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. 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.

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". 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 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.

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>
<thead>
<tr>
<th>Sl.No.</th>
<th>Agency Intervew</th>
<th>Personal contact</th>
<th>Approach by Agency</th>
<th>Village Committee recommended</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Andhra Mahila Sabha (AMS)</td>
<td>-</td>
<td>8</td>
<td>2</td>
<td>-</td>
</tr>
<tr>
<td>2.</td>
<td>Bhagavathula Charitable Trust (BOT) Comprehensive Rural Operation Service Society (CROSS)</td>
<td>5</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>3.</td>
<td>Durga Sangh Seva Samaj (DSS)</td>
<td>5</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>8</td>
<td>3</td>
<td>2</td>
<td>(100.00)</td>
</tr>
</tbody>
</table>
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' recommendation.

The method of selection of instructors through interview was followed by only two agencies in the sample. Each of these agencies gave 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 Charitable 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 in charge 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'. 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 exigencies 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**

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Category</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>15-25</td>
<td>8 (50.00)</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>26-36</td>
<td>5 (31.25)</td>
<td>3 (100.00)</td>
</tr>
<tr>
<td>3</td>
<td>36.47</td>
<td>1 (6.25)</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>48 &amp; above</td>
<td>2 (12.50)</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>16 (100.00)</td>
<td>3 (100.00)</td>
<td></td>
</tr>
</tbody>
</table>
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 cent 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.
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>
<thead>
<tr>
<th>Sl. No.</th>
<th>Category</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Agricultural Labour</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>(6.25)</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Small Farmers</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>(18.75)</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>In-service Teachers</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td></td>
<td>(6.25)</td>
<td>(66.27)</td>
</tr>
<tr>
<td>4</td>
<td>Educated Unemployed</td>
<td>9</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>(56.25)</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Retired Teachers</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>(12.50)</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Others</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>(33.33)</td>
</tr>
</tbody>
</table>
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>
<thead>
<tr>
<th>Sl.No.</th>
<th>Slab</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>101-500</td>
<td>14</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>(87.50)</td>
<td>(100.00)</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>501-1000</td>
<td>2</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>(12.50)</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>3</td>
<td>1001-1500</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>4</td>
<td>1500 and above</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>
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

<table>
<thead>
<tr>
<th>Sl.No.</th>
<th>Agency</th>
<th>Qualifications</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>S.S.C</td>
<td>Inter</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Male</td>
<td>Male</td>
</tr>
<tr>
<td>1</td>
<td>A.M.S.</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>2</td>
<td>B.C.T.</td>
<td>2</td>
<td>-</td>
</tr>
<tr>
<td>3</td>
<td>CROSS</td>
<td>2</td>
<td>-</td>
</tr>
<tr>
<td>4</td>
<td>D.S.S.</td>
<td>3</td>
<td>-</td>
</tr>
</tbody>
</table>

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**

<table>
<thead>
<tr>
<th>Sl.No.</th>
<th>Type of experience</th>
<th>A.M.S.</th>
<th>E.C.T.</th>
<th>CROSS</th>
<th>D.S.S.</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>M</td>
<td>F</td>
<td>M</td>
<td>F</td>
<td>M</td>
</tr>
<tr>
<td>1</td>
<td>Taught adults</td>
<td>2</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>2</td>
<td>Private teaching</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>3</td>
<td>Taught children in school</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>4</td>
<td>No experience</td>
<td>3</td>
<td>4</td>
<td>1</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>6</td>
<td>4</td>
<td>3</td>
<td>-</td>
<td>3</td>
</tr>
</tbody>
</table>
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.

**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 BCT 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 BCT. 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 BCT has been a well-reputed organization and a majority of the people in Yellamanchili area knew various activities of the agency. Similarly, all the three instructors in the 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. Further, the policy makers of the programme viewed training programme as an exercise in self knowledge or value clarification 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".
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' 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 National Adult Education Programme:

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 Andhra 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 carpentry 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 carpentry, 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.

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.

Thus the 'survey' for identification of learners in AMS, 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 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.\footnote{13}

Instructors of other agencies in the sample have not shown keen interest in motivating the learners except by occasional lectures.\footnote{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 (FFL). Needless to say, that the objective of FFL Programme and N A E P are different. Some of the instructors as well as supervisors who earlier worked in FFL 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 lackdaisical 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/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 however 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 demoralised 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
t 138 I

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.C.s!

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 in the 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', it would appear, that given the fact that some instructors
are only part-time with a separate 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 arithmetic. An inter-agency
comparison reveal that the instructors of B C T and CHOSS are quite
positive about the 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 programme 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 NAEP 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 correspondingly greater degree of involvement as far as the instructors are concerned.

The views of the supervisory staff:

In the organizational framework of NAEP, the tasks of supervisors would be concerned with making instructors effective in the field." 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. 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.

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 anything 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 coordinators 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 adult 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.
The training programmes to supervisors are intended to increase the understanding about the HEP 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. 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

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.

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".

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 Resources 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 A.H.S. 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 up to 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 anywhere.

The above instance shows the gap between the directives of the policy planner and the implementors 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 NAEP 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 AEC 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 BCT 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 AECs the investigator noticed that the supervisors of the BCT 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 AMS and DSS 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 BCT and CROSS also reported a number of surprise inspections by their supervisors. The supervisors of AMS and DSS did not take up as many 'surprise' visits as were done by the supervisors of BCT 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 Comprehensive 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 feedback from the learners. The other 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 AMS 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. 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 the study of the functioning of these.

The main functions of the P L Cs include (i) co-ordination between N AEP 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. 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 widening 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 conditions. 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, whether 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 extent 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 lite:...-fly 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 cooperation from the government would have made them much more satisfied.
The supervisor of AMS 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 BCT 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 NAEPP 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 BCT 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 overburdened 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
The 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.