personnel during a calendar year. While apportioning the training load by the suitable VAs will help eliminate faster the problem of the existing backlogs in training, the VAs may also provide innovative inputs in the content and method of training.

As far as the existing pattern of training is concerned at the field level, efforts should be made through the DLM and DARO to involve the representatives from other development departments to familiarise the instructors and preraks about the various programmes of development, poverty alleviation, social welfare, etc. besides the existing important legislations concerning the rural poor and the tribal poor. This is very important, because it was noticed that a number of instructors themselves were not aware of these crucial dimensions, not to speak of enlightening the learners about these programmes and legislations.

Technical Resource Support

Technical resource support is one of the basic functions of the State Resource Centre. During the short span of time, the SRC has done the required spade work for extending its manifold resource support for the strengthening of adult education programme in the state.

The SRC has a production cell for preparation of teaching/learning materials for adult learners. It produces primers, readers, follow-up materials, pamphlets, charts, film scripts, wall posters, etc., for the use of neo-literates as well as for the adult learners.

**Table 4.2 : Development of Curriculum and Training Modules
(July 1988 -September 1989)**

No. of workshops organised under MPFL	-	Master Trainers of Programme 2 Officers-NSS	2
	-	Programme Officers-NSS	2
	-	Student Volunteers	2
No. of workshops organised under centre-based programme	-	POs, YCs, APOs	2
	-	Master Trainers for Prerak 2 Training	
	-	Master Trainers for Instructors Training	2
	-	Training of Preraks	2
No. of workshops for development of training modules	-	Preraks	4
	-	Instructors	4

It was found that during 1987-88 and 1988-89 most of the Adult Education Centres were using the literacy and numeracy primers developed earlier by the Orissa State Council of Educational Research and Training. But during 1989-90 the SRC has developed the basic literacy materials for the adult learners. The materials developed by the SRC are:

1. Basic Literacy Primer
2. Numeracy Primer
3. Supplementary Materials
4. Teaching Charts
5. Work Book

- 8. Teachers' Guide
- 7. Supplementary Charts

The primers have been designed for different categories of people. Primers in tribal dialects have also been prepared for the scheduled tribe people of Phulbani, Koraput, Keonjhar and Dhenkanal. A primer for ladies has been exclusively prepared based on their special problems and needs. These materials are very useful and are definitely an improvement upon the quality of materials brought out earlier by the SCERT. However, the pedagogical inputs/components are envisaged by the NLM, need to be further enriched.

Bilingual Primer

The demographical scene of Orissa indicates the presence of nearly a quarter of its population belonging to the scheduled tribes who use dialects distinctly different from that of the regional language. Efforts are needed to merge them into the national mainstream. As per the NLM document special bilingual primers in regional script are developed for each tribal group generally having more than 10,000 population. Two special workshops were held involving specialists in tribal language and culture for identifying tribal dialects in which bilingual primers are to be developed for use in appropriate tribal areas.

- | | |
|-----------|-------------|
| a) Kui | f) Koya |
| b) Soura | g) Oran |
| c) Sadri | h) Santhali |
| d) Paraja | i) Ho/Kotha |
| e) Juang | j) Mundari |

It has also been noticed that there has been a large hiatus between the production of material and its flow and utilisation in the field. One of the reasons for this is the

inadequate appreciation of the relevance of the materials by the concerned instructors. Other factors include lack of proper training for the field functionaries and bottlenecks in printing and distribution. This underlines the need for coordination between material development and production on one hand and field level distribution and implementation on the other. The process of distribution of materials to the projects, however, has been made more systematic and timely ever since the SRC took over responsibility.

Some changes are now being made in the structure and duration of the AE programme. While the duration of the programme is being reduced from 10 months to 6 months without affecting its content and inputs (in order to save time and money), the structure has been made more scientific. In a year two courses can be completed (one: January-June, and the 2nd: July-December). So that two batches of learners can come out during a year instead of one previously. The whole programme is structured into three phases, each of two months. At the end of each phase (i.e. at the end of 2nd, 4th and 6th month), the achievement of each learner will be evaluated and certificates of merit will be issued to successful learners.

Integrated Primer

Corresponding to the changes in the structure of the programme, integrated primers have now been designed by the SRC. All the learning materials to be covered during stage-I of the literacy programme (i.e., basic literacy stage), have been brought together in an integrated manner in a primer divided into 3 parts with a built-in system of evaluation. This would ensure that all the materials to be absorbed and imbibed in three successive phases reach the centre before the initiation of the courses. There are separate sections for the three phases. At the end of every section evaluation modules have been designed. The evaluation of the first and

the second phase will be done by the instructor, while the final evaluation at the end of the programme will be made by the local high school teachers. Such a system, it is hoped, would be more flexible and make it possible for a dropout learner who leaves the village somewhere in the middle of the programme (e.g. a woman learner who drops out in the middle as she gets married and goes out to her in-laws' village) to complete the rest of the programme in another centre. Besides it would also inculcate a spirit of motivation, enthusiasm and competitiveness among the learners to complete the courses soon and get the certificates when they see another fellow-learner obtaining it.

CHAPTER V

PERFORMANCE OF LITERACY

Traditionally, literacy has three components, namely, Reading, Writing and Arithmetic skills. This narrow focus on literacy has, however, met with little success. In the context of NLM, the literacy component should relate to the working and living condition of the learners and their development needs.

A. Reading

- i) The learner, at the end of the programme should be able to read correctly a simple passage at a speed of 30 words per minute.
- ii) The learner should be able to read silently at a speed of 35 words per minute.
- iii) The learner should be able to read with understanding road signs, posters, simple instructions, etc.

B. Writing

- i) The learner should be able to copy about a minimum of seven words per minute.
- ii) The learner should be able to take down dictation at a speed of five words per minute.
- iii) The learner should be able to write short letters in his day to day life.

C. Numeracy

- i) The learner should be able to read and write numerals upto 100.
- ii) The learner should be able to make simple calculations like addition, subtraction, multiplication and division.

- iii) At the end, of course, the learner should be in a position to gain a practical knowledge of metric weights and measures.

Thus literacy in the strict sense consists of three components, i.e. reading, writing and arithmetic. In order to ascertain the level of literacy of the adult learners, they were administered separate sets of questions on each component.

READING

Skill in reading was measured by a test which required an adult to read an application letter consisting of 24 words within a specified time. The adults were expected to read the whole of it completely within one minute in case of a current learner and 45 seconds in case of an ex-learners without an error. Reading score was rated by the investigator as high, medium, low, nil. Those who could read more than 18 words without an error were rated as "high", those reading 9 to 18 words without an error were rated "medium", while those who read less than 9 words without any error were rated as having a "low" reading skill. One who was unable to read was classified under reading skill "nil".

The results, which we obtained through this method of test throw some light on the level of the skill in reading that the learners have achieved through this programme.

Table 5.1: Performance in reading (Current Learners)

Reading Skill	RFLP (N=180)	SAEP (N=184)	VA (N=47)	NYK (N=59)	TOTAL (N=470)
High	3(1.67)	9(4.89)	2(4.26)	2(3.38)	16(3.40)
Medium	47(36.11)	45(24.45)	13(27.86)	9(15.25)	114(24.25)
Low	85(38.11)	99(53.80)	19(40.43)	30(50.84)	213(45.31)
Nil	85(38.11)	28(15.21)	13(27.86)	17(28.81)	123(26.17)
NR	-	3(1.63)	-	1(1.69)	4(0.85)

(Figures in parentheses indicate percentage)

Table 5.2 : Performance in reading (Ex-learners)

Reading Skill	RFLP (N=81)	SAEP (N=55)	VA (N=18)	UGC (N=14)	TOTAL (N=148)
High	3(4.9)	3(5.4)	2(12.5)	2(14.3)	10(6.8)
Medium	17(27.9)	9(16.3)	3(16.8)	9(64.3)	38(26.00)
Low	32(52.4)	32(58.2)	6(37.5)	1(7.1)	71(48.8)
Nil	8(13.11)	10(18.2)	3(16.8)	-	21(14.4)
NR	1(1.63)	1(1.81)	2(12.5)	2(14.2)	6(4.1)

(Figures in parentheses indicate percentage)

As the above tables show, 3.4 per cent of the current learners were found to be having a high reading ability. Whereas the corresponding figure in case of ex-learners was 6.8 per cent. 24.25 per cent of the current learners and 26 per cent of the ex-learners respectively were rated as having medium reading skill. 45.31 per cent of the current learners only managed to read less than 9 words and thus have a low reading skill as against 48.6 per cent of the ex-learners. Around 26 per cent of the current learners failed to read even a single word whereas 14.4 per cent of the ex learners recorded the same failure. The following table shows the sex-wise break-up of the performance rate of current learners.

Table 5.3 : Sex-wise Performance (Current Learners).

Reading Skill	Sex	RFLP (N=180)	SAEP (N=184)	NYK (N=59)	VA (N=47)	TOTAL (N=470)
HIGH	M	2(2.8)	8(8.2)	2(7.4)	1(4.5)	13(5.9)
	F	1(0.9)	1(1.2)	-	1(4.0)	3(1.2)
MEDIUM	M	21(29.2)	25(25.5)	5(10.5)	5(22.7)	58(25.8)
	F	28(24.1)	20(23.2)	4(12.5)	8(32.0)	58(23.1)
LOW	M	28(28.9)	50(51.01)	11(40.7)	10(45.4)	99(45.2)
	F	37(34.2)	49(57.0)	19(59.4)	9(38.0)	114(45.4)
NIL	M	21(29.2)	12(12.2)	10(37.0)	5(22.7)	48(21.9)
	F	44(40.7)	18(18.8)	8(25.0)	8(32.0)	74(29.5)
NR	M	-	3(1.85)	-	1(1.89)	4(0.85)
	F	-	-	-	-	-
TOTAL	M	72(100)	98(100)	27(100)	22(100)	219(100)
	F	108(100)	86(100)	32(100)	25(100)	251(100)

(Figures in parentheses indicate Percentage)

The table shows that only 5.9 per cent of the current male learners had a high reading skill whereas the figure dropped sharply down to only 1.2 per cent for women having a high reading skill. As a whole 21.9 per cent male learners failed to read a single word as against 29.5 per cent of the female learners. In the class of learners with "medium" and "low" reading skills, we did not notice any significant sex difference. However, in the groups of learners scoring "High" and "Nil" reading skill, there is some difference in terms of the variable of sex.

WRITING

Writing skill of adult learners (both current and ex-learners) was measured by a test where an adult was required to write his/her full address on the letter (which was supplied to them during the time of reading test) and the investigators also dictated a few words from their primers. They rate the score in four grades. The following tables show the performance in writing of current and ex-learners respectively.

Table 5.4 : Performance in writing (Current Learners).

Grade	RFLP (N=180)	SAEP (N=184)	VA (N=47)	NYK (N=59)	TOTAL (N=470)
HIGH	4(2.22)	5(2.71)	1(2.13)	-	10(2.12)
MEDIUM	46(25.56)	45(24.45)	9(19.15)	10(16.94)	110(23.40)
LOW	86(36.67)	102(55.43)	23(48.94)	33(55.93)	224(47.85)
NIL	84(35.56)	28(15.21)	14(29.79)	15(25.42)	121(25.74)
NR	-	4(2.17)	-	1(1.69)	5(1.08)

(Figures in parentheses indicate Percentage)

Table 5.5 : Performance in writing (Ex learners).

Grade	RFLP (N=81)	SAEP (N=55)	VA (N=18)	UGC (N=14)	TOTAL (N=148)
HIGH	1 (1.63)	3(5.45)	2(12.82)	2(14.28)	8(5.47)
MEDIUM	16(26.22)	5(9.09)	3(18.75)	7(50.0)	31(21.23)
LOW	34(55.73)	33(60.0)	8(50.0)	3(21.42)	78(53.42)
NIL	9(14.75)	13(23.83)	1(8.75)	--	23(15.75)
NR	1(1.83)	1(1.81)	2(12.5)	2(14.28)	6(4.10)

(Figures in parentheses indicate percentage)

As is evident from the tables a little more than 2 per cent of the current learners had acquired high writing ability whereas among the ex-learners 5.47 per cent had a high writing ability. 23.4 per cent of the current learners had acquired a medium level writing ability as against 21.23 per cent of ex-learners. Among current learners 25.74 per cent recorded complete failure whereas 15.75 per cent of the ex-learners failed completely in acquiring any writing ability. The following table shows the sex-wise break-up of the performance of current learners in the writing test.

Table 5.6 : Sex-wise Performance in Writing (Current Learners)

Grade	Sex	RFLP (N=180)	8AEP (N=184)	NYK (N=59)	VA (N=47)	TOTAL (N=470)
HIGH	M	2(2.8)	4(7.1)	-	1(4.5)	7(3.2)
	F	2(1.8)	1(1.2)	-	-	3(1.3)
MEDIUM	M	19(28.4)	23(23.5)	8(29.8)	4(18.2)	54(24.8)
	F	27(25.0)	22(25.8)	2(8.2)	5(20.0)	58(22.3)
LOW	M	29(40.3)	51(52.0)	14(51.8)	11(50.0)	105(47.9)
	F	37(34.2)	51(59.3)	19(59.3)	12(48.0)	119(47.4)
NIL	M	22(30.8)	17(17.3)	5(18.5)	8(27.3)	50(22.8)
	F	42(38.9)	11(12.8)	10(31.2)	8(32.0)	71(28.3)
NR	M	-	3(3.1)	-	-	3(1.4)
	F	-	1(1.2)	1(3.1)	-	2(0.8)
TOTAL	M	72(100)	98(100)	27(100)	22(100)	219(100)
	F	108(100)	86(100)	32(100)	25(100)	251(100)

(Figures in parentheses indicate Percentage)

3.2 per cent current male learners had acquired a high writing ability, which fell down to only 1.3 per cent among women. The sex-wise break up shows that the percentage of male learners who were rated as having medium writing skills was slightly higher compared to the female learners. Similarly, more women (28.3 per cent) displayed complete lack of this skill compared to men (22.8 per cent).

ARITHMETIC

With a view to assessing the arithmetic skills of the learners it was left to the discretion of the investigator to give a few tests on elementary arithmetic such as simple addition, subtraction, counting upto 100 etc. The levels of arithmetic ability achieved by both current and ex-learner were then rated in grades: high, medium, low and nil.

Table 5.7 : Performance in Arithmetic (Current Learners).

Grade	RFLP (N=130)	SAEP (N=184)	VA (N=47)	NYK (N=59)	TOTAL (N=470)
HIGH	5(2.77)	4(2.17)	1(2.13)	1(1.69)	11(2.34)
MEDIUM	37(28.95)	44(23.91)	5(10.84)	4(6.77)	90(19.14)
LOW	95(52.77)	91(49.45)	25(53.19)	40(67.79)	251(53.40)
NIL	43(23.88)	42(22.82)	18(34.24)	13(22.03)	114(24.25)
NR	-	3(1.63)	-	1(1.69)	4(0.85)

(Figures in parentheses indicate Percentage)

Table 5.8 : Performance in Arithmetic (Ex-Learners).

Grade	RFLP (N=81)	SAEP (N=55)	VA (N=18)	UGC (N=14)	TOTAL (N=146)
HIGH	3(4.91)	3(5.45)	--	2(14.28)	8(5.47)
MEDIUM	17(27.88)	8(14.55)	5(31.25)	8(42.85)	38(24.85)
LOW	35(57.3)	32(58.18)	7(43.75)	4(28.57)	78(53.42)
NIL	5(8.19)	12(21.82)	2(12.5)	--	19(13.0)
NR	1(1.63)	--	2(12.5)	2(14.28)	5(3.42)

(Figures in parentheses indicate percentage)

Only 2.34 per cent of the current learners did all the four operations correctly whereas in case of the ex-learners the corresponding percentage was slightly higher (5.47 per cent). 19.14 per cent of the current learners did two or three operations correctly whereas 24.65 per cent of the ex-learners could show similar success and thus were included in the group of learners with medium performance. 24.25 per cent of the current learners were not able to do even a single operation in arithmetic, whereas 13 per cent of the ex-learners did fail similarly. For a sex-wise break up of this performance we may turn to the following table.

Table 5.9 : Sex-wise Performance of Current Learners in Arithmetic.

Grade	Sex	RFLP (N=180)	SAEP (N=184)	NYK (N=59)	VA (N=47)	TOTAL (N=470)
HIGH	M	2(2.28)	2(2.0)	1(3.7)	1(4.5)	8(2.7)
	F	3(2.8)	2(2.3)	-	-	5(2.0)
MEDIUM	M	19(28.4)	28(28.8)	3(11.1)	3(13.8)	53(24.2)
	F	18(18.7)	18(18.8)	1(3.1)	2(8.0)	37(14.7)
LOW	M	41(58.9)	48(49.0)	17(62.9)	10(45.4)	118(52.9)
	F	54(50.0)	43(50.0)	23(71.9)	15(60.0)	135(53.8)
NIL	M	10(13.7)	19(19.4)	8(22.2)	8(36.4)	43(19.6)
	F	33(30.8)	23(26.7)	7(21.9)	8(32.0)	71(28.3)
NR	M	-	1(1.0)	-	-	1(0.45)
	F	-	2(2.3)	1(3.1)	-	3(1.2)
TOTAL	M	72(100)	98(100)	27(100)	22(100)	219(100)
	F	108(100)	86(100)	32(100)	25(100)	251(100)

(Figures in parentheses indicate Percentage)

The table reveals that as against 2.7 per cent current male learners, 2 per cent female current learners did all the four operations successfully. The percentage of learners with a medium level arithmetic skill was higher among men (24.2 per cent) compared with women (14.7 per cent). But this difference between the male and female learners is not to be found in the class of learners who registered a low arithmetic skill. The percentage of male and female current learners drawing blank in arithmetic test work out to 19.6 per cent and 28.3 per cent respectively.

In general we observe, taking all the three components of literacy into account, that women have a low performance compared to men although the difference is not very big. It is also very important that about 14% of the ex-learners have completely relapsed into illiteracy already while approximately half of the ex-learners (those who scored "low"

in our literacy test) appear to be in the process of quickly replapsing in to illiteracy and would join the rank of illiterates soon unless steps are taken immediately for a post-literacy support for them.

It is important to mention a few points which we marked during the course of the research. The reading performance of the learners seems to be correlated with their prior educational background. The learners who had joined the programme as school dropouts did better than those who were illiterates to begin with. It is disturbing to note that as many as 45 per cent of the current learners recorded low performance in the reading test administered to them. This could be attributed to the structural, functional and environmental factors. A major contributory factor has been the inadequacy in terms of the reading material provided to learners to improve their abilities. The other factors relate to the differential competence and commitment of the instructors, besides the learning and in-take ability of the individual learners. It was also observed that the instructional technology adopted by the instructors does influence the rapidity in grasping the subject matter by the learners.

Nearly half of the ex-learners reported low scores in reading test administered to them. Several factors apparently contributed to this phenomenon. The work relating to post-literacy support and follow-up through JSN has been rather slow. In a number of places the physical facilities for the establishment of the JSNs are yet to be extended. Further, the follow-up in terms of post-literacy training for the ex-learners has been negligible. In the context of the rural and tribal areas the ex-learners do not have the opportunity and access to simple reading materials to sustain their reading skills and interest. As a preliminary measure it is suggested

that regional newspapers and story books could be provided to the ex-learners by the Directorate of Adult Education. This would be of immense value till the JSNs are formally established with requisite resources.

A series of remedial measures are required to improve the knowledge and aptitude of the learners with reference to their reading, writing and arithmetic abilities. Adequate emphasis needs to be given to provide an attractive primer with sufficient pictorial illustrations to the learners to excite their interest wherein the learning material should relate the problems of day to day living to classroom situation. On the managerial front the centre should be equipped with the minimum facilities as specified in the guidelines to facilitate learning. It was observed that the performance of females was a little poorer than that of the males, which could be attributed to the structural constraint of the women being expected to perform the dual role of bread winner and housewife that leaves no time for recapitulation of the learnt material at home. In order to overcome such sex-specific differentials in performance, additional incentives should be provided to women to attend the centres with greater regularity and benefit from the AEP.

CHAPTER VI

FUNCTIONALITY AND AWARENESS

The awareness component of the AEP deals with the attainment of a critical level of knowing, understanding, analysing things and capability of taking action on issues that affect individuals, community and society so as to improve the situation and the quality of the life of the learners. The functionality component refers both to the general efficiency and the economic productive efficiency of the learners. Thus, functionality means the development of knowledge, understanding, skills and application of these skills to the economic activities in order to improve the personal efficiency as well as the productivity of the learner. Functionality denotes the rising level of the skill that improves personal efficiency and increases economic productivity, born of proper knowledge, understanding and analysis of the socio-economic reality. Awareness, on the other hand, denotes the configuration of world view and the perspectivistic understanding of one's social existence.

NLM has a three dimensional objective: literacy, functionality and awareness. The programme seeks not only to impart literacy but also to go beyond by increasing the learners' functionality and the level of his awareness. Functionality and awareness are, to a great extent, a consequence of literacy. Application of literacy to ones' real life situation enhances his functionality and awareness. Thus, in its totality, literacy develops the quality of his life. NLM, therefore, seeks to bring the benefit of literacy in its totality to the learner. The learner would develop along all the three dimensions. The success of the NLM thus depends not only on how well the learners have acquired the 3 R's but also

the degree to which they have developed functionality and awareness.

For a comprehensive assessment of the impact of the NLM programme, therefore, it is necessary to look into the growth of functionality and awareness of the learner besides judging his/her performance on the 3 R's.

FUNCTIONALITY

In order to ascertain the achievement of the learners with regard to functionality, we followed some definite criteria in enquiring into the increase in their income/productivity as a consequence of acquisition of new skills, knowledge through enrolment in the AEC

Accordingly those learners were included in the category of people with, a positive impact (of the AE programme) who have acquired any of the following attributes:

1. If there has been a rise in his/her income/productivity.
2. If he/she has changed his/her occupation for the better.
3. If he/she has accomplished more competence and efficiency in the same occupation.
4. If he/she has been exposed to the wider world of manifold poverty alleviation programmes and other developmental measures and can visualise how to benefit from them.

The data which we obtained by applying the above criteria to our sample of learners is presented in the following table.

Table 6.1 : Performance of functionality (Current Learners)

Agency	Learners with	
	Positive impact	No impact
RFLP(N=180)	22(12.2)	158(87.8)
SAEP(N=184)	22(11.9)	162(88.1)
VA(N=47)	8(17.0)	39(82.9)
NYK(N=59)	5(8.5)	54(91.5)
TOTAL(N=470)	57(12.1)	413(87.8)

(Figures in Parentheses indicate Percentage)

It is clear from the above data that there has been a very negligible impact of the AE programme on the development of functionality of the beneficiaries. On only 57 out of the 470 current learners in our sample (which works out to only 12.1 per cent.) the AE programme had any positive impact in terms of functionality. The programme does not seem to be bringing any significant development in the functional ability of the learners. The sex-wise distribution of the beneficiaries showing the development in their functional ability is given in the following table.

Table 6.2 : Sexwise impact on functionality (Current Learners)

Agency	Positive Impact		TOTAL
	Male (N=219)	Female (N=251)	
RFLP	5	17	22
SAEP	19	3	22
NYK	2	3	5
VA	4	4	8
TOTAL	30	27	57

Only 30 male learners out of 219 covered in the sample showed development in their functional ability whereas 27 female learners improved their functionality out of 251 females in the sample population. The following table shows the caste-wise distribution of the 57 beneficiaries registering improvement in functionality.

Table 6.3 : Castewise impact on functionality (Current Learners).

AGENCY	SC (N=151)	ST (N=140)	GEN (N=179)	TOTAL
RPLP	11	9	2	22
SAEP	5	2	15	22
HYK	2	2	1	5
VA	5	-	3	8
TOTAL	23(15.3)	13(9.2)	21(11.7)	57

(Figures in parentheses indicate Percentage)

15.3 per cent of the scheduled caste learners in our sample population showed improvement in functionality. As against this, only 9.2 per cent scheduled tribe learners have acquired this development. Similarly, 11.7 per cent of the learners from the general castes category achieved development of functionality. It appears that the scheduled caste learners have, comparatively speaking, acquired functionality development more than the other groups.

If the impact of the programme on the functional ability of the current learners was negligible, it was not much better either among the ex-learners, who have already completed the full duration of the programme.

Table 6.4 : Performance of functionality (Ex Learners)

Agency	Learners with	
	Positive impact	No impact
RFLP(N=61)	5(8.1)	56(91.8)
SAEP(N=55)	9(16.3)	46(83.8)
VA(N=18)	3(16.7)	13(81.2)
UGC(N=14)	12(85.7)	2(14.2)
TOTAL(N=148)	29(19.8)	117(80.1)

(Figures in Parentheses indicate Percentage)

The above table clearly shows that 80 per cent of the ex learners registered no improvement in their functional skill. Around 19 per cent of them showed improvement while the corresponding figure for current learners was 12 per cent. Though this shows that the ex-learners functional ability was better than that of the current learners, the difference between the two groups is by no means very great. It can also be seen that ex-learners of centres under the UGC recorded phenomenal progress, all of them having improved their functional ability more or less. Generally speaking, we find that the AE programme does not have any noteworthy impact on the learners' functionality development.

AWARENESS

Together with literacy and functionality, awareness is a key objective of the NLM. The NLM seeks to generate an awareness among the illiterates while at the same time making them literate and developing their functionality. All the three elements - literacy, functionality, and awareness - are mutually supportive. It is envisaged that the programme will have an impact on the learner along all the three dimensions.

Awareness is a psychic attribute. It awakens the individual to a better quality of life and brings in him the driving

force to continuously strive to enrich the quality of his life., Therefore, to generate awareness among the individuals, it is necessary to highly sensitise them. In the present context, NLM can accomplish its goal (with its emphasis on awareness) depending on the degree to which the programme sensitises the people.

It is indeed very difficult to empirically measure the level of awareness of the individuals, partly because it is very broad in its reference and partly because it is a psychic attribute which has several forms of expression. For the purpose of the present evaluation research, however, we predominantly focused on the informational aspect in our attempt to empirically measure awareness. Because, one of the important indices of awareness is the individuals' disposition and curiosity to know, which would subsequently create in him a propensity to act.

Thus, we selected some common items/problems covering four important aspects (Health, Family Planning, Village Problems, and Environment) and asked the learner if he knew anything (and thus was aware) of them. The individual questions which we asked, were relating to such common and varied themes, as primary health care, child care, remedial measures against common diseases, methods of family planning, various measures/care taken during the pregnancy, problems of the village and community like communication, electricity, dowry, etc., and environmental problems and issues like deforestation, ecological disturbance, plantation etc. On the basis of the responses that we obtained, we assessed the learners as having a "high", "medium", or "low" level of awareness in our analysis. Those who could answer more than 50 per cent of the questions were ranked as having a "high" level of awareness; those who could answer more than one-

fourth (25 per cent) of the questions were included in the category of people with "medium" level of awareness while those who answered less than that (one-fourth of the questions) were regarded as "low" in the scale of awareness.

The results that emerged from the above process are presented in the following table.

Table 6.5 : Levels of Awareness among Learners (N=470)

Agency	High	Medium	Low	TOTAL
RFLP	8	78	94	180
SAEP	11	67	108	184
VA	4	19	38	59
NYK	3	14	30	47
TOTAL	28 (5.5%)	178 (37.8%)	288 (56.5%)	470 (100%)

We notice that only 5.5 per cent of the learners do have a relatively wide range of cognitive map and thus have a "high" level of awareness, 37.8 per cent of the learners were found to be having a "medium" level of awareness. But a majority of the learners (as high as 56.5 per cent) have not expanded their mental horizon much, have a low information quotient and still live with a "low" level of awareness. When we look at the sex wise differences in the level of awareness we find a very interesting pattern.

Table 6.6 : Sex-wise Difference in the Levels of Awareness (N=470)

Level of Awareness	Male (N=219)	Female (N=251)	Total
High	19 (8.6%)	7 (2.7%)	28 (5.5%)
Medium	97 (44.2%)	81 (32.2%)	178 (37.8)
Low	103 (47%)	163 (64.9%)	286 (56.5%)

It is important to notice that the women were lower in the level of awareness compared to men, whereas 8.6 per cent of male learners measured high on the level of awareness, the corresponding figure for women dropped down to as low as 2.7 per cent. Similarly, only 32.2 per cent of the women learners as against 44.2 per cent of the male learners were scaled as having a medium level of awareness. The percentage of women with a low level of awareness sharply increased to a high 64.9 per cent, whereas the figures for the male learners stayed at 47 per cent.

The situation in respect of the level of awareness is not much different among the ex-learners who have already completed the AE programme. In the same process as mentioned above, we measured the degree of awareness among the ex-learners and found out a pattern as presented in the following table.

Table 6.7 : Levels of Awareness among Ex-learners (N=146)

Agency	High	Medium	Low	TOTAL
RFLP	3	24	34	61
SAEP	2	21	32	55
VA	2	8	8	18
UGC	3	4	7	14
TOTAL	10(8.8%)	55(37.6%)	81(55.4%)	146(100%)

6.8 per cent of the ex-learners were found to have "high" awareness, whereas it shoots up to 37.6 per cent for ex-learners showing "medium" awareness. 55.4 per cent of ex-learners were rated "low" in the awareness scale. The emergent pattern of finding here more or less coincides with that found among the current learners.

Thus, we used a simple thermometer to measure the degree of awareness among the learners of the programme which gave us the results that we have already presented above. But we can not attribute it entirely to the AE programme, especially, in the absence of a bench mark survey of the level of awareness of the learner before enrolment into the AE programme which is so essential for an impact-analysis. Further, it would be entirely misleading to assume that whatever level of awareness they have developed was due to the impact of the AEP only. There are several other media (especially, of mass communications) which are also powerful sources of generating awareness, and the learners, while attending the AECs, are also exposed to all these media.

It is clear from our findings that the literacy component of the programme has assumed primacy, relegating the other components, such as functionality and awareness to the background. We have already noted that the field level functionaries such as the instructors and the preraks perceived the programme as mainly to impart literacy. Thus the programme does not seem to be bringing any remarkable improvement in the functionality and awareness of the learners.

In this context, it is important to note that the instructors are neither trained nor they are equipped with the requisite skill to impart Functionality to the adult learners drawn from varied vocations. The content of the training given to the instructors itself lacks seriously the functionality component. More importantly the NLM does not have an in-built functionality component in the programme. Therefore, it is also very important that the NLM should have an in built functionality component into the whole programme and provide the necessary support for that. It would be worthwhile for the state Directorate of Adult Education to strengthen its

machinery by having separate functionaries, preferably experts, to look after the functionality component of the AE programme.

Besides, we suggest that it is essential for the State Government to evolve viable mechanisms of linking the programme with vocational training and skill development programmes of the different departments and agencies, such as, industries, DRDA, TRYSEM, DWACRA, Shramik Vidyapiths etc.

CHAPTER VII

COMMUNITY PARTICIPATION

The lofty goal of full literacy of the NLM would well remain beyond all endeavours if willful participation of the community is not obtained. In order that community participation be proper and fulfil its purpose three things must engage attention. At the first place universal access is to be ensured by establishing AE centres within the reach of every adult illiterate (both female and male) in urban, rural and tribal areas. Secondly, effective measures at conscientisation should be taken up with a view to get all adult illiterates within the purview of a centre. At the third instance, underachievement must be kept at bay of helping the learners to attain to the norms set for achievement of literacy, functionality and awareness through a thorough and beneficial utilisation of the inputs provided in the AEP.

THE ROLE OF THE PANCHAYAT

The support the Panchayat can extend to the AEP is both direct and indirect. It could help in identifying the potential learners and persuading them to join the centre, cooperate with the instructor in the conduct classes, provide accommodation in the Panchayat house or the village school house. Besides, it could help resolve conflicts (if any) that arise in course of the project work. All this depends upon the degree of interest the Panchayat functionaries evince in the programme as a whole.

However, it was observed in the sample survey that the panchayats' help towards the programme was not very satisfactory. Out of 151 current centres covered in the study, only 52 centres are housed in schools and panchayats.

According to the village level AEP functionaries (instructors) the involvement of village panchayats in this programme is not adequate.

Table 7.1 : Involvement of village Panchayat in the AK Programme (Instructors Response).

Agency	Considerable	Limited	Nil	NR
RFLP(N=30)	4(13.30)	11(36.68)	14(46.68)	1(3.33)
SARP(N=34)	1(2.94)	18(52.94)	15(44.12)	-
VA(N=12)	2(16.67)	6(50.00)	4(33.33)	-
NYK(N=10)	1(10.00)	4(40.00)	4(40.00)	1(10.00)
UGC(N=5)	-	1(20.00)	3(60.00)	1(20.00)
Total	8(8.79)	40(43.95)	40(43.95)	3(3.30)

The above table shows that only 9.09 per cent of the instructors feel that the village panchayats were actively involved providing facilities like accommodation, lighting, as well as motivating the people to join the AECs. 43.95 per cent of the instructors were of the opinion that the village panchayat had limited involvement in the programme. Similarly, the percentage of instructors, receiving no help from the panchayat, also came to a very substantial 43.95 per cent. The instructors, on their part, sometimes did not bother to inform the village leaders anything about the centre, nor did they solicit any specific help from them. The involvement of the Panchayats was found to be largely limited to: (i) the Sarpanchas were involved in the selection of instructors and preraks for the AE centres and the JSNs; (ii) Sarpanchas were associated in the selection of the places where AE centres and JSNs were to be opened. Thus, the interaction between the village panchayats and the AE centres has to be made stronger.

VILLAGE EDUCATION COMMITTEE (VEC)

The Village Education Committees (VECs) were set up by AEP functionaries for better local cooperation from the village and to attract illiterate masses to this programme more effectively. As per the data, almost all the villages had the VEC wherever centres were running. The VEC consists of a Ward Member, the Sarpanch, an elderly village farmer, and a teacher of the village. But it was observed that the VECs were not very active. They participate only in the selection of instructors for the centre. Most of the members were ignorant about their role in AEP. It was found that only in a few instances ward members and the Sarpanch played some role in motivating the adult learners and sometimes supervised the centres. It was also noticed that the co-option of some members into the VEC was arbitrary which paves the way for alienation of some groups of the community from the programme. The guidelines should be more specific in this regard. By and large, the VECs do not serve the purpose for which they were created. It is extremely important to reactivate the VECs. A reorganisation and restructuring of the VEC is necessary and it should be very carefully designed so as to make it a body concerned with the larger interest of the village rather than one which is ridden with the factional politics of the village. The norms for setting up VECs have to be carefully redesigned. It is also advisable to start with a training-cum-orientation programme for the members of the VEC so that they could understand the programme better and their own role in the programme.

Other Measures for greater Participation

In Orissa the implementing agencies took different measures for promoting local community involvement in the programme. One of them was to have the instructor recruited from the local community. The present study shows that by and large

the instructors were selected from the local community. This has taken place in almost all the cases in all the five agencies working in Orissa through the centre-based programme.

Jatha (a cultural caravan) - a mass procession through the village intended to generate a literacy awareness was organised by the SRC in the year 1989, throughout Orissa. Pamphlets and posters were displayed in all the villages where there were AECs. These techniques, developed by the SRC, effectively supplement, more intimate approaches were also followed like person-to-person motivation, village meetings, etc.

Although the NLM envisages greater community participation and some concrete steps have been taken in this regard to arouse peoples' sense of involvement in this programme, the results have not been very satisfactory. The villagers do not often feel that it is their programme and thus they should own it, support it, and run it very successfully. Once they own the programme and develop a sense of involvement in it, they would spontaneously extend all possible material and moral support to it. But few of the village level AE functionaries received such spontaneous support from the villagers. The response we got from the instructors to our question relating the type of help they got from the villagers was not very encouraging. We present their response pattern in the following table.

Table 7.2 : Type of help the instructors recieved from the village community

Agency	Motivation	Facilities	Accommodation	Negligence
RFLP (N=30)	10 (33.33)	5 (16.66)	11 (36.66)	12 (40.00)
SAEP (N=34)	15 (44.11)	9 (26.47)	9 (26.47)	12 (35.29)
VA (N=12)	7 (58.33)	2 (16.66)	2 (16.66)	5 (41.66)
NYK (N=10)	7 (70.00)	-	5 (50.00)	3 (30.00)
UGC (N=5)	2 (40.00)	-	-	3 (60.00)
TOTAL (N=91)	41 (45.04)	16 (17.58)	21 (29.69)	35 (38.48)

(Figures in parentheses indicate percentage)

(Total exceeds 100 percent due to multiple response pattern)

Only 45 per cent of the instructors reported that the villagers helped motivate their fellow illiterates to join the AE centre. Although not a very large number of instructors had this fortunate experience, such support was a great moral support to continuously sustain the interest of the adult illiterates to come to the centre. This has an invisible effect of keeping the dropout rates at a minimum. These villagers also took pains to motivate the dropouts to re-enrol in the centre. Besides this moral support, the villagers sometimes also extended other physical support to the instructors. Thus, only 29.69 per cent of the instructors reported that the villagers had arranged accommodation for the AE centre, while only 17.58 per cent of the instructors got the support from the villagers in terms of other physical facilities. 38.48 per cent of the instructors said that the support they got from the villagers was negligible. Thus, although community participation in the programme is not entirely lacking, it is far from satisfactory. It was observed that factors like caste, religion, political factors etc. sometimes stood against a healthy community participation.

Special emphasis has been given on the scheduled castes and scheduled tribes in the AE programmes in Orissa. Orissa has a large portion of tribal population (about 24 per cent of the total population) and they are scattered in the hills and jungles of the inland districts. Out of the centres which were running in Orissa in the year 1988-89, about 30 per cent were exclusively opened for the SC and ST. Besides, scheduled castes and scheduled tribes were also found joining the general AE centres alongwith higher caste people. In 1988-89 only 35 per cent (21.2 per cent ST and 13.7 per cent SC) of the learners enrolled belonged to these backward communities despite preponderance of illiteracy among these groups.

Comparatively speaking, womens' enrolment ratio in the programme was marginally better (51.9% in 1988-89) compared to the males. Women constitute a priority group to be covered under this programme. It was noticed during the course of the study that on account of socio-cultural barriers, domestic responsibilities, restricted mobility and inadequate motivation for further learning, the female illiterates were not forthcoming. It is hoped that the Mahila Mandals could play a supportive role. In this connection, it is recommended that in case of AE centres exclusively meant for women, the VEC should be chaired by the president of the local Mahila Mandal instead of the Sarpanch as in the present practice, with a larger representation of women. The guidelines needs to be modified in this regard.

THE ROLE OF YOUTH CLUBS

It was also observed that in most of the villages, the Mahila Mandals and Youth Clubs were neither formally nor informally associated with the VEC or the management of the adult education centres although such clubs and association exist in those villages. The experience of the NYK-managed centres

amply brings out the vital role, these associations/organisations of people, particularly the youth can play in motivating the learners to get enrolled in the AEC and in fulfilling the ideals of the NLM. It was also noticed in a number of villages that the youth clubs, besides attending to the recreational and sporting events for the members, are also maintaining small libraries with a few books in the regional language, magazines and newspapers, which also can be useful for follow-up action for the neo-literates. But it is rather unfortunate that these locally available facilities and potentials are seldom used by the functionaries. Moreover some of these clubs utilise various festive occasions to organise Shramadan and other activities promote communal harmony and integration. Keeping in view the prior experience of such associations in the state it would be a worthwhile venture to experiment with the idea of according responsibility to the Yubak Mandals with appropriate training to the representatives to supplement the activities of JSNs. So the suggestion naturally follows that an effective transfer of resources and responsibilities in the programme to the local village organisations, particularly youth clubs and mahila mandals, wherever they are functional and active would boost participation and involvement of people.

While emphasizing a greater involvement of the NGOs in this programme and transfer of responsibilities to the village level associations, it is very important to redesign the criteria for selection of agencies for implementing this. For example, at the local level all the voluntary agencies are not equally competent to run this programme successfully due to the lack of ideological perspective, value commitment, and techno-managerial ability to undertake such a massive and important programme on a sustained basis. Therefore, the managerial capabilities of the agency, past performance of the

agency in similar programmes, the trust it enjoys from different groups/factions in the community and its ability to pull together the different other similar bodies/clubs as well as the government departments should be taken into consideration rather than arbitrarily selecting voluntary agencies to run this programme. Agencies which are already doing some other development programmes, should be given this responsibility of the NLM programme so that they can have the advantage of linking this programme with their other on-going development programmes.

Reasons for Non-Participation

The question arises as to why the community had not shown sufficient interest and resulting involvement in this crucial programme of illiteracy eradication. Some of the problems that we observed are described below.

Functionaries generally followed the rigid administrative procedures with a bureaucratic attitude. They must adopt flexibility in their functions, which will allow a degree of informality in keeping with the unconventional nature of the programme. The purview of the VEC needs to be enlarged to ensure that a minimum set of facilities exist at the centres and that the instructors regularly attend to their work and discharge duties in a responsible manner. Case studies of a few centres, managed under different agencies, indicates that wherever local associations are entrusted with the responsibility, the punctuality and the regularity of the instructors is better and the performance tends to be better.

People view AEP as a parallel to other developmental programmes, not as complementary to them. The proper linkage between the AEP and other developmental programmes at the village level should be maintained. It was seen that the

workers of other departments for developmental work, like agriculture, animal husbandry, family planning, health, environment, and social forestry, etc. seldom visit the centres for giving important message to the people. If they can establish a link between literacy and functionality with their activities, the literacy programme can be economically and developmentally meaningful for the learners. For this purpose, the JSN can be the suitable platform where the developmental functionaries can fulfil their aims and objectives better by complementing and supplementing each others' work. For most of the rural poor, the working hours of the centres are inconvenient to learn, after day long tedious and exhausting hard labour. Hence the timings must be fixed in consultation with them. The style of teaching should be flavoured with elements of folk culture to make it agreeable and interesting and lessons palatable for quicker assimilation.

The VECs have to be reformed and reactivated wherever they are not functioning very well and they should be made to involve in the programme more actively. Responsibilities relating to the day to day management of the centre could be entrusted to the existing VECs in a bigger way. They could also play a vital role in ensuring that the teaching/learning materials are made available to the centre in time, procured from the appropriate authorities - thus avoiding one of the important problems (i.e. irregularity in the supply of materials) faced by the instructors.

CHAPTER VIII

POST LITERACY AND CONTINUING EDUCATION

The past experience shows that in the absence of an atmosphere of learning and effective post-literacy programmes, the Adult Education Programme yielded limited results. Therefore, in 1982-83 the government started running post-literacy and continuing education programme and specified the duration of the basic literacy, post-literacy and follow-up programmes as 350, 150 and 100 hours over a period of 3 years. Later, based on monitoring and feedback from the implementing agencies, a new time frame of 8 months of basic literacy and 4 months of post literacy and 1 year of follow-up was adopted in 1985, which reduced the total span from 3 years to 2 years, keeping the total duration of 600 hours intact.

The basic objective in the planning of post-literacy and continuing education programmes is to ensure retention of literacy skills, provision of facilities to enable the learners to continue their learning beyond elementary literacy, and to create scope for application of their learning for improvement of their living conditions. In the course of the nation-wide debate on the New Education Policy it became clear that the past efforts to institutionalise post-literacy and continuing education were inadequate and an urgent need was felt to create permanent structures and facilities for this purpose. In tune with the national policy on education, the NLM thus envisaged setting up of Jana Shikshan Nilayams (JSN) in a phased manner.

JANA SHIKSHAN NILAYAM

The idea of learning as a life-long process is central to the concept of JSN. JSN is an institution to create and maintain the environment of learning in which neo-literates, instead

of relapsing into illiteracy again, are inspired to continue learning more and more.

1. JSN is designed to function as an information window for various developmental programmes and procedures. Thus it is expected to promote better participation of the people in the developmental programmes.
2. JSNs are to organise training programmes for wider and wider participation of the people in development process and various income-generating activities, and also to harness the local resources and take maximum benefit from skills and materials available at the community level.

JSN serves the following categories of people:

- a) The neo-literates who complete the functional literacy course.
- b) Those who become literate through MPFL.
- c) School dropouts.
- d) Pass-outs of primary schools.
- e) Pass-outs of NFE programme.
- f) All other members of the community so far as group activities and cultural programmes are concerned.

The principal agent in the running of JSN is the prerak.

The responsibilities of the prerak include:

- a) Conduct of classes for neo-literates
- b) Organising the charcha mandals
- c) Conduct of short-term training programmes
- d) Dissemination of development information
- e) Managing audio-visual equipment at the centre
- f) Organising cultural and recreational activities, sports, etc.
- g) Managing the collection of books in the library.

In the State of Orissa, the allotment of JSNs made so far in 1964 Gram Panchayats projectwise are detailed below:

1. Cuttack	219	15. Rajamunda	23
2. Jajpur	44	16. Bolangir	31
3. Kendrapara	47	17. Titilagarh	27
4. Dhenkanal	42	18. Bhawanipatna	93
5. Talcher	16	19. Dharmagarh	80
6. Balasore	39	20. Khariar	76
7. Bhadrak	38	21. Koraput	21
8. Baripada	33	22. Rayagada	36
9. Rairangpur	14	23. Berhampur	22
10. Keonjhar	17	24. Parlakhemundi	23
11. Champua	17	25. Phulbani	15
12. Sambalpur	28	26. Baliguda	11
13. Padmapur	16	27. Puri	12
14. Sundargarh	9	28. Nayagarh	15

As a part of the evaluation study, the functioning of the JSNs was observed and preraks were interviewed. Discussion were held with other adult education programme functionaries, village leaders, sarpanchas, etc. Though the sample was small, the data obtained were quite revealing.

Age, Caste and Sex of the Preraks

A glance at the socio-economic profile of the JSN preraks reveals that all the sampled preraks were male. 70 per cent of them belonged to the age group 25-35, the rest were above 35 years of the age. As regards the caste composition, about 80 per cent belonged to non-backward castes and the rest are from backward communities.

In terms of education, 21 per cent of preraks completed the higher secondary school and the rest were graduates. It clearly shows that level of educational qualification of the

Preraks was good. According to the NLM directives, the VEC will be the principal instrument for selection of the JSN preraks. We found that, in our sample, 40 per cent of the preraks were recruited by the VEC and 36 per cent were directly appointed (and hold dual charge of the JSN as well as the AEC), and 24 per cent were appointed through the laid-down procedure.

The JSN Preraks were not trained until recently. The SRC completed its first training programme for the JSN Preraks in April 1990 where Preraks of all the JSNs were given a 10-days training except those of the JSNs which were operating without any AE Centre (particularly in the districts of Cuttack and Kalahandi).

Regarding the location of JSN, 7 out of 14 preraks interviewed informed that JSNs were functioning in the panchayat house while 3 of them reported that JSNs were functioning in private houses. One of the JSNs under study was found to be operating in the village temple, while another functioned in a donated house. Normally the JSNs under the RFLP, SAEP projects are housed in panchayat buildings. In these projects (RFLP & SAEP) the prerak of the AE centre is also the prerak of the JSN. Thus the prerak holds a dual responsibility which makes the job of the prerak heavily weighted and, as a result, the efficacy of the JSN is impaired.

On the otherhand, in the NYK projects, the JSN is under the guidance of a separate prerak. The NYK has decided to accommodate the JSN in a local youth club and entrust its responsibility collectively to the club members. The members of the club are given the freedom to suggest three candidates, out of whom, one is selected by the NYK as the prerak. The members of the local clubs are found to be enthusiastically

managing the JSNs, because they feel that it would add to their merit and help the growth of their clubs. The JSNs in general were found to be deficient in terms of the minimum facilities to function smoothly and effectively.

Table 8.1 : Facilities available in JSN

Facilities	Adequate (No. of JSNs)	Inadequate (No. of JSNs)
Accommodation	7	7
Audio-visual	-	14
Light, furniture etc.	10	4
Newspaper, magazine	3	11
Educational Books	5	9

The data collected from the JSN preraks reveals the magnitude of the non-availability of the minimum facilities in the JSNs. Half of the JSNs did not have adequate accommodation. It was very shocking to find that none of the JSNs was provided with adequate audio-visual aids. 4 out of the 14 JSNs studied had problems with regard to facilities like light and furniture etc. A majority of them were handicapped due to the non-availability of reading materials such as books, magazines, newspapers, etc. With these limitations, it is futile to expect the JSN to have any lasting and effective impact.

It was also observed that JSNs are yet to be equipped with various audio-visual support materials, equipment and books and materials for the neo-literates as envisaged in the NLM. A modest beginning has been made in terms of fixing up suitable accommodation and provision of story books, other informative books, newspapers etc. Further it was observed that the JSNs have not been able to attract women neo-literates. So it is suggested that the programme content of the JSN should focus specifically on those areas of particular

interest to the women in rural and urban areas. Contrary to the expectation those who were already literate, having gone to the formal educational institutions for some time in the past, benefitted most from the JSN. The involvement of neo-literates in JSNs is marginal and thus needs to be improved. The maintenance of the records and registers should be made more systematic in the JSN particularly with regard to issue of reading materials and books to ensure adequate circulation among all those interested. The SRC has been entrusted with the responsibility for preparation, production, and distribution of materials for the neo-literates through JSNs.

It is also observed that the norm for setting up a JSN varies between projects. In case of the government projects, the norm is to set up a JSN for an area with a population of 5000. On the other hand in case of the NYK projects the norm is one JSN for 10 AE centres. The JSN is the nucleus of Adult Education activities in the Panchyat. Its activities ought to spread over the entire village Panchayat instead of being confined to the particular village in which it is located. But it is noticed that the JSNs were rather limited in their area of operation. One of the major reasons for this is that the villages are far flung and have poor communication facilities. People from the distant villages do not come to the JSN. The prerak, on his part, has great difficulty to cover these far flung villages and distribute books. This again creates a new problem of drop-outs among the neo-literates. This problem could be partially mitigated and the effectiveness of the JSN increased by supplying the JSN prerak with a bicycle.

The preraks made efforts to arrange once in a while the various types of programmes which have relevance to the ex-learners of the AEC and others at the JSN. Thus, they

organised meetings regarding IRDP, health and family welfare, environment, etc. But this function of the JSN, it is felt, should be strengthened.

It is found that the AE centres are not able to impart, besides literacy, much of functionality and awareness - the key components of the NLM. Within the existing structure, given the limitations, it is quite impractical to expect the AE centre to focus much on the functionality and awareness. Therefore, it is advisable to make the JSN the focal centre for the development of functionality and awareness. The JSN could effectively do this by organising camps in the villages for the development of functionality and awareness among the learners.

These camps may be organised by bringing together different agencies (both governmental and non-governmental) who will not only enlighten the villagers, train them for the development of skill in their respective crafts, but also take concrete steps by helping the poor villagers to take benefit from the different developmental and poverty-alleviation programmes without facing any bureaucratic or "technical" problems. Besides, the appropriate agencies will also link these small producers to the market economy.

Thus, the JSN could function as a platform on which functionaries of the different development and poverty-alleviation programmes work in a coordinated manner and build up a coherent network of development in which the learner is effectively involved and directly benefits from all these programmes.

It is also necessary that the programme content of the JSN should focus on problems/issues related to the life-situation

of the people. The JSN as well as the AEC should become the focal point of all development activities in that village. The JSN should become a forum where the villagers and the change agents/ development functionaries meet regularly to discuss various issues and problems facing the villagers. Such exchange of ideas and experiences would eventually throw up alternative agricultural practices, alternative health care, alternative sources of energy etc. appropriate to the locality.

CHAPTER IX SUMMARY AND CONCLUSION

THE NATIONAL LITERACY MISSION

It is a tragic situation that illiteracy, as a mass phenomenon, blocks all efforts at development. Economic growth with social justice, as envisaged by the Constitution of India, remains a distant goal. In spite of all the plans, programmes, and literacy drives India was found to be more non-literate in 1981 than in 1951, with the addition of 137 million illiterates. Though the percentage of literacy increased from only 16.67 to 36.23 during the span of 30 years from 1951 to 1981, a faster growth of population has pushed the country further behind in its attempt to reach the goal of "literacy for all". Many more illiterates are added to the population of India every year and it is projected that by the year 2001 A.D., the number of illiterates in the age group of 15-35 will be 110 million. The National Literacy Mission (NLM) was launched in May 1988 to remove illiteracy on a massive scale within a definite time frame. It is expected to cover 80 million illiterates within the age group of 15-35 by 1995.

OBJECTIVES OF THE STUDY

The major objective of the study is to evaluate the performance as well as the impact of the NLM Programme implemented through different agencies and make necessary suggestions for further improvement of the programme. The programme of National Literacy Mission (Centre based) is carried out by five agencies such as RFLP, SAEP, VA, NYK and UGC.

METHODOLOGY

A sample of projects, AECs, instructors and learners was selected for an effective study in consultation with concerned officials of DAE. A multi-stage sampling design was adopted. Keeping in view the specific objectives laid down for the present study, 11 projects from the five agencies were selected for an intensive study. 252 centres (current + ex-centres) spread over nine districts drawn from the five agencies were covered by the research team.

The principal method of data collection was interviewing combined with observation and group discussions. Separate sets of interview schedules were designed for different categories of respondents, viz., current and ex-learners, instructors, preraks, Project Officers and District Adult Education Officers. The major parameters for disaggregation of primary data were the type of AE project vis-a-vis a selected variable.

PROGRESS OF LITERACY

Orissa's 26.27 million population live in 51,417 villages and 108 towns, spread over 155,782 sq. km. according to the 1981 Census. The coastal belt is more thickly populated than the innermost part of the State.

According to 1981 Census, the literacy rate of Orissa is 34.12% which is slightly lower than the national average of 36.23%. Within the State, there is a wide variation between the male and female literacy which is 47.29 and 21.11 percent respectively. The literacy rate in the state considerably increased from 21% (1961) to 34% (1981). Literacy rate is higher in coastal plains than the in-land districts of the State. The most important development during the VII Plan period was the launching of a Technology Mission on Literacy.

In Orissa, the National Literacy Mission was launched on 05.05.1988 with the objective of covering 5.3 million adult illiterates in the target age group by 1995.

ACTION PLAN

The NLM envisages micro level planning to spread literacy. The State Directorate of Adult Education has prepared some of the District Plans as well as Block Level plans. In Orissa, two districts, namely, Cuttack and Kalahandi have been identified as the technology demonstration districts. In Orissa in the first phase 70 blocks out of 314 blocks were identified for full literacy by December 1990. Block action plans for 30 blocks covering all the districts have already been prepared during 1988-89. It has been decided at the last DAEO meeting to declare them full literacy blocks by 1990. Action plans for the rest 40 blocks are yet to be completed. The rationale for selection of blocks for the operation of the NLM has been to start with blocks wherein AEP was already in operation, because of the following advantages:

- a availability of infrastructure in terms of the AE centres;
- b familiarity of AEP among local population;
- c access to field support through AE instructors and preraks; and
- d rapport with the community.

Thus a contiguous approach has been followed in Orissa for the selection of AE centre with an approach to complete the on-going AE programmes by the various agencies through NLM.

INTEGRATED APPROACH

Keeping in view the need for thorough and meticulous planning, there has been a change in the strategy of planning from district level to the block level. A major facet of micro

planning is the degree of its actualisation in practice. However, the experience so far, though limited, indicates the sub-optimal use of block plans in decision making and programme implementation. This hiatus between planning and implementation needs to be minimised specially considering the comprehensive nature of the block action plans formulated. On the recommendation of Govt. of India, Council of State Literacy Mission Authority has been formed under the Chairmanship of the Chief Minister and its Executive Committee constituted. However, in the absence of adequate powers and decentralisation of authority, the SLMA has not been able to play a very active role in monitoring the programme by easing out bureaucratic hurdles. In Orissa in pursuance of the National Policy, a separate Directorate of Adult Education was formed with effect from 21.09.88. The State Resource Centre has also been reconstituted.

ADMINISTRATION

Each district is provided with a District Adult Education Officer (DAEO). Collector is designated as the district mission leader. The DLM is meeting as stipulated in the guidelines in various districts. The heads of all development departments need to be motivated by the SLMA to issue clear instructions to their functionaries at the district and block levels to extend necessary support to AEP.

A sub-committee of DLM on coordination with representatives of various types of agencies engaged in implementation of AEP in the district is required. This would help pool the resources and experience of VA, RELP, SAEP and NYK together to realise full literacy goal.

SIZE OF PROJECTS

Observation of the organisation and management of the projects in the field shows variation between those managed by the VA, and the NYK on the one hand and those managed by the government directly. A major difference relates to the average number of AE centres in their jurisdiction. Close observation and consultation with the learners and the field personnel point to the need for reducing the size of the government run projects., viz. RFLP and SAEP.

VILLAGE EDUCATION COMMITTEE

In the case of centres managed by VAs, it was observed that they were able to capitalize on their existing cadre of animators operating in the area, who also evince keen interest in the supervision and operation of the AE centres with the support from local community. However, this advantage was not available for the RFLP and SAEP project centres due to lack of inter-departmental support. As such the Government programme had to rely exclusively on the network of preraks and instructors for supervision purposes. The role of the VEC in most cases has been minimal. The structure and composition of the VEC needs change to make it a body above all-factional politics of the village. This has to be kept in mind while selecting members of the VEC. The norms have to be suitably modified. The VECs should be reactivated and be made to involve themselves more intimately in the programme. With regard to the supervision of the AE centres a reorganisation of the responsibilities between concerned Preraks and VEC is required for effective implementation. Tasks related to ensuring regular conduct of the classes and attendance by the instructor could be delegated to the VEC members who could visit the centre regularly by sharing responsibility among themselves. On the other hand, the Preraks should focus more upon the completion of the monthly progress reports, guidance

to the instructors, supply of reading learning material, etc. This is also necessitated by the problem of mobility expressed by a number of Preraks who felt that their area of operation is too wide for monitoring of centres. The SLM council recommended that Gram Panchayats should be actively involved in the programme at grassroot level. In this regard it was observed that their role was very limited and it was found that:

1. The Sarpanchas were involved in selection of Instructors, Preraks for JSNs and the Adult Literacy Centres which started functioning for 1988-89.
2. Sarpanchas were associated in the selection of places where literacy centres and JSNs are opened.

SUPERVISION

The DAE officials are extremely concerned and enthusiastic about the success of NLM. They are vigorously streamlining and improving the entire process to tide over, the weaknesses and loopholes. The DAE officials usually go out to the field for supervision 5 days in a month and calendars of inspection are drawn one month in advance. The district officials are on field supervision normally 15 days a month. Besides, the DAE officials also attend the DLM meetings as and when possible. The DAE should be provided with more infrastructural facilities. Supervision needs more attention at the field level.

As per the guidelines of NLM, the Preraks are expected to visit the AE centres within their jurisdiction at least twice in a week. It is suggested that the SLM needs to revise its rules regarding the coverage norms for Preraks for the urban, rural and tribal areas keeping in view the density of population and the inter centre distance. It would imply a

change in the current practice of assigning 10 AE centres for every Prerak regardless of the area to a norm wherein the number of centres to be supervised by a Prerak will be reduced in case of tribal areas and rural areas. What is desirable in tune with the spirit of the NLM is a greater decentralization and reposing confidence and trust in functionaries at different levels and making the work norms more realistic to avoid fake reporting of achievements. The role of the Prerak needs to be reoriented to equip the prerak with more competence so as to provide better quality of guidance of the instructors whenever they visit the centre.

COORDINATION

Success of the Adult Education Programme largely depends upon the internal as well as external coordination. At the State level the SLMA is expected to share the responsibility for coordination among various agencies. But in practice, the SLMA has not been able to do this effectively.

In the organisational structure of the NLM both internal and external coordination have been elaborately attempted. The AEC should become the focal point for development activities at village level. Simultaneously, efforts should be made to offer a common platform for delivery of services with coordinated functioning of AE instructors, health guides, anganwadi workers and gram sevak.

The instructors covered in the evaluation study were asked about the visits by personnel of other departments to their centres. According to the instructors, functionaries of other development agencies seldom visit the AE centres contrary to NLM guidelines. As a result there is no integration between the adult literacy and vocational inputs. Efforts are needed

to contact and motivate representatives of other agencies to involve them in AEP.

MONITORING

Monitoring of the Adult Education Programme is undertaken in an elaborate manner by the State Directorate of Adult Education. The major means of monitoring are the periodic report furnished by the lower level units to the State Directorate.

The monitoring relates primarily to the parameters such as a) enrolment of learners; (b) retention and regularity of attendance; and (c) achievement. The understanding of the items in the monitoring system is not adequate specially at the lower levels of implementation and required to be reinforced at induction and reorientation levels of training. Further, it was also noticed that the figures mentioned in the official records do not always correspond to actual enrolment position at the centre level. It has to be seriously examined what kind of organisational changes are required to bring in a unified structure particularly at the lower level for delivery of the inputs related to non-formal education and Adult Education Programmes, if possible, at the same venue. An additional benefit of such an arrangement would be avoidance of duplication of resources and combination of the resources of the instructors concerned for the benefit of the learners. The State Directorate is monitoring the performance of the AEP implemented through the RWLP, SAEP and VA operated projects. For proper cohesion and unity of direction it needs to be considered to have a single agency for monitoring the performance of Adult Education Programmes implemented in the State through various types of projects. Use of computers could help in timely monitoring of the performance of the various components of AEP at different levels and also in

providing a feedback for corrective action to the concerned. A beginning has already been made by the DAE in this regard in Kalahandi district. This should be extended to all the projects. As a corollary to the introduction of computers, the State Government could constitute a working group to identify and formulate a set of simple, reliable and meaningful indicators to assess the performance of AEP in terms of functionality, awareness, literacy, personnel, training and other allied aspects.

It was observed that the AEP is handicapped by inadequacies in timely flow of funds. The delays in terms of payment of salaries, provision of equipment and other inputs tend to adversely affect the performance of the programme. In this regard, the channel of bureaucratic process needs to be made short and simple which could perhaps minimise the problem.

MANAGEMENT OF INFORMATION SYSTEM

In the absence of a reliable and quick information regarding the status, enrolment, and achievement of the NLM at all levels of the state, it is suggested that given the existing infrastructure of District level computer based information systems created through the network of National Informatic Centre facilities in collaboration with the State government for every district, computerisation of the information regarding the AEP should be initiated expeditiously. This would imply training of the functionaries at the district level and project level in data entry and operation of personal computers and development of appropriate software to suit the needs of AEP.

LEARNER EVALUATION

In order to facilitate the evaluation, the Directorate and the SRC evolved a set of testing guidelines to assess the level

of achievement of the learners. The evaluation is not being undertaken in an objective manner. This is not to blame the existing machinery but a re-examination is required in so far as interpretation of the figures relating to achievement of learners are concerned. In tune with the earlier recommendations of reposing greater trust and confidence in the functionaries of AEP, it is suggested that responsibility for testing the achievement of the learners should be vested with the Preraks.

Contrary to the guidelines of the NLM, it was observed that the evaluation of learning outcomes is usually summative in nature conducted at the end of the programme. Though the guidelines specified for evaluation at the end of 4 months, the same was not done in several cases.

Change to a system of progressive evaluation with greater importance to semi-structured and unstructured tools is desired to improve the interest and also avoid relapse of the learners. In this context it is important to note that the DAE has developed new method of objective evaluation to be conducted by the local high school headmaster. The DAE has already implemented it in a couple of places. It is found that this has increased the credibility of the evaluation although it has brought down the level of efficiency.

The AEP does emphasise the importance of post literacy retention of the inputs provided through AEP. However, there is no mechanism to evaluate the retention of learning among the ex-learners. Initial evaluation would help in measuring the quantum of gains besides constituting useful benchmark information. It was observed that the composition of learners in AEP is of two types, (a) School dropouts who are definitely

better endowed in terms of literacy; and (b) the complete illiterates who had no prior exposure to the education system.

INSTRUCTOR PROFILE

Among the Instructors 35% fall in the age group on 20-24 where as 34% of Instructors fall in the age group of 15-19. A majority (65.93 per cent) of respondent instructors belong to castes other than SC & ST. The educational qualification had to be relaxed in case of 67% of the instructors as people with the preferable level of educational qualification were not locally available. Most of the Instructors (75.8%) identified the learners with the help of door to door visit.

PRERAK PROFILE

Majority (92%) of the respondents in all the agencies belong to the other caste group. Half of the Preraks (50%) in the sample possess higher secondary qualification i.e. upto 12th std. Some preraks wanted to be supplied with bicycle and torch to facilitate their mobility (for visiting the scattered centres) during night. Further, the instructors and the preraks do not get their honorarium regularly. This is a major reason which dampens their spirit. While ensuring a regular payment, it is also very important that the amount of money paid towards honorarium should be increased.

TRAINING & TECHNICAL RESOURCE SUPPORT

A proper training programme is essential for securing a high degree of efficiency in the adult education programme. The SRC has organised 72 training courses for instructors during July 1988 and Sept 1989, each with 100 participants and of 10 days duration. Thus, so far, 7200 instructors have received Inservice training. For imparting training to nearly 900 Preraks, 27 secondary training schools including 3 DIEFs in the State covering 13 districts were selected. Two senior teachers and the Headmaster of each institution were imparted

a 3 day orientation training at the SCERT, ORISSA, as master trainers. They in turn conducted the training programme for Preraks of 28 RFLP/SAEP projects and two voluntary agencies from 24.12.88 to 02.01.89. None of the Preraks or Instructors had pre-service training on AE in Orissa. They were trained during their tenure with the programme.

The Preraks interviewed as part of the study offered several suggestions for enhancing quality of training imparted to them. These suggestions include extension of the duration of training, use of audio-visual materials, introduction of vocational inputs, involvement of experts from other development agencies and greater experience sharing. For training of instructors, the project officers under RFLP/SAEP were asked to contact and identify six high schools in their respective areas of operation having facilities in terms of experienced teachers and accommodation for imparting a 10 day residential pre-service training to their 300 instructors in batches of 50 in a centre.

For the year 1988-90, SRC organised orientation and training programmes for NYK Coordinators, RFLP and SAEP Project Officers, NCC Officers, etc. These programmes were conducted for three days and topics like National Literacy Mission, its aims and objectives, mass programme for functional literacy, its strategy, participatory learning, etc., were discussed.

DIVERSIFICATION OF TRAINING

Keeping in view the future plans to extend the coverage of the programme on a massive scale, it is imperative to evolve alternate methodologies and management strategies for rendering the training support in an effective and efficient manner. This would imply not only strengthening of the capabilities of the State Resource Centre in the State but

also augmenting the network of training support facilities through involvement of other development agencies, particularly those in the voluntary sector who are equipped with the requisite expertise and infrastructure to cope with the challenges of training for Adult Education Programme. The DAE/SRC should collaborate with such potential and capable voluntary organisations for training the different categories of the AE functionaries. While this would help eliminate the faster problem of training backlogs, the VAs may also provide innovative inputs in the content and method of training.

Short term orientation training workshops also need to be offered for functionaries of other development agencies closely allied to the contents of AEP in general and the functionality and awareness inputs in particular. It is also required to evolve a mechanism by which the SRC is in a position to communicate with the other established training institutions such as the SIRD, Extension Training Centres and the Academy of Administration to introduce inputs related to AEP and NLM as part of the induction and refresher programmes offered by those agencies to functionaries of development department at lower, middle and higher levels and non-officials.

IMPROVING METHODOLOGY & CONTENT

As things stand, the quality of training imparted to the key functionaries like Preraks and instructors by master trainers who have little prior experience in participative training methodology has left results which deserve closer examination as well as evolving of alternatives. The learning acquired by the grassroot level functionaries of AEP was found wanting particularly in the realm of imparting functional development and awareness generation skills. In case of training of female instructors, certain modifications are needed as most

of them are unable to be away from their families for a duration of 10 days.

Efforts should be made through the DLM and DAEO to involve the representatives from other development departments to familiarise the instructors and the Preraks about the various programmes of development.

The existing practice of imparting 3 day orientation training for the POs and APOs needs to be reassessed in the light of the job requirements of these key functionaries. Vertical integration programmes involving the participation of functionaries from the instructor to the DAE level could be experimented with, through short term refresher workshops.

AWARENESS & FUNCTIONALITY

During the discussions with the functionaries at various levels, it was evident that the personnel themselves are not very clear about the content, relevance and scope of functionality and awareness inputs in the programme. The dichotomy between literacy component on the one hand and the functionality and awareness on the other also tends to reduce the overall impact of the AEP.

The performance of both the current and ex-learners regarding the level of development of functional skill through the AEP was poor, perhaps due to (1) lack of sincere effort; (2) inadequate training to the instructors, especially with regard to functionality and awareness; (3) lack of inter-agency coordination; (4) inadequate demand from the AE programme by the learners (mostly the sampled learners were expecting to acquire the BR's rather than the functionality); and (5) lack of materials/ kits concerning functional skill. In order to effectively incorporate functional component into the AEP, it

is essential for the State government to evolve viable mechanisms of linking the programme with the vocational training and skill development programmes of the different departments and agencies, such as, industries, DRDA, TRYSEM, Shramik Vidyapiths, Community Development and Rural Reconstruction, etc. more importantly, the NLM should also have an in-built functional component in the programme. This would entail allocation of funds for an in-built functional component in the programme as well as certain structural changes in the AEP itself to provide for initial literacy inputs followed by functional skill development programmes at suitable venues through training for the adult learners. This would require further systematization of the existing arrangements to classify the functional skill in terms of primary sector, secondary sector and tertiary sector depending upon the area-wise vocational need of the male and female adult learners and their current occupation.

In this context, it would be worthwhile for the State Directorate of Adult Education to strengthen its machinery by having separate functionaries, preferably experts, to look after the functionality component of the Adult Education Programme. It may be considered to make the JSN a platform for the development of functionality and awareness. The JSN should become a forum where the villagers and the change agents/development functionaries meet regularly to discuss various issues/problems facing the villagers. Such exchange of ideas and experiences would eventually throw of alternative agricultural practices health care, alternative source of energy etc. appropriate to the locality.

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It was observed during the field investigation that norms for setting up of JSN vary between the projects. In case of

government projects the norm was 1 JSN for every 5000 population whereas in the case of the NYKs the norm was 1 JSN for 10 adult education centres. A modest beginning has been made in terms of identifying suitable accommodation and provision of books, story books, newspapers, etc. Further, it was also observed that the JSNs have not been able to attract women neo-literates. Hence, it is suggested that programme content of the JSN should focus specifically on those areas of particular interest to the women in rural and urban areas. Contrary to the expectation, it is apparent that the benefit of JSN is derived largely by those who were already literate particularly from the schools and colleges who were able to borrow books and read them. The activities of the JSN are mostly confined to the village in which it is located necessitating a review of the area of operation for JSN. The situation of having JSNs in Panchyats without AE centres should also be removed.

COMMUNITY PARTICIPATION

The National Literacy Mission strives for attainment of 'full literacy'. This lofty goal would remain unaccomplished until and unless a comprehensive strategy of invoking and actualisation of community participation in the AEP is carried out. Such an exercise should rely upon three basic tenets. Firstly, it should ensure a universal access which implies that the centres are within the reach of every male and female adult illiterate in urban, rural and tribal areas. Since creation of centres alone does not suffice it is also necessary to ensure universal participation by which every adult illiterate comes forward for enrolment in the AEP. The programme does not end with enrolment. As has been seen in the study, there is considerable under-achievement among those enrolled, diminishing the effectiveness of AEP. Hence this becomes an important area for enlisting community support to

ensure that the inputs provided through the AEP are beneficially utilized and the learners attain the norms set for achievement of literacy, functionality and awareness. The accomplishment of these three goals of universal access, participation and attainment would call for a series of measures at various levels.

SCOPE FOR PARTICIPATION

Field observation shows that in Orissa considerable scope exists for community participation. The village Education Committees (VEC) were set up by AEP functionaries for better cooperation and to attract illiterate masses. But it was noticed that the VECs are not very active except for the selection of Instructor for the centre. Most of the members were ignorant about their role in AEP. School Teachers are treated with respect in a village community. So, by their motivation a large number of the illiterate persons could be mobilised for the programme. Group campaigns for adult education programme are required to motivate the adult learners. Discussions, songs (related to AEP), village Pada Yatra will have a positive impact on Adult Education Programme. The voluntary Agencies and the NYK succeeded in securing considerable support from communities in

implementation of the programme, but the RFLP and SAEP programmes do not have this fortunate experience.

Jatha -- a mass procession through the villages intended to generate a literacy awareness was -- organised by the SRC in the year 1989 through out Orissa. Posters were provided to every village where AE centres were running. These techniques developed by the SRC supplement the efforts at building awareness through the mass media.

WOMEN'S PARTICIPATION

In order to facilitate greater participation of women, particularly those from the weaker sections, it was observed that the Mahila Mandals could play a supportive role. It is recommended that in case of AE centres exclusively meant for women, the village education committee should be chaired by the President of the local Mahila Mandal and not the Sarpanch, with a larger representation of women.

ROLE OF YOUTH CLUBS

In some of the villages Mahila Mandals and Youth Clubs are not either formally or informally associated with the VEC or the management of the adult education centres although such clubs exist there. The experience of the YK managed centres amply brings out the vital role these association and organisations of people, particularly of the youth can play in motivating the learners to enrol and in fulfilling the ideal set by the NLM to spread literacy and developed functionality and awareness. The recommendation which flows from this argument is that there has to be an effective transfer of resources and responsibilities in the programme to the local level associations, particularly to the youth clubs and Mahila Mandals wherever they are functional and active. Keeping in view the prior experience of such associations in the State, it would be a worthwhile venture to experiment with the idea of according responsibility to the Yuvak Mandals with appropriate training to the representatives to strengthen the activities of JSNs. The concept of supervision and inspection by an external functionary in the form of Prerak does not appear practical so far as the day to day operation of the centre is concerned. As part of the NLM strategy, there has to be a serious re-thinking of this issue to search for alternate supervisory mechanisms within the community. Responsibilities relating to the day to day management of the

centre could be entrusted in a bigger way to the existing VECs.

CONCLUSION

On final analysis, the evaluation study brings out the merits and de-merits of the planning, implementation and monitoring aspects of the programme as under operation during the reference period for the study. Endowed with the sound administrative support the strategy followed the multi-agencies approach with as diverse auspices as those AE projects managed by Governmental agencies to those managed by voluntary agencies.

The state government initiated the measures required as part of the National Literacy Mission by setting of requisite committees and bodies. The programme is yet to reach a stage where by the adult illiterates came forward spontaneously with enthusiasm to enroll at the centres. Concurrently, efforts are demand generation need acceleration.

Given the magnitude of the problem of the illiteracy in the state and limited time available, state government has to evolve a series of measures to expand the number of projects so as to achieve the goal of total literacy by 1995, as envisaged. Besides professionalisation of the personnel within the government at all levels, the State Directorate of Adult Education could tap the energies and resources of the non-governmental organisations which are abundantly available in the State to accord a boost to the campaign against illiteracy. While emphasizing a greater involvement of the NGOs in this programme and transfer of responsibilities to the village level associations, it is very important to redesign the criteria for selection of agencies for implementing this. For example, at the local level all the voluntary agencies are

not equally competent to run this programme successfully due to the lack of ideological perspective, value commitment, and techno-managerial ability to undertake such a massive and important programme on a sustained basis. Therefore, the managerial capabilities of the agency, past performance of the agency in similar programmes, the trust it enjoys from different groups/factions in the community and its ability to pull together the different other similar bodies/clubs as well as the government departments should be taken into consideration rather than arbitrarily selecting voluntary agencies to run the programme.

APPENDIX- 1

YEARWISE ENROLMENT OF ADULT LEARNERS (through RFLP & SAEP)

YEAR	GENERAL			MALE	SC			MALE	ST			MALE	TOTAL		
	MALE	FEMALE	TOTAL		FEMALE	TOTAL	FEMALE		TOTAL	FEMALE	TOTAL		FEMALE	TOTAL	
1978-79	-	-	-	-	-	-	-	-	-	-	-	-	-	-	86740
1979-80	-	-	-	-	-	-	-	-	-	-	-	-	-	-	257088
1980-81	40983	15170	56153 (48.0)	12315	4860	17175 (14.7)	33247	10425	43672 (37.3)	86545	30455	117000 (100)			
1981-82	35046	17436	52482 (44.8)	19002	8559	27561 (23.6)	26158	10799	36957 (31.6)	80206	36794	117000 (100)			
1982-83	35906	21518	57424 (40.8)	22809	9747	32556 (23.11)	37704	13166	50870 (36.1)	96419	44431	140850 (100)			
1983-84	35144	31714	66858 (45.7)	1798	11578	28776 (19.6)	32588	18178	50766 (34.8)	8490	61477	146400 (100)			
1984-85	38030	33486	71516 (34.5)	28709	20512	449221 (23.7)	52923	333680	86623 (41.8)	119682	87678	207360 (100)			
1985-86	25319	28695	54214 (42.9)	13055	12563	25618 (20.3)	22701	23562	46263 (36.7)	61075	64820	125895 (100)			
1986-87	67953	68785	136738 (44.6)	30895	30497	61392 (20.0)	61600	46880	108480 (35.4)	106448	146162	306610 (100)			
1987-88	51419	50970	102389 (45.3)	25419	24451	49870 (22.1)	39709	33851	73560 (32.6)	116547	109272	225819 (100)			
1988-89	76004	87129	163133 (64.9)	17468	16874	34342 (13.7)	27302	26615	53917 (21.4)	120774	130618	251392 (100)			

SOURCE: DIRECTORATE OF ADULT EDUCATION

FIGURES ON THE PARENTHESIS REFER TO THE PERCENTAGE

APPENDIX-2 :

YEARWISE ACHIEVEMENT OF LEARNERS IN ADULT EDUCATION PROGRAMME THROUGH RFLP AND SAEP

Year	GENERAL			SC			ST			TOTAL		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
1978-79	20977	8108	29085 (35.53)	22740	9368	32108 (37.0)	17448	8069	25517 (29.4)	61165	25575	86740 (100)
1979-80	43399	24511	67910 (40.6)	35255	14385	49640 (29.8)	33575	15867	49442 (29.6)	112229	54763	166992 (100)
1980-81	32686	8481	41167 (40.3)	11134	3532	14666 (17.3)	21486	7867	29353 (34.4)	65306	19880	85186 (100)
1981-82	29115	12006	41121 (49.8)	10869	4885	15754 (19.1)	18658	6978	25636 (31.7)	58642	23869	82511 (100)
1982-83	28764	28989	57753 (44.4)	15039	11726	26765 (20.7)	25851	19529	45380 (34.9)	69654	60244	129898 (100)
1983-84	28737	43663	72500 (44.9)	15380	17035	32415 (20.2)	26771	29633	56406 (34.9)	70988	90333	161321 (100)
1984-85	2637	8183	10620 (7.2)	28632	20479	49111 (33.7)	52581	33545	86126 (58.9)	83850	62207	146057 (100)
1985-86	12650	-60	12590 (8.8)	23499	20952	44451 (30.9)	48578	37892	86470 (60.3)	84727	58784	143511 (100)
1986-87	42547	41276	83823 (51.6)	15766	16698	32464 (19.9)	26242	23068	49310 (30.3)	81381	81042	162423 (100)
1987-88	34054	33131	67185 (45.6)	16758	15867	32625 (22.2)	26134	21256	47390 (32.2)	76946	70254	147200 (100)
TOTAL :	275666	208288	483954	195072	134927	329999	297324	203704	96700	764888	546951	1311839

311039

SOURCE: DIRECTORATE OF ADULT EDUCATION

FIGURES ON THE PARENTHESIS REFER TO THE PERCENTAGE.

A P P E N D I X - 3

CASTEWISE CLASSIFICATION OF THE LEARNERS INTERVIEWED.

Agency	Cast	Ex-Learners (N=146)	Current Learners (N=470)	Dropout Learners (N=141)
RFLP	SC	14	64	17
	ST	40	77	35
	GEN	07	39	08
SAEP	SC	21	56	13
	ST	07	25	07
	GEN	27	103	39
NYK	SC	-	09	05
	ST	-	37	00
	GEN	-	13	07
VA	SC	07	22	04
	ST	01	01	03
	GEN	08	24	03
GGC	SC	10	-	-
	ST	00	-	-
	GEN	04	-	-
TOTAL	SC	52	151	39
	ST	48	140	45
	GEN	46	179	57

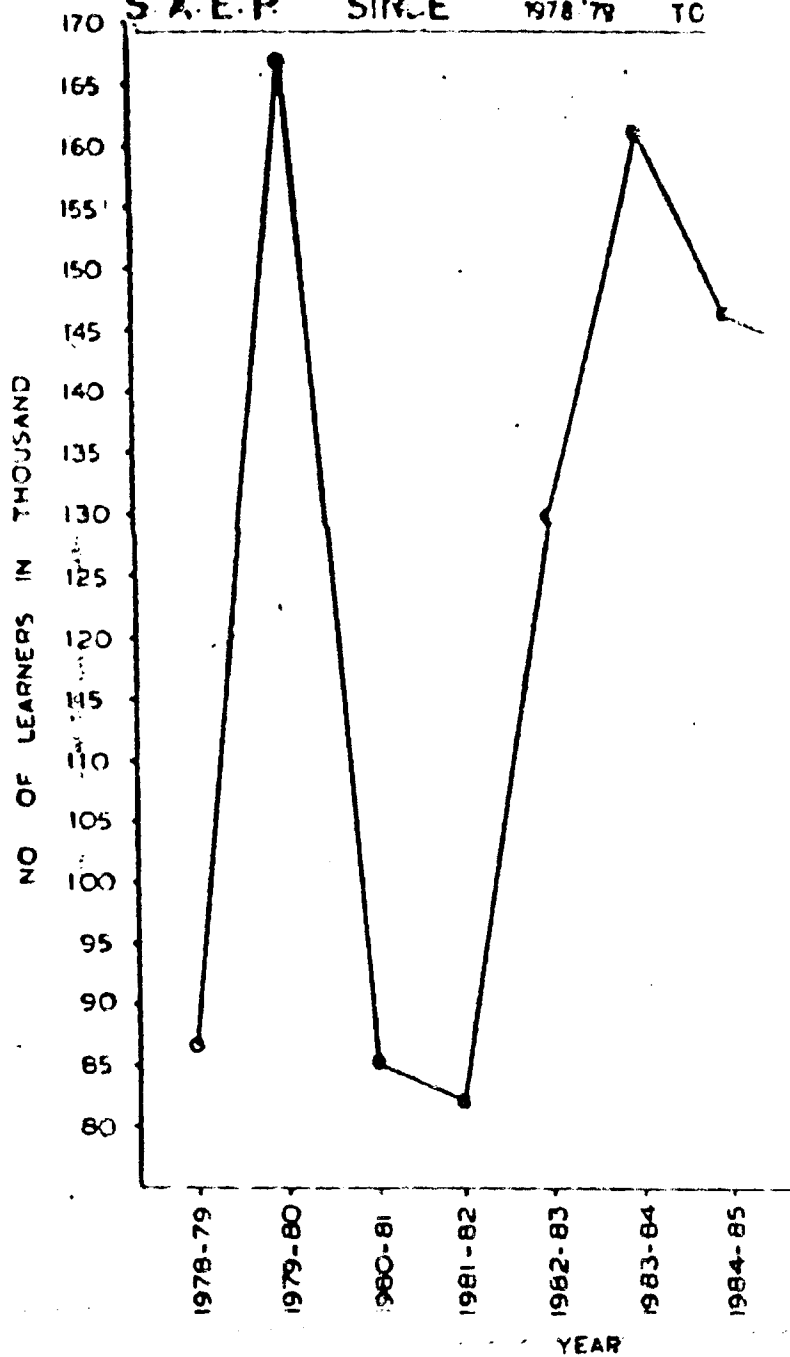
A P P E N D I X - 4

SEX-WISE DISTRIBUTION OF LEARNERS

Agency	Sex	Ex-Learner	Current Learner	Dropout Learner
RFLP	M	37	72	27
	F	34	108	33
	T	61 (42%)	180 (38%)	60 (43%)
SAEP	M	32	98	28
	F	23	86	31
	T	55 (38%)	184 (39%)	59 (42%)
NYK	M	-	27	5
	F	-	32	5
	T	-	59 (13%)	10 (7%)
VA	M	6	22	7
	F	10	25	5
	T	16 (11%)	47 (10%)	12 (8%)
UGC	M	2	-	-
	F	12	-	-
	T	14 (9%)	-	-
TOTAL		146	470	141
TOTAL MALE		77 (53%)	219 (47%)	67 (48%)
TOTAL FEMALE		69 (47%)	251 (53%)	74 (53%)

APPENDIX-

YEARWISE ACHIEVEMENT OF
EDUCATION PROGRAMME THE
S.A.E.P. SINCE 1978-'79 TO



NIEPA DC



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