

Evaluation Study No. 20



ADULT LITERACY PROGRAMME

An
Evaluation Study

ISSUED BY
BUREAU OF STATISTICS & EVALUATION
GOVERNMENT OF PONDICHERRY

ADULT LITERACY PROGRAMME

The Evaluation Report on 'Adult Literacy Programme' is the twentieth issue in the Evaluation series of the Bureau of Statistics and Evaluation, Pondicherry.

This report deals with the achievements under Adult Literacy Programme, taking into account the guide-lines and the targets earmarked under the programme.

The willing co-operation extended by the Directorates of Public Instruction and Harijan and Social Welfare and the Project Executive Officer, Villianur who are implementing agencies of this programme is gratefully acknowledged. It is hoped that this publication will be useful to those who are concerned with the Evaluation of plan schemes.

Pondicherry,
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EVALUATION STUDY ON 'ADULT LITERACY PROGRAMME'

INTRODUCTION

Eradication of illiteracy is one of the vital duties of a welfare state. It is common knowledge that illiteracy is a major obstacle for implementation of schemes of a socialistic nature since conventions, superstitions and conservatism reign supreme in an underdeveloped society. This state of affairs can be gradually eliminated only by dissemination of requisite knowledge.

Towards this end, massive outlays have been made in the educational sector by Planning Commission in the course of the Five Year Plans. So far as the Union Territory of Pondicherry is concerned due importance was given for educational schemes after its merger with the Indian Union. The details of expenditure incurred on education from the First Five Year Plan onwards is furnished in the table below :

TABLE 1

Sl. No.	Plan	Expenditure
(1)	(2)	(3) (RUPEES IN LAKHS)
1.	First Five Year Plan	15.30
2.	Second Five Year Plan	34.61
3.	Third Five Year Plan	160.76
4.	Annual Plan 1966-67	25.29
5.	Annual Plan 1967-68	35.47
6.	Annual Plan 1968-69	42.19
7.	Annual Plan 1969-70	28.79

It will be obvious from the above table that the expenditure on education has increased considerably since 'merger'.

The total expenditure incurred since the First Plan upto 31-3-1970 is Rs. 342.41 lakhs. The literacy rate which stood at 37.43% in 1961 has gone upto 43.36% as per the 1971 population census.

The concept of a adult literacy came into being with a view to extend the benefit of basic education to those who could not avail of the benefit of regular school education. In other words, the very purpose of Adult Literacy Centres is to make the rural illiterates literates and thereby enable them to read and write and understand things. The expenditure on Adult Literacy Programme is summarised in the table below :—

TABLE 2

Expenditure incurred—Department-wise

<i>Sl. No.</i>	<i>Year</i>	<i>Directorate of Public Instruction</i>	<i>Harijan and Social Welfare</i>	<i>Community Development</i>	<i>Grand Total</i>	
(1)	(2)	(3)	(4)	(5)	(6)	
		RS.	RS.	RS.	RS.	
1.	1956-57	..	..	7,800	7,800
2.	1957-58	..	..	6,700	6,700
3.	1958-59	..	1,983	8,200	10,183	
4.	1959-60	..	1,899	6,880	8,779	
5.	1960-61	..	2,999	7,300	10,299	
6.	1961-62	..	7,600	3,000	9,808	
7.	1962-63	..	8,500	1,480	9,100	
8.	1963-64	..	..	2,880	9,960
9.	1964-65	..	9,900	2,150	10,635	
10.	1965-66	..	12,400	2,315	10,750	
11.	1966-67	..	8,400	3,241	11,500	
12.	1967-68	..	13,200	3,180	11,700	
13.	1968-69	..	18,500	3,215	11,160	
14.	1969-70	..	17,000	..	10,102	
15.	1970-71	..	18,000	3,370	3,500	
	Total	..	<u>1,13,500</u>	<u>31,712</u>	<u>1,35,095</u>	<u>2,80,307</u>

The table reveals that expenditure incurred by the Community Development is the highest followed by the Directorate of Public Instruction and Harijan and Social Welfare in that order.

The number of adults made literate year-wise is furnished in the table below :—

TABLE 3

Sl. No.	Year	Number of Adults made literate
1.	1956-57	384
2.	1957-58	442
3.	1958-59	606
4.	1959-60	711
5.	1960-61	669
6.	1961-62	961
7.	1962-63	999
8.	1963-64	1,038
9.	1964-65	1,373
10.	1965-66	1,278
11.	1966-67	1,473
12.	1967-68	1,443
13.	1968-69	1,365
14.	1969-70	1,086
15.	1970-71	972
	Total	14,800

It will be seen that the total number of adult made literate in the course of these fifteen years is 14,800.

The per adult expenditure incurred department-wise is furnished below :—

TABLE 4
Per-Adult Expenditure incurred—Department-wise

<i>Sl. No.</i>	<i>Department</i>	<i>Total adults made literate</i>	<i>Total expenditure incurred</i>	<i>Per-capita expenditure</i>
(1)	(2)	(3)	(4)	(5)
1.	Directorate of Public Instruction	758	1,13,500	149.73
2.	Harijan and Social Welfare ..	3,625	31,712	8.75
3.	Community Development ..	10,417	1,35,095	12.97
	Total ..	<u>14,800</u>	<u>2,80,307</u>	<u>18.94</u>

The per-adult expenditure is the highest in Directorate of Public Instruction, about Rs. 150 as against the overall figure of Rs. 18.94. The expenditure is lowest in Harijan and Social Welfare Department.

Objectives of the study :

The principal objectives of this evaluation study are to find out :—

- (i) Whether the adult literacy programme has made significant progress in this Union Territory ;
- (ii) whether the expenditure incurred is commensurate with the number of adults made literate ;
- (iii) whether the scheme is being run in accordance with the objective of eradication of illiteracy and, if so, to what extent ; and
- (iv) whether the scheme has evoked due public response, especially among the rural folk.

Method of study :

As already mentioned, the Adult Literacy Programme is being implemented by (1) the Education Department, (2) the Harijan and Social Welfare Department and (3) the Community Development Blocks. The number of Adult Schools (department-wise) is furnished in the following table :—

TABLE 5
Number of Adult Schools—Department-wise

Sl. No. (1)	Year of starting (2)	Directorate of Public Instruction (3)	Harijan and Social Welfare (4)	Community Development (5)	Grand Total (6)
1.	1956-57	..	..	24	24
2.	1957-58	..	..	26	26
3.	1958-59	..	5	28	33
4.	1959-60	..	8	32	40
5.	1960-61	..	11	30	41
6.	1961-62	..	1	44	58
7.	1962-63	..	2	43	56
8.	1963-64	..	3	43	53
9.	1964-65	..	2	50	63
10.	1965-66	..	2	47	60
11.	1966-67	..	2	54	70
12.	1967-68	..	1	50	65
13.	1968-69	..	1	45	60
14.	1969-70	..	5	41	57
15.	1970-71	..	7	39	52

Adult Literacy centres started by the Community Development in Pondicherry region were functioning for less than six months on the date of the survey. Out of the 13 centres, (7 under the Directorate of Public Instruction and 6 under Harijan and Social Welfare) which were functioning in Pondicherry region on the date of the survey, ten were selected for field study. Two questionnaires were evolved, one for the beneficiaries and other for the teachers. In each of the selected adult schools, 10 beneficiaries were selected for canvassing. However, only 87 beneficiaries could be contacted in the ten centres.

FINDINGS OF THE STUDY

PART I

Views of the beneficiaries

This part deals with the various aspects of the scheme from the point of the beneficiaries. At the outset, the age of the beneficiaries of the selected centres is analysed.

TABLE 6

Age of beneficiaries

Sl. No.	Age-Group	Directorate of Public Instruction		Harijan and Social Welfare		Total	
		Males	Females	Males	Females	Males	Females
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1.	Below 18.	9	4	1	..	10	4
2.	18 to 20 ..	6	..	10	..	16	..
3.	21 to 25 ..	6	3	13	..	19	3
4.	26 to 30 ..	3	3	7	..	10	3
5.	31 to 35 ..	2	3	5	..	7	3
6.	36 to 40 ..	3	2	4	..	7	2
7.	Above 40.	2	1	..	..	2	1
	Total ..	31	16	40	..	71	16
						13*	

* Not contacted .. } Directorate of Public Instruction .. 3 }
 Harijan and Social Welfare .. 10 } 13

The most revealing fact is that 16.09% of the beneficiaries are below the age of 18. In other words, these beneficiaries are not adults in the strict sense of the term and yet were enrolled as students in these centres. The majority of the beneficiaries are in the age-group of 18—30. Only 18.4% of the beneficiaries are female students.

Occupation of the beneficiaries :

The distribution of beneficiaries according to their vocation is presented in the table below :—

TABLE 7

Occupation of beneficiaries

Sl. No.	Occupation	Directorate of Public Instruction		Harijan and Social Welfare		Total	
		Males	Females	Males	Females	Males	Females
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1.	Cultivator	9	..	13	..	22	..
2.	Agriculture Cooli ..	8	..	26	..	34	..
3.	Shop Keeper	1	..	..	..	1	..
4.	House Wives .. ..	..	11	..	..	..	11
5.	Helping Mother .. ..	..	3	..	..	..	3
6.	Students	9	..	..	..	9	..
7.	Scavenger .. ..	..	1	..	..	..	1
8.	Mason	1	..	..	..	1	..
9.	Cook .. ..	..	1	..	..	..	1
10.	Government Employee.	1	..	1	..	2	..
11.	Tapper	1	..	..	..	1	..
12.	Mill Worker	1	..	..	..	1	..
	Total	31	16	40	..	71	16

Agricultural cooli constitute the most important category (39.08%) among the beneficiaries, followed by cultivators (25.08%). Curiously, 10.4% of the beneficiaries are student in regular schools. 12.6% of the beneficiaries are house-wives.

Beneficiaries according to marital status :

The marital status of the beneficiaries is indicated in the following table :—

TABLE 8

Beneficiaries according to Marital Status

Sl. No.	Marital Status	Directorate of Public Instruction		Harijan and Social Welfare		Total	
		Males	Females	Males	Females	Males	Females
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1.	Married	9	11	26	..	35	11
2.	Un-married	22	5	14	..	36	5
3.	Widowed .. .. .	..	..	..	..	..	..
	Total	31	16	40	..	71	16

52.9% of the beneficiaries are married while the remaining 47.1% are un-married. None of the beneficiary is widowed.

Beneficiaries according to number of children :

Beneficiaries according to number of children is furnished in the table below :—

TABLE 9

Sl. No.	Number of children	Directorate of Public Instruction		Harijan and Social Welfare		Total	
		Males	Females	Males	Females	Males	Females
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1.	One	3	..	7	..	10	..
2.	Two	2	3	5	..	7	3
3.	Three	2	2	4	..	6	2
4.	Four	3	4	1	..	4	4
5.	Five	3	1	1	..	4	1
6.	Six and above .. .. .	..	1	..	..	..	1
7.	No child	18	5	22	..	40	5
	Total	31	16	40	..	71	16

51.72% of the beneficiaries have no child at all. While 32.2% have three children and less. The percentage of beneficiaries with more than three children is 16.1% only.

Children of beneficiaries attending schools :

In order to ascertain the views of the beneficiaries on education in general, information on the number of children attending school in the selected families was collected. This data is furnished in the table below :—

TABLE 10

Beneficiaries children attending School

Sl. No.	Standard studying			Directorate of Public Instruction		Harijan and Social Welfare		Total	
				Males	Females	Males	Females	Males	Females
(1)	(2)			(3)	(4)	(5)	(6)	(7)	(8)
1.	I to V	..	..	26	8	11	..	37	8
2.	VI to X	..	..	7	6	1	..	8	6
3.	Matric	..	..	4	..	..	..	4	..
4.	Post-Matric	..	..	1	..	..	..	1	..
	Total	..	..	38	14	12	..	50	14

It is pointed out that, out of a total of 104 children in the selected beneficiaries families, 64 or 61.54% are attending schools.

Supply of books, slate etc. :

The beneficiaries were questioned on the supply of books, slates etc., since the scheme envisages supply of these items free of cost. Their views are tabulated below :—

TABLE 11

Sl. No.	Category	Directorate of Public Instruction		Harijan and Social Welfare		Total	
		Supplied with	Not supplied with	Supplied with	Not supplied with	Supplied with	Not supplied with
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1.	Books .. .. .	..	47	10	30	10	77
2.	Slates with pencils ..	30	17	28	12	58	29
3.	Pencils	10	37	..	40	10	77
4.	Rubber	10	37	..	40	10	77
5.	Note Book	10	37	..	40	10	77

The survey reveals that 88.5% of the beneficiaries have not been supplied with books while 33.3% of the beneficiaries have not been provided with the basic requirement of slate.

PART II

Views of the Teachers

This part relates to the views of the teachers on the programme, as ascertained from them in the course of the survey.

The educational qualification of the ten adult school teachers are indicated in the table below :—

TABLE 12

Educational qualification of the Adult School Teachers

Sl. No.	Educational qualification of teachers	Directorate of Public Instruction	Harijan and Social Welfare	Total
(1)	(2)	(2)	(4)	(5)
1.	IX Standard .. .. .	..	4	4
2.	Matric/S.S.L.C.	5	1	6
3.	Pre-University .. .. .	..	..	..
4.	Graduate .. .. .	..	..	..
	Total	5	5	10

The table reveals that 40% of the Adult School teachers have studied IX standard and below while the remaining 60% are either Matriculates or S.S.L.C. holders.

Occupation of teachers :

The regular occupation of the Adult School teachers are indicated in the following table :—

TABLE 13

Occupation of Teachers

<i>Sl. No.</i>	<i>Occupation</i>	<i>Directorate of Public Instruction</i>	<i>Harijan and Social Welfare</i>	<i>Total</i>
(1)	(2)	(3)	(4)	(5)
1.	Cultivator .. ..	..	4	4
2.	Regular teacher	5	1	6
	Total	5	5	10

40% of the teachers have reported that they are cultivators. 60% are regular teachers in schools.

Provision of perquisites :

In as much as the centres are reported to have been provided with furniture, electricity/petromax, magazines and newspapers, these aspects were ascertained from the teachers. Their response have been summarised in the table below :—

TABLE 14

Facilities in the centres

<i>Sl. No.</i>	<i>Category</i>	<i>Directorate of Public Instruction</i>		<i>Harijan and Social Welfare</i>		<i>Total</i>	
		<i>Supplied with</i>	<i>Not supplied with</i>	<i>Supplied with</i>	<i>Not supplied with</i>	<i>Supplied with</i>	<i>Not supplied with</i>
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1.	Furniture	4	1	..	5	4	6
2.	Electricity/Petromax ..	2	3	2	3	4	6
3.	Magazines	2	3	1	4	3	7
4.	Newspaper	2	3	..	5	2	8

It is regrettable that the majority of the schools are not provided with the abovementioned facilities. 60% have not been provided with furniture, and an equal percentage do not have the facility of either petrolmax or electricity. 70% have not been supplied with magazines while 80% of the centres do not enjoy the benefit of newspapers.

Views of teachers on timings, honorarium and enthusiasm of beneficiaries etc:

The success of the scheme primarily depends on the convenience of the timings and ultimately the enthusiasm of the beneficiaries.

TABLE 15

Views of Teachers on timings, enthusiasm of beneficiaries etc.

Sl. No.	Views of Teachers	Directorate of Public Instruction		Harijan and Social Welfare		Total	
		Reporting favourable	Not favourable	Reporting favourable	Not favourable	Reporting favourable	Not favourable
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1.	Timings	7	1	1	1	8	2
2.	Honorarium	6	2	..	2	6	4
3.	Enthusiasm*	8*	..	1	1	9	1

* Occasionally in Directorate of Public Instruction and rarely in Harijan and Social Welfare Department.

20% of the teachers have remarked that the timings of the adult schools are not convenient while 40% of them are dissatisfied with the present rate of honorarium. As regards enthusiasm evinced by the beneficiaries, 20% of the teachers have stated that the beneficiaries show lack of interest and enthusiasm in the scheme.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

1. The attendance registers in the selected Adult Literacy Centres are not properly maintained. Even though the names of the beneficiaries have been entered in the register, the actual attendance has not been regularly marked.

2. 16.09% of the beneficiaries are below 18 years of age. This is actually against the norms of the programme.

3. 39.08% of the beneficiaries belong to the category of Agricultural Cooli while 25.28% belong to the category of cultivator. Curiously, 10.4% of the beneficiaries are students in regular schools.

4. 52.9% of the beneficiaries are married. None of them are widowed.

5. 51.72% of the beneficiaries have no child, while 32.2% of the beneficiaries have three children and less. In other words 83.01% of the adults have compact family.

6. 88.50% of the beneficiaries have not been supplied with books and 33.3% of them are not provided with even slates.

7. 60% of the teachers of the selected centres have studied upto IX standard only while the remaining 40% are either Matriculates or S.S.L.C. holders.

8. 40% of the teachers are cultivators. 60% are regular teachers.

9. 60% of the centres have not been provided with furniture and an equal percentage of centres do not have the facility of either petromax or electricity. Surprisingly, 70% of the centres have not been supplied with magazines and 80% have not been supplied with even newspapers.

10. No record is available in any of the selected centres for the free distribution of books, slates, etc., to the beneficiaries.

11. No proper and periodic inspection of the school, seems to have been done. There is no initial or attestation of the inspection staff in any of the attendance registers of the selected centres.

In the final analysis, it cannot but be stated that the scheme does not evoke requisite enthusiasm among the rural illiterate adults, as revealed by the survey. This is vouchsafed by the vital fact that only 14,800 adults are reported to have been made literate in a span of fifteen years.

Recommendations :

1. It is suggested that one of the regular teachers of respective Government school may be appointed as Adult School teacher. The amount of honorarium being paid at present is quite un-attractive. A sum of Rs. 30 is recommended as minimum in this regard.

2. As regards issue of free slates, books, etc., it is suggested that these materials may be kept in the custody of schools themselves and supplied to the beneficiaries whenever they attend the school.

3. It is felt that serious and active steps should be taken to enrol adults who are genuinely interested in learning the basic rudiments of education. For this purpose, audio-visual publicity is a very important aid to attract more illiterates into the fold of literacy. Films depicting the importance of education for a wholesome life should be screened regularly.

4. In conclusion, it is also suggested that the municipalities may be asked to render assistance for this scheme preferably by providing some incentive to the illiterate adults who join the centre.