A Guide Book for a

Mass Campaign for

Total Literacy

It is essential that this preface be read and understood. This Handbook was prepared for a specific purpose at a specific point in time. It was prepared for the Bharat Gyan Vigyan Samithi National Convention which was held at Ernakulam from February 18 to 26 and was intended to provide information to the participants drawn from all over India on the approach to transform their initial work of organizing a Jatha into something much more, i.e. actually attaining universal literacy in their districts. However, this book represents the experience of one group of literacy activists, especially those associated with total literacy work in Kerala and Pondicherry. It is necessarily so because it is in these two places that the campaign for literacy has drawn to a close. In addition, there are over 30 districts which have taken up similar programmes and certainly each has its own experience and lessons drawn, but the only reason why they are not included is that they have not yet reached a stage at which one can sit down and write it and generalize from it. However, we note that we have been associated with formulating and guiding the organizational aspects of such programmes in many of these districts and the experiences as of date show more similarities than differences with the guidelines contained in this book.

At many places in this book we have spelt out details like a calendar of events, the sessions in a training camp, etc. It is obvious that no district can or need follow them to the letter. However, we feel that spelling out the details helps those embarking on the programme to visualize the various details and plan for them instead of last minute crisis managements as we have had to do, so far. There are also many problems like computerization of Management Information System (MIS) that have not been solved to date. There are also thousands of personal problems and human angles—clashing egos, tempers, shyness, etc., that have to be overcome but to which no guidebook can ever do justice.

We assure those who feel that such details cramp individual and local initiative that this campaign is vast, massive and complex and that there is still a lot more left to plan locally. And as for crises to manage, you are sure to face them by the thousands once you enter the ring.

This Handbook, however, is too matter of fact and does not do justice to the excitement and human interest aspects of such a programme which only the programme itself can do.

1. WHY A PEOPLE'S MOVEMENT FOR LITERACY?

1.0 Is the phrase 'People's Movement for Literacy' correct? Do people want to become literate? If they wanted, why did they not take the initiative so far? Is it not true that they really do not feel any need for being literate? Are we not imposing literacy on them? These are some of the questions that are being asked. There are no text book answers or logical answers to these questions. So the best way is to go to the people and ask them. And we have to ask them in a way which will create confidence and not diffidence. People have been asked and they have given an unambiguous reply. Today there are more than ten million adult learners attending literacy classes. Soon their number will double. People do want to become literate once it is convincingly shown that they can become literate.

1.1 This was done so for the first time in India in the Ernakulam district of Kerala. Earlier, individuals and even small groups were becoming literate, throughout India. A few well meaning officials and some philanthropic persons and institutions were running literacy programmes. However, the number of illiterates was still going up. The whole situation was becoming hopeless. The general understanding was that massive literacy programmes can be carried out only in the wake of major sociopolitical upheavals.

No such major sociopolitical change or upheaval has taken place during the past four decades following independence. Neither can we see anything round the corner, though the question is being asked as to whether a planned, a concerted movement for literacy can precede such a sociopolitical and economic upheaval. And even lead to one. There is no answer to this question in any text book. The only way to get an answer is to try it out and observe the results.

1.2 This was the experiment that was conducted for the first time in the Ernakulam district of Kerala. Compared to other parts of India, the problem in Ernakulam was simple. Nobody selects the most complicated problem at the first instance. In Ernakulam about one and a half lakh persons achieved proficiency in reading and writing with the help of about twenty thousand volunteer instructors. It was organized as a people's movement. Nearly of the three million population in the district was involved in it—either as facilitators or as organizers, either as volunteers or as learners, either as artistes or as resource persons. A small percentage of them participated as opponents of the programmes, too ! There is hardly anyone in the district who was not aware of this programme. It was really a people's movement.

1.3 There were critics and cynics who argued that Kerala is a special case and that this cannot be replicated elsewhere. Even renowned activists like Dr Anil Sadgopal shared this view. The Acharya Ramamurthy Committee questioned

the disproportionate emphasis on literacy campaigns (of course it did not give a clue as to what the proportion should be either for literacy or for any other area). The Committee argued that as opposed to the National Literacy Mission approach, one should begin with life related issues and weave in processes that would motivate the participants towards the desire for literacy. "After creating awareness in respect of the essential needs and issues the adult learner himself should be expected to ask for literacy as a felt need." The Committee also observed: "In our plans for eradicating illiteracy from India before the turn of the century we may not be able to wish away the ground realities that have so far been responsible for alienating large masses of Indian people from the benefit of education." It is true that the ground realities cannot be wished away. But should they change first and then only people should become literate? Or would literacy help the people to change the ground realities? The Committee feels that this is not possible. But in Kerala literacy preceded major changes in ground realities.

1.4 The Acharya Ramamurthy Committee said that it is doubtful whether lessons could be drawn from the Ernakulam experiment for application elsewhere. One does not know what sort of lessons the Committee is referring to. Certainly, any experiment will give some lessons, either positive or negative. If what they meant was that a mass movement for literacy could not be initiated and sustained elsewhere, they are grossly mistaken. Pondicherry, Midnapore, Bijapur, Durg... the list is quite long. The conditions are quite diverse. There are, and it is bound to be so, many differences in the finer details, but certain cardinal elements of Ernakulam can be seen everywhere.

1.5 What are these cardinal elements of a People's Movement for Literacy? They are

- a massive and total area approach
- involvement of the entire community in one form or the other
- predominantly voluntary in nature
- shared joy
- clear objectives, sense of excitement on achievement
- close cooperation of bureaucracy and voluntary workers
- very high commitment and productivity
- change in the social outlook of the participants
- shift from cynicism to optimism

And this optimism is contagious.

1.6 But what is, after all, the use of making people merely literate? There are millions and millions of literate persons doing nothing. In fact, won't literacy make people unhappy and unemployable? Cynicism cannot be easily vanquished.

The critique of the present education system is valid. It

makes people, a majority of them, unemployable. It instils values hostile to manual labour, even to hard mental labour. It is not only the formal education system that is guilty of this. The general societal environment too is hostile to a healthy work culture. Can education be used to fight this tendency, this anti-work attitude?

1.7 Ability to read, write and compute by itself will definitely help the illiterate and so is desirable for itself. However a people's movement for literacy cannot and should not stop at imparting these abilities. It is well known that illiteracy and poverty are the two sides of one and the same coin. The process of imparting literacy should also lead to the realization of the causes of their own poverty and deprivation. This is not an easy task, but literacy is an essential tool for this.

1.8 The literacy movement has already shown the potential to develop into a movement beyond literacy. The sense of liberation and self-confidence it imparts will go far beyond learning letters. The movement can liberate the poor and the illiterate from fatalism and instil in them confidence in a better tomorrow. The movement liberates the middle class, the educated, from cynicism and apathy. It makes them optimistic and creative.

Maybe literacy will be of some immediate use to the illiterate. But as far as the other aspects are concerned what is the special advantage of the literacy movement as compared to other movements? The overall scenario in our country is one of stagnation and developing fatalism and cynicism. The smarter ones make capital out of this situation. They become richer and richer. The 'civil raj' is thus gradually getting converted into a 'mafia raj' in its broadest sense. And the mafia builds up impenetrable forts. Literacy movement has the potential to penetrate into these forts and reach the people at large. Literacy is a good entry point to the villages of India. This is happening in Durg, in Muzzafarpur, in Sundergarh, in Sindhudurg, in Cuddappah, in Panipat, in Chamoli, in Bijapur. Yes, literally it is penetrating into each and every village.

1.9 A People's Movement for Literacy can help create a scientific world outlook among the masses. This has to be consciously built into the programme. An increasing knowledge about the nature around us, about its laws and about the means of transforming it will lead to a healthy optimism about the future, to a confidence in effecting a change for the better. This forms the core of the scientific temper. This is not a crusade against superstition. It strives to create conditions which make superstitions irrelevant and unnecessary.

1.10 Unlike other living beings, human beings interact with and transform nature around them to make available the necessary goods and services. This is technology. The experience gained in these processes is collated, generalized, abstracted and theorized, leading to new ways of interacting with nature. This is the process of science.

Science and technology play a determinant role in the life of every human being. If people are to participate in the running of their own society, they have to be armed with the weapon of science and technology. An illiterate people cannot wield this weapon. They cannot participate creatively in the democratic running of the affairs of society. All that they can do is to select their rulers. Even this they cannot do intelligently. They are misled and they commit mistakes.

1.11 What is the use of a literacy movement, with primary education as dismal as it is today? A large number of children either do not go to school or drop out even before they become literate. There is a constant addition to the ranks of illiteracy. Should we close the tap before we attempt to mop the floor? —the diehards ask. The Acharya Ramamurthy Commission has also asked this question. The answer is this. The People's Movement for Literacy is not limited to adults, or to literacy. It also involves a mass movement for Non-Formal Education of non-school going children and for the realization of Universal Elementary Education. An illiterate parent is less likely to be interested in getting his child educated. A father or mother attending literacy classes will certainly like their children go to school. They will raise the demand for more schools, more class rooms, more library and sports facilities and so on. They will demand that the teachers should attend the classes and teach the children. A people's mass campaign for literacy is a favorable precondition for launching a mass movement for the realization of Universal Elementary Education.

A people's movement for literacy has far greater implications in the Indian context today. Our country is facing the danger of disintegrating. Our people are fighting each other in the name of caste, religion, and culture. The emotional sense of being Indian is getting weakened. People are taking pride in their religion, caste and language. A small fraction of the society is holding the entire country at ransom. The rule of law is disintegrating. Once people lose faith in the rule of law, anarchy prevails. This is what is happening. People are getting deprived of their democratic and legal rights. A majority are becoming less and less sensitive. A minority is becoming more and more volatile. Meanwhile, the country is becoming more and more dependent. Successive governments have been following effectively similar policies, leading to total sell-out of the nation in order that a small minority of 'haves' can have everything they want. There is practically no resistance movement against the increasing economic aggression by developed nations, especially the USA.

1.12 It is time to launch a second freedom movement, freedom not from an immediate and tangible external enemy, but from a more subtle and tenacious internal enemy. Illiteracy, ignorance and misinformation form the bases of this enemy. A nationwide fight against this enemy will, hopefully, unite us. It has been demonstrated that people more easily unite to fight a common enemy. Can illiteracy,

3

ignorance and poverty take this role of the common enemy?

We are proud of being the largest democracy in the world. Democracy is generally defined as rule of the people by the people for the people. Certainly, then, ours is not a democracy. With more than fifty percent of the people remaining illiterate, it certainly is not rule by the people. And had it been for the people we would not have had to conduct a literacy campaign forty years after independence.

Today, democracy remains a futuristic concept. Whatever democracy we have is neither participative nor creative. It is only notional. It is escapist. The historic trend has been towards concentration of economic power made possible through the use of science and technology. If democracy means people's power over their own affairs, it is as much economic as it is political and science and technology become an essential element of this. Today the world economy is controlled by a very small section of the humanity, the national and transnational monopolies. No society is free from their omnipresence and omnipotence. The only democratic freedom others enjoy is to remain poor and underdeveloped!

Today democracy has a much larger significance for humanity than the freedom for independent development. As a result of the growth of science and technology, the entire world is getting wired into one single interconnected mega system. Any disturbance anywhere will generate ripples everywhere else. What is more dangerous is that this is behaving like a "positive feed back" system: disturbances and imbalances tend to grow divergently. The threat of these conflagrations leading to total destruction of humanity is increasing. One can find this situation both on a global scale and on a local scale. The Gulf War is one of the most recent examples. In India we can find the flaring up of a number of issues almost in an uncontrolled manner. The Ram Janmabhoomi and Mandal Commission issues are some examples. The societies within which these occur have lost control over them. If humanity is to survive, the social structure has to be rewired and reprogrammed into a negative feed back system. Herein lies the importance of strengthening local democracies.

1.13 If local democracy is to become real, the society should have the necessary economic strength. The local economies should be able to withstand the onslaughts of global economies. This is possible only in a situation where small is not only beautiful but also powerful, more powerful than big. Only at a far higher level of science and technology which requires much less energy for a higher quality of life, which can use anything as raw material, would this be possible. This is the challenge before scientists and technologists today.

1.14 In the Indian context 'local' can be taken as the panchayat, the block, the district or the state as the case may be. Strengthening democracy at the panchayat level means, on the one hand, wresting more economic and executive powers from the district, state and the centre and, on the other hand, enabling the oppressed and downtrodden majority to enjoy this power. This will require a manifold rise in their technical and managerial capabilities. This capacity should not be limited to the local rich. However, more than 80 percent of the have-nots, the downtrodden and the oppressed are not even literate today, not to speak of capabilities in science and technology. The first step in the battle, for them, is a movement for literacy. This is already on. The second step is widespread S & T literacy. This exactly is the reason why People's Science Movements have gone in a large way for mass literacy and science popularization.

1.15 In Kerala yet another programme to involve the village level people for a massive resource mapping of the entire state is being initiated. This should lead to the building up of Natural Resources Data Management Systems, Geographic Information System viable in the hands of the villagers and actual development planning at the panchayat level. Grassroot level planning will become a reality and not a mere expression. It is expected that about 50,000 persons will be trained for this purpose and in the actual mapping campaign at least half a million persons will be involved.

1.16 One can say that the battle for social change, as we envisage it, is to be fought not in Delhi, but in the villages of India. The fight for democracy, meaningful democracy, is also a fight against the minority which appropriates democracy for itself. This has to start from the villages and reach Delhi. Literacy, an optimistic world outlook based on science, participation in local area planning, leadership in the implementation of development projects, etc., are elements in this battle. This is microaction planned on a macroscale. It is local action conceived at the central level and elaborated at mesolevels and detailed at local levels.

The People's Movement for Literacy includes all these possibilities. But the first step first and then only the next step. And the first step is literacy, ability to write and read and compute. And if ten, twenty, thirty.... million people are engaged in learning and if the majority of them are women and if one, two, three ... million volunteers are engaged in teaching them without taking any remuneration, then something unusual is happening .... for the better.

2. MASS CAMPAIGN MODEL OF LITERACY

2.0 The experience with adult education and literacy work over the years has been discouraging. Before independence and in the immediate post-independence period adequate emphasis was not given to it. The major stress was on expanding school education and there was a general opinion that this by itself would be adequate and adult illiteracy would gradually disappear. Adult literacy work was conducted but on a very minor scale.

2.1 1978—The NAEP & SAEP

However, it became obvious that the absolute number of adult illiterates was increasing sharply year after year and was considerably more in 1981 (437 million) as compared to 1951 (300 million). Though illiteracy in terms of percentage had come down, the rate of decline was slowing down.

In 1978, the then government launched a major national adult education programme. The key element was to open adult education centres run by an honorarium paid animator. Provisions were made for training the animator and for administration. Most reviews of these programmes showed that the results were far from being satisfactory. There was gross over-reporting of figures and the actual achievements were far below expectation. To intensify the campaign, in 1988 the National Literacy Mission was launched. Initially this too concentrated on two approaches, the 'centre based' (RFLP, SAEP and Voluntary Agencies) and the 'each one teach one' (MPFL) schemes.

2.2 The Centre Based Programme

The main features of this approach were:
(a) To choose a number of contiguous villages.
(b) Set up centres, each of which was to cater to 30 persons. Up to about 2 centres per village were allowed.
(c) The centre was in charge of an animator who was paid Rs.100 per month.
(d) Adequate provision for kerosene, lamps, books etc.
(e) Adequate training for animators.
(f) An administrative structure.

Its main problems were:
(a) Lack of adequate motivation to illiterates and the animators.
(b) Complete absence of community involvement. It was almost the sole responsibility of the animator, often a young girl or boy of about 20, to make all the arrangements and bring 30 persons to attend his or her class.
(c) Poor administrative motivation and difficulties in independently evaluating or monitoring progress.
(d) A relatively high programme cost—about Rs.180/- per illiterate.

2.3 The Each One Teach One Programme

The main features of this are:
(a) Large scale volunteer mobilization, especially of students—university, college and school level students.
(b) The volunteers must each identity one illiterate and proceed to teach him/her over 40 hours for a minimum literacy skill.
(c) Training is shorter and ends up with a kit provided to each volunteer who is then essentially on his/her own.

The disadvantages were:
(a) Almost complete inability to monitor actual teaching because of its scattered nature.
(b) Inability to involve the community and create adequate learner motivation.
(c) Inability to sustain the classes and volunteer motivation due to the 'teach one' policy—it was just not exciting enough.
(d) Absence of group dynamics.

The mass campaign approach to total literacy took some of the best features of the above with a radically different approach. The background on which such an approach was based is the following.

(a) Wherever there had been a successful literacy programme—be it in Nicaragua or Cuba or Tanzania—the mass campaign approach had been favoured.
(b) Experiences of People's Science Movements, especially that of KSSP and the Bharat Jan Vigyan Jatha, had shown that it is possible to mobilize people for such programmes. Whether it was science popularization or rural technologies, people welcomed it and many more educated people joined the PSM organizations to conduct more such programmes. The PSM experience with the Kala Jatha was also important for it showed how art forms like music and drama could be used to create a suitable environment.

2.4 The Mass Campaign Approach for Total Literacy

Its main features are:
(a) Creation of a suitable environment for learning (and thereby creating learner and instructor motivation) by means of a massive publicity campaign making use of posters, banners, stickers, notices and the mass media but largely focussed on local art forms in the 'Kala Jatha' or similar style. The content is aimed not only at the illiterate but also, and more important, at the literate.
(b) Maximal community participation and involvement. It must become a 'People's Movement'. One key element of this is setting up broad based participatory committees at all levels—district, taluk or block and village levels, with a core of motivated persons who are acceptable and efficient. It is these committees that are in charge of the programme at each level and both government officials and volunteers act through or with them.

(c) Massive mobilization of volunteers. On an average, for every 10 illiterates there must be one volunteer instructor. In addition, one needs volunteers for cultural programmes, padayatras, organizational work and so on. Thus in a district of six lakh illiterates 60,000 volunteer instructors and at least 20,000 volunteers in other capacities are needed. This indeed is the most difficult and one of the most rewarding aspects of the campaign, since none of the volunteers is paid any honorarium whatsoever.

(d) A massive and specially designed training programme conducted in camps, involving thousands of master trainers and instructors. Through these camps motivation, awareness and pedagogic skills are imparted to the volunteers. Thus in a district with six lakh illiterates the number of person-days of training, on the whole, is about six lakh.

(e) The coming together of all forces—governmental and non-governmental—including senior officials, elected representatives, both legislative and panchayat, voluntary organizations, trade union activists, social workers etc., into a single organizational command structure. Such a pooling of all available resources is mandatory for literacy.

(f) The optimal size of the project is taken as a district. The district, with the collector as its head, is a well manageable administrative unit wherein the collector has considerable powers. The programme is massive enough to be exciting and small enough to be managed and demarcated enough to make people identify themselves with it. However, theoretically, a block or panchayat union (i.e., mandal) or tehsil can also undertake such a project.

(g) Teaching is done on an 'each one teach ten' basis. Above this number it is difficult for volunteers to mobilize learners on a daily basis, to find a venue that can house the class, or to give individual attention to learners. Much smaller numbers are difficult to sustain interest and excitement and it becomes weary and burdensome both to teach and to learn. The timings, venue, etc., are decided between the volunteer and learners with the village committee's guidance.

(h) A flexible 5-8 month duration syllabus under the IPCL guidelines. These are adapted to the needs of the district. The course is usually divided into 3 primers each covering literacy and numeracy lessons and in-built evaluation tests.

(i) Very important: an efficient well-oiled management and information structure or monitoring and evaluation structure which regularly keeps track of the functioning, assesses levels of learning, which can initiate corrective steps wherever needed. It is important that this is in place, otherwise many pockets of programme failure will emerge and spread rapidly. This structure has three legs:

(i) The project structure made of a crore of full time workers at the district and taluk level. Approximately one full time worker is needed for every 2,000–4,000 illiterates.

(ii) The committee structure at village, block and district levels broad based and representative.

(iii) The governmental/administrative structure.

If all these three legs optimally function, the project would be in a position to identify and take corrective action for various problems.

(j) Finally the entire programme is time bound, usually a 3-month campaign followed by simultaneous start of teaching that lasts for 5-6 months and a consolidation phase that takes a variable period. In practice learning centres do not start in all areas and some persons and centres start as late as 6 months after the first set, making extension of time necessary. Yet it is essential to plan to start all centres simultaneously. Though it makes programme logistics more difficult, it acts to build up the learning environment. Since everybody is learning, one is no longer shy. There is a compulsion to go along.

Summary

(1) Beginnings of adult education.

(2) The reasons for adopting centre based and each one teach one approaches and their main drawbacks.

(3) The background of the mass campaign approach to total literacy.

(4) Main features of the mass campaign approach.

(a) Massive environment building publicity campaign with the use of cultural forms, especially 'Kala Jatha'.

(b) Creation of broad-based participatory committees at all levels to ensure community participation and leadership.

(c) Massive mobilization of volunteers with no payment of honorarium whatsoever.

(d) A massive training programme for volunteers.

(e) Network of all governmental and non-governmental forces under a single programme and command structure.

(f) District is the optimum size.

(g) "Each one-teach ten" approach.

(h) Locale specific, 5-month long, life oriented, exciting syllabus.

(i) Efficient MIS for continuous monitoring and evaluation.

(j) Time-bound programme.

3. PROJECT FORMULATION

This is an important task and a very useful exercise in itself. It takes stock of the literacy situation, the problems specific to that district and the resources, both material and manpower, available and needed for such a programme. It is a big step forward from the general apathy and a throwing up of hands in despair with an all-knowing 'it can't be done, it may work elsewhere, but not in this place'.

3.1 The Crucial Step

The first step, of course, is identifying the persons—both officials and non-officials—interested in doing this. It is important to involve many people in formulating the proposal but choose those who are already excited by the BGVJ or otherwise moved by the cause of literacy and also optimists, people who believe that society can be changed for the better if we work together for it. Those who believe that nothing can happen, that such changes are impossible, even without listening to you or studying your suggestions, can be convinced later. They are not those whom you can start with.

Once the team is identified or even as it is being identified work can begin on preparing the proposal.

3.2 Assessing the Magnitude of the Problem

(a) *Data collection from available census data*
   (1) Total population with sex distribution
   (2) Scheduled caste and tribal population
   (3) Literacy rate and absolute number of illiterates with sex distribution and Scheduled Caste and Scheduled Tribe people among them.

All the above three sets of data can be collected from census reports available with district collectors or in the census office. These reports are available
   (1) for the district as a whole
   (2) for each taluk
   (3) each panchayat or village.

All of this has to be obtained and tabulated. In many places taluk and panchayat/block boundaries may have been demarcated since the census, but generally by finding out which revenue villages are in which taluk or block and adding up from village level census, one can reconstruct the census data for the taluk or block.

The next step is to get age specific data. This too will be available in census reports but may be more difficult to obtain.

One has to estimate the 5 to 10, the 10 to 15, the 15 to 35 and 35 to 40 or 35 to 45 age groups separately depending on the targets we choose. If we have chosen it already, then it is easy but very often this may not be easy to finalize and one has to be ready with data for any combination of figures.

(b) *Estimating the number of illiterates in the target age group*

The exact number and location of illiterates in the target age group can be determined only after a door to door survey. This has to be done as part of the project implementation. However, for project formulation we require a tentative estimate of the total number of illiterates involved. The only source for this is the census hand book for 1981. If the age specific literacy status is available from the census (there is one volume which gives this) then the correct number of illiterates in the 5-35 age group for 1981 can be taken as the number of illiterates in the age group 15-45, in 1991. The additions due to relapse and migrations and reduction due to adult education programmes will more or less cancel each other. If, however, age specific literacy rate is not available, then as a thumb rule one can take 40 percent of the total illiterates as the figure for project formulation. This will give the number of all the illiterates in the age group 15 to 45 and some in the higher age group with 10 percent accuracy.

(c) *Estimating language/dialect-wise distribution*

In some districts there is only one language but in many there are more than one, especially in districts bordering other states, and districts with sizeable tribal populations or in large urban centres. To the extent possible with available data, an estimate of this must be made.

3.3 District Administrative Features

It is essential to obtain detailed information on the district administration. This includes:

(a) Number of taluks or tehsils and the number of blocks in each taluk and the number of revenue villages in each block.
(b) Number of hamlets, villages, wards, panchayat and Panchayat Unions (equivalent to Mandals in Andra Pradesh) in the district. The relation of Panchayat Union to block and taluk.
(c) Number of primary, middle, high schools and higher secondary schools and their distribution per panchayat/taluk or whatever programme unit is chosen.
(d) Official structure and key officials in the following departments and the number of such posts per panchayat and at taluk and district levels.
   (i) Revenue department
   (ii) Education department
   (iii) Rural development department
   (iv) Social welfare department
   (v) Panchayat officials
   (vi) Elected representatives and bodies at various levels

3.4 Other Information

(a) A list of voluntary organizations which are active.
(b) People's organizations, associations and unions of various sorts, especially of teachers, students, women, youth and trade unions.
(c) Cultural institutions, theatre groups.

(d) University/colleges.
(e) Geographic details and maps marking roads, rivers, towns, etc.

3.5 Demarcating the Operational Unit and Estimating Manpower Requirements.

It is essential to plan the administrative as well as monitoring and evaluation systems. With the detailed data gathered the operational unit can be determined. Such a unit is determined by a number of factors, all of which are contributory.

(a) Unit of administration (tehsil or block).
(b) The unit of elected bodies (panchayat).
(c) In case both the above are not co-terminus, prefer the elected body as the unit.
(d) Such a unit should not have more than 3,000 illiterates if it is a peripheral unit or more than 20,000 if it is a sub-project. However, many variations of this are possible.
(e) Based on type of people.

This is a crucial decision and must be taken with care but necessarily it varies from district to district. To understand it better we give two models below.

PALGHAT DISTRICT (KERALA)

Level	Project structure	No. of illiterates covered per unit	Project staff per unit— full time
District level	District Project Office	3.6 lakh	12+Office staff
Regional (each covers approximately 20 panchayats)	6 Project Offices	60,000	7 + Office staff
Panchayat level or per 2 corporation divisions or per 4 municipal divisions	123 Sub-project Offices	3,000	1+ No staff
Panchayat villages and wards	Ward level Panchayat Committees	varies	Nil

AN ANDHRA DISTRICT

Level	Project structure	No. of illiterates covered per unit	Project staff per unit—full time
District	District Project Office	7 lakhs	11+Office staff
4 Regional level offices (1 for 11 tribal mandals, 10 coastal mandals 13 agricultural rural areas and one urban area)	1 Tribal Mandal office		5 + Office staff
	1 Coastal Mandal office		3 + Office staff
	1 Rural mandal office		3 + Office staff
	1 Urban Mandal office		2 +Office staff
Mandal (Taluk or Panchayat equivalent)	60 Mandal sub-project offices	1 per 10,000(approx)	5 per mandal office, ie 1 per 2000 (appro illiterates + 1 office staff
Village	Village level committees-	varies	Nil

8

We can see that the Palghat district has 12 district level, 42 project office level and 123 sub-project level full time staff, i.e. approximately 177 persons or 1 per 2,000 illiterates, excluding office staff. This ratio is the same as we find in the Andhra model project.

Many activists who plan for total literacy either do not pay adequate attention to planning or budgeting for this structure or even leave it out altogether. Their reasons are that

(a) this is a voluntary movement, so there is no need for a full-time paid staff, and

(b) the government, CEO or DEO or some other official is in charge—so there is no need to appoint a separate person.

Both these are due to failures to grasp the quantum of work involved at every level. If training has to be supervised, materials have to be distributed, centres have to be visited, committee meetings attended, co-operation of local officials secured etc., a full time person is essential for every 3,000 illiterates, i.e. 300 centres.

3.6 Planning the Syllabus and Teaching/Learning Materials

(a) Study the IPCL approach recommended by NLMA (see Appendix I)

(b) Get the material available with the SRC in your state and check to ensure conformity with NLM's guidelines.

(c) Decide whether it can be used as it is with minimum modifications or it needs complete rewriting.

(d) If rewriting is necessary, explain fully why it is necessary. Also set up a committee for rewriting the materials. One must differentiate between questions regarding the rate of introduction of letters, order of introduction of the letters etc. and the questions regarding meaning or words chosen and content of sentence etc. There is a certain number of technical issues involved in the introduction of letters and new entrants into literacy work must tread carefully.

(e) Identify the sub-groups which will need special primers, like tribal's.

f) Decide what learning materials other than primers can be supplied. These are usually:

  (i) a slate
  (ii) 2 pencils
  (iii) note books

The cost of 3 primers and other materials should not exceed Rs.20/- per learner.

(g) Decide what materials have to be supplied to the volunteer instructors. These can be:

  (i) a guide-book for the primers
  (ii) a diary
  (iii) an attendance register
  (iv) a roll-up black board
  (v) arrangements for lighting

The ability to supply these depends on cost and budget compulsions as well as possibilities of locally mobilizing the same.

3.7 Planning the Massive Training

(a) *Volunteers*

  (i) The number of volunteers who will need training is 10 per cent of the total number of illiterates.

  (ii) The minimum number of days required for training is 9 in three stages: First 4 days before teaching starts and then 3 days after 2 months of teaching and subsequently 2 more days.

  (iii) Venue of training: If at the village or the panchayat level, the costs will be less but then there must be about one camp for 200, i.e. the villages, panchayats covered must have 2,000 illiterates.

  (iv) For training volunteer instructors the number of master trainers required would be about 2 per 40 instructors.

(b) *Master Trainers*

  (i) There must be one master trainer for every 20 volunteer. Thus for 6 lakh illiterates 60,000 volunteers instructors and 3,000 master trainers are needed. This is on the assumption that one master trainer will train only one set of volunteer instructors. If enough master trainers are not available, each of them can train several batches of volunteers.

  (ii) Evolve a policy for identifying and selecting them based on distribution, motivation and capability.

  (iii) Will need also 4+4+3+2 days of training. The first 4 days can be residential training to build up the requisite levels. Ideally a master trainer must have 6 to 8 days, training before he starts imparting training to volunteers.

(c) *Resource Persons*

To train 3,000 master trainers 50 to 100 resource persons are needed. They too may need 4+4+3+2 days of training, or at least 4+4+1+1 days.

(d) *Key Resource Persons*

A team of 5 to 10 persons must plan the training programme and conduct the resource person's camp.

Other than the above structure alternative strategies are also possible depending on the number of master trainers available and whether these master trainers have other responsibilities and whether they will get duty leave, etc., if they are employed persons.

3.8 Environment Creation

(a) Decide and list the various modalities to be used.

(b) Decide and list the resource persons and cultural groups available.

3.9 Monitoring and Evaluation

Indicate the following parallel mechanisms or alternatives:

(a)   The participatory committees
(b)   The district administration
(c)   The project's full-time structure

In addition, indicate arrangements for documentation that provides a back up to monitoring and whether a separate cell for analysis, computerization, etc. of data and reports is conceived or not.

3.10 Calendar of Activities

It may appear simple to just list down all the activities and give a date for each but in practice this is far from easy. If each date is chosen keeping in mind the various parallel activities that are going on, the manpower available to do it and the external conditions such as harvest, school examinations and so on, then it requires a lot of planning.

(a)   Time schedule and dates for training at 3 levels.
(b)   Time schedule and dates for environment building, especially its peak.
(c)   Time schedule and dates for building administrative structure.
(d)   Time schedule and dates for literacy survey.
(e)   Time schedule and dates for holding conventions and forming committees.
(f)   Time schedule and dates for teaching (ie. literacy classes).
(g)   Time schedule and dates for consolidation activities.
(h)   Time schedule and dates for evaluation.

3.11 Budget for Total Literacy Projects

The NLMA allows considerable leeway in budget requests provided one can justify the change and define it. However, over time some patterns have emerged. The main features of this are shown below.

(a) Learning and teaching materials	Rs 20 per learner
(b) Administrationi	Rs 12–15 per learner
(c) Training	Rs 13–15 per learner
(d) Environment & publicity	Rs 5–10 per learner
(e) Others	Rs 5–10 per learner
Total	Rs 55–70 per learner

Two-thirds of this is given by the NLMA and one-third has to be met by the state government. The costs of administration can be saved considerably if the full-time staff are taken from among school teachers and other government employees given 'on duty' permission to attend to this work. Similarly sponsorship can help defray environment and publicity costs.

3.12 Formalities

(a)   A new district level organization with the collector as chairperson and with a few key members can be registered and at the district level the proposal made on its behalf. The state government is also given copies for its concurrence   and co-sponsorship and to forward a copy to the NLMA. The formation of such an organization should be indicated in the proposal.

(b)   The NLMA requires that at least one-third of the total budget amount is given by the state. The present adult education staff cannot be shown against this one third contribution. However personnel like school teachers and other employees deputed full time to this work can be shown against this, if the NLMA agrees.

4. RUNNING THE CAMPAIGN

Once the project proposal is approved, the campaign can be started. Identification of key persons in every panchayat should have begun even earlier, but now there is no time to lose. It may appear that once the project proposal is ready, there is no more planning involved. But that is not true. At each of the stages mentioned below detailed discussions and meticulous planning are needed.

4.1 Forming the Committees

(a) *The District Committees*

The district committee has three components. One is enlisting the support of patrons and influential persons—MPs, MLAs, Ministers, Zilla Parishad Chairpersons, senior officials, etc. They will be of immense help. If there are many persons in this category it is better to form a patrons committee or advisory committee separately.

The second aspect is involving key officials and persons whom we except will help actively—the DRDA director, chairman of the Social Welfare Board, the municipal commissioner, the DEO, panchayat officials, etc.

Many districts submit proposals in the name of committees exclusively comprising such officials. But this is inadequate. For all officials have other duties too and cannot give the full time commitment needed. So in addition, we need a working committee of at least 11 persons who will work full-time on the project. Their selection is crucial. They should be motivated and efficient. They should be people who are convinced of the programme and capable of hard work with a track record of mobilizing people in one form or the other. These could be school teachers 'on office order', or anybody else.

Of this a central team (of about five) is usually fixed at the

office—one for accounts and finance, one for publicity and printing work, one for liaison work and one for office management. These five together also maintain the documentation and co-ordinate the motivation and evaluation sub-committees. The other six or so of the team have each a number of regional/taluk level offices with which they keep contact and attend committee meetings thereof. They link the district office to the operational units.

The central office also needs office staff—typists, accounting help and messengers—about 5 to 7 in all. Without such help managing a Rs.2–3 crore project would be quite impossible.

The exact number of full-time staff in the central office is optional, but it must be remembered that due to an inadequate visualization of work involved many projects submitted have underestimated it.

(b) *Forming the committee of sub-project offices*

These too must be formalized as early as possible. The central (district level) representatives must visit those places in which persons are not yet identified to meet key people and explain the programme to them.

At every level must be formed a committee involving 'important' people without loading it with so many such persons that it becomes non-functional or, worse, has so many unmotivated, hostile or cynical persons that it becomes an obstacle. Then again one has to identify 2 or 3 persons to start the work—young dynamic persons, who can devote 24 hours a day to this work. Preferably they will be volunteers involved in BGVS or school teachers on duty leave. The collector and BGVS must, in consultation with others, identify such persons.

One usual strategy followed is to form a skeletal committee and start work and finalize it later. Similarly the potential full-time functionaries can be put on various committees and assigned work. They can be brought on full-time for a month or two and later their work can be assessed to see if they are sufficiently motivated, capable and locally acceptable. If they are found suitable they can be asked to come on deputation for the whole year.

Regional committees between the district and the panchayat or mandal may also have to be set up similarly. It is necessary to organize a 4-day residential camp to make sure that the key activists identified (about 100 by now) fully understand the programme and that they are motivated and 'charged' adequately.

4.2 The Initial Jatha (or Proclamation Jatha or Pilot Jatha)

The above committees would have already identified activists but how to recruit more? How to go down to every village and identify key persons there, especially when we are in need of thousands of volunteers? One method is to launch a Proclamation Jatha.

The jatha plays two roles in the campaign. It is our main vehicle of motivation. It is also our chief organizer. To receive the jatha village level reception committees are to be formed. A reception committee has to mobilize the people

to watch the programme and raise funds to make arrangements for mike, lights, food for the participants, etc. This is not easy but is not difficult either. After the programme and the resulting motivation we can identify individuals to take up the tasks.

Preparing the scripts and training a team is a 15 to 20 day job and needs talented people and a lot of interaction between literacy activists and the cultural team to ensure the right impact. Another question to decide is how many teams and how many days? How many programmes per day and what is the total number of centres they will visit? Limit it to about 200–300 centres, 2 to 3 troupes performing 3–4 programmes per day for 30 days or 5 troupes for about 15 days each. Effort must also be made to cover schools and colleges. Adequate publicity via the mass media and other forms has to be given to the launching of the programme.

4.3 Village Level and Panchayat Union Level Conventions

Immediately after the Proclamation Jatha broad-based village level committees must be set up in every village. This must be followed by village level conventions on locally mobilized resources. A single day, or a deadline, for completing village level conventions would help, provided it is realistic. This is a crucial step and help must come from all quarters. Government officials and elected representatives should be involved. The most motivated person should be made convenor or joint convenor. Such a person must be willing to go house to house, talking and, if necessary, pleading with people. Identifying such persons is no easy matter. Persons identified must also be willing to come to a mandal office and report frequently. Of course many who are not willing to come out of the village do good work there—so it is not an absolute criterion.

Once the village level convention is held and the village committee formed and announced, a number of volunteers would usually be available in each village. By this time the entire project structure would be finalized and the best, most motivated of the workers, drawn into full-time charge of operational units.

Tahsil Panchayat Union/Mandal level committees are now finalized and announced in conventions held at that level.

Three or four days of organizational training is necessary to all the full-time project staff and village convenors to make them understand and lead the literacy campaign.

4.4 Literacy Survey

The objectives of such a survey are

(a) to identify every illiterate person in the target age group
(b) to identify every potential volunteer instructor in that area
(c) to help the village convenor and committee to assess the actual number and distribution of illiterates and know each one of them individually and to prepare

11

village level lists of illiterates and potential volunteer instructors

(d) to 'match and batch'—i.e., organize the illiterate into batches of about 10 depending on age, sex, social compatibility, their preferences as well as location of their house. To match is to identify a suitable volunteer for that particular batch. This process can begin as part of the census campaign.

(e) Data on other parameters such as immunization can also be collected during the survey.

Who does the survey campaign? And how? Ideally it must be done by the village level committees. This is their first major task. They must organize squads for each street and each area and identify squad leaders. Then the squad leaders are called for a one-day or half-day training camp where there is a brief introduction of the whole programme and a detailed introduction of the census forms. Then on a single day all over the district thousands of squads must swing into action and within four hours usually in the morning or late in the evening complete the job. Each squad can cover, on an average, 40 to 50 households.

On the next day consolidated survey forms must reach the operational office.

Literacy surveys have been tried in many different areas along with ration card census, through school students and teachers, by hired staff, and now with the census operation. These surveys were not effective because

(a) the village committee does not directly benefit from its work in identifying and listing the illiterates.

(b) this by itself does not become a publicity and volunteer mobilization campaign unless it is done by popular committees.

(c) matching and batching and other related activities cannot be linked with it.

4.5 The Literacy Festival or Main Jathas

Once all the village committees are in position, the survey is completed, the volunteers identified and trained and the entire administrative structure in position, we are now set to enter the main environment building exercise. All the work so far has been really setting the stage. Now the action starts.

A massive publicity blitz using all available media and avenues must be launched lasting a full month. During this month or for at least 20 days a number of kalajatha troupes will move about presenting programmes—almost one programme for every 1,000 population. This may require 10–20 troupes and therefore one needs to have master trainers and a training programme for them. Training 20 troupes of 15 persons is a massive task in itself. Preparing the scripts, choreography, training master trainers all need meticulous planning. This entire programme culminates in a district level rally or some other suitable finish which is immediately followed by the training processes.

4.6 Training

The identification of resource persons and their training must have been completed by now. In the next 4 days all master trainers must be trained (alternatively in the next 8 days all master trainers can be trained in two batches). In the next week the MTs must begin training the volunteer instructors in each village in village level camps. Each MT trains at least two batches. Each master trainer has to have at least 12 full days—4 days for receiving training and 8 days for imparting it.

Selection of resource persons and master trainers

This is largely determined on the basis of availability of capable persons who are motivated and who genuinely wish the campaign to succeed. Interested school teachers are possibly the ideal persons for this but should be beware of the danger involved in formal and mechanical bureaucratic approach to recruitment—eg., CEO issuing an order—"all these people shall be resource persons" or "all principals are to be resource persons and all school teachers to be master trainers", etc. Ideally each P.U.level committee should sit down, discuss and agree upon a list of such persons.

4.7 Distribution of Materials

There are a number of key problems in this area. When and through whom must the kits be distributed? This is a relevant question because a number of volunteers, on occasions even as high as 25 to 50 per cent of those who come for the training camp may fail to turn up subsequently for teaching and the materials given to them in the camp may thus be lost. Since the loss may run into lakhs, one needs to be very careful about it.

The consensus now is that learning materials can be distributed through the village convenor and committees a day or two or a week after the classes start. But as classes must start as simultaneously as possible at all centres they must be stocked in appropriate places, usually local schools. A detailed distribution schedule is to be made for this. All learning materials need not be given at once.

4.8 Teaching

(a) Keeping the classes going requires an efficient MIS (Management Information System)—also called monitoring and evaluation system. This is discussed separately.

(b) It is important to maintain enthusiasm and motivation amongst volunteers and learners. Weekly or at least once in 2 weeks a meeting of volunteers is a must. In addition booster programmes are also required. These can be of two types.

  (i) Pre-planned activities, e.g.—a booster jatha after two months of teaching, celebrations relating to

the event of total enrolment at village or Panchayat Union level, victory celebrations in the last month, etc.

(ii) In response to waning enthusiasm. One has to learn to recognize it—either rate of increase in enrolment slows down or dropouts increase rapidly or volunteers become irregular, etc. Only a good MIS can detect this.

The booster programmes can be of many forms: padayatras, village level meetings, cycle rallies, get-togethers, etc. It is hard to keep the classes going continuously for six months. Any relaxation anywhere along the line is impermissible. The feeling that once the classes start they will take place by themselves is quite wrong and no one should have any such illusions. Such other problems are discussed in the MIS section.

4.9 Transition to Post-literacy Work

Some of the centres may complete the course much earlier than others. Post-literacy work in these centres must start at once and cannot await the completion of the entire campaign. At present there is no consensus on the nature of the post-literacy work. Clearly the present Jana Shiksha Nilayam pattern would not suffice but meaningful alternatives are only now emerging.

4.10 Evaluation and Final Verification

Evaluation of the campaigns has various aspects, as follows:

(a) Assess the number of illiterates made literate
(b) Assess the level of literacy achieved by learners
(c) Evaluate non-academic elements, e.g., change in attitude of learners, volunteers in the village, etc.

Considering the number involved, evaluation also needs to take a campaign approach. To successfully achieve this, the following steps are to be taken:

(a) A final test paper or papers are to be prepared, along with an instruction sheet for the examiner.
(b) Examiners are to be appointed for each village, preferably from outside the village.
(c) On a single day or in one week all the centres are to be covered together as an evaluation campaign.

5. PREPARATION OF MATERIALS AND TRAINING

5.1 The core syllabus

The syllabus must be adequate both in terms of pedagogy (andregogy) as well as functional content and must be tailored to the needs and goals of the campaign. (The IPCL guidelines of the NLMA are given in Appendix I.)

5.2 The Syllabus in Outline

I. *The syllabus will have four components:*

(a) Literacy component
(b) Numeracy component
(c) Functionality component
(d) Evaluation

II. *Syllabus is divided into three stages or three primers.*

(a) Primer Part I
  • Introduction
  • Simple words
  • Numbers
  • Two formative tests and one summative test at the end of the primer

(b) Primer Part II
  • Simple sentences
  • Addition
  • Subtraction
  • Two formative tests and one summative test at the end of the primer

(c) Primer Part III
  • Longer sentences
  • Functionality lessons
  • Division
  • Multiplication
  • Two formative tests and one summative test at the end of the primer

III. *Functionality Content*

(a) Man and his surroundings
(b) Society: past and future
(c) People, their needs, problems and development
(d) Democratic institutions and services
(e) Health and environment
(f) National values

IV. *Each Primer is divided into lessons. In each lesson we have*

(a) a key word (or sentence) that introduces various letters
(b) other words
(c) space for writing
(d) exercises

The functionality content initially (i.e. in Primer I) is inherent in a word or in the sentence chosen and in the pictures, if any. In many primers this is not a consideration for technical reasons (i.e. the word must also go along with the pedagogic consideration which has primacy).

5.3 Preparing the Primer

(1) Collection of primers available with agencies like SRCs, Department of Adult Education, etc.
(2) Formation of expert committee for scrutinising of these primers and adapting/drafting primers.
(3) Finalization of primers and presenting it to the DAE for approval.

5.4 Preparation of Primer for the Press

I. *Photocomposing of material:*

Decision on point size

(a) of key words
(b) of all other words in Primer I
(c) of words and reading exercises of Primer II and III

All words in Primer I must be above 18 points in size to avoid running into major visual problems for elderly persons and for ease of learning for all illiterates irrespective of eyesight. With such a point size even a person with 6/18 or 6/24 eyesight should be able to read without spectacles. Key words, of course, can be larger.

II. *Preparation of illustrations*

They need to be attractive, stimulating and convey a functionality content that the learners can relate with. Cost constraints and varied printing quality make it mandatory to choose line drawings and black and white sketches. This step could prove a major problem if suitably motivated resource persons (i.e. artists) are not available or are not identified by project organizers.

III. *Making the lay-out*

This cannot be left to the publisher as many pedagogic aspects are involved. The sequence, size of letters and positioning of words all need attention. Size of page must be in accordance with the availability of printing paper and printing facilities to effect economy. Demy quarto size would be preferred.

IV. *Caution*

Primer planners must keep cost factors in mind. Since the cost of primer printing in each district runs into crores, even one additional page means several lakhs of rupees wasted. Primers can seldom, therefore, be elaborate. Very large primers generally pose binding problems as well.

Generally one can have a 64-page first primer and a 48 page second and third primer. The inside covers and back cover page are also to be made use of.

5.5 Handbook for Instructors

Once the primer is ready there can be a workshop to prepare the handbook.

I. *Content of handbooks*

(a) Introduction and explanation of the project
(b) Principles of andregogy with special reference to attitudes of adult learners and how to approach them and, equally important, how not to approach them.
(c) Literacy and development—explaining the link
(d) Literacy and Democracy
(e) Literacy and Backwardness
(f) Women's Literacy
(g) How to make use of the primer
(h) A single class—how to interact with learners for 1.5 hours
(i) Details of each lesson:
  • how to introduce letters
  • how to introduce numbers—functionality points
  • how to conduct discussions—discussion points in each chapter.

II. *The lesson plan—ie. spelling out the number of classes for each lesson etc.*

III. *How to conduct evaluation tests—formative and summative*

IV. *Records the volunteer has to maintain*

(a) Distribution of material
(b) Attendance registers
(c) Particulars of learners
(d) Diary giving classes conducted, levels of learning and other wants

V. *Why learners drop out and how the instructor has to respond to it.*

5.6 Printing Primers and Handbooks

I. *Estimate the number of copies of primers and handbook required.*

II. *Paper*

(a) Estimate paper requirement for primers and handbook
(b) Arrange to buy sufficient quantity of paper after deciding type and thickness of paper to be bought
  • Preferably buy the paper from a government owned mill through contacts at highest level possible.
  • Secure permission from Registrar of Newspapers to avail of news print from mills, if there is enough time.
  • Calling for quotation, opening tenders etc. must be meticulously followed and started well in advance. Do not get fooled by people who can't eventually supply.

III. *Printing Press*

(a) Gather information about offset presses. A web offset press is preferable to sheet offset press—it is cheaper and speedier. Web offset presses require paper rolls, not sheets.
(b) Prepare a printing schedule with priority to Primer I and the Handbook. Primers II and III can follow later.
(c) Calculate the speed of printing and delivery rate. Enter into a written agreement with the press, if necessary,

(d) Estimate binding facilities. It is not the speed of printing that is critical but the binding rate (if web offset is available). Unless machine folding and binding is available, 7 lakh primers can take a couple of years to bind. Visit the press to ensure that they, in fact, have the binding capacity that they promise. Do not get dazzled by the high tech machinery. Ensure that the machine has the adequate capacity. Almost all programmes encounter in problems in this area. Be warned.

(e) Remember major magazine publication houses have such facilities but time is a problem with them.

(f) See if part of the printing can be sponsored by newspaper presses.

(g) Possibilities of sponsorships for printing from public sector, public utility services, UN agencies, etc., exist.

5.7 Other Materials for Printing

I. Survey
- survey forms
- survey consolidation and reporting forms

II. Publicity
- posters
- stickers
- explanatory booklets

III. Training notes for
- resource persons
- 5 different notes for different levels and stages

IV. Monitoring forms
- 5 different forms for different levels and stages

V. Project evaluation forms and subproject evaluation forms

VI. Final evaluation sheets and instruction sheets for the final examiners.

VII. Certificates for organizers/instructors/learners

5.8 Printing Schedule

Prepare a printing schedule with dates and go for printing well in time. Formalities like quotations must be completed early. It is better to distribute the work among 2 or 3 presses if printing schedules clash.

5.9 Materials to be Procured

I. Quotations and tender procedures for all in view of the costs involved. Write out specifications carefully so that quality is ensured.

II. Start well ahead in time so that, in case of poor supply etc., one has time to reject and go for a new bid.

III. Materials needed (all are optional and depend on local mobilization):

(a) Slates. These cost about Rs. 3–4 per slate in many projects. Stone slates are cheaper but they break easily; others are costly or not good enough.

(b) Pencils. Easy to get fooled on quality. Low quality pencils are available for 20 paise. Good quality about 40 to 50 paise each.

(c) Notebooks. Almost all the warnings and caution of printing primers are to be kept in mind. It costs about Rs. 2 for a 96-page fair quality notebook. Ensure supply in time.

(d) Chalk piece. Only an initial token supply is possible usually. Along with slates two pieces may be given. Relatively cheap. Ensure supply in time.

(e) Blackboards. Costs vary widely with quality and size. Low cost techniques and possibilities like painted walls may be tried.

5.10 The Training

I. Principles of Training Organization

(a) Every volunteer instructor needs training to
- help him understand the programme and orient him to correctly approach adult learners
- familiarize him with the primer and the way of teaching it
- motivate and enthuse him
- develop communication skills and techniques to the extent possible

(b) Minimum period of training is 9 days—4 days before teaching, 3 days after 2 months and 2 days after 4 months. However, this is limited by logistic constraints. The ability of volunteers to be away from their job/home for more days is often difficult.

(c) To ensure adequate communication and discussion there must be a teacher–trainee ratio of 2:30 at least and they should be seated in groups of not more than 30.

(d) As a large number of volunteers are to be trained in one training camp, there should be at least 150 to 200 volunteers and 10 to 15 master trainers per camp.

(e) Motivated master trainers are needed in large number to
(i) impart training to instructors
(ii) follow up teaching and academic aspects
Thus in a district with 6 lakh illiterates, there will be 60,000 volunteer instructors and about 3,000–4,000 master trainers. Since so many of master trainers are difficult to find, each MT would be required to take 2 batches and therefore reduce the requirement of MTs to 1,500–2,000. However, more will have to be trained. This may be even as high as 3,000 since a considerable number of master trainers are likely to drop out.

(f) To train 1,500 to 2,000 MTs, 100 to 150 resource persons would be required. Very special attention needs to be paid to their quality and selection.

A simple hierarchial way of selection, like college principals and district officers being selected as resource persons, teachers as MTs and volunteers below that would be a major mistake. Select 100 to 150 resource persons from among motivated people already working, enthused by and convinced of the necessity of such a programme. Those with a background in

social work, voluntary work, organizers in other fields, teachers, etc. would be desirable.

(g) To conduct discussions with the 100 to 150 resource persons and to train them, a core academic committee of 10 to 15 is needed. This academic core group (referred to also as key resource persons, super resource persons, etc.)has to formulate and supervise the entire training programme at all levels.

5.11 Flow-Chart of Training

Academic Core Group or Resource Persons	15 to 20 per district
Resource Persons	1 per 10–15 MTs
Master Trainers	1 per 10–20 Instructors
Instructors	1 per 10 learners

5.12 The Core Group Camp

- Duration of 4 to 6 days in two or three sittings
- Preferably residential
- Objectives
  (a) Plan the entire organization of training
  (b) Plan the recruitment of resource persons
  (c) Detailed study and analysis of primers
  (d) Decide the topics to be covered in the training of resource persons, master trainers and volunteer instructors
  (e) The content of each topic
  (f) Teaching techniques
  (g) Prepare and study the handbook for training of resource persons and master trainers
  (h) Draft the volunteer's handbook
  (i) Work out modalities for:
    (i) monitoring the teaching
    (ii) evaluating learning
    (iii) formation of academic committees with specific functions

Topics that are to be covered in the resource persons' camps are as follows:

(a) Understanding the project
(b) Why a people's movement for literacy
(c) Principles of approaching and teaching adult learners
(d) Understanding the 3 primers
(e) Teaching of numeracy
(f) Teaching techniques
(g) Functionality content
(h) Monitoring and evaluation (reporting and records included)
(i) Beyond literacy

5.13 Resource persons camp

(a) Only for handpicked resource persons selected on the basis of motivation and capability and conviction on this programme.
(b) Duration—4 days
(c) Residential camp is essential
(d) Preferably in one camp with all the core group members present

(e) Objectives
  (i) Plan recruitment of master trainers
  (ii) Finalize the Handbook for volunteer instructors
  (iii) learn about

    - the primers
    - teaching numeracy
    - teaching technique to be used
    - each of the topics mentioned in the earlier paragraph, e.g., understanding the primer, why a people's movement for literacy, etc.

  (iv) Finalize the training schedule for master trainers. This is to be held before the main literacy festival.

5.14 Master Trainers Camp

(a) Hold at tahsil/panchayat union/block or subproject level.
(b) At least 200 persons per camp and 15 resource persons to be made available
(c) Hold after literacy festival, i.e., after the main Jathas are over in that area. It can be held while the literacy festival is still on in some other area.
(d) 4-day duration—may be non-residential, if financial considerations do not permit a residential camp.
(e) The venue of training camp may be a school
(f) Objectives:
  (i) All about the project
  (ii) Why a people's movement for literacy
  (iii) Principles of approaching and teaching adult learners
  (iv) All about the 3 primers:

    - how to introduce the literacy contents
    - how to introduce the numeracy contents
    - how to introduce the functionality contents

  (v) Plans for monitoring and evaluation
  (vi) How to teach all this to volunteer instructors in four days
  (vii) What work is expected of them in the remaining months like in academic committees, supplementary camps, etc.
  (viii) Finalize the details of the training camps they will conduct and attend as master trainers.

5.15 Volunteer Instructors' Camps

(a) Hold at the village/panchayat level
(b) About 200 instructors per camp with about 15 to 20 master trainers attending (about 30 per class room)
(c) 4 days' duration in the first round
(d) Non-residential camp
(e) Mobilize as much local sponsorships as possible
(f) Form reception committees

  - to involve local leaders
  - to organize camps
  - to assign officials to each camp and introduce them to volunteers

- to make food arrangements

(g) If matching and batching is not completed it must be done in these 4 days at least in the evenings, with the help of the village convenor.

(h) A model 4-day camp schedule may be as follows (This is only an example to help you visualize the details. In your area, you will have to work it out for your needs).

DAY 1

9.30 am	Registration Collect details on the background of the volunteer instructors mobilized.
10.00 am	Inauguration
	Chief Guest's speech
	2 to 3 songs sung by a good singer
	At least 2 songs sung by all
	Pledge-taking
11.00 am	Division into groups
11.15–1.00 pm	Discussion: 'Why literacy and why a people's movement for it'
1.00–2.00 pm	Lunch
2.00–4.00 pm	Discussion: 'Understanding all the features of the project'
4.00–4.15 pm	Tea: Learning a song
4.15–5.30 pm	Discussion: 'How to approach and teach adult learners'

DAY 2

9.30 am	Guest address
10.20 am	Group singing
10.30 am	Group receive copies of primer and handbook
10.30–12.30 pm	Understanding Primer I completely, especially use of pictures and discussion points and letters and words
12.30 pm	Lunch
1.30–2.00 pm	Learning a song
2.00–4.00 pm	Introduction of letters, words (understanding the primer I continues)
4.15–5.15	Report about progress in each village especially whether they know their 10 illiterates or not.

DAY 3

9.30 am	Plenary session: Group song
9.30–10.30 am	Man and his surroundings
	Health and environment (two lectures)
10.30–11.30 am	Understanding Primer I continues
11.30–1.00 pm	
	Group discussion: Learning to introduce numbers
1.00 pm	Lunch
2.00–2.30 pm	Learning to sing (Group work)
2.30–5.00 pm	Role-play/a model class/developing communication skills

DAY 4

9.30 am	Plenary session: Group songs
9.40–10.30 am	Brief introduction to Primer II and III
10.30–1.00 pm	Group discussion
	(a) Monitoring Records
	(b) Evaluation
	(c) Coping with drop-out problems
1.00–2.00 pm	Lunch
2.00–3.30 pm	Finalizing
	(i) illiterates for each volunteer
	(ii) venue of classes
	(iii) when to start teaching
	(iv) distribution of materials
3.30–5.00 pm	Cultural programmes and valedictory function
5.00 pm	Pledge-taking

5.16 Other Academic Possibilities and Supplementary Teaching Activities

These can be introduced at any time but are now mostly coming in with Primers II and III. In most districts at present they occupy no place for there has been no planning and not even a conception of such activities. However, in the Kerala Project they have been used with great success.

(a) Teaching aids of various types and even making teaching aids an activity.
- Letter play cards
- Calendars
- Picture Albums
- Models
- Maps

(b) Exhibition
- Exhibition for neo-literates in schools.
- Exhibitions on selected topics like health and nutrition.
- Exhibition on plant diversity, soil erosion and so on arranged in each ward.
- Mobile exhibition teams travelling from class to class, etc.

(c) Study Visits
- To nearby offices, like post office, village office, panchayat office, police station, etc. with enough preparations.

(d) Study Tours
- To places of interest in a picnic mode.

(e) Family communion
- Family get togethers in a set of literacy centres.

(f) Parliaments
- Village parliaments with various officials as ministers and the learners and instructors as "members"
- Sessions at the literacy centre level to formulate

questions
- Kitchen parliaments, health parliaments and so on.

(g) Guest classes
- By government officials, doctors, lawyers, engineers, and so on.

(h) From literacy to social action
- Identification of areas with social action possibilities like immunization, health, hygiene, education, smokeless chulahs etc.

(i) Academic committees can be formed at:
- State level
- District level
- Project level
- Panchayat and Ward level

The objectives of forming academic committees are to:
- improve academic levels of classes and also to monitor
- formulate innovative programmes
- involve scientists, professionals, doctors, officials who may not be able to do other work but are motivated
- make programme more attractive to learners and volunteers by involving such people.

6. ENVIRONMENT CREATION

One of the key reasons for the failure of past programmes is lack of motivation of learners and instructors as well as the failure in creating community participation. If adult literacy campaigns must take place successfully then it is necessary to create a social environment where everyone wants to learn, where an urge is created among the literates to respond to a social need and feel that this work is a social duty, where it is fashionable "to be in it", a compulsion on every illiterate and literate to "go along". This task we refer to as environment creation.

6.1 Why Environment Creation?
(a) To create awareness amongst all sections of society of the need to become literate.
(b) To facilitate formation of people's committees at various levels to implement total literacy programme.
(c) To facilitate enrolment of master trainers.
(d) To motivate and enroll and keep involved an army of volunteer instructors.
(e) To attract the illiterate and enroll them.
(f) To maintain enrolment of all and prevent drop-outs.
(g) To involve various social, political and cultural movements in literacy work.

6.2 Modes of Environmental Creation
Obviously these would vary from place to place depending on local factors like culture, traditions, educational background, facilities, human power available and so on. Listed below are some possibilities and tactics for environment creation.

(a) A multi-media approach, wherein all possible media—conventional, traditional and modern—are used to yield maximum results.
(b) The mode of carrying out each activity as planned in such a manner that maximum publicity is created.
(c) Special efforts—organizational—are made to involve each section which creates 'environment' even if it

does not yield results organizationally.
(d) The timing of the publicity is itself crucial to environment building.

6.3 The Multi-media Approach

I. Print media

Posters—At least 5 or 6 specially prepared posters at appropriate timings—e.g., for Jatha, for enrolment, for completion, etc.
Stickers—Simple pictures, direct messages for vehicles, buses and scooters, house doors, etc.
Slogans—That can be repeated at various levels; Theme songs
Badges—For survey volunteers, school children, literacy days and conventions, and each training camp.
Sale—Of badges, T-shirts, etc., with literacy symbols.
Newspapers—Advertisement, press release and coverage of events, regular weekly columns.
Notices, handbills, etc.
Bulletin—To circulate to all volunteers and villages. In many campaigns a bulletin has been found essential to create 'an organization' feeling and to pass on detailed instructions and guidelines; to supplement training; To exchange interesting information about incidents and titbits from all over.
Calendars, wall hanging, etc.

Other written publicity materials—Hoardings, banners (essential for festivals, camps and days), wall writings, literacy message in regular advertisements, seals and stamps carrying the message on letters from the collector's office, etc.

The following points must be noted about written publicity:
(a) Largely directed to literates
(b) Needs a team to regularly work for printing and distribution
(c) Special person for liaison with press and mass media.

18

(d) Cost is a major factor in deciding between various forms. Whether each form is cost effective has to be decided locally. However, we must note that sponsored advertisements are relatively easy to arrange and therefore the potential for such written print media becomes much stronger. This is also a way of involving companies, Rotary Club, Lions Club, commercial establishments, etc. Many of them may not be able to help in other ways.

II. Electronic media

AIR—This has tremendous potential. The nearest local radio station and the one most commonly listened to has to be assessed. Then a meeting is arranged at the highest level and at least one AIR executive, preferably the highest, takes charge of the publicity committee set up.

A schedule of broadcasting for the whole year can be made. The types of publicity through AIR are:
- short 30-second jingles at prime time
- media news coverage at prime time
- daily announcement of forthcoming programmes
- full programmes of songs interspersed with speeches lasting 20 to 30 minutes
- Village committees can be asked to arrange a programme to be broadcast on the work done in their village, their achievements, plans, etc. This is a good way of involving the village committee.
- regular training programmes for volunteers and special programmes for neo-literates

Television—Regular coverage by Doordarshan can be arranged by establishing contacts with high-level officials
- Major events be covered in the news
- At least one 15-minute coverage during main literacy festival
- Interviews with volunteers, instructors, organizers, etc.

Video—Where community TV sets are available, motivational programmes can be made on video. This is useful after village conventions. Problems are in making such good quality publicity and motivational videos. Not everyone can do it at the district level, and a lot of leadership time may get drawn into it with comparatively smaller returns.

Planning a major investment on video has to be done with care and caution, but if well done there is a potential.

Cinema—Slides in cinema theatres and documentary films, if available, can be of use. One or two films can be used effectively, if available.

III. Cultural forms for publicity

The most widely used form in literacy campaigns is the Kalajatha. The Kalajatha has two major uses—as an organizer and as a motivator or environment builder.

For successful motivation one should give attention to the following tips. By itself none of them is mandatory but, by experience, they are found useful.

(1) The contents or message of each play: This can be en-sured by discussing scripts and plays with the script writer and directors before and during production camps.

(2) Artistic quality: Resource persons are to be found or borrowed to maintain quality. The availability of cultural groups by itself does not mean that they will change their priorities and style.

(3) Local specificity: Both art forms and the way of presentation should relate to the culture in that district. Good Kalajatha pieces from elsewhere can be taken and adapted.

(4) A good combination of song, dance and prose: Without songs the attraction and emotional appeal are insufficient and without prose/dialogue the message delivery is less. A balance is necessary, not in each play, but in the programme as a whole.

(5) A variety of short items, each 5 to 15 minutes long. Very long plays will not hold the audience's interest or be watched in full by all. A number of short pieces with a good variety in form and content will be preferred.

(6) Total duration, 1 to 2 hours

(7) Minimum of stage props and make-up: This make mobility easy.

(8) Team strength: 10 to 15—can be accommodated on the stage and can move in a single van and be trained as a compact team.

(9) Women's participation: This is essential. Often this is difficult but no efforts must be spared to see that at least 2 out of 10–15 are women. There is no upper limit.

(10) Do programmes need mikes, lighting, stage effects, etc? This depends completely on circumstances and preferences. Today many troupes use them since conveying the message is easy with these. The organizational burden this imposes is not seen as a burden by many groups. Considering the fact that most participants are rank amateurs, often first time participants, mikes and lights go a long way in making a programme successful.

6.4 Use of Kalajathas

There is a wide variety of ways in which Kalajathas can be used. Some districts have continuous Jathas, some have only one or two. In Eranakulam, Kerala and Pondicherry there were 3 waves—the Proclamation Jatha, the Literacy Festival or Main Jathas and the Booster Jatha

(a) Proclamation Kalajatha

This is organized soon after the inauguration of the programme. Its objectives are to:
  (i) help the formation of participatory committees
  (ii) motivate members or potential members of such committees
  (iii) attract as many literates as possible
  (iv) motivate illiterates
  (v) give an initial wave of publicity.

In a district, about 200 to 250 centres are to be covered and it can be done by 2 troupes travelling for 20 days each or 4 troupes for 10 days each.

(b) The Literacy Festival Jatha or Main Jatha

This is to occur just before the training, i.e. recruitment of tens of thousands of volunteers. This is a package of publicity, central to which is the Jatha programme. This programme is, however, planned to ensure a saturation coverage. Thus most districts will need something like 20 Jatha troupes covering 4 centres a day for 15 days—i.e. 1,200 centres in all. Each and every habitat/village has to be covered. This Jatha is planned to coincide with the largest multimedia publicity. Only such a campaign can mobilize the massive numbers of volunteers and the enrolment needed.

(c) The Booster Jathas

Approximately 2 months after teaching starts and about 3 months after the Main Jathas it is time for another publicity wave, spearheaded by a Jatha. Perhaps it can be smaller now, say, ten groups travelling 10 days, i.e. about 400 programmes. The objectives of such a Jatha would be to:

(a) Boost up the enthusiasm of volunteers and learners
(b) Make the volunteers and public, especially illiterates, feel that the campaign is still on and their active support is still required.
(c) Give a fresh push in villages and areas where enrolment is very poor or is yet to begin.

6.5 Other Approaches to the Kalajatha

(a) Many other approaches are possible. One is to have 2 to 3 teams, probably paid an honorarium, who tour continuously for all the 9 months. Another is to multiply the number of teams to 300 or 400 and reduce or even eliminate training time, allowing local groups to decide their own programmes. This latter, "Chittoor approach", is favoured by some because it offers a true saturation coverage that other approaches do not.

On the other hand, the programme contents and performance quality and therefore motivational impact is impermissibly diluted. It also does not now help as a committee organizer, as envisaged in the 'classical' model. Yet if the teams are not paid, one may create 4,000 to 6,000 activists from among the team members alone, which is not a small gain.

6.6 Flow-Chart for Organizing Main Jathas

Personnel	Camps
Identify script writers	Script camp or meeting (2 to 3 days)—20 to 30 scripts generated
Identify director and choreographers	
Identify music composers and folk art form experts and	Select 10 to 15 scripts in the 'production' camp and discuss with key campaign organizers

professional artistes (10 to 15 days)

Select 3 persons for each jatha team (one for direction, one for song and one for rhythm)	Master trainers camp 3 X No. of teams planned (10 to 15 planned days)
15 persons for each troupe selected and sent to camp	Training of 20–30 troupes starts-10-day camp (residential)—either 300 persons in one massive camp or 50 to 100 persons in many peripheral camps.
	Jatha starts

6.7 Other Kalajatha Types

Women's Kalajatha	Composed entirely or predominantly of women. This has a powerful impact on women—and on men as well. Difficult to organize but rewarding.
Tribal Jathas	Special Jathas are essential for tribal areas—written in tribal dialects and performed with their popular forms. Again difficult to organize but essential.

6.8 Other Cultural Forms

(a) Each district has various other cultural forms characteristic of that area. The groups with experience in performing this can be identified and a few persons from all these groups be invited to a meeting. After a discussion about the campaign and what we want to convey we can ask them to prepare special programmes for literacy and give performances—especially during the literacy festival (ie. Main Jathas). A minimum amount of funding may be provided, if the budget permits.

(b) Music padayatras and children's choir groups: Songs by themselves have a great motivational impact. Troupes of singers can visit a village each day and sing at street corners or even go on a padayatra—singing. This has tremendous impact.

(c) Padayatras by children and adults

(d) "Akshara Maala" and "Literacy Humming Birds" programmes by children are some specialties from Kerala.

6.9 Programmes and Events as Environment Builders

Publicity, whether Kalajatha or not, whether via cultural or print or electronic media, is only a part of environment building, and in some ways the lesser part of it. Each and every programme event must become environment builders in the way it is planned and conducted. This has come to be known as 'Campaign Mode' for organizing programmes. A number of 'Campaign Mode' programmes are listed and

their features described.

(a) *The popular survey*

(i) Volunteer squads are set up at the village level, one squad for 50 houses.

(ii) Massive half-day training camps for squad leaders—thus in a district with 3 lakh households, about 6,000 will attend such training, preferably on a single day.

(iii) The entire survey takes place on one single day—this creates a sudden and tremendous wave. The single day approach may fail in about 25% of the areas. In these areas another day is fixed subsequently, and the census conducted.

The advantage of a single day approach is that it forces organizers into forming many squads and involving many thousands of persons, and thereby it creates a special environment. Survey inaugurations by local level leaders and officials may be conducted.

(b) *Village level conventions*

(i) Generation of funds from within village helps considerably to make this programme their own.

(ii) Makes it possible to involve all local leaders and officials.

(iii) A single day call in each area can also be valuable (as was done in Pondicherry) but is not mandatory.

(iv) Village level publicity peaks on the occasion of a village level convention.

(v) Pledge-taking is an important part of these programmes.

(c) *Songs*

Children's choir groups can be formed and used. The children popularize their songs throughout the area till almost everyone has the song on his lips. It is highly cost effective.

Use of audio cassettes of songs can be very useful. By lending them to tea shops, cinema theatre owners and others, who blast the public with songs over loud speakers, a lot of publicity is gained.

(d) *Learner's cultural festivals*

Organize cultural programmes of neo-literates towards the end of the teaching programmes. It helps them overcome their inhibitions. One can even organize a local festival of songs and cultural items by learners and instructors together.

(e) *Video*

The use of video for environment building has been mentioned but perhaps due to shortage of videos suited to this purpose and due to logistic problems, the results may not match the efforts put in and the expense involved. Nevertheless if good, language specific systems become available at reasonable prices, which implies production and distribution at state level, it could be a very useful tool.

(f) *Panchayat union/Tahsil level conventions*

(i) Volunteers from each village are mobilized to attend the convention.

(ii) PU level leaders, officials, are to be involved

(iii) Major opportunity for publicity and for sponsorships, etc.

(iv) A single day strategy helps (because among other things, no single MLA or MP or official or even organizer can dominate the entire programme and many new persons emerge).

(g) *Women's convention and Literacy Day*

(i) A tool for mobilizing leadership amongst women and to build a women's working force.

(ii) It can be held at tahsil and district level—delegates from each village can be invited.

(iii) It can be a one-day affair with detailed discussion of women's oppression and how literacy helps the process of women's liberation, and of the ongoing literacy campaign and how they can help.

(iv) Women may be appointed as joint convenors at village level.

(v) Pledge-taking.

(h) *Youth Literacy Day*

(i) Opportunity to involve all youth organizations and to make them part of the campaign.

(ii) Pledge-taking.

(i) *Student Literacy Day*

(i) Special programme in all schools and colleges

(ii) Special assembly sessions

(iii) Speech contests, essay contests, painting contests, etc. can be held

(iv) Padayatras to surrounding villages

(v) Pledge-taking

(vi) Teaching and singing songs on literacy

(vii) College students can visit their areas and file a report of the work there (most active college students emerge as local leaders, too).

(j) *Scouts Literacy Day and NSS Literacy Day*

To ensure that special attention is given to bringing in these forces into the campaign.

(k) *Literacy Day for government departments*

* Special meetings to explain the literacy campaign to lower officials by the department heads.

* All departments with extension workers, field level staff can take up visits, padayatras, etc.

* Single day approach can help.

* Special circular and follow-up measures to ensure that every department carries out meaningful activities on that day both to motivate their staff and to use the departments to motivate the public.

* Pledge-taking

(l) *Training camps*

These are one of the largest environment builders of the entire campaign.

* A festive atmosphere in each camp—banners, streamers, decorations—has to be created.
* Songs, dance and other programmes and a gay atmosphere in residential areas help to bring people together into a team.
* Cook food in the camp and serve. Ensure food is served by highly motivated volunteers given special instructions for this purpose. DO NOT use professional people or hired hands for serving food.
* If costs prohibit, at least ensure this in the master trainers' camps.
* Adequate publicity for camps.
* Ensure that all key officials attend it—but not for speeches—, to visit each room and mix freely with volunteers, etc.
* Pledge-taking ceremonies
* Optimal size of a camp must be about 200 persons, but not to exceed 500 per camp (of course, in many places 1,000 person camps also are organized). Smaller camps do not generate as much enthusiasm.

(m) *Matching and batching campaigns/meet the literate campaigns/Door sticker campaigns*

Squads of volunteers led by village committees must visit every house during the literacy festival days. Fixing stickers on main doors, matching and batching, etc., and talking to the people for motivating the illiterate and mobilizing volunteers and arranging teaching facilities are some of the activities to be done during the house visit.

(n) *Simultaneous starting of teaching*

As far as possible, teaching should start in all centres on one and the same day. Those who do not go to classes must be persuaded to join the classes. The classes should start with a village level function. Programmes like 'Akshara Deep Maala' can be combined with the inauguration of the classes. Create a festive atmosphere.

(o) *Distribution of Materials*

Do not distribute all materials simultaneously. Distribute the first primer and the attendance register immediately after starting the classes. A week later slates, chalk and pencils may be supplied. Then a week later, diaries for volunteers, etc.

(p) *Declaration of 100% enrolment*

As soon as 100% enrolment is achieved, hold a village level function attended by officials and elected representatives. This provides a boost to other areas which lag in enrolment.

(q) *Release of 2nd and 3rd primers*

This has to be announced in the villages as required and based on the progress of the classes. Since all classes in a village may not show the same rate of progress, this occasion need not be celebrated.

(r) *Final test*

Fix a date and hold tests by mobilizing an adequate number of examiners. The examiners should preferably be from outside the village and be supplied with question-cum-answer papers as well as a reporting form and instruction sheet.

(s) *Victory celebrations*

After the final test a village level victory celebration must be held and certificates distributed to learners and instructors.

(t) *Supplementary activities*

While the classes are in progress a number of supplementary activities for neo-literates might help to generate enthusiasm. Such activities include

* neo-literate cultural festivals
* study tours to police station, post office, BDO
* village parliaments
* literacy wall inauguration
* family communions
* exhibitions

7. MANAGEMENT INFORMATION SYSTEM

This is the key to the attainment of targets. Whenever the activists are in the field, an appeal is made or a programme chalked out and instructions given to carry it out, a system is needed to monitor the activities to ensure that things are moving in the right direction and to intervene if there are problems and to collect information and data on the progress achieved.

7.1 Activities Monitored

I. Formation of committees at village/PU level

(a) Regular functioning of committees at village/PU level

(b) Meetings of village level volunteers/ learners
(c) Conduct of village level programmes: Kalajatha, Padayatras, supplementary activities
(d) Publicity arrangements

II. Training Camps

(a) Number of volunteers who attend on each day, gender-wise
(b) Whether volunteers know their 10 illiterates
(c) Supplementary camp details

III. Conduct of classes

(a) Whether classes are running regularly, i.e. learners attending and volunteers teaching.

(b) Whether in each class the level of learning is adequate

(c) Whether infrastructure problems, if any, are adequately solved, e.g., lights, kerosene, venue for classes, etc.

(d) Whether in the village as a whole, motivation and enthusiasm are adequate to meet the task in hand.

7.2 Objectives of MIS

I. Collect information and record the activities that are taking place.

II. Inform the organization at all levels about plans, corrective steps taken, targets, deadlines, i.e., convey the directives from control room to the volunteers.

III. Note down suggestions, problems, mood, understanding level from below to convey to higher committees and control room.

IV. Intervene in weak or tardy areas to take whatever corrective measures necessary to boost the programme. This refers to all activities but especially ensuring that enrolment is maintained, drop-outs are prevented and adequate level of learning takes place.

Is such a system needed? There is a common argument : 'This is all voluntary work', 'We can trust the people', 'It is adequate if we make appeals', etc. Such a system is projected as hierarchial or bureaucratic or officious and incompatible with voluntarism.

However, our experience in Ernakulam, Pondicherry, etc., shows that unless each member of the huge volunteer army is constantly kept in touch with, the whole campaign, the programme may drop off—especially once classes start. Some popular maxims that we have learnt in these campaigns are:

(a) 'A centre not visited regularly is very likely to drop out'. Remember, nothing is paid to a volunteer. Only his/her sense of duty and a sense of being part of a major social movement. If no one visits him to greet, congratulate, encourage him/her, the voluntary instructor is likely to lose heart and drop out.

(b) 'A village not visited regularly slackens.'

(c) Trivial problems and also not-so-trivial ones can suddenly cause a breakdown of the programme in whole villages or even in larger areas—e.g., a rift between two organizers in a village etc. There is a need to identify such areas and intervene.

(d) Only constant surveillance can detect the need for boosting motivation and enthusiasm level. If local village level leadership is capable of handling this, visits may not be necessary. But this is perhaps the weakest link in the programme. The village convenors may not be motivated enough or more likely the motivated persons are either not acceptable or not capable of such leadership. Hence they need help to recognize local problems, e.g., that motivation has decreased, and to work out an appropriate strategy to overcome it. (The problem is compounded by the fact that it is often difficult to get them to accept such help).

(e) False reporting and misinformation are not uncommon. This is entirely unexpected in a voluntary programme but surprisingly enough, it occurs far too often for comfort. The reasons are many and include false prestige, a sense of competition with others, too much injudicious pressures from above to produce results, pressure from officials to "show" results irrespective of other factors and, of course, the fact that adult education has traditions that die hard. Though such reporting is not very high, this has to be guarded against, for otherwise we realize far too late that there is a programme failure.

7.3 MIS—The Most Tiring Work

There is a tendency to underestimate not only the importance but also the volume of work involved. To avoid this the following actions must be taken.

(a) A person can visit a maximum number of 10 centres per day or 50 per week as the centres mostly function between 7 and 9.30 in the evening and about 5 to 10 centres take 1 to 3 hours to cover.

(b) However, the purpose of centre visiting is not only to verify whether it is functioning. It also serves to motivate the volunteer, find out what problems he has in conducting classes, meet those illiterates who attend the classes and encourage them and meet and persuade those who still remain to attend the classes. This often means that only about 20 centres/week can be visited. There are also meetings to be attended, local leaders and officials to be met and so on.

(c) Thus in a district with 6 lakh illiterates (i.e. 60,000 centres) 3,000 persons are required to visit centres daily for all of 6 months to cover each centre once a week, which is the bare minimum that is essential. And then all of them must report to the next higher committee.
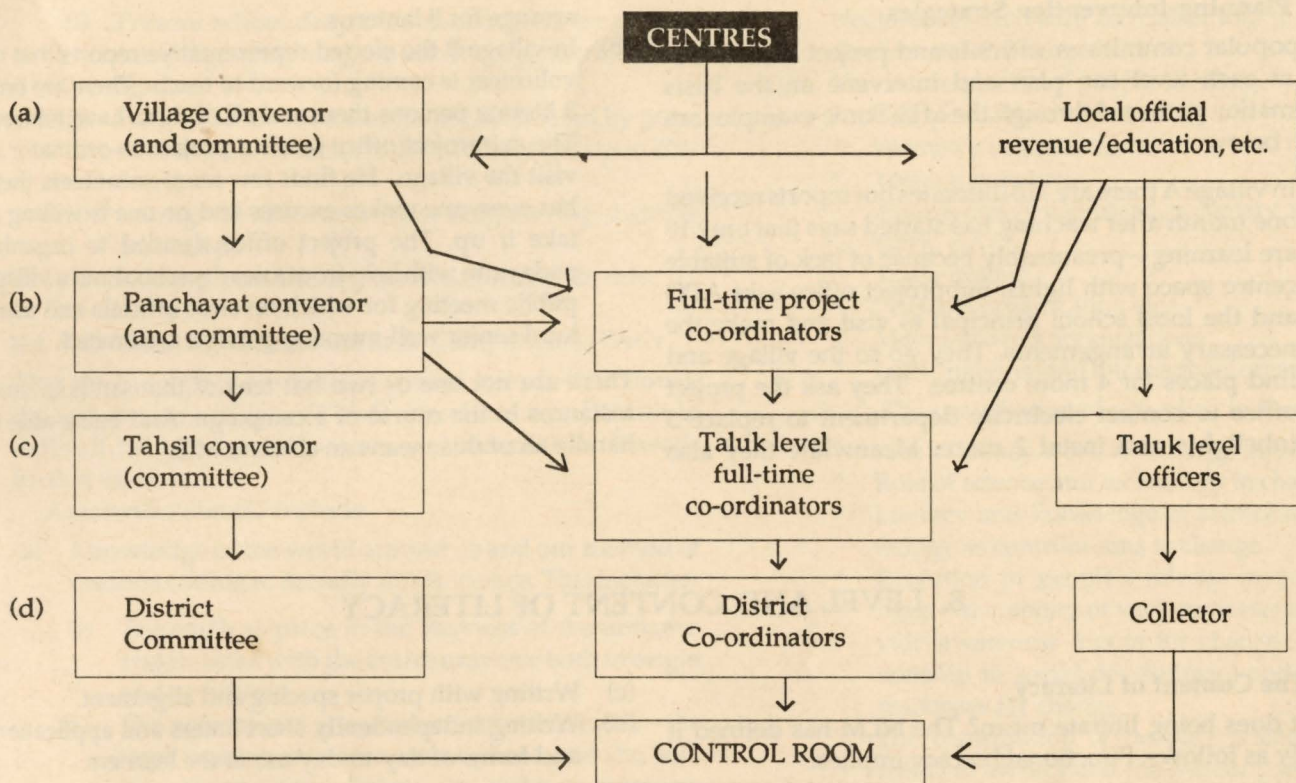
7.4 Who Must Visit Centres?

(a) The village convenor (and committee members)

(b) The village level master trainer

(c) Subproject full-time staff

(d) Local officials or elected representatives

7.5 Data to be Gathered from Centres

(a) Number enrolled

(b) Number not enrolled

(c) Drop-outs

(d) Level of learning

    (i) in literacy

CENTRES		
(a) Village convenor (and committee)		Local official revenue/education, etc.
(b) Panchayat convenor (and committee)	Full-time project co-ordinators	
(c) Tahsil convenor (committee)	Taluk level full-time co-ordinators	Taluk level officers
(d) District Committee	District Co-ordinators	Collector
	CONTROL ROOM	

(ii) in numeracy
(iii) rate of learning

7.6 Data to be Gathered from Villages

(a) Number enrolled
(b) Number of centres (i.e. volunteers) functioning
(c) Number of not yet enrolled and drop-outs
(d) Percentage at potential centres in each village

7.7 How is Gathered Data Transmitted to the Project

Channels to transmit data (Figure above).

7.8 Analysis of Data and Report Preparation

(a) A proper analysis of the data is possible only if monitoring forms and reports have a format. For these standard forms have to be prepared and distributed

 (i) to the instructor to report
 (ii) to village convenor to report
 (iii) to PU level convenors and full-time staff and officials.

(b) A separate monitoring and evaluation cell may be set up at district and sub district levels which will work in the office filing the forms, tabulating data and preparing reports twice a week.

7.9 Computerization of MIS

Software for this is available with the Kerala and Burdwan projects. Pondicherry and Vishakhapatnam have also tried computerization. As of now, however, though a need is recognised, there are some problems to be overcome before

this can be put into use. Most of these arise out of the fact that there is not enough demarcation of the needs. As a result, though a lot of time and money is spent on computerization, its utilization lags far behind or, like in Pondicherry, becomes marginal. Technical problems (e.g. output is in English but users know only Tamil) also plague its usage.

Computerization is useful, but as it stands today it has to go a long way. By the time the team learns what it wants to do, the programme is almost over. At a national level software development for MIS has to be developed or at least guidelines to develop software has to be worked out.

7.10 Logistics of MIS

The project proposals must be closely scrutinised to ensure that they have provision for MIS logistics. Crucial areas of error are

(a) Inadequate provision for full-time staff in the project structure
(b) Inadequate provision of travel facilities for the Panchayat/tahsil level full-time staff.
(c) Lack of preparation of monitoring forms and training on monitoring forms and procedures in time.
(d) Inadequate office staff for collection and analysis of data and preparation of reports

Ideally one full-time project field-worker is needed for every 3,000 illiterates at the lowest level (with 1 per 2,000 illiterate as total full-time staff strength). Project and sub-project offices need at least one full-time staffer earmarked for this work alone. TA provision depends on geography of the district and such other factors.

7.11 Planning-intervention Strategies

The popular committees, officials and project administration at each level can plan and intervene on the basis information gathered through the MIS. Some examples are given below.

(a)   In village A there are 110 illiterates but reports received one month after teaching has started says that only 10 are learning—presumably because of lack of suitable centre space with lights. Subproject office asks APO and the local school principal to visit and make the necessary arrangements. They go to the village and find places for 4 more centres. They ask the project office to contact electricity department to replace 3 tubelights and instal 2 more. Meanwhile they also arrange for 5 lanterns.

(b)   In village B the elected representative reports that no volunteer is coming forward to teach. There are only 3 literate persons there and all of them have refused. The subproject office sends a project co-ordinator to visit the village. He finds few more volunteers there but everyone makes excuses and no one is willing to take it up. The project office decided to organize padayatra with help from a nearby school and a village public meeting for which revenue officials and some local senior well-meaning persons are invited.

There are not one or two but tens of thousands of such instances in the course of a campaign. And being able to handle all of this means an efficient MIS.

8.   LEVEL AND CONTENT OF LITERACY

8.1   The Content of Literacy

What does being literate mean? The NLM has defined it clearly as follows. Functional literacy implies:

(1)   Achieving self-reliance illiteracy and numeracy;

(2)   Becoming aware of the causes of their deprivation and moving towards amelioration of their condition through organization and participation in the process of development;

(3)   Acquiring skills to improve the economic status and general well-being;

(4)   Imbibing values of national integration, conservation of the environment, women's equality, observance of small family norm, etc.

With a view to deriving optimum results from eradication of illiteracy, a nationwide network of continuing education will be established—through new institutional structures, better utilization of the existing infra-structures, open and distance learning, etc.

8.2   Prescribed Levels in Three Rs

I. *Reading*

(a)   Reading aloud with normal accent simple passage in a topic related to the interest of the learners at a speed of 30 words per minute.

(b)   Reading silently small paragraph in simple language at a speed of 35 words per minute.

(c)   Reading with understanding road signs, poster, simple instructions and newspapers for neo-literates, etc.

(d)   Ability to follow simple written message relating to one's working and living environment.

II. *Writing*

(a)   Copying with understanding at a speed of seven words per minute.

(b)   Taking dictation at a speed of five words per minute.

(c)   Writing with proper spacing and alignment.

(d)   Writing independently short letters and applications and forms of day-to-day use to the learners.

III. *Numeracy*

(a)   To read and write 1–100 numerals.

(b)   Doing simple calculations with fractions involving addition, subtraction, up to three digits and multiplication and division by two digits.

(c)   Working knowledge of metric units of weights, measures, currency, distance and area, and units of time.

(d)   Broad idea of proportion and interest (without involving fractions) and their use in working and living conditions.

8.3   Learning to Write and Read (including numeracy)

(a)   The levels laid down by NLM (see Appendix) are quite adequate at least as a minimum standard. Lowering it further may help to achieve targets but at the expense of the spirit of the whole project. One must be able to use one's learning in daily life and for this a certain minimum level is essential. In fact levels must be higher, not less than the NLM norms.

(b)   Maintaining literacy levels and building higher levels of writing and reading in neo-literates: The present primers as outlined are adequate to achieve the NLM norms but one has to plan to retain and indeed improve these levels. A detailed post-literacy programme is thus an essential feature of every literacy programme.

(c)   Maintaining literacy in community as a whole: In the post-literacy phase maintenance of literacy in the community as a whole is essential. This implies that in addition to preventing relapses and mopping up those illiterate not covered in the literacy phase, we must also prevent recurrence. Recurrence can occur due to

(i) Present school drop-outs not covered by current campaigns reaching the adult age group as illiterates.

(ii) Present school non-enrollers not covered by present campaign reaching the adult age group as illiterates.

(iii) Immigrant illiterates from neighboring districts and states.

Only an efficient post-literacy system can cater to this.

8.4 Functionality and Awareness Components (FAC)

That the concept of adult literacy must include 'functionality and awareness' is well understood but it is difficult to define it. NLM's definition is acceptable as such but it needs further elaboration.

Awareness should include

(a) Knowledge of the world around us and our method of understanding it. Broadly this is science. This includes:

(i) The earth as place in the vastness of the universe and its links with the entire universe both in origin and at present.

(ii) The natural and geographic features of earth—the land masses and seas, atmosphere and the soil, mountains, rivers, deserts, etc., and humanity's relationship to these features.

(iii) The diversity of life forms—microbial, plant and animal life and humanity's relationship to it.

(iv) Human beings as linked by evolution to their entire surroundings, sharing a common origin with them, depending on them for their existence.

(v) Human life as the subject and its increasing ability to learn about nature and use of this knowledge to transform nature to serve human needs—physical and cultural.

(b) Knowledge of society. This includes:

(i) Differentiation of human life from animal life and the evolution of civilized humans.

(ii) The development of society from its primitive stages to the modern.

(iii) Social institutions created as a product of social development—administration, judicial systems, law enforcement agencies, political institutions, educational institutions, health care systems, etc.

(iv) The relationships in society and the central nature of human productive activity in relationship to wages, employment, physical and cultural necessities of life and development.

(v) Culture and cultural institutions and development of human life and its importance and relationship to material production, politics, history, etc.

(c) Development and change

(i) Understanding of present day development and possibilities for development—both at individual and social levels.

(ii) The contribution of the political process and the electoral system (with its relationship to administration and to change.

(iii) Various responses of people to change :
* Co-operative movements
* Women's organizations
* Youth movements
* Association : trade-based, voluntary, for social work, etc.
* Trade unions
* Peasants organization etc.
* Manufacture's organizations
* Local, national and international organizations

(iv) The contribution of education to change:
* Adult literacy work as a change agent
* Role of science and technology in change
* Literacy and knowledge of science and technology as contributions to change.
* Evolution of people's science movement in India—the ability of such movements to provide awareness inputs for change—its relationship to social development and to other responses for change.
* The contribution of people's science movements to literacy and the necessity for similar movements to literacy and the necessity for similar movements in the post-literacy phase.

8.5 Imparting 'Functionality and Awareness' Components

There are some conceptual problems and constraints in imparting FAC in a total literacy campaign which one must consider in the planning.

(a) Time-bound Nature

Is it possible at all to impart adequate FAC in a time-bound 5 to 6 months teaching phase, especially when literacy and numeracy also have to be covered? Some elements are, of course, essential but the 180-240 contact hours limitation implies by itself a limited FAC delivery. Most of the topics mentioned above cannot be covered in the 6 month teaching phase.

(b) Inherent Continuing Nature

Functionality and awareness are by definition a continuing process. It is also more than imparting information bits. It implies an attitudinal change and a participatory action all of which have no clear points. Necessarily a total literacy programme can only make a beginning in FAC.

(c) Quality of Volunteers

In most total literacy programmes with massive mobilization of volunteers one gets mostly youth of the 15 to 25 years age group, (more women than men) with 6th to 12th class educational status. Their socio-economic and cultural development is largely similar to the learners. Their own functionality and awareness levels are the same or even less than their more life-experienced adult learners. Considering the shortness of training they receive, their ability to

impart functionality is often non-existent.

(d) Functionality Component in Three Campaign Primers

Primer I

The volunteer instructor is advised to have a 10 to 20 minute discussion based on the pictures in the book or the key word or sentence. This word or sentence is chosen such that it has an emotional appeal to the learners and is closely related to some of their life's major wants or needs or desires. After discussions, the word is spelt out. It also creates an awareness and can be used to build a group feeling and interest in the class.

Primer II

In Primer II, and much more in Primer III, the FAC delivery is much more and each lesson is made up of a paragraph or two on various topics relating to man and his surroundings, health and environment, society's development, social institutions, etc.

The topics thus in the Kerala and Pondicherry campaigns were:

I. *Basic needs*
(a) Food
(b) Employment
(c) Health
(d) Learn the causes

II. *Man and his surroundings*
(a) The solar system
(b) Our universe
(c) Nothing is immutable
(d) All are related to one another

III. *Society and its development*
(a) How man became man
(b) Man is all powerful

(c) Nothing can be done alone
(d) Man-woman equality
(e) How we got independence
(f) Our nation
(g) Our state
(h) The wealth of our state
(i) Dignity of labour

IV. *Health and environment*
(a) Housing
(b) Clothing
(c) Drinking water
(d) Cholera and its treatment
(e) Tree is our friend
(f) Women's health (covers family planning)
(g) Immunization
(h) Essential drugs
(i) Smokeless chulah

V. *Social Institutions*
(a) Industry is wealth
(b) Democracy
(c) Local self-government
(d) The legislature, the executive and the judiciary
(e) Of associations and movements
(f) Consumer protection
(g) Post office
(h) Our education
(i) Fair price shops and cooperative stores
(j) Wages
(k) Let us build a new world

Given the limitations outlined above, the actual coverage of FAC is far less than hoped for. It is therefore one of the main tasks of the post-literacy campaign phase.

9. NOTE ON POST-LITERACY

9.1 Experience world-wide, especially from campaigns shows that
(a) there are wide variations in the level achieved by those assumed to have become literate
(b) there is enough evidence to suggest that a substantial proportion of persons who acquire literacy skills (40–70%) relapse into illiteracy.
(c) there is a basic question regarding the use made by literate people of their literacy skills.

9.2 It has been emphasized that "any literacy programme planned without a corresponding plan for post-literacy is certain to be an exercise in futility. It is abundantly clear that in most countries massive campaigns are mounted for literacy and functional programmes with no plan whatsoever made inadvance for post-

literacy programmes. PL programmes incidentally emerge as ad hoc measures usually designed to retain participants in advance in its own right, with as much attention paid to its implementation as is paid to initial literacy campaign".

9.3 Definition (first international orientation seminar): "Post-literacy is an integrating, learning process to assist literates to retain, improve and apply their basic knowledge, attitudes and skills for the satisfaction of their basic needs and to permit them to continue education through a self-directed process for the improvement of their quality of life (personal and societal)."

9.4 Post-literacy is thus part of a continuum of education which can be shown as

Literacy campaign → Post-literacy → Basic Education → Formal / Continuing Education / Vocational
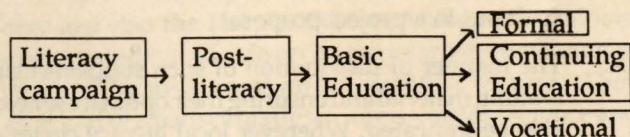
Post-literacy is also the stage of transition from guided learning (dependent on an instructor) to self-learning.

9.5 The central programme objectives of post-literacy are:

(a) Remediation—remedy the deficiency of learning in the literacy phases or, in other words, build up literacy skills to satisfactory standards.

(b) Continuation—This is retention, re-enforcement, stabilization and upgrading of literacy skills and improvement of functional skills.

(c) Application—Normally the improvement of literacy and functional skills should lead to their application in living and working situations but this needs to be encouraged by positive measures. Through application of literacy, people begin to participate in the development process.

9.6 Supplementary objectives

In a post-literacy strategy to make optimal utilization of resources—human, financial and organizational-a number of supplementary objectives can be included depending on specific situation obtained in the district. These could include:

(a) Preparing select persons especially children or groups for rejoining formal system or higher learning

(b) Development of skills or vocational training

(c) Mopping up of illiterates
   (i) those not covered in campaign phase
   (ii) immigrant illiterates
   (iii) recurrence due to school non-enrollers or dropouts

(d) Supporting universalization of elementary education by
   (i) Providing motivation thorough 'village committees and environment building.
   (ii) Ensuring adequate resources and achievement levels in schools as far as possible. (Thus village committees must ensure 100% school enrolment and prevention of dropouts in their areas.)

(e) Ensuring non-formal education for children of 5–15 age group who are unable to go to schools

(f) Strengthening the literacy network and optimal utilization of libraries

(g) Acting as an information system for rights and developmental opportunities (functionality and awareness).

(h) Developing linkages with health programme
   (i) total immunization
   (ii) endemic disease control
   (iii) diarrhoeal disease control
   (iv) drinking water and sanitation
   (v) other health aspects.

(i) Linkages with rural development programmes.

9.7 While there can be a multiplicity of approaches towards realizing part of or all the above objectives, any such programme must clearly spell out the following.

(a) The learning strategy it plans, including the learning materials it will use

(b) The strategy of training

(c) The organizational structure for co-ordinating and administering the programme and the mechanisms for monitoring and evaluation of levels (MIS)

(d) The supplementary activities meant to reinforce the functioning of post-literacy programme and to achieve supplementary objectives

(e) The financial implications, grant sought and various sources of financial support.

9.8 Ideally the post-literacy plan should be for a duration of 2 years, more intense in the first year and tapering of in the second year to structures that will be maintained permanently. Post-literacy would be the bridge between a literacy campaign and a regular continuing education scheme.

9.9 Learning Strategy for Post-literacy

I. There are three definite requirements of any learning strategy.

(a) Providing textual material along with a strategy for every neo-literate to learn this with direct guidance.

(b) Providing supplementary reading materials and ensuring accessibility of these material to every learner.

(c) Creation and maintenance of a literate environment.

II. The continued necessity for textual material with instructor-guided learning is justified by two factors.

(a) It is essential to organize systematic work for every neo-literate to ensure that stabilization and prevention of relapse occur in every individual as far as possible. This systematic learning cannot be done without a text.

(b) It is essential that writing and computation are reinforced. Any strategy based on supplementary reading material alone cannot cater to these aspects which are essential components of being literate.

III. It is estimated that at least 2 such graded primers (texts) are planned for the post-literacy stage. The first PL book will remedy, reinforce and stabilize. The second PL book will build up skills to a stage preparatory for basic education. Both primers together need 150 to 200 hours. The details of levels of learning proposed in such PL books are given in the annexure.

IV. The form in which guided learning of the first and second PL books will take place may vary. However in most proposals received and in strategies elsewhere in the world there is a concept of creating a "literacy circle" or group or "network". Such a network would be a bringing together of about 30 to 40 neo-literate with 1 to 4 volunteer instructors. Learning would be

guided by the volunteer/volunteers, by peer group members especially those with better achievement and even by themselves as part of this group. However, the instructor is essential and the ratio may vary from 1:10 to 1:30.

V. This learning strategy implies "that we do not focus on the individual learner but on classes or groups of learners. This implies that quite apart from helping learners in groups to achieve their objectives, practitioners are faced with the basic task of getting these learners together as groups and keeping them together so that the post-literacy and continuing education programmes may be successfully carried out.

Networks not only provide general support to individual practitioners (or volunteers) but can in particular

* establish communication links between practitioners, (volunteers) neo-literates and other educational agencies.
* foster peer group support among literates on the one hand and among facilitators (practitioners) on the other.
* lead to the development of healthy interpersonal communication skills.
* promote the habit of learning to explore better alternative ways of thinking, feeling and living, so essential for acquiring the powers of independent learning and self-management.
* serve as the basis for decision-making for action and also for eventual policy formation, especially at the local level.

VI. Organization of literacy circles or networks specifically for women, for children in 9-14 age group and for other social groups, have specific advantages as a learning strategy.

VII. In addition to guided learning using graded texts, a variety of supplementary reading materials must be planned. The main forms of these are
(a) Newspapers
(b) Wall newspapers
(c) Periodicals
(d) Booklets and books
(e) Comics

VIII. The main problem is that at present very little printed materials exist suitable for neo-literates and the skills and necessary features of neo-literate literature have been acquired or even understood by very few writers. The approach to creating or acquiring such reading material needs to be spelt out in each district. In many districts books produced at the state or national level by SRCs, NBT etc., would be adequate but planning will still be required for newspapers and wall newspapers etc. Planning is also required to decide contents/topics to be covered by the books, which thereby provides a core functionality and awareness education. However, these need not be spelt out in a project proposal.

IX. The manner of distribution of such supplementary reading material and ensuring their optimal use needs also be indicated. Wherever local literacy circles or network are formed, these can fulfil these responsibilities as well but one can also plan for this work being carried out by other local literacy committee members.

X. The district plan must also consider the essential task of MAINTAINING A LITERATE ENVIRONMENT. This refers to the use of posters, wall writings, specially designed programmes on radio and television, use of locally specific art forms, mobile exhibition and museums, and local libraries in an integrated fashion. This provides continued motivation for the learners and keeps the environment suitable to encourage learning.

9.10 Organizational Aspects of Post-literacy Work

I. Organizational structures are essential to distribute and ensure utilization of neo-literate materials and its integration with reading rooms, local libraries and the continuing education centres or literacy circles. Such an organizational structure would
(a) be primarily based on voluntarism
(b) ensure retention of literacy
(c) ensure utilization of reading materials
(d) ensure 100% school enrolment
(e) prevent recurrence of illiteracy
(f) supervise and, if necessary, undertake NFE work
(g) become the main vehicle of ensuring continuation of teaching FAC.

II. There should be a major programme of training the best volunteers thrown up by the literacy campaign and equipping them to run post-literacy centres. This can be done by training the volunteers to serve as information windows on development and rights.

Not only would such a training increases functional literacy but would also serve to keep voluntarism active.

III. Integration with other democratic and development activities

From being mere information windows on development and rights to be actively involved in organizing people for change is a very big step indeed. However one must remember that literacy movements do not function in isolation. There are many other movements such as association for rights like women's organization, youth organization, dalit and tribal organizations, and trade unions. There are also voluntary organizations which are active in many areas. In particular, a number of agencies working with co-operative institutions, rural development programmes, programmes for uplift of weaker sections, etc., need to be brought into the post-literacy work.

IV. Integration with People's Science Movement activities

There are also the Peoples Science Movements all over India originated out of a desire to popularize science and to create scientific awareness and a scientific temper. They also arise out of a conscious desire to ensure that science and technology is used for the benefit of all. It is essential to understand this movement for two reasons. First because our present literacy work itself has developed partly as a continuity of PSM work. Secondly, promoting literacy in the sense of functionality and awareness is an experience derived from the activities of the People's Science Movements. This experience is essential both for working out strategies to impart functionality and awareness and for continuing work in the post-literacy campaign. This experience will be useful as a guide not only to existing PSM groups but also to all groups and agencies which are now involved in total literacy work.

NLM GUIDELINES ON IMPROVED PACE AND CONTENT OF LEARNING (IPCL)

INTRODUCTION

A study of literacy programmes all over the world reveals a common objective, viz., that the effort should lead to definite outcomes so that it is possible to make a dent in the problem of illiteracy. The approach followed everywhere emphasizes that outcome-oriented literacy drives meet a greater degree of success. This is also the thrust in the National Literacy Mission—the intention being that in the shortest possible time the largest number of illiterates become functionally literate and they are enabled to perceive the gains of literacy while they are in the process of acquiring literacy.

Such an approach demands a transformation in the pedagogy of literacy learning and, therefore, the stress on the 'improved pace and content of learning'. In this approach, what is attempted is a total integration of the learning units with adequate scope for exercises, practice and tests, so that the learners are able to appreciate the utility of these tests and discover for themselves their achievements without any feeling of being subjected to a formal test. The frequency at which the tests appear in the reading materials eliminates the element of surprise and gives to the learners greater confidence to accept and take further tests even by outsiders, if considered necessary. The opportunity to get accustomed to different situations (exercises, practice tests, etc.) is a strong point in favour of helping them to take the course to variety of material rather than remaining fixed to a particular text.

The National Policy on Education, the Programme of Action and the National Literacy Mission lay down specific minimum learning norms. In the new package of materials currently being developed the testing procedures and testing mechanisms remain comparable and only those learners who are able to perform up to the prescribed standard are declared literate. This level ensures that those who attain the NLM norm and who continue to take part in the post-literacy phase either through Jana Shikshan Nilayam or through other modes of reinforcing literacy skills would not easily relapse into illiteracy and their literacy will be non- relapsable.

1. PERSPECTIVE

1.1 The experience of implementing the Adult Education Programme in India during the last 3 decades has shown that if the content of literacy is relevant to the needs and interests of learners, if the programme duration is not too long and stretched, and if the results of initial efforts are quickly discernible, the learners respond well and their achievements are high. Thus, three factors become critical in literacy learning:

(i)   Programme duration

(ii) Programme content
(iii) Visible results

1.2 The adult education programmes in the past have been of varying length. However, there is a growing realization that if the programme duration is short, yet long enough for imparting functional literacy skills, it would evoke good response from the learners. Programmes of unnecessarily long duration have in the past proved to be unenduring and counter-productive. Based on an analysis of past experience we will in the following paras address ourselves to the question of the optimum duration of literacy programme, and the design of the literacy package.

2. PAST EXPERIENCE

2.1 In the programme conducted in the past, such as Gram Shikshan Mohim, the Farmer's Functional Literacy Programme (FFLP), the scheme of non-formal education for adults in the 15-25 years age group, and the National Adult Education Programme the basic literacy learning period ranged from 150 to 300 hours. There was also considerable flexibility in the total programme duration which ranged from 3-4 months to 8-10 months.

(a) In the Gram Shikshan Mohim , the total duration of the programme in the nature of campaign was 4 months. The intention was to carry on the campaign till all the illiterate persons in the age group 14–50 become literate, thereby eliminating illiteracy from the whole village.

(b) In the Farmers' Functional Literacy programme the duration of the programme was 150–200 hours spread over 14–15 weeks.

(c) In the scheme of Non-formal Education the duration of the programme was 350 hours—2 hours per day for 5 days a week over 8–9 months.

(d) In the National Adult Education Programme, the length of the programme was 350 hours basic literacy spread over a 10-month period followed by a post literacy programme of 100 hours.

2.2 The Evaluation Report of the Experimental World Literacy Programme concluded that adults are in a position to master basic literacy skills of primary school standard level in about 200 hours. Similarly, the Review Committee on NAEP (1980) observed that it was possible for adults to acquire basic literacy in about 200 hours. They, however, cautioned that the risk of relapse into illiteracy in a 200-hour programme would be high, unless the level of literacy acquired is sufficiently good. The committee, therefore, recommended that literacy should be integrated with general education, including within its ambit functionality and awareness components, since literacy, functionality and

awareness are mutually reinforcing components. The Committee also recommended that along with literacy there is provision for post-literacy and follow-up activities, so that literacy becomes more durable.

2.3 The evaluation reports brought out by external evaluation agencies who had a close look at the programme in the states of Bihar, Gujarat, Maharashtra, Rajasthan, Orissa, and Tamil Nadu also indicate that if the period of instruction is shortened, wastage of effort and resource is reduced. During the initial period of 3–4 months, the response to learning is generally good, and enthusiasm to acquire literacy is high. However, on account of various factors, attendance at the centres begins to wane after 3-4 months, resulting in a high dropout rate.

These conclusions were also reached in the 2 workshops held in Pune (July 1988) and Antiwar (November 1988), as also in the conference of Directors of Adult Education and SRCs.

3. RESULT-ORIENTED APPROACH

3.1 The National Policy on Education—1986 places emphasis on result-oriented approach to the entire education system so that system is accountable. The same spirit pervades the National Literacy Mission which states categorically that the programme will expect 80 million persons to become literate in the age group 15–35 by 1995. It will not be enough for us to feel satisfied with enrolment figures or persons covered in the programme. Therefore, if the output is to be the order of 80 million, efforts at enrolment and coverage of persons will have to be much higher. By implication the system will have to ensure faster achievements in a shorter duration and thereby enable the administrators and organizers of the programme to attain the goals and objectives set forth in the programme. The NLM strategy, therefore, involves the creation of an environment where the whole programme is based on a motivation-centered approach. Once motivation is heightened, the necessary techno- pedagogic inputs will further raise the quality of implementation of the programme and lead to qualitatively superior results.

3.2 It is also psychologically more satisfying for the learner if he/she perceives the benefit of learning constantly and there is a feeling that learning is not a chore but a task which can be easily accomplished.

3.3 In the foregoing paras, we have highlighted that if the content of the programme is relevant to the needs, interest and aspirations of the learners, the motivation to continue with the programme is high. Therefore, both the pace at which literacy learning is organized and the content of literacy have a bearing on the outcome of the programme. Obviously, there is need for placing greater emphasis on an Improvement in the Pace and Content of Literacy Learning (IPCL). It is with this end in view that the programme duration is being reduced from the existing 8+4 month pattern to 200 hours of basic literacy instruction. The skills

acquired during these 200 hours are reinforced through post-literacy and continuing education in JSNs which provides access and opportunities to higher levels of learning. The entire learning package must, therefore, be so designed as to facilitate quick learning and prevent relapse into illiteracy.

4. PRE-REQUISITES FOR INTRODUCTION OF IPCL

4.1 The Improvement in Pace and Content of Literacy (IPCL) presupposes certain actions. Unless these actions are completed the success in IPCL may be limited. These actions include creation of an atmosphere conducive to literacy promotion and learning, proper identification of functionaries and their training, adequate logistic support and most importantly, a drastic change in the methodology and design of materials preparation.

4.2 For the literacy programme to succeed, it is necessary to create conditions where people value and demand literacy. This requires the mounting of a campaign of environment building by the use of both traditional and non-traditional media.

4.3 Along with the creation of an environment for literacy promotion, it is also essential to ensure that adequate arrangements exist for imparting of literacy. This will depend on the extent to which the location of adult education centres is found satisfactory by the learners, that the timings are convenient to them and that physical facilities such as accommodation, lighting and other techno-pedagogic inputs are available.

4.4 Apart from providing an environment for literacy promotion and learning, proper identification of functionaries is crucial. Grassroots level workers, namely instructors and preraks, will be, in the ultimate analysis, responsible for making IPCL operational. Therefore, after the selection of suitable persons, it will be essential to orient them and give them sufficient training to carry on the task of implementing IPCL. Particular care will have to be taken to see that the philosophy and approach of IPCL is appreciated and internalized by the instructors and preraks. The details of the duration of training, its methodology and content would, therefore, have to be carefully planned and organized.

4.5 The teaching–learning materials will require substantial modification. It will be necessary to review them from the point of view of launching the IPCL and build in them the features of accountability so that the results of the efforts made can be made known in measurable terms.

4.6 As a follow-up to the recommendations for shorter duration programmes several steps were taken. The work initiated at Pune and Indore was subsequently reviewed in the Experts Group meeting on Learner Evaluation (June 13 and 14, 1989) where the following decisions were taken which were also endorsed in the conference of directors of SRCs held in July 1989.

(i) There is a plethora and multiplicity of materials (primer, workbook, exercise book, etc.) which do not always reach the learners in time. The supply of material has been defective and unmanageable.

(ii) The material in use is not always of a grade and quality that would enable the learners to achieve the NLM norms.

(iii) The material in various states and languages lack uniformity, there are wide variations in space allocation for practice, exercises, evaluation, and illustration.

(iv) The structure of the existing material is so rigid that it does not permit a dropout to resume learning where he/she dropped out. There is no provision for a learner with limited motivation or time to have the satisfaction and pride of having attained even some basics in literacy and numeracy.

(v) There is no assured, unobtrusive progress recording system with regard to learners' achievements. There is also little provision for self-assessment by the learner which can lead to generation of self-assurance and motivation. As a consequence, when the learner faces an evaluation exercise administered by an outside agency he/she feels threatened—either avoids the evaluation totally, or fares poorly.

(vi) The validity of learner achievements has become doubtful and the programme credibility has become a casualty. There is also no cross comparability of results in various parts of the country and in various programmes. The above weaknesses need the urgent attention of material producers.

4.7 The consensus evolved during the series of discussions and consultations over the past 2 years are the following:

(i) When the learner returns after a gap, he/she should be able to start where he/she left the study.

(ii) The final achievement should correspond to the level of NLM norms. The content of the primer should be rich enough to achieve the NLM norms.

(iii) A corollary to the above is that the achievements of the learners through the primers should be comparable all over the country. The literacy package should be manageable, so that its preparation, distribution and use is timely and smooth.

(iv) Literacy and numeracy should be an integral part of the same primer. There should be an integration of learning units, exercises, drills, tests and evaluation. This would mean that there will be no separate workbook, exercise book, test papers or evaluation sheets.

(v) The primer should be capable of generating dialogue and discussion. It should be capable of entertaining

the readers. It should excite the learners through discovery and games.

(vi) It should permit an assessment of the progress in learning on a periodic basis by the learner and instructor and help in record keeping.

(vii) The literacy norms given in the NLM document are the minimum levels of achievement, a yardstick against which the results of any programme would be measured. However, it would be useful to divide these into three parts denoting three levels of the basic literacy stage. The literacy to be attained by the learners at the end of each level is given below:

Level I

Ability to
* read and write words/sentences using most frequent letters and vowel signs
* read and write numbers up to 50
* write one's own name

Level II

Ability to
* read and write words and sentences having almost all the letters, all vowel signs and some conjunct letters
* read and write numbers up to 100 and do simple addition and subtraction up to 100
* write names of family members and one's address

Level III

Ability to
* read and comprehend a small passage (unknown text/ newspaper headings, road signs)
* compute simple problems involving multiplication and division
* apply skills of writing and numeracy in day-to-day activities, ie. writing letters, filling forms, etc.

STRUCTURAL DESIGN OF THE PRIMER

* The primer would be in three parts, each part would correspond to the three levels mentioned above.

Primer	(Part I)	Level	I
Primer	(Part II)	Level	II
Primer	(Part III)	Level	III

* Each part will contain literacy and numeracy and integrated teaching unit, exercises and drills, tests, evaluation sheets and a model certificate to be given to the learners.

L–1

LIT	NUM	EXER/DRILL

L–2

LIT	NUM	EXER/DRILL

L–3

LIT	NUM	EXER/DRILL	TEST

L–4

LIT	NUM	EXER/DRILL

L–5

LIT	NUM	EXER/DRILL

L–6

LIT	NUM	EXER/DRILL	TEST

L–7

LIT	NUM	EXER/DRILL

L–8

LIT	NUM	EXER/DRILL

L–9

LIT	NUM	EXER/DRILL	EVAL/CERT

OTHER FEATURES OF THE PRIMER

* There will be varied exercises to practise reading and writing, fixation of hand, numeracy, etc. Among the exercises, the first few should be drawing of horizontal, vertical and oblique lines, curves, semi-circles, full circles, etc.

* The exercise should not create monotony and boredom. They should be ingenious concentrating on specific items to be tested and hould be in the form of games also.

* The proportion of learning unit and exercise should be 50:50.

* Tests would be incorporated after the second or third learning unit depending on the total number of lessons in a book. There has to be sequence of learning units, exercises and tests, each reinforcing the other.

* While formative tests would cover only the portions from the primer, the final test would be general. For example, a paragraph specially constructed or taken out from a neo-literate material could be given for reading and comprehension. The entire effort is guided by the consideration that the design/format of materials would remain uniform all over the country, but content would vary reflecting linguistic forms and structural requirements and absorbing local demands.

* Each part of the primer would contain a perforated certificate to be given to a learner after completion of a part of the primer successfully. On the reverse of the certificate would be given the details of the literacy level attained.

* The first certificate would be signed by the Instructor, the second by the prerak and the third by the village leader or any other witness.

4.8 On the basis of these decisions, each SRC is now engaged in revising the primers following the principle of integrating the main learning units with lessons for practice, test materials, etc. The merits of the approach lie in the fact that it promotes self-evaluation by the learners all through the programme and encourages the instructor to maintain the record of the learning.