Implementation of National Adult Education Programme: Role of Voluntary Agencies

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CERTIFICATE

This is to certify that the thesis entitled : "Implementation of National Adult Education Programme : Role of Voluntary Agencies" submitted by Mr. I. Ramabrahmam in partial fulfillment of the requirements for the award of the Degree of Doctor of Philosophy in Political Science, in the Faculty of Social Sciences has been written under my supervision and that it is a original work and has not been submitted to any other University for any degree.

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DECLARATION

I hereby declare that the work embodied in this thesis entitled **"Implementation of National Adult Education Programme : Role of Voluntary Agencies"** is carried out by me under the supervision of Prof.R.V.R.Chandrasekhara Rao, Professor of Political Science, University of Hyderabad, is original and that it has not been submitted to any other University for any degree.

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CONTENTS

Chapter-I	Introduction	1 - 48
Chapter-II	Role of Education in Social Change and Economic Development.	49-93
Chapter- III	The Institutional Framework	94-114
Chapter-IV	The Implementation : Instructors and Supervisors	115-174
Chapter-V	Learners and Dropouts	175-228
Conclusion		229-241.

List of Tables

S.No:	Title	Page
Table - 1	Financial Allocation to different Educational Sectors (1951-78)	14
Table - 2	Adult Illiteracy in the age group of 15 and above.	15
Table - 3	Progress of Adult (Social)Education (1950-51 to 1975-76)	21
Table - 4	Voluntary Agencies selected for financial sanction, the Areas, number of Centres,	
Table - 5	Literacy levels of Districts	54
Table - 6	Agencies in the Sample and the number of A E Cs sanctioned.	36
Table - 7	Category of Respondents	38
Table - 8	Target fixed for the coverage of adult illiterates under N A EP	97
Table - 9	Yearwise Expenditure Outlay	107
Table - 10	Total number of adult education centres opened	111
Table - 11	Method of Selection of Instructors	119
Table - 12	Agewise distribution of Instructors	122
Table - 13	Caste and sex-wise distribution of Instructors	124

S.No.	Title	Page
Table - 14	Occupational background of Instructors.	124
Table - 15	Incomewise distribution of Instructors.	126
Table - 16	Educational Status of Instructors.	126
Table - 17	Prior experience in teaching •	127
Table - 18	Distribution of Caste and Sex among learners, dropouts and potential learners.	177
Table - 19	Agewise distribution of learners, dropouts and potential learners.	179
Table - 20	Occupational Distribution of learners, dropouts, potential learners.	182
Table - 21	Incomewise distribution of learners, dropouts and potential learners.	184
Table - 22	Distribution of learners, dropouts and potential learners according to the earlier literacy levels .	187
Table - 23	Reasons given by learners for joining the A E C .	189
Table - 24	Awareness about the existence of A E Cs.	192
Table - 25	Location of A E Cs.	193
Table - 26	Average Daily Attendance - Agencywise	195
Table - 27	Supply of Teaching/Learning material as stated by learners.	197
Table - 28	Literacy levels achieved by the learners.	201
Table - 29	Percentage of learners reporting about the topics taught at the AECs.	203

S.No.	Title	Page
Table - 30	Learners' Opinion about Instructors	205
Table - 31	Suggestions given by learners for the success of the Programme - Agencywise.	208
Table - 32	Reasons for joining A E Cs as stated by dropouts.	211
Table - 33	Attendance of Dropouts	213
Table - 34	Reasons for dropping out	215
Table - 35	Conditions for rejoining the Centre as stated by dropouts.	217
Table - 36	Potential Learners, Identified & Unidentified.	221
Table - 37	Reasons for not joining A E Cs as given by potential learners.	222
Table - 38	Suggestions for joining the Centre as stated by potential learners.	224

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APPENDIX

Interview Schedule – I	–	Instructors
Interview Schedule – II	–	Supervisors
Interview Schedule – III	–	Learners
Interview Schedule – IV	–	Dropouts
Interview Schedule – V	–	Potential Learners
Interview Schedule - VI	–	Village Level General Observation Schedule
Interview Schedule - VII	–	Centre Level Data Schedule

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INTRODUCTION

as such as also their consequence f or the society concerned.

Public policy can be viewed as a dependent variable or an independent variable depending on whether the influence of environmental forces and the characteristics of the political system on the content of Public Policy or the impact of public policy on them is to be studied. The study of Public Policy gains in significance, if considered in terms of its linkages with the environment and the political system, which would provide a frame of reference needed for spelling out their relational consequences. An analysis of Public Policy would be meaningful if it concerns itself as much with the content of policy as its determinants. It is not enough to analyse Public Policy on the basis of any Systems theory which at best can perspectivise the response of the political system to environmental demands or postulates apart from the inputs which the environment provides. Indeed, a kind of conversion process is generated which should be helpful to the making of decisions leading to policy outputs.

Public policy has grown into the proportions of a discipline without losing its s essential character as a branch of Political Science. The traditional conceptions of what constitute the organs of polity or State fcae now been expanded to include non-formal institutions like Political Parties, Pressure Groups, Media Systems, etc., which have become participants in the political process

as the formal institutions - Legislature, Civil Service and Judiciary - have been. It follows that the term 'public' has now a much wider connotation than it had ever before. So is the case with the term 'policy' which now means anything done in pursuit of a prefered goal or goals. It signified not only the goal, but also the steps taken by the policy maker in targetting the goal and in evolving the strategies for its attainment. Again, the notion of Public Policy is now subjected to more intensive investigation than before, facilitated by the advent of behavioural political science, helpful to the analyzing of not only different stages of public policy formulation but also the implications of each stage of it. Infact, analysis of public policy goes beyond the description of institutional processes and concerns itself with various systemic dimensions of political processes.

A selection of the most important contemporary definitions of public policy will testify to it. Carl Fredrich, one of the earliest to define public policy in his book, Man and His Government, defined Public Policy as "... a proposed course of action of a person, group, or government within a given environment providing obstacles and opportunities which the policy was proposed to utilize and overcome in an effort to reach a goal or realize an objective or a purpose".[1] A Policy, Fredrich believed, is directed towards the accomplishment

of some purpose or goal although it ~~is not~~ difficult at least in regard to some policies to know the intention of the government. Richard Rose defined Public Policy as 'a long series of more-or-less related activities' and their consequences for those concerned ~~rather than as~~ a discrete decision. ~~Richard~~ has obviously considered fcbus policy in the composite sense of the term rather than as a particular programme of action, making a distinction between "policy" and decision.

A sweeping definition of Public Policy came from Robert Eyestone[3] who defined it as "the relationship of a government unit to its environment", and a more exact one from Thomas R Dye who defined it "whatever governments choose to do or not to do"[4] without making any distinction between what government would decide to do and what they actually do. James Anderson in his book published in the seventies defined Public Policy as "a purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern".[6] David Easton, one of the important behaviouralists, ~~Policy~~ recognized the role of various actors like elders, paramount chiefs, executives, legislatures and judges, administrators, councillors, monarchs and the like in the formulation of Public Policy.

Thus the main implications of the aforesaid definitions is that public policy is first a purposive and goal oriented action, secondly, it consists of courses or patterns of action, thirdly, it is what government actually do as in solving such problems as poverty, price rise, promotion of people's welfare and protection of down trodden people.

In all modern political systems the Public Policy is implemented by a complex system of administrative agencies. These agencies perform most of the day-to-day work of the government and thus affect citizens most directly. It might not have been necessary for policy analysts to be much concerned with public administration were it not for the fact that in all countries which were decolonized and became independent/ the bureaucracy had come to occupiy a most important place in policy formulation and implementation' (James Anderson). The traditional notion that politics and administration are two distinct spheres of activity is not longer occupied. It is true that well known authorities like Goodnow[8] distinguished between Politics and Public Administration. Politics/ according to Frank Goodnow/ is concerned with the formulation of the will of the State, value judgements and the determining of what government should nor should not do, and it is to be handled by the 'political' branches of government/ i.e., the legislature and the executive. Administration, on the other hand/ in his view, is concerned with the implementation of the will of the State, and the carrying out, more or less automatically/ of the decisions of the political branches. Administration deals with questions of fact, 'what is rather than what ought to be', and consequently can focus on the most efficient means of implementing policy. But his facile distinction that the preoccupation of Political Science is with normative policy matters and that of administration /with mundane matters of how to implement a given policy is untenable.

CHAPTER - I

Introduction

The thesis is a study relating to the implementation of policy on Adult Education. By any understanding of the term public policy this study is a study in Public Policy.

The subject of Public Policy as a branch of political science has received more attention during the last few decades in particular. While, even earlier the making of policy by various agencies of the State was recognized to be an integral part of the study of politics, particularly democratic politics, in recent decades the emphasis has become both extensive and intensive. Extensive because the recognition of what constitute the organs of the polity or state has now extended beyond the norms of the past. For example, where former conceptions of the State were confined to formal political institutions like legislatures, civil service and the Judiciary, in recent times, non-formal institutions like political parties, pressure groups, media system - and a host of other things have been brought into the picture of the polity or state within the boundaries of which, what we call political processes to be occuring. In other words, the ambit of the word 'public' has got widened phenomenally. Correspondingly, the word policy underwent a sea change too. Policy now means anything done either in pursuit of a preferred goal or goals. Policy thus now signifies not merely the goal but also the steps taken by the policy maker in target ting the goal

and those strategies adopted to reach the target.

The modern notion of public policy is more intensive in scope because the increased depth of analysis now involved in the process of public policy investigation. The advent of behavioural political science in particular opened up new avenues of analysis to understand not only the stages of public policy evolution but also the implications of each stage. In other words where the previous emphasis in the study of public policy was on the description of the institutional processes, the contemporary concern is with an analysis of various systemic dimensions to the political process.

A brief resume of contemporary definitions of public policy will bring out the implication of the foregoing explanation. Carl Fredrich one of the earliest to define public policy in his book 'Man and His Government[1] defined Public Policy as "... a proposed course of action of a person, group, or government within a given environment providing obstacles and opportunities which the policy was proposed to utilize and overcome in an effort to reach a goal or realize an objective or a purpose".[1]

Fredrich believed that a policy is directed towards the accomplishment of some purpose or goal although it is not difficult at least in some policies to know the intention of the government. Richard Rose[2] defined Public Policy as 'a long series of more-or-less related activities' and their consequences for those concern rather than as a discrete decision* Here Rose is talking about policy in its composite sense of the term than policy as a particular programme of action. Further, Rose is also highlighting the distinction between the policy and a decision.

A very sweeping definition of Public Policy came from Robert Eye stone[3] who defined it as"the relationship of a government unit to its environment". It is so sweeping that one may find it all encompassing. Thomas R Dye's[4] lucid description carries some precision with it. He stated that "Public Policy is whatever governments choose to do or not to do". Although he did not make distinction between what government would decide to and what they actually do. James Anderson[5] in his book published in seventies defined Public Policy as "a purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern".

David Easton[6], one of the important behaviouralists defined Public Policy quite accurately. He recognized the role of various actors like elders, paramount chiefs, executives, legislatures and judges, administrators, councillors, monarchs and the like in the formulation of Publio Policy.

Thus, the main implications of these definitions is that firstly, public policy is a purposive and goal oriented action, secondly, it consists of courses of patterns of action, thirdly, policy is what government actually do in solving such problems like poverty, price rise and in promotion of people's welfare, and in protecting down trodden people.

In all modern political systems Public Policy is implemented by a complex system of administrative agencies. These agencies perform most of the day-to-day work of the government and thus affect citizens most directly. It may not be necessary for policy analysts to be much concerned with public administration were it not for the fact that in all countries which were decolonized and became independent, the bureaucracy occupies a most important

place in policy formulation and implementation.[7] (James Anderson). The old notion that politics and administration are two distinct spheres of activity had almost faded. It is true that great authorities like Goodnow made a good distinction between Politics/Public Administration, but however, Politics according to Prank Goodnow was concerned with formulation of the will of the State, it was concerned with value judgements, with determining what government should or should not do and it was to be handled by the 'political' branches of government, i.e. the legislature and the executive. Administration according to him on the other hand was concerned with the implementation of the will of the State, with oarrying into effect more or less automatically the decisions of the political branches. Administration was concerned with questions of fact with 'what is rather than what ought to be', and consequently could focus on the most efficient means of implementing policy. But the facile distinction that political science deals with normative policy matters while administration deals with mundane matters of how to implement a given policy cannot be strictly adhered to.

Modern administrative agencies often operate under broad and ambiguous rules and regulations and leave them with much discretion to decide what should or should not be done. Owing to lack of time, interest, information and expertness on the part of the legislatures to some extent the administrative process became an extension of legislative process and administrators find themselves immersed in politics in modern political systems.

While administrative agencies are the primary implement or s of Public Policy, many other agencies/actors are also involved in the process of implementation of a policy.

It may be interesting to note here that the contemporary studies in public administration now take under their scope areas that were in the past regarded as alien to political science or public administration. As the variety of state intervention through public policy increases, the nature and scope of the public administration studies increases. Educational policy in particular is a good example. From an orthodox point of view, education is a subject reserved for educationists. But, from a contemporary policy point of view given the policy and administrative components that together are intended to promote education, the study of education and its related policy has come to occupy the attention of the students of public administration too*

Farther it will be noticed that within the area of educational policy, the sub-area of adult education is even more challenging and germane to public policy studies. For, essentially, policies like adult education are different from other policies like policy on Imports and Exports, industrial development, prohibition, anti-corruption etc. In all democratic countries, the governments can legislate on any of these policies and can make people comply with them. The governments can use even their authority to implement these policies. But qualitative policies like adult education depend very much on the factors like motivation, persuation etc. Coercive devices are less of a guarantee in the realization of such a qualitative policy as adult education.

The pre as well as post independent India saw many an experimentation in the policy on adult education. In post independent India many ventures

were made in the field of education. While some of these programmes failed because of bureaucratization others failed owing to lack of proper policy will. The policy on adult education because of its qualitative nature also gives rise to some fundamental questions regarding the strategies of implementation of public policies. Third World countries are now gradually realising that some policies require different strategies of implementation. The main reason for this new thinking is the inadequacy of existing institutional arrangement in these countries. Theoreticians of public policy have been posing this question for quite some time. Should every policy be it growth oriented, production oriented, or quality oriented be entrusted to the bureaucracy ? There is already a popular notion that only through gradual de-bureaucratization can goals of certain policies be realised. This is because bureaucracy is growing dysfunctional at least in some areas of public policy. For example in a crucial area like Community Development which involved attitudinal and motivational change, bureaucratization of the entire programme failed to deliver the goods. This is not to say that bureaucratization is necessarily bad. The point is that the notion that bureaucracy is a panacea for the establishment of a welfare state (a notion that became very common in the post war democratic world) is now under critical evaluation and this is not only from the conventional quarters like Hayak [9] and Vonmises [10] who were against the very idea of interventionist state. Bureaucracy in these countries is growing dysfunctional. For example, since fifties implementation strategies of public policy have increased the role of bureaucracy in India. The community development programme did not succeed because of its bureaucratized nature, in the sixties the Panchayat Raj institutions failed because of lack of political will, again they went to

bureaucracy to be managed by them, in the seventies special agencies like Drought Prone Area Programme (D P A P), Small Farmers Development Agency (S P D A) were created with heavy bureaucratized structures, and now in the eighties an integrated approach came into existence dominated again by bureaucracy.

Milton Esman[11] an eminent authority on rural development while analysing the processes of development in the Third World countries identified four instruments of action which facilitate nation building and socio-economic development. They are (1) political organization, (2) administrative system, (3) associational interest groups and the (4) mass media. The author's views on associational/(voluntary) groups deserve a mention here. Discussing the importance of the voluntary agencies, he wrote that "deliberate social change may be greatly facilitated by community organization. In the performance of many service and control functions, governments cannot deal effectively with unorganized individual. It is thus important that the community be organized in order to relate effectively to the administrative institutions performing services associated with nation building and development programmes'[1].[12]

Esman saw three advantages in associating the voluntary agencies in the implementation of public policies - (1) a sense of solidarity (2) opportunity to interact with agencies of development/government (3) participation in decision-making.

The developing countries are passing through a critical phase wherein the administrative system is hard pressed owing to increasing demands on it. Voluntary agencies with their flexible system, informality and commitment would

channelise the energies of the people towards a positive goal. One more advantage with the voluntary agencies is their inner motivation* It is generally believed that voluntary agencies would not carry colonial bureaucratic legacy and bureaucratic indifference. Their indigenous roots, it was believed would result in humanizing the system. Some feel that the state can assign them a complementary role in the implementation of public policies. *The* earlier experience of over-bureaucratization of developmental agencies/institutions and the continuing gap between promise and performance of state machinery also led to a search for alternatives. Voluntarism is increasingly been shown as emerging trend.

It has already been mentioned how certain types of public policy, particularly those involving critical changes in human attitudes and values are less suited to be accomplished by bureaucracies. That is why in the theory of development administration the role of bureaucracy frequently comes up for critical evaluation.

Educational policy constitutes one of the prime parts of a development package seeking to affect attitudinal change in societies. Primary and adult education in general is regarded as the key factor in initiating that attitudinal change. And it is in this field of primary and adult education that the role of non-bureaucratic agencies as in-puts into the policy process is highlighted.

In India, voluntary agencies have long been involved in what is generally called social work. As the role of formal education has come to be accepted as an imperative for creating the necessary value changes to facilitate

development, voluntary agencies have become an important component of the public policy process. That is why the role of these agencies in the implementation of public policy becomes germane to studies in public policy.

Where before independence, Voluntary Agencies were generally recognized to be involved in the area of adult education, adult education itself did not form part of official public policy. An interesting point can be raised here. Even in the evolution of the concept of the Welfare State, quite a range of 'policies' do ultimately emerge as part of the package of public policy. But, some of these or some aspects of these might take some time in projecting themselves as public policy. In other words, a certain item may have become an obvious candidate for public policy. But, its contemporary obviousness should not hide the fact that in earlier times it was not so obviously regarded. The area of adult education is a good instance of this. Even earlier, education had been recognized as part of governmental concern and thus as part of public policy. But within this, adult education has not been so recognized even though governments may have recognized this to be an activity complemented to their own committment to the promotion of formal education. What happened since independence, is that even adult education finds incorporation into the range of professed public policy. Along with it, the role of voluntary agencies also became an integral aspect of public policy. It would now be neoessary to discuss the evolution of the item of adult education as part of the public policy process in India.

Evolution of Policy on Adult Education

Before independence adult education did not figure much in Public Policy. The work in adult education was taken by private (voluntary)

organizations. The various social reform movements in the nineteenth century and the rise of Indian nationalism have greatly helped in increasing the necessity for literacy. In rousing the consciousness of the people the social reform movements simultaneously also led to an increase in the demand for education. This period also marks the beginning of the importance of regional languages. As early as 1848, the Andhra Evangelical Church, Guntur had literacy as one of its programmes. The movement for the Home Rule further encouraged people to take interest in adult education work. Various organizations like the Servants of India Society (1905), the Seva Sadan (1908) Mahila Samaj (1910), the Socialist League (1911) were some of the agencies which actively participated in educating illiterate adults.[14]

The provincial governments in the later half of the nineteenth century and in the beginning of the twentieth century organized in big towns a number of schools with a specific purpose to recruit people with some knowledge in English.

It is voluntary agencies which mostly took up the challenge of illiteracy, thus exhibiting a better awareness of the bane of illiteracy to human progress. Much of the ground work in this area was done by the voluntary agencies before the colonial government could even give a thought to it.

The entry of Gandhi in national movement in 1920's gave a new fillip to adult education movement. Gandhi with his unique technique of combining political activity with constructive work directed the nation's creative

energy towards the goal of rebuilding India. The switch over from political activity to constructive activity made the people to pay an increasing attention to the problems of adult education. Though Gandhi may not be accepted as an educationist in a conventional sense of the word, his views are worth a reference here. According to Gandhi "education does not mean a knowledge of letters that is ability to read and write as it is ordinarily understood to be".[15] Literacy according to him is 'only one of the means, a sort of an instrument, for acquiring education[1]. Further he noted that "education that helps to build up sound character and promotes self-development is true education".[16] By education he meant "an around drawing out of the best in child and man, body, mind and spirit".[17]

Basic education is yet another expression of Indian origin, of which the author was no less than Gandhi.[18] Aimed at reforming the book-centred education, the main feature of this system include (1) instruction through mother tongue, (2) inter-relating the education with social and physical environment of the students (3) development of creative aptitude of the learner through useful craft or manual work (in other words, imparting of such knowledge which can be correlated to some basic craft), (4) treating the school as a productive unit.

The views of Gandhi on adult education are much more interesting. In one of his articles he said "my adult education means true political education of the adult by word of mouth • • • side by side with the education by the mouth will be the literacy education".[19] Thus the views of Gandhi

mentioned above reveal his perception about the role of education, the new concept of basic education as well as his idea on adult education. No doubt these ideas have to some extent influenced our national leaders and policies.

Independence of India in 1947 aroused great hopes about many things and especially about radical reconstruction of Indian education. The Indian national leadership had always expressed great faith in the use of education for modernization and development and had shown deep and continuing interest in the radical transformation of colonial educational system built up by British administrators. As early as 1906, the Indian National Congress adopted a resolution on National Education which said that the time had come "for the people all over the country earnestly to take up the question of national education for both boys and girls and organize a system of education, literacy scientific and technical suited to the requirements of the country on national lines under national control and directed towards the realisation of national destiny"[20]. Of the areas which needed immediate attention, adult education was identified as one such area. Later Gandhi's ideas on education, basic education and adult education were widely quoted, the benefits of literacy were also discussed and debated. Particularly Gandhi's call for liquidation of illiteracy which he termed as India's sin and shame had roused the conscience of popular national leadership then.

In fact in the first educational ministers' conference of free India, Nehru said that "whenever conferences were called to form a plan for education in India, as a rule, it was to maintain the existing system with slight modifications. This must not happen now. Great changes have taken place

in the country and education system must also be in keeping with them. The entire basis of education must be revolutionized".[21]

However, for various reasons the promised revolution in education never materialized. It is not that no educational reforms were attempted. In fact many good and useful policies were taken and programmes introduced. However, one feels slightly disappointed at the events that followed in the educational field in India.

While acceptance of adult education as item of the package of Public Policy of Education was hailed by some as revolutionary, some others have even oalled them as evolutionary and reformist policies not taken with a clear intention to achieve the goal of liquidation.

An examination of the policies pursued by the government in the field of adult education reveals that there is a considerable amount of distance between theory and practice and promise and performance. The repeated assertions of the governments about their committment to adult education was not properly reflected in plans in terms of allocations of resources. The following table contains the allocations made to different sectors in education upto the fifth five year plan.

There are also instances of diversion of funds meant for adult education to other sections on various pretexts. The issue of adult education as such also suffered to some extent because of absence of vocal support within and outside Parliament.

Table - 1

Financial Allocation to Different Educational Sectors (1951-78)*

(in millions of Rs.)

Sectors of Education	I	II	III	IV	V
Higher Education	140 (9.7)	480 (19.4)	870 (16.8)	6352 (13.9)	14682 (15.2)
Technical Education	200 (15.9)	490 (19.8)	1250 (24.1)	2619 (5.8)'	4434 (4.6)
Secondary Education	200 (13.9)	510 (20.7)	1030 (19.9)	14871 (32.6)	51277 (32.4)
Elementary Education	850 (59.0)	950 (58.5)	3010 (38.8)	21681 (47.6)	45819 (47.5)
Adult Education	50 (5.5)	40 (1.6)	20 (0.4)		326 (0.3)
Total	1440 (100.00)	2470 (100.00)	5180 (100.00)	45582 (100.00)	96538 (100.00;

* Source t Review Committee Report on N A E P (1982, P ?)

The above table is self-explanatory. While there has been a gradual increase in expenditure on elementary, secondary, technical and higher education, adult education has received hardly any attention. In fact, in the first three plans there was actually a decline in expenditure on adult education.

On the other hand we notice an increase in the number of adult illiterates above the age of 15 years from 1951 to 1971. The following table gives the figures relating to increase in the number of adult illiterates.

Table -2

Adult illiteracy in the age group of 15 and above

Year	Total Population	15 and above	Illiterate Population	
			Hale	Female
1951	2150.17	1735.73 (80.74)	784.93	950.80
1961	2528.54	1870.02 (72.24)	782.28	1087.74
1971	3178.25	2095.11 (65.92)	863.80	1231.31

* Report of the Committee on Adult Education for Women, Govt. of India, Ministry of Education and Social Welfare, New Delhi 1978, p. 5.

The table reveals that although there is a gradual reduction in the percentage of illiterates during the years 1951 to 1971 the progress is rather disturbing, considering the situation in other developing countries. The argument that the total number of illiterates are increasing owing to increase in population only confirms the view that efforts are not made in the shape of proper-policies to tackle the problem of illiteracy among adults.

It would be profitable here to go into the reasons for the existing state of education policy in general and policy on adult education in particular.

Two important reasons were cited by J.P. Naik[22] an aminent educationist for slow progress in the field of education in general and Adult Education in

particular. They axe (1) The political decisions and (2) The educational decisions. As education is a sub-system of the social system, it cannot be revolutionaized unless a social revolution takes places first or unless a simultaneous revolution takes place.

In this connection an important point about the casual connection between changes in the educational system on the one hand and changes in the social system on the other needs to be highlighted. Conventionally, people speak of changes in the educational system leading to socio-economic change and in this context, talk of even revolutionary changes is not uncommon. There are others who say that the conventional formulation puts the cart before the horse. To these education being a function of society and an educational system being a sub-system of the social system, revolution in education can be thoughtof only as a consequence of (or at best contemporaneous with) a revolution in the social structure itself.

The basic difficulty with the Indian Education Policy seems to be two fold t Firstly, education is regarded as the instrument for social change and some critics question the casual implications of this equation. They regard that unless society itself is altered by a package of strategies, the nature of the educational system cannot itself be effectively changed. This is no doubt a fundamentalist argument. It must be admitted that a policy of trying to change social system through education is not in itself invalid howsoever conventional and old fashioned it may look. The other aspect of the lacunae in Indian educational policy is that there has been a manifest failure in appreciating the magnitude of the change that is to be brought about in educational policy, granting that through changes

in educational policy changes in social system can be brought about. For instance the vastness and magnitude of illiteracy in India never seemed to have been fully grasped by policy makers, even when they were articulating loudly about the strategies of adult education. The formulation of policy was based more on a very casual incrementalist approach - casual incrementalism amounting to ad-hocism . Hence all the educational decisions taken were based on the concept of stability with change and in an evolutionary and reformist perspective.

It was argued that the partition of the country had created a delicate situation in which the very survival of the country was at stake and that it was felt essential to postpone all decisions to a later date and to concentrate all efforts to consolidation of freedom and nation building. Of course, none of the issues were re-opened like Mahatma Gandhi's call for disbanding Congress, his model for development which he mentioned in Hind Swaraj were ignored. On the contrary, western model of development based on science and technology, modernization of agriculture, heavy industrialization were given priority.

In the administration too radical reforms were not attempted to suit our system and only change in nomenclature from Indian Civil Service to Indian Administrative Service was made. According to some, the reason was that the above decisions were taken in the interests of ruling groups that came to power in 1949. The westernized class created by British developed a national pride. Some writers called this change in India from western to the westernized. These classes have determined to continue to

rule with such attention to the welfare of the poor and underprivileged social groups which can be legitimately expected from enlightened rulers. With this the revolutionary perspective in rebuilding society was ruled out and the country had to settle down to a reformist , evolutionary and gradual process of modernization and development.

To achieve the real purpose of freedom the social and educational development of people even by evolutionary and reformist method, which according to theoreticians of Public Policy is called incrementalist approach[25], there was a need then for a comprehensive plan of educational development which would make optimum use of available resources. Unfortunately, no such plan/policy was available in 1947 although as a matter of fact the need for a such a plan was foreseen as early as 1957 when National Planning Committee was appointed by the Indian National Congress under Nehru. Unfortunately, it could not go ahead with the preparation of a satisfactory policy owing to the arrest of Jawaharlal Nehru in 1940 and later stress of political events forced the winding up of the Committee. Surprisingly, the official attempts of the British government to produce a long-term educational plan document have succeeded. The Central Advisory Board of Education under the leadership of Sir John Sargent, the then educational adviser to the Government of India prepared a report on 'Post War Plan of Educational Development in India (1944). In fact, it was proposed to create a national system of education for the country over a period of 40 years (44-84). This plan called for nothing short of liquidation of illiteracy in a period of forty years in the country. Political events then overtook

everything else and the official plan never took off the ground. So the educational development of India after independence had to be planned and implemented ab initio.

Obviously this absence of comprehensive and sufficiently detailed plan to act upon was not difficult. The government of free India could have appointed an Education Commission as it ultimately did in 1964. But this decision was not taken then and the developments in education in the country were attempted for nearly two decades (1947-65) without any direction and firm policy. This ad-hocism is certainly one of the important factors responsible for the large spurt in illiteracy today.

The government of independent India also did not take steps to create a sufficiently critical mass of active and competent workers who could help to plan the transformation of educational system.

An examination of the inter-se priorities between different sectors of education reveal that personal and social factors played important role than rational choices. Nehru had a great faith in universities and in higher education and believed that higher education must be developed on priority basis, in the larger interests of the country. Relatively speaking, he did not show deep commitment either to elementary or adult education. Universal elementary and Adult Education ought to have been accorded the highest priority because along with adult franchise it would have helped in the process of effective political decision-making like electoral choices and through that achieve the real transfer of power to the masses which was the overt aim of the national leadership.

However, of the two sectors of education i.e. primary education and adult education, the neglect of adult education was more conspicuous because primary education managed to claim a little more of attention. This was because primary education constitutes the first and indispensable rung of the ladder for formal and formally institutionalized education. In other words, primary school education forms part of the elite education system and bourgeoisie democratic cultures could not really afford to neglect the conventionally important channels of elite education i.e. education at college and university levels. In this manner, primary education, paradoxically enough, satisfied both the claims of democratic conscience on the one hand, elitist demands on the other. It is not without significance that primary education was raised to the prestigeous pedestal of being incorporated into the chapter on Directive Principles of State policy of the Indian Constitution. There is no mention of the promotion of adult education in that chapter.

The other most important reason advanced then and is being shared still for according low priority to adult education is that, in the long run the provision of universal elementary education was the surest way to liquidate illiteracy and that if the goal of universalising elementary education for 6-14 within 10 years was achieved it would be unnecessary to launch a massive programme of Adult Education.

It would also seem apparent that no strong social and political demand is being made from any quarter to reverse/the policy of according lowest priority to adult education. The people themselves were poor and unorganized and the type of education that was provided in elementary schools and in

adult education centres was not felt by them or as an acquisition of value. The opposition parties including leftists could hardly make an impact and they did not make adult education an issue in the political struggles. The only group that fought for these programmes consistently is a group of Gandhians, a few academicians and social workers.

The Government accepted the proposal of the Central Advisory Board of Education to change the nomenclature of adult education to social education in 1949. The programme was implemented as part of community development programme upto 58-59 and later the programme was managed by the Panchayati Raj Institutions upto 1962 when the Farmer's Functional Literacy Programme which came into operation which was implemented upto 1977. The progress of these programmes can be gauged from the following table.

Table - 5

Progress of Adult (Social) Education 1950-51 to 1975-76*.

Year	No. of Centres	Enrolment
1950-51	48,556	12,56,011
1955-56	46,091	12,82,710
1960-61	62,815	14,94,794
1965-66	2,17,912	16,37,541
1975-76	17,774	4,39,034

* Source* J.P. "National Adult Education Policy" (1947-78).

The table reveals that throughout this period there were on an average about fifty thousand Adult Education Centres run either with the Government's financial help or on purely voluntary basis and that about 12-15 lakhs adults were made literate at a small cost, the total investment in the whole programme being less than one per cent of the total educational expenditure.

The large success in Adult Education Centres on 1965-66 was mainly due to the Gram Shikshan Mohim in Maharashtra a voluntary movement conducted by a very little cost which initially showed great promise but which ultimately faced away with marginal success. In 1965-66 this movement in Maharashtra accounted for 1,83,013 centres with an enrolment of 8,45,646. This did not exist in 1950-51 and if allowance was made for it, then it would be seen that the overall position of Adult Education in country really became worse in 1975-76.

In the sixties, many aspects of public policies came under introspection, critical evaluation, revision. This was because sixties saw two wars fought by India, one in 1962 with China and another in 1965 with Pakistan. The Chinese aggression of 1962 and the poor show made by India on the occasion came as a rude shock to every one and created a mood of introspection in which the very validity of all our developmental efforts was seriously questioned. Education was no exception and people began to ask as to why we had lagged behind in education although in 1949 the educational situation in the two countries was almost similar.[24]

The Chinese success in the war had made Indians credit the Chinese socio-political system with a great level of achievement. Whatever be the truth in the assessment of the Chinese situation (particularly in view of the current denigrating reappraisal of the Chinese success by the Chinese themselves) there was no doubt that many an Indian attributed to China an all round success in development including in the field of education. The commitment of the Chinese to the revolutionary cause, as exemplified by the degree of mobilization in the Chinese military and civilian cadres made Indians reflect on education as an effective mobilizer of people to certain types of enduring commitments, not necessarily ideological commitments. Thus the concept of education to the masses once again surfaced in a conspicuous manner. The Sino-Indian war challenging the existing complesense over various aspects of public policy in India was only one of the reasons for re-thinking on educational policy. There was of course the already existing realization that a comprehensive educational policy was to be formulated in the country.

The old demand for the appointment of an Education Commission which will examine comprehensively the educational scene in our country revived, the then Minister for Education Sri M.C. Chagla at the Centre responded to the general mood and appointed the Education Commission, with Dr. D.S. Kothari the noted Physicist and Educationist as the Chairman of the Commission.

The main issue with which the Commission was charged was to suggest a national pattern of education and the general principles and policies for the development of education at all the stages and in all aspects.[25]

It may be worthwhile to recall here that the Commission was the sixth commission appointed by the Government of India. The first was the Indian Education Commission (1882) which dealt mainly with school education. It reviewed the progress of education in the country since the Education Despatch of 1854 and laid down broad guidelines of policy for the development of education over the next two decades (1882-1902). The second was the Indian University's Commission (1902) which reviewed the development of higher education since the establishment of three Universities at Bombay, Madras, Calcutta in 1857 and made recommendations for the reorganization of Indian Universities. The third was the Calcutta University Commission (1917-19) which reviewed the development of secondary and higher education in Bengal and made suggestions for the reorganization of the Calcutta University and the establishment of a new University at Dacca. The fourth, and the first to be appointed in the post-independence period was the University education (1948-49) which reviewed the development of higher education in the country and made proposals for its future expansion and improvement. A similar function for secondary education was performed by the Secondary Education Commission (1952) which was the fifth in the series.[26]

It will thus be seen that the policy whether in the pre-independence period or later was to look at education in a compartmentalized fashion and that no commission had ever been appointed for primary and adult education.

A strong demand was therefore made in the fifties, and early sixties that the Government of India should appoint to look at education as a whole

including adult and primary education. It was in response to this demand that the Central Government appointed the Education Commission (1964-66) at the initiative of M.C.Chagla, the then Minister of Education at the Centre and entrusted it with the task of looking at the entire spectrum of education, except the highly professional areas like the legal and medical education. This is, therefore, the first Commission in our educational history to look comprehensively at almost all aspects of education. The commission headed by Dr. D.S. Kothari had prepared a blue print of educational development in India spread over 20 years (1966-86).

The Commission recommended that a very high priority should be given to adult education and it had even ambitiously set a deadline to liquidate illiteracy among adults (1985). Recognising importance of voluntary agencies in the successful implementation of qualitative policies like Adult Education in general and developmental programmes in particular, the commission specifically said that "voluntary agencies working in these fields should be given every encouragement, financially and technically. Adult education is an area ideally suited to voluntary effort and the work to be done is of such dimensions that mobilization of this will play crucial role in the success of our plan".[27] With the report of the education in hand, the government took further steps in the process of formulating a national policy on education. In order to raise the subject of education above party considerations and also with a view to obtain consensus among political parties, the Minister of Education Br. Trigun Sen, constituted a Committee of Members of Parliament belonging to all political parties with an '

expectation that the Members of the Committee would provide a working draft of the national policy on education. It was also thought that the National Policy on Education would pave the way for national education act.

The committee of Members of Parliament received with considerable enthusiasm the recommendations of the Commission on Adult Education. In its report it said, "the liquidation of mass illiteracy is essential, not only for accelerating programme of production, especially in agriculture but by quickening the tempo of national development in general. Plans to accelerate the spread of literacy should therefore be prepared and intensively implemented on several fronts. With a view to reducing new additions to the ranks of adult illiterates, part-time literacy classes should be organized for grown-up children (age group 11-17) who did not attend school or have lapsed into illiteracy. All employees in large commercial industrial and other concerns should be made functionally literate within a prescribed period of their employment and a lead in this direction should be given by the industrial plants in public sector. Similarly, teachers, students and educational institutions should be actively involved in literacy campaigns, especially as a part of the social or national service programmes. The achievements of literacy should be sustained by the provision of attractive reading materials and library services to the new literates".[28]

The national policy on education which was issued subsequently (1968) more or less repeats recommendations of the Members of Parliament Committee on Adult Education. The government reiterated that »»the liquidation of

mass illiteracy is necessary not only for promoting participation in the working of democratic institutions and for accelerating programmes of production, especially in agriculture, but for quickening the tempo of national development".[29]

The policy statement further states that 'special emphasis should be given to the education of young practicing farmers and to the training of youth for self-employment".[30]

In pursuance of the policy the Government did include Adult Education in the Fourth Plan. A special programme was launched to train young farmers in High Yielding Technology. The Farmers Functional Literacy Programme (F F L 3?) which was inaugurated in 1967-68 was intended to bring a new emphasis to the concept of Adult Education by the addition of functionality component to it.

It was implemented in selected blocks in all states. Since it was tagged on to the Green Revolution - one of the most successful programmes in agriculture in India, it has succeeded to some extent. But the programme had not reached many people especially the marginal and small farmers who incidentally constitute the majority of adult illiterate population in our country.

Summary:

The foregoing reveals that the policy makers have made only half hearted attempts in tackling the problem of illiteracy among the adults in our country. Immediately after independence, the programme of adult education

was re-designated as social education and was implemented as part of the community development programme upto 1956-57 and in the period that followed and upto 1965-66 the Panchayati Raj institutions were entrusted with the responsibility of implementing the social education programme. These institutions themselves lost their importance by the end of third plan and a new programme was formulated with a view to imparting functional literacy skills among young farmers with a view to increase agricultural productivity. The spread of these programmes was thin and compared to magnitude of illiteracy these programmes did not make a significant impact.

The year 1977 saw change in the government at the Centre. The Janata Party which came to power in 1977 attempted in a big way to re-align priorities in education. In the scheme of re-alignment adult education was being accorded top priority. The policy statement which was released in 1978 on National Adult Education Programme recognizing the need for a massive programme to educate adult illiterates, it declared that "the government have resolved to wage a clearly-conceived, well-planned and relentless struggle against illiteracy to enable masses to play an active role in social and cultural change".[31] Reviewing the progress of the programmes earlier the statement recorded that "in the post independence period, the achievement in the field of literacy have been far from satisfactory'. ' In 1947, the rate of literacy was 14 per cent which rose to 54.45 per cent (excluding the age group of 0-4) in 1971. Yet, owing to population increase and half-heartedness of the past effort, the

number of illiterate persons has risen from 247 million in 1951 to 307 million in 1971".[32] The statement further added that "according to the Census of 1971 the total number of illiterate persons above 14 years of age is 209.5 million of which 97.1 million are in the age group of 15.35 which is likely to be about 100 million at present. A massive programme should be launched to cover this vast segment of population in 15-35 age group as far as possible within five years of its launching".[33] Thus the Janata Government set the deadline of five year period (from 1978-83) to cover about 100 million adult illiterates through out the country.

The government planned to implement the programme through a multiplicity of agencies which include governmental, voluntary, private and public sector industry and institutions for formal education. Thus the National Adult Education Programme was launched on October 2, 1978 with a goal of educating 100 million illiterates in the age group of 15-35 • An outlay of Rs. 200 crores was provided in the Sixth draft Five Year Plan (1978-83) for implementing this programme.

As noted earlier a unique feature of the Janata adult education policy is the precedence given to voluntary agencies in the implementation.

The present study is an attempt to examine the process of implementation of the National Adult Education Programme through voluntary agencies for the following reasons : Firstly, the problems in implementation of this massive adult education programme afford a rich area for understanding of the process of public administration, secondly, an understanding of the implementation enables the researcher to make policy recommendations which

obviously constitute an integrated part of studies in public policy and finally the implementation of adult education programme is to some extent unique as a good part of it is entrusted to non-governmental organizations, especially to voluntary agencies.

The objectives of the present study are as follows :

1) To study and analyse the functioning of voluntary agencies involved in National Adult Education Programme with reference to staffing pattern, recruitment and training of instructors and supervisors, supply of teaching materials, problems encountered in running adult education centres and suggestions to improve the programme.

2) To analyse the working of adult education centres - location, facilities and functioning.

3) To determine the socio-economic background of the learners, dropouts, and potential learners.

4) To assess the achievement of learners in terms of literacy and numeracy skills, the level of social awareness and improvement of functional skills of the learners all of which are the goals of the National Adult Education Programme.

5) To analyse the socio-economic background of instructors and supervisors and its correlation with the programme and also to analyse their attitudes towards the aims and methods of the programme.

6) To examine the performance of the voluntary agencies in the implementation of National Adult Education Programme.

Before we analyse the process of the implementation of the National Adult Education Programme with the above objectives in mind, an attempt would be made in the next chapter to examine the correlation between education and social change and development as a backdrop to the imperatives that are behind the evolution of adult education policy.

Methodology

The National Adult Education Programme which has recently been started in 1978 on a large scale through out the country is relatively a new programme. Some studies have already been reviewed on this programme. However, they are mostly evaluative studies.

The objectives of the present study have already been mentioned in the previous section. The following methods are employed to study the objectives.

1. Primary [illegible]
2. Secondary [illegible]

Primary data was collected by canvassing interview schedules to (1) learners, (2) dropouts and (3) potential learners and also from (4) instructors and (5) Supervisors.

Published reports and other documentary sources constitute the secondary sources.

Universe:

The area selected for the study is Andhra Pradesh. A.P. occupies the 23rd position in literacy among 22 states and 10 Union territories in our

country according to 1981 Census. It is one of the darkest spots on the literacy map of India where in about 71 per cent of the total population are illiterates in all age groups. The above reasons prompted the investigator to select A.P. as the area of study besides other logistical considerations like time and money.

Period of the study:

The period for the study chosen is 1979-80 the first year of National Adult programme in Andhra Pradesh.

The programme is being implemented through five types of agencies which include State Government's voluntary agencies, Nehru Yuvak Kendras, Universities and Colleges and Integrated Child Development Schemes.

In 1979-80 nine voluntary agencies were granted financial assistance by the Central Ministry of Education and Social Welfare for implementation of National Adult Education Programme in Andhra Pradesh. The names of the agencies, the areas of operation and the number of centres sanctioned are given in the following table.

Table - 4

Voluntary Agencies selected for
Financial Sanction, the Areast Number of Centres

S.No.	Name of the Agency	Area of operation	No.of Centres
1.	Andhra Mahila Sabha, Hyderabad	Huzurnagar 100 Sircilla 100 Jangaon 100	300

S.No.	Name of the Agency	Area of Operation	No.of Centres
2.	Andhra Pradesh Rashtra Adimajati Sevak Sangh, Vijayawada	Tenali Guntur Dt.	60
3.	Bhagavathula Charitable Trust, Yellamanchili	Yellamanchili Vizag Dt.	30
	Bharateeya Adimajati Sevak Sangh, Hyderabad	Narasampet	100
5.	Comprehensive Rural Operation Service Society Bhongir	Bhongir Tq.	30
6.	Durga Sangh Seva Samaj Vijayawada	Gannavaram	30
7.	Hindu Kust Nivaran Sangh Hyderabad	Jammikunta	60
	Village Reconstruction Organization, Guntur	Guntur Prakasam Krishna	79/100
9.	Weaker Community Action for Development and Liberation, Hyderabad.	Shadnagar Tq Mahboobnagar Dt.	30

Source I Records of Directorate of Adult Education, Government of Andhra Pradesh.

Sample t

The area of the operation of the voluntary agencies which have implemented N A E P is spread over eight districts in Andhra Pradesh, which include Guntur, Krishna, Prakasam and Visakhapatnam in what is popularly

known as coastal region of the State, Warangal, Nalgonda, Karimnagar and Mahboobnagar what is known as Telangana region of the State. No voluntary agency was given financial sanction in Rayalaseema area to implement the National Adult Education Programme.

In order to select the sample of voluntary agencies, the eight districts where the agencies have implemented the National Adult Education Programme have been classified into three categories according to the literacy percentage (1971 census). The following table gives the idea of the method adopted.

Table - 5

Literacy Level of the Districts (1971 Census 15-35 Age group)

(in percentages)

Sl.No.	Name of the District	Male	Female	Total	Classification
1.	Krishna	54.4	38.6	47.0	I Category
2.	Guntur	54.4	30.7	42.9	Above 40% Advanced
3.	Prakasam	46.6	18.2	32.2	II
4.	Visakhapatnam	42.4	18.4	30.3	30 per cent and above Less advanced
5.	Warangal	39.0	13.3	26.1	III
6.	Nalgonda	37.0	12.8	25.0	Backward
7.	Karimnagar	35.5	9.1	22.2	Above 20
8.	Mahboobnagar	34.2	10.5	21.9	Below 30

The eight districts were classifed into three categories.

Category I	:	Advanced Districts with 40 literacy per cent and above.
Category II	:	Less advanced Districts with literacy percentage of 30 and above.
Category III	:	Backward Districts with literacy percentage between 20-30.

The literacy percentage in the first category (Krishna and Guntur) is not only the highest in the sample but is also above national average which was 29 . 5 per cent according to 1971 census, Sri Druga Sangh Seva Samaj was selected in the first category which has implemented National Adult Education Programme in Gannavaram block of Krishna district for the study. Prom the second category one agency i.e. Bhagavathula Charitable Trust (B O T) which has implemented the programme in Yellamanchili block of the Visakhapatnam district was selected. From the third category one more agency was selected, i.e. Comprehensive Rural Operations Service Society (CROSS), which has implemented the programme in Bhongir block of Nalgonda district.

In order to have a bigger sample and also to protect the representativeness of the sample it has been decided to select one more agency from the third category as it is the third category which is backward and any

impact of the programme is worth studying. The agency that has been selected is Andhra Mahila Sabha, Hyderabad. Thus the total sample selected for the study consists of four voluntary organizations.

The following table gives the details of the sample.

Table – 6

Agencies in the Sample and the number of Adult Education Centres sanctioned

Sl.No.	Name of the Agency	Head Quarters	Area of Operation	No.of Centres sanctioned
1.	Durga Sangh Seva Samaj (DSSS)	Vijayawada Krishna Dt.	Gannavaram Block, Krishna Dt.	30
2.	Bhagavathula Charitable Trust (BCT)	Yellamanchili Vizag Dt.	Yellamanchili Block, Vizag Dt.	30
3.	Comprehensive Rural Operation Service Society (CROSS)	Bhongir Nalgonda Dt.	Nalgonda Dt. Sirsilla block	30
4.	Andhra Mahila Sabha (AMS)	Hyderabad	Karimnagar	100
			Total number of Centres	190

It may also be mentioned here that the sample consists of two types of organizations. Bhagavathula Charitable Trust (B C T) and Comprehensive

Rural Operations Service Society (CROSS) are general organisations and the two women's organizations. They are Andhra Mahila Sabha (AMS) and Durga Sangh Seva Samaj (D S S). All the agencies selected have some previous experience in adult education programme th ough the length of experience varies considerably.

Size of the sample:

Ten per cent of the total number of centres run by the agencies constitute the sample of Adult Education centres for the study. The total number of adult education centres run by the four agencies in the sample are 190 and ten per cent of it comes to 19. The method followed in selecting the adult education centres in various areas is stratified purposive random sampling. The list of adult education centres under different agencies in the sample is appended.

Further the sample consists of learners, dropouts, potential learners, instructors and supervisors. The details are given below.

Learners t The prescribed strength of an adult education centre is thirty. Thus the total number of learners enrolled in 19 adult education centres comes to 570. It has been decided to take 30 per cent of the total number of enrolled which comes to about 172 learners which is considered fairly good sample.

Dropouts : Three dropouts per an adult education are selected through the method of incidental sampling. Their total number comes to 57 at the rate

of three per centre of the 19 adult education centres.

Potential learners : At the rate of two potential learners per an Adult Education Centre in the sample the total number of potential learners in the sample comes to 38.

Instructors : All the instructors of the nineteen adult education centres constitute the sample.

Supervisors : All the Supervisors of the four agencies constitute the sample for the study.

Project Officers: All the Project Officers of the four agencies come under the sample. The following table gives the details of the sample.

Table - 7

Category of Respondents

Respondents	A M S	B C T	CROSS	D S S	TOTAL
Learners	90	27	27	27	171
Dropouts	30	9	9	9	57
Potential Learners	20	6	6	6	38
Instructors	10	3	3	3	19
Supervisors	1	1	1	1	4
Project Officers	1	1	1	1	4
Director of Adult Education	-	-	-	-	1
Asst.Director (Volu. Agencies)	-		-	-	1
Project Officers	-	-	-	-	2
Total respondents					297

Source: List of Adult Education Centres/Villages in the Sample is appended.

The limitations of the study and profiles of the voluntary agencies in the sample follow.

Study of Agencies : Limitations:

Empirical studies suffer from certain limitations. Apart from their tendency to jump to conclusions they exhibit a proneness to generalization. This study also has had to reckon with this limitation, though it has tried to minimise it. Some of the limitations of this study are mentioned here under:

First, the agencies were selected on the basis of 1971 Census literacy statistics in the districts as the 1981 Census had not been published at the time of the commencement of the study.

Secondly, the focus was mainly on voluntary agencies. In the districts where the agencies carried out their programme there were other agencies like the State Government, Universities and Colleges, Nehru Yuvak Kendras and welfare departments engaged in similar programme. But owing to logistical constraints Ho comparative analysis has been attempted, although the investigator is aware of its advantages specially in respect of such questions as that of the dropouts.

Thirdly, though structured interview schedules were prepared for the Principal Officers of the Voluntary Agencies they failed to elicit the kind of response which was expected due to several factors like the

non-availability of most of the office-bearers and the tendency of those available being evasive in their replies. That is why after the pre-testing stage itself it was given up and in its place an interview guide was prepared to gather the views of office bearers on N A E P.

Fourthly, only the essential aspects of the programme were studied without losing sight of the programme as a whole because of lack of time. The study does not claim to be exhaustive either in its administrative or policy aspects, since it has concerned itself mainly with such important aspects as co-ordination which are considered central to its objective.

Coming to the analysis part of the study the investigator has not employed any highly sophisticated statistical tests to quantify the data but only fairly simple statistical techniques.

Finally, in determining the impact of the programme the schedule on learners was administered only once to the respondents. In other words, it is not a longitudinal study, i.e. the investigator has not visited the centres more than once. It may be true that the process of learning or the ability to learn can be gauged more accurately if longitudinal method of enquiry is adopted, i.e. spread over a period of a year or the length of a programme like the 10 month stipulated of N A E P.

As for field problems, the investigator has faced such problems as are usually faced in such studies.

Inspite of adequate planning like informing the office-bearers of the sample agencies well in advance the investigator faced the problems of the non-availability of the officers, which did upset the time schedule of the investigator.

Again, the researcher encountered the problem of determining the age of the respondents, especially the learners, potential learners and drop-outs. The age as revealed by the respondents as reported is not supported by any evidence. The investigator tried to cross-check the data by asking the village headman in several cases. The investigator had doubts about the correctness of the age as given out by the respondents on a good number of cases, since it did not correspond to their appearnce.

Again in spite of his best efforts the researcher failed to establish rapport with some of the respondents who viewed his mission with suspicion. Some thought that the investigator was a Government official and treated him like a Tahsildar or a Police Officer. In both instances the researcher found it difficult to communicate with the respondents effectively*

Rural women were found to be hesitant, frightened and shy of talking to the researcher.

Owing to migration of some villagers, the researcher was forced to re-draw his sample repeatedly. In some cases the researcher could not persuade them to respond to the schedule and in some others found them hostile.

Profiles of the Agencies in the Sample

1. Andhra Mahila Sabha (A M S) J

The Andhra Mahila Sabha was established in 1937. The activities of the Andhra Mahila Sabha are varied and cover a wide range of social services including extension of medical services, training of nurses, training of women in handicrafts, education for girls from the pre-primary level to the college level, teachers[1] education, adult literacy and condensed courses of education of girls and adult women. The Literacy House established in 1972 is the principal wing of the A M S primarily engaged in Adult Education and literacy programmes.

The main objectives of the AM S are (1) to train earnest and efficient workers and harness their services for the progress of Indian women, (2) to promote the education of women, (3) to promote the health and education of children, (4) to establish and maintain hospitals and nursing homes for women and (5) to undertake programmes of adult education and Literacy in general.

The first Literacy House was established at Lucknow, the second in the South was set-up in Hyderabad mainly owing to the untiring efforts of the late Dr. (Mrs) Durga Bai Deshmukh, the well-known freedom fighter, Gandhian and social worker of India. The Sabha first took up the Farmers Functional Literacy Project in one of the backward districts in Andhra Pradesh in the third quarter of the sixties. The Government of Andhra Pradesh

subsequently involved the Mahila Sabha in a big way in running ten projects in various districts. Thus, the Andhra Mahila Sabha (A M S) has acquired considerable experience in the field of Adult Education.

2. Bhagavathula Charitable Trust (B C T)>

Though formally registered in 1976 the B C T has been well-known in Yellamanchili area since the middle of the sixties. It came to prominence in recent years thanks to the efforts of Dr, B.V.Parameswara Rao a scientist-engineer turned voluntary social worker.

Starting with the establishment of a High School in 1967, it soon expanded itB activities with a salt factory in 1969 with the help of Andhra Pradesh Small Scale Industries Development Corporation, a co-operative Farmers[1] Service Centre in 1974 and a Cattle-cross Breeding Farm in 1975. In addition, it sponsored several income and employment generating projects, several of which, as stated in one of its annual reports, were scuttled by powerful vested interests of local area.

Thus the B C T runs a host of economic programmes. Broadly guided by Sarvodaya philosophy, this agency endeavours to associate the villagers with most of its programmes and projects. For instance, the agency mobilised about five hundred villagers for the diversion of Godavari Waters in 1982. Undaunted by the machinations of local politicians the agency could forge ahead with its plans and polities.

The main objectives of the agency as can be called from its annual reports are (i) to develop small, marginal farmers, landless labourers, artisans, women and youth; (ii) to serve as a 'catalyst' and an educator for the development of its clientele; (iii) to explore the possibilities for the use of local resources and relevant technologies, (iv) to train man power; (v) to build up local leadership with a view to enabling them to handle their problems; (vi) to encourage self-help and group action; (vii) to continuously endeavour for bringing in innovations and new strategies for rural development.

The operational sphere of the agency extends to about 60 villages in and around Yellamanchili, (50 kilometers from the port city of Visakhapatnam).

Since 1976, the agency has made considerable progress in rural development and is heading for a big breakthrough with its expansion programme.

Thus B.C.T. simultaneously is engaged in several economic and educational programmes.

3. Comprehensive Rural Operations Service Society (C R 0 S S):

With its headquarters at Bhongir (35 kilometers from Hyderabad) the Comprehensive Rural Operations Service Society was established in 1975. Its main aim is to carry out comprehensive development programmes in rural areas for the development of the poor by the poor irrespective of caste and religion. The major target group is that of Harijans who are economically most backward. Some of the important activities include,

(i) adult education, (ii) community organization, (iii) development of the irrigation water sources, (iv) dairy development and other economic programmes, (vi) rural medical education and services and (vi) agriculture extension services.

Its areas of operation is spread over 150 villages around Bhongir, Motkur and other taluqs in Nalgonda district and functions through village 'Sanghams'. Education, and particularly adult education, constitutes an important part of the developmental package.

4. Durga Sangh Seva Samaj (D S S)t

Located in Vijayawada (about 350 kilometers from Hyderabad) and established in the sixties, Durga Sangh Seva Samaj is one of the earliest women's organisations in Andhra Pradesh. Its main objective is to encourage women to acquire formal educational qualifications like those of Matriculation and Graduation. The agency also trains women in tailoring, embroidery and other crafts. Funded programmewise by the State Government Women's financial and welfare agencies and the Central Social Welfare Boards, this agency is managed by a few women workers. The overall administration is looked after by a retired Headmaster.

Except helping needy women with scholarships, coaching them for various examinations, the agency does not seem to undertake any major programme. However, the agency is committed to the upliftment of the women.

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ROLE OF EDUCATION IN SOCIAL CHANGE AND ECONOMIC DEVELOPMENT

CHAPTER - II

Role of Education in Social Change and Economic Development

Part - I

'Education is the key that unlocks the door to modernization!'[1] Once regarded as an essentially conservative, culture-preserving, culture transmitting institution, the educational system has come to be viewed as a major determinant of social, political and economic change.

There are many reasons for according top priority to education in world and in particular in the developing countries. But some of the major developments in the last five decades which account for this new value attached to education and for shift in perspectives regarding its relationship to society, the economy and the policy are, firstly the large scale entry in to the world arena after decolonization of the third world countries and the consequent increase in the demand for education in those countries and secondly the increasing awareness even in the advanced countries about the necessity to continuously educate people to cope with the technological advancement.

Education is also perceived to be one of the instruments of social change in all the developing countries. The whole gamut of literature on social change places high premium on the role of education as the

most important vehicle of social change. However, the emphasis on education in contemporary times does not mean that education was not given its due place in earlier times. Scholarly concern with the relationship between education and other fields of social interaction is not new. Since Plato and Aristotle, political philosophers have affirmed principles embodied in the phrases, "as is the State so is the School[11], or "what you, want in the State, you must put into the School"[2]. In other words political thinkers too recognized the nexus between the educational and political system.

Since the 18th century and age of enlightenment in particular the role of education as liberator of mankind has come to be recognized. As 20th century and the age of democracy advanced, the faith in education as the liberator of mankind increased. The views of the conservatives and liberals are apt to be mentioned here.

While conservatives essentially believed that the purpose of the education was to preserve and transmit certain values, the liberals believed that the school as an institution can play an important role in social reform for improving the lot of mankind. According to John Dewey one of the noted educational philosophers t "It is the business of school environment to eliminate so far as possible, the unworthy features of the existing environment from influence upon mental habitudes ... As society became more enlightened it realized that it was responsible not to transmit and conserve the whole of its existing

achievements but to strive for a better future society. The school is its chief agency for the accomplishment of this end"[4].

In more recent times the famous Kothari Commission on Education arrived at the conclusion that "what is needed is a revolution in education which will set in motion the much desired social, economic and cultural revolution[11].

However, the limits to this optimism need to be pointed out.

The Marxists[1] notion is that while education is an effective instrument to bring the desired change, that the educational system itself will only be serving vested interests i.e. status quo is a well known idea that qualifies the optimistic role attributed by Dewey. Then there is another notion, partly the off-shoot of Marxist notion, that formal education organized and promoted by the conventional social system is needed counter productive. The well known de-schoolers such as Reximer, Illich, Holt and Goodman attacked the present forms of education and called for alternatives in education which can lead to transformation of society towards desirable objectives of freedom to enjoy life, liberty and pursuit of happiness for all. Ivan Illich in particular argued that schooling is one of the major means by which status quo is preserved.[6]

Endorsing the view of Illich, Kurien an Indian scholar brought out nicely how knowledge (and hence education that is geared to imparting

knowledge) "becomes the cleverest and the most powerful ally to the status quo in all societies every where".[7]

Betrand Russell even earlier has gone further and argued that "education in the modern world tends to be a reactionary force, supporting the government when it is conservative and opposing it when it is progressive[1].[1-]

In the words of Harold Silver, a contemporary scholar "education has been seen both as a means of selecting and perpetuating elites. It is discussed in terms of class domination and social control but also of social liberation and progress • • • • It has become more and more prominent in political manifestoes and policies in economic calculation and family discussions, in book shops and in the press. It has also become a major instrument of national policy. Educational systems and educationalists have come together in educational movements, professional conferences and in attempts at educational policy at regional, national and international levels. Education has become one of the most sensitive national responses to economic and political change."[9]

Education and Economic Development

If education is regarded as a prerequisite for social change, facilitating reorientation of values through better understanding of the environment, human, material and physical, it is also regarded as directly promotive economic advancement also.

The human investment revolution in economic thought initiated in 1960 by Theodore Schultz[10] produced magnificient effect. Education was looked upon as a panacea for all the ills in society. The governments of the world particularly third world were convinced of the economic benefits of education. The approach to education was changed from consumption or a device for culture transmission it came to be seen as 'the most valuable investment in mankind[1] which pays 'the best interest'. Concepts like investment in man and 'human capital' swept into countries' developments plans. "Education plans were drawn as part of social and economic development plans".[11] Slogans like 'universal elementary education[1] 'man power planning' 'investment in man' were heard all over.

Some of the works reviewed here show how education and economic development are inter-linked.

A simple relationship also regarded as universally valid by an increasing number of persons is that education is a prerequisite for economic growth.[12] The acceptance of education as the master determinant of long-term economic growth apart from all its other effects in the development process has become for many persons almost an article of faith, T.W. Schultz himself has said in a paper that except for some pure rent (in earning) for differences in the inherited abilities most of the differences in earnings are a consequence of differences in the amounts that have been invested in people".[13]

Although investment in people consists of such other factors as improvement in health, increasing the output of foodgrains etc. the major component of investment in human beings is in the form of more and better education.

Education is a consumption good and a production good at the same time. Even those Who never exercise any of the occupations for the performance of which they may have received education probably have gained enormously by their educational experience in that they have access to more and different forms of consumption that they would not have had without this education. Of course, the developed countries which do not have to worry about subsistence sector may view the role of education in this perspective. But in developing countries although some returns from investment in education may be expected at all stages of economic development, investment in educational facilities may produce much lower returns at certain earlier stages of economic growth than the application of equal amounts of investment in other forms of capital especially capital constituting the material infrastructure of an economy. For example, the development of more roads or the construction of more dams for increasing the power generation or increasing the irrigated area at early stages of development yield substantially higher returns than equal amounts of investment in education. It is an extreme case of deferred investment.

In terms of net returns on various forms of investment outlay - we may distinguish different phases in a developing country. At certain periods investments in a given set of non-human resources and at other periods investment in human resources bring about a higher sustained rate of growth of average income. However, we must distinguish between not only outlays on investment in human capital against non-human capital but also outlays on different sectors of human resources development (for example, investment in higher education which is what is investment in high level man-power and non-formal education).

Broadly speaking economic development is the result of two factors: the human factor and the non-human factor using the word non-human in a purely technical sense.[14] It is the human factor which contributes a little to more than 50 per cent of economic growth which has taken place in different countries.

Literacy and Economic Development

The UNESCO publication of 1964 described the economic and social aspects of educational planning as a subject 'which is topical, important and relatively new field of study'[15] - Many may argue that literacy may not be the same thing as education, involving various levels and kinds. Carlo M. Cippola in his work 'Literacy and Development' after analysing the interaction between literacy and the industrial revolution came to the conclusion that "Had literacy remained the well-guarded monopoly of a few mandarins, European society would hardly have developed

in the way it did. The industrial revolution was not the product of one or two high priests of science, it was the outcome of the daily dawn-to-earth experiment and tinkering on the part of a number of literate craftsman and amateur scientists".[16] Economic development depends upon several factors like natural resources, technological progress social structure, education etc. Keeping in mind this broad framework, one can say that the growth of literacy and industrialization are to a degree are correlated. There are two perspectives that determine these two. Some say industrialization generates additional resources and needs far more man power thereby facilitating growth in literacy. Others would say that industrialization presupposes a fairly widespread literacy. Countries having a high rate of literacy were those which imported the industrial revolution. Widespread literacy meant not only an elastic supply of literate workers but also a more receptive approach to life on the part of the population.[17]

The western experience by and large shows that a large reserve of literacy constitutes an essential base for industrialization. Industrialization might quicken the pace of literacy but a fairly high degree of literacy would be necessary for industrialization. One hardly stress the point that depending upon their natural resources, technological progress and historical context different countries show different time lags and rates of development. The correlation between literacy and per capita income cannot, therefore, be uniform as between countries or as between different periods in respect of a given country.

More studies have been made to assert that "schooling and level of economic development are highly correlated around the world" • For example, Hobinson and Myers (1964) report that about 75 nations G N P per capita correlated. .67 with primary school enrolment, .82 with secondary school enrolment and .74 with third level enrolment. McClelland (1966) has shown elsewhere that countries which invested heavily in secondary education on an average developed more rapidly economically a number of years later when the educated population would have reached its peak capacity in the work force. It looks as if more of every kind of education would pay off in the human resources that accelerate economic growth.[1ft]

Correlation between literacy and economic development is thus no longer a matter of vision or hunch but something supported by wide-ranging historical and contemporary social science research.

Delineating on the gains of literacy a Soviet Social Scientist stated that "consideration of the salaries and productivity of different categories of manual and other workers in relation to their educational qualifications, showed conclusively that even the most elementary school education is much more beneficial to a worker than a similar period of practical training at the bench. In making these observations one has to keep in mind several factors such as the age, the professional experience and the technical qualifications. Citing an example the Soviet specialist wrote that elementary instruction gained in one-year of primary education increases a worker's productivity on an average by 30 per cent,

whereas the improvement in qualification of illiterate workers and the increase in their output, resulting from a similar period apprenticeship at a factory is only 12 to 16 per cent a year. The improvement in qualification resulting from one year's education at school, is on the average, 2.6 times greater than that resulting from one year's apprenticeship. After four years of primary education .. workers' output and wages are 79 per cent higher than those of the first category worker

19

who has had no schooling. ' If we combine literacy acquired through formal schooling (broadly first level education) and literacy acquired through adult education involving say a rudimentary inst ruction of one year, the additional output, it was stated in the article, would be 71 per cent in the former category and 30 per cent in the latter. A more recent and enlightening piece of research by William A. Harzog Jr. on 'Literacy and community Economic Development in Rural Brazil' holds good for India also. He cited 21 variables such as age, schooling, home improvement, income, milk production, farm size, economic knowledge, radio listening, information sources, mass media credibility, change agent contact, social participation, opinion leadership, occupational aspirations, future attitude, achievement motivation, empathy credit-attitude, risk orientation, innovativeness and participation and concludes that "for the Brazillian farming sample, community economic level is positively related to community literacy level".[20] The author used a large sample of Brazilian farmers divided into four groupings according to the level of community development*

These findings taken together lend firm support to the suggestion that literacy has played a significant role in the unfinished green revolution in India, States like Punjab, Haryana, parts of U.P., Gujarat, Maharashtra, and the coastal Andhra, Karnataka, Tamil Nadu and Kerala which have registered good results in this regard barring Haryana and other parts of Andhra Pradesh happen to have a percentage literacy higher than the All-India average. Assam, West Bengal, Bihar, Orissa, Rajasthan, Madhya Pradesh which are still practically beyond the Bach of green revolution barring West Bengal happen to have a percentage of literacy lower than the all-India average. Of course, some say that, literacy is just one variable, however significant, and that other factors (cultural patterns, irrigation facilities, political conditions etc.) have to be taken into account for arriving at a correct assessment. The observations made by Ziolkowski in his study also deserve mention here. "Great achievements in agricultural development have been brought about in regions where the level of literacy and education ... are high"[21].

In another piece of research 'Education of young farmers and its impact on Agricultural production[1], the author, J.S. Parolkar has attempted a quantitative correlation between education and production. He found that "Quantitative estimates of the role played by education in increasing production reveals that there is a significant correlation between crop yield and education. Total variation in crop yield accounted for the variables viz, adoption of improved farm practices, participation in extension education activities, per capita land holding and general literacy education

is 67 per cent out of which literacy education alone is responsible for 21 per cent. He added that while in the use of more literacy there may be some dferred but indefinite values, functional literacy would yield quicker and more concrete results. 'It is beyond, he wrote, that a certain level and quality of literacy education background of a farmer has significant relationship with their agricultural production'.[22]

It is not out of place here to mention an Indian study by A.R.Desai and S.P. Paralkar titled 'The Relationship between literacy and Economic Productivity of Industrial Workers of Bombay 8 A sociological analysis'. The findings of the study indicate that in general literates seemed more responsible to means of working to improve their conditions; literate workers consider themselves much more self-reliant in the important domestic and civic activities like shopping, helping children in school studies, reading news papers, voting in election etc. Illiterate workers are liable to infringe rules more frequently by their ignorance and have no defence against exploitation etc* Literates showed greater initiative and adaptability inlearning new skills, have good acquaintance with the co-operative credit societies and medical benefits and in the opinion of 45 out of 50 supervisors interviewed by one investigator, it was found that literacy instructions would improve the workers' performance by making them aware of the technical and organizational principles at work in the factory and how one's own effort contributes to the total production process.

A more detailed study on'Economics of Education' conducted by M.Blaug concludes that "the effect of literacy is to provide people with an additional

means of communication. In this way also literacy may contribute to economic development by (1) raising the productivity of new literates (2) raising the productivity of individuals working in association with literates, (3) facilitating and expediting the flow of general knowledge of individuals (eg: information about health, nutrition etc.) and thus reducing the cost of useful information, (4) stimulating the demand for vocational training and technical education, (5) acting as a device for selecting the more able and enhancing their occupational mobility and (6) strengthening economic incentives meaning the tendency of people to respond positively to a rise in the rate of reward for their benefits.[24]

However, more recently, there has been departure from the optimism implicit in the correlation between economic development and literacy and education and economic development. The results of empirical research conducted in the developed countries have led to the view that education may in fact have little effect either on productivity or on income distribution.[25] Instead, education has been regarded by some merely as a screening device, a convenient but expensive means of labelling people which makes no direct contribution to increased productivity as such.[26]

A less extreme view is that, the schooling confers economic benefits not by improving cognitive ability as such but by inculcating certain habits such as punctuality and discipline that are valued by employees and by society at large.[27] Yet, others those belonging to the Marxist school, maintain that the effects of education on inequality themselves

depend on the mode of production within which the educational system operates • • • in a class society education may be a device for perpetuating economic inequality between classes and income groups.--

The other writers who doubted the positive relationship between education and literacy are Bauman and Anderson who suggested that ' although there are positive correlations between education and economic levels, these connections are loose ones.[29]

The thrust of their argument with regard to the literacy was that while literacy upto 30 to 40 percent 'is a prerequisite' to higher per capita income, there was no such correlation over the JO to 70 per cent range.

Nevertheless, as far as the role of education specifically in the developing countries is concerned, the benefits out of schooling and spread of literacy still generally prevails though this point needs further elaboration.

Chanchal Sarkar a well known analyst and journalist drew interesting conclusions on various aspects of population policy in an article published recently. According to him "A population policy for most people including the policy makers, usually signifies a clinical effort to prevent birth. And here, perhaps as much as any where we are missing the boat. A population policy should mean so much more than a clinical effort. It should be a policy about education, employment, ecology, about the status of women and their opportunities, about instilling confidence in society that progress is possible and desirable. Population policy also touches and is affected by tax law, the law of inheritance, subsidies and allowance,

social service allocations, the urban rural balance of development and hundred other areas of economic, fiscal and social policy".[30] He wrote that "literacy (and education) has relevance for most of these things t employment, ecology, status of women, will to improve, urban rural balance etc.

In a perceptive study about the relationship between demographic variables, health services and education in Kerala, Gopinathan Nair observed that the decline in birth rate in Kerala began before the intensification of the family planning programme.[32] He concluded that 'if as our study indicates education together with widespread public health facilities is an essential pre-condition for bringing down the birth rate, it might be appropriate to direct more resources to extension of education and public health facilities along with popularization of family planning'.

Education as an essential input for social transformation has also been touched upon by several writers. Notable among those who reflected on this aspect is Paulo Freire.[33] In two outstanding scholarly works 'Pedagogy of the Oppressed[1] and 'Cultural Action for Freedom', Frerie showed how education constitutes a critical input in bringing about the desired change or transformation in people which is so necessary for initiating the process of change. Calling for revolution in the process of learning, he suggested that the one way method of teaching must be given up in favour of dialogue oriented education. Characterizing the muteness and putting up with misery by millions of people as 'culture of silence' he called for conscientization of people to make them aware of realities surrounding

them and relentlessly fight against exploitation. Education in this connection 'conscientization' he says alone would liberate the poor from exploitation. Richard Shaull in his forward to the book Pedagogy of the Oppressed is right when he wrote that Paulo Freire work represents a new unity of theory and praxis.[34] It must be said that the contributions of Paulo Freire continue to attract the attention of academics in methods of learning as well as teaching.

Thus the review of some of the studies reveal that education plays a significant role in economic, social, political and cultural development of a country. How much of importance should education be given in a country is debatable to some extent. But by and large the social scientists, analysts and others concerned admit that education plays an important role in the development of a country.

Part - II

Survey of Literature : Review of Studies on National Adult Education Programme

As an emerging field of social science research adult education has not yet established any considerable body of research literature.[35] Much of the research is concerned with localized surveys. Although certain aspects of adult education have been studied in depth, it has not always been to the extent that permits valid generalizations, nor has adult education been adequately conceptualized so as to indicate fruitful lines of investigation. Most of the existing research is descriptive and consists largely of surveys. Local historical studies are almost as numerous as

local status surveys. These studies treat the History of adult education within an area. For example Mohsini's work on adult and community education broadly describes the origin, growth and functioning of Jamia Millia and its place in adult education movement in India.[36]

Case studies are another form of research in studies on adult education. A prime instance of this is the Gram Sikhan Mohin's experiment in Maharashtra the success of which received a very wide publicity.

The survey of literature on adult education will be presented in two or three main categories of studies.

1) General macro level studies on the evolution of adult education policy in India.

2) Studies of a more particularistic nature relating to the implementation of Adult Education Programme that were in vogue before N A E P came into existence in 1978.

3) Micro level studies on the implementation of programmes under N A E P.

Of these three, this particular thesis is more immediately concerned with studies coming under category three. However, it is felt advisable to refer to other investigations about pre- N A E P programme implementation also.

The main types of studies concerning adult education include participation, organisation, learning process of adults, programme planning,

instructional processes and evaluation. These are also the major areas of research. Many studies were undertaken in each of these areas.

There are studies dealing with evolution of educational policies on India. However, as it is not possible to survey all the literature, the present survey includes a few selected studies.

J.P. Naik in his monumental work on National Educational Policy (1947-1979) studied the evolution of educational policy of pre and post-independent India.[37] Analysing the causes for low achievement in educational field, Naik carried out a comprehensive study which gives a perspective for the development of educational policy in India.

The Report of the Education Commission 64-66 published under the title Education and National Development was a turning point in India's educational history. Over a decade and a half since its publication the educational profile of this country undergone significant changes. J.P. Naik in his book "The Education Commission and After" thoroughly analysed the implementation of the recommendations of the Educational Commission. Along with the recommendations on other sectors of education, the author has examined the position of the Commission on Adult Education, the translation of the recommendations on Adult Education into National Policy on Education of 1968. Quoting figures pertaining to Adult Education, gathered from various sources, the author concluded that a lesser priority was accorded to Adult Education inspite of Kothari Commission's recommendations to the contrary.

Now an attempt would be made to present a brief *survey* of literature which (are more particularistic in nature relating to the implementation of adult education programmes that were in vogue before National Adult Education Programme came into existence in 1978. Here again the survey is limited to some studies only.

In an evaluative study of the adult education programme in Maharashtra[39] the author attempted to measure the impact of literacy component which is the main aspect of the programme on learners. The other objective was to investigate the quantitative spread and qualitative impact of the programme on the life of the people.

Some of the variables which the study included were literacy, social attitudes, participation in co-operatives, change in living patterns, awareness of responsibilities, improvement in economic status, physical standards of life, indicators of increase in knowledge and general I Q level. The study conducted in Wardha District consists of a sample of 250 female learners. The study was conducted in seven blocks. The main findings indlude *t* (1) The adult education programme did not bring the expected change in the target group inspite of the best efforts of the government. The author traced the cause of this to the apathy and indifference of the people towards literacy programmes and also the failure on the part of the organisers of the programme to motivate the adults. (2) The villagers preferred to spend their leisure time in religious and other activities rather than social activites. (3) The Adult Education Programme had not brought any change in the life styles of people.

These findings though discouraging however point out the fact that a **mere** literacy drive without any relevance to the day-to-day life of adult illiterates cannot bring the desired change in the attitude and life style of villagers.

There are some gaps in this work. Firstly, the author did not probe ranch into the organizational aspects of the programme like the general attitudes of the administrators of the programme, the administrative frame-work of the programme, instructors' motivation, learners preferences etc.

Johnson[40] in an interesting study touched several policy issues relating to adult education programme. His study is based on secondary data. He stressed the need for a re-alignment in investment priorities in education giving neglected sectors like primary education and adult education programmes a priority. The author vividly portrayed the status of adult literacy programme in Tamil Nadu. Reviewing the performance of social education programme[41] the researcher cautioned the policy makers about the inadvisability of offering economic incentives to attract learners. He implied that unless 'demand' for education is created the adult education programmes will not succeed. The study demonstrated the basic weaknesses of social education programme and offers many suggestions.

The author of this study relatively neglected investigation into various other aspects of an adult education programme like planning, co-ordination and financing. Nonetheless the study raises some important and critical questions about adult education programmes.

Studies on Gram Sikshan Mohin a programme run on voluntary basis too constitute a part of the survey.

The Directorate of Education, Maharashtra in collaboration with Planning Commission have conducted a survey of the work done under the 'Gram Shikshan Mohim' in order to find out the achievements in regard to the eradication of illiteracy as well as the achievements in the field of all-sided development of the villages. For purposes of the evaluation survey, 63 villages were selected by random sampling, out of 1256 villages covered under the scheme. The people in the sample villages were classified into three categories, namely literates, semi-literates and illiterates. The survey has revealed that there were 43.1 per cent literates, 37 per cent semi-literates and 18.1 per cent total illiterates in the total sample. It was also found that the adults who became literate under the scheme had reported some change in their outlook and in the standard of living. The report recorded the positive impact of the programme on the people of those areas where it has been introduced and fully implemented. However, the report pointed out that unless post-literacy programmes are planned to the neo-literates the whole programme will go a waste.[42]

Boring the middle sixties the idea of linking education to the development particularly for increasing production gained currency. This was in consequence to the launching of World Literacy Programme with the aim of "increasing productivity by continuing literacy instruction with vocational training in technology - dependant agricultural practices".[43]

Sponsored by U N E S C 0 and U N D P the well-known international agencies, this programme coincided with and in many cases,cases provided educational support to what is popularly known as Green Revolution.

In the field of adult literacy this led to the emergency of the concept and later a programme called functional literacy or work-oriented literacy. Based on this concept a project called Farmers Functional Literacy was introduced which formed one of the components of the integrated programme of Farmers Training and Functional Literacy. In India this was sponsored jointly by the Ministries of Food and Agriculture, Information and Broadcasting and Education,it was intended to provide the needed inputs to the farmers engaged in the cultivation of high yielding varieties crops.

Initially this programme was taken up on a pilot basis in selected districts of India and later on it became one of the important non-formal educational programmes.

Studies on Farmers Functional Literacy Programme constitute a distinct category of studies in adult education. Some of the important studies are reviewed here.

This programme as already pointed out was implemented in selected blocks throughout the country. The impact of the programme on beneficiaries

target groups was evaluated in Andhra Pradesh by Venkataiah in his study.[7] The main objectives of the evaluation are to examine:

1) the level of attainment of literacy skills.
2) the level of agricultural knowledge.
3) the change in attitudes towards agricultural practice.

A schedule was designed to test the reading, writing and arithmatic ability as well to elicit their opinion on changes in agricultural knowledges and general change in attitudes.

A pre-test, post-test experimental design with a time gap of one year was used for investigation. The sample consists of 540 adult participants attending Farmers Functional Literacy Centres. The sample also includes 270 illiterate: adults who have not participated in the programme and treated them as participants in the control group. The researcher has chosen certain standard variables like age, caste, and farm size besides their socio-economic status to determine the impact of the programme on the participants.

The following are some of the main findings of this study.

1) The study reported a significant difference in the achievement of literacy between the participants in the experimental group and the participants in the control group.

2) The study found out that the participants in experimental group had acquired significant knowledge in modern agricultural methods compared to non-participants. In other words, the positive impact of the F F L programme has been noticed.

J) The study established the correlation between age and retention ability. So this study proved that the age of the participants was inversely related to the retention ability of the participants.

(4) The study recorded a significant increase in the achievement and retention of literacy skills and in modern agricultural methods with the increase in the socio-economic structure of the participants.

(5) The researcher conclusively proved that the programme had significant impact in changing the attitudes of participants towards modern agricultural methods and literacy and this could be found among all age groups, caste groups, land holding groups and in fact in all socio-economic categories.

Thus the above study reveals the effectiveness of Farmers Functional Literacy Programme.

Khan in another study examined the implementation of the Social Educational Programme in the two States.[4.5] The field study consists of survey in four districts of Bombay and Mysore states. The study found that the programme was not quite effective and traces the cause for this mainly in the short duration of the instructional time. From this finding he came to the conclusion that unless the instructional time is extended from 100 hours to 200 hours the programme would not result in any appreciable benefit to the illiterate adults. The study demonstrated through empirical evidence the phenomenon of majority of neo-literates relapsing into illiteracy in a short time after the completion of 100 hour programme.

The author further suggested that in order to sustain the interest of neo-literates vigorous efforts be made to distribute literature in simple language on relevant topics to them.

The Functional Literacy Project in Lucknow district was evaluated by the Central Ministry of Education and the Central Directorate of Adult Education. The pilot evaluation study conducted was in the district of Lucknow which is one of the three districts where the programme was introduced for the first time. The study attempted to determine the extent to which the objectives of Functional Literacy were achieved. It was observed in the study that higher the literacy level, more is the retention of knowledge imported and more was the adoption of improved practices in agriculture. This point is of particular significance because it shows the role of functional literacy in agricultural development. The programme attracted a large number of farmers in the age group of 15-35 and the study further proved that the retention level is much higher in this group.

Thus the studies so far discussed had been concerned with investigations into various types of efforts at educating adults.

As the coming of National Adult Education Programme in 1978 was regarded as a crucial landmark *in* the area of public policy, it was but natural that this programme would receive intense interest from analysts and students of public policy. Even more important is the fact that the policy makers themselves were keen on getting the implementation process evaluated for feed back purposes. As a matter of fact, central Ministry of Education and Social Welfare itself identified six high powered research institutes for undertaking evaluation of the National Adult Education Programme.

These institutions are!

1) Sardar Patel Institute of Economic and Social Research, Ahmedabad, Gujarat.

2) Indian Institute of Management, Ahmedabad, Gujarat,

3) Tata Institute of Social Sciences, Bombay, Maharashtra.

4) Madras Institute of Development Studies, Madras, Tamil Nadu

5) Indian Institute of Economic Growth, Delhi.

6) A.N. Sinha Institute of Social Sciences, Patna, Bihar.

The studies conducted by these bodies obviously form an important part of our literature. It must be remembered that while we call these as official agencies, these are not official in the sense of being studies made by the very agencies that are implementing the National Adult Education Programme but are studies undertaken by expert bodies invited by the policy sponsors to undertake critical evaluation.

The second type of studies undertaken in this category are studieg done by individuals and organizations or other organizations and individuals.

We shall review some important studies.

The Sardar Patel Institute of Economic and Social Research, Ahmedabad conducted a study on the Implementation of National Adult Education Programme in Gujarat. The study began in August 1978and concluded in January 1979.

The main objective of the study was to make a quick appraisal of the adult education programme, in terms of assessing the strengths and weaknesses of the programme and ascertaining the impact of the programme on the learners.

The sample of the study consisted of 45 voluntary agenciee receiving financial assistance from Government of India to implement National Adult

Education Programme. The total number of adult centres that were selected through sampling are 181 which was 10 per cent of the total number of adult education centres run through voluntary agencies. A total of 530 learners, 65 drop outs, 169 instructors were selected through statified sampling method. The sample consists of 41 per cent male centres and 31 per cent female and 28 per cent co-education centres. Of the total of 181 centres the study included separate centres for Scheduled Castes (18 per cent) Scheduled Tribes (5 per cent). The daily attendance in centres studied was estimated at 25.3 or 78 per cent. An interesting aspect here is that the report expressed the doubt about the authenticity regarding the attendance. It was reported that about 6.2 per cent of the adult education centres were closed before completing the 10 month period in Gujarat. Only 2 per cent of the enrolled adults were reported to have dropped out of the programme.

A heartening feature of the programme as stated in the appraisal report was that about 60 per cent of the learners in the sample acquired the skills of reading and writing.

The study curiously enough did not throw any light on the educational background of instructors excepting classification by sex. The report was also silent on the training of the instructors.

This study , the first appraisal of N A E P in Gujarat through voluntary agencies, offers many suggestions and recommendations. Some of them are (1) Enhancement in instructors honorarium (2) increasing the participation of developmental departments' and exchange of experiences in between the voluntary agencies to increase the effectiveness of the programme.[46]

The A.N. Sinha Institute of Social Sciences, Patna conducted an appraisal of implementation of National Adult Education Programme in Bihar in 1979. It has selected 19 voluntary agencies for the study. The sample consists of 113 centres (10 per cent) 339 learners, 67 dropouts, and 113 instructors. The study did not include the potential learners and the elite. The sample consisted of larger number of male centres and a very small number of female centres. About 48 per cent of Adult Education Centres studied were exclusively meant for Scheduled Castes and 18 per cent for Scheduled Tribes. The average enrolment is reported to be 31.1. The percentage of Adult Education centres closed before completing 10 month duration was only 0.2. per cent.·· The report contains only partial data regarding the educational background of the instructors. About 58 per cent of the instructors underwent training of which less than 21 days in Bihar and the remaining instructors received training for more than21 days. The study brought out the various problems faced by voluntary agencies in locating centres, identifying learners, recruitment and training of instructors delay in getting the teaching materials as well as delay in release of grants to the voluntary agencies. The study offers many suggestions and recommendations. As most of these recommendations are, more or less, identical to those given by other studies under review, they would be discussed at the end of the reviews of these studies.

3. The Indian Institute of Management, Ahmedabad conducted its first appraisal of the implementation of National Adult Education Programme through voluntary agencies in Rajastan. The study was undertaken between July/

September 1979. Seven agencies were selected for the study. The sample consists of 125 Adult Education Centres (10 per cent), 458 learners, 159 dropouts, 223 potential learners, 348 elites and 119 instructors. The break up of adult education centres by the Scheduled Caste and the Scheduled Tribes and other backward classes is 12.5 per cent, 20.8 per cent and 7.8 per cent respectively which comes to 41.1 percent of the total number of Adult Education centres. The average enrolment in each centre was 27 and the average daily attendance works out to 66.6 per cent. About 18 per cent of the Adult Education Centres were reported to have closed before completion of stipulated 10 months period. The appraisal recorded about 19 per cent dropouts. The study while recording the appreciable achievement of f learners as far as literacy component is concerned, commented on the neglect of Functionality and Awareness components.

Further it revealed that majority of instructors (56 per cent) studied upto middle school level. About 41 per cent of the instructors are matriculates and 3 per cent studied beyond matriculation. The study did not contain information regarding the distribution of instructors by their sex. Another omission of the study is about the training programme of instructors. A major finding of the study relates to learners' preference for education that was linked to functional aspects like agriculture, animal husbandry, poultry, credit facilities and other services. The study recommended for greater involvement of developmental departments in the programme.

4. The Indian Institute of Management, Ahmedabad has also conducted a second appraisal, with an enlarged sample which consisted of 50 Voluntary

Agencies, 186 Adult Education Centres, 768 learners, 321 dropouts, 464 potential learners, 555 elites and 184 instructors. Of the 186 centres selected 63 per cent are male centres 31 percent are female centres and the rest are mixed centres. It may be recalled here that the first appraisal did not give the division of Adult Education Centres by sex. The Scheduled Castes, the Scheduled Tribes and other backward class centres constitute about 9.6, 14.6 and 18.4 per centre spec tively in the total sample<.

The second appraisal recorded increase in the percentage of daily attendance at Adult Education Centres, it did not give information about the closure of Adult Education Centres before the stipulated 10 month period. The educational status of the instructors in the sample is that a majority (56 per cent) have middle school qualifications, 48 per cent fall between VIII and matriculation, and only 11 have above matric level qualification. The report is silent on caste background of instructors, while it gave information about the distribution of the instructors by their sex (75 per cent male and 25 per cent female).

This appraisal too revealed that the National Adult Education Programme in Rajasthan was treated mainly as a literacy programme. Si:gificantly enough the study traced the main reason for neglect of functionality and social awareness components to lack of co-operation from developmental agencies of the government.

5. The fifth important in this series is the one conducted by the Tata Institute of Social Sciences, Bombay of National Adult Education

Programme in Maharashtra. The study did not confine itself to the role of the voluntary agencies alone. The Centres conducted by the Government agencies and Universities also figure in this study.

A total number of 292 centres were selected through the stratified random sampling method. The sample consists of 292 Adult Education Centres which constitute about 6 per cent of the sample. The data on various aspects of National Adult Education Programme is collected through an interview scheduled administered to 1,102 learners, 232 dropouts, 249 potential learners and 292 instructors. About 58 per cent of the centres are male centres and 23 centres are female centres while combined centre account for 5 per cent only in the total sample. The break up centres by caste shows that 23 per cent of the Centres are exclusively opened for the Scheduled Castes, 17 per cent for the Scheduled Tribes, 9 per cent for other backward classes and the remaining 51 per cent for caste groups in the whole state. It was stated in the report that the enrolment in Maharashtra was slightly higher (30.9 per cent) than the recommended average enrolment of 30 learners per centre.

This appraisal revealed that on an average 6.4 persons per centre constituting 16.5. per cent of the total enrolment dropped out before completing the programme. The sample consists of 17 per cent of the instructors with middle class educational background, 60per cent between VIII and matriculation and 23 per cent above matriculation qualifications. Regarding the educational background the study shows that educational qualifications of instructors have a bearing on their performance. Delineating

on the caste structure of instructors the report revealed that 24 per cent of the instructors belong to S.C. and S.T. categories. The appraisal pointed out the thin spread of training programmes as it did not result in 100 per cent coverage of all instructors. Whereas the appraisal reports of Rajasthan, Gujarat and Tamil Nadu recorded the low priority given by Voluntary Agencies owing to a host of reasons to functionality and social awareness components of National Adult Education Programme, the Maharashtra appraisal points out that some attempts that had been made by some agencies to cover these two components.

One of the important findings of the report is that the infrastructural facilities available in villages were utilised effectively which was largely due to the success in co-ordination between various agencies involved.

The Madras Institute of Development Studies undertook an evaluation of Implementation of National Adult Education Programme in Tamil Nadu in 1980. A large sample (40 per cent) was drawn consisting of 31 voluntary agencies spread over 97 centres,

A total number of 194 learners, 85 dropouts, 97 potential learners and 97 instructors were interviewed with the help of interview schedules. An interesting feature of the adult education scene in Tamil Nadu is the existence of 54 percent of female centres while the remaining 46 per cent are male centres. In rest of the states where appraisals were done the situation was different. About 38 per cent of the total number of Adult

Education centres are being run for the Scheduled Castes and the Scheduled Tribes categories. The study further revealed that on an average 21 adults are enrolled per centre and their attendance is 85 per cent which appears to be a little bit unrealistic considering the attendance reported in other appraisals.[49] Nearly 17 per cent of the centres according to the appraisal have been closed before 10 months duration. The reason as reported was lack of interest on the part of the target group. Coming to the dropout problem the study estimated the rate of dropouts at 30 per cent.

The appraisal did not cover the educational background of the instructors and supervisors. A high percentage (67 per cent) of instructors belong to Scheduled Castes. As far as training of instructors was concerned the report pointed out that a few instructors underwent training very late - after the commencement of Adult Education Programme.

A bright spot of the National Adult Education Programme as revealed through the appraisal was the co-operation received from community for the establishment of Adult Education Centres. A large number of Adult Education Centres were started in public places in villages. This is in contrast to the feature of Maharashtra where it was the government that had to provide locations for the study centres.

Summary:

It can be seen from the review that except for the study by Tata Institute of Social Sciences, Bombay, all the other five studies deal with

programmes that were run exclusively by voluntary agencies. Each organization developed its own methodology. The objectives of these evaluation studies as can be seen are not very different from one another. The studies reveal a general satisfaction, with regard to the implementation of National Adult Education Programme through voluntary agencies. They have brought out the inherent weaknesses of the programme. A general inadequacy of these studies may also be mentioned.

Gujarat Report

An examination of the socio-economic, educational, occupational states, and the commitment of the voluntary agencies to the programme would have certainly improved the depth of these studies.

These studies have offered quite a number of suggestions. The Rajasthan appraisal recommended for an increase in the total budget allocation of this programme. Drawing the attention of the policy makers to the meagre sum of Rs. 1704/- allotted to a learner, the report stated that while the government spends about 1 lakh rupees to educate a medical graduate, allottment of Rs. 1704/- to educate an illiterate adult is ridiculously low.

Regarding the success of the National Adult Education Programme the appraisal conclusively observed that "about 15 to 18 adults per centre are definitely becoming literate. A few of them were found to be getting something more than literacy. They however, belong to the economically deprived sections of the society**.

The inadequacies with regard to the teaching material were touched upon by the Gujarat evaluation report. It was reported that nearly half of the instructors did not receive teaching material on functionality and social awareness. Thus the appraisal concluded that the instructors were not equipped properly to carry out the two vital components i.e. functionality and social awarenesses.

Besides the Gujarat appraisal the other appraisals too referred to inadequacies in the supply of teaching learning material. Almost all reports recommended that (1) more teaching,learning materials should be provided to the Adult Education Centres, (2) more primers should be designed to cater to the interests and needs of hetergenous groups (3) the material should be supplied in time (4) the content of the material should be relevant to specific occupations of the learners.

Most of the studies also referred to problems relating to lack of proper seating arrangements for learners and inadequacy in lighting arrangements. As far as community participation is concerned, Tamil Nadu seem to be only exception, where the community facilities were voluntarily opened up to a majority of the centre. As has already been mentioned better co-ordination with the education department seems to be evident in the case of Maharashtra, for a majority of centres were opened in the Schools. In any case, the involvement of the community seems to be marginal in the first year implementation of N A E P. The Rajasthan study showed that the villagers had helped initially in motivating the learners to join the adult education centres and some of them had even provided space for Adult Education Centres.

The survey of the appraisals studies is not exhaustive. The reports contain some important suggestions relating to the policy behind the programme and thus vindicated their appraisal as a good feed back mechanism to the government. Some of the common features of the programme which have policy implications have been attempted in this survey.

The recommendations made by various agencies are summed up.

0) Preparation of more primers should be undertaken without delay keeping in view the varied and local needs of learners. Supplementary reading material for raising awareness of the learners should be supplied to learners. Steps should be taken to improve physical facilities like lighting regularity should be maintained in the supply of teaching/ learning material.

(2) Effective follow-up and post literacy programmes should be organized to prevent the neo-literates from relapsing into illiteracy.

(5) Functional education component should be strengthened to satisfy the need of the learners who are interested in learning new skills for improving their earnings.

(4) Vide publicity should be given to various rural development programmes with a view to motivate learners.

(5) Topics under social awareness should be increased especially those which concern them. Here the regional and socio-oultural variations should be kept in mind.

(6) The training programmes for adult education functionaries should be organised in such a manner that it enhances their understanding of N A E P as well as instills confidence in them.

(7) The delay in processing applications for financial assistance for adult education work by voluntary agencies must be cut down to the minimum.

(8) The project level committees should be activized.

(9) The increase in honorarium of the instructor need to be examined.

(10) The well established voluntary organisations at the national as well as state levels should try to identify new and emerging organisations.

A total number of 30 Adult Education Centres were chosen for the study. Further the sample consists of 155 learners (5 per cent), 30 dropouts (1 per cent) and 27 instructors. Among the total number of 3 centres selected 21 centres belong to Scheduled Castes and the remaining are adivasi and other centres.

The study showed that a majority (88 per cent) of the learners belong to agricultural labour. The educational background of the learners families was also investigated and it was found that women in the age-group of 15-35 formed a substantial section of illiterates. Eight per cent of the learners enrolled in adult education centres had been to a school before joining adult education centres. On an average it was found that each learner in this category had spent two to five years in a school.

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The reasons for dropping out of the formal education were stated as economic reasons and family pressures.

The report conveys that the learners have expressed satisfaction with the physical facilities available in the adult education centres. The perceptions of the adult illiterates about the benefits of joining adult education centre is as follows:

About 89 per cent of the learners joined the adult education centres only to acquire the ability to read and write. The agency to a large extent seems to have succeeded in its efforts to motivate illiterate adults to attend classes. About 53 learners stated that the instructors were quite helpful in rescuing them in their difficulties while about 47 per cent stated that they experienced difficulties in attending the classes.

The study rated 48 per cent of the sample as good at reading and 41 per cent as satisfactory in writing ability. Classified as good and 62 per cent as satisfactory and, in simple arithmatic 24 per cent of learners were categorised as good and 50 per cent as satisfactory. Thus, the overall performance in literacy has been described as fairly satisfactory in reading and simple arithmatic the study indicated the need and scope for improvement.

As far as other components are concerned the study reported that about 71 per cent of the learners reported that there was no increase in their income after they joined the adult education centres whil 29 per cent said that there was an increase in their earnings, as a result of the participation in this programme. The study discovered that the functionality component of the programme needed better attention from the agenoy.

An analysis of the responses to the questions on social awareness component of the programme reveals the favourable reaction of learners to the advantages of family planning and to the benefits of savings. But by and large the learners were ignorant about minimum age for marriage, act on minimum wages facilities available to farmers through such developmental agencies as S F D A etc. The study reported that majority of learners (59 per cent) do not know the minimum age for voting. Awareness about local problems such as drinking water, food and irrigation sources seem to be high among the learners through the capacity to solve the day to day problem is rated quite low. Some of the main difficulties experienced by learners as reported were, lack of suitable study material, trained instructors and short duration of the programme. They suggested a strong follow up programme with greater emphasis on functionality component and supply of useful and relevant teaching material for the success of the programme.

The situation with regard to the dropouts which we noticed as is more or less similar to other states as discussed earlier. In Orissa a majority had stated that they have discontinued owing to family problems. The incentives for their rejoining as stated by them were inclusion of cultural and entertainment programmes, some of them suggested introduction of monetary incentives.

More than 90 per cent of the instructors have no teaching experience. The training programmes organized by the voluntary agencies had reached only 48 per cent of the total learners.

The failure to effectively implement the functionality and social awareness components of the N A E P were traced to lack of co-operation from the development departments of the government. The study also reveals that the learners paid more attention to the lectures delivered by persons from outside. This observation is interesting as other appraisals did not touch upon this.

The report referred to some of the weaknesses of the programme. They are (1) lack of suitable study materials (2) lack of trained instructors and (3) short duration of the programme with no follow up.

The report made several recommendations to increase the effectiveness of the programme. They include (1) paying of more attention to the training programmes of the instructors (2) preparation of need-based curriculum (3) increase in the number of female centres and (4) planning the post-literacy programme well in advance.

The study thus covered almost all facets of N A E P and offered constructive suggestions.

Another interesting study undertaken by a scholar Dr. Hargopal in Warangal district of A.P. deserves mention here. Haragopal in his study investigated the functioning of two Adult Education Centres - one considered to be successful centre and another a failure. This study afforded an opportunity to examine the limited micro-level experience gained so far in the implementation of N A E P. This study also confirmed

the partial achievement of the main components of the programme i.e. more emphasis on literacy component compared to the functionality and awareness of components. The following reasons for the success of Nagaram Adult Education Centre are (1) Readiness of the young persons to invest their time as instructors, resources and energy for the cause, (2) their non-political image (3) relative absence of factional fights in the area and (5) even while the curriculum was literacy oriented it took care to exclude what the investigator termed as controversial issues. In contrast to this in Lambada village an adult education centre was started for economically weaker sections. Initially the response was good but the enthusiasm faded over a period of time and gradually the attendance declined, finally culminating in the closure of the centre.

The causes for this development as investigated by the author were (1) trooping of children into Adult Education Centres and the view of the parents that education is for children and not for them. (2) the weak financial position of the sponsoring organization which could not appoint a regular instructor. (3) the failure on the part of the instructor to converse in their language with the tribal learners. (4) the intervention of elections and the consequent diversion of interest from the programme and learners' disinterest.

The study farther pointed out that centres were opened without proper planning. The study concluded that effective survey would have eliminated the crowding of children in one area.

Thus the study emphasises the need for comprehensive planning before starting adult education centres.

The studies by organisations and individuals so far surveyed, provide the background for the present investigation. The appraisal studies were done in respect of five states only . No exhaustive evaluation was done in other states particularly in states like Andhra Pradesh. The present study is a modest attempt to investigate into the process of implementation and performance of National Adult Education Programme in Andhra Pradesh which is one of the most backward states as far as literacy is concerned. But before an analysis of the implementation process is taken, the institutional frame work of the whole programme as conceived by policy makers is described which also provides a backdrop to the analysis that follows.

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FOOTNOTES

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THE INSTITUTIONAL FRAMEWORK

CHAPTER - III

The Institutional Frame Work

The Janata Party which came to power in 1977 attempted major policy changes in some spheres of public policy except perhaps foreign policy. In pursuance of its election manifesto a radical re-alignment of priorities was attempted within the education. For the first time since independence a national policy to educate adults was formulated to educate an estimated 100 million in the age group of 15-35 by 1983-84.[1] The committment of the government to adult education is reflected in policy statement on National Adult Education Programme issued in 1978. It says "exclusion of a vast majority of the people from the process of education is a most disturbing aspect of educational and social planning. This has been upper most in the consideration of the present government ever since it assumed office in March 1977".[2]

Recognising the role of primary education in checking illiteracy, the policy statement says that "while determined efforts must be made to universalise elementary education upto the age of 14 years, educational facilities must be extended to adult population to remedy their educational deprivation and to enable them to develop their potentiality. Indeed universalisation of elementary education and of adult literacy are mutually dependent".[3]

The policy statement further adds that "the government have resolved to wage a clearly conceived wall planned and relentless struggle against illiteracy to enable masses to play an active role in social and cultural change".[4]

Adult Education policy thus has been visualised as a major policy input to bring radical socio-economic and political changes. The report of the working group on adult education further confirms the government's intention on role of adult education as a 'change agent' when it says that t "Adult Education - looked upon as a method of human resource development, including literacy, functional development and creation of awareness among the poor regarding their inherent power to determine their destinies, should become the method in the new development process. It can contribute to the new development strategy in three significant ways t firstly, by making a substantial part of the work-force literate and better skilled; secondly, by involvement of people in various developmental programmes which would make it possible to achieve optimum potential and minimize wastage; and thirdly, by creation of awareness among the poor regarding the laws and policies of government, where by it would be possible to implement the strategy of re-distributive justice".[5]

Touching on the various aspects of problem of illiteracy the policy statement clearly stated that "a massive programme should be launched to cover the vast segment of population in the 15-35 age group as early as possible".[6] The planners of this programme dwelt at length on the

organizational aspects of the National Adult Education Programme. The role of non-governmental and semi-governmental agencies in the implementation of this programme was recognised.

In fact the policy document makes it very clear that "Adult Education must cease to be a concern only of the educational authority. It should be an indispensable input in all sectors of development, particularly where participation of the beneficiaries is crucial to the fulfilment of development objectives".[7] Further it was stated that "A pre-requisite of an adult education movement is that all agencies, governmental, voluntary private and public sector industry, institutes of formal education should lend strength to it".[8] Thus it can be seen that the policy planners recognized the importance of non-governmental agencies in the implementation of qualitative public policy like adult education.

Another unique feature of the National Adult Education Programme is the special place given to voluntary agencies. The policy statement emphatically stated that "voluntary agencies have a special role to play and necessary steps shall have to be taken to secure their full involvement".[9]

Thus the goal liquidating illiteracy in the country through a National Adult Education Programme is being planned and this programme was launched in 1978 throughout the country on Mahatma Gandhi's birth anniversary i.e. 2nd October. It was planned to cover 100 million illiterates in the 15-35 age group within five years. The following table gives yearwise phasing of the programme.

Table - 8

Target fixed for the coverage of adult illiterates raider N A E P

Year	Annual coverage	Cumulative coverage
1978-79	**1.5**	1.5
1979-80	**4.5**	6.0
1980.81	**9.0**	15.0
1981-82	18.0	33.0
1982-83	32.0	65.0
1983-84	35.0	100.0

Source: Government of India, Ministry of Education and Culture, Policy statement on National Adult Education Programme and N AE P - an outline.

Establishment of National Board of Adult Education:

It may be recalled that the National Adult Education Programme was started as a result of the initiative taken by the Janata Government which was ruling at the centre then. The preliminary work relating to the programme began with the establishment of a National Board of Adult Education in 1977.[10] The Chairman of the Board was Sri Morarji Desai who was the Prime Minister then. The composition of the board includes some ministers of Central

Government, a minister dealing with adult education from each of the regions of the country, heads of organizations such as University Grants Commission, Central Social Welfare Board, Khadi and Village Industries Corporation, Federation of Indian Chambers of Commerce and Industry, Indian Adult Education Association and a host of other non-officials and field workers.

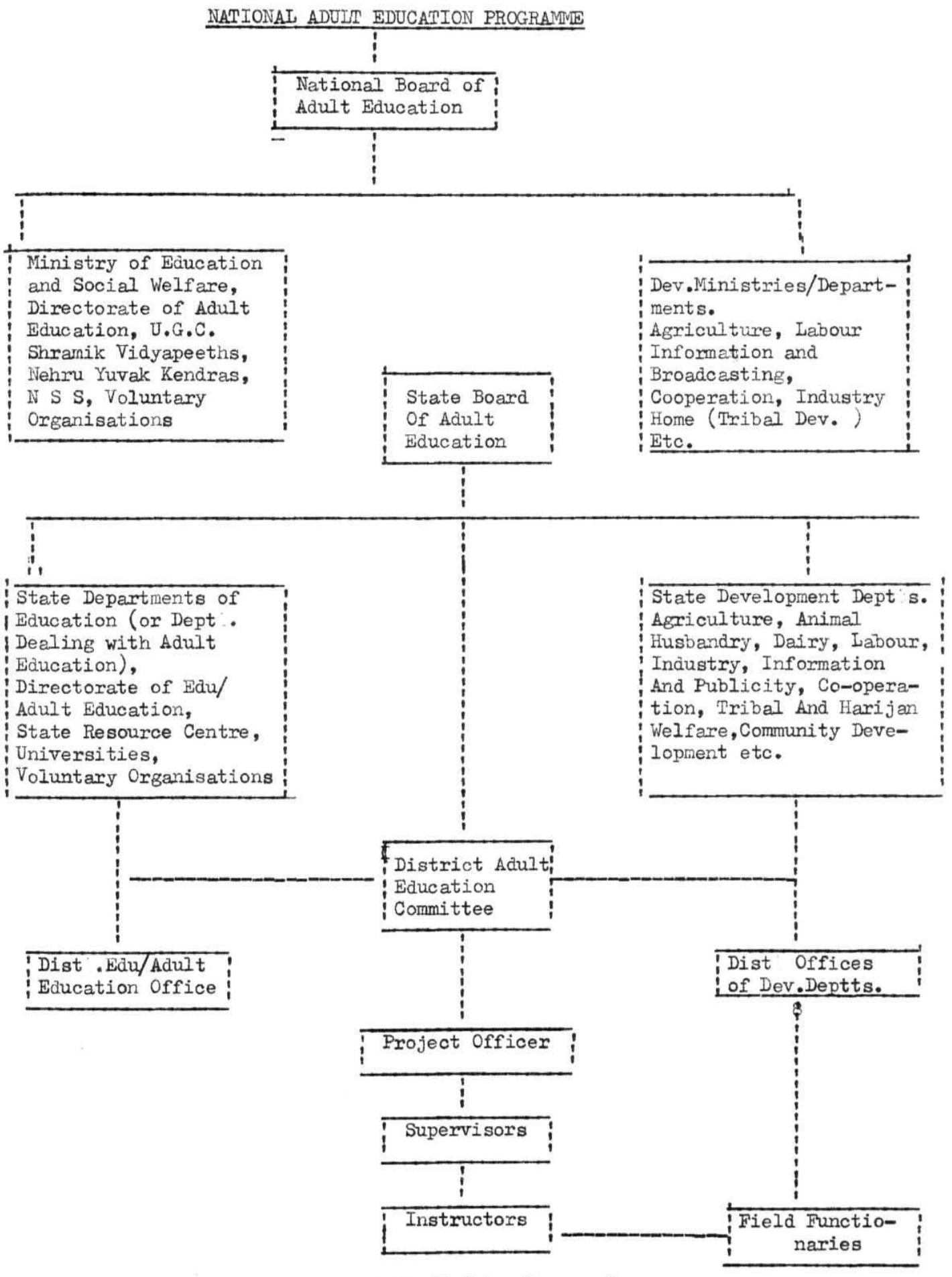
The National Board of Adult Education has set up five committees to attend to specific tasks relating to adult education programme.

1. The committee on Preparatory action.
2. The committee on Motivation.
3. Committee on Voluntary Agencies.
4. Committee on Post-literacy and follow-up
5. Committee on Evaluation.

It was stated in one of the publications of the Ministry of Education and Social Welfare that "all important decisions taken by various committees are generally endorsed by the National Board of Adult Education."[11]

The overall responsibility for the administration of the national adult education programme rests with the Ministry of Education. It provides secretariat to the National Board of Adult Education. The Ministry also deals with the various inter-ministerial matters and is charged with the responsibility of overseeing the implementation of National Adult Education Programmes in various states. The scheme of assistance to voluntary agencies and Shramik Vidyapeeths is directly administered by the Central Ministry.

The organisational chart drawn here gives a picture of the administrative frame work of the National Adult Education Programme.



Source: Summary of the Report of the Working Group of Adult Education for Medium Term Plan 1978-83,p.25 .

As can be observed from the chart the programme is being planned to be implemented through a variety of governmental, semi-governmental and non-governmental agencies.

The administrative structure for the programme extends from the central to the field level (i.e. Adult Education Centre). At the Central level, as has already been discussed, the Ministry of Education and the Central Directorate of Adult Education are in the overall in-charge of the programme management. The Ministry and the Directorate have a special responsibility for involvement of various agencies like voluntary agencies, Universities and colleges. The specific functions of the Directorate include arrangement of training programmes, production of teaching/learning material and evaluation. These two agencies are also charged with the responsibility of involving other developmental ministries like Agriculture and other autonomous agencies in the programme.

State Level - State Board of Adult Education:

At the state level the State Board of Adult Education (S B A E) is regarded as an apex body for the entire state. It is usually chaired by the State's Chief Minister or the Education Minister. The main function of the board is to provide policy guidelines, creating a favourable environment and reviewing the progress of the programme.

A Steering Committee to aid and advice the state board of Adult Education is also created with the such functions like working out implementation strategies like location of centres, target of coverage as well as

co-ordination of the programme besides involving other developmental departments. Further this agency also takes steps to involve all governmental, semi-governmental and voluntary agencies and the implementation. Monitoring of the progress of the programme is yet another task entrusted to the Steering Committee.

The government's determination to give a place of precedence to Voluntary Agencies was reflected in the terms of reference of the Working Group on Adult Education for Medium Term Plan (1978-83). One of the terms of reference to this committee was "to apportion the areas of responsibility among the centre, states and voluntary agencies".[12]

Thus the policy makers envisaged almost a secondary role to voluntary agencies after the State Government's in the implementation of National Adult Education Programme, Delineating on implementation agencies, the 'Outline on National Adult Education Programme' states that "the programme which gives importance to flexibility and diversity in organization as well as its content can be best implemented through voluntary agencies".[13] Noting that the involvement of voluntary agencies is not much, then the policy planners of National Adult Education Programme recommended several steps for increasing their participation in National Adult Education Programme which include (1) to involve all voluntary agencies working at present in the field of adult education or having the potentiality to do so and (2) to create circumstances for emergence of new agencies, particularly in areas where such agencies are few. Further, the programme

planners of N A E P visualised partnership role to voluntary agencies along with the State Governments and recommended the association of the voluntary agencies at all decision malcing levels particularly in matters which affect the work of these agencies, like the procedures for applying grants.

The report of working group on Adult Education[14] appointed for medium term plan 1978-83 also identified the areas where voluntary agencies' participation was relevant and necessary. The report says that "these agencies should organise field adult education programmes, including post-literacy and follow-up programmes . • , resource development particularly training, production of teaching and learning materials and evaluation".[15] The report further says that "the all India voluntary organizations should be encouraged to organize orientation programmes for voluntary agencies".[16] Commenting on the rigid procedures in government which may drive away the enthusiastic agencies from the programme the working group recommended that "the government must also replace the mechanisms which obstruct involvement of the voluntary agencies by enabling mechanisms".[17] However, the group struck a note of caution regarding the selection of voluntary agencies in the implementation of N A E P and recommended that only those agencies should be selected for financial assistance to implement the programme.

The functional agency of the State Government for implementation of National Adult Education Programme is the Directorate of Adult Education,[18]

with specific tasks such as (1) preparation of plans (2) encouraging voluntary agencies to participate, (3) direction and overall supervision over government programmes, (4) overseeing and co-ordination of programmes taken up by various agencies other than the government, (5) selection and placement of personnel, (6) monitoring and evaluation of the programme.

The next important agency in the National Adult Education Programme is the State Resources Centre which is entrusted with such essential functions like preparation of teaching/learning material, (2) organization of seminars (3) development of methodological guidelines for curriculum preparation, (4) training support to the programme, including post-literacy programmes, evaluation, research and publications.

District Level:

At the district level the primary responsibility for the implementation of National Adult Education Programme is vested with the district Collector. He occupies this position as the Chairman of District adult education board/committee. The government projects are supervised by the District Collector who would organize, co-ordinate and supervise the implementation of National Adult Education Programme through all agencies - governmental, voluntary and other agencies at the district level. The Collector assisted by the District Adult Education Officer, now styled as Dy.Director of Adult Education in Andhra Pradesh. The District Adult Education Officer/ Dy. Director of Adult Education acts as member secretary of the District Adult Education Committee/Board which first of all scutinises the proposals

for starting Adult Education Programme in the district. All the government project officers and some representatives of voluntary agencies, Universities, Nehru Yuvak Kendras are members of this committee. The committee is also charged with an important responsibility of processing the applications of voluntary agencies for financial assistance and also to **assess** progress of their work periodically. Besides, the district adult education committee also monitors and evaluates the work of all agencies in their jurisdiction.

A key unit for planning and implementation of national adult education programme is a project which consists of about 300 adult education centres headed by project officer. He/she is assisted by an Asst.Project Officer. In Andhra Pradesh the geographical area of a project generally is co-terminus with that of a block. A project in National Adult Education Programme frame work is visualised as an autonomous unit with Project Officer vested with vast powers of project administration, financial, appointing, training (which was since passed on to State Resources Centre) preparing teaching/learning materials and organizing post-literacy and follow up activities.

For every 30 Adult Education Centres in a project, a supervisor is appointed who is expected to assist the Project Officer in resource development centre particularly in training instructors. Besides these functions the supervisors discharge such varied functions like liaison with developmental functionaries, Mahila Mandals, ensuring regular support of teaching/learning materials and payment of honorarium to instructor,

and in organizing post literacy operations.

The critical unit of the administration in the organisational framework of National Adult Education Programme is the adult education centre under the charge of an instructor. The instructor's main functions, besides teaching, are: Survey, ensuring co-operation with village level developmental functionaries, establishment' of rapport with villages and sending periodical reports about the progress of the programme.

Thus, it can be seen that a vast administrative machinery at various levels was created to implement National Adult Education Programme.

The voluntary agencies are also being encouraged to participate in the national adult education programme. The State Governments are required to mobilize larger number of voluntary agencies in the implementayion of national adult education programme.

Instructional Cadre :

The policy planners of National Adult Education Programme have identified six categories of people as instructional cadre of this programme.[19] They are; (1) The School teachers, (2) Students (3) Village youth, (4) Ex-serviceman and other retired personnel, (5) Field level government and other functionaries and (6) Voluntary social workers.

The planners of the programme visualised that the school teachers would be one of the main persons to come forward to take up the job of instruction in adult education centre. The students as part of the National Service Scheme activities were marked as another source of

instructional cadre. The policy planners also gave a place to the village youth with some educational background in conducting the adult education centres. With an expectation that the retired people would be free and would accept a job which would yield a supplemental income to them, ex-serviceman and retired person are identified as one of the sources for the teaching part of the programmes. The village level workers and Gram Sevikas and voluntary social workers are yet another category who were identified for the job of instructors.

Resource Development:

The conceptual position spelt out in the policy statement[20] implies creation and development of a resource base for National Adult Education Programme, the priority being given to diversified and need based learning material.

The National Resource group consists of such agencies like the Central Directorate of Adult Education, various other agencies of Central Government and National level voluntary agencies.

The next important unit in resource development is the State Resources Centre (S R C) which in co-operation with the National Resource Group and by continuous interaction with the field, entrusted with the task of resource development. Some of the important functions of the S R C include (a) development of competence in curriculum construction, (b) preparation of diversified teaching/learning material to suit the learners' needs and (c) organization of training programmes to key level functionaries.

Financial Arrangement:

An amount of Rs, 200 crores had been allocated to this programme in the draft five year plan (1978-83) by the Janata Government. To cover 65 million adult illterate, the total cost worked out to Rs. 686 crores. The following table gives the details of the yearwise expenditure outlay for N A E P from 1978-1983.

Table - 9

Yearwise Expenditure outlay

(in crores of rupees)

Year	Cost
1978-79	15.84
1979-80	48.52
1980-81	95.04
1981-82	190.05
1982-83	336.95
Total cost	686.40

Source : N A E P Medium Term Plan, Government of India, Ministry of Education and Culture.

The Planning Commission at that time explained that the remaining money of Rs. 486 crores would become available from other developmental sectors. The estimate has been worked out on the basis of cost per

person enrolled. It has been calculated that the cost for 'educating' an adult illiterate would be Rs. 60 per year. Since they expected that one third of the participants would dropout the cost per learner comes to Rs. 90/-. It was also expected that some funds would be available in the form of contributions and the final cost per learner was put at Rs. 80/-. This estimate however does not include expenditure on administrative structure and other activities connected with the programme.[23]

Summary:

An impressive administrative structure was provided at national, state and district levels to implement the H E P , A number of state governments have created separate directorates of Adult Education. The State governments send their proposals to the Ministry for starting projects. The Central Directorate is also associated in scrutinising such proposals. A set of guidelines were formulated which facilitate easy scrutiny of the proposals. Projects sponsored by the Central Government are known as Rural Functional Literacy Programme (R FL P), projects funded by states are known as State Adult Education Programme. The Central Ministry of Education directly sanctions the grants to voluntary agencies for running adult education programme. The State Governments are duly informed about the grants sanctioned to voluntary agencies by the Government of India. However, we notice snags in the organisational design. In the earlier years of the programme some voluntary agencies got the financial sanction bypassing the

State Governments, the Directorates of Adult Education and District Adult Education Committees. Some agencies got financial sanction for running the programme by using the political linkages. Such situations gave rise to infiltration of undesirable elements into the programme. Monitoring of N A E P is stated as an important component of programme management.[24] Elaborate procedures have been evolved to monitor the progress of the programme. It was stated in one of the handouts released by the Central Directorate of Adult Education, that qualitative reporting is desirable rather than reporting of mere quantitative data. One of the aspects of the reporting procedure is a column relating to the achievement of learners in terms of the main objectives of the programme viz. literacy, functionality and social awareness. However, except in the year 1979-80 we donot find it in the annual reports brought out by the Ministry of Education and Culture in the subsequent years.

The States are not coming forward to take up the programme on the scale expected.[25] For the last five years the Central Government's share in the programme is very much higher compared with the other agencies.[26]

Coming to the personnel policies most of the staff of State Directorates are brought on deputation. The discussions with some officials reveal that the staff lacks the required commitment that is so necessary for the success of the programme.[27] The visits by them to the Centres is routine, their reactions to the problems is passive.[28] Thus the personnel policy with regard to the State Directorates warrants reconsideration.

While about two Deputy Directors are required for effective supervision of the programme, there are about four or five Deputy Directors which indicates absence of commitment on the part of the State. The supervisory recruitment policy was marked by ad-hocism and shortsightedness. It is to be noticed that there is a lot of gap between what policy planners visualised and what is actually happening now in the States. The point is that since the over-all management of both centrally sponsored and other agencies programmes rests with the State Governments, the Education Department of the State and the Directorate of Adult Education needs to be properly equipped in terms of staff and other requirements.

Coming to the District level administrative framework the much burdened District Collector is further loaded with the Chairmanship of the District Adult Education Committees in which besides District Education Officer and Deputy Director of Adult Education the voluntary agencies participating in the programme, are also members. Most of the District level Education Committees are inactive for one reason or other. Curiously enough, the Andhra Pradesh State Government made the District Education Officer the Convenor of the District Adult Education Committee. While the field representative of the Directorate of Adult Education is just a member. In this superior-subordinate power relationship sometimes a junior District Educational Officer may act as a boss to the senior Deputy Director of Adult Education[30] The power conflict between them has an adverse effect on the effectiveness of the programme.

As already pointed out the National Board of Adult Education is not meeting regularly to give a higher policy direction. This has sometimes created vacuum in policy making. Even the meetings of State Boards of Adult Education and the State level Steering Committees are not held regularly as they are expected to. With the result of a clearly conceived policy on Adult Education is suffering from ad-hocism. The progress of the programme in terms of number of adult education centres opened from 1979-80 to 1983-84 for the whole country can be gleaned from the table below.

Table - 10

Total number of Adult Education Centres opened

Sl.No.	Name of Scheme	1979-80	1980-81	1981-82	1982-83	1983-84
1.	Rural Functional Literacy Programme	28,996 (35.56)	37,643 (41.44)	48,369 (52.55)	63,602 (49.55)	99,574 (59.01)
2.	State Adult Education Programme	19,644 (24.1)	38,178 (41.72)	37,352 (40.58)	59,840 (46.62)	59,015 (34.97)
3.	Voluntary Agencies	19,029 (23.34)	11,293 (12.34)	339 (.36)	822 (.64)	5,873 (3.48)
4.	Nehru Yuvak Kendras	7,129 (8.74)	1,514 (1.65)	4,884 (5.31)	1,519 (1.1835)	527 (0.3)
5.	Universities & Colleges	3,684 (3.91)	2,340 (2.56)	585 (.64)	899 (.69)	644 (0.381)
6.	Others	3,049 (3.74)	542 (.59)	516 (.50)	1,662 (1.3)	3,087 (1.83)
	Total	81,531	91,510	92,045	1,28,344	1,68,720

Source: Annual Reports[31] (Figures in parenthes indicate percentages)

The table is self-explanatory. A yearwise analysis of the agencies reveal that Central and State Governments are the major implementors of the programme. The role of the voluntary agencies is shrinking year by year as can be seen from the table.[31] Even the role of Nehru Yuvak Kendras, Universities and Colleges and others had decreased. Thus that the present government does not attach high priority to Adult Education Programme is clear as reflected in the table.

Thus, the programme is not satisfactory or achieving expected progress. The time limit for coverage of 110 million illiterates was extended by the Government to 1991 from 1983. About 6 lakhs adult education centres have to be opened every year in order to achieve the goal of liquidating illiteracy among the target group in India. The institutional framework as envisaged by the policy makers of education thus is suffering with ad-hocism, low priority to the programme as well as lack of desired political will to achieve the objective . Now, the process of implementation of National Adult Education Programme of the selected areas and agencies is examined in order to appreciate the impact of the programme. To start with, an analysis of instructional cadre will follow.

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FOOTNOTES

1. Policy Statement on National Adult Education Programme, H E P, Government of India, Ministry of Education and Social Welfare, 1978, New Delhi, p. 2.

2. Ibid, p. 2.

3. Ibid, p. 3.

4. Ibid, p. 3.

5. Summary of the Report of the Working Group on Adult Education for Medium Term Plan, 1978-83, Government of India, Ministry of Education and Social Welfare, New Delhi, 1978, p. 3.

6. Policy Statement on N A E P, op. cit. p. 3.

7. Ibid, p. 3.

8. Ibid, p. 3.

9. Ibid, p. 3.

10. N A E P S An Outline, Government of India, Ministry of Education and Social Welfare, New Delhi, 1978, p.8.

11. Ibid, p. 9.

12. Summary of the Report of the Working Group on Adult Education for Medium Term Plan, 1978-83, op.cit. p. 21.

13. H E P : An Outline. Ministry of Education and Social Wort, op.cit. p. 12.

14. Report of the Working Group on Adult Education for Medium Terra Plan 1978-83, op.cit. p. 12.

15. Ibid, p. 12.

16. Ibid, p. 12.

17. Ibid, p. 13.

18. N A E P: An Outline, op.cit. p. 14.

19. Ibid, **p.** 16.

20. **Ibid,** p. **18,** Also see Policy Statement on N **A** E P p. **1.**

21. The Janata Government had allocated about Rs. 200 crores in the **Draft Sixth** Five Year Plan for 1978-83. It was reduced to Rs. 128 crores by the Congress-I Government in its Sixth Plan for 1980-85.

22. Draft Sixth Five Year Plan, 1978-83, Planning Commission, Government of India, Ministry of Planning, New Delhi, 1978, p. 43.

23. N A E P *t* An Outline, op.cit. p. 9.

24. Monitoring National Adult Education Programme, Directorate of Adult Education, Ministry of Education & Social Welfare, New Delhi, 1978, p.9.

25. See The Statesman, New Delhi, November 4, 1979 and Indian Express, Hyderabad, February 13, 1983.

26. The financial arrangement of the programme is that the matching grants are provided by the Central Government under Rural Functional Literacy Programme to the States to supplement their efforts. But the projects sponsored by the Central Government are always higher than the states.

27. The Supervisor of a Government Project remarked that most of the deputationists continue to carry their **parent** department culture. In his opinion the greatest damage was from those deputationists who rarely bothered to work with commitment.

28. The response from them is particularly disturbing as a good number of them seemed to have joined new jobs thinking that provides relief to them. Moreover it takes fairly long time for them to get over their bureaucratic culture. The adult education work demands different style of functioning.

29. The government cancelled written test and interviews for the post of supervisors when allegations of leakage of question papers were made in 1982-83. The High Court stayed the selection later. The point is that on both occasions the government as well as the State Directorate of Adult Education do not seem to have anticipated such contingencies like leakage of question papers. This short sightedness led to doubts about the legitimacy of the selection process.

30. The Deputy Director of Adult Education attends to regular work concerning the programme in his zone (A zone may consist of 2 or more districts). TheDistrict Education Officer is the convenor of the District Adult Education Committee. In some areas the D E Os are juniors to the Dy. Directors. The relationship is often marked by conflict for power. The meetings of the District Adult Education Committees when convened were postponed on a few occasions without valid reasons. When the investigator probed it was revealed that Dy.Director it seems felt insulted when a junior officer tried to boss over him. All this shows how the administrative culture internalized by the administrators will have an adverse effect on the smooth running of an important programme.

31. The figures are collected from the various annual reports of the Central Education Ministry from 1979-80 to 83-84.

32. Various reasons are cited for the decreasing role of the V.A in N A E P. Most important is the suspicion of the present Govt. that the V.A with their political learnings may misuse the funds. The review Committee appointed to go into all aspects of N A E P in 1979 strongly recommended increased involve of the V.As. This report itself was put in cold storage for nearly two years.The word 'national' was dropped from the title of the programme. It is now referred as AEP with reduced priority. V.As are throughly screened before being admitted for grants-in-aid. Some agencies vexed up with the attitude of the govt. and abandoned the idea of running programme with the aid from the government.

THE IMPLEMENTATION :
INSTRUCTORS AND SUPERVISORS

CHAPTER - IV

The Implementation
Instructors and Supervisors

In the previous chapter the institutional framework of the National Adult Education Programme as visualised by policy makers is described. The functions of the each administrative unit of the programme i.e. at the central level, the National Board of Adult Education, the Central Ministry of Education, The Central Directorate of Adult Education, at the State level, the State Board(s) of Adult Education, the State Steering Committees, the State Ministry of Education, the State Directorate of Adult Education, at the District level, the District Adult Education Committee headed by the District Collector, the Office of the Deputy Director of Adult Education and finally at the block level the office of the Project Officer assisted by Supervisors.

Implementation Agencies:

It may be worthwhile to recall here that the programme is being implemented through five types of agencies (1) the State Government, (2) the Voluntary Agencies (3) the Universities and Colleges through their Adult Education and N S S Wings, (4) the Nehru Yuvak Kendras and finally (5) through the Integrated Child Development Schemes of the women and Child Welfare Directorate of the State Government.

Thus a variety of organizations, governmental, semi-governmental and non-governmental organizations are associated for the first time in the

implementation of National Adult Education Programme on a massive scale. The policy statement on National Adult Education Programme clearly spelt out the arrangements that have to be made to administer the programme. Delineating on the organizational issues, the policy statement says that " for the organisational point of view it is of utmost importance that elaborate preparations are made before launching this massive programme • It is of greatest importance that implementation of adult education programmes is decentralized. [1] The policy of associating multiplicity of organizations i.e. governmental, semi-governmental and non-governmental raises a number of administrative problems like co-ordination which is considered as one of the key problems.

Once the goals of the programme have been set, its plans and policies determined, money provided, organization tailored to the need, personnel assigned, directions given, delegations determined and supervision proved for, then the co-ordination is the means of bringing all those factors together in an inter-locking relationship. Co-ordination has further been viewed as a means by which a blend is secured.[2]

There are a few generalizations which are generally attributed to the principle of co-ordination.

1. The more the work of a bureaucracy is sub-divided, the more important it is that the components be assembled in a unified relationship if the goal of the programme is to be achieved.

2. Co-ordination relies on the authority that accompanies hierarchy and position, it relies also on individual competence, understanding and voluntary co-operation.

3. The better the goals of the programme are understood and **accepted by those** who work for it the easier it is to secure voluntary co-operation.

4. Even when conditions evoke voluntary co-operation, co-ordination is difficult because people in a bureaucracy tend to have a natural desire to be left alone. Consequently, the application of the techniques of co-ordination is a time consuming responsibility of the executive and becomes more so as he raises in the hierarchy,

5. Relatively more time is spent on external co-ordination than internal co-ordination.

Thus administration is an attempt to bring diverse units into a working relationship so that together they result in achieving the goal. Co-ordination is viewed as placing the many aspects of an enterprise in proper position relative to each other and to the programme of which they are a part of the programme. In other words it is harmoniously combining agents and functions towards the achievement of a desired goal?

According to Mohit Bhattacharya, Co-ordination assumes importance in organization theory in the context of "intra-organizational interdependencies. Situations of interdependence have to be objectively identified within the organization".[4] Delineating on various aspects of co-ordination the author wrote that "co-ordination is a process of harmonisation of the activities of the different parts of an organization with a view to achieving the goals of an organization".

Keeping in view the above theoretical premise on the principle of co-ordination an attempt is made in this chapter to study how co-ordination is secured by the agencies which have run the programme. As the implementation of the programme forms the chief concern of the investigator, it is proposed to analyse the problems involved in the following order.

1. The instructors, the method of their recruitment, perceptions about the centres, curriculum and learners.

2. The views of the supervisory staff, those of the agencies on the one hand and of the governmental departments on the other about running of the centres (constraints and limitations), instructional material and instructors, mutual perceptions between the two branches of the supervisory cadres to highlight problems of co.ordination.

3. Structures and functions of the agencies their opinions about the programme and particularly their views on the government's role in organizing the programme through the agencies, the problem of co-ordination inter-se the governmental bodies connected in promoting voluntary agencies in the programme and the agencies themselves, will be highlighted.

1. Instructors' method of recruitment, perceptions about centres, curriculum and the learners:

Instructors or organizers of an adult education centre is the king pin in the entire administrative structure of Adult Education Programme. The policy outline on National Adult Education Programme states that the 'the governing consideration in assigning responsibility for instructional arrangements should be the suitability of the persons concerned to organize

programmes with a grasp of the conceptual standpoint and with a spirit of commitment".[6]

Further the policy planners have identified school teachers, students, village youth , ex-servicemen and others including retired personnel as the main reservoir from which the instructional cadre can be drawn.

The policy statement as well as the subsequent documents relating to the National Adult Education Programme have not dealt much with the methods or procedures for recruitment to the posts of instructors and thus seems to have left enough autonomy to the agencies in selecting the instructors.

One hardly needs to emphasise the point that the selection procedures adopted by the implementing agencies to recruit instructors would go a long way in ensuring the success of the Adult Education Programme.

In this section it is proposed to examine the methods of recruitment of instructors adopted by the agencies in the sample. The following table presents the methods followed by different agencies in the recruitment of instructors.

Table - 11

Method of Selection of Instructors

Sl.No.	Agency Interview	Personal contact	Approach by Agency	Village Committee recommended	Total
1.	Andhra Mahila Sabha (AMS) -	8	2	-	10
2.	Bhagavathula Charitable Trust (BOT) 5	-	-	-	3
	Comprehensive Rural Operation Service Society,(CROSS) -	-	1	2	5
4.	Durga Sangh Seva Samaj (DSS) 5	-	-	-	3
	Total 6	8	3	2	19 (100.00)

As can be seen from the table the broad methods of selection of instructor adopted by the agencies in the sample are (1) Interview, (2) Personal contact, (3) approaching by the agency (4) village committees[1] recommendation.

The method of selection of instructors through interview was followed by only two agencies in the sample. Each of these agencies ta_.*> [redacted]given wide publicity to the programme and this has attracted quite a few applicants for the post. While the Bhagavathula Charitable Trust did not specify preference in selection to the instructors posts, the Durga Sangh Seva Samaj specified that it gives preference to the teachers, retired or in service. About 50 applications are said to have been received for 30 posts of instructors in the case of Bhagavathula Chartiable Trust, The selection committee of this agency consisted of the Project Officer, Director of Adult Education, Andhra University (the premier University located in the area) and its own officials in charge of agriculture besides block level official in-charge of agriculture and education. All the three instructors in the sample reported that they were interviewed on such wide-ranging issues like problem of illiteracy, economic development, poverty etc.

The Durga Sangh Seva Samaj also received around 50 applications for the post of instructors out of which 30 were selected. As has already been mentioned it has given preference to teachers retired as well as those in service. The selection committee constituted by his agency included the project officer, the supervisor, block level official incharge of education. The candidates were examined on general topics besides

their personal details like age, qualification and others.

Coming to other agencies, the Andhra Mahila Sabha did not seem to have followed formal methods of selection. A majority of the instructors in the sample (8 out of 10) reported that they were appointed by 'personal contact[1]. The supervisors visited the villages and ascertained the willingness of people, who in their view would fit into the job to work as instructors. However, in two centres where the supervisor found it difficult to appoint instructors the project officer and the supervisor together approached a few candidates and after getting their willingness appointed them as instructors.

As far as CROSS is concerned a different method of selection is adopted. This agency has established 'Village Sanghams' (associations) in a good number of villages in Bhongir Samithi which is its main area of operation. These Sanghams were informed by the agency about National Adult Education Programme and were asked to suggest the names for the post of instructors for undertaking teaching in the adult education centre. The candidates whose names were suggested by the Sanghams were selected by the agency and were appointed for two centres as instructors. In the case of the third centre in the sample as the village Sangham could not arrive at a consensus about any candidate the agency picked up a candidate who incidentally was also acceptable to the Sangham.

Thus the methods of selection adopted by all agencies in the sample differed though not drastically. By and large they have been guided by the exgencies of the situation. No doubt the investigator came across

instances of nepotism and also role of subjective factors in the selection especially in the Sirsilla area where Andhra Mahila Sabha implemented the programme. As far as other agencies are concerned, the method of selection adopted by the Bhagavathula Charitable Trust has proved to be more rational than compared to Durga Sangh Seva Samaj and Andhra Mahila Sabha. In its anxiety to entrust the job of teaching in Adult Education Centre only to persons belonging to teaching profession the Durga Sangh Seva Samaj seems to have ignored other factors like age, interest motivation, ability to teach and the capacity for running the Adult Education Centre.

As far as Andhra Mahila Sabha is concerned the researcher came across such instances like selecting the instructors without taking into consideration their interest in the job. With this we shall now turn to examine the socio-economic background of instructors in the sample.

Socio-economic background:

In this section an attempt would be made to know the general background of the instructors. The standard variables: that are usually employed to determine the socio-economic status like Age, Caste, and Sex, Occupation, Education, Income are used besides the teaching experience. The following table gives the age-wise distribution of the instructors.

Table - 12

Age-wise distribution of Instructors

Sl.No.	Category	Male	Female
1	15-25	8 (50.00)	
2	26-36	5 (31.25)	3 (100.00)
3	36.47	1 (6.25)	-
4	48 & above	2 (12.50)	-
	Total	16 (100.00)	3 (100.00)

It is evident from the table that half of the male instructors in the sample fall in the age group of 15-25 category. Further about five male and three female instructors are aged between 26-36. The sample also consists of two instructors (12.50 per cent) who are above 48 years. It may be recalled that the Durga Sangh Seva Samaj has given preference to teachers in appointments to instructor posts. There were two retired teachers who are above 65 years.

Caste and Sex:

Among nineteen instructors in the sample 16 are male instructors and three (15.78 per cent) are female instructors. Regarding caste background about 5 male instructors (31.25 per cent) and 1 female instructor (33.33 per cent) belong to scheduled caste, about 31.25 male instructors hail from backward castes. The representation of forward caste among instructors is about 37.50 per cent male and 66.27 per cent female.

Thus scheduled castes and backward castes constitute about 62.50 per oent among male instructors and 33.33 per cent female instructors which is in conformity with the policy objectives. The female instructors are lesser in number in whole sample. With great difficulty the investigator could contact three instructors. The Government while admitting the agencies for grant stipulated that about fifty per cent of centres should be earmarked for women. None of the agencies in the sample could satisfy this requirement because of non-availability of women instructors and also learners.

Table - 15

Caste and sex-wise distribution of Instructors

Sl.No.	Name of the Caste	Male	Female
1	Scheduled Caste	5 (31.25)	1 (33.33)
2	Backward Caste	5 (31.25)	-
3	Forward Caste	6 (37.50)	2 (66.07)
	Total	16 (100.00)	3 (100.00)

Occupation:

An analysis of the occupational background of the instructors is considered necessary in order to understand which occupational group is showing interest towards the adult education programme. The policy makers, as has already been pointed out, identified school teachers, students, village youth and ex-servicemen and retired personnel as the instructional cadre. The following table gives the occupational details of the instructors.

Table - 14

Occupational background of Instructors

Sl.No.	Category	Male	Female
1	Agricultural Labour	1 (6.25)	
2	Small Farmers	3 (18.75)	-
3	In-service Teachers	1 (6.25)	2 (66.27)
4	Educated Unemployed	9 (56.25)	-
5	Retired Teachers	2 (12.50)	-
6	Others	-	1 (33.33)

Of all the categories, educated unemployed constitute more than half of the instructors in the sample (56.25 per cent).

About three instructors (18.75 per cent) of the sample belong to the small farmer category. There are three in-service teachers in the sample. Of them one is male instructor and two others are female instructors. Retired male teachers constitute about 12.50 per cent. It will be interesting to note that there is one agricultural labourer who has been given opportunity to teach the adults by one of the agencies.

Thus an analysis of the occupational background reveals that majority of the instructors in the sample are educated unemployed followed by small farmers and retired teachers.

Income:

The data on income of the instructors is gathered to know which strata of income group are showing interest towards the programme. The following table gives the details of the income of the instructors per month before they joined as instructors.

Table - 15

Income wise distribution of Instructors

Sl.No.	Slab	Male	Female
1	101-500	14 (87.50)	3 (100.00)
2	501-1000	2 (12.50)	-
3	1001-1500	-	-
4	1500 and above	-	-

The table reveals that an overwhelming majority of instructors in the sample fall in the income range of Rs. 101-500 per month. While out of 16 male instructors 14 (87.50 per cent) earned between 101-500, all the female instructors belong to this range. Only two instructors have comfortable economic position as they belong to a higher category of income (501-1000). Thus the income level suggests that - a majority of the instructors hail from very poor economic background.

Educational background:

A study of the educational background of the instructors reveal that they possess sufficient educational background to teach in Adult Education Centres. The following table gives the agency-wise details of the educational qualifications of 19 respondents in the sample.

Table - 16

Educational status of Instructors

Sl.No.	Agency	Qualifications						Total	
		S.S.C		Inter		College			
		Male	Female	Male	Female	Male	Female	Male	Female
1	A.M.S.	2	3	4	1	-	-	6	4
2	B.C.T.	2	-	1	-	-	-	3	-
3	CROSS	2	-	1	-	-	-	3	-
4	D.S.S.	3	-	-	-	-	-		

A majority of the instructors (63.15 per cent) in the sample possess secondary qualifications i.e. either tenth class or matriculation.

The remaining instructors have done upto intermediate. Thus, the sample consists of fairly educated instructors from the point of Adult Education Programme,

Previous experience:

It is widely believed that it is relatively easy to shape a person with some experience and some amount of educational background for adult education work rather than a novice. With this in view the interview schedule canvassed to the instructors carries a few questions relating to the previous experience in teaching the details of which are presented in the table.

Table - 17

Prior experience in 'teaching[1]

Sl.No.	Type of experience	A.M.S.		B.C.T.		CROSS		D.S.S.		Total
		M	F	M	F	M	F	M	F	%
1	Taught adults	2	-	1	-	1	-	1	-	5 (26.33)
2	Private teaching	1	-	1	-	2	-	-	-	4 (21.11)
3	Taught children in school	-	-	-	-	-	-	2	-	2 (10.35)
4	No experience	3	4	1	-	-	-	-	-	8 (42.21)
	Total	6	4	3	-	3	-	3	-	19 (100.00

(The table is self explanatory. Of the nineteen instructors in the sample about 26.33 per cent had some experience in teaching adults while 21.11 per cent of instructors have reported that they have 'some' teaching experience before joining as instructors. About 10.53 were full fledged teachers in upper primary schools. It may be worthwhile to mention here that the policy outline on National Adult Education Programme indicated the inevitability of relying on teachers for taking up the instructors positions, though purely on voluntary basis and through a method of selection[7]

Reasons for taking up Instructors job:

The instructors were asked to state the reasons for taking up the job. It has been observed that eight out of ten instructors appointed by Andhra Mahila Sabha stated that they took up the job to supplement their meagre income. Two instructors have cited that they have particular interest in teaching adults. The instructors appointed by B CT stated that they took up the job because it afforded some financial assistance, but also because it gave them an opportunity to take part in the developmental activities of B.C.T. They felt that besides providing some financial relief, the agency also gave them a chance to participate in its activities. It may be recalled here that the B.C.T. has been a well reputed organizations and a majority of the people in Yellamanchili area knew various activities of the agency. Similarly all the three instructors in th© Bhongir area which is the main operational area of CROSS stated that they

are interested in taking any activity sponsored by the agency. Incidentally this organization places high premium on education of masses as a liberator from exploitation. The researcher noticed commendable identity of the instructors in the sample with the main objectives of the agency.

Coming to the instructors of Durga Sangh Seva Samaj which has implemented the programme in Gannavaram block, out of three instructors in the sample two stated that they took up the job only to supplement their income. The other respondent cited his keen interest in the programme.

Thus nearly half of the respondents stated their interest in the programme the remaining half cited economic and other reasons.

Training Programme:

Training occupies an important place in the adult education programme as the National Adult Education Programme is both qualitatively and quantitatively superior to earlier Adult Education Programmes. The training of instructors is considered critical for the success of the programme as he is the front-line worker in National Adult Education Programme.[8] Further, the policy makers of the programme viewed training programme as an exercise in self knowledge or value clarification[9] to the trainees. Besides, it has been observed in one of the documents released by the Directorate of Adult Education that the training programme "is fundamentally a process of adult education and has to reflect the main characteristics of the methodology that the functionaries would have to follow while working with the learning groups at the block level".[10]

Coming to the response from the instructors of the sample on the training all the instructors reported that they have undergone training after induction, though the duration differed from among the agencies. While the B.C.T. arranged a training programme for 27 days, the Andhra Mahila Sabha, the Comprehensive Rural Operations Service Society, and the Durga Sangh Seva Samaj arranged training programmes for 15, 14 » 15 days respectively. All the agencies have followed two phased training programme. The venue for the training programme is their head quarters in case of two organizations the B.C.T. at Yellamanchili and the CROSS at Bhongir while Mahila Sabha and Durga Sangh Seva Samaj conducted training programmes closer to their areas of operation.

The content of the training programme for instructors did not vary much from among the sample agencies. All the agencies in the sample arranged lectures by experts from outside. However, B.C.T. and CROSS have taken special steps to make the training programmes discussion oriented rather than lecture oriented. The participants were encouraged to simulate the situations and the project officer and others clarified many a doubt

raised by the instructors. The instructors in these two agencies seem to have been extremely satisfied than is the case with other instructors in the sample. The respondents in the sample were asked by the investigator to evaluate the training programme. About 9 out of 10 instructors in the centres run by Andhra Mahila Sabha rated their programme as 'not adequate[1] while all the instructors of B.C.T. and CROSS rated their training as 'extremely useful'. The instructors in D.S.S. opined that it is not adequate.

Thus the instructors of the Adult Education Centres conducted by A.M.S. and D.S.S. rated their training as inadequate and in case of B.C.T. and CROSS it is reported to be very useful to them.

Perceptions about objectives of N A E P :

As for the perceptions of the instructors about the objectives of National Adult Education Programme all the instructors of Andhra Mahila Sabha in the sample cited literacy. However, only four out of ten could tell the other component the functional education and much less could tell (only two) the third component of the programme i.e. the awareness, whereas instructors under B.C.T., CROSS, and D.S.S. gave all the components of the programme. This clearly reveals the poor training programme of Andiira Mahila Sabha given to its instructors.

Weightage:

Regarding weightage given to each of the components 7 out of 10 instructors under Andhra Mahila Sabha told that more weightage was given to literacy component and three reported that along with literacy functional education also was given coverage and only two felt that equal weightage was given to all the components of the programme.

Coming to B.C.T. here again more preference was given to literacy component than functional education and social awareness components (two out of three). Only one instructor stated that he has given equal weightage to all the three components. However, since B.C.T. has been

implementing some economic programmes also it could motivate learners to attend Adult Education Centres. The agency has announced through its instructors that preference in admission to carpentary training centres run by it will be given to those who continuously attend Adult Education Centres for ten months. The Project Officer, Supervisors have taken interest in arranging lectures pertaining to social awareness and in exposing them to some rudimentary techniques in carpentary, pattern and other such trades.

As far as CROSS is concerned there was relatively more emphasis on literacy and next to literacy the awareness component seems to have been given preference. The instructors reported difficulties in implementing functional education component mainly owing to lack of study material as well as infrastructure.

The instruction by Burga Sangh Seva Samaj also gave importance to literacy component as attested by instructors. Two out of three instructors brought to the notice of the investigator the limitations in the implementation of functional education and social awareness components. Only one instructor stated that in his instruction all the three components were attempted to be covered but the success was only marginal.[12]

Thus the perceptions of the respondents on the objectives of N A E P are not very satisfactory. All the agencies have given preference to literacy component. Barring B.C.T. and CROSS, by and large other agencies did not seem to have accorded priority to other components of the programme.

Instructors' reaction to Method of identification of learners:

A majority of the instructors (14 out of 19) adopted the method of identification of learners enrolled in adult education centres through personal contact. Some instructors reported that they orally enquired about the age, caste, interest and former educational background of adult illiterates in their villages. All the instructors belonging to B.C.T. were asked to conduct a survey of the entire village. CROSS (Comprehensive Rural Operations Service Society) however, entrusted the task of selecting learners to its village sanghams with the help of instructors. All the ten instructors in the sample belonging to Andhra Mahila Sabha (AMS) relied on the personal identification method. In the case of the Gannavaram block where the Durga Sangh Seva Samaj (D S S) conducted the programme, two instructors told the researcher that they 'know' all the adults who are illiterates and felt no necessity for a survey. However, one instructor in the sample told that he selected learners after enquiring their background.

A.

Thus the 'survey' for identification of learners in A M S, D S S is not foolproof and reflects the agencies' casual way of treating the most important aspect of the programme.

Instructors' reaction ~~to the Method of motivating learners;~~

Hare it must be pointed out that apart from their regular tasks of giving instruction in the curriculum, the agencies included some supplementary devices aimed at motivating the learners to go through and

benefit from the programme. In this, the instructors are again to play a vital role. It is about this supplementary tasks towards motivation that we now deal with.

There are broadly two methods adopted by the agencies J (1) personal contact between learners and the instructors, (2) arranging frequent contacts between the officials of the agency and the learners. The instructors of A M S and D S S relied heavily on personal contacts in which the instructor was told continuously to highlight the benefits of adult education. Eight out of nineteen instructors reported using various methods like persuasion to attract and/retain learners, while six instructors of the B C T and GROSS highlighted the role of their respective agencies in the development of the locality, and the people that is by projecting their agencies role as 'change agents' (B C T, CROSS). By this method, they succeeded, to some extent, in controlling the dropout problem. This has been corroborated by learners also. Some of the instructors under B C T, CROSS reported that those who attend adult education centres for 10 months will be offered loans and various inputs.[13]

Instructors of other agencies in the sample have not shown keen interest in motivating the learners except by occasional lectures.[14] Thus the methods of motivation adopted by agencies in the sample differed depending on their scale of operation.

As for suggestions for motivating learners, it is interesting to note that the instructors belonging to B C T and CROSS wanted preferential

treatment to the learners in the distribution of loans and other benefits which these organisations arrange for besides equalizing the 10 month course with 5th class in the formal system so as to enable the learners to get into such jobs like watchman, gateman etc. The instructors of other agencies suggested economic incentives to the learners. These suggestions reveal that there is not one single method of motivating adults either to attend or to continue in adult education centres.

Teaching/learning materials:

All the instructors in the sample reported the receipt of teaching material. The respondents were divided in their opinion on the relevance of study/teaching material supplied to the learners. A large number of instructors of the centres under Andhra Mahila Sabha reported that the material supplied to them deals mostly about agriculture. The same is true of the reports from the instructors of centres under CROSS which used the same material. The B C Tprescribed and supplied books prepared exclusively for N A E P by Adult Education Department of Andhra University and the instructors were not unhappy about the contents though out of three responding to the queries, two complained about the small size of the print of the material. On examination of the material supplied to the learners by the Andhra Mahila Sabha, it was found that the books were prepared keeping in view a specific project i.e. Farmer Functional Literacy (F F L). Needless

to say, that the objective of F F L Programme and N A E P are different. Some of the instructors as well as supervisors who earlier worked in F F L programme corroborated this fact. When the investigator enquired about the

material, the authorities concerned of the A M S had not given a convincing answer which only shows the lackdaiscal manner of the A M S in this regard. Though one may argue that the material is not totally irrelevant, one gets an impression that the attitude of AM S is one of easy taking of the new programme.

Support and Co-operation received:

With regard to support and co-operation received from supervisor, project officer, local leaders and other developmental functionaries of the government, a majority of the instructors reported that they received good co-operation from their supervisors and project officers (12 out of 19).

But almost all instructors in the sample were sore about the indifferent attitude of the government officials toward the programme (16 out of 19). A good majority of instructors rated as poor the co-operation given by local leaders (14 out of 19).

Almost all the instructors felt that their supervisors helped them in many ways in organizing and location of centres, in enlisting the support of local political functionaries as well as in keeping up the morale of the instructors. However, some instructors (5/19) reported the authoritarian attitude of the supervisors as well as project officers.

It was also reported by five out of the nineteen instructors that the local leaders helped them in running their Adult Education Centres.

It is interesting to note here that the instructors who were selected on the recommendations of their local leaders, received some support in running adult education centres. Some instructors faced a tough problem in locating an adult centre owing to the stiff opposition of local leaders. A few instructors narrated how the elite disliked the very idea of educating adults. Some brushed aside the idea of adult education, while others warned the consequences of imparting education to the illiterate adults. Their main fear was that if the masses get literate and education, it will not be possible for the vested interests to deal with the masses in the way they do when the illiterates are uneducated and ignorant. That is why, they opposed establishment of centres in their villages. When the instructor refused to listen, he was asked to pay back all his dues. On his admission about his inability to pay immediately he was suggested to take the amount from the sponsors of the programme or learners. Learners were advised not to attend and when they flouted the writ they were asked to immediately repay their loans. In such hostile environment, the instructors howsoever effective he is, failed to find a solution and closed down the centre for sometime. Some learners held him responsible for bringing in new set of problem for their already problem ridden life. Such situations further demoralled the instructor. As for the co-operation of government officials, only three out of the nineteen respondents stated that these officials were forthcoming in their co-operation. However, there are some saving features. For example, in the centres visited by the governmental functionaries the

instructors reported that a good number of learners were impressed by the talks given by the government functionaries.

Thus a majority of instructors feel that more co-operation is needed from local leaders and government officials in running adult education centres effectively.

The problem of Instructors seeking guidance from Supervisors, Project Officers, and the instructors visits to other A.E.Cs:

All the instructors mentioned that their practice was first to approach their supervisor and project officer in case they experience any difficulty in running adult education centres which supports the conclusion that even in non-governmental agencies the tending towards respecting hierarchical norms and bureaucratisation is present.

The type of problems which occasioned the instructors seeking the guidance of their immediate supervisors related to matters like fall in the attendance of the learners and how to retrieve the situation. Non-cooperation of village elite/leaders in running adult education centres and also deliberate attempts to close down the centres in some instances, delays, and difficulties in the receipt of learning material and in matters relating to the availability of other material facilities like lighting and problems with the behaviour of learners in the class rooms (instances of learners coming under the influence of drink and teasing of women participants in co-education classes) did arise occasionally.

The response of the supervisors is on the whole encouraging. In many cases complaints about material necessities were personally solved

by the supervisors themselves intervening either with the government officials or with the local elite to solve the problem and this was particularly visible in the case of supervisors belonging to B C T and CROSS. The role of supervisors belonging to Durga Sangh Seva Samaj and A M S seems less encouraging. Where the village elite/leaders attempted to close down the centres the supervisors and project officers visited them and attempted to persuade them. In some places it worked and in some others it led to further trouble.

Thus co-ordination between the instructor and his immediate supervisors appears satisfactory. Further, there is evidence that good rapport existed between the instructors and supervisors in general. It is more or less a uniform opinion of the instructors in the sample that supervisors were sincere in exhorting the instructors to operate the programme in the proper spirit by constant mention of the ideals of the programme. A general spirit of confidence was thus instilled inthe instructor, thanks to the positive interaction between the instructors and supervisors.

On the issue of the desirability of transfer of instructors from one centre to another, for every three months, nearly half of the respondents (8/19) did not agree with this, only one fourth (5/19) favoured this idea, the remaining being non-committal. One respondent, however, pointed out the practical difficulties of teachers in service who cannot move around. The practice has been that instructors were

allotted to particular centres and no transfers were made. While the opinion of the instructors on transfers was largely negative, some instructors, on the other hand, suggested that a periodical change of instructors would be better as it would expose them to different types of people. There is thus a clear difference in the views of the instructors and learners on this issue. Whatever be the merits of 'transfer[1], it would appear, that given the fact that some instructors are only part-time with a seperate full-time job, transfers would be extremely inconvenient to them. Apart from this practical difficulty, as the recommendation is that instructors should be drawn from the locality and community in which the centre is located, policy wise too transfers are perhaps undesirable.

Opinion on learners' achievements:

An overwhelming majority of the instructors (18/19) felt that at least 50 per cent of the learners acquired the skills of reading and writing and some amount of knowledge in arithmatic. An inter-agency comparison reveal that the instructors of B C T and CROSS are quite positive about tne impact of literacy component on the learners. The instructors of D S S and A M S however felt that only 40-45 per cent of the learners enrolled in their respective adult education centres could improve their reading writing and numerical abilities.

Almost all learners (17/19) pointed out the difficulties involved in imparting skills in functional education and in raising the awareness. The main reasons for their failure is lack of infrastructural facilities

and proper learning materials. Some instructors regretted that instruction was confined to face-to-face teaching. Except black board no other teaching aid is made available. Perhaps audio-visual aids like radio, tape recorder and T V would go a long way in sustaining the interest of the learners.

Thus the instructors were modest about their claims as far as achievement in the three components of the programme are concerned.

Job Satisfaction:

Views on job satisfaction as expressed by instructors show wide variance. A good majority of the respondents (12/19) reported that they were satisfied with their jobs. The remaining (5/19) were totally dissatisfied with their jobs for a host of reasons which include meagre remuneration, heavy work, apathy and dirty politics played by the local leaders and indifference of the government officials and authoritarian attitude of the supervisors and project officers. Two respondents have refused to react on this question.

Suggestions for increasing the effectiveness of the Programme:

The suggestions given by the instructors touch several aspects of the programme administration. An overwhelming majority (87.8 per

19

cent) wanted increase in the honorarium . Most of them said that an honorarium of Rs. 50/- per month is very meagre and the requirements of the job demands lot of their attention and time. About 48.9 per cent suggested that unless some economic incentives are offered to the learners

it will be difficult to sustain the interest of an illiterate adult. A good percentage of instructors (46.9) also suggested the need for more diversified teaching and learning materials. Some suggested association of village level politicians with all aspects of programme management. The other suggestion include linking the programme with other developmental programmes (22.88), proper lighting facilities (52.33), increasing the involvement of government functionaries (70.3) co-operation of village elite (57.33). Suggestions like less paper work, conducting regular tests, motivating the learners who show encouraging improvement by offering economic incentives are grouped under "other" suggestions constitute about 43.81 per cent.

Thus the instructors' reactions in the sample on various aspects of the programme suggests that there are clear gaps in the training programme, conducted by some agencies in the sample. However, it should be remembered that they were not totally disoriented towards the programme. It was given to understand that lectures as part of the training programme arranged by Andhra Mahila Sabha and Durga Sangh Seva Samaj are of mostly stereo typed. And this had produced a negative effect on the trainees. As has aptly been commented by one of the trainees,"it appears silly if a resource person tells me how to look after my agricultural farm or how and when the paddy should be cut as a good number in the group hail from agricultural background". The agencies have not even used audio-visual aids to sustain the interest of instructors

in the training programme. A couple of instructors were frustrated at village elites'* attitude. They felt that good programmes like adult education fail because of polluted political atmosphere. Thus the training programmes appear to be not strong enough especially with regard to Durga Sangh Seva Samaj and Andhra Mahila Sabha. The Durga Sangh Seva Samaj in particular does not seem to be knowing that the N A E P is not only a literacy drive programme but also contains two other components, functionality and awareness. The agency does not also seem to be aware of the fact that mere literacy drives will not succeed.

Coming specifically to the problem of co-ordination, we notice that purely in terms of the instructors on the one hand and the supervisors on the other, there has been adequate co-ordination. But co-ordination does not merely pertain to rapport and good personal relationships. A greater effort on the part of the agencies to equip the centres would not only improve the programme but will contribute to increased morale in the instructors. In other words, a more intensive and constant interaction between the agency and the centre would generate a correspondixigly greater degree of involvement as far as the instructors are concerned.

The views of the supervisory staff:

In the organizational framework of N A E P, the tasks of supervisors would be concerned with making instructors effective in the field."[1] The supervisors are expected to guide and support the work of a cluster of about 30 adult education centres as visualized in the project structure.[22] The

main functions of the supervisor as conceived by the policy makers of N A E P include (i) to enlist community co-operation and support, (2) to help in survey of the area and assess the learners' needs, (3) to help in the training programme of instructors, (4) to help prepare flexible and need-based curricula and materials, (5) to plan and organize the programme, (6) to keep open the channels of communication (7) to evaluate and guide the work of the centres and (8) to publicise the programme.[23]

The supervisors are expected to perform the above functions with the support and co-operation of project officer, development departments of the government, the instructors, resource persons from among the local people and above all with the help of the community.

In this section an attempt would be made first to analyse the socio-economic status of the supervisors, their perceptions about the objectives of N A E P, selection, recruitment and training of the supervisors etc. methods of supervision, comments on resource material, steps initiated to secure co-ordination internally as well as externally, mechanisms to monitor the programme, job satisfaction and impressions and suggestions.

Socio-economic status of supervisors:

In this part of the chapter age, caste, and sex, educational, economic, occupational status of the four supervisors in the sample will be briefly looked into to determine their socio-economic status.

Age: Of the four supervisors two belong to the age group of 25-34 and the other two fall between 35-44. Thus all the supervisors satisfy the requirement prescribed by the policy planners that the supervisors should at least be of 21 years.

Sex and Caste: All the supervisors in the sample are male. Among them three are from forward castes and one belongs to backward caste.

Educational status: All the supervisors are fairly educated. Three out of 4 are graduates while the fourth has studied upto twelth class (or plus two equivalent). Thus a good number of supervisors of the sample possess more than prescribed qualifications for the post which is in consonance with the policy objectives of A E P.

Occupation: Occupationwise, two supervisors are teachers and one a homeopathic doctor and the other an employee of the agency. Among the two teachers one is working as a full time employee of the agency on deputation from Zilla Parishad School.

Income: All the supervisors belong to middle income group.

Previous experience in adult education work: Regarding the experience in adult education work, two out of four have previous experience in adult education and the other two are new to the adult education work.

Thus the socio-economic background of the supervisor reveals that all of them are in the prescribed age group, and all are male supervisors, and a good number are graduates. All of them belong to middle income group,

Opinion on objectives:

All the supervisors are aware of the three main objectives i.e. literacy, functional education and social awareness. However, they are divided in their opinion about the weightage to be given to each of the three components. The supervisor belonging to B C T drew the attention of the investigator to the impracticability in imparting functionality component as it involves large scale preparation. The supervisor of CROSS is of the opinion that awareness is more important than functionality. Coming to the D S S though the supervisor is aware of the three components, he appears to be more interested in imparting three R's rather than the other two components. The case with the A M S is different. The supervisor said that for imparting any thing literacy is important. In his opinion the material supplied by his agency to the learners is out of tune with the objectives of N A E P.

Selection, Recruitment and Training:

The criteria for selection and recruitment of supervisors as conceived by policy planners of the N A E P is as follows:

(1) As far as possible, the supervisors should be drawn from among the ranks of experienced and successful adult education teachers, extension workers, N S V S, N S S and Community Social Service Volunteers, social workers and also those who may have academic qualification in adult education.

(2) They should be familiar with the local language, and as far as possible be residents of the project or a similar area. They must be

willing to live in the cluster area to which they are eventually allotted.

We also find that the policy documents refer to modern methods of recruitment. One of such methods is to ask the interested candidates for the post of supervisors to submit in advance a full and honest account of their understanding of the N A E P and the tasks of the supervisor within this and self assess their suitability for the post.

The investigator found that the selection methods adopted by the agencies in the sample are not in total conformity with the policy directives. However, the methods of recruitment to the posts of supervisor followed by the agencies are satisfactory.

Coming to the response from the supervision about their selection, one supervisor (belonging to B C T) replied that he was just asked to look after the programme through an official memorandum. Further he said, he happens to be one of the co-ordinators of the agency put in charge of rural leadership programmes. The agency might have thought that he can look after the adult education programme also. As has already been pointed out in the last section of the first chapter on profiles of the agencies, the Bhagavathula Charitable Trust is engaged in implementing a variety of programmes/projects in Yellamanchili block. That way this agency is placed in a better position vis-a-vis others in the sample.

As part of the developmental programmes the agency sponsored and ran a few non-formal adult education centres too. The supervisor of N A E P of this agency looked after those centres and the same person was made

Project Officer-cum-Supervisor of the N A E P of this agency. Hence no formal method of selection of supervisor was felt necessary by the agency.

The Durga Sangh Seva Samaj too did not follow any formal methods of selection of supervisors. In fact the Honorary Project Officer in charge of the A E P appointed Ms own son, a graduate as the supervisor. It is also noteworthy the project officer himself is none other than Director of the Durga Sangh Samaj. This instance brings to light the special problems or considerations that arise when a voluntary social service agency undertakes the adult education project as one of the items of its activities. In some cases the head of the overall agency can himself become the head of the adult education programme. This has the advantage of solving the problems of co-ordination as the agency's general head is himself incharge of the A E P. On the other hand, this may mean that the programme may not receive the requisite attention given the project officer's busy engagements with other activities.

The supervisor of N A E P for this agency is a full time teacher in a school in Vijayawada which is about 20 KMs from the area of operation. Inspite of his best efforts he could not strike a balance between his official responsibilities as a teacher in a school and as supervisor of an adult education project. Some aault education centres are located as far away as 35 to 40 KMs. Distance naturally deterred the supervisor from undertaking frequent visits to adult education centres which are so

necessary for effective functions of the adult education centres. The Project Officer is an aged person and visits by him are totally ruled out. With the result there is noticeable laxity in supervision of the programme. These things point out how voluntary agencies exhibit tendencies which may have negative effect on the objectives.

In contrast, the Comprehensive Rural Operations Service Society appointed the Co-ordinator of its adult education programmes as the supervisor. In this case too no formal methods of selection of supervisors were felt necessary in view of the earlier experience of the person.

With regard to method followed by Andhra Mahila Sabha, it has advertised the posts of supervisors and selected three candidates out of fifteen candidates applied. The selection committee consisted of the Chairman and Secretary of the Literacy House (which looks after education programmes as the name itself indicates) of Andhra Mahila Sabha, and the project officer. However, no expert in adult education was associated with the committee.

Thus the method of selection of supervisors through advertisement was followed by only one agency. The other agencies in the sample selected and appointed the supervisors without any formalities. The reason could be that these agencies have more confidence in the personnel readily available in their organisation.

Training t

The training programmes to supervisors are intended to increase the understanding about the H E P and the needs of the community and learners, impart the ability of material curriculum preparation, methods of organizing adult education centres, techniques of gaining community support increase their ability for planning the follow up programmes, methods of arranging training programmes for instructors and finally on various ways of achieving the co-ordination with other developmental programmes/departments.[27] Besides the above the policy makers of N A E P also recommended provision for practical experience to the supervisors in order to acquire necessary skills to perform their functions with confidence.

The organisers of the training programmes were expected to arrange J

1) Visits to villages for understanding the needs of learners and learning environment.

2) development of suitable programmes based on the field data collected through surveys.

3) preparation of need based curriculum or adaptations of existing available curriculum.

4) evaluation of available teaching/learning material

5) Acquaintance with the procedures of monitoring (monthly, quarterly and annual reports)

6) preparation and use of simple visual aids.

The above are some of the things that are supposed to be experimented by the supervisors in the course of the training programme.[20]

The Central Directorate of Adult Education suggested that there be a two or three phased training programme, for supervisors starting with a three day initial orientation programme followed by two week pre-service training and further followed by a "process of recurrent training sessions through monthly meetings, refresher courses and correspondences".[21]

Thus training for the supervisors was visualised as a process of continuous learning.

Coming to the training part of the supervisors in the sample, it was found that all the supervisors did undergo training at the Sri Venkateshwara University, Tirupati, The State Directorate of Adult Education, Government of Andhra Pradesh sponsored the training programme. The State Eesources Centre, Tirupati conducted the training programme. The duration of the training programme is spread over a period of 10 days. The supervisors of B.C.T. and D.S.S.attend the training a few weeks before starting the adult education programme in their area. The supervisors of CROSS and AMS attended the programme after the adult-centres in their area started functioning.

All the supervisors opined that the training programme attended by them was mainly lecture oriented, None of them was given an opportunity by the organisers of the training programme to narrate individually or share their experience for the benefit of the fellow supervisors in adult

education work. In fact, a supervisor called the whole training a 'farce'. Coming to the utility of the lectures delivered in the training course, out of four supervisors, three felt that these were 'idealistic', miles away from realities in rural areas. Two supervisors felt that they did not understand some lectures owing to language problems. The regional language being telugu it is no wonder that the supervisors experienced some difficulty in following lectures in English. The researcher was further told that the supervisors in the training programmes were not encouraged to participate be it in the form of discussions or other simulation exercises. The whole programme was a one-sided affair. A supervisor summed up the programme saying that the organisers of the training programme should first attend a training programme on how to organise training programmes to N A E P workers.. Questioning the methods of training another supervisor felt that the grasp of the organisers of training programme about rural areas is in general and about the psychology of rural poor in particular is so poor that he felt like withdrawing himself from the training programme half way through.

Regarding the material that they are supposed to receive all the four supervisors said that they did not receive any. When a supervisor asked the organisers about the material, it seems he was told that he would get them by post. He waited for three months and got reconciled to the indifference of the organisers. On the utility of the lectures, two supervisors said that whatever little they could understand sounded 'upstatish' to them. A particular mention need to be made about "how

to organise training programmes to the instructors". Two lectures it seems were devoted to the above theme. The supervisors were told that they should involve other developmental functionaries in the programme. A supervisor in the sample remarked that the indifference of these developmental functionaries was experienced by the organisers of the training programme themselves, as out of five lectures allotted to such developmental personnel only two turned upto speak and their performance was also poor. Thus the supervisor told the investigator that "it is very easy to prescribe than to practice". Enquired about the field visits they were supposed to undertake during the training programme, all the supervisors in the sample said that they were not taken any where.

The above instance shows the gap between the directives of the policy planner and the implement or s as far as training programmes to the supervisors are concerned. The main reason for the discontentment of the supervisors about their training programme is the half-hearted effort of the organisers of these training programme. It surprised the investigator as to how the personnel of S E C could be so indifferent even to the medium of lectures. The fact that a good number reported their difficulties in following the lectures in English on the first day of the -training programme itself and the consequent failure of the organisers to remedy the situation clearly exhibits the formalistic/ritualistic nature of the training programmes. Further the failure to encourage participation in debates and discussions reveals the unchanged nature of the organisers

towards training programmes. As aptly summed up by a participant, "the commitment of N A E P which they often exhorted us to cultivate, appears to be lacking in them".

Methods of Supervisions

The researcher noticed effective methods of supervision employed by almost all supervisors in the sample which include regular visits (scheduled and surprise visits) to the A E C under their control, checking the attendance, guiding the instructors on methods of teaching, getting the feed back about the regularity of instructor and method of teaching, enquiring about the difficulties faced by learners. However, the two supervisors of B C T and CROSS are found to be much more effective compared to their counterparts in Durga Sangh Seva Samaj and Andhra Mahila Sabha. In terms of number of visits to A E Cs the investigator noticed that the supervisors of the B C T and CROSS checked more number of centres in a day than the other two supervisors in the sample, which is mainly due to the fact that the supervisors of BCT and CROSS are provided with vehicles and on an average they could visit six centres per day. The supervisor of A M S and D S S could visit only two or three centres per day as they have to commute the distance by other modes of transport. The instructors of the B C T and CROSS also reported a number of surprise inspections by their supervisors. The supervisors of A M S and D S S did not take up as many 'surprise' visits as were done by the supervisors of B C T and CROSS. These two agencies are involved in a number of economic

programmes and have built up a good infrastructure over a period of time. Adult Education is one of the many such other activities. Each agency has got two to three motor vehicles besides jeeps etc. That is why they could be able to maintain an effective supervision. Some means of 'conveyance' factor plays an important role in ensuring effective supervision.

Arranging lectures by resource persons:

As far as arranging lectures from other resource personnel like block development officer, managers of banks, project officials and small farmers development agency and other block level officials in-charge of agriculture, animal husbandry etc. the general admission is that they were not very successful. A number of reasons were cited by the supervisors and the first among them is the indifference of the officials incharge of various departments at the block level. Only one supervisor belonging to B C T could succeed to some extent in persuading the officials at the block to visit some of the centres. As already pointed out the B C T enjoys good image in the Yellamanchili area. Right since its inception it made serious efforts to associate the block level officials in its programmes. The rapport it has established over a period was tapped by the supervisor to some extent which resulted in getting some co-operation from them.

But coming to other agencies, Durga Sangh Seva Samaj and Andhra Mahila Sabha do **not** have strong base in the areas where they have implemented the programme and hence experienced difficulty right from starting the project. These two agencies could not involve the block level

functionaries in the programme to the extent they desired partly owing to 'unac quaint ance' with the area and also partly due to indifference of the local village elite. In the case of Andhra Mahila Sabha it was stated by one of the officials that the agency had not sought their help.

With regard to CROSS it could not involve block level developmental functionaries for a very significant reason. The very fact that CROSS'S long standing work in the area seemed to have led to strained relations between block level officials and CROSS. This is because CROSS in pursuing the other aspects of its activities had on many occasions crossed swords with the block administration. For example, on issues like fertilizer distribution CROSS did not fight shy of taking issue with the block officials wherever malpractices in distribution of fertilizers were identified. In any case, the block officials got the impression that there were instances of CROSS instigating some rural sections to vocally complain against block officials. This is an interesting instance of close contacts between a voluntary agency and a rural government resulting in estrangement rather than co-operation. To an extent this should be assumed as a given factor. In such circumstances problems of co-ordination in the implementation of a policy like Adult Education, arising out of the lack of rapport between the agency and the government becomes inevitable. The agency organized several processions against rise in prices of essential commodities, for establishment of fair-price shops in villages, for distribution of fertilisers with subsidy to the needy etc.

It brought to the notice of higher officials in the district about the rampant/corruption at village/taluk levels and demanded stern action against corrupt administrators. Thus CROSS has established itself as an agency of masses and earned the name of crusader for justice to the unorganised rural people. The activities of the agency to an extent antagonized the local bureaucracy. The landlords joined with police and taluq officials made several efforts to close down the agency by using all sorts of pressures and attacks but they could not succeed. This only shows how dedicated voluntary agencies are harassed with a view to continue the status quo.

Thus the methods of supervision adopted by the supervisors in the sample seem to be satisfactory. The checking of attendance registers and paying surprise visits did to an extent kept the instructors on alert. However, coining to the checking of the crop out rate is concerned, where the instructors failed the supervisor also did not succeed much. Except the supervisors of the BCT and CROSS who tried and succeeded to some extent in helping the learners in their problems like securing a loan, settling disputes between two castes etc. the other supervisors in the sample could not do anything as they neither have access to other institutions which could do something to the learners nor could act in co-operation with officials concerned , at the block/taluq level in finding a solution to some of the problems faced by the learners.

On the whole, one comes to the conclusion that the supervisory methods are satisfactory but there is a limit to what they can do as the problems of increasing the effectiveness of supervisors would depend on

various other factors which are mostly beyond the control of the supervisor.

Resource Material:

All the supervisors reported that they received teaching/learning material for institution to learning, through instructors. Regarding the source of the material, the Andhra Mahila Sabha produced and supplied to the learner the material prepared by it. The Department of Adult Education, Andhra University prepared primers for learners in the centres run by it under N A E P -University Adult Education Programme. The same material was ordered and used for its learners in Centres under the Bhagavathula Charitable Trust. The Comprenehsive Rural Operations Service Society supplied to its learners the material prepared by Andhra Mahila Sabha. The Durga Sangh Seva Samaj acquired the material prepared by a private publisher. An attempt is also made to elicit the views of the supervisory personnel on utility and the relevance of the material in general.

On the utility of the source materials, two supervisors felt that the material supplied is not totally irrelevant and felt that much needs to be done to reformulate the material in the light of the feed back from the learners. The otner two supervisors opined that the material supplied meets the occasion.

All the supervisors reported the receipt of the material is in adequate number. However, as has already been observed, the A M S in this respect is in a better position compared to others in the sample. The

material which was prepared by it for another programme (F F L P) was reprinted at its own press in Hyderabad and it did not face any problem in the supply of the material. It distributed a set consisting of six books to each learner. But the BOT and D S S distributed one book to each of the learners and CROSS distributed two books. The supervisors were by and large are satisfied with the distribution part of material. On the question of relevance one supervisor admitted that the material is not completely relevant. The other three are silent on this aspect.

Co-ordination:

As has already been discussed, the success of programmes like NA E P depends to a large extent on how best the co-ordination is achieved or secured. The investigator examined the operation of the principle of co-ordination in the implementation of N A E P through voluntary agencies in the sample.

In this section an examination of the mechanism created by each agency for achieving co-ordination is attempted. Broadly, there appears to be two bodies for securing co-ordination. One at the agency level for the purpose of the study called project level committee and the other at the village level or adult education centre level, called village level committee. It must be remembered that not all agencies have a two-tier co-ordinating bodies. Again these bodies are referred to with different names.[50] While the Andhra Mahila Sabha has got three such agency

level committee. The investigator examined the co-ordinating body of the agency at Sirsilla only, as it comes under the sample. Of the two bodies stated above discussion is more on project level committee, as the village level committees by and large remained dysfunctional. The discussion begins with the functions of the P L Cs and composition of these committees .

It must be mentioned that the functions of the P L Cs are not precisely and exhaustively given in any documents relating to any of the agencies. It is possible to identify them both from what is contained in some other documents, and/from the study of the functioning of these.

The main functions of *the* P L Cs include (i) co-ordination between N AE P and other development agencies, (ii) Security Co-ordination between adult education and formal system of education (iii) Creating necessary administrative infrastructure and overall supervision, (iv) To arrange lectures by resource persons and identifying the persons belonging to the developmental departments of the government, (v) To make arrangements for the supply of reading material to the learners, (vi) To fix criteria for selection of supervisors, instructors and arranging for their training, (vii) To lay broad guidelines for running day-to-day administration, (viii) To continuously monitor the progress (ix) To take steps to associate local elite in the programme.

The membership of the P L Cs varied from one agency to the other. The Chairman of this body in B C T and CROSS was the Secretary and the head

of the agency respectively. The Chairmanship of the P L C of D S S was kept vacant. The Project Officer is the convenor of the body. However, the A M S nominated the President of the Panchayat Samithi of the Sirsilla Block as the Chairman of the P L C. Regarding membership B O T had involved the supervisor and one third of its total number of instructors. For every three months, the representation of instructors changed and almost all instructors took part in the deliberations of the body at one time or the other. Local leaders and sometimes learners are also associated sometimes with the P L C meetings.

As far as CROSS is concerned PLC is comprised of the Chairman, Supervisor, and three instructors besides other functionaries of the agency. It is given to understand that the learners are also invited sometimes to the meetings. But the criteria of learners/instructors representation is not known.

The Andhra Mahila Sabha made the President of the Sirsilla Panchayat Samithi as the Chairman of the Project Level Committee. The Project Officer, Supervisor, some officials of block level administration are the members.

The P L C of the Durga Sangh Seva Samaj consists of Convenor, Supervisor and two women members and the Extension Officer incharge of Education of Panchayat Samithi.

Thus there is a variation in the composition of the P L Cs constituted by the agencies in the sample. As for the Project Level Committee (PLC) meetings, again going by agencywise, the PLC of BCT met

at the beginning of very month. A cursory glance at the agenda of the monthly meetings revealed that a number of problems were brought to the notice of the P L C for a decision. These include dropout problem, non-co-operation of village elite, non receipt of grant from the Government of India and trooping of children into adult education centres, absence of instructors without intimation, clash in timings of adult education centres and other developmental programmes of the agency, criteria for consideration of applicants who has also happen to be learners for loans, non-functioning of village level committee, indifference of the developmental functionaries to visit adult education centres for lectures, arrangements for inspections by the officials of the adult education directorate and other district officials, arranging lectures by the functionaries in charge of agriculture, animal husbandry etc. within the agency and other problems.

The P L C first listens to the instructor followed by supervisor on various aspects of the programme management. On several occasions there was a difference of opinion and in such a situation the Chairman tried for a consensus. The methods of finding solution to the problem are through discussion, dialogue with the concerned and between the concerned.

As the Chairman of the P L C rightly summed up that the "committee attempted a problem with an intention to solve it". Very often the patience of the Chairman was put to test. Placed as he was in a difficult situation, conducting meetings with a widely stratified members is "a tight

rope to walk on". On the whole the P L C served the purpose for which it was created. An agency involved in diversified activities naturally confronts or special problems of co-ordination which are for that very reason may find solution easily. The organizers of the programme were once faced with the problem of finances. The second instalment of the grant for running the programme was not released.[32] The P L C took a decision to divert the funds from other sources. The agency could have closed down all centres after five months and could have shifted the blame on the government, but the organisers observed that it would have dampened the enthusiasm of learners and the other educational programmes of the agency may not succeed and secondly widing up a programme for lack of funds would impair the image of the agency.

Thus we see the P L C of the B C T was favourably situated to arrange co-ordination amongst its different activities.

The village level committees of this agency have not functioned to the extent the organisers desired.

Coming to CROSS as already stated the P L C was not as broad in its composition as was the case with B C T. Problems similar to 33 C T were faced by this agency also except in one area. The local leaders have not co-operated much with the agency. The wide network of village sanghams were a constant source of friction between the agency and local level bureaucracy on the one hand and between the local leaders and the agency on the other. This agency too, sponsored several economic programmes like B C T. At the end of every month the meeting of the P L C

were held and problems of adult education centres were brought to the notice of the Chairman through the supervisor. Solutions were offered to overcome problems and efforts were made to avoid clash with the adult education centres activities and other activities of the agency. Criteria for processing of loan applications to banks were involved and guidelines were formulated. Project Level Committee (P L C) prepared a list of resource persons for lectures in adult education centres. Methods of motivating and attracting illiterate adults were discussed and measures were suggested to the instructors to sustain the interest of learners. The members of the P L C visited some centres and recorded their satisfaction on the progress. Thus the mechanism for achieving internal co-ordination is sound and produced the desired effect. but as far as external co-ordination is concerned the agency found it difficult to secure. The environment around the agency is hostile. Local elite leaders to a large extent dislike the agency. Block level bureaucracy envies the agency for its initiative, boldness and result orientation. It was given to understand that some vested interests wrote letters to the Government urging it to stop the grants to CROSS for its anti-government activities. Pressures were brought on police to wind up even in the agency. CROSS has some sort of a village level co-ordinating committees also and these are called village level sanghams.

As regards the operation of P L C of A M S in Sirsilla, it was found that the P L C was constituted with a local leader as Chairman. It may be recalled that the Andhra Mahila Sabha is not new to organizing

literacy programme. The investigator hoped that with its vast experience, this agency would run the programme more easily and effectively. However this very agency started facing problems right from the beginning of the programme. The PL C's has not laid down a proper criteria for location of adult education centres keeping in view the local canditions. With the result some centres had been shifted, closed down and re-opened.

The problems that arose in the implementation of the programme were not attended to. The P L C itself rarely met and naturally the several problems of co-ordination emerged which called for higher policy direction. The Project Officer tried several times to make the P L C to meet regularly. When it met, the Chairman was always in a hurry to leave. Hence no proper discussion used to take place. The whole management of running 100 adult education centres fell on the project officer who though has Sufficient experience was relatively young in age. In the absence of regular mechanism for co-ordinating the work, the programme could not be implemented effectively. The developmental functionaries have not shown any interest in the programme inspite of the fact that the President of Panchayat Samithi was associated with the programme. According to the Project Officer the Chairman is so indifferent that he suggested to the project officer to take his signature on all papers/ cheques once in four months so that the work does not suffer. Thus the P L C of the A M S largely remained on paper. As regards village level committees, A M S did not seem to have taken steps to organise these.

In the case of Durga Sangh Seva Samaj too, the investigator noticed the ineffectiveness of the P L C. The convenor of the committee is also the director of the agency. When enquired about the P L C he observed that the matters relating to the P L C are confidential and will not be revealed. The investigator through other sources was informed that the P L C met only once at the beginning of the programme. The non-functioning of the P L C has adversely affected the functioning of the programme. Issues like the criteria for recruitment to the instructor's post, wheter it is desirable to recruit the retired teachers, the quality of the teaching material, location of centres, lighting facilities, the problems involved in opening more women centres, the problems with regard to arranging lectures by resource persons etc. would have come up before the P L C as in the case of other agencies. In the absence of this vital co-ordinating body the organizers took haphazard measures to cope with exigencies which led to lot of dissatisfaction among learners as well as instructors. Thus the agency failed to take the advantage of an important body like the P L C.

As regards co-ordination with other developmental departments of the Government, the supervisors cited several reasons. Giving benefit of doubt to the government servants the supervisors of B C T and CROSS viewed that the governmental functionaries do not have much time and the orders of the district collectors/ director of adult education programme are not binding on them. The overburdened developmental personnel hardly have time to participate in adult education programme enthusiastically.

The supervisors of D S S and A M S felt that the block level functionaries wanted them to arrange conveyance to visit adult education centre which the supervisors could not do. The supervisor of A M S said that though the A M S owns three imported motor cycles gifted by Canadians not even one was sent to the field in spite of several requests. When this question was put to the officials of the agency, they said that the vehicles get spoiled if they were run on village roads, which left investigator to wonder as to the very purpose of keeping idle the vehicles at head quarters when the work is going on in the field.

However, as has already been pointed out the block level officials in Yellamanchili area participated to some eextent in the programme by giving occasional lectures and by answering several questions raised by learners. In some cases the officials faced tough questions like the reasons for the delay in processing their applications for loans etc. This trend has had a negative effect on the involvement of block level officials as they felt that these centres have become a 'nuisance' to them and they stopped visiting on various excuses.

With regard to co-ordination with other agencies implementing NAEP none of the project officers in charge of government centres cared to visit the voluntary agency in Yellamanchili, The State Government sponsored adult education programme is going on in Bhimili (50 KMs from Yellamanchili). When the investigator enquired about it the Project Officer replied that they find it difficult even to visit the 300 adult education

centres in their area and visits to centres run by other agencies is not possible.

More or less the same trend is noticed in case of all the agencies under study. The involvement of developmental functionaries as envisaged in policy statement and in other documents subsequently released by the Government of India had not materialised as far as voluntary agencies in the sample are concerned. And according to some supervisors their partial/ non-involvement in some cases led to reducing the whole programme into a literacy drive only.

Monitoring and Evaluation:

One of the main functions of the supervisors is to ensure that the instructors send their monthly and quarterly reports regularly. All supervisors reported that the instructors did send their reports in time. Referring to the length of the reports they felt that it should be shortened. Two out of four supervisors admitted that the instructors' reports do not exactly reflect the facts relating to daily attendance, dropouts etc. The position with regard to other two supervisors is interesting. They told the instructors that if they report correct situation they would be rewarded and would be punished for wrong figures. This seems to have led at least to some extent in correct reporting.

Job Satisfaction:

All the supervisors have stated that they are satisfied with their jobs. The supervisors of 3 CT and CROSS felt that a little more co-operation from the government would have made them much more satisfied.

The supervisor of A M S felt that the officials of his agency should pay more interest towards programme by visiting some adult education centres. On the whole all the supervisors observed that they derived a lot of satisfaction from their jobs.

General Impressions:

All the supervisors opined that the success of the programme in terms of targets is commendable as they said that they could make at least 50-60 per cent of the enrolled literate. Host of them have given guarded replies regarding the success of other two components. However, the supervisor of B C T felt that there are severe limitations to achieve functional education and awareness components. To some extent he viewed that the functional education component was attempted by admitting some learners in carpentry training centres but only after they complete 10 month course. On awareness component he said it would take some more time.

The supervisors opined that the N A E P would succeed if more voluntary agencies are associated. They further felt that the progress of the first year of implementation though not a spectacular success, it definitely resulted in creation of a favourable environment as anticipated by policy makers.

Suggestions:

The supervisor of B C T suggested that the present policy of extending learning free of cost to adult illiterates needs to be reviewed. The value of education will be realised only when the learners pays from his pocket. The government may supply all resource material like books etc. but the salary or the honorarium must be borne by the adults by contributions or else it is difficult to check the casual attitude of the

illiterates.

Further the supervisor suggested that government must take into confidence the voluntary agencies which were given permission to implement adult education programme. The Government should create 'demand' for education by equalizing the qualification acquired by adult illiterates to seventh or fifth class.

The supervisors of A M S, CROSS and D S S suggested more involvement of developmental functionaries as the instructor's teaching might "be monotonous and the lectures by "others" might arouse interest. The other suggestions include increase in instructors' honorarium (from 50 to 100) change in pattern, as well as emphasis of training, modifications in resource material, granting financial assistance for carrying follow-up or post-literacy programme, more freedom in selecting the instructors supply of audio-visual equipment free of cost by the Taluq Public Relations Officers etc. The supervisors of D S S and A M S in particular suggested provision for vehicles for effective supervision.

Thus an analysis of the functioning of the supervisors reveals that they have a fairly good grasp and understanding of the N A E P. They belong to young age group and the investigator noticed certain amount of commitment to their jobs. Their dissatisfaction with the training programme has to be taken note of as the training to a large extent helps them in increasing their effectiveness.

The supervisors of all the agencies did attempt to involve the developmental personnel at the block level but succeeded in varying degrees. While the supervisor of the B C T because of his good rapport with block level personnel could involve at least some of them, the supervisor of I) S S and A M S could not do much to involve them as the officials of their agencies themselves were indifferent to it.

The limitations cited by the supervisors in imparting functional education and increasing awareness must be taken into consideration. With regard to monitoring and evaluation the view of the supervisors that the instructor is overburden with paper work merits review of reporting system. That effective supervision of programmes like adult education depends on provision of conveyance facilities. Average number of visits by the supervisors to adult education centres under their control are much higher than the case with other two supervisors. The fact that one agency got the vehicles and is not thinking of giving them to supervisors further reveals the agencies' belief in the whole concept of supervision. No doubt in this case there are more number of supervisors than vehicles. But the solution does not lie in keeping the vehicles idle. Moreover, it is not a difficult problem to tackle.

As regards co-ordination, the project level committees need to be more active in agencies like AM S and D S S. Instead of meeting only once in 5 months as was noticed, it should meet once in a month to facilitate quick decision making pertaining to project. The methods of

co-ordination of B C T appear to be worth to be emulated by other agencies.

After the discussion on issues relating to the instructors and supervisors of the adult education centres, we now turn to matters relating to the learners, the target group, of the whole programme. Both qualitatively and quantitatively this is an important, if not more than the previous chapter.

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FOOTNOTES

1. Policy Statement on National Adult Education Programme, Government of India» Ministry of Education and Social Welfare, New Delhi, 1978, p. 2.
2. Dimock & Dimock, Public Administration (New Delhi : Oxford University Press and India Book House Publishers, 1975) p. 258.
3. Ibid, p. 258.
4. Mohit Bhattacharya, Public Administration (Calcutta : World Press, 1981) p. 161.
5. Ibid, p. 161.
6. N A E P : An Outline, Government of India, Ministry of Education and Social Welfare, New Delhi, 1978, p. 16.
7. Ibid.
8. Training of Instructors, Training of Adult Education Functionaries, No J 2, Directorate of Adult Education, Ministry of Education and Social Welfare, Government of India, New Delhi, 1980, p. 5.
9. Methodology of Training No: 1, Directorate of Adult Education, Ministry of Education and Social Welfare, Govt.of India, New Delhi, 1980, Pp 2-3 •
10. Ibid, p. 9.
11. Interview with Project Officer B C T, Yellamanchili, The trainess too confirmed the novel methods employed by the agencies in training programmes.
12. He is one of the most dynamic instructors of the sample and showed remarkable talents in running A *E* C. Not contended with the restrictive connotation of Social Awareness Component of the programme, this instructor explained to his learners majority of whom are agricultural labourers, the legal position with regard to the minimum wages and the learners realising how they are being cheated attempted to put up a tough posture on wage rate for a day. The powerful vested interests of the village elites thwarted their attempt to get the minimum wage by bringing lorry load of labourers from a neighbouring district. Recalling the incident the instructor bemoaned at the plight of the labourers and said that the situation is not ripe enough to emphasise the awareness, component as it may adversely affect the interests of the elites.
13. Such offers like loans have had positive and negative effects also. A good number of learners no doubt were convinced that the agencies known very much for their help will not disappoint them. However in some centres under CROSS a few learners repeatedly asked the instructor to arrange for the promised loans. The agency has its own priorities. Moreover not all those who registered in A E Cs can be given loans. Inspite of agency's best efforts to convince the learners regarding the loan position, some learner dropped out. An official of the agency thus commented that they have decided not to use loans as an attraction to admit learners in centres as this had become an additional burden to them.

14. In Centres under D S S and A M S some learners' compl aint was that the agency is interested only to establish a Centre, appoint an instructor and wash off its hands. These agencies a few learners told the researcher "One getting grants from government without questions and hence they do not need to bother about the real problems faced by us". A few learners after completion of course asked for certificates which the officials seems to have ruled out. This, they say is the least they expect from the agency.

15. The Director of Adult Education, Government of Andhra Pradesh recently told a news Conference about the government's positive thinking on this. See The Hindu, Hyderabad, 16 April 1985.

16. The objective of Farmers Functional Literary was only to increase agricultural production using latest technology available. In N A E P use of agricultural inventions is only one of the aspects. N A S P is much more broader in concept and application than Farmers Functional Literacy.

17. Here again one comes across peculiar instances. Local leaders helped in securing a room for the centre in a school or an electric connection in some areas. Such help was done only when the candidate they recommended was posted as instructor. Where the agency could not oblige the 'elite' troubles of all sorts arose. Learners were instigated to rebel against the instructor, non-co-operation • Frightening women learners if they attend classes etc. The agencies have their own version to this. They say that if local leaders recommend good candidates they do not mind accommodating one or two. But the legal leaders recommend a third rate candidate, and if they are appointed the reputation of the agency suffers. Thus these instances indicate the general difficulties faced by voluntary agencies in implementing programmes like adult education.

18. In some centres the local leaders gave lot of trouble to the instructors. An instructor was given a memo from his superiors officer of his office for his participation in the programme ostensibly at the instance of a local leader.

19. The honorarium for instructor was Rs. 50/- per month. In 1984 the Govt. increased it to Rs. 100/-.

20. Interview with instructors of D S S at Vijayawada.

21. Training of Adult Education Functionaries, Wo: 3, Training of Supervisors Directorate of Adult Education, the Author, Mew Delhi, 1980, p. 5.

22. Ibid, p. 2.

23. Ibid, p. 3, Also see Hand book for Adult Education Functionaries.

24. Ibid, p. 7.

25. Ibid, p. 6.

26. Ibid, p. 6

27. Ibid, p. 6.

28. Ibid, p. 6.

29. Handbook on Training Programme for Adult Education Functionaries, Directorate of Adult Education, Government of India, New Delhi, 1978, p. 9.

30. Various names like Project Committee, N A E P Co-ordination Committee, Steering Committee, Project Co-ordination body are used to denote the agency for co-ordinating the adult education work by the agencies in the sample. After an examination of the functions, and the instruments used for securing the co-ordination by the agencies in the sample, it was found that more or less similar functions are performed by the bodies created by the agencies to attend to N A E P work. Hence, it has been decided to use P L C's consistency for clarity.

31. At the time of the application for seeking grants, the agencies gave a brood picture of Administrative Framework for implementing the N A E P. Some agencies have mentioned about the body for looki.g after the administration of the programme. Theinvestigator called the information from different sources. Records of the Directorate of Adult Education, Government of Andhra Pradesh.

32. The B C T got the second instalment of the grant in 1981, October from the Government after more than an year of the conclusion of the programme. Recalling the incident, the Secretary of the B C T stated that they would never go for government help in this regard as they have burnt their fingers once. This will reveal how the bureaucracy can effectively drive away an enthusiastic voluntary agencie from participating in public policies.

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LEARNERS AND DROPOUTS

CHAPTER - V

Learners and Dropouts

The objective of the National Adult Education Programme is to educate illiterate adults. Education of an illiterate adult as conceived of by the policy makers of National Adult Education Programme is intended not only to promote literacy but also to extend functional education and social awareness. The results of the programme are to be judged in terms of these three criteria J literacy, functional education and social awareness. The assessment of the performance of learners in this study therefore is in terms of ascertaining the level of literacy, functional education and social awareness - attained by the learners. Besides learners it also seeks to study the impact of the programme on dropouts and potential learners. It was felt that study of the opinions of the dropouts and potential learners in equally important in determining the overall impact of the programme.

As has already been pointed out earlier, the study covers nineteen adult education centres. 30 per cent of the number enrolled at each centre that is 171 learners in all were selected. About 57 dropouts at the rate of 3 per adult education centre and 38 potential learners at the rate of 2 per adult education centre constitute the sample.

Three separate interview schedules[1] were prepared and presented to the learners (those who attended the programme for the entire duration i.e. 10 months), the dropouts and the potential learners. The schedule on the learners' sought to elicit the information from the learners on

various aspects of the programme besides their socio-economic background. The schedule on dropouts was intended to generate information pertaining not only to their socio-economic status, but also their reasons for withdrawing from the course and the conditions under which they rejoined the programme. And finally the schedule on potential learners[3] was prepared with a view to guage their reactions to the programme, as also to get some insights into the process by which the agencies identified potential learners from amongst the eligible learners.

To facilitate presentation, this chapter has been divided into five sections. These are : (1) The socio-economic background of the learners, dropouts and potential learners (2) The learners and their reasons for joining the Adult Education Centres (5) The location and the organization of the Adult Education Centres (4) The learners[1] reaction to the resource material, the method of instruction and the attitudes of instructors and (5) The reasons for the dropping out of learners and an analysis of the response from the potential learners.

1. Socio-economic background of the Learners, Dropouts and Potential Learners;

In this section, it is proposed to study the socio-economic background of the learners, dropouts and the potential learners, who are the main target group of the programme.

Tables 18 to 21 present the socio-economic background. The main variables for the study are (i) Caste and sex, (ii) age, (iii) occupation and (iv) income.

(i) Caste and sex:

Table - 18

Distribution of Caste and Sex among Learners Dropouts and Potential Learners.

Caste	Learners		Dropouts		Potential Learners	
	Male	Female	Male	Female	Male	Female
Scheduled Caste	65 (47.45)	19 (55.88)	23 (60.53)	8 **(42.11)**	10 (30.30)	3 (60.00)
Backward Caste	54 (39.42)	13 (38.24)	**11** (28.95)	5 (26.32)	10 (30.30)	1 (20.00)
Forward Caste	18 (13.13)	**2** (5.88)	4 (10.52)	6 (31.57)	13 (39.40)	1 (20.00)
Total	137 (100.00)	34 (100.00)	38 (100.00)	19 (100.00)	33 (100.00)	5 (100.00)

(Figures in parentheses indicate percentages).

In terms of caste it will be noticed from the above table that out of the total sample of 171 learners, as many as 88.30per cent of the learners belong to the lower classes i.e. scheduled caste and backward caste. Among these sections, 49.12 per cent of the learners fall into the scheduled caste category and 39.18 per cent belong to the backward class. The percentage of forward classes is 11.70. Thus nearly 90 per cent of the learners in the sample belong to the lower classes. As one of the aims of the National Adult Education Programme is to reach the rural poor and those sections which

suffer educational deprivation, the study shows that the programme has succeeded in reaching the intended target group to a more than substantial extent.

Sex-wise too the results are encouraging. Among the scheduled caste learners in the sample around 23 per cent are females and among the backward classes they constitute about 20 per cent. The response from the learners belonging to the forward class is relatively unfavourable. This may be due to the fact that these sections of the population do not prefer to join adult education centres as they have had some rudimentary education already. But, interestingly enough, there is also another reason which cannot but be taken into account. Some of the people from the forward castes have expressed the view, in oral conversation, that as programmes like these are likely to draw the backward classes and that, therefore, they would not like to Join in. This is no doubt a typical instance of an elitist reaction.

Dropouts:

Analysis of the data on dropouts[4] shows that the scheduled castes constitute about 54.39 per cent of the total dropouts in the sample. The backward classes account for 28.07 per cent followed by forward classes which is 17.54 per cent. The high dropout rate of the scheduled caste learners may be attributed to a lack of motivation. The responses of the dropouts support this conclusion. This aspect of the problem will be highlighted in greater detail later. The other reasons for dropouts from the programme are also dealt within the later part of this chapter.

Potential Learners:

Here again, about 63.16 per cent of the respondents belong to lower classes though when compared to the learners' sample the figure for the forward castes is slightly higher here. The percentage of forward classes in this category is slightly higher. So the voluntary agencies have by and large succeeded in attracting the lower sections of illiterates to the programme.

Age:

The National Adult Education Programme (N A E P) is intended mainly for those people who are in the 15-35 age group. The interview schedules canvassed for learners, dropouts and potential learners includes a question about their age with a view to finding out how many respondents fall in this age group. The following table reveals the age-wise distribution of these respondents in the sample.

Table - 19

Age-wise distribution of Learners. Dropouts and Potential Learners.

Age Group	Learners		Dropouts		Potential Learners	
	Hale	Female	Male	Female	Male	Female
Below 14	16 (11.68)	10 (29.41)	3 (7.89)	-	-	-
15 - 20	27 (19.71)	10 (29.41)	16 (42.11)	10 (52.63)	6 (18.18)	2 (40.00)
21 - 25	35 (25.54)	5 (14.71)	7 (18.43)	4 (21.05)	11 (33.33)	2 (40.00)
31 - 35	19 (13.87)	2 (5.88)	3 (7.89)	1 (5.27)	3 (9.09)	- -
36 and above	20 (14.64)	5 (14.71)	3 (7.89)	- -	1 (3.04)	- -
Total	137 (100.00)	34 (100.00)	38 (100.00)	19 (100.00)	33 (100.00)	5 (100,00)

(Figures in parantheses indicate percentages)

An analysis of the age of the first category of respondents i.e. learners shows that about 74 per cent male learners and about 56per cent female learners fall in the age group of 15-35. Thus a majority of learners (65 per cent) belong to this intended target group which is in conformity with the policy objectives of the National Adult Education Programme.

However, it is interesting to find that while the programme is intended to cover those in the age group of 15-35, 26*28 per cent of the males and 44.12 percent of the females of the sample fall outside the intended target group. This fact has a bearing on the adequacy or efficacy of the target group survey conducted by the agencies running the programme. These agencies conducted surveys among the people to identify those who came under this prescribed age group. Further they canvassed among those so identified to join the programme. Those who expressed a desire to join the programme were identified as potential learners. As it is an established fact that a overwhelmingly large sections of the village population in this age group is illiterate the members that are eligible for the programme are bound to be much more than those who could be covered by the programme. In other words, those that are enrolled as learners will necessarily be a small percentage of the eligible learners and the agency surveys were supposed to identify potential learners from among the eligible learners to be inducted as learners. The point is that as a good minority of learners in the sample do not fall in the eligible learners category, it would seem that the identification of potential learners was not strictly made from the eligible

category. This point is corrobarated from the information gathered from **the** response of potential learners. No doubt, some potential learners have not joined the programme for various reasons even though canvassed to do so. But Table 20shows that there were some eligible learners who informed the researcher that they were not approached at all. Had the survey by voluntary agencies been more exhaustive some more learners could have **been** identified to fill the places which were actually filled by those falling outside the intended age group as is shown in the sample. The induction of those falling outside the age group not only prevented some eligible learners from coming in, but also raised certain specific problems by the admission of those above and below the age group.[6]

Coming back to the main table, the following points are worth rioting. As can be noticed in the table, the respondents in the sample i.e. the learners, the dropouts and the potential learners fall into different age-groups. About 45.25 per cent male learners and 44.12 per cent female learners figure in the 15-25 age group. Both male and female learners of this age group thus constitute about 45.03 per cent of the sample for this age group. About 28.47 per cent male learners and about 11.76 per cent female learners figure in the 26-35 age group thereby constituting 25.15 per cent of the total sample of this age group. Thus one can make an interesting observation that younger people (15-25) are attracted to this programme.

Occupation:

An analysis of the occupational background of the three kinds of respondents is attempted in this section to understand which occupational

group of respondents is represented more, and what the pattern of occupational distribution is. The details are presented in table 20.

Table – 20

Occupational Distribution of Learners Dropouts, Potential Learners.

Occupation	Learners		Dropouts		Potential Learners	
	Male	Female	Male	Female	Male	Female
Agricultural Labour	54 (39.42)	27 (79.42)	20 (52.63)	13 (68.43)	21 (65.64)	3 (60.00)
Small Farmers	32 (23.36)	2 (5.88)	5 (13.16)	1 (5.26)	5 (15.15)	- -
Marginal Farmers	7 (5.11)	- (-)	2 (5.26)	- -	1 (3.03)	- -
Large Farmers	1 (0.73)	-	-	-	-	-
Non-Agricultural Labour	17 (12.41)	2 (5.88)	7 (18.42)	3 (15.79)	4 (12.12)	1 (20.00)
Rural Artisans	5 (3.65)	1 (2.94)	3 (7.89)	1 (5.26)	1 (3.03)	- -
Others	2 1 (15.32)	2 (5.88)	1 (2.64)	1 (5.26)	1 (3.03)	1 (20.00)
Total	137 (100.00)	34 (100.00)	38 (100.00)	19 (100.00)	33 (100.00)	5 (100.00)

(Figures in paranthases indicate percentages)

A close study of the Table brings out an interesting fact that a majority of learners, dropouts and potential learners i.e. approximately 48, 58, and 63 per cent respectively belong to agricultural labour. Small farmers, the next category of respondents, constitute about 20 per cent among the learners, 11 per cent in the dropouts and nearly 14 per cent among the potential learners. The other occupations, barring large farmers, are more or less evenly distributed in the sample. Thus the target number of learners are from the agricultural labour category who have shown a keen interest in this programme. The reasons for a large number of dropouts from the said category are analysed elsewhere in this chapter. Significantly, a lesser number of rural artisans and non-agricultural labour were attracted to this programme and a considerable number then dropped out.

Income-wise distribution:

The income-wise distribution of the learners, dropouts and potential learners is also investigated to study which income group has evinced greater interest in the programme. The details of the income distribution of the three categories of respondents is presented in Table 21. (Table in page No: 184).

A major percentage of the learners (51-46 per cent) belong to Rs. 1501-2500 per annum category of income. Female learners as can be seen from the Table, constitute about 64.71 per cent and male learners constitute 48.18 per cent of the sample. About 23 per cent of the male learners,

and about 21 per cent of female learners fall in 501-1500 income bracket.

Table - 21

Income-wise distribution of Learners
Dropouts and Potential Learners

Income per annum	Learnters		Dropouts		Potential. Learners	
	Male	Female	Male	Female	Male	Female
501-1500	32 (23.36)	7 (20.59)	16 (42.11)	9 (47.37)	13 (39.39)	3 (60.00)
1501-2500	66 (48.18)	22 (64.70	12 (31.57)	5 (26.32)	13 (39.39(	2 (40.00)
2501-3500	26 (18.98)	4 (11.76)	5 (13.16)	3 (15.79)	7 (21.22)	- -
3501-4500	5 (3.65)	1 (2.94)	5 (13.16)	2 (20.52)	mm	-
4501-5500	1 (0.73)	-	-	-	-	-
5501-and above	7 (5.10)	-	-	-	-	-
Total	137 (100.00)	34 (100.00)	(100.00)	19 (100.00)	33 (100.00)	5 (100.00)

(Figures in the parenthesis indicate percentages)

A good minority of the learners constituting nearly 18 per cent of the sample belong to Rs.2501-3500 income group.

Coming to the dropouts, a majority of them(44 per cent) belong to the Rs. 501-1500 income group while about 29.82 per cent fall in the Rs. 1501-2500 income group. The rest of the learners are more or less evenly distributed in the higher income brackets. As far as potential learners are concerned, 42.10 per cent belong to the Rs. 501-1500 income range while 40 per cent fall in the Rs.1501-2500 category. Thus, it is interesting to observe that about 73 per cent of the learners, 73.68 of the dropouts and 81.57 per cent of the potential learners fall in the Rs. 501-1500 bracket, i.e. the lowest income group unions. This income group mainly depends on agricultural labour for their livelihood. As can be observed from the Table, the dropouts are in a higher percentage amongst the Rs. 501-1500 group. Probably this is accountable due to the lack of motivational techniques on the part of the agencies enrolled. Yet, there are other explanations also. The percentage of dropouts show a declining trend as the income grows. This may be due to the fact that in general people try to concentrate on education as their economic status improves.

Data on potential learners confirm the general income levels of the respondents in the villages. Their reasons for not joining are dealt with separately.

Former Literacy Level.:

Another important variable considered for measuring the interest of respondents is their earlier literacy level. The policy planners of the

National Adult Education Programme visualised that "illiterates", as the term literally suggests are the priority group for the National Adult Education Programme. With a view to know whether the agencies satisfied the policy directive that total "illiterates" be given preference in enrolment, the schedules administered on the learners carry a question to find out whether they attended a school or studied privately before enrolment in an adult education centre. The schedules on dropouts and potential learners include a question whether they were literates or illiterates. For the purposes of the present analysis a literate is one who studied upto 3rd standard either in school or privately. The details are presented in Table-22.

Table - 22

Distribution of Learners, Dropouts, Potential Learners, according to the earlier literacy level

Literacy	Learners		Dropouts		Potential Learners	
	Male	Female	Male	Female	Male	Female
Illiterates	90 (65.69)	30 (88.24)	30 (78.95)	16 (84.21)	32 (96.97)	5 (100.00)
Literates	47 (34.31)	4 (11.76)	8 (21.05)	3 (15.79)	1 (3.03)	-
Total	137 (100.00)	34 (100.00)	38 (100.00)	19 (100.00)	33 (100.00)	5 (100.00

(Figures in the parenthesis indicate the percentage)

It will be observed from the Table that nearly 70 per cent of the learners enrolled are total illiterates, which means that the voluntary agencies have followed the policy directive of giving priority to total illiterates. The fact that about 30 per cent of learners who have had some level, of literacy were given admission confirms the limitations of the survey conducted by the agencies. As can be noticed from the Table the dropout rate among the illiterates is as much as 80 per cent. About 90 per cent of the potential learners in the sample are "illiterates".

A general analysis of the socio-economic background of learners, drop-outs and potential learners discussed above help us in deriving a few more inferences.

1) The agencies have, by and large, satisfied the policy objective of attracting the target group of learners in the age group of 15-35 though more attention on the survey would have resulted in attracting larger numbers in this group.

2) The proportion of dropouts in the 15-35 group is higher, suggesting that there were drawbacks in the methods of motivating them to stay for the 10 month duration.

3) The programme implemented through agencies in the sample did attract a large number of adults belonging to priority groups like scheduled castes and backward classes.

4) The agencies also broadly followed the objective of giving preference to lower income groups in enrolment in the adult education centres.

5) The record of the earlier literacy level of learners and drop-outs suggests that the agencies, to a large extent enrolled learners with no literacy level, though much needs to foe done in perfecting the survey method adopted by the agencies.

Section - II

The Learners and their reasons for joining A E Cs:

The socio-economic background of the learners, dropoouts and potential learners has been analysed to make a comparative study of various income and caste groups that were attracted to the programme. In this section the reasons given by the learners forjoining the Adult Education Centres are analysed. These reasons are considered as important for measuring the level of interest of those who attended the programme. Table-23 . presents the reasons given by the learners forjoining the Adult Education Centres.

Table -23

Reasons forjjoining A E C by learners

(in percentages)

Reasons	AMS	DSS	BOT	CROSS
Sample	90	27	27	27
1. To learn signature	75	50	46	50
2. To be able to read/write	60	60	35	40
3. To be able to identify bus names	80	70	75	60
4. To be able to identify cinema names	85	85	90	80
5. To learn about agriculture	25	30	20	50
6. To recognise rates in shop	50	45	20	25
7. Helpful at new places	15	45	10	30
8. To understand the contents of pronotes	55	40	65	62
9. To gain general awareness	5	7	15	15
10. To be able to estimate wages	15	45	10	35

However, it should be kept in mind that the reasons stated by learners need not always be the felt needs of the learners, It is possible to change the response pattern as well as the very reasons by providing an appropriate mix of the activities and learning experiences in the centres. For example, if the functional education component is strengthened by giving them training in some trades like carpentery, masonery or weaving, incorporating the latest methods, there will be an appreciable change in the response pattern.

It can be seen that reasons closely related to the desire to learn. ' to read and write, acquire numeracy, and increase general knowledge to seem to motivate the learners. For example, 'to be able to read and write[1] has been given asthe reason by about 50 per cent of the learners in the centres run by all the four agencies. Similarly, 'able to learn numeracy' constitutes the motivation of 59 per cent to 47 per cent of the learners. The desire to know about agriculture seems to be the factor motivating 51 per cent of 39 per cent of the learners while a need to get familiar with weights and measures is given as the reason inspiring about 50 per cent of the learners (52 to 42) to join the course. These figures indicate an encouraging trend.

But, what is strange is that 'odd' reasons like being able to identify cinema names motivated a much larger percentage of learners (70 to 62)to join the course. The desire to be able to identify buses and find out their destination also figures as a reason for 63 to 47 per cent of the learners. Learning to put their signature is another reason given by a relatively high number of learners 61 to 51 per cent. Perhaps this reflects

the need for literacy arising out of involvement in litigation. The lower classes are often caught up in situations involving forgeries and some other malpractices. Incidentally, the phenomenal increase in the incidents of writing applications for loans, house sites and various other 'opportunities' now brought to the rural poor as part of the package on development may also account for this urge to learn to put their signature instead of the proverbial 'left hand thumb impression[1] which had become the badge of illiteracy in India.

In contrast, reasons relating to the acquisition of functional knowledge appear to motivate less. Thus, 'learning a trade' received a positive response only from 30 to 18 per cent of the learners. 'Knowing about animal husbandry'gets the least score, a mere 15 to 0 per cent. It is equally disheartening to know that very few, (15 to 0 per cent), are motivated by the desire to increase their general knowledge.

Awareness about the existence of A E C:

Learners' awareness about the Adult Education Centre is one of the variables that generally suggests the flow of communication in villages. It is also important to study the sources of awareness in order to know how communication reaches the beneficiaries. A study of the dissemination of information and the people who spread it would also throw light on the capability of agencies to mobilize different sections of people and use them for positive purposes. In this section sources of awareness have been identified and the contribution of each source is empirically tested, the details of which analysis are given in Table 24.

Table - 24

Awareness about the existence of Adult Education Centres

Agency	Sources				
	Friends	Instructors	Elite	Others	Total
Andhra Mahila Sabha (A M S)	20 (22.22)	41 (45.55)	11 (12.25)	18 (20.00)	90 (100.00)
Bhagavathula Charitable Trust (B C T)	3 (11.11)	14 (51.86)	6 (22.22)	4 (14.81)	27 (100.00)
Comprehensive Rural Operations Service Society (CROSS)	2 (7.40)	10 (37.04)	8 (29.63)	7 (25.93)	27 (100.00)
Durga Sangh Seva Samaj (D S S)	4 (14.81)	13 (48.15)	7 (25.93)	3 (11.11)	27 (100.00)

(Figures in parentheses indicate percentages)

A close observation of the Table reveals that the instructors and the 'elite' are the most important sources who have given publicity to starting of Adult Education Centres.

An analysis of awareness agencywise further reveals that 45.55 per cent of the instructors in the centres run by A M S took up the responsibility of informing the illiterate adults about the existence of Adult Education Centres. In the rest of the agencies too, the major burden of campaigning

about adult education centres was borne by the instructors. The other sources include block officials, general publicity like drum beat methods in some villages. Thus, the learners themselves feel that information about the exitence of the centres was publicized adequately through several sources.

Section III

Location and Organization of Adult Education Centres:

Adult Education under National Adult Education Programme takes place in what is called Adult Education Centre (A E C). Although it is non-formal is one sense, adult education has some formal structure. Classes are held in a particular place for a specified period and a specified content is taught. Thus adult education requires certain physical facilities such as suitable place for holding the classes.

Table - 25

Location of Adult Education Centres

Agency	School	Temple	Other Public place	Open space	Instructor House	Private House
Andhra Mahila Sabha	20	-	20	10	30	20
Bhagavathula Charitable Trust	-	34	33	-	33	-
Comprehensive Rural Operations Service Society	-	-		-	67	33
Durga Sangh Seva Samaj	34	-	-	-	33	34

As can be seen in the Table a considerable number of the Adult Education Centres in the sample (37 per cent) were run in the instructors[1] houses. About 21 per cent of Adult Education Centres are located in private premises. The rest of the adult education centres are evenly distributed among various other places like schools, temples, open spaces and other public places. Some of the learners felt that the location of Adult Education Centre at the instructors' houses may not be very convenient to them, but temples, private houses, open places and other places, in their opinion may not provide a conducive atmosphere to run adult education centres. General inhibitions and reservations of adults to a particular place other than a public place will have a negative impact on their attendance.[7]

Illumination and Seating arrangement at A E Cs:

Regarding physical facilities available at the Centre, out of 19 adult education centres nearly 8 adult education centres which had classes in the evening or late night had electric lights whereas the rest of the centres depended on kerosene lamps. As many as 16 adult education centres, the learners reported, had no special seating arrangements; learners in these adult education centres squatted on the ground. Only a few adult education centres, the learners reported are provided with durrie mats or benches for this purpose.

Distance:

Adult Education Centres in the sample were held at different places. The suitability of the place for conducting adult education classes depends on how the learners feel about the convenience of the place. The location

of the Adult Education Centre, was generally close to the learners' houses. Most of the learners (81 per cent) considered the distance between the Adult Education Centre and their houses to be minimal. But it will be interesting to note that 18 per cent of the learners complained that because of the distance involved, the location of the adult education centre was not convenient to them. A good number of learners also complained about some inadequances in the adult education centres like splace, lighting and the problem of noise.

Attendance:

One of the major tasks involved in running an adult education centre is to ensure the regular attendance of learners. The objectives of the national adult education programme cannot be realized unless a majority of the learners enrolled attend adult education centres regularly. The schedule canvassed for learners includes a question whether they have attended the classes regularly at the adult education centre. In order to establish the veracity of the information given by the learners, the attendance registers maintained by the instructors were examined. The following table gives the general pattern of agencywise attendance as gathered from the registers.

Table - 26

Average Daily Attendance - Agencywise

Sl.No.	Agency	Average daily attendance	Percentage
1	Andhra Mahila Sabha	25	83.33
2	Bhagavathula Charitable Trust	21	70.00
5	Comprehensive Rural Operations Service Society	22	73.33
4	Durga Sangh Seva Samaj	26	86.66

Source J Attendance Registers of the A E Cs.

An overwhelming msgority of learners in the sample (84 per cent) said that they have regularly attended the adult education centre. Some of the learners said that they could not attend regularly owing to a number of reasons like being busy with the peak agricultural session, domestic problems, health problems, the difficulty of going daily to a far away place for work, fatigue etc.

The response given by a majority of the learners regarding their attendance is corroborated in the table above. As can be seen from the table the average attendance of learners ranged from 21 learners to 26 learners per day. The highest average recorded is in the Gannavaram block of Krishna district, where Durga Sangh Seva Samaj ran the centres. In other centres the recorded attendance varies between 21 to 25 learners per centre. In terms of percentage nearly 87 per cent of learners are reported to have attended regularly the centres run by D S S. The attendance in other centres varies between 70 and 83 per cent.

Yet this could not be the whole story regarding the attendance. During the field work the researcher detected that the learners' regularity as reported by them personally is not totally reliable. There are some indicati ons of manipulation of the attendance register in some of the adult education centres. The register would show that an adult education centre had completed a 10 month period while, as a matter of fact, some centres were closed before the end of the stipulated period, and some were closed temporarily. Of course the possibility for manipulation of register and evidence of it in a few cases should not lead to the conclusion that the

entire data collected from the register viz. the information on the duration of the adult education centre, actual number of classes held, genuineness of the list of attendance learners are unreliable.

Section IV

Learners' reaction to the Learning Material, Method of Instruction and Instructors:

The response of the learners to the material supplied, their opinion about the method of instruction, and their general assessment of the instructor, their achievement in literacy and their recapitulation of various topics discussed at the Adult Education Centres are studied in this section.

The agencies are expected to supply to all the learners in an adult education centre a slate, printed books, a work book, pencils and slate pencils and other material. The schedule tried to elicit responses on whether the learners in the sample received the reading/study material. The following table (table 27) gives details about the material supplied to the learners in various adult education centres.

Table- 27

Supply of Teaching/Learning Material as stated by Learners 9

(in percentages)

Sl.No.	Agency	Slates	Books	Note books	Pencils	Slate Pencils	Others
1	A M S	61	62	20	38	**61**	18
2	B C T	**69**	61	**26**	42	**67**	16
5	CROSS	**62**	**57**	**17**	-	**65**	14
4	D S S	**54**	51	**15**	32	**56**	17

More than half the learners in the sample reported the receipt of the slates, the first item usually supplied to the learners. Regarding books, about 62 per cent of the learners enrolled in centres organized by Andhra Mahila Sabha reported receipt of the books, while 61 per cent of learners registered in the adult education centre conducted by the Bhagavathula Charitable Trust confirmed the receipt of books. Interestingly enough only 51 per cent of the learners in the sample received books in the centres run by the Durga Sangh Seva Samaj.

An inter-agency comparison of the other material supplied to the learners reveals that 67 to 56 per cent of the learners in the sample reported that they have received slate pencils, 26-15 per cent learners were given work books and 42-32 per cent got pencils . Except B C T and CROSS which supplied other material like maps, posters etc. to the Adult Education Centre, the other two agencies have not done anything.

Thus a good number of the learners in the sample got the learning material. An interesting observation here is that the agencies do not seem to have geared up themselves to implement the programme. While a good percentage of learners in the sample complained that learning materials were not supplied to them because the instructors have not received them in sufficient number, the agencies when asked to clarify this fact brushed aside the complaint and preferred to throw the blame on learners for giving away the printed and other material to their children. However, one agency admitted the lapses in the distribution of material to the learners and an official of the agency told the researcher that these lapses are bound to take

place in the first year of the programme. As the agency gains experience it would try to rectify its defects. There is some element of truth in the agencies' disatisfaction with the learners regarding learning material. In some of the adult education centres in Yellamanchili ftbck where B C T implemented the programme those learners who got themselves enrolled got the material but a few of them dropped out and fresh learners we re enrolled to fill the vacancies. The newly enrolled were not given printed material for obvious reasons. The other material is made available to them with the local common community help. The expenditure on printed and other material is high and there is little financial leeway for the agencies to divert money for the material from other sources.

An assessment of the actual achievement of the learners would also provide an interesting comment upon the impact of the methods of instruction employed. The literacy levels achieved by the learners were assessed by actual testing. For assessing the level of literacy achieved about 12 categories were identified. They included identifying the alphabet, reading words, writing words, reading sentences, writing sentences, identifying numbers, adding single digits, substracting single digits, multiplying and division of single digits, addition of two digits, substraction of two digits, multiplication and division of two digits.

The method of testing was however not standardized i.e. no standard technique, materials or methods were used. For testing reading and writing abilities the primers supplied by the respective agencies to the learners were used and depending on the type of test in reading and writing the

words/sentences were randomly picked up and the learner was asked to read them. Similarly the learners were given a piece of paper and were asked to write words/sentences. In some cases the learners signature was taken as a test to assess his level of achievement in writing. Although there were instances of learners getting diffident, there were quite a few learners who showed a keen interest in answering the questions. Often the testing went beyond the material supplied to the learners. In some cases the newspapers which the investigator carried with him was used to assess the level of the learners literacy.

The percentage of learners falling under different levels of achievement against each category are presented in table 28. For each category again the responses are divided into three levels of achievement i.e. (i) all wrong, (ii) slow and partially correct and (iii) fast and all correct answers. Literacy here is taken in the conventional sense of skills in reading, writing and arithmatic. Separate tests were given to the learners for assessing their skills in reading, writing and elementary arithmetic skills. It was thought that a sort of a three category division is regarded as good enough to rank the achievement of the learners, though more sophisticated techniques could have yielded even more precise indicators.

A majority of the learners (57.8 to 79 per cent) have acquired the ability to identify the Telugu alphabet. It can be seen from the Table-28 (in page Not 201) that a good number of learners have also acquired the ability to read and write the words. We notice a fall in the percentage of

Table - 28

Literacy Levels Achieved by the Learners

(in percentages)

Sl. No.	Type of Test	Andhra Mahila Sabha			Bhagavathula Charitable Trust			Comprenehsive Rural Operations Service Society			Durga Sangh Seva Samaj		
		All wrong	Slow and partially correct	Fast and all correct	All wrong	Slow and partially correct	Fast and all correct	All wrong	Slow & Partially correct	Fast and all correct	All wrong	Slow and partially correct	Fast and all correct
1	Identifying Alphabets	2.9	24.2	72.9	1.8	19.2	79	1.9	19.1	79	3.6	38.6	57.8
2	Reading words	2.4	36.9	60.7	2.1	24.6	73.3	1.7	22.9	75.4	3.9	48.7	47.4
3	Writing words	25.7	48.3	26.6	19.8	42.1	38.1	18.9	46	35.1	29.2	46.8	24
4	Reading sentence	11.1	49.4	39.5	9.8	41.2	49	8.1	45.1	46.8	12.1	59.2	28.7
5	Writing sentences	26.12	48.12	25.8	21.9	42.1	36	29.2	39.5	31.3	31.2	52.6	16.2
6.	Identifying numbers	4.8	15.6	79.6	3.1	12.2	84.6	3.4	11.7	84.9	4	18.1	77.9
7.	Adding single digits	72	26.3	1.7	59	38.1	2.1	63	34.3	2.7	76	2.8	1.2
8	Substracting single digits	78.1	21.2	0.7	65	32.9	2.1	67.1	31.2	1.7	79.1	20.2	0.7
9	Multiplication and division of single digits	72.7	26.1	1.2	66.1	32.3	1.6	67.1	32.7	0.2	76.9	22.1	1
10	Addition of two digits	76.2	22.6	1.2	67.2	30.5	2.3	69.2	28.6	2.2	79.9	19.1	1
14	Substraction of two digits	78.1	20.7	1.2	70.1	27.8	2.1	69.9	27.8	2.3	79.9	19	1.1
12	Multiplication and division of two digits	76.8	21.6	1.6	69.7	28.2	2.1	70.1	27.6	2.3	82	16.9	1.1

adults who reported achievement of ability in reading and writing sentences (16.2 - 49 per cent). But as far as identifying numbers are concerned a good high percentage of learners (77.9 - 84.9) have achieved it.

An inter-agency comparison in reading and writing abilities of the learners would reveal that learners in B C T are better placed than others. An impressive percentage (79 per cent) of learners achieved ability to identify words, alphabet followed by numbers registered in centres under GROSS. Compared to B C T and CROSS the learners under D S S did not do well. Only 57.8 per cent could identify words while a much less percentage (24) could write words. Perhaps, this may be due to ineffective instructors in their centres under D.S.S.

An assessment of the learners' achievement in literacy presented above brought to light the relative importance each agency had given to the three R's (Reading, writing and Arithmatic). Here an attempt will be made to present the opinions of the learners on the topics that were taught to them besides literacy. Details about the topics discussed by various people besides instructors are given the table - 29, (page No: 203).

As can be seen from the table -29 a majority of the learners in the sample (72 - 50 per cent) reported that they were taught about health and sanitation. Agriculture, which is the primary occupation of a majority of respondents appears to have received its due as a considerable number of learners reported its coverage in the Adult Education Centres (39-56 per cent). A good number of (30-50 per cent) learners further reported

That discussion about minimum wages was one of the topics taken up in Adult Education Centres which aimed at educating them on the prevailing laws about the minimum wage. The inter-agency comparison would reveal that more learners enrolled under 'CROSS' reported the coverage than other agencies.

Table - 29

Percentage of learners reporting about the topics taught at A E Cs.

Sl.No.	Subjects	AM S	D S S N=27	C R O S S N=27	B O T N=27
t	Alphabet	80	72	74	60
2	About the village	40	35	50	45
3	Panchayat Institutions	-	25	50	35
4.	Agriculture	45	59	51	56
5	Animal husbandry	45	15	55	17
6	Health&Sanitation	72	64	56	50
7	Minimum wages to agriculture labour	30	55	50	47
8	Democracy	-	-	20	31
9.	Family Planning	45	22	45	44
10.	National Integration	50	18	36	31
11.	Miscellaneous	48	40	51	38

It is interesting to observe from the table that not a single learner under Andhra Mahila Sabha reported coverage about the Panchayati Raj institutes which are the major implementors of rural development programmes. About 25 to 50 per cent of learners in Centres run by other agencies reported that Panchayati Raj was taught in their respective Centres. Two agencies (A M S and D S S) did not seem to have dealt with anything to do with democracy. The subject of Family Planning however received its fair share (22.44 per cent). Some learners also got information on national integration.

Thus the above analysis of topics dealt within Adult Education Centres as reported by learners help us in drawing two inferences J (1) The agencies have, by and large, given importance to the literacy component of the programme (60-80 per cent) rather than to the other components. Though the learners reported the coverage of topics under functional education (agriculture, animal husbandry) and social awareness, we are not sure as to how much they internalized since there is no report on this from the learners. The researcher also noticed some confusion in the understanding of the instructors, supervisors about the concepts like functional education and social awareness.) Functional education is understood by instructors to be a component which emphasises the increase of production. Awareness building as contemplated by the policy makers is much more difficult in rural areas as any move towards it would be viewed suspiciously by the entrenched elite sections of the society. The learners reported that though they were told about latest methods in agriculture they were not in a position to experiment with these now. Further,

because of relatively high investment need and technical knowhow. functional education is not restricted to a narrow connotation. It ought to be used to stand for that knowledge which helps a learner to solve the day to day problems faced by him. With the help of the knowledge he acquires through the adult education centre, he should be able to function better in life.

A resourceful, enthusiastic instructor would facilitate the success of the National Adult Education Programme. Keeping this in view learners were asked to give their opinion about their respective instructors. The responses were categorised in table-30.

Table - 50

Learners' opinion about Instructors

(in percentages)

Agency	Good Teacher	Old Man	Cannot explain the lesson	Failure to control	Rigid	Irre-gular	Others
A M S	34.5	-	76.5	51.2	10.6	31-4	29.6
B O T	73.0	-	21.6	-	5.4	17.8	16.8
C R O S S	56.8	10.4	27.4	-	19.8	19.8	30.6
D S S	23.4	60.6	68.8	59.6	21.6	40.0	31.6

As can be seen from the table-30, a good majority of respondents (69.0) enrolled in centres under B C T rated their instructor as 'good' followed by learners in centres run by CROSS (56.8 per cent). But the learners registered in centres under Andhra Mahila Sabha and Durga Sangh Seva Samaj seemed to have been dissatisfied with their instructors.

A considerable number of learners (52.6 per cent)in centres under Andhra Mahila Sabha categorically expressed an opinion that their instructors do not have the capacity to teach them properly. Some of them (49.1 per cent) have admitted the instructors' failure to even control them. A fair number (12.12 per cent) cited instances of the irregular attendance of the instructors. Similarly the learners enrolled in Adult Education Centres under Durga Sangh Seva Samaj also expressed their opinions on the limited ability of their instructors (68.8 per cent) lack of control on them (59.1 per cent) and irregularity in attendance (14 per cent). A good majority in these centres attributed their failure to benefit from the adult education centre due to the 'old age' of these instructors.

Thus the opinions of the learners about their respective instructors gives us a broad picture about the type of instructors attracted to this programme. The fact that the instructors chosen by two agencies B C T and CROSS have been favourably rated by the learners, taken together with the fact that these instructors appointed by the agencies are relatively young confirms the view that in the choice of instructors in future, unless the youth are given preference in recruitment as instructors, the learners will not get the necessary enthusiasm and even dropout. The Durga

Sangh Seva Samaj had appointed all teachers (either retired or in service). While the two retired teachers could not win the confidence of the target group the third instructor proved an asset to the agency. The fact that he mobilized a good section of learners and even organized a type of revolt in pressing for an increase in the wages for the agricultural labourers, to an extent, indicates the rapport and confidence that young and ehtusiastic instructors could establish vis-a-vis the learners.

Of the three agencies only 3 C T and CROSS which have some base in their respective areas of operation could succeed to some extent in mobilizing and motivating a large number of illiterates to attend Adult Education Centres. They have one advantage which the other two agencies do not have i.e. economic programmes in the villages.

Thus the analysis of various factors connected with the National Adult Education Programme reveal that programme is in need of certain modifications. Learners are the right judges to measure the success of the programme. Keeping this in view the respondents in the sample were asked to give their suggestions to increase the effectiveness of the programme. The responses are categorized agencywise. Several suggestions were made by them which are presenting in the following table, (page No: 208)

A majority of the learners suggested (62 - 69.6 per cent) felt that if some economic incentives are offered to the learners there would be a greater possibility of the programme being a success. Flexibility in timings of the Centres (31 - 26.8 per cent), good lighting facilities

(32.6 - 25 per cent), display of maps and charts (23 - 20.6 per cent), provision for audio and visual aids in the centres (31 - 19 per cent), regular supply of study material (40-14.6 per cent) extension of the duration of the programme from 10 months to 2 or 3 years (35 - 14.8 per cent), changes in the curriculum (27.4 - 7.6), increasing the functional education component (14.3 - 6.8) are some other important suggestions made.

Table -31

Suggestions given by Learners for the success of the Programme-Agencywise

S.No.	Suggestions	AMS	BCT	CROSS	DSS
1	Economic incentives to learners	62.6	65.0	69.6	68.8
2	Flexibility in timings	29.7	26.8	31.4	30.7
3	Good lighting facilities	25.0	27.6	30.8	32.6
4	More about functional education	-	14.3	6.8	
5	Provide radio-T.V. etc.	31	30	29	19
6	Regular supply of study material	29.1	-	14.6	40.3
7	Centres should not be closed after 10 months	14.8	27.2	35.1	-
8	Own building	7.8	17.4	16.8	15.3
9.	Supply of maps and Charts	22.1	20.6	20.4	23.2
10.	Change in curriculum	10.1	7.6	21.2	27.4
11.	Good Instructor	11.4	3.6	10.8	29.8
12.	No suggestions	20	18	24	31

Suggestions such as economic incentives indicate the general condition of poverty in which a majority of the rural poor are living and their inability to recognise the long term benefits of adult education. Perhaps it is precisely in these matters that voluntary agencies are better placed to show some incentives. Providing immediate cash benefits apart, some sort of benefits like part-time employment, development inputs etc. which some of the agencies are in a position to deliver to the learners in particular, or to their community in general, may not be all that impossible. Probably this was one of the factors that the policy makers had in mind in involving voluntary agencies in the programme. Again it is precisely here that the role of voluntary agencies is underlined. Though the expectation of economic incentive by learners is not entirely wrong the very suggestion points to the somewhat weak motivational techniques adopted by the agencies.

Certain suggestions like starting of adult education centres in separate places like schools are well taken in the sense that there are practical difficulties faced by learners in attending the adult education centre. For instance a good number of learners reported that during the rainy reason they faced many problems. So also is the suggestion for better lighting facilities. Structural changes like careful planning, preparation of suitable learning material reflecting the three components of the programme, recruitment of competent instructors, demand the attention of the policy agencies present and potential.

Certain other suggestions like increasing the functional education component, providing audio and visual equipment to attract and retain the learners are also good suggestions which have to be taken into consideration. The absence of these minimum necessities will point out the deficiencies of the planning of the programme.

Section : V

Drop-outs and Potential learners : their reasons for dropping out and not joining the A E Csi

The socio-economic profile of the dropouts and potential learners had been presented in the first section. In this section an analysis of their reasons for joining the Centre and their reasons for dropping out subsequently will be taken up.

It flaay be relevant here to mention that the educational planners did not give much importance to the problem of dropouts when the adult education programme was purely voluntary. Several studies conducted on the National Adult Education Programme found it rather difficult to define dropouts in a precise way. The problem of dropouts assumes greater significance today than before as the target of covering 110 illiterates was put at 1990.

A dropout canbe defined as a participant who quits the course before its completion.

An analysis of the reasons which contributed to his/her dropping out is considered necessary to appreciate why a particular learner dropped out from the programme. This analysis is intended to help us understand the general attitude of the learners towards the programme. Apart from this, the analysis would throw light on the shortcomings of the programme and provide feedback about it to help the policy makers to carry out

necessary modifications in the various aspects of the programme.

However, before we study the reasons for dropout it must be ascertained as to what reasons prompted him to attend the centre initially. Hence, the schedule on dropouts contains a question on the reasons for joining the programme. It may be mentioned that in the table-23 dealing with the reasons why learners joined, the dropouts among the initial learners are not included. That is why, the reasons given by those that dropped out need again to be analyzed. The reasons for joining the centre as given by dropouts are presented in the Table-32.

Table - 32

Reasons for joining A E Cs as stated by dropouts

Sl.No.	Reasons for joining A.E.C.	Male	Female
1	To learn general knowledge	21.05	-
2	To learn Alphabet	26.34	42.10
3	To learn reading, writing and numeracy	23.68	26.32
4	Instructors pursuation	7.89	10.53
5	For higher studies	5.26	-
6	To learn signature	22.63	10.53
7	Group influence	-	10.53
3	Expectation of economic incentives	24.52	20.61
9	To learn about agriculture	7.89	-
10	Leisure time activity	5.26	-

An analysis of the reasons reveals that about 26.34 per cent males and about 42.10 percent female dropouts cited 'desire to learn alphabet' as their reason for joining the adult education centre. About 21-05 per cent males gave 'learning general knowledge' as the reason for joining the Adult Education Centre. About 10.53 per cent female learners and 22.63 per cent male learners indicated interest in learning how to put their signature as reason for joining the centre. A good number of males (24.52 per cent and females 20.61 per cent) enrolled themselves in the adult education centres with a hope to get some economic incentive. Only 7.89 males in the sample of dropouts joined the adult education centre with a hope to add to their knowledge in agriculture. The reasons for joining like 'for higher studies' and as leisure time activity are cited only by a few respondents 5.26 percent and 5.26 percent respectively.

It is interesting to observe that about 7.89 male dropouts and 10.53 female learners enrolled themselves at the adult education centres on the persuasion of their instructors. This means that the instructors, in their anxiety to reach the target of 30, persuaded some adults to join the centre. The researcher came across quite a few instances where the instructors approached the illiterates to attend at least for 10 months as they would get some employment.

Thus, as can be seen from the table, the two major reasons for their joining the Centre initially are anticipation of economic incentives and desire to learn the alphabet. There is a strong evidence to believe that some of the agencies did try to attract adults by offering some economic incentives. For instance an agency offered loans to those enrolled in adult education centres. However, it could not extend that facility to all the learners. Though there are 'Sangham's (committees) in each village, where a centre was established, the expectation of economic incentive on the part of some learners and their consequent disappointment accounts for a large number of dropouts.

The pattern of attendance of dropouts is investigated with a view to know at what point of time a majority of them stopped attending adult education centres. The duration of the programme, as has already been pointed out, is 10 months. The schedule on dropouts covers the period of the attendance i.e. how many days months he/she continued to attend the centre. Details of number of months the dropouts attended the centre are given in the table-33.

Table - 55

Attendance of Dropouts

Number of months attended	Male	Female
Less than one month	4 (10.53)	-
One month	5 (13.16)	5 (26.32)
Two months	6 (15.79)	7 (36.84)
Three months	14 (56.84)	4 (21.05)
Four months	6 (15.79)	3 (15.79)
Five months	3 (7.89)	-
Total	38 (100.00)	19 (100.00)

Pour male learners constituting about 36.84 per cent of the total sample dropped out of the Centres after continuing for 3 months. The situation with regard to female learners is more distressing for as many as seven in the sample (36.84 per cent) dropped out of the course within two months.

As can be observed from the table, out of thirty eight male learners four (10.53 per cent) dropped out within a month followed by 5 (13.16 per cent), and 6 (15.79 per cent) for the first and second months. The fourth and fifth months of the programme saw another batch of nine male learners (23.68 per cent) withdrawing from the course.

As far as the female learners are concerned about 26.32 per cent dropped out after 1 month, about 21.05 per cent in the sample dropped out after 3 months, and about 15.79 per cent continued to attend for 4 months.

Thus a majority of the learners dropped out when the programme was only half way through. Hence, an investigation into the causes for dropping out is felt necessary. Though, the learners could not precisely identify the type of economic incentives they had in mind, in oral conversation the researcher got the idea that incentives for attending classes (like free food, a daily allowance etc.) as well as incentives in the shape of 'long term' tangible benefits that adult education would confer, were in the minds of the learners. Further, assessing the reasons for dropouts as given by them helps in evaluating the performance of instructors and the officials of the agency.

Table - 34

Reasons for Dropping out

(in percentages)

	Reasons for droppint out	Kale	Female
1.	Lack of time	30.53	36.53
2.	Employers' lack of co-operation	15.79	-
3.	Domestic problems	7.89	26.32
4.	Ridicule	5.26	15.77
5.	Monotony of teaching	10.53	-
6.	Temporarily migrated	10.53	
7.	Unsuitable timings	5.26	10.95
8.	Dissatisfaction with teaching	7.89	-
9.	Marriage	-	10.53
10.	Restricted to teaching alphabet	7.89	15.79
11.	Group disinterest	13.17	10.53
12.	Functionality component neglected	5.26	-
13.	Learned signature	9.42	4.21
14.	Learned Alphabets	7.68	3.40
15.	Lack of economic incentives	47.45	40.30
16.	Bad lighting facility	21.68	20.31

A considerable number of dropouts in the sample (47.45) males and 40.30 per cent females mentioned lack of economic incentive as the reason for dropping out. If this were to be accepted as valid, it demands the serious attention of the policy makers. This reason cuts across the sex

difference as a majority of the female dropouts in the sample too cited it as a cause for dropout.

A fairly high percentage of female learners (36.53) gave 'lack of time' as the reason for dropping out which is understandable, in the sense that females in rural areas not only work the whole day to earn their livelihood but also have to attend to such inevitable domestic chores like looking after children, cooking food for the family etc. About 31 per cent of male learners also, concur that 'lack of time' is the reason for dropout. The researcher came across many instances wherein the male learners expressed their inability to attend adult education centre due to lack of time as their employers did not allow them to go until late in the night. A good minority of male learners also gave 'non-co-operation' of the employer (15.79 per cent) as the reason for dropping out. Likewise, about 15.79 per cent of the female learners expressed 'fear of ridicule' on account of attending the programme as one of the reasons for dropping out. (She researcher also learnt sarcastic remarks being made by others against some of those attending the adult education centres "at this late age".

Bad lighting arrangements forced 21.68 male learners and 20.31 learners to quit the course. Further, it is interesting to note that a few learners left the course after attaining the ability to sign (9.42 per cent male, 4.21 percent female). A few female learners (10.53 per cent) discontinued after getting married.

Other reasons also figure in the sample like, monotonous teaching (10.53 per cent male) unsuitable timing (5.26 percent male and 10.53 per cent

female) dissatisfaction with teaching (7.89 per cent male), over emphasis on the alphabet (7.89 per cent male and 15.79 per cent female).

Thus, the reasons given by the dropouts reiterates the need for improvements in infrastructural facilities, method of teaching and motivation of learners.

The schedule administered on dropouts also sought to examine the conditions under which they would rejoin the programme.

Table - 35

Conditions for rejoining the centre as stated by drop-outs

Conditions	Male	Female
1. Flexibility of timing	20.3	30.2
2 Method of teaching should be changed	7.5	-
3. More about agriculture should be taught	22.4	11.1
4. General awareness should be taught	14.1	1.6
5. Functionality must be included	3.8	1.2
6. Change in instructor	27.6	-
7. Good lighting facilities	36.8	24.4
8. Job facility	22.4	2.4
9. Economic incentive	48.6	42.4
10. Separate centre for women	3.8	41.2
11. No response	10.6	9.0

Table - 35 shows that a majority of the respondents in the sample indicated that offering of economic incentives (48.6 per cent male and 42.4 per cent female) is one of the conditions which would make them rejoin an adult education centre. Provision of good lighting facilities is stated by 36.8 per cent males dropouts and 24.4 per cent female dropouts as another important condition for re-joining the centre.

A good percentage (27.6) of male learners who dropped out expressed a desire to have a change of instructors. A majority among these dropped out from the centres conducted by Durga Sangh Seva Samaj which appointed old and infirm teachers as instructors. A few dropouts (22.4 per cent, 2.4 per cent respectively for male and female) in the sample favoured creation of employment opportunities in the village so that they need not migrate to other villages in search of work.

Flexibility of time (20.3 per cent male and 30.2 per cent female) teaching more about agriculture (22.4 per cent male and 11.1 per cent female) on increasing the topics under general awareness (14.1 percent male and 1.6 per cent female) are some other conditions put forth by the dropouts for rejoining the centre.

An interesting suggestion to open a separate centre for women (41.2 per cent female and 3.8 per cent male) throws light on the problem both the sexes are confronted within combined centres. Many learners (predominantly female) told the researcher during investigation that they feel shy to attend the centre in the presence of a large number of male learners as that itself

inhibits them from learning freely. Instances of male learners making passes at women and making indirect and in some cases direct unseemly suggestions have also been cited by some instructors and learners.

Thus, an analysis of the conditions stated by dropouts point to some of the shortcomings in the implementation of the programme. It must be mentioned here that though such conditions like the economic incentives are difficult to meet immediately other defects that have come to light should be tackled. For example, proper ligiitiiig facilities, adequate protection for women participants to come and leave the centre in peace and such other facilities could be provided.

Even in the case of suggestions for economic benefits solutions could be devised. For example programmes like Integrated Rural Development can be linked to the adult education programme. The possibility of changing the existing methods of identification of beneficiaries under various schemes in Integrated Rural Development programmes need to be explored and adult education centres should be treated as catchment areas for the identification of learners.

Potential Learners:

The investigator wanted to find out whether the way in which the agencies went about identifying the learners to join the Adult Education Centres from among the illiterate sections in the village was satisfactory. With this in view he contacted those who did not join the classes to find out the reasons why they did not join. We may choose to call this section of the

people as potential learners. Here, a small methodological difficulty should be admitted. The adult education programme documents take care to advise that the agencies should identify potential learners from among the vast numbers of illiterates within the age group of 15-35 (i.e. eligible learners) and inform them, and canvass to them about the starting of the centres, and encourage them to join these. Many agencies claimed to have done so* The criteria suggested by the policy makers in identifying potential learners are that they should belong to the age group of 15-35, that they are those who have not had any schooling, and that they show some interest in joining the course. The agencies, as stated earlier, had in fact approached certain sections of these and from these succeeded in making some join the courses. But we find that (i) in all centres some who did not belong to the age group figure, (ii) that their interest in the course is less than marginal, and (iii) some of them have had some schooling already. In view of the above, we can conclude that no careful effort was made in identifying the so called potential learners. The indication is that if only more numbers of the eligible learners (illiterates under the age group) had been more systematically identified, the agencies could have obtained a larger pick from the eligible to recruit as learners; then the need to fill the ceiling of 30 in a centre with some beyond the age group could easily have been avoided.

To highlight this point about the identification of potential learners the investigator himself identified a section of the eligible learners who did not figure among the learners to enquire whether they had been approached

if so why they did not join, whether those not contacted would have joined had they been approached and informed about the starting of the centres, and the conditions under which they would have responded positively to the opportunity to join the centres. Thus the category of potential learners identified by the researcher is slightly different from the potential learners as stated by the agencies. The following discussion about potential learners based on the responses to the interview schedules administered to them relates to potential learners as identified by the investigator.

As has already been pointed in methodology section of Chapter - I two potential learners were selected at random in each 19 villages where adult education centres are located which comes to 38.

Table - 36

Potential Learners
Identified and Unidentified

Sl.No.	Potential Learners	Male	Female
1.	Identified	13 (39.39)	-
2.	Unidentified	20 (60.61)	5 (100.00)
	Total	33 (100.00)	5 (100.00)

(Figures in parentheses indicate percentages)

25 potential learners told that they were not contacted by anybody (60.61 per cent male and all the five female learners in the sample) to attend adult education centre. The survey of the agencies is supposed to ascertain not only the age of the potential learners but also his/her interest to join adult education centre as well as his/her educational background. In view of the fact that a good number of the learners fall either above or below the intended age group prescribed by the policy makers and further in view of the fact that a good number of learners have been exposed to some literacy, it became evident that the survey conducted by the agencies in the sample is not foolproof.

Table - 37

Reasons for not joining the centre as Riven by Potential Learners.

Sl.No.	Reasons	Male	Female
1	Domestic Problems	3 (9.09)	
2	Inconvenient timings	4 (12.12)	
3	Fatigue	4 (12.12)	
4	Fear of Ridicule	3 (9.09) .	
5	Casteism	3 (9.09)	
6	Not allowed	7 (21.21)	4 (80.00)
7	Economic Problems	6 (13.19)	1 (20.00)
8	Others	3 (9.09)	-
	Total	33 (100.00)	5 (100.00)

(Figures in parentheses indicate percentages)

Though the schedule administered on potential learners, information was elicited on the reasons for their not joining the adult education centres. Different reasons given by them are given in the above table (37). Out of the total sample of 38, 33 are male respondents and 5 female respondents. Among these about 7 male respondents (21.21 per cent) and 4 female respondents were not admitted into the adult education centres, as the required number (30)had already been admitted.

As can be seen from the table 12.12 per cent of the male eligible learners could not attend due to inconvenient timings. Some other reasons cited by eligible learners for their inability to join adult education centres include 'Fatigue' (12.12per cent), fear of ridicule (9.09per cent), casteism (9.09 per cent), reasons like ill health of spouse, ill-health of children, temporary migration and similar reasons are grouped under 'other reasons' which constitute about 9.09 per cent.

As can be seen from the table 'economic problems' and 'inconvenient timings' dominate among the reasons listed by the respondents for their not joining the adult education centres.

The above reasons give us a general opinion of non-learners about adult education programme. The investigator sought the suggestions for making the programme attractive enough to join. The suggestions are given in the table - 38, (page Not 224).

The table indicates that a considerable number of male and female respondents suggested offering of economic incentives for attending the

programmes (34 per cent male and 15 per cent female). This suggestion is closely followed by the need for flexibility in timings of the A E Cs.

Table - 58

Suggestions for joining the Centre as stated by Potential Learners

(in percentages)

Sl.No.	Condition	Male	Female
1	Change in location of Centre	7.00	40.00
2	Employers' co-operation	16.40	-
3	Flexibility in timing	29.00	20.00
4	Electricity	50.00	20.00
5	Economic incentives	34.00	15.00
6	Job facilities	20.00	-
7	Intensive knowledge about Agriculture	28.20	20.00
8	Priority in bank loans to learners	25.25	-
9	Job orientation	15.20	20.00
10	No conditions	9.09	-

The investigator attempted to know the reason behind this suggestion. The point is that some of the non-learners tried to make out in some villages is that they should be allowed to enter adult centre at whatever time they come. Some instructors when contacted turned down the suggestion and told the researcher that it would not in any way help the

learner as he can never follow what was taught in adult education centre if he is allowed to enter at any time he chooses to attend. Rather they said, the majority opinion in an adult education centre should be allowed to prevail like of a minimum of 15 learners assemble at the centre at the announced time they need not wait for others.

Knowing the difficulties of learning under kerosene lamp, a good section of male (30 per cent) and female (20 per cent) potential learners suggested provision for electric lights in adult education centres.

An interesting suggestion came from about 25.25 per cent of potential learners who wanted priority in bank loans to be given to those who enrolled in adult education centres, which if taken seriously may result in ensuring maximum turn up at adult education centres. A good percentage of potential learners (15-20 per cent) wanted 'job orientation* to the programme, so that after completion of the course they can find employment on their own. Though this is precisely one of the objectives of the programme practice so far showed no encouraging results. About 29 per cent of males and 20 per cent female learners wanted more information on agricultur for joining in an adult education centre.

The problems the female 'learners' faced in attending some adult education centres which are located in inconvenient places seems to have prompted new female learners to demand the change in the location of adult education centres in centres under D S S in Krishna district. About 40 **per** cent of the female respondents in the potential **learners** sample **wanted** a change in location. It may be recalled here that a good number

of learners dropped out have suggested a separate centre for female learners. The female potential learners in the sample implied the same suggestion. The explanation already given about various problems in combined centres holds good in the case of potential learners also.

Thus the suggestions given by potential learners in the sample for their joining range from offering economic incentives to improvements in course content, infrastructural facilities in adult education centres as well as change in location of adult education centres.

To summarise in this chapter, which is divided in five sections the socio-economic profile of the learners, dropouts and potential learners, the reasons for joining adult education centres, the location of the centres, the reactions of the learners to the material supplied and the reasons for dropping and the views of the potential learners are discussed. The socio-economic profile of the respondents in the sample revealed the agencies have by and large satisfied the objective of attracting the prescribed age group and priority group like SC, ST and BCs though a careful survey would have ensured entry of more number of eligible learners * The percentage of dropouts underlines the need for use of more effective motivational techniques. Learners responded in a variety of ways to the question on reasons for their joining the adult education centres. More than one reason was cited by them for this question which indicates increasing ability of the rural masses to perceive benefits out of a programme intended for them. On location of adult education centres quite a few respondents preferred public places like school, temple etc. which incidentally also brings in a formal class room atmosphere. The

respondents also felt that a better lighting arrangement is necessary for sustaining their interests which calls for serious attention. A good number reported the receipt of the material like book (s), slate, pencils etc. Of the three components of the programme the agencies gave priority to literacy followed by awareness. As far as functionality is concerned not all agencies have the required infrastructure. Some agencies have also faced problems with regard to implementing awareness component owing to hostile attitude of village elite. On the method of teaching, the agencies have not adopted multi-media approach, instruction is largely confined to face-to-face method. Some learners are also dissatisfied with the method of teaching adopted by some instructors. Various suggestions are made for success of adult education programme. A fairly high percentage of learners suggested linking up the programme with some economic incentives. As for dropouts the reasons cited by them need careful investigation.

Effective survey with the help of a professional research organization by the agencies would have ensured enrolment of eligible learners in some adult education centres. On the whole the programme generated lot of interest in rural areas. With this we shall go to the concluding this study.

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FOOTNOTES

1. See Appendix -
   Interview Schedule III (Learners)
   Interview Schedule IV (Dropouts) and
   Interview Schedule V (Potential Learners).

2. A learner for the purposes of this study is defined as one who continuously attended the A E C for ten months.

3. A potential learner is one who otherwise is eligible to join A E C as he/she belongs to the prescribed age group, i.e. 15-35, but did not join the Centre for various reasons like not been identified/or did not join for other reasons.

4. A dropout for the purposes of this study is defined as one who attended the Centre for at least three months and then discontinued from attending for various reasons.

5. N A E P An Outline *t* Ministry of Education and Social Welfare, Government of India, New Delhi, 1978, p. 9.

6. Some agencies enrolled learners who are either below or above the prescribed age group which shows partly that the survey supposed to have been conducted by the agencies is not fool proof. The agencies advanced the reason that the identified learner gave them wrong age. However, it is observed that people in rural areas by and large do not exactly remember their age and other details exactly. Enrolment of learners above the prescribed age group i.e. 35 led to some problems. Some male learners attended A E C heavily drunk and disturbed the class room atmosphere. The instructor was helpless as it was he who enrolled him. In Centres common to males and females the problems are altogether different. Calling names, use of abusive language also led to friction between two groups of learners. Trooping of children further accentuated the problem of discipline in some Centres. A more effective survey and a few tips to instructors to withstand such exigencies could have resulted in better running of A E Cs.

7. Some women learners expressed reservations about their safety if A E Cs are located in tne instructors house or other private places.

8. Owing to ill health of some instructors some centres were closed for months together. The learners blamed the agencies for recruiting such instructors. However, it surprised the investigator to find that the attendance registers spoke about the uninterrupted running of A E Cs.

9. There is variation in both the quantity and quality of reading/study material supplied by agencies to the learners. Some agencies have supplied only one book and the quality is fairly satisfactory. Some others supplied more than two books though in quality they are not upto the requirement.

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CONCLUSION

CONCLUSION

Conclusion chapters are often fthprecise as to t h e ; nature of theiv contents. In practice the tasks of summarization and recommendation get highlited together. In this chapter we would first briefly summarise the study as detailed in the preceding chapters and then give some important recommendations relating to the implementation of adult education policy. As the focus of the study is on the role of voluntary agencies, viability of the those as the implementors of such a policy is discussed. Recommendations germane to the problem of role of voluntary agencies are also made. To begin with a brief summary of the study is attempted.

In the first chapter the growing importance of the study of Public Policies is discussed. An attempt is made to draw a distinction between policies like adult education and others like prohibition, anti-dowry etc. The policies of latter kind sometimes warrant use of coercion. But as far as policies like adult education are concerned, in a democratic state chances of resorting to coersion are remote and these are realisable only through such techniques like persuasion and motivation. Again, policies like adult education require massive mobilization of human resources. To a great extent the success of policies like adult education depend on the political will and commitment. A survey of the efforts at educating the illiterate adults before the Independence reveals that not much of importance was attached to this problem by the colonial government of the day. Only

some voluntary agencies and social workers did some work in this direction. Thus the policy of adult education before independence was one marked by the efforts of the indigenous social workers with a varying degree of success. However, after independence adult education gradually came under public policy agenda. 'Though financial allocations do **not** exactly reflect the amount of committment the Government attach to the adult education policy, it did found a place in the range of policies, the government pursued or attempted to pursue. The success of this policy is sporadic which seems to be not unrelated to the hesitation in commitment of the Government of the day. In addition to the governmental efforts to educate illiterate adults, voluntary agencies which are known for their flexibility in operation, nearness to people and service motto, were also associated with the implementation of this policy. The failure of the official agencies to achieve desired policy objectives also led to search for alternatives, particularly among the non-formal and the non-bureaucratic sector, i.e. voluntary sector, in the implementation of some public policies. It is in this context that some areas of education came to be entrusted to voluntary agencies. This is a study about the role of the voluntary agencies in the implementation of a massive adult education programme . Studies in education may be regarded as purely the concern of educationists. However, contemporary studies in Public Administration now take under their scope and scrutiny that were alien in the past to Political Science or Public Administration. Educational policy is a good example. Given the policy

and the administrative components that together are intended to achieve the goal of liquidation of illiteracy among adults, and the association of non-governmental agencies in the implementation of such policies, the study of such policies offer a challenge to the students of Public Administration also. The specific objectives of this study as mentioned in the first chapter are (i) to study and analyse the functioning of the voluntary agencies involved in N A E P with reference to such administrative aspects as staffing, recruitment and training of instructors and supervisors, problems involved in running adult education centres, (ii) to study which type of people and with what socio-economic background are attracted to this programme (iii) to assess the achievement of learners in terms of literacy and other areas and (iv) to examine performance of voluntary agencies in general.

In the second chapter, the correlation between education and the economic and social development are examined. The data referred to shows that education particularly adult education contributes to rapid social and economic development. A literate population facilities quickening the tempo of the developmental process. In India, the objective of realising universal primary education by 1960 as envisaged in the Constitution could not be achieved. This and the large increase in population have greatly accentuated the problem of illiteracy and apart from other consequences it seriously hampers development which is vital for the advancement of the country. The UNESCO and other international agencies underlined the need for launching 'campaigns for literacy' to check the groth of illiteracy.

In chapter three, which deals with the Institutional Framework of National Adult Education Programme, the following issues get highlighted.

The Janata Party's coming to power resulted in re-alignment of developmental priorities within education. They have accorded a high priority to adult education. A National programme to educate about 100 million adult illiterates was launched in 1978. Apart from the Government, the voluntary agencies, Universities, Nehru Yuvak Kendras, are also involved in the implementation of the programme. Thus governmental, semi-governmental and non-governmental agencies are involved in the implementation of the policy of educating adults, between 15-35 age group. A vast administrative machinery was created at the Central State and District levels. A National Board of Adult Education was established to give higher policy direction and the Prime Minister himself was made the Chairman. At State level, the State Adult Education Boards and Steering Committees are established. The Central Directorate of Adult Education attached to Ministry of Education was expanded and similarly State Directorates of Adult Education were established. These are created for the first time. This in itself is an indication of the high salience given to the programme at this point of time.

The National Board of Adult Education is entrusted with specific functions. Its meetings are not held regularly. In the absence of functioning a regular machinery to give policy direction, ad-hocism can

be said to settle, which hampers the realization of the goal. The State Adult Education Boards and Steering Committees are not functioning to the extent the policy framers visualized. It was found that the personnel policy of States with regard to adult education functioning is also marked by adhocism. A majority of middle level positions are filled by officials on deputation from other conventional administrative departments. Fresh recruitment is confined to Asst.Project Officers and Supervisors posts. It was found that though it was stated in several documents that voluntary agency should be given precedence in the programme, it was not reflected in spirit. The number of centres run by them is dwindling, the procedures for getting grants are vaxatious and the grants are not released in time with the result reputed voluntary agencies are shying away from participation in the programme. It faas also been seen in this chapter how an appraisal of the policy, as befitting a good public policy philosophy was undertaken which candidly held that there has been a noticeable reluctance to give voluntary agencies due encouragement, incentives and autonomy in the running of the programme and recommended accordingly much more scope for the agencies. Association of students who have gone through or going through formal educational channels as instructors in the programme also remains largely unimplemented.

The fourth chapter deals with the crucial aspects of the instructional cadre of the programme i.e. instructors and supervisors. The qualifications

recommended and followed in their recruitment, their perceptions and perspectives about the programme and relations among themselves are discussed. It has been found that most of the instructors recruited by voluntary agencies belong to the prescribed age group and are fairly educated. The method of recruitment by one of the agencies, B C T in the sample appear to be more rational than followed by others. Though teachers are identified as resource persons it has been found that some the retired teachers because of their old age and other problems could not impress the clientele. This suggests the necessity on the part of the agencies to keep in mind the ability of the instructors to teach in centres. Further it has been found that most of the instructors are unhappy with the meagre honorarium.

The method of instruction is dominated by face-to-face teaching. Though the agencies are aware of the advantages of adopting multi-media approach in teaching, lack of facilities is dampening their enthusiasm. It is unfortunate indeed that while we hear reports of non-use of audio-visual equipment on a large scale from one side, from another it is heard that the implementing agencies of Adult Education Programme suffer from the non-availability of such aids. This speaks of the failure of State Directorate of Adult Education in its main function i.e. co-ordination.

One of the important findings of the analysis concerns the quality of the material used for instruction. Different agencies seem to be following different types of instructional material, though those of some agencies here again seem to be much better. However, the question whether

instruction material should be standardized and uniform cannot be answered categorically in the affirmative. That there is a need for diversified material is amply borne out by the fact that learners and instructors in a predominantly dry are supplied material on wet crops.

The perceptions of the instructors and supervisors on the motivation and enthusiasm of learners is revealing. They report a rather big drop-out rate but, at the sametime they say that this is due to unavoidable stress that impoverished villagers lay on their economic pursuits. Agencies with diversified economic activities have succeeded more in motivating learners to join as well as continue in adult education centres. As regards the role of village elite, teachers in some centres have to reckon witn their resistance to extend educational benefits to the under-privileged. However, in some other the elite co-operated in a commendable way with the organizers. The role of developmental functionaries is marginal if not insignificant. It has been observed that most of them view adult education programme like any other programme. While some have avoided : any association on the pretext that they are very busy, others disassociated themselves after one or two appearances because of searching questions put by some learners regarding the access to certain economic benefits that would be made available to their return for their participation.

The study revealed that most of the supervisors of the sample are young arid enthusiastic persons and are fairly educated. That effective supervision also depends on factors such as means of conveyance etc. has also brought out in the study.

As regards co-ordination, the Project Level Committees of the B C T and the CROSS functioned better than others. The procedures followed by those two agencies show that voluntary agencies would also do well to have formal bodies for smooth running of the programme and better achievement of goals. The village level co-ordination committees are mostly dysfunctional.

Coming to the learners and dropouts (Chapter V) a majority of them belong priority groups like Scheduled Castes, Scheduled Tribes and Backward classes. Thus the policy objective of attracting the intended target group seemed to have been met. A good number of learners recruited, figure above and below the prescribed age group, And in some cases learners with some schooling are also inducted which shows mistakes An the process of identifying learners as prescribed by the policy.

It was found that a majority of learners joined with an intention to acquire to three R's. Other reasons like learning to sign, identifying, cinema boards etc. indicate increasing perception of the villagers about the benefits of literacy. It has been observed that the agencies have not succeed in attracting women learners.

As regards attendance the average daily attendance recorded in A M S and D S S is higher compared to B C T and CROSS. One comment in this connection is necessary. Records like the attendance registers, evidence of use of materials indicate that even in the centres run by the two latter agencies the performance is rather good. However, from the assessments made by instructors and supervisors and from the views expressed even by the

learners, it came out that the performance of the centres which recorded high attendance is lower than average. There is here a clear indication that some agencies are not above the temptation of making their records speak better than their actual performance.

As regards the achievement of learners it has been found that the trend is not very discouraging of the three components i.e. Literacy, Functionality and Social Awareness, theliteracy component has been given more emphasis than the other two. Infrastructural and material constraints are cited as some of the reasons for according priority.

As stated earlier the above brief summarization of the contents of the study was done with a view to not merely highlight some significant problems relating to the voluntary agencies' role in the implementation of National Adult Education Programme. This is also done with a view to suggest some solutions to the problems identified while some of these suggestions are implied in the summary itself the following are some major recommendations.

1. The policy on adult education should be accorded high priority considering its significance in national development. The new education policy on cards now spell out the place of adult education in overall educational planning. The increasing pronouncement regarding the use of high technology for national development and the likely emphasis on higher and other sectors of formal education should not be at the expense of non-formal channels, where probably less sophisticated educational technology would be required.

2. The earlier suspicions about the role of voluntary agencies on their alleged political affiliations seemed to have died down which is a good augury. It can be inferred, therefore, that the inhibitions surrounding the credibility of 'voluntary' have now receded and the voluntary agencies would be encouraged to participate actively in adult education programme. There is a case for evolving new procedures to attract reputed voluntary agencies. For this the well-established voluntary agencies may approached for identifying the new ones.

3. As we have noted earlier the National and the State Boards of adult education should be activised and these bodies must meet at least once in a month to take stock of the situation and avoid vaccum in policy making.

These bodies are intended to provide a forum for common identity, exchange of experiences and ideas. By their very composition it is inferred that formal roles the government i.e. patron and other implementors i.e. clients play are set aside for realization of policy objectives. Thus viewed it appears that the work of these boards goes beyond their formal roles. Hence the N B A E and SB A E's should meet at least once in a month. This would also avoid vaccum in policy making process.

4. In terms of financial allocations the adult education policy should not be allowed to suffer. High priority should be given keeping in view the targets and necessary infrastructure should be provided.

Some voluntary organizations are finding it difficult to receive the grants sanctioned to them to run N A E P. It is felt that administrative bottlenecks may be removed and the system may be streamlined to facilitate quicker disposal of grants due to the agencies. A uniform procedure may be evolved to sanction grants and time bound clearance of grants would facilitate quicker decision making.

5. There is an urgent necessity to institutionalise the linkage between adult education and developmental departments. There should be no ambiguity on how the developmental departments can support and reinforce the adult education programme as it exists today. There must be permanent functionaries, or as there should be specific earmarking of functions in the job chart of the developmental functionaries.

6. The voluntary agencies should recruit competent instructors and they should be given proper training. Training instead of a one time affair possibilities of extending continuing training facilities should be explored.

7. The Supervisors must play more active role in the strengthening of the programme at the field level. Seperate provision for vehicles in the project budget should be made for effective supervision.

8. In addition to the National and State resource centres, district level resources centres should also be created to strengthen the resource base and ' to produce need-based and relevant reading material.

9. The appraisals on the impact of N A E P now conducted in some studies must be extended to all states and union territories. The voluntary agencies too should conduct appraisals and build up strong information base which can be utilised for heuristic purposes.

10. The project level committees and the village level committees of the voluntary agencies must be activised to facilitate co-ordination. The composition of the Committees must be enlarged with Government representatives, village elite as well as the clientele.

11. The State Directorates of Adult Education must be strengthened with adequate staff especially at the field level. One of the functions of the field personnel should be their active involvement in projects run by voluntary agencies.

12. The personnel policies of the State Government with regard to adult education programme need to be changed. There should be a direct recruitment upto the level of Project Officers or equivalent cadres to attract the best talent. The Central Directorates' Policy in this regard may be recommended to the states. The Union Public Service Commission is entrusted with the responsibility of recruiting Deputy Directors, Assistant Directors posts. This ensured selection on nation-wise basis.

13. The monitoring of the programme also calls for modifications. The achievement of learners in terms of the objectives are not presently reported. Suitable methods may be devised to measure the impact of the programme on the learners.

14. Multi-media approach should be adopted in instruction to learners. To start with the districts which have literacy percentage below the national average should be given preference in establishing T.V and other net work in order to attract learners and retain them.

15. The voluntary agencies must concentrate more on women illiterates. With regard to women centres the upper ceiling of thirty in enrolment may be relaxed.

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Interview Schedule - I

INSTRUCTOR

Background information of the respondents;

1. Name of the respondent :

2. Address :

3. Father's/Husband's name :

4. Age of the respondent (Actual age_____) :

5. Sex: 1. Male 2. Female

6. Educational Status: (Actual qualifications)
   0) Illiterate
   1) Literate
   2) Primary
   3) Secondary
   4) Intermediate
   5) Collegiate/Univ.
   6) Vocational/Teehnical
   7) Any other specify.

7. Caste J (Name •----------)
   1) Scheduled Caste
   2) Scheduled Tribe
   3) Backward Caste
   4) Other Castes.

8. Marital Status:
   1) Married
   2) Unmarried
   3) Widowed
   4) Divorced.

8.1. Family particulars:

Sl.No.	Category	Number of Males	Number of Females	Total
1	Children (0-14)			
2	Adults (15-49)			
3	Old (60 and above)			

9. Economic Status

Income per month
(Actual amount : Rs._____)

9.1. Do you own or have any share in any immovable property:

1. Yes 2. No 3. ONE

9.2 What is its present value:

1. Residential :

2. Landed : Rs._____

3. Others J Rs._____

10. Occupational Status:

1. Agricultural Labourer
2. Small Farmer
3. Educated Unemployed
4. Teacher (retired or in service specify)
5. Employee of the local Temple, Church, Mosque)
6. Any other specify _____

11. How did you came to know about the adult education programme ?

1. Member of the Voluntary Agency :
2. Media (Radio, Newspaper & T.V)
3. Officials of the voluntary agencie approached.
4. Any other specify _____

12. Do you have any experience in teaching Adults ?

1. Yes 2. No

If yes, please specify the nature of experience with details.

13. SELECTION, RECRUITMENT:

Did you apply for the post of Instructor or were you approached by the Agency.

1. Applied
2. Approached by the Agency
3. Any other.

13.1 What is the method of selection ?

1. WrittenTest
2. Interview
3. Written Test and Interview
4. Personal contact
5. Any other method specify _____

13.2. What is the composition of the Selection Committee ?

1. Officials of Agency only
2. Officials of the Govt. and Agency
3. Officials of the University & Agency
4. Any other,

13.3. What type of questions were asked in the written/oral test?

1. Written Test

2. Oral Test:

14. TRAINING:

14.1. Did you undergo any training ?

1. Yes 2. No

If yes , pleas© give the following details:

Phases of training	Place of training	Content of training	Period
1			
2			

14.2. What was the main emphasis of training ?

14.3. What were the other aspects of the training ?

14.4. What do you feel about trainining programme ?

1. Extremely useful
2. Adequate
3. Irrelevant to adult education programme.
4. Any other specify.

14.5. What material was supplied to you as part of training.

14.6. What do you feel about the material supplied to you.

Identification of Learners:

15. Were you associated with the process of identification of learners:

1. Yes 2. No.

If yes. , what methods have you adopted to identify learner.

1. Survey of all houses
2. Based on Census data
3. Based on block plans prepared by the State Govt,
4. All the above
5. Any other.

15.1. If the identification is through survey method what aspects did the survey contain ?

1. Age
2. Interest
3. Any other.

16. How did you recruit learner after identification ?

17. What were the problems in the identification of learners.

18. Awareness about N A E P

What are the objectives of N A E P

18.1 What should be the objectives of N A E P.

19. Opinion on Components of the Programme:

What are the main components of the programme.

19.1 What in your opinion should be weightage given to three main comparents (Literacy, Functionality and Social Awareness)

Sl.No.	Name of the Component	Weightage (or) Priority			
		Higher	Adequate	Low	Judicious combination of all
1.	Literacy				
2.	Functionality				
3.	Social Awareness				

19.2 What topics have you covered under:

1. Functionality

2. Social Awareness.

DROPOUT

20. How many learners in your Centre completed the course.

20.1. How many dropped out.

20.2. What do you think were the reasons for their dropping out.

1. Economic reasons
2. Course not interesting
3. Harvest Season
4. Any other.

20.3 What are your suggestions for controlling the problem of dropouts.

21. Opinion on Teaching/Resource Material:

Have you received the teaching/learning material in time

1. Yes 2. No.

21.1. Did you get them in sufficient number.

1. Yes 2. No.

21.2. How far are these related to the learners occupation.

21.3. Have you prepared any charts/posters or any other teaching/learning.

22. Support and Co-operation;

Sl.No.	Category	Yes	No	Satisfactory	Unsatisfactory	Poor
1.	Supervisor					
2.	Project Officer					
3.	Local leaders					
4.	Govt.'s Officials					
5.	Learners.					

23. Opinion on Supervisor

Did the Supervisor visit your Centre in course of the Programme.

1. Yes 2. No

23.1 If yes, how many times did he visit your Centre ?

No:_____

23.2. What in your opinion was the nature of his visit-

1. Pact - finding
2. Fault - finding.

23.3. What type of guidance was provided by him.

24. Did you visit any other Adult Education Centres run by colleagues in your agency or any other agencies.

1. Yes 2. ffo.

24.1. If yes, what were your experience.

25. Do you think it would be better to rotate instructors once in a month through all centres under the agency.

1. Yes 2. No.

If yest, what are the advantages of this move.

26. JOB SATISFACTION t

Are you satisfied with your job.

1. Yes 2. No.

26.1. Have you received your salary regularly.

1. Yes 2. No.

If no, what were the reasons.

26.2. Are you satisfied with the salary.

1. Yes 2. No.

26.3. Do you wish to work again as instructor.

1. Yes 2. No.

If yes, where 1) in the same Centre
2) Change needed
3) Any particular choice specify ----------

26.4. Did you ever think of quitting the job in course of the programme.

1. Yes 2. Wo.

If yes, why did you want to quit ?

1. Mot interested in teaching
2. Conditions of work not encouraging
3. Salary not attractive
4. Authoritarian attitude of the head of the Organization.
5. Any other.

Suggestions:

27. Would you describe briefly the functioning of the Centre in general and the attitude of the learners.

28. What type of change did you expect in the adults and what type of change did you notice after the completion of the course.

29. What were the follow-up (post-literacy) programmes contemplated by your Agency.

30. Do you have a Library in your village

1. Yes 2. No.

31. Do you think establishment of Library helps to strengthen the post, literacy programme.

1. Yes 2. No.

32. How far mass media (Radio, T.V., Newspaper) helps in retaining the knowledge acquired by adults.

33. How should an adult education programme be devised in your opinion for the development,

1. Knowledge

2. Skills

3. Attitudes.

34. Would you like to offer any suggestions for the effective implementation of the programme.

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Interview Schedule-II

Supervisors

Personal Particulars

1. Name of the respondent :

2. Address :

   Father's/Husband's name :

   Father's/Husband's occupation

2. Age:
   (Actual age————)

   1. 15-35 years
   2. 36-59 years
   3. 60 years and above

3. Sex: 1. Male 2. Female

4. Educational Status

   0) Illiterate
   1) Literate
   2) Primary
   3) Secondary
   4) Vocational/Teclinical
   5) College/University
   6) Any other specify.

5. Caste
   (Name:————————)

   1) Scheduled Caste
   2) Scheduled Tribe
   3) Backward Caste
   4) Other Castes.

6. Marital Status :

   1) Married
   2) Unmarried
   3) Widowed
   4) Divorced
   ONR

7. Family particulars:

Sl.No.		Number of Males	Females	Total
1*	Children 0-14 years			
2,	Adults (15-59 years)			
3.	Old (60 years and above)			
	Total			

8. Economic Status:

(Income per months
Actual amount-----_____)

9. Occupational background:

What positions have you held before joining this Organization,

No.	Positions held	Nature of work	Salary/Honorarium if any

10. When did you join in this Organization ?

11. Why did you join in this Organization ?

12. Why did you take up this position as Supervisor.

13. Do you have any special interest in Adult Education,

1. Yes 2. No.

If yes, can you briefly tell your previous experience,

14. Have you worked as Instructor/Organizer of any educational programme,

1. Yes 2. No,

15. When did you come to know about National Adult Education Programme.

1. 1977
2. 1978
3. 1979
4. 1980

16. How did you come to know about National Adult Education Programme.

1. Newspapers
2. Working in the Agency since a long time
3. Approached by the officials ofthe Agency
4. Deputed by the Government to supervise adult education programme
5. Any other specify.

OBJECTIVES;

17. What are the objectives of the N A E P

18. What in your opinion should be the objectives of N A E P

Awareness about the agencies involved in N A E P:

19. What are the other agencies involved in implementation of N A E P

1

2

3

4

Selection, Recruitment and Training:

20. Did you yourself apply for this post ?

1. Yes 2. No

If no, who asked you to apply for the post.

21. What is the method of selection ?

1. Written Test
2. Oral Test
3. Written and Oral
4. Appointment by personal contact
5. Any other.

22. Did you undergo training ?

1. Yes 2. No

If yes, particulars of training.

Phases	Place of training	Sponsored by	Organized by	Contents	Period
1					
2					

23. What do you feel about the material supplied to you as part time programme.

24. Do you think the material supplied to you as part of training is relevant to you.

1. Yes 2. No

25. What are your suggestions for improving the training programmes.

Target Achievement:

26. What was the target fixed for this programme in your agency (Target in terms of adult learners and Centres)

27. To what extent this target had been achieved.

28. If the target has not been achieved what were the problems in achieving it.

Method of Supervision:

29. Can you tell me what are the functions of a Supervisor as envisaged by N A E P ?

1) Assisting the Project Officer in resource development and particularly in training of instructors.
2) Checking attendance and initiating measures to combat drop-out problem.
3) Discussions with instructor guiding them on the methods of teaching.
4) Keeping up the morale of the instructor.
5) Maintenance of regularity of classes.
6) Taking steps to achieve targets
7) Meeting learners to get feed back about the instructor.
8) Laison with the local development functionaries extension officers.

30. What are effective supervisory techniques.

1)
2)
3)
4)

31. Are you able to use them.

1. Yes 2. No

If no, what were the reasons.

32. How many centres have been put under your supervision

No: ---------

33. How many times have you inspected them in a month/week

34. How many surprise inspections have you undertaken.

35. Did you find the functioning of Centres as
1. Very satisfactory
2. Satisfactory
3. Not satisfactory
4. Any other.

36. How did you resolve the difficulties faced by you.

1. Consulting Project Officer
2. Office-bearers of the Organization
3. Govt. officials
4. Any other.

37. How did you check the absence of the instructor.
1. By issuing warning
2. Reprimanitiny orally
3. Termination
4. Condoning the mistakes
5. Any other.

38. What type of instructors are attracted to this Programme ?

39. Can you suggest any method for attracting better instructors.

Resource Material:

40. How far do you think the resource material is relevant to the local needs and requirements of the people.

41. What improvements do you suggest with regard to the supply of resource material and changes in the contents.

Opinion on linkage with other developmental programmes in the area:

42. One of the objectives of the N A E P is to link it with other rural developmental programmes. Can you tell me whether you have tried to link the A E P with other developmental programmes.

1. Yes 2. No

If yes, please give me some details.

42.1. If no why you did not attempt to establish link.

43. Reporting Monitoring:

How did you record the progress of the Programme :
1. Prepared proforma of the Government
2. Proforma prepared by the Agency
3. Any other.

43.1. Have you received the following reports from the instructors in time ?

1. Instructors initial report 1. Yes 2. No
2. Instructors Monthly report 1. Yes 2. No

44. What aspects of the programmes did you discuss in monthly meetings with Project Officer and instructor ;

1
2
3

45. What modifications have you affected after getting these reports in the administration of the programme.

46. Are you satisfied with the reporting monitoring mechanisms of the programme:

1. Yes 2. No

If no, what changes do you contemplate.

47. Do you think the reporting procedures prescribed by the Government are too rigid and time consuming.

1. Yes 2. No

If yes, did you comply with them only because there is no alternative ?

1. Yes 2. No

Opinion on Learners:

48. What in your opinion is the reaction of the learners to the programme.

49. What steps have you taken to sustain their interest.

EVALUATION:

50. If some certain AE C's are running successfully what were the reasons,

51. If some A E C's are not running successfully what were the reasons.

52. What are your general impressions about the progress of the Programme.

53. Baring on your experience, do you think this programme would become effective in course of time.

54. Did you ever think of quitting the job in course of the programme :

1. Yes 2. No

If yes, why did you want to quit.

1. Adult Education work not interesting.
2. Conditions of work not encouraging.
3. Not satisfied with the progress
4. Salary is not commensurate with responsibility
5. Authoritarian attitude of the Project Officer/other Office-bearers
6. Any other.

55. What are your suggestions for effective implementations of the Programme.

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Interview Schedule - III

Learners

1. Name t

2. Father's/Husband's Name s

3. (a) Female (b) Male

4. Age s a) 5-14 years
   to) 15-55 years
   c) 36-59 years
   d) 60 years and above

5. Caste/tribe : a) Scheduled Caste
   b) Scheduled Tribe
   c) Backward Class
   d) Other caste.

6. Occupation : a) Small farmers
   b) Marginal farmers
   c) Agricultural Labourers
   d) Govt. employee
   e) Private employee
   f) Village Artisan
   g) Others.

7. Income Status (Per Annum) : a) Below 500
   b) Rs. 501-1500
   c) Rs. 1501-2500
   d) Rs. 2501-3500
   e) Rs. 3501-4500
   f) Rs. 4501-5500
   g) Rs. 5501 and above

8. Property *t* a Landless labourers/owner of land
   i) from 0.01 to 2.49 acres
   ii) from 2.5 to 4.49 acres
   iii) from 5 to 9.99 acres
   iv) 10 acres and above.

9. Do you own a house ? a) Yes (b) No
   (i) Thatched (ii) Katcha
   (iii) Asbestos (iv) Others

10. Marital Status;

Are you married ? a) Yes b) No

If yes, number of children ? Boys _____
Girls _____

11. Educational Qualifications :

i) Illiterates ii) Literate iii) 1,2,3,4,5,6,classes and above

12. Do you have a school in your native village ?

1. Yes 2. No

If yes, did you attend it or have you studied privately or have you attended school in another village.

13. To what class was the instruction offered.

14. Upto what class have you studied in that school ?

15. Reasons for discontinuing the education ?

i) Economic reasons
ii) Inadequate teaching
iii) Not permitted by the elders
iv) Education is devoid of purpose
v) Other reasons, if any.

16. Reasons for not attending the School.

a) Lack of a school in village
b) Distance
c) Refused admission by teachers
d) Financial reasons
e) Discouraged by family members
f) Other reasons, if any.

17. Parents/Grand parents educational level J

Are your parents/Grand parends attended a school

a) Yes b) No

If yes, upto which class did they study

a) Grandfather/Grandmother

b) Father/Mother.

18. How did you come to know about Adult Education Programme

a) Friends b)Organizers c) Mass Media (Radio, T.V., Newspapers)
d) Voluntary Agencies/Govt .Agencies, e) Village elders (f) Other sources if any.

J iii J

19 • Opinion on Adult Education:

Advantages of Adult Education.

a
b
c

20. Has anybody informed you about those advantages

a) Yes b) No.

21. Literary Status:

Do you know how to write Telugu alphabet ?

22. Can you read the following numbers.

1 2 3 4 5 6 7 8 9 10

12 14 19 100 150 350 1000

23. Can you solve the following arithmetical problems ?

If 8 is added to 6 If 5 is added to 18

if 120 is subtracted from 200 if 8 is subtracted from 10

50 x 100 : 5 x 2 : if 9 is divided by 3.

24. Have you been told about the following occupations on Adult Education Centres.

a) Carpentry b) Pottery

1) Agriculture
2) V/eather
3) Chemical Fertilizers
4) High Yielding varieties
5) Income increasing activities (for eg. co-ordinating)
6) Use of occupational instruments
7) Agricultural mechanisation.

25. Have you benefited by attending adult education centre ?

Social Awareness.

26. Has the organisers told you about the following issues ?

No	Issue	Yes	No	Remarks
1	Our village			
2	Panchayat Raj			
3	Nutritious food			
4	Animal Husbandry			
5.	Health (cleanliness)			
6	Minimum wage of Agricultural Labourers			
7	Democracy			
8	Family Planning			
9	National Integration			
10	Any other issues			

27. What is your opinion on the following issues

a) Causes of Poverty
b) Govt. developmental schemes, help extended to the poor people
c) Superstitions.
d) Banks and other co-operative agencies.
e) Equal opportunities
f) Opinion of the village elders in your Education.

Learning timings:

28. Did you have classes every night : a) Yes b) No

29. Are you attended the Centre regularly: a) Yes b) No

30. What are the timings: From ---------- to _____

31. Are these convenient a) Yes b) No
If no what timings suit you ? from _____ to _____

32. Did you receive the following ?

a) Slate b) Slate pencil c) Books d) Others.

Lighting facilities:

33. Is your village electrified ? a) Yes b) No

34. Has your centre got electric connection ? a) Yes b) No
If not how did you manage ?
a) Petromax Light (gas light) b) Oil lamp
c) Hurricane Lamp d) Others,if any.

35 • Have you used Lamps, Are they convenient : a) Yes b) No
If not, state reasons.

Motivational Aspects:

36. Have your family members encouraged to join the adult education centre
a) Yes b) No.

37. Have your friends encouraged ?
a) Yes b) No

38. Has anyone told you not to attend the Centre ?
Yes No

39 If yes, a) Who told you
b) Why did they tell you
c) What was your reply ?

Opinion on your Supervisor:

39. What is your opinion of your supervisor

40. Is he/she teaching sincerely a) Yes b) No
If not what do you think are the reasons:
1
2
3

41. Did the instructor attended regularly
a) Yes b) No

42. Have you got your doubts cleared from your instructor
a) Yes b) No
If yes, usually what are the issues you have asked your instructor
1
2
3

43. Has he solved your doubts to your satisfaction ?

44. In your opinion what are the good quantities of an instructor
1
2
3

45. Do you know your supervisor's name ? a) Yes b) No
If known, can you tell me

46. Have you met your supervisor anytime during the course ?
a) Yes b) No

47. How many times he/she used to come to your centre in a week ?
1 2 3 Don't know.

48. Have you realised the usefulness of education now ?
a) Yes b) No
if yes, will you send your children to the school
a) Yes b) No
If not, will you give the reasons ?

49. Will you tell your friends to attend the adult education centres ?
a) Yes b) No
If not can you explain the reasons
1
2
3

50. What are your suggestions for the success of an adult education programme ?

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Interview Schedule - IV
Dropouts

1. Name t
2. Age t
3. Occupation :
4. Annual income :
5. Have you attended School ? t
6. Why did you join A E C ? J
7. For how long have you attended ? *t*
8. Why did you dropout ? :
9. Would you like to join again ? t
10. If yes under what conditions ? I

11. What are your suggestions for better organisation of Adult Education Centre :

Interview Schedule - V

Potential Learners

1.	Name of the Centre/Village	t
2.	Name of the respondent	t
3.	Sex :	1. Male 2. Female
4.	Age	t
5.	Caste	I
6.	Occupation	f
7.	Marital Status	*
8.	Annual Income	:
9.	Literary level	: 1) Grand Father 2) Father 3) Respondent
10.	Location of the house from the Centre	:
11.	Did you know about the Adult Education Centre in the Village	: 1) Instructor 2)Teaching
12.	Did you talk with any of the learners	J 1). Yes 2) No,
13.	If yes, in what context and what was her/his impression	:
14.	Were you identified as learner by the instructor or any body	: 1) Yes 2) No.
15.	What are the reasons for not joining the Centre	:
16.	Would you like to attend the Centre now ?	:
17.	If yes, under what circumstances	:

Interview Schedule - VI

Village Level General Observation Schedule

This schedule is being employed for understanding the general profile of the village in relation to its income groups, resources available in the villages, occupational structure. The information that is being collected may throw light on the nature of curriculum that could be developed for people of that area/region. The material for the second component of the programme i.e. Functionality could be gathered through this schedule. The sources of collecting data are discussions with number of people and general observation of the village.

1. Village profiles

   Details regarding:
   1) Minerals
   2) Agriculture crops
   3) Type of land
   4) School, year of starting the School. If there is no School (nearest School)
   5) Hospital
   6) Water Supply
   7) Irrigation facilities
   8) Any other specify.

2. Caste structures
   1. Whether the village has single caste group
   2. Multi caste group
   3. Dominant caste.

3. Political learning in general.

4. Transportation facilities
   (Approchability, Mobility of the people)

5. Distance in KMs from the nearest town.

6. Occupation : Main Occupation.
   1
   2
   3
   4
   5

7. Exposure to mass-media
   (The presence and use of the mass media to be retarded)

8. Government Agencies in/around village.

9. Industries/Factories in proximity of the village.

10. Some major characteristics of the village and surrounding areas, eg: Forest, Hills, Mines, any special occupation.

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Interview Schedule - VII

Centre Level Data Schedule

This schedule is intended for getting details regarding the Organizational aspects of the adult education centres. Issues like the location, attendance, physical facilities, supply of materials, help received from the villagers would be studied. Records maintained at the Centre by the Instructor would be consulted and verifications will be made.

1. Name of the Centre and Village
   (Code No : if any_____)

2. Name of the Instructor:
   (Details of previous instructors if any)

3. Location of the Centre : 1. Open Space
   2. House
   3. Public building
   4. Any other specify.

4. Facilities : 1. Lighting
   2. Space
   3. Any other specify.

5. Whether the Centre is nearer to where elite group are living or at the periphery nearer to some of the low socio-economic groups are living- details.

6. Date of starting of the Centre :

7. Total number enrolled:

8. Max. attendance 9. Min. attendance.

10. Number of dropouts:

11. Average attendance*

12. Total number of days the Centre was run:

13. Equipment available in the Centre :

14. Supply of material to learners:

15. Help received from the village.

APPENDIX

Agency	Name of Village/Adult Education Centre
Andhra Mahila Sabha (A M S)	Kamapur Pachammavadi (w) Avunoor Gambhiraopet Tadoor Namapoor (w) Gandalipur Tangallapalle Pannalur Gopalraopalle
Bhagavathula Charitable Trust (BOT)	Murakada Mamidivada Dharapalem
Comprenehsive Rural Operation Service Society (C R O S S)	Gudur Wanganpally Vartoor
Durga Samaj Seva Sangh (D S S)	Dawajeeguden Akunuru Ogirala

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